medium term strategy
2016-2021
She is one of 580,000 Palestine refugee children who will become an adult during the period 2016-2021. Unless action is taken to improve their chances in life:

- Over 90 per cent will complete basic education, but many will not find gainful employment;
- Around 60 per cent will have lived through at least one conflict;
- Over one third will be a member of a family living in poverty; and
- A small number of girls, around 7,000, will have had their first child before turning 18.

For this schoolgirl and many like her, UNRWA will:

- Protect her rights under international law;
- Ensure she completes a quality basic education;
- Ensure she receives quality primary health care;
- Ensure she is given the opportunity to build their capabilities; and
- Ensure she is not deprived of their basic needs of food, shelter and environmental health…

… so that she can pursue the future she wants for herself.
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>AUB</td>
<td>American University of Beirut</td>
</tr>
<tr>
<td>CBO</td>
<td>Community-based organization</td>
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<tr>
<td>CERI</td>
<td>Consolidated Eligibility and Registration Instructions</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
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<tr>
<td>CIP</td>
<td>Camp Improvement Plan</td>
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<td>CPIS</td>
<td>Camp Profile Information System</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<tr>
<td>CRPD</td>
<td>Convention on the Rights of Persons with Disabilities</td>
</tr>
<tr>
<td>e-Health</td>
<td>Electronic medical information system</td>
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<tr>
<td>EMIS</td>
<td>Educational Management Information System</td>
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<tr>
<td>EPI</td>
<td>Expanded Programme on Immunization</td>
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<td>ERP</td>
<td>Enterprise Resource Planning</td>
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<tr>
<td>ESF</td>
<td>Education Science Faculties</td>
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<td>FESA</td>
<td>Faculty of Educational Sciences and Arts</td>
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<tr>
<td>FHT</td>
<td>Family Health Team</td>
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<tr>
<td>GBV</td>
<td>Gender-based violence</td>
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<tr>
<td>HRCRT</td>
<td>Human Rights, Conflict Resolution and Tolerance</td>
</tr>
<tr>
<td>ICESCR</td>
<td>International Covenant on Economic, Social and Cultural Rights</td>
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<tr>
<td>IDP</td>
<td>Internally displaced person</td>
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<tr>
<td>MCSP</td>
<td>Microcredit Community Support Programme</td>
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<tr>
<td>MLA</td>
<td>Monitoring Learning Achievement</td>
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<td>MTS</td>
<td>Medium Term Strategy</td>
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<td>MPI</td>
<td>Multidimensional Poverty Index</td>
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<tr>
<td>NCD</td>
<td>Non-communicable disease</td>
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<tr>
<td>NGO</td>
<td>Non-governmental organization</td>
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<td>NRC</td>
<td>Norwegian Refugee Council</td>
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<tr>
<td>OHCHR</td>
<td>Office of the High Commissioner for Human Rights</td>
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<tr>
<td>oPt</td>
<td>occupied Palestinian territory</td>
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<tr>
<td>PCBS</td>
<td>Palestinian Central Bureau of Statistics</td>
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<tr>
<td>RBM</td>
<td>Results-based management</td>
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<tr>
<td>RSSP</td>
<td>Relief and social services programme</td>
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<tr>
<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<td>SLA</td>
<td>Sustainable Livelihoods Approach</td>
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<td>SSNP</td>
<td>Social Safety Net Programme</td>
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<td>TVET</td>
<td>Technical and Vocational Education and Training</td>
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<tr>
<td>UNCT</td>
<td>UN Country Team</td>
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<td>UNDG</td>
<td>United Nations Development Group</td>
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<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
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<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<td>UNGA</td>
<td>United Nations General Assembly</td>
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<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<tr>
<td>UNRWA</td>
<td>United Nations Relief and Works Agency for Palestine Refugees in the Near East</td>
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<tr>
<td>UN WOMEN</td>
<td>United Nations Entity on Gender Equality and the Empowerment of Women</td>
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<tr>
<td>WFP</td>
<td>World Food Programme</td>
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<td>WHO</td>
<td>World Health Organization</td>
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In many ways, the current collective predicament of Palestine refugees is so dire as to be existential in nature. The situation is incredibly bleak in the region, the pressures are immense on Palestinians and on Palestine refugees, and the threats to their future and the unsustainability of their situation have become increasingly visible. This is therefore the very time when hope is needed more strongly than ever and when political action is required to change the circumstances to bring about a fundamental change of paradigm.

Halfway into the seventh decade of its existence, UNRWA is both an illustration of what has been achieved for Palestine refugees over this period and a living reminder of what happens when no political solutions are found to address the underlying causes of a situation of historic injustice. While the Agency is steadfast in its commitment to provide for the human development and protection needs of some 5 million Palestine refugees in Gaza, Jordan, Lebanon, Syria and the West Bank including East Jerusalem, it is clearly convinced that there is nothing more important for the refugees themselves than a just and lasting solution to their situation.

This Medium Term Strategy (MTS) presents the Agency’s statement of intent for UNRWA operations for the period 2016-2021. It reflects the growing and evolving needs of the Palestine refugee populations and outlines the Agency’s response to meeting these needs and providing access to vital services for all refugees who may need them, focusing particularly on the vulnerable who need these services the most. The strategy is designed to be applicable in any security context, capturing the unique character of UNRWA which has the ability to operate in diverse contexts, including in the most intense and violent conflicts.

The MTS lays out a set of Strategic Outcomes designed to address the needs of Palestine refugees, and UNRWA will implement a very active and committed effort to mobilize support and resources to achieve those Outcomes. When considering the Agency’s primary achievements over past decades, and its responsibilities moving forward, it is important to acknowledge the remarkable contribution of the host and donor governments in accommodating and supporting Palestine refugees. At the same time, meeting the needs of all Palestine refugees requires the collective effort of many actors, including other members of the United Nations family in the region, non-governmental organizations (NGOs) and the broader international community.

The Agency’s response during the strategic period will focus on its clear mandate from the General Assembly and comparative advantages, which include the scale and geographic coverage of its operations, its coordinated and diversified programming and, above all, its workforce – the majority of whom are Palestine refugees themselves and members of the communities they serve. In drawing on its operational strength, the Agency’s strategic priorities will be to continue to provide protection to all refugees including the most vulnerable; improve access to and the quality of primary health care in responding to the changing health needs of refugees; provide quality, inclusive and equitable basic education; build the capacities of refugees so they are better prepared to take advantage of livelihood opportunities; and assist refugees to meet their basic human needs, especially in times of conflict.

We are conscious that a number of challenges lie ahead, including those arising from the increasingly unstable context in which UNRWA operates. The previous MTS period saw the start of the conflict in Syria. It also saw a major conflict in Gaza during the summer of 2014. The unacceptable loss of life, predominantly civilians including hundreds of children; mass displacement; and extensive destruction in the Gaza conflict in 2014 have appalled and shamed the world. The tragic conflict in Syria, one of the most catastrophic of recent times, has resulted in the displacement of more than half of the 560,000 registered Palestine refugees and has seen many of the Palestine refugee camps embroiled in the conflict. The siege of Yarmouk camp, which has trapped thousands of civilians without proper access to humanitarian assistance, has come to symbolize the intense human suffering and depth of the crisis. We must not forget that behind these statistics are the lives of men, women and children, individual destinies, with hopes and aspirations for a better future.

Even outside of these devastating events, the situation remains challenging for Palestine refugees. The occupation of the Gaza Strip and the West Bank, including East Jerusalem, continues to constrain life for refugees in extreme ways. In Gaza, the illegal blockade has had a ruinous effect on the economy and the Strip is faced with the prospect of becoming unliveable within the MTS period unless urgent remedial action is taken by the international community. The situation for Palestine refugees in Lebanon is exacerbated by a lack of rights and socioeconomic exclusion. In Jordan, Palestine refugees also face hardships, including thousands living in substandard shelters in need of rehabilitation and increasing numbers living in abject poverty, with those living in camps particularly affected.
These factors together point to the unsustainability of the Palestine refugee situation. The ongoing denial of rights, constrained socioeconomic conditions and exposure to multiple crises – often spilling across borders – have severely impacted upon the ability of many refugees to attain basic standards of human development. These factors, combined with the enduring refugee condition of Palestine refugees, have posed continuous obstacles to the development of what has traditionally been a well-educated, highly skilled and self-sufficient population in the Middle East. The humanitarian cost of the present situation is untenable and calls for the achievement of a just and comprehensive solution to the situation of Palestine refugees. It, however, also further underlines the critical importance of the role of UNRWA for the refugees in terms of protection and assistance. We will continue to honour our obligations to Palestine refugees until there is a solution to their plight.

In this context, international solidarity in support of our Agency is essential. By supporting and sustaining UNRWA in its mission to provide health, education, social services, protection and emergency assistance to refugees, and by providing the diplomatic and financial support necessary for UNRWA to discharge its tasks in a landscape which is complex, challenging and, in places, highly dangerous, the international community can ensure that the vulnerability of the Palestine refugee community is addressed and that refugees’ rights are protected.

It can also ensure that the formidable human capital development – one that many countries in the world would envy Palestinians for – is not lost to the corrosive effects of occupation, conflict and neglect. UNRWA for its part is committed to ensuring that the means made available to it are used in the most effective and efficient way possible. The present MTS contains specific management commitments to that effect.

I am confident that, with your help, we can deepen the needed solidarity and that my colleagues and I will ensure the Agency continues fulfilling its role to carry out its essential work in support of Palestine refugees, while the international community more actively contributes to a final – and very long overdue – settlement to the Palestinian issue. The time for an end to the injustice suffered by Palestine refugees has come.

Pierre Krähenbühl
Commissioner-General
executive summary

1. Following the 1948 Arab-Israeli War, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was established under General Assembly resolution 302 (IV) of 8 December 1949 to provide assistance to Palestine refugees in five fields of operations – Jordan, Lebanon, the Syrian Arab Republic, the West Bank, and the Gaza Strip. The mission of UNRWA is to help Palestine refugees achieve their full potential in human development under the difficult circumstances in which they live. As the General Assembly has expressed, in the absence of an international political solution to the situation of Palestine refugees after over six decades, the Agency’s provision of services will remain essential for the well-being, human development and protection of the refugees.

2. UNRWA is well regarded as a pioneer in public service delivery in both stable and fragile contexts. In 2014, the Agency succeeded in educating more than 490,000 children and over the course the period 2016 – 2021, over 250,000 children will have completed the basic education cycle in UNRWA schools. UNRWA provides access to primary health-care services to families comprising 3.68 million individuals, which translates into almost 9.5 million consultations annually, and contributes towards Palestine refugees experiencing health outcomes in line with host countries in areas such as infant and maternal mortality. In 2014, the Agency provided social safety net assistance to 294,000 persons and made a positive impact on the lives of 730,000 people through inclusive and participatory infrastructure and camp improvement interventions. The UNRWA microfinance programme has developed into one of the stronger institutions of its type in the region, delivering over 225,000 loans from 1991 to 2010 valued at almost US$ 257 million, and was internationally recognized in 2011 for excellence in social performance reporting. Furthermore, UNRWA has a well-established record of responding rapidly and effectively to emergencies, including in promoting protection, for example in the ongoing Syrian conflict, the two intifadas in the occupied Palestinian territory (oPt), and the Lebanese civil war, to name just a few.
3. In 2015, UNRWA provided direct services through a workforce of over 30,000 persons, primarily Palestine refugees themselves. This workforce includes 22,000 education staff, 3,300 health staff, 1,100 sanitation labourers, and over 370 social workers working in over 900 facilities (including schools, health centres, and technical and vocational training centres) across its five fields of operations.

4. The Medium Term Strategy (MTS) presents the Agency’s strategic vision and objectives for its programmes and operations for the period 2016-2021, with the aim of maximizing its use of resources and the impact of UNRWA operations in serving refugees. It reaffirms the Agency’s commitment to advocating and providing for the human development and protection needs of Palestine refugees.

5. There is good reason to believe that the period 2016-2021 will be one of growing complexity in the environment in which UNRWA operates and among the most difficult periods in Palestine refugee history. While negotiations aiming to achieve a durable solution to the Israeli-Palestinian conflict that includes a final resolution to the plight of Palestine refugees are expected to continue during the strategic period, it is assumed that the West Bank and the Gaza Strip will remain under Israeli occupation. The first year of the strategic period could potentially be the ninth year that 1.28 million refugees in the Gaza Strip experience an illegal blockade leading to electricity, fuel and food crises and restrictions on Gaza’s capacity to create jobs, pushing the population further into poverty. The occupation in the West Bank, the barrier and its associated regime will give rise to increased protection issues for approximately 775,000 refugees. A protracted crisis, with cyclical degrees of intensity and widespread insecurity, is expected to characterize much of the strategic period in Syria, affecting 450,000 Palestine refugees still living in the country. In Jordan, hosting some 2.1 million Palestine refugees along with other refugees from Iraq and Syria will continue to place a huge burden on the already strained economy and natural resources, as well as the stability of the country. At the start of the MTS period, more than 450,000 Palestine refugees registered in Lebanon will continue to face exclusion, discrimination and the ongoing denial of their rights.

6. Palestine refugees are facing a human development and protection crisis. Levels of food insecurity and poverty are high and increasing. Rates of youth unemployment, especially affecting female youth, are alarming. Despite Palestine refugees having strong human capital as a result of the education and health structures provided by UNRWA and host authorities, the majority of refugees do not have access to the full range of assets required for sustainable livelihoods, including those required to develop coping strategies and build resilience. Poverty rates and unemployment are particularly acute in a number of Palestine refugee camps and gatherings.

7. Refugees are facing an increasing number of protection threats from armed conflicts in Syria, the West Bank and the Gaza Strip. The number of refugees who are excluded from key aspects of social, political and economic life by virtue of their legal status and the fact that they do not enjoy the same basic human rights as other citizens is growing. The vulnerability of different groups, including women, children and persons with disabilities, to violence and abuse is also increasing. Prolonged political, social and economic instability combined with repeated and widespread violations of human rights will have significant adverse effects upon the mental health and psychosocial well-being of Palestine refugees.

8. Against this backdrop of growing vulnerability, UNRWA, lacking the national policy tools through which states address a multiplicity of social and economic challenges, must sustain its investment in the human capital of the refugees through continued delivery of core services. As we transition between strategic periods, this nexus of conflict, the absence of a solution to the refugee question, and the profound challenges of economic development and poverty that face the region will continue to increase the demand for core UNRWA services and, in crises, emergency assistance. In responding to these challenges, the Agency will consider ways to strengthen its responses to poverty through more effective synergies between its existing programmes.

9. The factors behind the human development and protection crisis faced by refugees are beyond the control of UNRWA. It is vital that the underlying causes are addressed by the United Nations Member States, including the parties to the different conflicts. The consequences of inaction are unacceptable. Unemployment will grow, and there will be higher health and social welfare costs, higher insecurity and lower economic growth. An impoverished, embittered and isolated population will turn increasingly to risky and dangerous behaviours, with implications for host communities and countries in the region.

10. In the strategic period, UNRWA will remain the lead international actor in reducing the impact of the above threats and will remain committed to providing support to all Palestine refugees who register for its services. UNRWA will focus on building the capacity of Palestine refugees and doing everything possible to create an enabling environment for them to exercise those capacities. Doing so will create greater resilience and help mitigate against the local and regional impact of the challenges facing refugees.
11. UNRWA has identified five strategic outcomes that it will work to accomplish over the strategic period with the assistance of regional, national and local partners. The outcomes have been identified based on an understanding of the Agency’s accomplishments over the course of the previous Medium Term Strategy for the period 2010-2015 and an appreciation of where the Agency’s operations were less successful.

12. First, UNRWA will ensure that its own operations meet minimum protection standards. UNRWA will further protect and promote the rights of Palestine refugees under international law. It will do so for Palestine refugees whose rights under international humanitarian and human rights law are being violated as a consequence of armed conflict. It will do so for refugees who are excluded from key aspects of social, political and economic life by virtue of their legal status and the fact that they do not enjoy the same human rights as other citizens. It will work through its programmes to provide support and assistance to groups who are vulnerable to violence, abuse, neglect and exploitation.

13. Second, UNRWA will protect refugees’ health and reduce the burden of disease. It will do so through the continued provision of universally accessible quality primary health care and the implementation of the Agency’s successful Family Health Team (FHT) reforms. Through a range of initiatives, including capacity-building of paramedical and medical staff, establishment of specialized referral mechanisms, and wide-reaching health promotion and protection services, it will curb the increasing prevalence of non-communicable diseases (NCDs), mental illness and psychosocial problems. UNRWA will ensure improved access for Palestine refugees to health services where such access is restricted by a lack of rights or restrictions on movement. In its hospitalization subprogramme, UNRWA will direct focus and accord highest priority to those refugees with life-threatening illnesses requiring life-saving/life-supporting medical care, but who lack the necessary financial assets or insurance coverage to attain such treatment. UNRWA will work with partners to ensure refugees benefit from specialist care that UNRWA is unable to provide and to maximize opportunities to increase resource mobilization through partnerships.

14. Third, UNRWA will ensure school-aged children complete quality, equitable and inclusive basic education to enable students, over time, to develop the cognitive, social, cultural and personal capabilities to best equip them to realize their potential as an individual and as a member of their society. Beyond the basic education provided by UNRWA, this potential
is leveraged through Palestine refugee children’s access to education at secondary and tertiary levels in host authority institutions. Among other things, UNRWA will increase its focus on students who require targeted interventions, including children with disabilities; children from poor backgrounds; children with additional psychosocial needs; children who are underperforming in standardized tests; children who have experienced abuse, physical violence and exploitation; and children with severe diseases. UNRWA will ensure its school facilities are accessible and provide a conducive and safe learning environment. Through best practice emergency programming, UNRWA will ensure Palestine refugee children who are affected by conflict are not deprived of the right to education. UNRWA will work with partners to both improve the quality of its education programme and ensure increased access of refugees to education providers.

15. **Fourth,** UNRWA will increase the capabilities of refugees – particularly youth, women, the poor and other vulnerable groups – to take advantage of livelihood opportunities. Despite the challenges associated with doing so, UNRWA will work towards improving refugees’ access to livelihood opportunities through innovative projects, advocacy and support programmes tailored to address local threats and vulnerabilities. UNRWA will enhance its work with global, regional and local partners to improve refugees’ access to the human, social, natural, physical and financial capital required to enhance livelihood opportunities and to ensure the investments made by UNRWA are not wasted through inactivity and dangerous behaviour. In addition, UNRWA will identify a number of priority Palestine refugee communities in which socioeconomic conditions are particularly dire and in which improvement projects have the potential to increase livelihood opportunities and reduce the incidence of poverty. UNRWA will continue to ensure that its own human resources and procurement requirements benefit Palestine refugees and local suppliers to the maximum extent possible.

16. **And fifth,** UNRWA will ensure refugees are able to meet their basic human needs of food, shelter and environmental health to ensure that its efforts to build the human capability of refugees are not undermined. Refugees’ ability to meet their basic needs has seldom been at greater threat than today. UNRWA will target, first, the abject poor through direct cash and food assistance and through preferential treatment in other services. It will make every effort to ensure Palestine refugees live in conditions that meet minimum acceptable standards of safety and health. UNRWA will prioritize projects addressing water resource, supply and networks, sewerage networks, and water drainage in camps that suffer from severe deteriorated environmental infrastructure conditions. UNRWA will further ensure Palestine refugees are benefitting from the services provided by others in ensuring their basic needs are met. Where UNRWA is required, by necessity, to provide services itself, it will do so in the most efficient and effective manner possible.

17. **In order to achieve the above outcomes,** UNRWA will establish a stronger foundation of efficient and effective management through three commitments. First, UNRWA commits to build an ambitious relationship and fundraising approach with the express aims of maximizing resources and finding new solutions to bridge a looming financial gap and of transforming several existing collaborative arrangements with partner organizations into long-term strategic engagements that enhance the opportunities available to refugees. Second, UNRWA commits to further strengthen its management systems to maximize impact and effective response, as well as to address some key sustainability challenges facing the Agency. Third, UNRWA commits to fostering and instituting a culture of partnership with refugees and staff, including staff unions.

18. **This strategy responds to calls from the Agency’s donors to deliver the most cost-effective and impactful services possible.** It responds to host governments’ insistence that they not be required to bear a greater burden – a burden they cannot meet financially – of supporting refugees. It responds to the legitimate demands of refugees to provide them with protection and support at this time of great need. Most importantly, the MTS reiterates the unsustainability of the refugee condition and impresses upon the international community the urgency of resolving the plight of Palestine refugees.
Figure 1: UNRWA operations, 2014
chapter 1: context analysis and assumptions

19. The Middle East is experiencing significant political, social and economic changes. Instability and, in some cases, active conflict are expected to characterize the macro-environment for most, if not all, of the strategic period. Recent events in all fields of UNRWA operations indicate that the coming strategic period could herald even more complexity and uncertainty.

20. While a peaceful, comprehensive and durable solution to the Israeli-Palestinian conflict that includes a final resolution to the plight of Palestine refugees is unlikely during the strategic period, the United Nations will remain actively engaged with all relevant actors in an effort to sustain the peace process.

21. The West Bank and the Gaza Strip are expected to remain under Israeli occupation. It is expected that the State of Palestine will continue efforts to establish itself as a fully functioning and self-reliant State; however, it is likely that many Palestine refugees will remain reliant on UNRWA services.

22. The first year of the strategic period could potentially be the ninth year that the Gaza Strip experiences an illegal blockade leading to electricity, fuel, food and health crises. Unless a political solution to the conflict is found in the near future, the prospect remains that this blockade will continue in some form into the strategic period. Due to the many years of blockade, isolation and repeated intense conflicts, the Gaza Strip will likely continue to be one of the weakest economies in the world. Barrling significant changes in the blockade (lifting in full or a major easing), it is likely that the access regime will remain challenging, with restrictions on the movement of people and goods. Access to land and fishing areas is also likely to remain severely limited, in addition to renewed restrictions on imports. As the blockade continues to restrict Gaza’s capacity to create jobs, the majority of the population will be pushed further into poverty. The relatively short yet intense conflicts and incursions that have characterized recent years may continue with cross-border violence resulting in death and injury. The greater intensity, protraction and severity of the 2014 conflict in the Gaza Strip, which outstripped the Agency’s worst-case scenarios many times over, underlines the continued volatility and unpredictability of the Gaza Strip and the gulf that remains before any political solution can be found. The longer-term consequences of these events are still unfolding at the time of publication of this strategy. In addition, environmental and resource concerns, including the acute water shortage, will pose an increasing existential threat to Gaza as a liveable place.

23. In the West Bank, protection challenges as a result of the occupation, including conflict-related violence; detentions, including those of children; military incursions into refugee camps; restrictions on movements and access to productive resources; forced displacement; demolitions of Palestinian-owned structures; and settler violence are expected to continue to affect the daily life of all Palestinians, including refugees. At the same time, the economy is expected to remain stagnant, contributing to high rates of unemployment, poverty and food insecurity. Taken collectively, these challenges will not only undermine the ability of Palestinians, including refugees, to live in dignity, leaving them vulnerable to a loss of assets and livelihoods, but also represent significant constraints to the Palestinian Authority in providing a full scope of services to citizens and exercising the right to self-determination on behalf of the population.

24. The conflict in Syria continues to worsen, with devastating consequences for all civilians. All twelve Palestine refugee camps have been directly affected, including by looting, indirect fire and shelling. Tens of thousands of Palestinian homes have been destroyed. Damage to the economic environment and essential infrastructure has increased dependence on UNRWA and threatens to further reverse human development. Violence and widespread insecurity are expected to continue in Syria in the strategic period. Conflict lines have shown to be dynamic, and it is expected that some areas in which Palestine refugees reside will remain insecure or unstable and that access will be restricted or interrupted at different times and at different places. Palestinians from Syria have voiced a deep sense of insecurity about their future in Syria and the wider region. Even in the unlikely event of a halt to all violence, the widespread damage to homes, as well as health and education infrastructure, will require a considerable reconstruction effort and the challenges of economic recovery will be immense.

