

Emergency Appeal 2010



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60
YEARS



View of West Bank Barrier from Abu Dis (J.C. Tordai)

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Foreword



In 2010, UNRWA commemorates sixty years of work in its five fields of operation, Jordan, Lebanon, Syria, the West Bank and Gaza. In the latter two, UNRWA's efforts have been overshadowed by the crisis that has engulfed the occupied Palestinian territory (oPt) over the past decade, with devastating humanitarian consequences and opportunity costs for the Palestinian population. Palestinians endure conditions of conflict, insecurity and enforced poverty, in which values of humanity, compassion and justice have been absent all too often and accountability for violations lacking. Thousands have been killed and injured or have lost their homes, livelihoods and land, whilst sustained human, social and economic development has been impossible because of continuing military occupation, the fragmentation of the oPt and severe restrictions on access to land, natural resources and outside markets.

There has been a regression in Palestinian living standards with deepening dependence on humanitarian assistance and falling human development indicators. The occupation and conditions of conflict have contributed to declining educational performance, loss of economic opportunities and endemic unemployment, particularly among university and college graduates and other sections of the youth. Children and youth are not the only victims of the conflict as all aspects of Palestinian life and society are affected.

Since 2000, UNRWA has launched a series of emergency appeals to mitigate these dire conditions, protect and assist Palestine refugees and provide for the most vulnerable refugees decent living standards and a measure of dignity. To date, these appeals have generated

pledges for the oPt exceeding US\$1.3 billion. Over the past 12 months, we have seen an unprecedented level of support for UNRWA's humanitarian response to the conflict in Gaza during December 2008 and January 2009 and for vital humanitarian and protection interventions in the West Bank. We are most grateful to our donors for their generosity and appeal to them to maintain their support by fully subscribing to the 2010 Emergency Appeal.

With donor support, UNRWA's emergency programmes will ensure that families in most dire need will be provided with food aid, temporary employment and cash assistance. We will also enhance their access to primary education, primary health and environmental health services and offer shelter support and repairs to those whose homes have been damaged or destroyed.

As UNRWA continues to do its part, we appeal to donors and the international community to do theirs. Financial support to UNRWA must be matched by progress in resolving the underlying conflict by peaceful means, ending the occupation, establishing a viable Palestinian State and realizing a just and lasting solution to the plight of Palestine refugees. Addressing these fundamental issues will create the conditions in which UNRWA's work will have its full impact, while restoring humanity to Palestinian lives and bringing peace and security to the Middle East.

Karen Koning AbuZayd
Commissioner-General
UNRWA



An elderly Palestinian planting a plot of land in Gaza following Operation Cast Lead. (J.C. Tordai)

Executive Summary

The protracted crisis in the occupied Palestinian territory (oPt), which began with the onset of the *Al Aqsa intifada* in late-2000, has now raged for almost a decade. During this period, living levels of Palestinians across the West Bank and Gaza Strip have slumped, ravaged by a combination of Israeli-imposed restrictions on access and movement and persistent conflict, including episodes of intense violence towards the civilian population and repeated destruction of physical assets.

The past 12 months saw the most destructive assault in the recent history of the oPt. Operation Cast Lead, which Israel prosecuted in Gaza between 27 December 2008 and 17 January 2009, resulted in the death of almost 1,400 Palestinians, including 347 women and 209 children, and more than 5,000 injuries. It also brought massive destruction of public and private property, infrastructure and productive capacity, prompting the expansion of an already extensive humanitarian relief effort.

The war was preceded by a crippling siege on Gaza's borders, which is still in place. The blockade - imposed following Hamas's takeover in mid-2007 - has had devastating consequences on all aspects of life for the 1.4 million residents of Gaza, over two-thirds of whom are refugees registered with UNRWA. The ban on exports and extensive curbs on imports have all but destroyed the formal private sector, leading to dramatic increases in poverty and unemployment levels and enabling the growth of an illegal 'tunnel economy' beneath the border with Egypt. The blockade extends to the materials and equipment needed to rebuild homes and infrastructure destroyed during the war, stymieing all meaningful

reconstruction and recovery efforts and leaving the population increasingly vulnerable and overwhelmingly dependent on aid handouts. Barring a few exceptions, including small numbers of patients and students, this population remains trapped inside Gaza's borders. The provision of basic services - health, education and public utilities - continues to be severely degraded by a lack of materials, equipment, funds and unresolved internal political strife, whilst fuel shortages render the supply of electricity and water sporadic.