25. Lebanon’s stability, including its security and economy, are likely to continue to be negatively affected by the ongoing conflict in Syria and the 1.2 million Syrian refugees it is hosting. Despite some significant challenges, it is not expected that there will be internal strife, although the security situation will remain tense. It is assumed that stresses generated by a large refugee population, coupled
with limited national resources and a challenged economy, will further negatively affect Lebanon’s border policy towards Palestinian refugees from Syria (PRS), preventing them from entering and increasing the risk that they will be returned by force.

26. Jordan will continue to host millions of refugees, whether they are Palestine refugees or from Syria and Iraq. This trend generates growing challenges for the stability of the country, in particular on its economy and limited natural resources, most notably water. Heightened external security threats are expected to continue to pose a risk of internal conflict. Notwithstanding the aforementioned, over the period of the 2010-2015 MTS, Jordan has experienced strong and stable levels of peace and security above all other UNRWA fields of operations.

27. In addition to the crises and emergencies already being experienced by Palestine refugees, instability may lead to further volatility across some areas of UNRWA operations during the strategic period. In this regard, it is assumed that the macro-environment will be characterized by a continuation of the current cycle of complex emergencies. With a growth in the number of refugees living in poverty and the absence of a solution to the refugee question, demand for UNRWA emergency assistance will persist, combined with a rising demand for core services.
chapter 2: palestine refugee needs

28. In 2014, 5.15 million Palestine refugees and 439,746 other eligible persons were registered with UNRWA, totalling 5.59 million registered persons. Projections suggest that, from this baseline, the total registered population is expected to increase to 5.75 million across UNRWA fields in 2016 and 6.46 million in 2021, representing increases of 2.9 per cent and 15.6 per cent, respectively, on the 2014 population. Growth rates vary between fields, with the fastest growth expected in the Gaza Strip and more moderate growth projected in Lebanon.

Figure 2: Actual and projected registered UNRWA population, 2010-2021
Human Development Indicators

29. The concept of human development is one of the two foundation principles of the Agency’s vision and mandate. Human development is the process of increasing the ability of people to make decisions affecting their own lives. The three essential dimensions of human development are a long and healthy life, acquired knowledge, and access to resources for a decent standard of living. Human development is nevertheless a broad and evolving concept. Additional choices valued by people include dignity, empowerment, and respect for human rights and political freedoms. Human development requires building capacities, but also requires an enabling environment in which refugees have access to opportunities to exercise their capacities safely and freely. Palestine refugees must be able to do so with confidence that the efforts they make today to develop themselves and their communities will not be lost tomorrow.

30. Many health- and education-related indicators for Palestine refugees reflect significant achievements in human development over time. Life expectancy at birth, for example, an indication of the overall mortality level of a population, is similar to host populations and higher than average expectancies among both men and women in the Arab world. Overall achievements in literacy are also high and generally exceed levels of high- and medium-ranked countries on the human development index. These achievements among others can be attributed in large part to the strength of UNRWA programmes. A significant number of Palestine refugees also have access to other education and health services in their respective host countries.

31. Indicators in other areas are far less positive and reflect ongoing and in some cases increasing deprivation. In Lebanon, for example, a 2010 survey revealed two thirds of the Palestine refugee population as living in poverty. Noting the correlation between money-metric and multidimensional measures of poverty, the study highlights the importance of securing good health, food security, adequate education, access to stable employment, decent housing and possession of essential household assets as integral to long-term poverty reduction. A recent study (2014) in the occupied Palestinian territory found food insecurity levels of 57 per cent in Gaza and 19 per cent in the West Bank due primarily to the effects of the blockade and occupation. Food insecurity rates were particularly concentrated in refugee camps and among refugees, as well as middle and southern governorates in both areas. Unchanged from the previous year, ongoing high food insecurity levels represent a reversal of improvements in the West Bank and the Gaza Strip between 2009 and 2011 when overall food insecurity in Palestine fell to around 27 per cent. In Jordan, 13.5 per cent of refugees residing outside of camps live below the national poverty line (JOD 814 a year, per person), with the poverty rate for refugees living inside of camps significantly higher at 30.7 per cent.10 The conflict in Syria, meanwhile, has resulted in extensive and ongoing damage to homes and installations, and around 5 per cent of the housing stock in Gaza was rendered uninhabitable by the conflict in 2014.11 At its height, the conflict displaced over 475,000 people in Gaza; nearly 300,000 took shelter in 90 UNRWA schools operating as designated emergency shelters. An estimated 100,000 homes were damaged or destroyed, affecting more than 600,000 people.

32. Disaggregation of key indicators by gender, residence and socioeconomic status across all three essential dimensions of human development, moreover, reveals a more complex picture of overlapping achievements and deprivations. Gender equality is at the core of human development. Literacy rates among female refugees, despite significant achievements over time, for example, continue to lag behind those of male refugees across all fields of UNRWA operations. Refugee women also experience lower levels of employment and higher levels of unemployment in most fields of UNRWA operations.12

33. Refugees living in camps are generally more vulnerable than those living outside of camps, with substantial variations in health, education, livelihood opportunities, poverty rates and living conditions across camps in each field.13 Furthermore, multiple indicator cluster surveys in Syria, Lebanon, the West Bank and the Gaza Strip highlight significant variations in human development achievements and deprivations for refugee women and children in camps, gatherings, and urban and rural areas.

34. Prolonged political, social and economic instability combined with repeated and widespread violations of human rights further impair capacities and opportunities for human development. Research indicates, for example, that rates of behavioural and emotional and post-traumatic stress are as high as 35 to 40 per cent among Palestine refugees.14
Camp profile data is not included for Syria due to uncertainty in population projections as a result of the ongoing conflict.

Figure 3: Projected UNRWA Camp Profiles for 2021
35. The demographic projections above, moreover, paint a worrying picture about the sustainability of human development, with potential for further erosion of refugee capacities and denial of opportunities for their exercise not just today but for future generations of Palestine refugees. In 2021, an estimated 1.1 million Palestine refugees will be of school age – half of whom are expected to be attending UNRWA schools.

In 2021...

36. UNRWA has adopted a holistic approach to addressing Palestine refugee needs and works to enhance their overall well-being. For this reason, needs are assessed per life-cycle stage. Early and ongoing investments throughout the life cycle strengthen refugee capacities over the course of their lives. When combined with efforts to protect opportunities for the exercise of these capacities, such investments enhance individual and community resilience to various shocks, from illness to job loss and armed conflict.

37. The life-cycle approach to human development is preventative and global. It includes work to ensure health, psychosocial well-being, education and employment opportunities, and an enhanced protection of a person’s rights. UNRWA takes advantage of the potential it has to impact the full life of a refugee in all these interlinked areas insofar as available resources allow.15
Pregnancy, Birth and Infancy (-9 Months to 1 Year)

38. In 2021 there will also be an estimated 1.66 million women of reproductive age (15-49) of whom around 334,000 will utilize UNRWA services. Meeting the health needs of Palestine refugee women in the pre- and post-natal periods of the life cycle is essential. Intervention at this stage will contribute to better human development indicators for maternal mortality and morbidity, infant and child mortality rates, and immunization rates. However, needs at this life stage go further, and it is essential to track children beyond the initial round of immunizations and through the crucial first 1,000 days. Investing in the health and nutrition of mothers and children during pregnancy and early childhood reduces the risk of suffering from disabilities and impairments later in life and dramatically increases cognitive and social abilities and, therefore, performance in schooling. This is a key enabler to achieving access to higher education, being more productive and earning higher wages as adults. Targeted ‘best practice’ programmes have achieved a combined societal and individual benefit eight times greater than the cost per participant over a 25-year period, with a 40-year follow-up highlighting even greater positive impact.

39. Palestine refugee women and infants are broadly able to access pre- and post-natal health care. Proximity of health centres and clinics to refugees living inside camps has contributed to easy access to the Agency’s medical services and high utilization rates by refugees. Infectious and communicable diseases are under control owing to high immunization rates, and there has been significant progress in reducing infant, child and maternal mortality over time. Immunization for diphtheria, tetanus and pertussis (DTP) and measles (1-year-olds) is nearly universal for served refugees, with somewhat lower rates for the Palestine refugee population as a whole. Infant mortality among served refugees has fallen from 160 per 1,000 live births during the 1950s to less than 25 some six decades later. The maternal mortality ratio among Palestine refugees who utilize UNRWA health services is well below the target set by the post-2015 sustainable development agenda.

40. Although pregnant women, nursing mothers and infants are well served by UNRWA and other health services, including those provided by host authorities, these groups are particularly vulnerable in the instance of an emergency or protracted crisis. Without an adequate response, there will be serious long-term consequences for these populations in the future. In addition to deaths caused by armed conflict, ongoing instability and insecurity can also contribute to shifts in mortality.

41. Continuing stress and hardship caused by the conditions of poverty and conflict seriously endanger capacities of mothers to adequately protect and enhance the development of their infants. Prolonged situations of fear, stress and insecurity directly contravene essential psychosocial well-being needs of infants and their mothers and might have negative consequences on healthy psychosocial development. The Agency’s capacity to pick up such issues at present are limited, but they are particularly attended to by midwives.

Early Childhood and Pre-School Years (1 to 5 Years)

42. Focusing on the early childhood years is crucial to ensure that children are socially and cognitively well prepared for subsequent years. It is essential that children at risk of chronic malnutrition and exposed to situations of prolonged stress, fear, insecurity and trauma, as noted above, are identified and supported; that health screenings are institutionalized; and that psychosocial support needs are addressed and resilience strengthened before the first grade. Failure to intervene during these years could have lifelong consequences. Poor health outcomes and a lack of preschool affects school attendance and performance. Poverty and under-nutrition during preschool account for a loss of more than two school grades.

43. Early childhood education has been increasingly recognized over recent decades as helping “to improve children’s cognitive abilities and socioemotional development, help create a foundation for lifelong learning, make children’s learning outcomes more equitable, reduce poverty and improve social mobility from generation to generation.” Governments are increasingly investing in early childhood education and care as a dimension of anti-poverty and educational equity measures.
are especially at risk with regard to health and the opportunity to participate in early childhood education. This may lead to them not achieving their potential in school and subsequently having fewer employment opportunities, resulting in low incomes, high fertility rates, and an inability to properly provide an appropriate level of care for their children, thus contributing to the intergenerational transmission of poverty. This is exacerbated by poor environmental infrastructure and health and a lack of outdoor safe spaces for children.

44. In the Palestine refugee context, health screening is relatively well achieved through the UNRWA health programme and levels of literacy among mothers are relatively high. Despite these programme successes, many refugees have conveyed the lack of quality preschooling as a concern with regard to the early development of their children.

Children of Basic School Age (6 to 15 Years)

45. Ensuring Palestine refugee children of school age have access to basic education is fundamental to helping them gain the knowledge and skills they need to achieve their human development potential. Education is the development of individual and societal capacities towards the realization of his/her full potential. This encapsulates developing cognitive, social and emotional skills and attitudes and values of responsible citizenship, innovation and leadership.

46. Primary education, at the very minimum, is key for individuals and societies to extricate themselves from poverty. For lower-middle-income regions (like pre-conflict Syria and the West Bank), the average personal income returns to primary, secondary and tertiary education over a ten-year period have been measured at 10 per cent, 7 per cent and 15 per cent, respectively, and in upper-middle-income countries (like Jordan and Lebanon), the returns were 10 per cent, 7 per cent, and 17 per cent, respectively. However, it is not only attendance levels or completed years of schooling that matters. Ensuring school children are healthy and well nourished and that the education provided is of high quality, relevant, equitable and accessible is also essential. It is also key that specific and differentiated psychosocial well-being of children is promoted and that any needs are assessed and addressed, fostering their overall state of well-being and protecting them specifically in situations of extreme stress, chronic fear, loss and trauma. It is of critical importance that children who come from disadvantaged families have full access to quality education. It is, furthermore, vital that the school environment is conducive to learning and provides comfort, safety and a healthy environment.
47. Palestine refugees are relatively well served at this stage in life, primarily but not exclusively by the UNRWA education programme. Palestine refugees have high rates of male and female adult literacy across all UNRWA fields of operations. As noted earlier, male literacy is consistently higher than female literacy rates across all fields, by 5 percentage points or less. Enrolment levels at the primary level are also high, with net attendance in the mid- to high nineties across all fields of UNRWA operations. Disaggregation of attendance data, however, reveals significant variations by residence and socioeconomic status.

48. Education indicators for Palestine refugees also point to gender parity in school enrolment levels and very low school dropout rates. Refugee dropout rates at the elementary school level are particularly low and compare favourably with national rates and regional averages.

Late Adolescence and Early Adulthood (15 to 24 Years)

49. Between 2012 and 2021, the number of Palestine refugee youth is estimated to increase from 1.04 million to 1.08 million. Youth is an important transition period as adolescents and young adults engage with society and the world of work. The youth age group has specific needs for quality education, training, sexual and reproductive health, and rights awareness, in addition to livelihood/employment opportunities. They are more likely than adults, for example, to be unemployed or underemployed due to lack of work experience, social networks, job search skills, financial resources and productive employment opportunities. Failure to effectively respond to these needs will condemn a significant proportion of Palestine refugees to being under-skilled and unemployed, with poor family planning limiting capacities and reducing opportunities for human development. This in turn will perpetuate cycles of deprivation and poverty and could have destabilizing social effects, as well as negatively impact on economic growth and security.

50. The situation of ongoing conflict in the Gaza Strip and Syria; the prolonged situation of poverty in Lebanon and Jordan; and the ongoing and fluctuating conflict in the West Bank imply multiple challenges for the whole population, but specifically have an adverse impact on the lives of young adults caught in between a lack of opportunity and existence in a continuous cycle of violence. Psychosocial well-being is often not achieved, and specific psychosocial support activities are necessary to strengthen resilience and avoid loss of life perspectives. The opportunity for Palestine refugee youth to engage in meaningful employment is limited. Unemployment and joblessness is high and increasing.

51. Despite positive achievements in primary enrolment, school attendance declines significantly at the secondary level. Multiple indicator cluster surveys in pre-conflict Syria, Palestine and Lebanon reveal that as few as two thirds of children and youth of secondary school age are attending school.

52. Gender parity in school enrolment and women’s education levels in school, moreover, do not translate into gains in female employment. In addition, female labour force participation rates for all women of working age in all UNRWA fields, as noted earlier, is lower than the regional average for Arab states, which in itself is the lowest in the world. Early marriage is of great concern and is another barrier to the effective participation of women in the workforce.

53. Certain subgroups of youth are especially vulnerable due to limited opportunities resulting from exclusion, discrimination and the ongoing denial of their rights. In Jordan, ex-Gaza youth are vulnerable to impoverishment. In Lebanon, non-ID Palestinian youth, who are not registered with UNRWA or the Lebanese authorities, are particularly vulnerable to deprivation and social exclusion. In the West Bank, young men are especially vulnerable to violence, and Bedouin youth are another marginalized subgroup that experiences high levels of discrimination. Given the ongoing conflict in Syria, a vast proportion of youth remain socially and economically excluded and face a range of protection issues. Youth with disabilities lack access to education and employment, resulting in greater social exclusion.

Adulthood and Middle Age (25 to 59 Years)

54. The number of Palestine refugees aged 25-59 is estimated to increase from 2.12 million in 2012 to 2.78 million in 2021, of whom 1.29 million will have reached middle age (40-59). Adults are expected to provide for themselves and for their families. Employment is not only central to the development of capacities and opportunities for human development, but it is also associated with dignity and stable and cohesive societies. Loss of jobs and unemployment impacts other dimensions of human development, from a reduction in life expectancy as a result of health problems to high rates of depression and loss of educational opportunities. Children may leave school to work, further eroding their chances of escaping poverty in the future. Those that are in middle age are especially at risk of poor health outcomes and limited livelihood opportunities. If livelihood opportunities are lost in the latter years of this life period because of, for example, war, it is often more difficult for a person to recover and rebuild their lives than for those who are younger. In most UNRWA fields, psychosocial well-being is seriously endangered and life is characterized
by continuous experiences of disempowerment and of hopelessness and helplessness in situations of war and destruction.

55. Labour force participation among Palestine refugees is low across all fields of UNRWA operations and can be attributed in part, as already noted, to low female participation. While not strictly comparable, male labour force participation among refugees is similar to male participation rates in host societies. While labour force participation rates appear to vary little across host countries, there are significant differences in employment levels among Palestine refugees.

56. In the Palestine refugee context, the number of persons in middle to older age is growing. Increasing numbers of refugees are suffering from non-communicable diseases. This epidemiological transition corresponds with regional and global trends and can be attributed to a range of factors, including increased life expectancy, rapid urbanization and a number of lifestyle risk factors. It is estimated that 11 per cent of refugees aged over 40 who access UNRWA health facilities have diabetes and 16.5 per cent suffer from hypertension.

Old Age [60+ Years]

57. In 2021, the number of Palestine refugees aged 60 and above is estimated to reach 804,000, up from 656,000 in 2012. Persons in old age have specific and additional needs with regard to protection, livelihoods and access to health services, including psychosocial support. Lack of economic opportunities and security earlier in life accumulate into vulnerabilities in old age. Often this group experiences social exclusion and marginalization with more acute vulnerability to food insecurity and violence, particularly affecting widows and those without children. Inadequate housing has a disproportionately high negative effect on the elderly.

58. The changing disease burden among Palestine refugees will be especially challenging to respond to in the context of an ageing population, high rates of poverty and unemployment, protracted crises, access restrictions and the Agency’s own chronic financial constraints. An ageing refugee population will lead to an intensification of existing health trends, with increasing numbers of older refugees at risk of NCDs and 70 per cent of refugee deaths caused by NCDs at present. This changing disease profile will give rise to a corresponding growth in demand for cost-intensive and longer-term medical care. Managing the challenges of chronic diseases and illnesses will be crucial in meeting the health and broader human development needs of refugees. Failure to do so will not only affect the individual, but will also have a crippling impact on families and communities.

Protection Threats

59. Human development is directly related to human rights. By enlarging capacities and opportunities, human development emphasizes freedom of choice; human rights protect that freedom. Protection of basic rights and fundamental freedoms is thus critical to the development of refugee capacities and creation of opportunities for their exercise. Palestine refugees have faced protection threats for many decades. These threats are increasing in prevalence and impact on both achieved capabilities and opportunities for their exercise. At the same time, refugees’ resilience to these threats is reducing. Those with limited core capabilities and those whose choices are already restricted may be less able to cope with ongoing and increased levels of threat.

Protection Concerns Linked to Armed Conflict and Violence

60. As illustrated in Figure 6: Major emergencies affecting Palestine refugees since 2000, the number and severity of conflicts in the region have been increasing immediately prior to and during the 2010-2015 strategic period. The Syrian conflict has had a devastating impact on Palestine refugees. In 2014, out of approximately 550,000 Palestine refugees registered in Syria, over 50 per cent are estimated to have been displaced within Syria or to neighbouring countries. In Gaza, the massive Israeli military operation in July and August 2014 had a devastating impact, with an estimated 2,254 Palestinians killed, including 538 children and 306 women. Around 11,000 injuries were reported, estimated to result in 1,000 long-term or permanent disabilities. Eleven UNRWA personnel were among those killed. Seventytwo Israelis were killed during the conflict, including 66 Israel military personnel and six civilians. In the West Bank, there are a multitude of protection concerns linked to the Israeli occupation, including deaths, injuries and forced displacement due to operations of the Israeli security forces. The repeated displacements experienced by Palestine refugees has led to the erosion of social and economic capital, as well as the depletion of resilience and coping mechanisms.

61. Refugees are expected to continue to experience protection threats from armed conflicts in Syria, the West Bank and Gaza during the 2016-2021 period.

Legal Status and International Protection of Palestine Refugees

62. Many Palestine refugees are excluded from key aspects of social, political and economic life. This is often linked to military occupation, as well as their
legal status, with the result that in many contexts they do not enjoy the same basic human rights as other citizens.

63. In Lebanon refugees face a number of legal restrictions that limit their rights, including the right to work, and have severely curtailed access to public services and job opportunities. In Jordan, of the 2.1 million Palestine refugees in the country, some 150,000 are ex-Gazan refugees and have a legal status that contributes to their vulnerable living conditions. Palestine refugees are also facing increasing challenges in fleeing the conflict in Syria and the risk of being returned to Syria. These persons are particularly vulnerable due to their status as Palestine refugees. Those who have made it to neighbouring countries often reside there irregularly and therefore have limited freedom of movement, face limited access to crucial civil registration procedures, and live in constant fear of arrest and refoulement to Syria.

Violence, Abuse, Neglect and Exploitation of At-Risk Groups

64. Vulnerable groups among Palestine refugees, including women, children and persons with disabilities, face disproportionate protection challenges. Such challenges arise from violence and abuse in a range of different contexts, not only those restricted to armed conflict and crisis. There is a high prevalence of gender-based violence (GBV), most of which is perpetrated against women and many cases of which affect children. In times of crisis and displacement, women and children become especially vulnerable to GBV due to the collapse of traditional protection mechanisms and changing gender roles.

65. The protection challenges of vulnerable groups from violence and abuse require targeted prevention and intervention programmes that promote and facilitate necessary psychosocial and other kinds of support processes at the individual and community levels.

Protection Challenges within UNRWA Programme Service Delivery

66. UNRWA is a major provider of public services and as such is a duty bearer, including for the fulfilment of the human rights of its beneficiaries. It recognizes that protection concerns arise directly from UNRWA operations and therefore ensures that protection should be addressed through and within its service delivery. Protection challenges in the Agency’s service delivery include, for example, the corporal punishment of children and other kinds of physical violence and abuse in schools and challenges persons with disabilities face in accessing basic social services.
Figure 6: Major emergencies affecting Palestine refugees since 2000.
67. UNRWA is part of the United Nations General Assembly’s – and hence the international community’s – response to providing essential services to Palestine refugees, until a just and durable solution to their plight is found, in accordance with international law and relevant UN resolutions. As part of this international response, UNRWA has a specific mandate and role in ensuring that the humanitarian, development and protection needs of Palestine refugees are met. It is essential that the Agency does not discharge its mandate in isolation, but in a way that is complemented by the mandates of other UN entities that are relevant to the well-being and protection of Palestine refugees.

68. UNRWA is unable to resolve many of the underlying causes of Palestine refugee needs. For 65 years, Palestine refugees have suffered from the consequences and vulnerabilities of protracted displacement and conflict. Palestine refugees continue to live in limbo and remain exposed to significant obstacles to the enjoyment of human rights and progress in human development. UNRWA has a limited ability to tackle the wholesale denial of human rights; the broader regional context; and the impact of conflict and insecurity, the lack of employment opportunities, the lack of access to clean water, sanitation, environmental health and infrastructure, and the barriers for girls and women to engage in higher education, training and economic activity. All these elements contribute to poverty and lack of opportunity.

69. If the underlying problems are not addressed, the consequences will be manifold: a continuation of reduced livelihood opportunities and dashed hopes for another generation of Palestine refugee children and youth. Without change, the population – susceptible to impoverishment, embitterment and isolation – may resort to actions with implications for host communities and countries in the region. In Palestine refugee camps (and in some gatherings), quality of life will be negatively affected by densification due to population growth, increased demand for cheap housing, and the lack of investment to address these challenges. Ultimately, the effects of long-term displacement, poverty, and denial of rights – experienced to varying degrees by refugees
among UNRWA fields – represent a significant factor of instability and regional insecurity.