In the West Bank, there have been some signs of improvements in conditions over the past year, due to the easing of movement restrictions between some major Palestinian cities east of the Barrier, reduced levels of Israeli-Palestinian violence and the transfer of substantial financial support to the caretaker PA government. However, greater freedom of movement has come at the expense of the entrenchment of Israeli measures to control and limit Palestinian access to land and resources, causing further fragmentation of West Bank territory and segregation of the indigenous population. The impact of Israeli actions in the West Bank has been largely palliative and will likely remain so absent changes in the fundamentals of the context, namely the continued occupation of Palestinian land and the illegal consolidation and expansion of settlements.

For many Palestinians in the West Bank, access to economic resources and basic services continues to be severely restricted, limiting opportunities for sustainable growth and development. Access to East Jerusalem, the Jordan Valley and areas between the Barrier and the

Green Line is particularly constrained, and the Palestinian population of these areas is particularly vulnerable. Living conditions of many communities in East Jerusalem and Area C are further aggravated by risk of displacement and regular exposure to settler violence.

Palestine refugees, who account for around 40 percent of the total population of the oPt and more than two-thirds in Gaza, continue to suffer the worst impacts of the crisis. Consistent with trends over the past few years, they typically endure higher levels of poverty, unemployment and food insecurity than non-refugees.

To assist and protect refugees and safeguard their basic rights and freedoms, UNRWA is launching a new appeal for emergency assistance in 2010. This appeal will target the most vulnerable refugees in the oPt, in particular the population of Gaza and communities in the West Bank most affected by closures and access restrictions. Support will be given to Palestinians facing acute protection concerns or living in particular hardship and those at risk of displacement or loss of livelihood. This includes marginalized rural communities living in Area C and close to the Barrier, camp dwellers and families in East Jerusalem, as well as other needy groups such as women, children, youth and the disabled. In both fields, a more targeted approach to provision of relief assistance will be introduced to ensure that UNRWA's interventions respond to the specific priorities of families and individuals.

UNRWA will provide relief assistance in the form of: (1) emergency livelihoods support, including food aid, job creation and cash assistance for families in poverty or facing acute shocks; (2) support to access essential basic services, particularly basic education, health and environmental health services and; (3) emergency shelter support for families whose homes have been damaged or destroyed through conflict or natural crises.

The Agency will also protect Palestine refugees through a broad range of strategies that promote respect for their human rights, as enshrined under international humanitarian law. This includes: (1) enhanced monitoring, reporting and advocacy on human rights violations; (2) provision of community mental health services to address the psycho-social distress caused by violence, closure and hardship; (3) outreach and mobile services for isolated communities and those at risk of displacement in the West Bank and; (4) the maintenance of a rapid response mechanism in the event of acute crises affecting refugee communities.

UNRWA seeks to further strengthen its capacity for coordination, management and planning of emergency operations, by investing in dedicated resources at field and HQ levels and improving of programme planning tools and systems, in accordance with approaches being introduced as part of the Agency's Organisational Development plan.



The Barrier going through Abu Dis (J.C. Tordai)

Emergency Appeal 2010 Budget Summary

	Gaza Strip	West Bank	UNRWA HQ	Total
Job Creation Programme	57,337,050	48,139,348	0	105,476,398
Cash Assistance	61,605,000	3,748,026	0	65,353,026
Food Assistance	86,857,500	6,265,025	0	93,122,525
Education	8,305,000	0	0	8,305,000
Health	2,220,000	5,564,841	0	7,784,841
Environmental Health	1,509,600	792,569	0	2,302,169
Community Mental Health	3,303,360	1,943,721	0	5,247,081
Support to CBOs	9,990,000	0	0	9,990,000
Protection	0	1,371,712	0	1,371,712
Temporary Shelter and Shelter Repair	7,770,000	1,310,238	0	9,080,238
Operations Support Officers	1,920,633	2,014,109	0	3,934,742
Coordination and Management	8,769,000	1,900,000	682,640	11,351,640
TOTAL	\$249,587,143	\$73,049,589	\$682,640	\$323,319,372

The context

Palestinians across the Gaza Strip and West Bank live in conditions of chronic vulnerability and insecurity. The rights and freedoms to which they are entitled under international law – including as relate to freedom of movement, life and security, essential services, employment, adequate standards of living, protection from displacement and the over-arching right to self determination - continue to be routinely violated, often with impunity.