70. In 2015, the United Nations will adopt the post-2015 Sustainable Development Agenda with poverty eradication and human rights likely to be placed at its core. This Agenda recognizes that poverty is multi-dimensional and that its eradication can only be achieved through a coordinated, comprehensive multisectoral response. The Agenda furthermore recognizes that without human rights being protected, respected and promoted, sustainable development will not be achieved. The Agenda focuses on the need for a “universal, inclusive and equitable” approach to sustainable development for all humankind, as well as the need to reduce inequality, and for a “transformative and ambitious” agenda with strong accountability.

71. The 5.1 million Palestine refugees, who constitute about 44 per cent of the world’s long-term refugee population, cannot be an outlier or exception to the global ambition of eradicating poverty to be set out in the forthcoming 2015 Sustainable Development Goals (SDGs). Achieving this goal for Palestine refugees, however, will require a mobilization of efforts aimed at reversing current unfavourable socioeconomic trends and breaking the poverty cycle befalling this highly vulnerable population.

72. In order to adequately address the humanitarian, developmental and protection needs of Palestine refugees, a comprehensive and coordinated response by all parties is required, acting in concert and in partnership.

73. First and foremost, in accordance with UN resolutions, the parties to the conflict bear the responsibility to solve it and provide a resolution of all final status issues. They must also respect and protect the human rights of Palestine refugees and ensure the protection of the civilian population during armed conflict. Obstacles to the enjoyment of human rights and human development of Palestine refugees must be removed. States are under an obligation to respect and protect the rights of Palestine refugees. The international community, as expressed through relevant General Assembly resolutions, including resolution 67/19 of 29 November 2012, continues to stress the need for the peaceful settlement of the question of Palestine, which includes the need for the withdrawal of Israel from the Palestinian territory occupied since 1967, including East Jerusalem. It includes the realization of the inalienable rights of the Palestinian people, primarily the right to self-determination and the right to their independent State. It further includes the need for a just resolution of the problem of Palestine refugees in conformity with UN General Assembly resolution 194 (III) of 11 December 1948 and other relevant UN resolutions and the complete cessation of all Israeli settlement activities in the occupied Palestinian territory.

74. While fundamental, responsibilities of the parties to the conflict in relation to the rights of Palestine refugees go beyond those that are directly linked to a peaceful settlement of the question of Palestine. The parties to the conflict, indeed all States, must respect and protect the human rights of Palestine refugees at all times. Specific obligations apply to Israel as the Occupying Power with regard to the oPt. There are significant limitations regarding the exercise of power in occupied territory. Israel must administer the occupied territory for the welfare of the Palestinian population and is obliged to treat the protected population humanely at all times. The international community has an important role in ensuring that the Occupying Power respects its obligations at all times.

75. Host authorities have an important role to play in working with UNRWA to give Palestine refugees opportunities and removing obstacles to human development, including those that emanate from their precarious position of protracted displacement, and providing them with opportunities to contribute productively to society.

76. Members of the international community have an important role in sharing the burden to ensure their growing humanitarian needs are met, while also ensuring that the underlying causes for the plight of Palestine refugees are addressed.

77. UNRWA is dependent on the support of UN Member States and regional organizations to be able to fully implement its mandate and achieve the Strategic Outcomes reflected in this Strategy. Furthermore, to support UNRWA in fulfilling its mandate, UN agencies, funds and programmes must be encouraged by the UN General Assembly to assist UNRWA in addressing the needs of Palestine refugees. Non-governmental organizations – whether international or local – with a capacity to provide assistance and services to Palestine refugees are urged to increase programming benefiting Palestine refugees in coordination with UNRWA.

78. If all stakeholders assume their responsibilities as outlined above and if they act in concert with UNRWA, lasting positive change can be brought to the human development and life opportunities of Palestine refugees.
chapter 4: unrwa’s operational response and objectives

79. UNRWA has accompanied refugees and responded to their human development and humanitarian needs for 65 years. It has significant resources and valuable experience at its disposal and is a pioneer in public service delivery in fragile contexts.

80. A central element of the UNRWA Medium Term Strategy for 2010-2015 was strengthening the Agency’s management and operations, primarily through two reform efforts: ‘Organizational Development’ and ‘Sustaining Change’. Among other things, UNRWA strengthened planning, monitoring, evaluation and reporting in its Field Offices and Headquarters. It successfully implemented programmatic change aimed at improving quality and cost efficiency in its two largest programmes, health and education. It rolled out a proxy-means test formula in a revamped Social Safety Net Programme to better identify the poor. The Agency made significant progress in mainstreaming protection and gender equality throughout its operations, established a dedicated infrastructure and camp improvement programme, expanded the microfinance programme, strengthened oversight functions, established staff grievance systems, introduced mandatory ethics training for all staff, and has been successful in several aspects of resource mobilization. The Agency also successfully implemented a results-based management (RBM) approach to programming to ensure evidence-based decision-making and accountability. Another success of this period was the creation of improved information systems, including Enterprise Resource Planning (ERP) and the Camp Profile Information System (CPIS).

81. UNRWA was, however, less successful in accomplishing its strategic objectives in the period 2010-2015 with respect to the objectives related to bringing about a decent standard of living for refugees. UNRWA programmes have been unable to make a positive
impact on the strategic objectives related to poverty and employment that were included in the 2010-2015 MTS. This is due in large part to the reality that poverty is a multidimensional problem that cannot be addressed by UNRWA alone, particularly in the absence of an enabling environment in which refugees’ rights are respected. Furthermore, the Agency recognizes that it has not been able to do enough in its programmes to adequately address vulnerability and persons with increased needs. In this MTS, UNRWA will focus its attention on realistic and achievable outcomes, albeit ones that are ambitious.

82. The Strategic Outcomes described below reflect an understanding of the Agency’s strengths and weaknesses in meeting refugees’ evolving human development and protection needs across all stages of the life cycle. The outcomes reflect elements of refugee needs that are more acute than in the previous MTS – elements that include, among other things, an increasing number of people unable to meet basic needs because of war and displacement or because they lack the socioeconomic rights and assets to do so and increasing challenges for refugees, including the youth, to exploit their capacities and capabilities to obtain sustainable livelihoods.

83. The outcomes provide the necessary reference point for UNRWA management to take operational decisions in the years ahead. They have been identified after consideration of two factors: the importance of the outcome to achieving human development and protection goals and the extent to which UNRWA has a proven comparative advantage in service delivery. These two dimensions will further inform the way in which the Strategic Outcomes are operationalized through Strategic and Operational Plans. Without prejudice to its mandate, where UNRWA does not have a comparative advantage in implementing operations that are relevant for Palestine refugees’ human development or protection needs, it will strive to identify and work with those who are best able to provide the service. As such, UNRWA aims to ensure that refugees have access to quality services, whether they are provided by UNRWA or others.

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**Figure 7: UNRWA Strategic Outcomes 2016-2021**

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84. This strategy is aligned with the international community’s post-2015 sustainable development agenda. Poverty and the centrality of human rights – major components of the SDGs – are also at the core of the MTS. With respect to the former, both processes recognize that poverty is multidimensional and that its mitigation/eradication can only be achieved through a coordinated, multisectoral response. The SDGs focus on achieving food security, attaining gender equality, achieving peaceful and inclusive societies responding to changing health needs (which include issues on mental health and psychosocial well-being), equitable and inclusive quality education, water and sanitation, and reducing inequalities, among other things. The Agency’s strategic objectives in fulfilling its mandate to assist and protect Palestine refugees are in line with these priorities. In light of the increasing global concern over climate change, UNRWA will assist and coordinate with others who undertake work on climate change and its impact...
on refugee populations. The Agency is committed to achieving tangible and measureable results in these areas in the strategic period.

85. UNRWA maintains the principle that all registered persons are eligible for UNRWA services and, in this regard, many of the positive human development indicators listed in Chapter 2 can be attributed to the universality of access to the Agency’s basic education and primary health services.

86. UNRWA nevertheless realizes that the most vulnerable persons – including the poor – may require additional attention. Palestine refugees can be vulnerable due to living in an insecure political or security context; because they are excluded from access to economic resources, health care, adequate food, clean water, sanitation, environmental health and infrastructure, education, skills, and technology; because of the protection threats they face; or a combination of these factors. Addressing the needs of the most vulnerable offers the greatest opportunity to reduce the intergenerational transmission of dependency, marginalization and poverty. UNRWA will continue its work to monitor and analyze the multidimensional determinants of vulnerability and poverty affecting Palestine refugees. Through the mainstreaming of protection throughout all programmes and operations, UNRWA will ensure maximum benefits for vulnerable persons from the Agency’s operations. UNRWA will furthermore identify partners who are in a position to provide other forms of assistance that UNRWA is unable to provide.

87. Gender equality is a fundamental human right, a goal in its own right and one that can contribute to broader development goals – the latter stemming from the recognition that the achievement of gender equality furthers economic growth and social development. Rather than identifying a standalone outcome addressing gender inequality, UNRWA embeds gender equality across all dimensions of the MTS Strategic Outcomes and in its management and operational objectives. Among other elements, indicators and targets are disaggregated, wherever appropriate, by sex, thereby ensuring that gender receives specific attention at all stages of the programme cycle.

88. Similarly, the needs and rights of persons with disabilities are addressed across all dimensions of the Agency’s work, in line with its protection mandate. Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments, which in interaction with various attitudinal and environmental barriers hinder their full participation in society on an equal basis with others. Assessing and responding to the needs of persons with disabilities is essential for promoting inclusion and addressing barriers to the full enjoyment of their human rights.
Strategic Outcome 1: Refugees’ Rights under International Law Are Protected and Promoted

89. All persons are holders of fundamental rights which derive from the inherent dignity of the human person. The primary responsibility to respect, protect and fulfil these human rights lies with states. UNRWA contributes to the protection of Palestine refugees through the services it delivers and also through its protection work more broadly in accordance with its mandate. With regard to the situation of Palestine refugees, their protection concerns and the level to which they are in a position to fully enjoy their rights vary across UNRWA fields. Refugees are entitled to international protection that both reflects and aims to respond to their specific situation. Protection refers to all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and spirit of the relevant bodies of law (that is, human rights law, international humanitarian law and refugee law).

90. For UNRWA, protection is what the Agency does to safeguard and advance the rights of Palestine refugees, including through the direct provision of services and other activities. Human rights and human development reinforce each other: expanding people’s capabilities and protecting their rights go hand in hand.

Current UNRWA Operations

91. Over the course of the previous MTS, UNRWA significantly strengthened its protection role by introducing dedicated capacity both at Headquarters and within Field Offices. In 2012, UNRWA adopted a Protection Policy, and other protection tools and standards have also been developed. In particular, a Tool for Incorporating Minimum Standards on Protection into UNRWA Programming and Service Delivery was developed in 2010, along with a set of protection standards against which progress is measured through annual Protection Audits. The Agency has introduced various initiatives to mainstream protection in its service delivery in accordance with the tools developed during the last MTS period.

92. In addition to the Agency’s clear mandate for the protection of Palestine refugees, it is mandated by the General Assembly to address the protection concerns of women, children and persons with disabilities. UNRWA has a Gender Mainstreaming Strategy and GBV programme, a Disability Policy, an Inclusive Education Policy and is undertaking a mapping with a view to developing a Child Protection Framework for the Agency. While protection concerns relating to these at-risk groups are discrete, the approach required to address them are similar.

93. Programmatically, UNRWA has focused on violence and abuse in Palestine refugee communities, particularly that which is directed at women, children, persons with disabilities and vulnerable groups more broadly. In order to respond to these protection issues, UNRWA has established specialized family and child protection projects, as well as systems to detect, assess, intervene, refer and monitor protection cases to ensure a holistic and comprehensive response to violence and other threats, either by itself or in coordination with key protection actors. A key focus that is expanding across the Agency is mental health and psychosocial support activities by health services and school counsellors, especially in Gaza and the West Bank. Specific to GBV, almost 7,000 survivors have been detected through the GBV referral system in the five fields of operations. Furthermore, some 7,700 services have been accessed by GBV survivors, including psychosocial counselling and legal aid and counselling. UNRWA has also responded to many child protection cases and those of Palestine Refugees from Syria.

94. In addition, the Agency has also been a strong advocate for the protection and promotion of the rights of Palestine refugees. This has included advocacy on the negative consequences of the occupation in the oPt, the blockade on the Gaza Strip, and the impact of the Syrian conflict on Palestine refugees. UNRWA documents alleged human rights violations and brings these to the attention of duty bearers and the international human rights system.

Challenges

95. Palestine refugees are facing an increasing number of protection challenges in all UNRWA fields of operations, as outlined in Chapter 2. There is a wide range of protection issues confronted by Palestine
refugee across the region with the expectation that UNRWA should respond to all of these. A key obstacle in this regard is the lack of respect by duty bearers in fulfilling their obligations to protect and promote the human rights of Palestine refugees.

96. While UNRWA has strengthened its internal capacity to deliver on its protection mandate, it still lacks the full capacity and specialized skills in relation to protection in some instances and will seek to address these in the strategic period.

97. The understanding of the protection role of UNRWA has been improved both within the Agency and externally with relevant stakeholders. However, UNRWA will seek to enhance its protection discourse and practice further to clarify the roles and responsibilities of all actors involved.

98. The protection of survivors of GBV and other forms of violence is extremely challenging and precarious, often requiring specific psychosocial interventions with families. There is a limited presence of sufficiently trained and equipped experts within Palestinian communities to provide this support.

99. The definition of a person eligible for registration with UNRWA as a Palestine refugee only recognizes descendants through the male line. In light of the impact of this on spouses and children of Palestine refugee women married to non-refugees, in 2006, UNRWA extended the eligibility to register for UNRWA services to the husbands and descendants of women married to non-refugee men (termed within the Agency as Married to Non Refugees or ‘MNRs’). However, this policy change faced considerable challenges in its practical application, and at present, UNRWA practice in the registration and provision of services to MNR women and their family members is different between and within Fields.

Priorities

100. UNRWA has two broad approaches to protection based on its protection policy: programmatically (internal dimension) and through private and public advocacy (external dimension). While maintaining this overall framework, during the strategic period UNRWA will develop its protection approach further, bringing its protection priorities into greater focus, bringing greater coherence and consistency to its protection activities across the Agency, and determining its role based on an understanding of where it has added-value as compared to other UN agencies and protection actors. This will require some adjustments to ensure a more integrated approach to protection that uses the Agency’s resources most effectively. UNRWA will focus on the following areas:

101. Protection mainstreaming in and through UNRWA service delivery: UNRWA will address protection challenges that arise from its programme service delivery in education, health, relief and social services, microfinance, and infrastructure and camp improvement. This will include focusing on instances when UNRWA, through its actions or policies, unintentionally undermines the realization of specific rights such as the socioeconomic rights to food, water, health and education. By addressing such concerns through ‘do-no-harm’ and other approaches, UNRWA service delivery promotes and respects the rights of beneficiaries and ensures the security and dignity of beneficiaries. Protection needs are addressed in all aspects of regular UNRWA programme and project design, policies, protocols and procedures, as well as in staff training. In all contexts, UNRWA will work to ensure that its assistance and service delivery is carried out in accordance with internationally agreed standards and its own minimum protection standards. UNRWA will regularly measure its level of compliance with these minimum standards and take necessary corrective action.
and psychosocial support. When UNRWA is unable to provide the required assistance in legal counselling and psychosocial support, it will refer the case to an external service provider while ensuring follow-up. To complement this work, UNRWA will support awareness-raising to tackle the prevention side of violence and abuse. In recognition of the heightened vulnerabilities concerning women and children in times of emergency, UNRWA will take significant steps to mainstream gender, GBV and child protection interventions in its emergency response, both at the programmatic and operational levels. This will include the establishment of safe spaces for women and children in displacement centres, as well as ensuring that outreach in the provision of assistance is carried out in a way that reaches female- and child-headed households.

103. **Protection programming**: UNRWA addresses vulnerability and external protection threats through targeted protection programming. These elements include programming to empower and promote the resilience of Palestine refugees to protection threats. This involves the development of dedicated protection programmes that provide integrated assistance to respond to protection cases affecting individuals, families or communities. Such programmes differ from the Agency’s ongoing service delivery since they are stand-alone interventions designed to respond to specific protection concerns. UNRWA will seek to expand these specialized protection programmes.

104. **Monitoring, reporting and advocacy (international protection)**: UNRWA will promote, in coordination with its partners, respect for the rights of Palestine refugees under international human rights, humanitarian and refugee law through monitoring, reporting and advocacy. This component covers protection for which the primary responsibility lies with the host government, occupying power, or authority or entity exercising de facto control. Its content is determined by the specific protection threats faced by Palestine refugees as a result of neglect or the deliberate undermining of their rights. Within its existing capacity, UNRWA will monitor, report and engage in private and public advocacy on emblematic cases relating to threats to Palestine refugees. UNRWA will monitor and report on such cases and engage in advocacy towards relevant duty bearers to prevent such violations from occurring and seek accountability and remedial measures for those that do occur. UNRWA will raise concerns about protection threats and seek accountability for violations of rights with the relevant authorities, both privately and publicly as appropriate. UNRWA will use public advocacy, including media and strategic communications, to raise awareness of protection concerns affecting Palestine refugees and seek action for these to be addressed. UNRWA will also continue to make predictable and consistent use of available international mechanisms with which the United Nations is mandated to cooperate, in particular the international human rights system in accordance with the UNRWA Framework for Effective Engagement with the International Human Rights System.  

105. UNRWA will advocate on legal status and international protection issues. This refers to the protection concerns of Palestine refugees who are forced to flee from one field to another as a result of conflict. This relates to concerns such as non-admission and refoulement and the legal status of Palestine refugees in countries to which they have fled. It also relates to the longstanding protection of refugees linked to their precarious legal status in host countries.

106. During the MTS period, UNRWA will review and update its disability framework to ensure the needs of persons with disabilities are adequately identified and responded to throughout its programmes and service delivery, in accordance with the Convention on the Rights of Persons with Disabilities (CRPD). It will also develop a Child Protection Framework to provide coherence for and strengthen its approach to child protection activities.

107. Regarding MNRs, the Agency will move towards resolving longstanding variations in registering and providing services to MNR women and their husbands and descendants. It will do so taking into account a number of protection, legal, financial and operational considerations, as well as the specific situation in each field of operations.

108. UNRWA will leverage existing partnerships, including with the United Nations Children’s Fund (UNICEF), the Office of the High Commissioner for Human Rights (OHCHR) and the International Committee of the Red Cross (ICRC) on protection issues. It will also seek and formalize other partnerships as a means to strengthen its own role on protection and better ensure protection of Palestine refugees through joint projects, cooperation agreements and other mechanisms.
Strategic Outcome 2: Refugees’ Health is Protected and the Disease Burden Is Reduced

109. Health is “a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.” The right to health is a fundamental human right, to which all individuals are entitled. It is also an instrumental element of human development. Health is at the heart of a range of interconnected achievements and deprivations. In addition to the widely recognized link between health and economic growth, achievements in health are instrumental to education outcomes, cognitive development, employment opportunities and income-earning potential. Illness, malnourishment, mental illness and other deprivations in health often lead to a reduction in other capabilities. Well-nourished children, for example, perform better in school than undernourished ones. Chronic illness, injury and death at the household level are considered to be among the major drivers of poverty. Health is also important to other aspects of human development, including dignity, empowerment, security and psychosocial well-being in general. It is also different from other dimensions of human development in the sense that deprivations may be irreversible with corresponding and potentially irreversible deprivations in multiple capabilities. Preventative health care is thus critical to protecting individuals from multifaceted deprivations that could potentially threaten their overall well-being.

Current UNRWA Operations

110. UNRWA contributes towards realizing this right for Palestine refugees by providing quality and universally accessible primary health care. In 2014, some 3.68 million persons, equivalent to over 65 per cent of the total registered population, accessed UNRWA health services. It delivers these services primarily through 137 primary health-care facilities utilizing a workforce of over 3,300 health staff. Among the Palestine refugee population, mothers, young children and persons with NCDs use UNRWA services the most (see Figure 8: Baseline and projected levels of UNRWA health services for selected beneficiary groups).

111. In 2011 UNRWA began a reform process based on a Family Health Team (FHT) approach and the development of electronic medical records (e-Health). Together, the reforms aimed to modernize the Agency’s primary health services, making them
more person-centred and more efficient. The FHT approach, a patient/family-centred, continuous and holistic primary health-care delivery model focuses not only on quality curative care but also on household-based health education and promotion interventions, covering the full health continuum, from protection and prevention to treatment and disease management to psychosocial well-being. E-Health aims to improve the efficiency of care, reduce medical errors, and facilitate timely and reliable needs-based decision-making. By 2014, the FHT approach had expanded to 99 out of 115 health centres, excluding Syria where the transition is scheduled to be made in six health centres during 2015. All UNRWA health centres other than those in Syria are expected to implement the FHT approach by the start of the MTS period.

112. Health centres implementing the FHT approach have started showing improvements in the efficiency and quality of health services. There have been reductions in daily medical consultations, from 104 in 2011 to 95 in 2014; increases in patient consultation times; reduced repeat visits; and higher patient and provider satisfaction.

![Figure 8: Baseline and projected levels of UNRWA health services for selected beneficiary groups, selected years](image)

113. Moreover, there have been significant successes under the UNRWA health programme more broadly, in particular in the prevalence of communicable diseases, and maternal and infant mortality, all of which have declined, while life expectancy has increased. By way of example, 99.9 per cent of all birth deliveries in 2014 took place in hospitals and almost 100 per cent of 18-month-olds were receiving Expanded Programme on Immunization (EPI) boosters.

114. Health services in the West Bank, Gaza and Lebanon have begun to more thoroughly address the mental health and psychosocial support needs of clients. More work is, however, required to establish structured referral systems for complex mental health needs and to adequately build the capacity to deal with basic issues of mental health and psychosocial well-being in the Family Health Team approach.

115. In addition to its primary health-care subprogramme, UNRWA administers a hospitalization programme. The majority of services are provided by public or private hospitals through different means of contracts. In addition, the Agency runs one hospital in the West Bank – Qalqilya Hospital. Unlike primary health services, hospitalization support differs from field to field, depending on local circumstances. Around 94,000 hospital admissions are supported annually. In terms of admissions per 100 (served) beneficiaries per year, the latest available data (2012) indicates that the range spans from 1 in Jordan and Gaza to 11 in Lebanon. The regional average is around 15 admissions per 100 people, suggesting that many persons in need of hospitalization are not utilizing UNRWA services – a fact possibly explained by the levels of financial assistance provided, which, in some cases, is insufficient to make a meaningful difference.
116. In 2013-2014, UNRWA commissioned a study to assess the effectiveness of the Agency’s current hospitalization subprogramme. The study identified opportunities for reform to improve the effectiveness of the programme.

117. The agility of the health services delivery system and its flexibility to address emerging health threats and/or to adapt to changing field realities is extremely critical. This has successfully been deployed during the ongoing Syrian conflict and episodes of conflict in Gaza and Lebanon, where adjustments have maintained health utilization to up to 70 per cent of pre-conflict levels.

Challenges

118. The Palestine refugee population is marked by an increasingly ageing population and increasing prevalence of NCDs. Unhealthy lifestyles defined by a lack of exercise, improper diet and smoking are common and, as such, many of the current and emerging health threats facing Palestine refugees are inherently chronic NCDs, which require costly care and treatment.

119. Physical violence and abuse present serious health problems for many Palestine refugees. In addition, psychosocial and mental health problems are rising, particularly in those communities affected by death, disease, displacement, and loss of assets as a result of war and conflict. Such problems have a significant detrimental impact at different stages of the life cycle, including on the capacity to learn, work, and integrate in social life.

120. Increasing levels of poverty impact on the ability of refugees to obtain medical assistance outside of that provided by UNRWA.

121. Little is known about those persons who are not utilizing the UNRWA hospitalization programme but who, based on regional averages, are in need of hospital care. UNRWA will study the issue in each field to determine if and how these people are coping (for example, if they are incurring Catastrophic Household Health Expenditure thereby taking their families down the path to poverty; if they are foregoing life-saving/life-preserving treatment; or if they are taking advantage of other safety nets that could be of benefit to other refugees).

122. More and more refugees face protection challenges in accessing health care as a result of violence and other obstacles or because of geographical shifts in the refugee population away from established health centres.

123. UNRWA has faced a number of challenges in implementing e-Health, including lack of funding, inadequate ICT infrastructure in many health centres, and building capacities for all users to move from the traditional paper-based system to an electronic system.

Priorities

124. During the strategic period, UNRWA will continue to provide universally accessible quality primary health care. UNRWA will maximize the impact of the FHT reforms to promote the proper diagnosis and treatment of key diseases and conditions and to reduce the illness duration and incidence of often life-threatening complications, especially those that arise from NCDs. Such care will also seek to address the promotion of preventative factors contributing to psychosocial well-being and behavioural risk factors leading to NCDs throughout the Palestine refugees’ life cycle. The FHT approach will reinforce the role of health staff in addressing the determinants of health and to strengthen outreach activities and community participation. Cross-cutting services will include preventive oral health care. By training and capacity-building, as well as through partnerships, UNRWA will ensure that medical and para-medical members of the Family Health Team are better able to identify mental disorders and psychosocial problems. UNRWA will equip these staff with the necessary skills and knowledge for handling such cases that do not require specialist care. UNRWA will actively look for partnerships to establish quality referral systems for
those cases that require specialist services. UNRWA will establish quality control and assurance systems to ensure referral organizations are providing quality care. UNRWA will improve its monitoring and reporting capacities in the area of mental health and psychosocial well-being.

125. Targeted health promotion and protection services will complement the FHT approach. Outreach-based health education and promotion campaigns and population-based health screenings for diabetes and hypertension will be a key feature. Similarly, for those identified with NCDs and those already receiving treatment and on disease management plans, facility-based programmes will be strengthened where a provider using health promotion messages will address these health risks and threats during strengthened patient-provider consultations.

126. The school health programme will continue to enhance behavioural change from an early age, mainly through the joint formulation between the health, infrastructure and camp improvement, and education programmes of the School Health Policy. The programme will incrementally expand to impart health education and promotion messages on tobacco, substance abuse, healthy foods and lifestyles, psychosocial well-being, basic sanitation, environmental health and functional safety, and hygiene, among others. It will continue to carry out preventative screenings for vision and hearing to ensure these health impediments to full educational and quality of life attainment are addressed.

127. E-Health will improve service delivery through the proper monitoring of patient information, such as cohort analysis on treatment outcomes. This will also serve as an important planning tool.

128. UNRWA will continue to upgrade its health centres under the FHT approach to consider the spatial requirements of the newly introduced approach, including patient flow, health team compositions, zoning and adjacencies. UNRWA will seize this opportunity to ensure that all upgrading works, as well as new health centres, consider accessibility for refugees with disabilities and safety standards, as well as specific gender requirements. In addition, UNRWA will gradually implement the ‘Green approach’, which is expected to improve the comfort of refugees inside health centres, reduce the running costs of health centres and have a positive impact on the environment as part of the Agency’s commitment towards sustainable environmental management.
129. Under its hospitalization programme, UNRWA will redirect focus and accord highest priority to those with life-threatening illnesses requiring life-saving/life-supporting medical care and treatment, but who lack the financial assets or insurance coverage to attain these.

130. With the increasing demand in hospitalization caseloads across all five fields of UNRWA operations – in terms of severity, frequency and numbers – it is anticipated that hospitalization demand will continue to outstrip supply capacities. UNRWA will engage in complementary activities with partners as a tool to enhance response and maximize opportunities to increase resource mobilization through association.

131. UNRWA will document the impact of the restrictions on access to health care and will take necessary action to ensure refugees face fewer restrictions on their ability to access health care. In circumstances where refugees do not have access to UNRWA or other health services, the Agency will, if financial resources are available, strive to reach them with its own services, for example through mobile health clinics. UNRWA will actively look for opportunities to rationalize the use of resources, including the possible merger of existing installations, to allow the establishment of new points of service in under-served areas.

132. Collaboration with local, national and international partners is critical to facilitate the level of access to comprehensive care that Palestine refugees need. UNRWA will continue to collaborate with longstanding historical partners, particularly the World Health Organization (WHO), United Nations Population Fund (UNFPA) and UNICEF, to improve the Agency’s technical capacity in health services. UNRWA will also continue to partner with local and global partners, such as the World Diabetes Foundation and others, in the delivery of its strategic objectives. The Agency will seek to facilitate the further access of Palestine refugees to quality services provided by these and other international, national and local partners.
Strategic Outcome 3: School-Aged Children Complete Quality, Equitable and Inclusive Basic Education

133. Education is a social process that “contributes to the development of current and future generations; develops and applies new knowledge; serves to reinforce and/or change social and cultural norms and practices and contributes to identity building.” Education plays a key role in all aspects of human development. It provides people with the social and cognitive skills that they can use to support themselves financially through paid employment later in life. Long recognized for its socioeconomic benefits, research highlights the central role education plays in helping individuals live more fulfilled lives, perform better in the labour market, improve health, enjoy psychosocial well-being, overcome inequalities, and promote active citizenship and peaceful living. Educated individuals, for example, tend to have lower mortality and morbidity rates, while children of educated mothers fare better in terms of health outcomes than mothers who are less educated. Furthermore, education provides opportunities for children to access essential health care, as well as recreational and safe spaces outside the home.

Current UNRWA Operations

134. UNRWA provides education services to nearly half a million Palestine refugee children through some 685 schools. The UNRWA education programme is its largest, both in terms of staff and budgetary allocation, with 60 per cent of the Agency’s Programme Budget expenditure operating one of the largest education systems in the Middle East. The UNRWA education system provides basic education through nine years (10 in Jordan) of free primary and preparatory education across its five fields of operations, as well as secondary schooling in Lebanon. The Agency enjoys strong relations with the Ministries of Education in all fields.

135. The number of children accessing UNRWA schools has been steady for some years in most fields. In the Gaza Strip, however, there has been a progressive increase in student numbers, with almost 90 per cent of the school-aged refugee population attending an UNRWA school. This is significantly greater than in all other fields. Over the period 2002-2014, the number of children in UNRWA schools in Gaza increased from 189,000 to 240,000. Agency-wide, over the MTS period the enrolled population is projected to increase by 16 per cent, from 490,000 in 2016 to 570,000 in 2021. In Syria, in the school year 2012/13, enrolment in UNRWA schools dropped from 67,000
to approximately 23,000 students, but the number of enrolled students in 2014/15 rose to over 45,000. New episodes of displacement of Palestine refugees slowed down in 2014 in locations where UNRWA has established alternative education facilities.

136. In 2011, the UNRWA education programme began the design and implementation of a major four-year reform. The reform was in response to the growing concern in the region as a whole, and within UNRWA specifically, that students were not developing the types of skills necessary to achieve their full potential and contribute positively to the development of their society and the global community. The reform was designed to help meet the evolving demands of an education system in the twenty-first century by ensuring transformative and systemic change at the policy, strategic and operational levels. The implementation of the education reform is a long-term investment and as such will strengthen the Agency’s provision of basic education so that it is more responsive to the educational challenges of Palestine refugee students. It seeks to transform classroom practices through a holistic, interrelated approach, both in terms of focus areas (teachers, curriculum, inclusion, evidence-based planning and research) and its operationalization at three levels: policy, organization and individual capacity.

137. As part of the education reform, common education indicators have been developed to enable the Agency to better monitor how UNRWA is responding to the challenges highlighted above. They further enable the UNRWA education programme to be more meaningfully situated in the national, regional and global context in which it operates. Indicators seek to measure progress on quality, inclusiveness and equity. They include perceptional indicators to measure alignment of teaching learning practices with the education reform, prevalence of human rights culture (as defined by the new UNRWA Human Rights, Conflict Resolution and Tolerance or HRCRT policy) and practices at the school level, in addition to indicators measuring enrolment, retention, and the overall efficiency of the UNRWA education system.

138. Integral to the education reform is evidence-based policy, planning and decision-making at all levels, and to this effect UNRWA is developing an Agency-wide Educational Management Information System (EMIS). The EMIS will strengthen the Agency’s capacity to provide timely and reliable reports against key education indicators focusing on areas related to access, quality, inclusiveness and overall efficiency of the UNRWA education system. The EMIS will thus enable comparability both between the UNRWA fields of operations and internationally.

139. Although the embedding of the education reform will be ongoing throughout the MTS period and the full impact of the reform will take some years to be realized, positive movement can already be observed...
in some key indicators. The survival rate to the end of the basic education cycle has improved in recent years for both sexes, with the survival rate for boys at 90.1 per cent compared to the girls’ survival rate of 94.6 per cent in 2014. Agency-wide data demonstrates an improvement in female elementary and male preparatory dropout rates and a decline in female preparatory and male elementary dropout rates. Nevertheless, the overall improvement in student survival to basic education should be analyzed in light of longer-term trends, which show a fluctuation with positive and negative results over period 2005-2008 (see Figure 9: Survival rates to basic education across UNRWA fields, 2005-2013).

At the heart of the UNRWA education programme is quality, inclusive and equitable education. Here, the Agency’s Inclusive Education Policy (2013), in line with the UNRWA Policy on Gender Equality (2007), the Education Gender Mainstreaming Strategy (2008), and the Disability Policy (2010) promotes equal opportunities for access to quality education, learning and participation for all children. It emphasizes the need to identify and respond to the diverse learning, health and psychosocial needs of children and address them to help children realize their full potential. School parliaments provide a voice to Palestine refugee children and empower the students in this respect.

UNRWA has become a pioneer in emergency education programming. A multistranded response to the emergency in Syria has been implemented for children impacted in Syria, Lebanon and Jordan. This approach encompasses key elements: support for the continuation of children’s learning where access to school is either not possible or restricted through alternative learning spaces and the use of self-learning materials; psychosocial support through counsellors who work directly with the children and support teachers; and security and survival skills training for educationalists and children. These strands are underpinned by strengthened data collection and enhanced communication systems, such as the use of SMS between schools and parents. Building on this experience, the response to the 2014 Gaza conflict involved a three-phase approach to helping children get back to school: i) psychosocial support; ii) open-ended and collaborative learning activities, along with continued recreational and psychosocial support; and iii) normal curriculum, with an emphasis on quality and inclusive education practices.

Challenges

Issues of disparity and inequity in pupil performance remain as highlighted by the UNRWA Monitoring Learning Achievement (MLA) test conducted in 2013. The proportion of UNRWA students below the expected grade level ranges between 43 per cent in grade 8 Arabic and 68 per cent in grade 4 Mathematics, while there are between 32 per cent and 57 per cent performing at or above expectations.

Teaching and learning practices need to be more conducive to an inclusive education environment. The findings of the UNRWA Classroom Observation Study conducted in 2013 showed that in all fields, classroom practices were very traditional, teacher-fronted, and
with limited diversity in practices to support and encourage the learning of all students. The Agency-wide dropout study also indicated that children who are not ‘academically engaged’ in the learning process are more likely to drop out from school.

144. Educational infrastructure has suffered from a lack of resources and increasing demographic pressures, with 60 per cent of UNRWA schools running double shifts. In addition, UNRWA is still using several non-purpose-built schools, thus negatively affecting the efficient allocation of resources, as well as posing life and property threats in cases of natural disasters.

145. The UNRWA education programme provides schooling for all children from grades 1-9, and to grade 10 in Jordan and in one school in Jerusalem. In Lebanon, UNRWA provides secondary schooling in grades 10-12. In addition to not providing the full spectrum of high school education, UNRWA does not provide pre-school and kindergarten education.

146. There are a range of protection issues related to the delivery of the UNRWA education programme. This includes instances of corporal punishment. UNRWA is committed to violence-free schools.

147. Identifying and addressing disability among the Palestine refugee school-aged population, in accordance with applicable international standards, is also a priority.

148. Child marriage and early withdrawal from school to support/work at home impact on girls’ access to education and presents a challenge to maintaining gender parity across UNRWA schools.

149. Conflict within host countries and across the region is impacting on the children’s right to education and often their right to life itself.

150. As noted above, prolonged political, social and economic instability, combined with repeated and widespread violations of human rights, continues to have significant adverse effects upon the psychosocial well-being of children in UNRWA schools. This presents a challenge to meeting quality, inclusive and equitable educational outcomes, which must be addressed systemically and specifically. An assessment completed in 2014 found that the capacity of the UNRWA education system to respond to these needs as well as those of other UNRWA services was limited and needed to be developed.
Priorities

151. The solution to several of the above challenges lies in the continued implementation and adherence to the education reform. It is important that UNRWA continue to further strengthen its commitment to quality, inclusive and equitable education. If implemented effectively, the reform will, over time, develop the skills with regard to cognitive, social, cultural and personal capabilities to best equip students for realizing their potential as an individual and as a member of their society, including the broader global community.

152. UNRWA will work towards ensuring that its schools and classrooms are supportive to all children and as such promote their psychosocial well-being. It will build the capacity of teachers and school counsellors and the education system as a whole to identify and respond appropriately to children's psychosocial needs. It will establish support systems to assess and address these needs and will work with other sectors within UNRWA to ensure that support and referral systems are in place; these will draw upon the support and expertise of partners. Measuring progress against clearly defined indicators will be key, and UNRWA will reflect these within its monitoring and reporting frameworks.

153. In the MTS period, the Agency’s focus will be quality, equity, and inclusiveness of education service provision and outcomes. The UNRWA education programme will seek to close the gap in student achievement. It will achieve this through continued emphasis on enhancing the professionalization of teachers in UNRWA schools; enhancing the education staff’s capacity to develop behaviour that promotes the psychosocial well-being of their students; enriching curricula to ensure they are developing students’ skills; building competences and attitudes that reflect UN values; and developing children’s knowledge and understanding of human rights concepts, roles and responsibilities through the HRCRT Programme. Central to these interventions will be evidence-based policy planning and adopting an integrated, coherent approach.

154. There will be increased focus on students who require targeted interventions to achieve their potential in education. This includes students with disabilities; children from poor backgrounds; those with additional psychosocial needs; students who are underperforming in standardized tests; children who have experienced abuse, physical violence and exploitation; and children with severe diseases. Violence both in and around schools has been identified as a key priority and will continue to be addressed comprehensively in a unified way.

155. UNRWA will mobilize the resources to, first, reduce the number of schools operating on double shifts and, second, to improve the infrastructure of its schools to ensure they help facilitate quality, equity and inclusiveness, providing a conducive learning environment with accessibility for all refugees, including those with disabilities. A fully accessible school environment is one which enables all students, regardless of age, gender or impairment, to enter and move freely, independently and with dignity. UNRWA will work across sectors to review and seek to address the issues/challenges that impede accessibility. Through its own work and with the assistance of others, UNRWA will try to address attitudinal, transportation, information and communication barriers that may prevent people with disabilities from accessing, learning and participating in an educational setting.

156. UNRWA will gradually streamline the Green approach in the design and upgrading of its facilities to reduce running costs and minimize the negative effects of energy consumed in the operation of these facilities on the environment. UNRWA will strive to gradually eliminate the use of unsafe rented schools.

157. UNRWA will continue to provide education services in extremely challenging environments. As part of its Syria response, UNRWA will continue to implement a coherent Agency-wide approach that includes alternative modalities of learning, safety, security training, survival skills, psychosocial support with additional counsellors in place in all three fields, enhanced communication and engagement with parents and communities, and teacher training.

158. The UNRWA education programme has benefited invaluably from the Agency’s partnership collaboration with the United Nations Educational, Scientific and Cultural Organization (UNESCO) since its foundation. UNRWA recognizes that its growing collaboration with other partners, including UNICEF, the Norwegian Refugee Council (NRC) and the German Federal Enterprise for International Cooperation (GIZ), has also enhanced its education programme to the benefit of refugees. UNRWA will continue to give greater purposes to these and other strategic partnerships to achieve its objective of providing and enhancing quality, equitable and inclusive education in both development and emergency contexts. UNRWA will, in particular, look into facilitating access to early childhood education through strategic partnerships. UNRWA will continue to work closely with the Ministries of Education in all fields.
Strategic Outcome 4: Refugee Capabilities Strengthened for Increased Livelihood Opportunities

159. Livelihood opportunities derive from “the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stress and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.” Sustainable livelihoods emphasize strengths rather than needs, recognizing the inherent potential of every person. Health and education as described above are essential dimensions of human development and central to increased livelihood opportunities. Access to resources for a decent standard of living, another dimension of human development, is also important for sustainable livelihoods. The right to work and engage in productive employment is also a fundamental human right.

160. Livelihood assets are enhanced through improving the collective physical, social, cultural, economic and environmental aspects of communities and the spatial environments in which they live. This promotes collective identity, sense of belonging, social interaction, social networks, social ties, social support, community cohesion, competence and access to resources.

Current UNRWA Operations

161. UNRWA contributes to Palestine refugee livelihood opportunities in three ways: i) direct interventions through its programmes; ii) indirectly through the jobs it creates in its operations, including the staff it employs and the opportunities created in the reconstruction sector through its reconstruction projects; and iii) by promoting and supporting Palestine refugees’ access to economic opportunities through advocacy with host governments and local economic actors.

162. Through guidance counselling, labour market studies and awareness programmes, UNRWA aims to prepare children in its schools for one of the more important choices in life: what to do after school. The resources that UNRWA devotes to this activity are, however, limited relative to the total number of students.

163. UNRWA operates nine Technical and Vocational Education and Training (TVET) centres that graduated over 20,000 students between 2010 and 2014. The TVET programme provides UNRWA students with some comparative advantages in finding employment and plays an important role as part of early recovery in conflict contexts. It provides diverse courses, from trade to professional to short-term courses, and maintains strong links with the local labour market. Employment rates for TVET graduates are high, at 72.3 per cent for males and 62.9 per cent for females in 2014, including Syria Field.

164. UNRWA offers microfinance services through two different channels: the microfinance programme and the Microcredit Community Support Programme (MCSP). These initiatives work to ensure that Palestine refugees, including women and the abject poor, have access to microcredit.

165. The microfinance programme provides sustainable income-generation opportunities for Palestine refugees, as well as other poor or marginalized groups in all UNRWA fields of operations except Lebanon. It extends credit and complementary financial services to households, entrepreneurs and small-business owners. These investments create and sustain jobs, reduce poverty, and empower our clients, particularly women. Between 2010 and 2014, 168,000 loans with a total value of US$ 188.0 million were issued, approximately one fifth of which went to poor clients and two thirds were issued to low-income clients. In addition, of the total loans issued, over 65,000 loans valued at US$ 87.0 million were given to Palestine refugees, 61,800 loans valued at US$ 46.8 million were given to women and 50,800 loans valued at US$ 48.8 million were given to youth aged 18-30.

166. The MCSP aims to increase the individual household assets of vulnerable Palestine refugees, specifically
by supporting community-managed initiatives that provide refugees with access to financial products and non-financial services. The programme serves Palestine refugees in all UNRWA fields except the Gaza Strip. Between 2010 and 2013, roughly 13,300 loans valued at US$ 13 million were disbursed, the vast majority of them through community-managed funds.

167. Beyond completing the basic education provided by UNRWA, Palestine refugees should also aspire to complete secondary and tertiary education. For high achievers unable to afford tertiary education, UNRWA provides university scholarships across all fields with project funding. In 2011/12, 210 scholarships were awarded.

168. Each field has established tailored economic opportunity portfolios specific to its context to enhance livelihood opportunities for Palestine refugees. For example, in Lebanon, employment service centres have been established to link Palestine refugees with employment opportunities. In the Gaza Strip, emergency appeal funding supports job creation schemes.93

169. Approximately one fifth of the Palestine refugee population lives in 58 camps in the five fields of operations. Refugee camps have evolved in an unplanned manner from being simple temporary structures into highly urbanized spaces, with high population density, over-crowding and high built-up areas. In many cases, refugee camps are active economic hubs. Depending on location – urban, semi-urban or rural – some camps are still extremely underdeveloped living environments, with shelters still built from corrugated sheets and asbestos, and in many cases lack proper sanitation and water supply. Improving the livelihoods of individuals and communities living in camps requires adequate approaches that integrate physical, spatial, social, economic and environmental improvements, addressing the refugees, their assets, potential and strengths. The infrastructure and camp improvement programme, following a participatory needs assessment through urban planning, attempts to reform the space and improve the setting and environment in which refugees live. The programme also examines the built environment of camps within their context; link them to the neighbouring context, resources and potential; and contribute through the linkages and integration to come up with innovative solutions to the refugees’ worst problems, in particular contributing to the alleviation of poverty and improved quality of life. With the Agency’s guidance, camp populations develop Camp Improvement Plans (CIPs). CIPs have two complementary components – first, an urban improvement plan and, second, a community development plan. The CIP development process not only strengthens the physical/material assets and social assets in camps, but goes further to increase the capabilities of refugees through participation in decision-making and community mobilization and by encouraging voluntarism and addressing higher education, employment, under-employment and social isolation.94 So far, CIPs have been developed for 10 camps. UNRWA has created an information system with set indicators that allows the Agency to prioritize camps in the different areas of operations.

170. In addition to these programmatic interventions, UNRWA is one of the largest employers of Palestine refugees. Providing employment opportunities with UNRWA is not a strategic objective in and of itself, but it is important to recognize that the salaries paid by UNRWA do not just ensure continued quality of services to refugees, but also represent an injection of income into refugee and other local communities. By employing 30,000 full-time employees (almost half of whom are women), approximately 150,000 people benefit directly from UNRWA salaries and many more benefit indirectly.95

171. UNRWA furthermore creates livelihood opportunities through its construction projects. In 2012 the Agency expended US$ 69.8 million on construction projects that generated over 5,100 jobs, and in 2013 expenditure on construction projects totalled US$ 104 million, with over 7,600 jobs created.

172. Similarly, UNRWA works to ensure that local communities benefit from as much of the Agency’s non-workforce expenditure as possible through competitive tendering procedures. In 2014, UNRWA issued 7,948 procurement contracts valued at over US$ 278.7 million. Of these, almost 6,820, valued at US$ 191 million (86 per cent), were awarded to suppliers/providers in the oPt, Jordan, Syria and Lebanon.

Challenges

173. During the MTS period, the registered working-age population is expected to increase by 12.4 per cent, from 3.47 million in 2016 to 3.90 million in 2021. With unemployment rising, economic engagement of Palestine refugees is of concern across all fields. In particular, high rates of youth unemployment, especially affecting female youth96, and low labour force participation rates for women, ranging between 10 and 18 per cent across UNRWA fields, will remain the most significant livelihood challenges for Palestine refugees.
174. Palestine refugees face a number of constraints and threats in building sustainable livelihoods.96 Despite refugees having strong human capital as a result of the education and health structures provided by UNRWA and host authorities, the majority of refugees do not have access to the full range of assets – social, natural, physical and financial capital97 – required for sustainable livelihoods, including those required to develop coping strategies and build resilience.

175. The situation in refugee camps is particularly dire.98 In general, refugees who have improved socioeconomic conditions move outside camps due to the poor living conditions.

176. Due to poverty, unemployment, increased population density and a deteriorating built environment, there is a shortage of adequate housing in camps. This is coupled with a lack of regulatory frameworks and planning, which is resulting in a fast rate of haphazard urbanization. Services are lacking and social infrastructure is deteriorating. Private and common spaces are not differentiated anymore, which results in the abuse of privacy. Social problems are increasing. Isolation and social segregation are serious problems facing refugees living in many camps.