Access and movement restrictions

The protracted socio-economic crisis is a direct result of the access and movement restrictions imposed on Palestinians and Palestinian goods by the Government of Israel (GoI). The physical barriers to movement in the West Bank and Gaza are the most visible manifestation of a complex and multi-layered military occupation regime which continues to weigh heavily on all aspects of Palestinian life in the oPt.



Egyptian petrol smuggled in through the Rafah tunnels for sale at a road side stand in Gaza. (J.C. Tordai)

Gaza

Israel has maintained a crippling blockade on Gaza since Hamas's takeover of June 2007. Exports have been banned, with very limited exceptions, and imports strictly

curbed, including basic commodities and materials and equipment essential for the survival of Gaza's already debilitated commercial sector, the maintenance of basic public infrastructure and the delivery of vital services¹. Materials for humanitarian and development interventions are routinely denied entry, prompting delays and suspension of vital programmes. Supplies of industrial fuel for Gaza's power plant, cooking gas, petrol and diesel have been systematically reduced since October 2007, following Israel's designation of Gaza as a 'hostile territory', leading to widespread power outages and cuts in basic water and waste water services.

Gaza's passenger terminals with Egypt and Israel have remained closed since Hamas's takeover, with a few exceptions for small numbers of critically ill patients, students, businessmen and others. The borders were sealed during Operation Cast Lead, preventing Gaza's 1.4 million residents from fleeing Gaza to escape the intense bombardment.

There has been no significant relaxation of the embargo since the end of Operation Cast Lead, seriously hampering recovery and reconstruction efforts, including the reconstruction of several thousand homes and vital public infrastructure, and deepening dependency on aid.

The blockade has prompted the rise of an illegal tunnel economy, controlled by Hamas and serviced by several hundred passages under the Gaza-Egypt border. The tunnel economy has generated work for Gazans, thus offering some respite to the private sector crisis, and also tempered the impact of the blockade, providing a range of goods that would otherwise be unavailable, albeit at often highly inflated prices. It can in no way be considered a viable alternative to the proper functioning of Gaza's crossing points at the levels agreed in the November 2005 Agreement on Movement and Access.

West Bank

The past 18 months have witnessed a steady easing of movement restrictions between most Palestinian cities in the West Bank, through the removal of permanent staff from key checkpoints and a relaxation of checking procedures at others². Whilst significantly reducing travel time between these cities, defusing key flashpoints in IDF-

1 Following the enforced closure of Gaza's main commercial crossing point at Karni, the volume of goods entering Gaza has slumped dramatically. During the first 10 months of 2009, the number of truckloads entering Gaza (2,700) was almost five times lower than in the months leading up to the blockade, when an average of 12,300 trucks / month entered Gaza. See: OCHA Humanitarian Monitor September and October 2009; OCHA Special Focus, August 2009 – Locked In: The Humanitarian Impact of Two Years of Blockade on the Gaza Strip. Available at www.ochaopt.org

2 See: OCHA oPt - West Bank Movement and Access Update, November 2009, available at www.ochaopt.org

Palestinian hostilities and spurring domestic commercial activity, these steps do not represent an overhaul of Israel's system of controlling or limiting Palestinian movement; rather, they are indicative of its entrenchment and consolidation and further action by the Gol to reinforce and expand illegal settlement infrastructure³.

The Barrier is the most visible manifestation of Israel's closure regime. An estimated 85 percent of its route deviates from the 1949 Armistice ("Green") Line, in violation of international law, according to the 2004 Advisory Opinion of the International Court of Justice⁴. Despite the removal of some key checkpoints east of the Barrier in recent months, severe restrictions on Palestinian movement *across* its path, including access to East Jerusalem and areas between the Barrier and the Green Line, persist⁵. Construction of the Barrier has continued during 2009. New areas between the Barrier and the Green Line in five governorates in central and southern West Bank have been declared closed military zones, mirroring similar action taken by Israel in the northern West Bank in 2003. All those living in these so-called "Seam Zone" areas and others wishing to enter now require permits to do so.

2009 has also seen further expansion of the network of alternative 'fabric of life' roads for Palestinians in the West Bank. These roads reconnect Palestinian communities that have been cut off by the Barrier or restrictions on Palestinian use of existing roads, and often significantly reduce travel time. However, this comes at the price of further exclusion from main West Bank transport networks and results in further fragmentation of Palestinian territory, as well as continued confiscation and expropriation of Palestinian land.