177. Regulatory changes in the oPt and in Jordan in relation to microfinance present significant challenges for the Agency in maintaining and growing its microfinance and microcredit programmes. The changes threaten the continued success of the microfinance programme and the MCSP and their potential to increase their impact for vulnerable Palestine refugees, including women, youth and those affected by emergencies.

Priorities

178. The challenges above present a highly threatening context with limited opportunities for refugees. The Agency has, however, opportunity to make a significant contribution to addressing these challenges by focusing the attention of its current programmes on vulnerable persons, through innovative pilot projects, and by maximizing the indirect contribution made by other aspects of the Agency’s operations.

179. The Agency will focus on two components under this Strategic Outcome: i) building the capabilities of refugees and ii) improving access to livelihood opportunities. It will do this by strengthening the capacities of refugees through training and other educational opportunities; enabling access to financial services; creating employment opportunities, as an indirect by-product of its operations; and advocating for refugees’ legal right to work, where this is restricted.

180. UNRWA will build on existing subprogrammes to expand the number of people reached through its livelihood interventions. Interventions will target refugees who are most in need, in particular youth and women who, respectively, have high unemployment rates and low labour force participation rates across all UNRWA fields. Improving livelihoods also requires a strategic focus on poor refugees, particularly those living in refugee camps. Emergencies are expected to continue to characterize the operating context in three out of five UNRWA fields during the strategic period. Given this assumption, the destructive impact of conflicts on livelihoods and the centrality of livelihoods in recovery efforts, UNRWA programming under this Strategic Outcome will give particular focus to promoting employment and income-generating opportunities for refugees in conflict and post-conflict settings.

181. The interrelationship between deteriorated living conditions; bad health conditions; lack of capacities, capabilities and access to resources; and poverty in camps can be effectively and efficiently addressed with an integrated, comprehensive and participatory urban planning approach in improving the lives of refugees in camps. Preparation and gradual implementation of CIPs for the remaining 48 camps across UNRWA fields needs to be addressed before the situation in the camps becomes irreversible. UNRWA will continue prioritizing camps for improvement to enhance the communities’ capacities and assets. Prioritization criteria have been developed that take into consideration physical, spatial, social, economic and environmental conditions. During the MTS period, the Agency will target at least one camp per field for comprehensive improvement through the production of new CIPs and will follow up on sustainable implementation of the current CIPs.

182. UNRWA will aim to increase the number of TVET
graduates, while at the same time reducing costs. In doing this, UNRWA will seek to generate more diversity and flexibility in the courses offered and to better align these with local market demand. UNRWA will give greater access to vulnerable youth; improve the gender dimension of programming and enrolment; enhance efficiency, quality and labour market relevance; and ensure overall programme sustainability and effectiveness. Where possible, co-financing will be introduced with the goal of generating a broader resource base for the expansion of TVET placements and opportunities. Increased tracking of graduates and engagement and feedback loops with employers will enable TVET to ensure courses remain relevant and appropriate.

183. UNRWA will review its education science facilities in the West Bank and Jordan and their provision of teacher training to assess their contribution to the strategic objectives of the education programme and to those of the Agency as a whole. This review will consider the role of ESF and FESA with regard to teacher supply in UNRWA schools, as well as their broader potential to improve capabilities for livelihood opportunities – particularly for the vulnerable. UNRWA will undertake the review in 2016 and will work to respond to recommendations made during the strategic period.

184. UNRWA will study the effectiveness and impact of its scholarship programmes, particularly for the vulnerable, and make any necessary changes during the strategic period.

185. UNRWA will, where possible or necessary, work early in the strategic period to make the microfinance programme independent of UNRWA in order to give the programme the best possible chance of growing its operations to benefit more persons. UNRWA will ensure the future entity remains committed to Palestinians, the poor, women, youth and those affected by conflict.

186. UNRWA will furthermore study early in the strategic period how it can best ensure vulnerable Palestine refugees have access to microcredit, microfinance and savings facilities. UNRWA will determine if and how the MCSP can be made more effective.

187. UNRWA will assess the effectiveness of the Employment Services Centre model used in Lebanon
and the Job Creation Programme. In so doing, UNRWA will consider opportunities to improve their impact and the extent to which the programmes could be implemented in other UNRWA fields.

188. UNRWA will assess the plausibility of innovative projects to provide enhanced livelihood opportunities in contexts that are not conducive to economic opportunities for Palestinians.

189. In its capacity as one of the largest employers of Palestine refugees, UNRWA commits itself to do more to move towards gender parity in management positions. It will do so by improving recruitment practices to eliminate unintended obstacles for women to be successful and establish processes to support capacity-strengthening of women. The Agency will support, to the extent possible, opportunities for staff members to undertake assignments with sister UN agencies and other recognized international organizations.

190. UNRWA will continue to enhance opportunities in the delivery of livelihood support through its ongoing collaborations with partners, including the PalFund trust fund with the OPEC Fund for International Development (OFID), the Palestine Credit Bureau with the Palestine Monetary Authority (PMA), GIZ and relevant members of UN Country Teams (including the International Labour Organization or ILO). The Agency will also seek to establish a partnership with the World Bank and the United Nations Development Programme (UNDP) on promoting and developing economic engagement opportunities. Engagement with the United Nations Entity on Gender Equality and the Empowerment of Women (UN Women) will be sought in the area of women’s economic empowerment.

191. New partnerships at the local level within fields will look to the private sector and business community, in particular with respect to the TVET programme, with the aim of strengthening the evidence base of its programming through increased access to labour market information, as well as expanding vocational training opportunities and social infrastructure works.

192. Through its procurement activities, UNRWA will continue actively to favour local contractors, particularly those that employ Palestine refugees.
Strategic Outcome 5: Refugees Are Able to Meet Their Basic Human Needs of Food, Shelter and Environmental Health

193. Human development is derived from and built on a platform on which basic human needs are met. Basic needs “provide the opportunities for the full physical, mental and social development of human personality and then derive the ways of achieving this objective.” This includes addressing both material needs, such as food, shelter and environmental health, and the broader set of human needs associated with the human development concept.

194. The right to food is the most basic of human rights. Safeguarding it and improving the nutritional status of individuals and families help to ensure the absence of malnutrition and child stunting and enables human productive capacities to be expended on development needs such as education and livelihoods.

195. Shelters provide refugees a home; security for their belongings; safety and protection for their families from the cold, dampness, heat, rain, wind and other threats to health; a place to strengthen social relations and networks; a place for local trading and service provision; and a means to access basic services. For women, shelter is particularly significant in terms of poverty, health, child-rearing and violence. As a basic human need, refugees should have sustainable access to safe drinking water, sanitation, drainage, natural lighting, washing facilities, means of food storage, refuse disposal and emergency services.

196. Access to potable water and basic sanitation is essential for preserving human dignity and provides the foundations for securing the rights to water, health, an adequate standard of living, adequate housing and education, among others.

197. Mitigation of poverty and concomitant improvements in human development are difficult if there is a high prevalence of persons and families who cannot meet their basic needs of nutrition, shelter and environmental health. The creation of employment and income-generation opportunities alongside programmes to address basic needs, like those identified above, provide a multidimensional approach to poverty reduction. Meeting basic needs is a central element in any response to humanitarian emergencies including, but not limited to, those that result in significant displacement, loss of assets and income, and are protracted in nature.

Current UNRWA Operations

198. UNRWA is one of a limited number of actors that provide food or cash assistance directly to Palestine refugees living in poverty. It does so with resources provided under its emergency programme and its Social Safety Net Programme (SSNP). In 2014, UNRWA provided assistance to 294,000 poor refugees under the SSNP. Under the emergency programme, the Agency provided food and/or cash assistance to over 767,000 abject- and absolute-poor refugees in Gaza and 447,000 Palestine refugees in Syria.

199. UNRWA aims to provide food parcels containing 80 per cent of caloric needs to all abject-poor refugees, defined as those who cannot meet their food consumption needs; however, the number of beneficiaries is inevitably dependent on funding received. At present, the SSNP remains severely underfunded and locked into a food distribution programme combined with ineffective amounts of cash distribution. The Agency’s preferred modality of direct assistance to poor refugees who are not able to meet their food needs is through the provision of cash transfers (including, for example, through cash-for-work programmes). This is for numerous reasons, including efficiency, flexibility, dignity and convenience for refugees.

200. In shelter rehabilitation projects, UNRWA assesses and prioritizes substandard shelters that are structurally unsafe, built with temporary material like asbestos and zinc, overcrowded, and lack gender separation. Between 2010 and 2014, UNRWA rehabilitated 4,600 substandard shelters, not including emergency cases and shelter construction in Nahr el-Bared, Lebanon. Progress in rehabilitating shelters and meeting annual targets has been challenging due to financial constraints, as the programme is driven by project funding, and the security situation in Syria, which precludes the rehabilitation of shelters in that field.

201. In relation to emergency shelter, UNRWA is uniquely placed to provide safe shelter for civilians whose homes and communities become engulfed in conflict. During conflict and emergency situations, UNRWA provides temporary shelters to refugees and their families in UNRWA facilities. However, considering the delivery of education and other services to refugees, UNRWA is not in a position to continue using UNRWA facilities for protracted periods. In post-conflict situations, UNRWA mobilizes resources to help repair shelters that are damaged or destroyed by conflict. It has, on occasion, taken a central role in major construction/reconstruction of neighbourhoods/camps and appealed to other actors and stakeholders to assist and lead in the reconstruction process.

202. UNRWA does not manage or administer official refugee camps. Provision of public services is the responsibility of host authorities. Nevertheless, UNRWA offers support where necessary, appropriate and possible.
Challenges

203. UNRWA operates in contexts of increasing political instability, worsening socioeconomic conditions and growing protection gaps for Palestine refugees, all of which threaten the basic human needs of food, shelter and environmental health. These factors, which can often be unpredictable, mean that the future needs of Palestine refugees and the size of UNRWA operations under this Strategic Outcome are particularly difficult to forecast.

204. Levels of food insecurity among Palestine refugees remain high and are growing and deepening. Figure 10 illustrates the share of poor persons who receive food or cash assistance from UNRWA, excluding those ordinarily resident in Syria, and who are forecast to receive assistance from UNRWA if i) poverty rates continue at present levels and ii) earmarked funding for food and cash assistance remain at current levels.

205. The charts do not, however, illustrate the fact that the assistance provided by UNRWA is far from sufficient and food-insecure households must resort to other sources to supplement what UNRWA provides. Many must resort to coping strategies, such as selling their belongings or eating less. Others resort to eating poor quality food, which has a number of health implications, including diabetes and obesity. Depending on the field, UNRWA assistance under the SSNP covers between 11 and 25 per cent of the abject poverty line and between 4 and 10 per cent of the absolute poverty line and is furthermore not indexed to inflation. This means that the ‘hunger gap’ that people cannot make up from either their own resources or aid will continue to grow over time due to an increased cost of living.162

Figure 10: Actual and projected shares of poor persons receiving food and cash assistance from UNRWA (all funding sources), selected years

Figure 11: Value (US$) of UNRWA social transfers under the SSNP compared to the abject and absolute poverty lines in each field, 2013
206. It is particularly telling that despite the limited scope of assistance provided by UNRWA, the complex nature of food and cash distributions for refugees in many fields, and the fact that a waiting list exists in some fields for inclusion in the SSNP, refugees continue to seek enrolment in the Agency’s SSNP. This highlights the dire situation of many of the refugees that UNRWA serves.103

207. The needs of refugees living in substandard shelters are growing, estimated to be approximately 202,000 persons, equivalent to approximately 47,000 shelters in 2012. This does not include persons who lost their shelter in the destruction of Nahr el-Bared Camp and who are awaiting construction of the camp, nor does it include those whose shelters have been damaged or destroyed as a consequence of the conflicts in Syria and Gaza.104 The majority of these shelters have asbestos roofing, which constitutes a health threat. Furthermore, poor sanitation, lack of ventilation, dampness and overcrowding in these shelters leads to poor health and psychosocial dysfunction.

208. Sanitation-related communicable diseases are still a problem in some Palestine refugee camps as access to potable water and sanitation is worsening across UNRWA fields of operations. This is particularly a problem in conflict contexts.105

Priorities

209. UNRWA will endeavour to respond to the basic human needs of Palestine refugees for food, shelter and environmental health, prioritizing the poorest and most vulnerable individuals and families. The component parts of this Strategic Outcome become particularly crucial in any humanitarian response to a crisis or emergency.

210. In the provision of food assistance, UNRWA will continue to target the abject poor. Wherever possible and appropriate, UNRWA will adopt a cash-transfer mechanism (including cash-for-work) in preference over the direct provision of food. UNRWA will aim to mobilize sufficient resources to ensure that direct assistance to the food insecure is equivalent to at least 20 per cent of the abject poverty line. This will, however, require US$ 12.5 million more per annum than spent at present on the current caseload and will still exclude the absolute/churning poor from any direct assistance. Providing this level of assistance to all of the identified abject-poor cases across all fields would cost an additional US $32.1 million per annum. The cost of providing meaningful social transfers of 50 per cent of the total value of the abject poverty line to the current caseload of the abject-poor SSNP population would require an additional US$ 75 million
per annum. The coverage of 50 per cent of the abject poverty line implies that the poor would bring their own contribution for the other 50 per cent.

211. UNRWA will seek partnerships to consolidate its efforts in helping Palestine refugees meet their basic human needs of food, shelter and environmental health. UNRWA will continue to work with the World Food Programme (WFP) in the delivery of food assistance, both on the logistics side of food delivery and in twinning deliveries where appropriate to deliver tandem support to host communities and Palestine refugees.

212. UNRWA will seek funding to enable it to gradually rehabilitate and repair substandard shelters. If the requisite funding is received and rehabilitation targets are met, it is estimated that the number of poor refugees living in substandard shelters will decrease by over 28 per cent between the baseline year 2012 and the end of the MTS period in 2021. In prioritizing shelters, UNRWA will apply criteria based on safety, health, socioeconomic status and vulnerability.

213. In emergencies, the Agency will continue to provide humanitarian assistance to refugees, including the most vulnerable and those who have been displaced internally or to other UNRWA fields. Strategic responses to emergencies will include advocacy to host authorities, UN agencies and donors on the plight of affected Palestine refugees; making available its premises to shelter and protect displaced civilians during armed conflict; the promotion of partnerships with donors, NGOs and others; and close coordination with UN Humanitarian Coordinator.

<table>
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<tr>
<th>Camp Data</th>
<th>2012</th>
<th>2016</th>
<th>2021</th>
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<tbody>
<tr>
<td>Registered population inside camps</td>
<td>1,365,395</td>
<td>1,494,529</td>
<td>1,683,013</td>
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<tr>
<td>Estimated actual camp population</td>
<td>736,983</td>
<td>813,960</td>
<td>916,877</td>
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<td>change in actual camp population from baseline</td>
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<td>24.4</td>
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<tr>
<td>Substandard shelters in need of rehabilitation</td>
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<td>-</td>
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<tr>
<td>Number of shelters expected to be rehabilitated</td>
<td>250</td>
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<td>19,918</td>
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<td>(incl. expected increase due to further deterioration)</td>
<td>-</td>
<td>41,561</td>
<td>33,830</td>
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<tr>
<td>Poor refugees living in substandard shelters</td>
<td>202,519</td>
<td>178,082</td>
<td>145,422</td>
</tr>
</tbody>
</table>

Table 3: Camp populations and shelters in need of rehabilitation, selected years

214. Over the strategic period, UNRWA will prioritize projects addressing water resource, supply and networks, sewerage networks and water drainage in camps that suffer from severe deteriorated environmental infrastructure conditions. In identifying priority environmental health and infrastructure projects in camps, UNRWA will apply criteria that consider both the severity of the health risk and the levels of poverty and deprivation in the camp. UNRWA needs to strengthen its capacity to monitor the quality and quantity of the water provided to refugees.

215. UNRWA will actively work with host governments and individual municipalities to ensure maximum provision of municipal services to camp communities. Where, despite these efforts, circumstances demand that UNRWA carry out such activities, like solid waste removal, UNRWA will aim to ensure the most cost-effective operation possible by studying, for example, all opportunities to reduce waste, change collection arrangements in camps, mechanize the collection and disposal of solid waste, and seek innovative ways to engage the local community in managing environmental health.

216. As noted above, the component parts of this Strategic Outcome become particularly crucial in any humanitarian response to a crisis or emergency. UNRWA will improve its preparedness and readiness for such interventions.
217. UNRWA must ensure the systems, structures and procedures are in place to achieve the Strategic Outcomes and effectively manage the risks that will confront the Agency. This Chapter outlines the management and operational responses to the three primary risks common to all MTS Strategic Outcomes. First is the risk that the Agency will have insufficient resources to enable it to address the outcomes. Second is the risk of dramatic and unforeseen changes in the operating environment that change refugee needs or the Agency’s ability to operate. Third is the risk associated with change. Annex 2 lists some of the specific risks associated with each Strategic Outcome.

Building an Ambitious Relationship and Fundraising Approach

218. As noted in Chapter 3 above, it is incumbent on UN Member States to provide full support, financially and otherwise, to UNRWA in the fulfilment of its mandate and in achieving the Strategic Outcomes reflected in this Strategy. Failure to do so will not only impact UNRWA operations in meeting the needs of Palestine refugees, but also has the potential to increase the burden on the already-strained public services of host authorities.

219. UNRWA has had a number of successes in its resource mobilization strategy in recent years, securing a greater diversification of the donor base to include more contributions from Arab States, emerging markets and other non-traditional donors, including the private sector. Overall, resource mobilization has continued to increase each year. Nonetheless, financing the Agency remains significantly reliant on a small group of donors who are facing increasing challenges in supporting changes arising from increasing numbers of beneficiaries and modifications in the delivery of our services resulting from changes in the nature of services delivered. Despite some
resource mobilization successes in recent years, UNRWA has not been given sufficient resources to enable its operations to keep pace with the increasing needs of Palestine refugees. This comes at the same time that host authorities are facing similar challenges in supporting Palestine refugees. There is every reason to believe that UNRWA will continue to face a long-term resource mobilization challenge.

220. Many of the longer-term operations that UNRWA implements are funded from the UNRWA ‘Programme Budget’ which is funded by bilateral contributions. Income to the Programme Budget in recent years has grown at marginally more than 2 per cent every year. This rate of growth has not kept pace with the growth in the Agency’s costs. Projections based on recent trends reveal that UNRWA faces significant risks if it does not develop a strategy that addresses both the need to generate the greatest impact through its service delivery with the resources provided (i.e., to maximize cost effectiveness) and the need to broaden its base of traditional donors and mobilize more resources. Based on recent trends, the cash income UNRWA will receive to its General Fund in 2021 will be US$ 760 million. Optimistic but not unrealistic improvements in the donor base have the potential to increase the cash income to the General Fund to US$ 815 million in 2021. Cash-outflow projections, on the other hand, range between US$ 823 million-US$ 862 million (depending on the assumptions drawn about rules and regulations affecting the way UNRWA operates, VAT, salary increases for public servants affecting what we pay our staff, shared services, political changes and security challenges).

221. UNRWA has, due to several successive years of underfunding, exhausted its working capital. A lack of working capital not only challenges the Agency’s ability to deliver services but also limits its cost effectiveness and capacity to make changes in its operations.

222. Sustained underfunding of UNRWA operations will impact at different levels.
### Underfunding

#### Activity Level
- Class sizes increase.
- Doctor-patient ratios increase.
- Doctor-patient consultation times reduce.
- Underprovision of essential (life-saving) NCD medicines
- Less teaching/instruction materials are available for educational and training facilities, jeopardizing the chances of delivering the curriculum.
- Fewer acute poor receive assistance.
- Fewer substandard shelters rehabilitated/reconstructed
- Installations and environmental infrastructure are inadequately maintained and repaired and become dangerous for refugees. Vehicles are inadequately maintained and repaired and become dangerous for staff and refugees. Remedial repair/replacement action increases. Increased financial exposure to liability.
- Less monitoring of water quality in camps
- Fewer rented schools replaced.

#### Output Level
- Reduced entitlements to hospitalization cover in the absence of other providers to ensure the provision of life-saving interventions
- Reduced number of poor persons who benefit from a social transfer in the absence of other providers to provide safety net assistance
- No improvements in poor teaching and learning environments
- Increasing risk to life and property as a result of poor and unsafe environmental infrastructure, installations and substandard shelters
- Less camps addressed comprehensively with community participation for the improvement of urban-built environment in camps
- Reduced potable water supply and sanitary and infrastructure services
- Less environmental infrastructure renovated or built

#### Outcome Level
- Patients are provided with less access to preventative health care, increasing the cost of treatment interventions (medications, hospital care, etc.).
- Continuous poor health outcomes can affect reproductive health for women.
- Refugees are subject to water- and sanitation-related diseases.
- Malnutrition in mothers resulting from poor health care aggravates risks for child mortality and malnutrition.
- Child malnutrition raises the risk of child mortality and poor performance in school in later years.
- Limited care provision and unavailability of medicines may contribute to critically disabling (even life-threatening non-communicable disease complications) including, by way of example, gangrene/limb amputations, retinopathy with loss of vision, and renal failure.
- Patients are provided with less access to preventative health care, increasing the cost of treatment interventions (medications, hospital care, etc.).
- Continuous poor health outcomes can affect reproductive health for women.
- Refugees are subject to water- and sanitation-related diseases.
- Malnutrition in mothers resulting from poor health care aggravates risks for child mortality and malnutrition.
- Child malnutrition raises the risk of child mortality and poor performance in school in later years.
- Limited care provision and unavailability of medicines may contribute to critically disabling (even life-threatening non-communicable disease complications) including, by way of example, gangrene/limb amputations, retinopathy with loss of vision, and renal failure.
- School attendance rates reduce.
- The lives of refugees and staff attending unsafe installations are put at risk.
- Dropout rates increase and survival rates decrease.
- Increased unit education costs
- Student achievement levels stagnate or decrease.
- Increased wastage of resources in schools
- Vaccination rates reduce.

#### Impact Level
- Unemployment and underemployment rates increase.
- Food insecurity and poverty levels increase.
- Mean years of schooling and expected years of schooling reduce.
- Life expectancy at birth reduces.
- Increased involvement in dangerous behaviour (e.g. crime, substance abuse, militant activity)

| Table 4: Examples of consequences of underfunding at different levels of the results chain |
223. UNRWA must break the annual cycle of funding shortfalls, particularly to the General Fund. It must rebuild its working capital in order for it to realize optimal cost efficiency and continuity of operations throughout the year.

224. UNRWA must mobilize more resources from traditional and new donors. A new approach is required, and the financing of UNRWA will be supported by a new Resource Mobilization Strategy to accompany the MTS. This will be the product of an analytical evaluation of resource mobilization in 2015 to assess the strengths, weaknesses, risks and opportunities of the current approach. An important part of this strategy will be on strengthened communications.

225. The resource mobilization challenge makes it even more imperative for the Agency to focus on its strengths and ensure it makes the biggest impact with the available resources and for the Agency to actively work with partners to transform a number of current collaborations into long-term strategic engagements that enhance the ability of UNRWA to fulfil expectations and its mandate in the service of Palestine refugees.\(^\text{107}\) UNRWA remains the mandated United Nations agency for Palestine refugees and has the greatest capacity in the United Nations system to respond to refugee needs, especially in times of emergency and crisis. UNRWA will use this position of leadership to ensure that refugees benefit from specialized expertise and programmes of other actors at all levels – international, national and local.