Palestinian access to Area C⁶ - to livelihoods, land, services and construction - remains severely constrained. Area C comprises over 60% of West Bank territory and includes the West Bank's main aquifers and most of its agricultural and grazing land and is thus vital to Palestinian development. Due to Gol's restrictive and discriminatory planning policies, communities in these areas also face increased risk of displacement. Likewise in East Jerusalem, Palestinians are often unable to secure the required permits for any type of construction or maintenance and face similar threats of displacement or eviction.

Access for humanitarian organizations, in particular to East Jerusalem and communities isolated by the Barrier, remains problematic, resulting in reduced operational

efficiency and increased costs. During the first ten months of 2009, UNRWA estimates that 3,870 working hours were lost as a result of delays at checkpoints due to access constraints. Around 90 percent of these delays were at checkpoints to Jerusalem. Israeli checkpoint authorities continued to (a) demand searches of UN vehicles, in contravention of the UN Convention on Privileges and Immunities, (b) apply discriminatory rules which run counter to UN guidelines on staff access and (c) frequently refuse to accept UN ID as legitimate identification. As of December 2009, around one in four UNRWA staff were unable to reach their offices in East Jerusalem, because of Israel's refusal to issue entry permits.

Chronic lack of protection for Palestinian civilians



A young gunshot victim receives physiotherapy in Rimal Hospital in Gaza. (J.C. Tordai)

Palestinian deaths and injuries due to conflict related and internal violence continue. In absolute terms, the past year has seen by far the highest number of casualties since the start of the *Al Aqsa intifada* in September 2000. Between January – September 1,463 Palestinians were killed in direct conflict related incidents, according to OCHA. 1,393 Palestinians, including 358 children and 209 women, were killed during Operation Cast Lead, which also left over 5,300 Palestinians injured⁷. Amongst the injured were over 1,600 children and 800 women; it is estimated that as many as half may have suffered life-long impairment and will require physical rehabilitation to prevent permanent disability⁸.

3 A Palestinian State in Two Years: Institutions for Economic Revival, Economic Monitoring Report to the AHLC, World Bank September 2009.

4 See: OCHA oPt: Five Years After the International Court of Justice Advisory Opinion: A Summary of the Humanitarian Impact of the Barrier, August 2009, available at www.ochaopt.org.

5 OCHA estimates that almost 10 percent of West Bank territory will lie to the west of the Barrier on its completion.

6 According to the 1995 Israeli-Palestinian Interim Agreement, Israel retains complete security control and jurisdiction over planning and construction in Area C.

7 See CAP oPt 2010 for more details; source of injury data: Palestinian Ministry of Health in Gaza.

8 UNRWA Annual Health Report 2008

Despite relative calm in the period following the end of the war, including a marked reduction in casualty levels and Palestinian mortar and rocket fire into Southern Israel, underlying tensions remain and with them the risk of renewed conflict.

In the West Bank, overall, there was a reduction in conflict related violence during 2009, although armed and unarmed confrontations - between Palestinians and Israeli soldiers and Palestinians and settlers - continued, symptomatic of the prevailing dynamic of insecurity. During the first nine months of 2009, 20 Palestinians were killed, including nine children, and 854 injured in the West Bank, according to OCHA data. Of particular concern was the high incidence of settler violence against the Palestinian population, with 290 settler related incidents

affecting Palestinians and their property during the first 10 months of 2009⁹. An average of 13 Palestinians each month were injured in settler related incidents during this period, according to OCHA, amid fears that recent escalations in settler violence are part of a deliberate strategy to deter Israeli authorities from evacuating settlement outposts¹⁰.

Internal conflict also continued to claim Palestinian lives, in both Gaza and West Bank, albeit with far less intensity than during 2007 when internal violence accounted for the majority of Palestinian casualties in the oPt.

⁹ See: OCHA Humanitarian Monitor, October 2009, available at www.ochaopt.org
¹⁰ See: OCHA Israeli Settler Violence and the Evacuation of Outposts, November 2009.



A woman in distress following her family's eviction from their home in Sheikh Jarrah. (J.C. Tordai)

Humanitarian needs

A protracted socio-economic crisis

The Palestinian economy continues to stagnate, due to the intensified siege of Gaza and persistence of obstacles to movement and normal economic activity in the West Bank. Unemployment and poverty levels remain high and the private sector - the only real engine of sustained economic recovery and growth - continues to perform poorly.

During 2008 the oPt again had the worst performing economy in the Middle East and North Africa sub-region¹¹. Despite modest growth in real Palestinian Gross Domestic Product (GDP) of around 2.2 percent, per capita GDP continued to decline as a result of high population growth rates, languishing at around 30 percent lower than in 1999.

Earlier forecasts of potential real GDP growth during 2009 - of around 5.5 percent according to the IMF - will likely have to be revised downwards since the pre-requisites for such growth, i.e. the removal of the main obstacles to movement and access in the West Bank and an easing of the blockade on Gaza, have yet to materialize¹². Indeed, UNCTAD has recently warned that 2009 is shaping up to be the worst year on record for the Palestinian economy¹³.

The blockade and boycott on Gaza by Israel, Egypt and donor governments and their support towards the PA government in the West Bank has produced differing socio-economic results in the two territories. The past 12 months have seen some improvements in conditions in the West Bank, although the source of this growth - namely unprecedented donor support for the PA government, the removal of some obstacles to movement, and Gol's issuance of an increased number of permits to allow West Bankers to work in Israel and settlements - remains inherently fragile and subject to Israeli policy whims. The World Bank has cautioned that the West Bank is 'dramatically failing to fulfil its potential, even in periods of relative stability in the security situation'¹⁴. In Gaza, the destruction and devastation wrought by Operation Cast Lead has only aggravated already dire living conditions.

Chronic unemployment

Despite some relative improvements in conditions during the first half of 2009, unemployment levels in Gaza and West Bank remain high by regional and international

standards, with those in Gaza amongst the highest in the world¹⁵.

Overall, 29.3 percent of the oPt labour force was jobless during the first half of 2009 - 41.8 percent in Gaza and 23.2 percent in the West Bank. Whilst rates were slightly lower in both Gaza and West Bank compared with the parallel period in 2008, the absolute number of unemployed continued to rise, reaching around 297,500 persons.

In Gaza, the period since the imposition of blockade has seen dramatic increases in unemployment. Core productive sectors, including agriculture, manufacturing and construction, have slumped, contributing to a sharp contraction of the private sector, of almost 25 percent during 2008. Job losses would have likely been even more precipitous were it not for expanded emergency job creation efforts by UNRWA and others, the growth in the tunnel economy and - in the immediate aftermath of Operation Cast Lead - large scale post-war clean up activities. In the longer term, the widespread destruction of public infrastructure during the war has significantly deepened the economic and labour market crises facing Gaza. Unemployment rates are far higher than when the economic and political siege was intensified in mid-2007 and will remain so until it is lifted.



An elderly Palestinian in Gaza. (J.C. Tordai)

In the West Bank, preliminary labour force data for the first half of 2009 points to fairly sizeable increases in private sector employment, up by 14 percent compared to the parallel period in 2008. However, the broad unemployment rate contracted by barely one percent, holding real wages in check and reinforcing high levels of poverty.

11 Socio-economic developments in the oPt, 2008, UNRWA.

12 Macroeconomic and Fiscal Framework for the West Bank and Gaza: Fourth Review of Progress, IMF staff report for the Meeting of the Ad Hoc Liaison Committee, September 2009.

13 Report on UNCTAD assistance to the Palestinian people: Developments in the economy of the oPt, August 2009.

14 World Bank: economic monitoring report to the AHLC, June 2009.

15 For a detailed analysis of labour market conditions, see UNRWA Gaza and West Bank labour market reports, available at www.unrwa.org.

Across the oPt, refugees continued to bear the brunt of the employment crisis, and during the first half of 2009 were more than 40 percent more likely to be out of work than their non-refugee counterparts. Whilst this was largely due to the weight of unemployment in Gaza, where refugees constitute almost two-thirds of the population, it also reflected more severe problems of unemployment amongst refugees than non-refugees in the West Bank.

Booking the trend of the past several years, women's unemployment rates outstripped those of men during the first half of 2009. This was largely due to conditions in Gaza, where increasing numbers of women were seeking but not finding work. For women with work, the quality was often poor, with large numbers working in agriculture or as unpaid family labour. At 47.5 percent, youth (15-24) unemployment rates remained the highest of any age cohort – around 50 percent higher than overall unemployment rates – and continued to climb. In Gaza, these rates reached 63.5 percent during 2008, compared to 39 percent in the West Bank.