226. Specifically at the local level, for much of the Agency’s history, it has worked with and supported a limited number of local, often community-based organizations to deliver valuable services. The relief and social services programme has, for many years, run a Community-Based Organizations (CBOs) subprogramme aimed at building the capacity of local CBO partners, based on the assumption that this will result in improvements in service delivery and positive outcomes for the local refugee population. An evaluation conducted in 2013-2014 identified a need to reconsider this traditional view. Accordingly, UNRWA will seek to ensure that CBOs are able to, and in fact deliver a positive outcome for refugees that are of relevance to the Agency’s Strategic Outcomes. UNRWA will expect CBOs operating through its installations to share its commitment to positive impact for refugees and UN values on human rights and neutrality. UNRWA has begun the process of systematically reviewing the extent to which CBOs are assisting the Agency in meeting its strategic objectives. All funding needs to be aligned to strategic priorities. UNRWA will treat CBOs not as beneficiaries themselves, but as a means for UNRWA to achieve its Strategic Outcomes.

227. By adherence to this Medium Term Strategy, UNRWA will build on sound management practices and programme reform efforts already embarked upon in order to continue providing vital quality services cost effectively and will also ensure refugees benefit to the maximum extent possible from additional opportunities and services provided by others.

228. UNRWA is committed to managing its costs in a way that retains the Agency’s capacity to achieve the Strategic Outcomes with maximum impact of its resources and without compromising on essential services. The largest driver of costs – the Agency’s service delivery and the staff required for that – is also the Agency’s biggest asset.

229. UNRWA will continue to manage its workforce responsibly. Through programme reforms such as those in the education and health programmes, UNRWA will produce a greater quality impact without significant increases in its workforce. Based on projected needs, some increase in the Agency’s workforce will be required, but UNRWA will seek to limit this increase to the education sector in Gaza Field where the number of children seeking admission to UNRWA schools is expected to continue to grow in every year of the MTS period (a pattern that is not expected in other fields).

230. As regards compensation to its workforce, UNRWA is committed to being recognized by all stakeholders – its workforce, refugees, host authorities and donors – as a fair employer. UNRWA will continue to rigorously adhere to the Agency’s Pay Policy which is founded on an objective to optimize the Agency’s human resources to ensure the best possible services are provided to the refugee community. This can be ensured by applying the correct remuneration, providing acceptable conditions of service and by applying the correct classification grades to approved posts. The Pay Policy dictates that the Agency will take into account the relationship between UNRWA compensation and that of the government of the host country. In doing so, UNRWA will endeavour to ensure that compensation, including salaries, offered to the Agency’s workforce are not significantly above or below the host country comparator, as determined through routine salary surveys, as well as other timely analysis of labour market developments.

231. To strengthen its accountability in meeting its targets on gender equality and women’s empowerment, UNRWA participates in UN-SWAP, the system-wide gender mainstreaming accountability framework. The results of UN-SWAP are indicative of the Agency’s successes in a number of different areas, including...
in strategic planning, monitoring and reporting, and capacity development. In 2013, UNRWA met or approached requirements for 87 per cent of all performance indicators. In the assessment, UNRWA performed significantly better on average compared to other UN funds and programmes and the performance of the UN system as a whole, evidence of its leadership in gender equality and women’s empowerment in the UN system. Despite these successes, further progress is required in some areas, including in establishing a gender marker system with financial benchmarks to track resource allocations to gender equality and in increasing its efforts to increase the number of women in management positions.

232. In order to make the most of its resources, UNRWA requires information systems that support management decision-making. It further requires a corporate culture that promotes access to information as well as the triangulation and validation of data for decision-making purposes. UNRWA information systems architecture has been the subject of significant reform in the years leading up to the MTS. More work will be required early in the MTS period to complete these reforms.

233. UNRWA will adhere to results-based management and will employ strong risk management systems and oversight structures. A results matrix for the MTS (‘Common Monitoring Matrix’) is set out in Annex 1 and includes indicators at the outcome and output level for Strategic Outcomes and in the area of cost efficiency and effectiveness. UNRWA will continue to strengthen its monitoring and analytical capacity, including in relation to developing a better understanding of vulnerability to poverty and social marginalization and how the Agency’s programmes and partners can provide a more effective response. UNRWA will make optimal use of evaluations and has, based on this Strategy, developed a long-term evaluation plan for the period 2015-2021 set out in Annex 3. UNRWA will align its planning and reporting cycles as set out in Annex 4 to ensure the commitments in this Strategy are reflected in plans at all levels of the organization.

234. UNRWA will ensure that it operates in full compliance with its regulatory framework; applicable international law; and the humanitarian principles of humanity, neutrality, impartiality and independence. UNRWA will conduct regular inspections of facilities and
ensure inspection and investigation systems are in place to ensure adherence to this commitment. There will be a no tolerance approach to fraud, corruption and any other financial irregularities. UNRWA will optimize the benefit of strengthened legal capacities in all Field Offices and Headquarters to reduce potential liabilities, exposure to reputational risk, and to ensure maximum appreciation of and adherence to its privileges and immunities. UNRWA will further develop and implement internal oversight work plans that address enterprise risk and, therefore, further the Agency’s ability to achieve its Strategic Outcomes. UNRWA will ensure that accepted recommendations of audits, evaluations and inspections, as well as decisions relating to fraud, corruption and other financial irregularities, are promptly followed up and implemented.

UNRWA will furthermore ensure efficient and flexible operational structures, systems and procedures are in place so that the Agency is prepared and ready to respond to emergencies when they arise. Given the size of the Agency’s regular infrastructure (including staff, installations, supply chains and long-term agreements), UNRWA has a unique capacity to respond quickly and effectively to humanitarian needs and to incorporate resilience and recovery programming into its emergency response. Opportunity does, however, exist for the Agency to further improve its agility, flexibility and, therefore, effectiveness in any environment, whether it be one of relative safety, crisis, emergency or high risk. UNRWA will take measures to ensure that the existence of emergency operations in one field will not have an impact on non-emergency operations in other fields of operations.

Fostering and Instituting a Culture of Partnership with Refugees and Staff

235. UNRWA remains committed to building stronger and more empowering relationships with refugees and staff.

236. Refugees must be given the opportunity to influence decisions that will affect them. They must be considered partners in achieving the Strategic Outcomes set out above. UNRWA will engage with and involve refugees at different stages of the planning cycle, and it will report on the implementation of the MTS to refugees on an annual basis on the use of resources and the achievement (or not) of results. UNRWA will improve communications and clarity to refugees about their entitlements and
mechanisms to hear and respond to petitions and complaints. The Inter-Agency Standing Committee (IASC) Commitments on Accountability to Affected Populations (CAAP) will guide the Agency’s efforts in this regard.

237. Sustained by a large and diverse workforce, and shaped by an organizational culture dating to the 1950s, UNRWA has made efforts over time to modernize its management and planning systems. The most notable efforts include the Organizational Development process initiated in 2005 and, more recently, the programme reforms initiated under the ‘Sustaining Change’ banner. These efforts have been geared towards further improving the effectiveness of the Agency in protecting and assisting the refugees and in ensuring optimal use of the resources entrusted to it by the international community. In this period, the engagement of the Agency’s workforce and unions on issues related to staff relations and conditions of service grew considerably, in the context of reform-driven changes in roles and responsibilities for many staff and of new wage-related demands from public sector workers throughout the Middle East.

238. With so many of the Agency’s achievements depending on the direct delivery of services to refugees by individual staff, building a strong culture of trust, consultation and respect at all levels in workforce management and staff relations are of vital importance. This has emerged as an area of focus in the 2010-2015 strategic period, and new initiatives will be carried forward by management into the 2016-2021 MTS. Steps already taken have centred on a series of direct, substantive dialogues between the Commissioner-General and senior Area Staff from all fields of operations and a range of occupations. With a view to building greater awareness of perceptions, expectations and requirements of staff and management, such consultation will also foster higher levels of trust and respect in the workplace. Coupled with renewed efforts to enhance staff capacity, including through leadership development, the Agency looks forward to a revitalized commitment by all staff to leading and implementing the Agency’s vision; ensuring the needs of the refugees that the Agency serves come before individual interest; striving to improve the quality of our work and the services UNRWA provides; promoting and enabling a collaborative and empowering team environment for staff to work in; and coaching and helping staff under supervision to grow and develop and providing them with honest, constructive feedback as part of supporting and managing performance. In addition, during the strategic period UNRWA will implement a human resources strategic plan that will accompany this MTS. It will furthermore strengthen its commitment to transparency, open communication and dialogue. UNRWA will ensure proper handling of appeals and petitions from staff and will review in 2016 the effectiveness of the various mechanisms of the administration of the internal justice system.

239. Security of its staff is crucial to the Agency’s presence and mandate delivery. Carrying out humanitarian and human development activities in places of armed conflict or internal violence continues to be a dangerous undertaking. UNRWA recognizes that the risks to the refugee community are not distinguishable from the risks to its 30,000 local staff who live among and serve the community. UNRWA acknowledges as a starting premise that the organization and its front-line staff will be confronted by significant levels of risk. The key organizational issue is how UNRWA manages those risks to its staff. UNRWA will focus on four targeted initiatives to improve staff safety. First, UNRWA will finalize the establishment of an UNRWA Institutional Security Management Framework. Second, UNRWA will carry out organizational and field operational risk assessments on programmes, projects, activities, staff occupations and/or staff at most risk. Third, UNRWA will build the capacity of management and staff to make decisions about safety and security within the workplace, with an eye towards being able to identify/assess emerging risks. Fourth, UNRWA will further develop the Agency’s security and operational risk management system in order to deliver on the aforementioned initiatives. It will do so in order to meet the Agency’s mandatory UN requirement to maintain a robust internal security management system that adheres to the principles of determining acceptable risk; providing adequate and sustainable resources to manage risk to staff, operations, premises and assets; and of implementing security policies and procedures.
### chapter 6: financial requirements

240. The resources required for the fulfilment of this strategy are set out in Table 5, below.

**Table 5: Forecast expenditure by Strategic Outcome, programme, field and income stream, in millions (US$)**

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<th>2018</th>
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<tr>
<td><strong>MGT</strong></td>
<td>138</td>
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<td>52</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td>782</td>
<td>719</td>
<td>832</td>
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<tr>
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<tr>
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<tr>
<td><strong>TOTAL</strong></td>
<td>782</td>
<td>719</td>
<td>832</td>
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<table>
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<td><strong>PROJ</strong></td>
<td><strong>EMERG’Y</strong></td>
<td><strong>TOTAL</strong></td>
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<tr>
<td><strong>SO1</strong></td>
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<td><strong>SO2</strong></td>
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<td><strong>SO3</strong></td>
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<td><strong>SO4</strong></td>
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<tr>
<td><strong>HEALTH</strong></td>
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<td>28</td>
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<td><strong>ICIP</strong></td>
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<td>1</td>
<td>-</td>
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<td>554</td>
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<tr>
<td><strong>MGT</strong></td>
<td>150</td>
<td>7</td>
<td>52</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>850</td>
<td>70</td>
<td>705</td>
</tr>
<tr>
<td><strong>GAZA</strong></td>
<td>258</td>
<td>-</td>
<td>241</td>
</tr>
<tr>
<td><strong>JORD</strong></td>
<td>169</td>
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<td>16</td>
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<tr>
<td><strong>LEB</strong></td>
<td>106</td>
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<tr>
<td><strong>SYRIA</strong></td>
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<td><strong>WEST BK</strong></td>
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<td><strong>HQ</strong></td>
<td>129</td>
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<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>850</td>
<td>70</td>
<td>705</td>
</tr>
</tbody>
</table>
241. The Programme Budget is primarily funded by UN Member States and other donors, voluntarily, on an annual basis. It supports the Agency’s core activities (including recurrent staff and non-staff costs), such as its education, health, camp improvement, relief and social services programmes, as well as the support services that enable UNRWA to operate. The majority of the Programme Budget, 93 per cent, is funded by voluntary, unearmarked contributions; 6 per cent of the budget comes from assessed contributions from the UN System, which covers the costs of the Agency’s international staff posts; and the remaining 1 per cent comes from other sources. The assumptions that have informed the General Fund costing are detailed in Table 6.

<table>
<thead>
<tr>
<th>Refugee needs</th>
<th>Levels of reliance on UNRWA will not reduce. Emergencies will continue. Financial requirements for operations will exceed General Fund income.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average per-annum increase in staff costs</td>
<td>Host government salary increases will not require substantial increases in UNRWA salaries. UNRWA will be able to meet legal obligations to staff and control the growth in staff numbers in such a way that growth in staff costs will not exceed 3 per cent per annum.</td>
</tr>
<tr>
<td>Exchange rates</td>
<td>Overall movement in exchange rates (the EUR:US$ and US$:NIS in particular) will remain steady vis-à-vis 2015 levels.</td>
</tr>
<tr>
<td>Non-staff costs</td>
<td>Non-staff costs (commodities, hospitalization) will increase at 3 per cent per annum.</td>
</tr>
<tr>
<td>Resource mobilization</td>
<td>Successful implementation of a new Resource Mobilization Strategy will enable UNRWA to mobilize sufficient resources to enable it to meet its contractual obligations to staff and suppliers. By 2021, UNRWA will have sufficient resources to enable cash outflow from the General Fund of US$ 815 million.</td>
</tr>
</tbody>
</table>

Table 6: Assumptions on which the forecasts are based

242. Project funding and Emergency Appeals constitute the Agency’s non-core funding portals. Project funding is resourced by 100 per cent voluntary earmarked contributions for specific, time-bound activities, with a view to improve services without increasing recurrent costs. This includes, for example, interventions, such as building facilities and reform-related activities. UNRWA is aware of the possible inherent, long-term financial risks associated with certain projects and, to this end, has a project prioritization process that views the sustainability and impact of General Fund recurring costs as the key factor in deciding which projects the Agency should embark on. This process has informed the set of priority projects identified in ASRPs, upon which the above costing is based. These projects are integral to achieving strategic results that cannot be achieved with General Fund resources, focus on longer-term goals and are sustainable following implementation.

243. Emergency Appeals raise earmarked and unearmarked funds in full from voluntary contributions in response to humanitarian crises created by external factors, where assistance is expected to be provided for as long as the external conditions prevail. UNRWA emergency interventions include emergency education (e.g. remedial education), emergency health (e.g. mobile health clinics), and additional food and cash assistance. The costing for Emergency Appeals in Table 5 is based on humanitarian needs assessments at current levels.
### Annex 1: Common Monitoring Matrix 2016-2021

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Dept.</th>
<th>Field/HQ</th>
<th>Unit of Measure</th>
<th>Disaggregation Tags</th>
<th>Agency Wide</th>
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</thead>
<tbody>
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<td><strong>1.a Outcome</strong></td>
<td>Protection</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>33</td>
</tr>
<tr>
<td>Percentage of UNRWA interventions on protection issues that prompt positive responses from authorities</td>
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<td></td>
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<td></td>
</tr>
<tr>
<td><strong>1.b Outcome</strong></td>
<td>Protection</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>46</td>
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<tr>
<td>Degree of alignment with UNRWA protection standards across all aspects of programming</td>
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<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td><strong>1.c Outcome</strong></td>
<td>Protection</td>
<td>Field</td>
<td>%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Extent to which Palestine refugees consider UNRWA to be protecting and promoting their rights</td>
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<td></td>
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<tr>
<td><strong>1.d Outcome</strong></td>
<td>Protection</td>
<td>Field</td>
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<td></td>
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<tr>
<td>Number of Palestine refugees registered with UNRWA</td>
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<td><strong>1.1.a Output</strong></td>
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<td>Field</td>
<td>#</td>
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<tr>
<td>Number of protection incidents of alleged violations of international law documented by UNRWA</td>
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<td><strong>1.1.b Output</strong></td>
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<tr>
<td>Number of protection (advocacy) interventions targeting external actors</td>
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<td><strong>1.1.c Output</strong></td>
<td>Protection</td>
<td>HQ</td>
<td>%</td>
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<tr>
<td>Percentage of UN human rights reports that reflect UNRWA’s input</td>
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<td><strong>1.1.d Output</strong></td>
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<td>Number of submissions to the International Human Rights System (IIRS)</td>
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<td><strong>1.2.a Output</strong></td>
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<td>Percentage of individuals identified as experiencing a protection risk (GBV) provided with assistance</td>
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<td>Percentage of individuals identified as experiencing a protection risk (child protection) provided with assistance</td>
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<td>Percentage of surveyed UNRWA staff who demonstrate increased knowledge on protection</td>
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<td>Percentage of protection mainstreaming recommendations from internal protection audits implemented</td>
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<td>Indicators</td>
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<td>2.1.k Percentage of women with live birth who received at least 4 ANC visits</td>
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<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>2.1.l Percentage of post-natal women attending PNC within 6 weeks of delivery</td>
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<td>Field</td>
<td>%</td>
<td>SSN</td>
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<td>2.1.m Percentage Diphtheria + tetanus coverage among targeted students</td>
<td>Health</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>2.1.n Antibiotic prescription rate</td>
<td>Health</td>
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<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>2.1.o Percentage of health centres with no stockout of 12 tracer medicines</td>
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<td>%</td>
<td>SSN</td>
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<td>2.1.p Percentage of individuals identified as experiencing a protection risk (general protection) provided with health assistance</td>
<td>Health</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>2.1.q Percentage of individuals identified as experiencing a protection risk (GBV) provided with health assistance</td>
<td>Health</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>2.1.r Percentage of individuals identified as experiencing a protection risk (child protection) provided with health assistance</td>
<td>Health</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>2.1.s Percentage of protection mainstreaming recommendations from internal protection audits implemented</td>
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<td>Gender</td>
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<td>%</td>
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<td>Gender</td>
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<td>Outcome</td>
<td>Education</td>
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<td>Cumulative drop-out rate (elementary) – male</td>
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<td>Field level by HQ</td>
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<td>Percentage of students meeting required levels in MLA tests – Grade 4 Arabic male</td>
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<td>Percentage of students meeting required levels in MLA tests – Grade 4 Arabic female</td>
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<td>Field level by HQ</td>
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<td>Percentage of students meeting required levels in MLA tests – Grade 4 Maths male</td>
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<td>Field level by HQ</td>
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<td>Percentage of students meeting required levels in MLA tests – Grade 4 Maths female</td>
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<td>Education</td>
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<td>Education</td>
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<td>Education</td>
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<td>Education</td>
<td>Field level by HQ</td>
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<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
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<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
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<td>3.1.g Output</td>
<td>Education</td>
<td>Field level by HQ</td>
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<td>Education</td>
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<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
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<td>Education</td>
<td>Field Level by HQ</td>
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<td>Unit of Measure</td>
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<td><strong>3.1.n</strong> Output</td>
<td>Agency-wide BMIS compliance rate</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>19.26</td>
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<td><strong>3.2.a</strong> Output</td>
<td>Degree to which Inclusive approaches are embedded in educational practice</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>1.6</td>
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<td><strong>3.2.b</strong> Output</td>
<td>Percentage of students identified with a disability receiving support meeting their specific needs</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>TBD</td>
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<td><strong>3.2.c</strong> Output</td>
<td>Repetition rate in basic education (elementary)</td>
<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
<td>293</td>
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<td><strong>3.2.d</strong> Output</td>
<td>Repetition rate in basic education (elementary) - male</td>
<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
<td>393</td>
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<td><strong>3.2.e</strong> Output</td>
<td>Repetition rate in basic education (elementary) – female</td>
<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
<td>1.92</td>
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<td><strong>3.2.f</strong> Output</td>
<td>Repetition rate in basic education (preparatory)</td>
<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
<td>3.14</td>
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<td><strong>3.2.g</strong> Output</td>
<td>Repetition rate in basic education (preparatory) – male</td>
<td>Education</td>
<td>Field level by HQ</td>
<td>%</td>
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<td><strong>3.2.h</strong> Output</td>
<td>Repetition rate in basic education (preparatory) – female</td>
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<td>Field level by HQ</td>
<td>%</td>
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<td><strong>3.2.i</strong> Output</td>
<td>Input unit cost per student</td>
<td>Education</td>
<td>Field level by HQ</td>
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<td><strong>3.2.j</strong> Output</td>
<td>Degree to which schools meet healthy school criteria</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>2.19</td>
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<td><strong>3.2.k</strong> Output</td>
<td>Percentage of users satisfied with newly constructed schools and new extensions that exceed 50% of the original school’s built up area</td>
<td>ICID</td>
<td>Field</td>
<td>%</td>
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<td><strong>3.2.l</strong> Output</td>
<td>Percentage of schools meeting UNRWA facilities protection design standards</td>
<td>ICID</td>
<td>Field</td>
<td>%</td>
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<td>Percentage of individuals identified as experiencing a protection risk (general protection) provided with assistance</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>New</td>
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<td><strong>3.2.n</strong> Output</td>
<td>Percentage of individuals identified as experiencing a protection risk (GBV) provided with assistance</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>New</td>
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<td>Output</td>
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<td>Percentage of individuals identified as experiencing a protection risk (child protection) provided with assistance</td>
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<tr>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Percentage of protection mainstreaming recommendations from internal protection audits implemented</td>
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<td>Education</td>
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<td>Gap in student performance levels in MLA testing – Grade 4 Arabic male</td>
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<td>Gap in student performance levels in MLA testing – Grade 4 Maths male</td>
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<td>Gap in student performance levels in MLA testing – Grade 4 Maths female</td>
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<td>Gap in student performance levels in MLA testing – Grade 8 Arabic male</td>
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<td>Field Level by HQ</td>
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<td>Gap in student performance levels in MLA testing – Grade 8 Arabic female</td>
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<td>Degree to which schools are violence free</td>
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<td>Education</td>
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<td>%</td>
<td>X</td>
<td>TBD</td>
<td>TBD</td>
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<tr>
<td>Percentage of active PTAs in place</td>
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<tr>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>TBD</td>
<td>TBD</td>
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<td>Percentage of students participating in at least one recreational and extracurricular activity during the year (disaggregated by sex and disability)</td>
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<td>Education</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>X</td>
<td>TBD</td>
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<td>Dept.</td>
<td>Field/HQ</td>
<td>Unit of Measure</td>
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<td>Agency Wide</td>
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<td>4.a Outcome</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Percentage of VTC, ESF/FESA graduates employed</td>
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<td>4.b Outcome</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<td>Percentage of VTC, ESF/FESA graduates employed – male</td>
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<td>4.c Outcome</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<tr>
<td>Percentage of VTC, ESF/FESA graduates employed – female</td>
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<td>4.d Outcome</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Successful completion rate for scholarships granted</td>
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<tr>
<td>4.e Outcome</td>
<td>Education</td>
<td>Field</td>
<td>#</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Input unit costs per VTC student</td>
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<tr>
<td>4.f Outcome</td>
<td>Microfinance</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Percentage of clients whose livelihoods improved from accessing Microfinance services</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>4.g Outcome</td>
<td>ICID</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<tr>
<td>Index score of refugees’ living conditions and livelihood opportunities in the identified priority camps</td>
<td></td>
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<tr>
<td>4.1.a Output</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Degree of employer satisfaction with UNRWA TVET (VTCs, FESA/ESF) graduates</td>
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<tr>
<td>4.1.b Output</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Percentage of SSNP students enrolled in VTC, ESF/FESA</td>
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<td>4.1.c Output</td>
<td>Education</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
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<tr>
<td>Percentage of SSNP graduates from VTC, ESF/FESA</td>
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<td>4.1.d Output</td>
<td>Education</td>
<td>Field</td>
<td>#</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Number of students completing Short Term courses</td>
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<tr>
<td>4.1.e Output</td>
<td>ICID</td>
<td>Field</td>
<td>%</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Percentage of buildings in VTCs/ESFs meeting UNRWA facilities protection design standards</td>
<td></td>
<td></td>
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<tr>
<td>4.1.f Output</td>
<td>ICID</td>
<td>Field</td>
<td>#</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Number of refugees’ capabilities enhanced as a result of the camp improvement planning process</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>4.2.a Output</td>
<td>Microfinance</td>
<td>Field</td>
<td>#</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Total number of clients with loans</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
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</tr>
<tr>
<td>4.2.b Output</td>
<td>Microfinance</td>
<td>Field</td>
<td>#</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Total value of microfinance loans</td>
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<td></td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>4.2.c Output</td>
<td>ICID</td>
<td>Field</td>
<td>#</td>
<td>SSN</td>
<td>Gender</td>
</tr>
<tr>
<td>Number of full time equivalents (FTEs) created from Infrastructure and Camp Improvement Programme interventions</td>
<td></td>
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<tr>
<td>Indicators</td>
<td>Dept.</td>
<td>Field/HQ</td>
<td>Unit of Measure</td>
<td>Disaggregation Tags</td>
<td>Agency Wide</td>
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</tr>
<tr>
<td>4.2.d Output</td>
<td>ICID</td>
<td>Field</td>
<td>#</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Number of refugees benefiting from the implementation of camp improvement plan (CIP) physical and socioeconomic projects</td>
<td></td>
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<tr>
<td>4.2.e Output</td>
<td>ICID</td>
<td>Field</td>
<td>#</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of projects implemented from Action plan (out of the total number of suggested projects in CIP’s Action Plan)</td>
<td></td>
<td></td>
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<tr>
<td>4.2.f Output</td>
<td>RSSD</td>
<td>Field</td>
<td>#</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Number of partnerships established in support of livelihood activities for vulnerable Palestine refugees</td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.2.g Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Percentage of signed partnerships involving Youth initiatives</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Indicators</td>
<td>Dept.</td>
<td>Field/HQ</td>
<td>Unit of Measure</td>
<td>Disaggregation Tags</td>
<td>Agency Wide</td>
</tr>
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</tr>
<tr>
<td>5.a Outcome</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td>SSN, Gender, Disability, Youth, Protection, Efficiency, Emergency, Other</td>
<td>TBD, TBD</td>
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<tr>
<td>5.b Outcome</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>49, 67</td>
</tr>
<tr>
<td>5.c Outcome</td>
<td>ICID</td>
<td>Field</td>
<td>#</td>
<td></td>
<td>1,641, 15,900</td>
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<tr>
<td>5.d Outcome</td>
<td>ICID</td>
<td>Field</td>
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<td></td>
<td>95,900, 14,800</td>
</tr>
<tr>
<td>5.e Outcome</td>
<td>ICID</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New, 55</td>
</tr>
<tr>
<td>5.f Outcome</td>
<td>ICID</td>
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<td>#</td>
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<td>New, 0</td>
</tr>
<tr>
<td>5.1.a Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td>SSN, Gender, Disability, Youth, Protection, Efficiency, Emergency, Other</td>
<td>TBD, TBD</td>
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<tr>
<td>5.1.b Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>TBD, TBD</td>
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<tr>
<td>5.1.c Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New, TBD</td>
</tr>
<tr>
<td>5.1.d Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
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<td>TBD, 100</td>
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<td>5.1.e Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>TBD, 100</td>
</tr>
<tr>
<td>5.1.f Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New, 100</td>
</tr>
<tr>
<td>5.1.g Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New, 100</td>
</tr>
<tr>
<td>5.1.h Output</td>
<td>RSSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New, 100</td>
</tr>
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<td>Indicators</td>
<td>Unit of Measure</td>
<td>Agency Wide</td>
<td>FieldHQ</td>
<td>Dept.</td>
<td>Field/HQ</td>
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<td>5.1.i</td>
<td>Output</td>
<td>Percentage of protection mainstreaming recommendations from internal protection audits implemented by RSS</td>
<td>RSSD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.a</td>
<td>Output</td>
<td>Percentage of temporary shelters meeting emergency shelter standards</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.b</td>
<td>Output</td>
<td>Percentage of substandard shelters identified for poor</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.c</td>
<td>Output</td>
<td>Number of substandard shelters rehabilitated</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.d</td>
<td>Output</td>
<td>Percentage of substandard shelters meeting UNRWA shelter rehabilitation protection standards</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.e</td>
<td>Output</td>
<td>Percentage of beneficiaries satisfied with rehabilitation</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<tr>
<td>5.2.f</td>
<td>Output</td>
<td>Percentage of rehabilitated shelters meeting UNRWA shelter rehabilitation protection standards</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.g</td>
<td>Output</td>
<td>Percentage of individuals identified as experiencing a protection risk (general) provided with assistance</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.2.h</td>
<td>Output</td>
<td>Percentage of individuals identified as experiencing a protection risk (child protection) provided with assistance</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<tr>
<td>5.2.i</td>
<td>Output</td>
<td>Percentage of individuals identified as experiencing a protection risk (GBV) provided with assistance</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<tr>
<td>5.2.j</td>
<td>Output</td>
<td>Percentage of protection mainstreaming recommendations from internal protection audits implemented</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<td>5.3.a</td>
<td>Output</td>
<td>Percentage of shelters in camps connected to official UNRWA/municipal water networks</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.3.b</td>
<td>Output</td>
<td>Percentage of shelters in camps connected to adequate water supply services</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<tr>
<td>5.3.c</td>
<td>Output</td>
<td>Percentage of IDPs receiving adequate protection</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
</tr>
<tr>
<td>5.3.d</td>
<td>Output</td>
<td>Percentage of IDPs receiving adequate collective shelters</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<tr>
<td>5.3.e</td>
<td>Output</td>
<td>Percentage of IDPs receiving adequate collective shelters</td>
<td>KCD</td>
<td>Field</td>
<td>Field</td>
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<td>Output Indicators</td>
<td>Dept.</td>
<td>Field/HQ</td>
<td>Unit of Measure</td>
<td>DisaggregationTags</td>
<td>Agency Wide</td>
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<tr>
<td><strong>Management and Operational Effectiveness</strong></td>
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</tr>
<tr>
<td>6.1.a  Percentage of priority projects funded (value)</td>
<td>ERCD</td>
<td>HQ</td>
<td>%</td>
<td></td>
<td>TBD TBD</td>
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<tr>
<td>6.1.b  Overall contributions to the programme budget (GF) from diversified sources</td>
<td>ERCD</td>
<td>HQ</td>
<td>%</td>
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<td>17 TBD</td>
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<td>6.1.c  Number of multi-year funding agreements in place</td>
<td>ERCD</td>
<td>HQ</td>
<td>%</td>
<td></td>
<td>9 TBD</td>
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<tr>
<td>6.1.d  Percentage of Emergency Appeals funded</td>
<td>ERCD</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>49.9 TBD</td>
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<td>6.1.e  Multilateral Organization Performance Assessment Network rating</td>
<td>DP</td>
<td>HQ</td>
<td>#</td>
<td>X</td>
<td>TBD TBD</td>
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<tr>
<td>6.2.a  Implementation rate of DIOS audit, evaluation and investigation recommendations</td>
<td>DIOS</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>65 90</td>
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<td>6.2.b  Percentage of DIOS investigations issued within prescribed timeframe</td>
<td>DIOS</td>
<td>HQ</td>
<td>%</td>
<td></td>
<td>50 85</td>
</tr>
<tr>
<td>6.2.c  Implementation rate of external audit (UNBOA and JIU) recommendations</td>
<td>DF</td>
<td>HQ</td>
<td>%</td>
<td></td>
<td>TBD TBD</td>
</tr>
<tr>
<td>6.2.d  Percentage of oversight reports issued within prescribed timeframe</td>
<td>DIOS</td>
<td>HQ</td>
<td>%</td>
<td></td>
<td>50 100</td>
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<tr>
<td>6.2.e  Percentage of indicators reported in the RBM system within the agreed timeframe</td>
<td>DP</td>
<td>Field Level by HQ</td>
<td>%</td>
<td></td>
<td>70 100</td>
</tr>
<tr>
<td>6.2.f  Percentage of planned indicators achieved or ahead of plan during a specific reporting period</td>
<td>DP/RBM</td>
<td>Field Level by HQ</td>
<td>%</td>
<td>X</td>
<td>63.2 100</td>
</tr>
<tr>
<td>6.2.g  Percentage of projects completed on time and within budget</td>
<td>DP</td>
<td>Field Level by HQ</td>
<td>%</td>
<td></td>
<td>TBD TBD</td>
</tr>
<tr>
<td>6.2.h  UNRWA’s performance on the UNSWAP framework of indicators</td>
<td>Protection</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>60 90</td>
</tr>
<tr>
<td>6.2.i  Percentage of UNRWA installations receiving four or more neutrality inspections annually</td>
<td>Executive office/CoS</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>TBD TBD</td>
</tr>
<tr>
<td>6.2.j  Percentage of contracts awarded through competitive tendering</td>
<td>ASD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New 90</td>
</tr>
<tr>
<td>6.2.k  Degree of UNRWA compliance against security risk Framework of Accountability</td>
<td>SSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>5 90</td>
</tr>
<tr>
<td>Output Indicators</td>
<td>Dept.</td>
<td>Field/HQ</td>
<td>Unit of Measure</td>
<td>Disaggregation Tags</td>
<td>Agency Wide</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------</td>
<td>-------</td>
<td>----------</td>
<td>-----------------</td>
<td>--------------------</td>
<td>-------------</td>
</tr>
<tr>
<td>Percentage of Security Risks Assessments completed for programmes and projects in the Fields</td>
<td>SSD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New TBD</td>
</tr>
<tr>
<td>Implementation rate of IMS development and harmonization against the UNRWA ICT strategy targets</td>
<td>ISD</td>
<td>HQ</td>
<td>%</td>
<td></td>
<td>New 100</td>
</tr>
<tr>
<td>Staff satisfaction with ICT management, support and management information systems</td>
<td>ISD</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>80 82</td>
</tr>
<tr>
<td>Percentage of performance evaluation reviews (PERs) completed on time</td>
<td>HRD</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>85 92</td>
</tr>
<tr>
<td>Percentage of refugees who report being satisfied with UNRWA services</td>
<td>DP</td>
<td>Field Level by HQ</td>
<td>%</td>
<td></td>
<td>New TBD</td>
</tr>
<tr>
<td>Resolved case ratio for complaint mechanisms brought forward by refugees</td>
<td>DP</td>
<td>Field</td>
<td>%</td>
<td></td>
<td>New TBD</td>
</tr>
<tr>
<td>Percentage of senior positions held by women</td>
<td>Protection</td>
<td>Field</td>
<td>%</td>
<td>X</td>
<td>27.6 40</td>
</tr>
<tr>
<td>Percentage of staff satisfied with UNRWA as an employer of choice</td>
<td>HRD</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>89 90</td>
</tr>
<tr>
<td>Percentage of staff that agree that UNRWA has a safe and secure work environment</td>
<td>HRD</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>88 90</td>
</tr>
<tr>
<td>Percentage of staff who consider that UNRWA offers similar opportunities for men and women and treats men and women equally in the workplace</td>
<td>HRD</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>88 90</td>
</tr>
<tr>
<td>Percentage of staff who consider that strong leadership is recognized and encouraged in UNRWA</td>
<td>HRD</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>84 90</td>
</tr>
<tr>
<td>Percentage of staff who consider the Agency has strong performance management systems in place</td>
<td>HRD</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>93 93</td>
</tr>
<tr>
<td>Percentage of staff who consider decision-making as transparent, and that management encourages openness and dialogue</td>
<td>HRD</td>
<td>HQ</td>
<td>%</td>
<td>X</td>
<td>83 90</td>
</tr>
</tbody>
</table>
The five Strategic Outcomes are interdependent and mutually reinforcing. As well as collectively contributing to the broader goal of advancing Palestine refugee human development, they also contribute to common results at the outcome level.

The interdependency of the Strategic Outcomes needs to be recognized. A failure to generate one outcome will likely have a knock-on effect on other outcomes (Figure 12: Inter-relationship of Strategic Outcomes, Example 1). Conversely, one activity designed to bring about an output for the purposes of achieving one outcome may have a secondary positive impact on another outcome (Figure 13: Inter-relationship of Strategic Outcomes, Example 2).
### annex 2: enterprise risks by strategic outcome

<table>
<thead>
<tr>
<th>Strategic Outcome</th>
<th>Key Risks</th>
</tr>
</thead>
</table>
| **SO1: Refugees’ rights under international law are protected and promoted**      | • Deterioration of existing protracted conflicts in its fields of operations  
  • Instability and new conflicts in other fields of operations  
  • Increase in hostility towards and growing prejudice against Palestine refugees within host communities  
  • Tightening of the blockade and occupation  
  • Retaliation in response to protection interventions and initiatives  
  • Economic downturn – national, regional, global  
  • Lack of partners to provide referral services  
  • Funding shortfalls                                                                                                                                 |
| **SO2: Refugees’ health is protected and the disease burden is reduced**         | • Rise in NCDs beyond projected levels  
  • Further deterioration of existing conflicts and new conflicts leading to damaged health infrastructure, increased health needs, barriers to health-care access, and stock shortfalls of medication and other health supplies  
  • Outbreaks of infectious communicable diseases in conflict and other emergency contexts  
  • Funding shortfalls  
  • Reduction in levels of support given by other health-care providers, resulting in increased reliance on UNRWA                                                                                                                                 |
| **SO3: School-aged children complete quality, equitable and inclusive basic education** | • Deterioration of the security context in fields where there is relative stability, which could result in damaged infrastructure, reduced capacity of the host education system, fewer teachers and reduced access due to migration and displacement, and an increased burden on UNRWA schools.  
  • Further deterioration of the security and socioeconomic context, which would exacerbate the existing challenges.  
  • Increases in enrolled populations beyond projections based on historical trends  
  • Funding shortfalls                                                                                                                                 |
| **SO4: Refugee capabilities strengthened for increased livelihood opportunities**  | • Deterioration of the conflict in Syria  
  • Irreversible deterioration of built environment in camps.  
  • Tightening of the blockade on Gaza  
  • Short but intense conflicts and incursions in Gaza  
  • Regression in legal rights, including the right to work  
  • Economic downturn – local, national, regional, global  
  • High unemployment rates and limited job opportunities push refugees out of the labour market.  
  • Funding shortfalls  
  • Increase in the number of poor seeking assistance                                                                                                                                 |
| **SO5: Refugees are able to meet their basic human needs of food, shelter, and environmental infrastructure and health** | • Deterioration of the conflict in Syria  
  • Short but intense conflicts and incursions in Gaza  
  • Deterioration of the security context in all other fields – West Bank, Jordan and Lebanon – due to national and regional pressures  
  • Rises in commodity and accommodation prices beyond projected levels  
  • Increased access restrictions for humanitarian operations  
  • Damage to infrastructure, installations and housing due to floods and earthquake  
  • Shortage of safe water for drinking, cooking and bathing  
  • Funding shortfalls                                                                                                                                 |
### Annex 3: Evaluation Plan

**SO1: Rights under international law are protected and promoted**
- Management and operational effectiveness
- Partnerships and resource mobilization
- Refugees and staff

**SO2: Health is protected and disease burden reduced**
- E-health Mid-Term Evaluation
- Health Reform Evaluation
- Area Staff Safety and Security

**SO3: Children complete quality, equitable and inclusive basic education**
- Impact Evaluation
- Education Reform
- Management Information Systems

**SO4: Capabilities strengthened for increased livelihood opportunities**
- Impact Assessment/Methodology Framework
- Hospitalization Strategy
- Human Resource Management

**SO5: Basic human needs of nutrition, shelter and environmental health met**
- Infrastructure and Camp Improvement Strategy
- Environmental Health Strategy
- M&E Strategy

**SO2: Health is protected and disease burden reduced**
- e-Health Mid-Term Evaluation
- Health Reform Evaluation
- Area Staff Safety and Security

**SO3: Children complete quality, equitable and inclusive basic education**
- Impact Evaluation
- Education Reform
- Management Information Systems

**SO4: Capabilities strengthened for increased livelihood opportunities**
- Impact Assessment/Methodology Framework
- Hospitalization Strategy
- Human Resource Management

**SO5: Basic human needs of nutrition, shelter and environmental health met**
- Infrastructure and Camp Improvement Strategy
- Environmental Health Strategy
- M&E Strategy

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**Timeline:**
- 2015
- 2016
- 2017
- 2018
- 2019
- 2020
- 2021
annex 4: operationalizing the strategy

Strategic Planning

This Medium Term Strategy will be reflected in five Agency Strategic Response Plans – one for each field of operations – for the period 2016-2021. By separating the ‘strategy’ from ‘strategic plans’, UNRWA seeks to make allowance for the possibility that the operating environment within one field of operations may change significantly, in which case the Agency will revisit the relevant Strategic Response Plans without having to amend this strategy.

Strategic Outcomes will remain the same and outputs of programmes will be common across fields. Strategic Response Plans will, however, identify priority areas for intervention to address specific needs and explain how those areas will be addressed by projects/operations that are specific to the concerned field. The Strategic Response Plans will be collectively owned by all relevant internal stakeholders.

In developing the Strategic Response Plans, UNRWA will be influenced by the importance of the outcome to addressing the human development and protection needs of the registered population in that field and the extent to which UNRWA has a proven advantage over other service providers who are capable of performing the same service for Palestine refugees (see Figure 14: Defining the limitations of UNRWA operations). It will furthermore be influenced by the availability of resources.

ADDITIONS: UNRWA may engage in additional efforts that have the potential to improve performance/quality of core activities beyond minimum acceptable standards, provided that these additional interventions do not draw resources away from core areas.

Strategic Objectives: Improve quality

DO: Programmes: (i) that make a meaningful and direct contribution to human development and protection goals; and (ii) in which UNRWA has a comparative advantage (i.e., areas in which UNRWA, when comparative to other actors or potential actors, is best placed to provide a cost-effective service directly to refugees).

Strategic Objectives: Improve access; Improve quality; Improve cost-effectiveness

DON’T DO: UNRWA should not be involved in (i) activities that compete with or undermine (as opposed to complementing) public services of host governments including those provided by municipalities, (ii) activities that may actually reinforce an illegal act or an abuse of human rights, or (iii) activities that contravene policy, cause harm, create dependency or inequities.

EXCEPTIONS: On an exceptional basis engage in (i) interventions that are considered crucial for humanitarian, life-preserving, life-saving reasons, where no other actor is capable of addressing the need, and (ii) interventions that are required in a specific context for the Agency to carry out its operations.

Strategic objectives: Address the underlying problem; Ensure cost efficiency

ASSURE: UNRWA should ensure refugees are able to access - or otherwise benefit from - programmes that have a meaningful and significant contribution to human development objectives/outcomes but with regard to which UNRWA does not have a comparative advantage. UNRWA should aim to establish an alliance/joint-venture with other organizations that can generate the needed outcomes.

Strategic Objectives: Advocate; Facilitate; Support

Figure 14: Defining the limitations of UNRWA operations
UNRWA recognizes the imperative of responding to human suffering in acute emergency situations and will strengthen its preparedness accordingly. In the absence of another service provider, UNRWA will, despite limitations in its ability to do so, engage in interventions on an exceptional basis that are considered crucial for humanitarian, life-preserving, life-saving or critical human development reasons. It will do so even if an exit strategy cannot be easily defined at the time and until the underlying reason why UNRWA carries out the operations is addressed. While it does so, UNRWA will look for the most cost-effective means of delivery.

The Medium Term Strategy and Strategic Response Plans will be complemented by internal strategies, policies and plans for different programmes and offices to ensure that all organizational units are operating in support of Agency objectives.

**Operational Planning**

UNRWA will adopt an annual cycle for operational planning. Operational Plans will focus on the specific activities that will be undertaken in the course of the year to achieve targets at the output level of the Agency’s results chain. The Operational Plans will be aligned with the budgeting cycle, resource mobilization calendar (and therefore Emergency Appeals), reporting cycle, internal oversight calendar, procurement plans, workforce and recruitment plans, and performance management cycle for staff and managers. Risk assessments will be undertaken as part of the annual planning cycle using the Agency’s methodology for identifying and analyzing risks. Risk management and mitigation and, in cases of high-likelihood, high-impact risks, contingency planning will inform Operational Plans. Specifically in relation to monitoring performance and expenditure against plans and budgets, accountable managers will carry out monthly and quarterly reviews. Half-yearly reviews will be conducted Agency-wide on both expenditure and results. Annual reviews will be conducted Agency-wide, including the results of relevant evaluations, and will feed into external reporting. UNRWA will generate six sets of external reports:

i. Annual report from the Commissioner-General to the UN General Assembly
ii. A harmonized results report to donors
iii. Project-specific progress and/or final reports to donors
iv. Annual reports on initiatives/activities that are funded from multiple sources including, by way of example, reform projects and emergency appeals
v. Reporting to refugees on an annual basis for the use of resources and the achievement (or not) of results.
vi. Annual report of the Department of Internal Oversight Services.

**Emergency Response**

The five Strategic Outcomes and conceptual framework in this strategy are designed to be applicable in any security context. UNRWA responds to emergencies in two ways – first, by supporting resilience and safety nets (primarily through the continued provision of its regular services) and, second, by providing programmes and services that respond to acute and immediate needs resulting from emergencies. The Agency’s standard forms of emergency intervention are aligned to the Strategic Outcomes. UNRWA will take measures to ensure that its emergency responses will not have recurring costs on its regular budget.

<table>
<thead>
<tr>
<th>Emergency Strategic Focus Area</th>
<th>Emergency Interventions</th>
<th>Relevant Strategic Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Response to acute and immediate humanitarian needs</td>
<td>Cash assistance</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Cash-for-work</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Food assistance</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Non-food items</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Shelter</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Protection</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Emergency health</td>
<td>Strategic Outcome 2</td>
</tr>
<tr>
<td></td>
<td>Emergency education</td>
<td>Strategic Outcome 3</td>
</tr>
<tr>
<td></td>
<td>Emergency environmental infrastructure and health</td>
<td>Strategic Outcome 5</td>
</tr>
<tr>
<td></td>
<td>Livelihoods/employment/job creation</td>
<td>Strategic Outcome 4</td>
</tr>
<tr>
<td></td>
<td>Psychosocial support</td>
<td>Strategic Outcome 2</td>
</tr>
<tr>
<td></td>
<td>Child and youth activities</td>
<td>Strategic Outcome 1</td>
</tr>
<tr>
<td></td>
<td>Camp Infrastructure</td>
<td>Strategic Outcome 5</td>
</tr>
</tbody>
</table>

Table 7: Emergency Programme strategic focus areas and components
endnotes

1. The United Nations has described human development in the following terms: “Human development is a process of enlarging people’s choices. Enlarging people’s choices is achieved by expanding human capabilities […] At all levels of development the three essential capabilities for human development are for people to lead long and healthy lives, to be knowledgeable and to have a decent standard of living. If these basic capabilities are not achieved, many choices are simply not available and many opportunities remain inaccessible. But the realm of human development goes further: essential areas of choice, highly valued by people, range from political, economic and social opportunities for being creative and productive to enjoying self-respect, empowerment and a sense of belonging to a community.”

2. UNGA res. 68/78 op. para. 3.

3. For the purposes of this document, the term ‘unemployment’ is used as opposed to ‘joblessness’. ‘Unemployment’ includes persons who are not actively seeking employment.

4. Defined as those who are not able to meet their basic food needs

5. All references to the West Bank in this document include East Jerusalem.

6. The projected population figures give an indication of the total number of persons potentially eligible to receive UNRWA services. The numbers of persons expected to utilize UNRWA health, education and relief services (‘served populations’) are based on population figures, as well as historical trends and assumptions based on a number of different factors. Registering as a Palestine refugee is a voluntary process and, as a result, registration may be immediate at birth, delayed by a few years, or may never happen. The information on registered refugees cannot be updated automatically, which means that emigration is difficult to estimate, and there tends to be under-registration of refugee deaths. Furthermore, as of the date of writing the strategy, the number and location of Palestine refugees ordinarily resident in Syria was in a state of some flux as a direct consequence of the crisis, and UNRWA has noted a sharp increase in the number of Palestinians approaching the Agency for support and services in 2014, compared to initial projections. The projections on poverty rates are based on findings in the Syria Centre for Policy Research (2013), ‘War on development: Socioeconomic monitoring report of Syria’.