Poverty and food insecurity rates amongst refugees remain high

Although no official poverty data for the oPt has been released since 2007, analysis of recent labour market data suggests no significant reduction in poverty levels in 2009 compared with that year. Consistent with deteriorating labour market conditions and the devastating impacts of Operation Cast Lead in Gaza, initial results of a recent poverty survey conducted by UNRWA have highlighted a major decline in living conditions there. An estimated 325,000 refugees, or around one-third of the total registered population, are believed to be below the abject poverty line, and *unable to meet their basic food needs*, with a further 350,000 now below the official line and therefore *lacking some of the basic requirements for a minimally dignified life*.

The reduction in global food prices over the past 12 months has had negligible impacts on food insecurity rates, which remain high across Gaza and the West Bank. Results of recent WFP/FAO surveys indicate that 25 percent of households in West Bank and 60.5 percent in Gaza are food insecure and therefore lack adequate access to safe and nutritious food. In the West Bank, rates of food insecurity were higher in refugee camps than in urban or rural areas¹⁷ and higher still amongst refugees living in the Seam Zone or close to the Palestinian side of the Barrier. In Gaza residents of rural areas were most affected, likely due to the widespread destruction of agricultural land and infrastructure during Operation Cast Lead and the imposition of a buffer zone in farm land abutting the border.

¹⁶ oPt Food Security and Vulnerability Analysis Report, WFP, December 2009

¹⁷ An estimated 46 percent of refugees in Gaza and 25 percent in the West Bank live in camps, according to UNRWA registration data. See: www.unrwa.org

Limited access to public services

Since the blockade on Gaza came into force in mid-2007, the provision of basic services has been systematically undermined, due to a combination of restrictions on entry of materials and supplies, including construction materials for rehabilitation and expansion of basic infrastructure, and ongoing internal political strife. Humanitarian concerns in all service sectors have been aggravated since Operation Cast Lead.

Health

The health care system in Gaza is coming under increasing strain, due to chronic shortages of consumables, fuel and electricity, the inability of medical staff to develop skills and knowledge, and the lack of spare parts and equipment needed for the maintenance and upgrading of facilities¹⁸, including those damaged during Cast Lead. Access to specialist medical services only available outside Gaza continues to be constrained, whilst other determinants of health, such as food security, socio-economic conditions and water / sanitation, have also been seriously affected by the protracted blockade and Cast Lead operation. This has translated into reduced quality of care, piling additional pressure on other service providers, including UNRWA.



Sewage flowing into the Mediterranean in Gaza (UNRWA archives)

Environmental health

Efforts to upgrade Gaza's eroded environmental infrastructure have been hamstrung by the blockade, resulting in reduced efficiency of water production and distribution and solid waste disposal operations

¹⁸ WHO Specialized Mission to the Gaza Strip, May 2009. See: <http://unispal.org/UNISPAL.NSF/0/5A56915628F97B5F852575CB00664CFB>

and declining access to safe and adequate water and sanitation services for the population. Upto 80 million litres of untreated and partially treated sewage is pumped into the sea off Gaza each day, posing major environmental and health risks. Ten months on from the end of the war, around 10,000 persons in northern Gaza still lack access to running water due to a lack of materials for maintenance and repair, whilst the rest of the population only has intermittent supplies, resulting in overall consumption levels that fall far below acceptable international standards.¹⁹



School boy in Gaza (UNRWA archives)

Education

Israel continues to curb entry of vital supplies and basic materials for the education sector and limit access to higher education outside Gaza for Palestinian students. This has contributed to marked declines in academic performance amongst Gaza's 440,000 students, almost half of whom study at UNRWA schools. Restrictions have extended to paper for textbooks, wood for desks and basic education kits as well as computers and Braille machines. Notwithstanding significant improvements in the volume and range of supplies permitted to enter in

recent months, a number of blanket bans are still in place, with major impacts on the quality of services provided.

In the West Bank, access to basic services remains problematic for communities residing in Area C, as a result of Israeli restrictions on Palestinian movement and the construction, maintenance and rehabilitation of infrastructure. Access to services in East Jerusalem for Palestinians living beyond the Barrier also continues to be curtailed, with a particular impact on provision of specialist health care.