7. The projected population figures for 2015-2021 are based on 2012 baselines.

8. Chaaban, J., et al (2010), “Socio-Economic Survey of Palestinian Refugees in Lebanon”, report published by the American University of Beirut (AUB) and UNRWA. The majority (160,000) were unable to meet basic food and non-food needs, with an additional 16,000 (extreme poor) unable to meet essential food requirements. Poverty rates reached nearly 50 per cent in Gaza with around one quarter of refugees in the West Bank living in poverty (UNRWA Department of Relief and Social Services 2009). A more recent study of Palestine refugees in Jordan found poverty in camps nearly three times as high (around 30 per cent) as that outside of camps (FAFO 2013).


10. FAFO 2013.

11. The ongoing conflict in Syria means that it is not possible to accurately predict the extent of shelter damage, costs of recovery and expected number of returnees during the strategic period. The conflict in Gaza has significantly exacerbated the pre-crisis housing deficit of 71,000 housing units, due to people living in overcrowded or inadequate conditions.

12. Labour force participation among refugee women in all five fields, with the exception of pre-war Syria, is below 20 per cent. Ajluni 2012; FAFO 2013; AUB 2010; PCBS 2010. Updated employment figures are not available for Syria.

13. Recalling that camps “initially housed the most destitute and vulnerable refugees,” a recent (2014) study in Jordan revealed that despite significant achievements over time, there remains a “stark disparity in human development between camp and non-camp populations, as well as between different camps,” (FAFO 2013, 7).

14. While occupation and blockade comprise the greatest challenge to human development in the West Bank and Gaza Strip – and the region at large – since 2011 Palestine refugees in Syria have experienced repeated displacements, flight into neighbouring countries, erosion of social and economic capital, and depletion of resilience and coping mechanisms. As of 2015, almost half a million Palestine refugees ordinarily resident in Syria are considered to be in need of humanitarian assistance, with their geographic dispersion creating an increasingly challenging environment for access and provision of services.

15. Based on World Bank, and on HDR 2014.


17. OECD (2003), Poverty and Health in Developing Countries – Key Actions, Paris, pg 1.


20. UNRWA Department of Health, Annual Report, 2011 and 2012. MICS Syria, 2006; MICS Palestine, 2010; and, MICS Lebanon, 2011. The surveys in Syria and Lebanon are limited to Palestine refugees in camps and gatherings. Disaggregated data, however, reveal a number of gaps. In the West Bank and Gaza Strip, for example, immunization rates for both DPT and measles are the lowest in refugee camps compared to urban and rural areas. MICS Palestine, 2010.
21. UNRWA, Health Reform Strategy, 2011. Infant mortality among served refugees (2005-2006) is highest in pre-war Syria (28) and lowest in the West Bank and Gaza Strip (21) with a slightly higher rate in Jordan. UNRWA Department of Health, 2009. Although not strictly comparable, all fields are significantly lower than the average infant mortality rate for medium development countries (2005 figures) and also lower than the average for Arab states. Statistics for host states, human development rankings and averages are from UNDP HDR 2013. Similar to the immunization data above, disaggregation of infant and child mortality rates reveal significant variations within host countries.

22. The target for the post-2015 agenda (Proposal, Goal 3) is to reduce maternal mortality to less than 40 per 100,000 live births by 2030. The MMR for served refugees (2011-2012) range from a low of 8 in Jordan to a high of 41 in Lebanon, with rates elsewhere of 20 and below. While data sources limit a strict comparison, MMR among served refugee is significantly lower than host country rates, which are inclusive of Palestine refugees. Statistics for host populations in UNRWA fields of operation are from UNDP HDR 2013.

23. An assessment of Palestine refugees from Syria currently residing in Lebanon, for example, found poor health status and food consumption patterns among young children (UNRWA, 2014).

24. The 2010 human development report for Palestine, for example, highlights a regression in child mortality in the oPt since 2008 (Palestine Human Development Report 2010).

25. A study of Palestine refugees in Lebanon, two thirds of whom live in poverty, as noted earlier, identified female-headed households as particularly vulnerable to severe food insecurity (AUB, 2010).

26. Needs assessments of Palestine refugees displaced by the conflict in Syria reveal high (92 per cent) reported symptoms of post-traumatic stress disorder and psychosocial problems among refugees generally (UNRWA 2014). A second study similarly found that the majority of families (97 per cent) had witnessed armed conflict in Syria with almost the same percentage having lived through a traumatic experience such as a death in the family, physical trauma, kidnapping or destruction of their home (ANERA 2013).

27. UNDP HDR 2013, 60.

28. OECD, 2012a; 2012b

29. OECD 2013

30. BADIL (2012) Survey of Palestinian Refugees and Internally Displaced Persons 2010-2012 – Volume VII, p. 66 – 67. A multiple indicator cluster survey of Palestinian refugee women and children in camps and gatherings in Syria furthermore found 6 per cent of children aged 36-59 months attend pre-school. A similar survey in the West Bank and Gaza Strip put the number of children in the same age group attending pre-school at 15 per cent. In all three fields of operations pre-school attendance was associated with socioeconomic status (MICS Syria, 2006; MICS Palestine, 2010).


32. Refugee literacy rates are higher than those of the rest of the population in the Gaza Strip, Syria and the West Bank and between just 1 to 2 percentage points lower than the rest of the population in Jordan and Lebanon. The literacy rates place Palestine refugees ahead of Algeria (72.6), Egypt (72.0), Iraq (78.2), Saudi Arabia (86.6), Tunisia (77.6) and Yemen (63.9), among others, as well as the regional average for Arab states (74.5). Source: UNDP Human Development Report 2013.

33. MICS Syria, 2006; MICS Palestine, 2010; MICS Lebanon, 2011.In Jordan, for example, net enrolment at the basic level among refugees outside of camps is several percentage points higher than enrolment figures for camp refugees (FAFO 2013).

34. Palestinian refugee dropout rates refer to students attending UNRWA schools only.

35. In Syria, the conflict and consequent displacement has presented major challenges to meeting the basic educational needs of Palestine refugees. While education-in-emergency measures have been put in place to meet the immediate educational needs of Palestine refugee children, there are also longer-term concerns about the impact that the ongoing conflict and disrupted schooling will have on students.

36. UNDP HDR 2014.

37. In the oPt, including East Jerusalem, occupation and the blockade on Gaza continue to restrict access to employment and other livelihood opportunities. Unemployment is especially high for refugees at 28 per cent, compared to 23 per cent for non-refugees. (Source: UNRWA et al. (2012), ‘Socio-Economic and Food Security Survey’). Disaggregation at the field level shows a high 22 percentage point difference between the unemployment rates in the Gaza Strip and the West Bank, at 45 per cent and 23 per cent, respectively. Nearly 70 per cent of young people aged 20-24 were unemployed in Gaza in Q2 2014 (‘Gaza Crisis Appeal September 2014 update’, p. 6) The Syrian conflict has caused unprecedented levels of economic loss and unemployment among Palestine refugees ordinarily resident in the country. While there is no reliable unemployment data for Palestine refugees in Syria since the onset of the conflict, the national unemployment rate can be taken as an indicative measure at 54.3 per cent (Source: Syria Centre for Policy Research 2013: ‘War on Development: Socioeconomic monitoring report of Syria’). In Jordan, refugees holding Jordanian nationality have access to higher education, TVET institutions and job opportunities. Despite this, unemployment rates inside camps are double that of refugees living outside camps. In Lebanon, 56 per cent of refugees of working age are unemployed with limited access to secondary, tertiary, technical and vocational training opportunities outside of those provided by UNRWA (Source: American University of Beirut (2010) Socio-economic Survey of Palestine Refugees in Lebanon). Accessing the labour market remains another barrier, given the limited number of professions that refugees can work in due to restrictive labour legislation. The largest employer of Palestinian refugees in Lebanon is UNRWA; however, the Agency has limited opportunities to expand its workforce.

38. MICS Syria, 2006; MICS Palestine, 2010; MICS Lebanon, 2011.

39. Available field-level data show that unemployment among female refugee youth aged 15-24 is 86.8 per cent in the Gaza Strip and 82.2 per cent in Lebanon.

40. Regional average: 22.8; Gaza: 15.7 per cent; West Bank: 18.2 per cent; Jordan: less than 10 per cent; Lebanon: 12.6 per cent; and Syria: 21.3 per cent pre-conflict. Source: UNDP Human Development Report (HDR) 2013, ‘The Rise of the South: Human Progress in a Diverse World’. Arab States (20 countries or territories): Algeria, Bahrain, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Oman, State of Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates, Yemen.
41. Studies of Palestine refugees in camps and gatherings in Lebanon and Syria and among Palestinians generally in the oPt reveal early marriage rates of around 5 per cent for refugee women below the age of 19 (MICS Syria, 2006; MICS Palestine, 2010; MICS Lebanon 2011). Teenage pregnancy presents risks to mothers and children, contributes to a rise in maternal depression, and lower education and employment opportunities for young women (UNDP HDR 2014). Studies furthermore suggest that adolescent fertility rates (births per 1000) for Palestine refugees aged 15-19 are higher than host country rates and the regional average (UNDP HDR 2013).

42. ‘Ex-Gazans’ is a commonly used term to describe Palestinians who fled from the Gaza Strip to Jordan in the aftermath of the 1967 war. Some were displaced for the first time, while others, who had already become refugees once before in 1948 and were eligible to register with UNRWA, were experiencing a second displacement. The latter group remains registered with the Agency as Palestine refugees. Those displaced for the first time in 1967 do not qualify under the Agency’s operational definition but are entitled to receive some UNRWA services.


44. UNDP HDR 2014.

45. Participation rates range from a low of 36 per cent in Jordan to nearly 50 per cent in pre-war Syria. PCBSNR 2009; FAFO 2013; and Ajluni 2012. Demography, in particular the large number of refugees below age 16, longer periods of study among young people, and insecure and erratic labour market conditions also contribute to low participation. IUED 2007; ILO 2012; FAFO 2013.

46. ILO 2012. A 2010 study of refugees in Lebanon, for example, put the overall employment rate (ages 15 and above) at only 37 per cent (AUB 2010), while a study of refugees in Jordan several years later revealed employment levels as high as 97 per cent outside camps among male refugees, with a 10 per cent drop in employment among males residing in camps (FAFO 2013).

47. Diabetes and hypertension figures for the Agency, excluding Syria. Studies of Palestine refugees in Lebanon and in the West Bank and Gaza Strip in recent years highlight a growing number of cases of chronic illness, including hypertension and diabetes. In Lebanon, for example, nearly one third of respondents reported suffering from chronic illness, a rate that is nearly double the national level (AUB 2010). A multiple indicator cluster survey in the oPt noted that chronic illness had increased from 12 per cent in 2006 to 18 per cent in 2010 (MICS Palestine 2010). A more recent study found chronic health to be significantly lower in Jordan with few differences inside and outside of camps (FAFO 2013).

48. In Lebanon, 44,000 Palestine refugees from Syria have been recorded with UNRWA; in Jordan 14,000 and in Gaza 860 have approached UNRWA for assistance. The Agency also received reports of around 4,000 Palestine refugees in Egypt and smaller numbers in Libya, Turkey and East Asia.

49. Other protection concerns include settler violence, restricted movements and house demolitions.

50. The flight of refugees from Syria into neighbouring countries and related geographic dispersion of the population normally resident in camps has created an increasingly challenging environment for the provision of services as well as refugees’ access to them. As of 2014, more than half a million Palestine refugees ordinarily resident in Syria are considered to be in need of humanitarian assistance.

51. Specific problems are likely to include killings and injuries, forced displacement, arbitrary and prolonged detention, sexual and gender-based violence, child protection concerns, and looting and destruction of property.

52. The Jordanian authorities closed their border to Palestine refugees fleeing Syria in January 2013, while the Lebanese authorities have increased border restrictions since August 2013.

53. While comprehensive data is not available for Palestine refugees, we know that 37 per cent of married women in the oPt have reported physical violence and 58.6 per cent reported psychological violence (Source: Palestinian Central Bureau for Statistics. Main Findings of Violence Survey in Palestinian Society. N.p., 2011 <http://www.pcbs.gov.ps/Portals/_pcbs/PressRelease/el3onf2011_E.pdf>, page 17.) In Jordan, 87 per cent of married women aged 18-49 who visited public health clinics in Balqa reported domestic violence, 47.5 per cent of the women reported psychological abuse and 19.6 per cent reported physical abuse (Source: Al-Nsour, M., Khawaja, M., & Al-Kayyali, G., 2009. Domestic violence against women in Jordan: Evidence from health clinics. Journal of Family Violence, 24, 569–575).

54. There is anecdotal evidence of this among Palestine refugees in Syria and Palestine refugees from Syria (PRS) seeking refuge in Jordan and Lebanon. There has also been documented in qualitative studies on Palestine and Syrian refugees in Lebanon (Source: Al-Masri, Roula, Claire Harvey, and Rosa Garwood. Shifting Sands: Changing Gender Roles among Refugees in Lebanon. Rep. Abaad Resource Centre for Gender Equality and Oxfam GB, Sept. 2013, page 15).

55. UNRWA employs the use of a proxy-means test formula (PMTF) to determine who is poor and to rank them. The PMTF is an effective tool in societies where there is no accurate, universal, and comprehensive mechanism for determining income (such as high-functioning income tax/state revenue structures). In the case of UNRWA, the formula is built on a field-by-field basis and includes detailed analysis of the underlying causes of poverty, poverty lines, costs of food commodities, and socioeconomic and protection factors. The PMTF, which is regularly updated and refined, allows the Agency to predict whether refugees who apply for poverty assistance are abject poor (i.e. food insecure) or absolute poor (i.e. not able to meet the entire basket of basic needs – food, shelter, education, health care). Within those two broad categories (each set on a field level), there are three bands (a total of six bands). As a result, the Agency is able to rank and prioritize the poor. It should be noted, however, that the PMTF cannot be used in situations of conflict to determine poverty.

56. UN Convention on the Rights of Persons with Disabilities.

57. UDHR, ICCPR, CEDAW.


60. This will include the expansion of family and child protection programmes in the West Bank and Jordan.

61. The UNRWA Framework for Effective Engagement with the International Human Rights System, adopted in 2011, identifies and prioritizes interactions with the most effective international human rights mechanisms; on Agency protection priorities; and where the Agency can provide timely, factual and reliable information.
62. This includes the more recent caseload of Palestinian refugees from Syria (PRS) in Lebanon and Jordan and also the Agency’s cooperation with UNHCR regarding PRS who move beyond the Agency’s area of operations.

63. UNRWA also has a relationship with the United Nations High Commissioner for Refugees (UNHCR), particularly in respect to refugees outside of the Agency’s fields of operations.

64. World Health Organization 1946.

65. Article 25, Universal Declaration of Human Rights (UDHR); Article 12, International Covenant on Economic, Social and Cultural Rights (ICESCR).

66. Glewwe et al 2001

67. Narayan et a 2000

68. Ariana and Naveed 2009.

69. Excluding 23 in Syria.

70. Reduction of 4.7 per cent between 2010-2013

71. Though no census is available, increasing life expectancy has been estimated indirectly and confirmed by an increasing proportion (and numbers) of population in elderly cohorts (population 60+ years) when projected from 2010 onwards for every five-year interval, using current estimates of age-specific death and birth rates.

72. In addition, the Agency runs one hospital in West Bank: Qalqilya Hospital.

73. Of which 6,000 attended at Qalqilya Hospital.

74. WHO defines mental health as “a state of well-being.”

75. In Syria, the ongoing armed conflict has impacted the Agency’s ability to operate health facilities that have been affected by the violence or are not functioning. It has also reduced the ability of the Palestine refugee population to access the health facilities that remain operational. In Jordan and Lebanon, the legal status of many Palestine refugees presents a significant barrier to the realization of their right to health. In Jordan, since 2007, ex-Gaza Palestinian refugees over the age of 6 are treated in public hospitals at a fee equivalent to non-insured Jordanians. However, they do not have access to government health insurance offered to the poorest Jordanians. Movement restrictions in the West Bank as a result of the Barrier and its associated regime restrict Palestine refugees’ ability to access health services. In Gaza, the blockade restricts the ability of Palestine refugees to seek medical treatment not available in Gaza and impedes the import of essential medicines and medical equipment.

76. Including structural integrity of the buildings, means of access during fire and emergency, and measures to protect occupants’ safety during use.

77. Burnett, 2013

78. Article 26, UDHR; Article 13, ICESCR.

79. OECD 2013


81. Percentage of school age refugee population attending UNRWA schools in 2012/13 school year: West Bank 33 per cent; Jordan 29 per cent; Lebanon 39 per cent; Syria 80 per cent.

82. Particularly in Jordan and Lebanon.

83. UNRWA does provide French-language kindergarten education in Lebanon with project funding.

84. The ongoing crisis in Syria continues to impact on education delivery and the psychosocial well-being of the children. The 2014 Gaza conflict claimed the lives of many children and left many with lifelong disabilities – physical and mental.

85. The blockade in Gaza – and the associated limitations this places upon the construction of schools – limits the Agency’s capacity to accommodate the growing youth population in UNRWA schools.

86. In Syria, UNRWA is currently striving to meet the education and psychosocial needs of children caught in conflict and displacement. As of 2014, only 42 out of 118 UNRWA schools in the country were operational, with the majority of schools being damaged or unreachable (68 schools) or operating as emergency shelters for internally displaced persons (IDPs) (8 schools). As at June 2014, around 43,000 students were receiving education through these schools, corresponding to 64 per cent of the students enrolled prior the crisis. In Lebanon, 7,400 Palestine refugee children from Syria are enrolled in UNRWA schools, with 85 per cent of them attending special classes and 15 per cent integrated into regular UNRWA classes. In Jordan, around 800 Palestine refugee children from Syria and over 1,300 Syrian refugees are enrolled in UNRWA schools. These additional students add pressure to an already overcrowded school system.

87. Chambers and Conway.

88. Article 23.1, Universal Declaration of Human Rights; Article 6, International Covenant on Economic, Social and Cultural Rights (ICESCR)

89. UN policy for post-conflict employment creation, income generation and reintegration (2009).

90. Persons who live on a resources below the national poverty line.

91. Persons who live below 200 per cent of the national poverty line; these people face the risk of falling into poverty as a result of any economic shock. A very fine line separates poor from low-income persons, such that many families — especially those nearest to the margins — may move in and out of poverty over time, often over very short times, due to cyclical changes in business and household income and expenditure flows. Such changes may be structural, such as loss of employment or long-term contraction of business markets, or seasonal.

92. Under the Agency’s microfinance programme the youth age range includes those between the ages of 18 and 30. The standard definition of youth used in the Agency refers to those between the ages of 15 and 24.

93. The JCP operates in Gaza with the objective of mitigating the increasing levels of poverty facing the refugee community through the
creation of short-term employment. In 2013, the programme created approximately 862,000 employment days, equivalent to 2,993 full-time positions, which provided employment opportunities for 12,451 refugees.

94. As an example, in Talbieh camp, around 260 refugees were trained in sewing, computers, mosaic printing, management, job hunting (CVs and Interviews), sports, painting, film making, photo development, theatre, music, etc. and as a result more than 100 refugees were able to secure jobs in the open market or through self-employment. In Talbieh, a student fund was created that provided scholarships (loans) to 250 students for higher education. Similarly, in three camps in West Bank, CIP projects such as block upgrading, garden and parks upgrading, play-lots, public plaza, parking, solid-waste collection, clinic construction, stadium, rehabilitation centres and others were implemented, which provided more than 2,700 person-months of employment to refugees. Based on the Camp Improvement Plan, infrastructure, school and shelter projects are currently under construction in three camps in Lebanon and Jordan, which succeeded in providing more than 10,000 person-months of employment to refugees.

95. 86.8 per cent in Gaza and 82.2 per cent in Lebanon.

96. The right to work continues to be infringed for Palestine refugees in Lebanon, where, despite amendments made in 2010 to the labour law, refugees continue to be prevented from securing a work permit and banned from practising syndicated professions. In addition, Palestine refugees are barred from owning property and accessing most Lebanese financial services. In Jordan, ex-Gazan Palestine refugees face a number of legal restrictions that limit their rights, including their right to work. In Syria, the ongoing armed conflict continues to have a devastating impact on the economy. The blockade on Gaza has decimated livelihoods, resulting in the impoverishment and de-development of a highly skilled and well-educated society. The occupation and the Barrier in the West Bank continue to hamper the expansion of the economy and severely restrict the movement of the labour force outside its borders. In addition to these enduring challenges, Palestine refugees face sporadic, unpredictable and highly impactful livelihood threats, such as the conflicts in Gaza and the volatile security context in Lebanon.

97. The Sustainable Livelihoods Approach (SLA) identifies these assets, along with human capital, as the five core types of capital upon which livelihoods are built.

98. In Lebanon, 62 per cent of refugees live inside camps, with poverty rates – both absolute and abject – higher for refugees living in camps compared to those in gatherings. In Jordan, 13.5 per cent of residents outside the camps and 31 per cent of camp inhabitants were assessed to have an income below the national poverty line. In the West Bank and Gaza, refugee camps have the highest incidence of poverty overall; approximately one out of every two households in refugee camps is poor, higher than the rate of poverty in both urban (32.0 per cent) and rural (38.5 per cent) areas.


100. Article 25, UDHR; Article 11, ICESCR.

101. In this regard, UNRWA has been one of the pioneers in cash transfers in the response to the Syria crisis, where over 60 per cent of the Appeal was allocated to cash assistance, which was distributed through various modalities. Cash transfers are not however suitable in all locations, particularly in the Gaza Strip where the blockade continues to result in limitations in the availability of food on the local market at affordable prices and where food prices are highly unstable/variable.

102. The comparative value of assistance provided under the Emergency Programme in the oPt is less than under the SSNP.

103. The conflict in Syria is rapidly increasing the number of Palestine refugees seeking cash and/or food assistance, numbering 440,000 in 2013. Lack of access to economic opportunities is a major issue for refugees affected by the West Bank occupation and the Barrier and for persons living in besieged or in remote communities in Syria. In the Gaza Strip, food is available on the market, but high prices, coupled with limited household purchasing power, have resulted in half the registered refugee population relying on quarterly UNRWA food aid.

104. In a study of the cash assistance programme in 2014 in Syria, Palestine refugees reported shelter as the highest utilization rate of the cash distributed by UNRWA, thereby highlighting the extent of the shelter crisis, in particular in Damascus.

105. The conflict in Syria has resulted in an increased need for WASH services provided by UNRWA to camps and IDP centres. In the Gaza Strip, 90 per cent of water from the aquifer is not safe to drink without treatment and the entire aquifer could become unusable as early as 2016, with the damage irreversible by 2020. In Gaza camps, 45 per cent of water wells operated by UNRWA have concentrations of nitrate that significantly exceed WHO guidelines for drinking water. The water crisis is an existential threat to the Gaza Strip as a liveable place. The restrictions on the import of construction materials limit the extent to which any actor – including UNRWA – can respond by constructing wastewater treatment facilities. The projected increase in the population poses further strains on access to affordable housing and services including electricity, water and wastewater treatment.

106. A shelter is considered ‘substandard’ if at least one of the below criteria are encountered: i) the shelter is potentially structurally unsafe; ii) the shelter suffers from inadequate environmental infrastructure and health conditions including overcrowdedness (more than three persons per room) and lack of gender separation; iii) rooms in the shelter are covered with a zinc or asbestos roof; and iv) the walls of the shelter are constructed with zinc or asbestos sheeting.

107. As of 2013, the Agency had in place more than 100 active collaborations.

108. The plan focuses on five pillars: organizational design, talent management, workforce planning, staff development and compensation strategy.

109. UNRWA will, however, not embark on non-General Fund (GF) funded projects that do not have an exit strategy.
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