Continuing need for psycho-social support

In addition to well documented physical and material impacts, Operation Cast Lead has had profound mental health impacts on the population of Gaza, who were already suffering as a result of the protracted conflict and blockade. Assessments carried out in the wake of the war have highlighted a number of psycho-social problems, including fear and depression amongst adults and insomnia and bed wetting amongst children. A survey conducted by the Gaza Community Mental Health Programme immediately after the war found that the overwhelming majority of children were exposed to traumatic events that could be seriously damaging to their mental health. These include witnessing the physical destruction of homes, forced detention by Israeli soldiers or being trapped inside their homes during bombardment²⁰.

In the West Bank, systemic violence – at the hands of IDF soldiers, settlers and as a result of internal conflict – contribute to a prevailing environment of stress and anxiety. This is aggravated for many communities by ongoing protection and human rights violations, including forced displacement from land and homes, and chronic socio-economic vulnerability, increasing the need for essential protective services.

House demolitions, forced eviction and displacement

During Operation Cast Lead, almost 60,000 Palestinian homes, i.e. around a quarter of all housing stock in Gaza, were damaged or destroyed by the IDF, with the homes of over 3,500 families destroyed and over 50,000 sustaining various degrees of damages. As many as one in three Gaza households were displaced at some point during the war²¹, and an estimated 20,000 persons have been unable to return home²². The destruction wrought during the recent operation was an extreme case of effectively

20 See: Death anxiety, PTSD, Trauma, grief, and mental health of Palestinians victims of War on Gaza, GCMHP, available at: www.gcmhp.net.

21 See: <http://www.faf.no/ais/middeast/opt/Gazasrv09/index.htm>

22 Source: Gaza Shelter Sector

19 OCHA special focus August 2009 Locked In: The Humanitarian Impact of Two Years of Blockade on the Gaza Strip

continuous Israeli demolition activity in Gaza since the start of the *Al Aqsa Intifada*.

At the time of writing an estimated 9,400 shelters destroyed in Gaza during military operations over the past nine years or otherwise unfit for habitation need to be rebuilt. This includes 6,700 refugee homes - 2,300 destroyed during Cast Lead, 1,400 from pre-Cast Lead destruction and 3,000 homes in camps that are derelict and unsanitary and require reconstruction; tens of thousands more are awaiting repair. Due to unavailability of materials, no reconstruction has taken place since the war, forcing thousands of displaced families to live in precarious conditions and rely on humanitarian assistance to meet their minimum shelter needs.

In the West Bank, more than 650 Palestinians were displaced in Area C and East Jerusalem during the first 11 months of 2009 due to forced evictions and / or house demolitions by the Israeli authorities, according to OCHA²³, including over 300 children. Demolition orders have been served on thousands of Palestinian structures in Area C – built without permits, which are rarely granted – leaving many more communities at risk of displacement. OCHA further estimates that around 60,000 Palestinians in Jerusalem face the threat of displacement due to possible demolitions by the authorities or eviction by settler groups.

²³ See: OCHA Humanitarian Monitor, October 2009, Protection of Civilians 18 – 24 November 2009, available at www.ochaopt.org.



Palestinian woman walking in front of a house destroyed during Operation Cast Lead. (J.C. Tordai)

Strategic objectives for UNRWA's Emergency Appeal 2010

Living conditions for Palestinians in the oPt, including refugees, are characterized by high levels of poverty and unemployment, constrained access to basic services and limited opportunities for sustainable development. Palestine refugees also face urgent protection concerns and suffer widespread violations of basic rights, including as relate to life, freedom of movement, employment, access to services and the rights of the child.

UNRWA's emergency programme began with the onset of the *Al Aqsa intifada* in late-2000. It seeks to mitigate the worst impacts of the crisis on vulnerable refugee households in the oPt, through assisting and protecting those in need. A wide range of interventions have been developed to address the immediate and longer term consequences of the conflict, in support of individual and community coping mechanisms and to stem persistent declines in living levels.

The crisis continues to exact differential impacts on refugees in Gaza and West Bank and on communities within each territory, and UNRWA has adapted its humanitarian response in response to this range of needs. The near hermetic closure of Gaza has generated almost blanket dependency on aid, with around 80 percent of households in receipt of food assistance during 2009. A more complex and multi-layered system of access restrictions prevails in the West Bank, largely a function of Israel's military occupation, including the maintenance and expansion of settlement infrastructure and continued control of the majority of Palestinian land. Israel's access regime impacts on all aspects of Palestinian life in the West Bank but has particularly damaging effects on certain communities, such as those living in Area C or affected by the Barrier, including East Jerusalem. Emergency services are tailored to the needs of these specific communities.

In 2010, UNRWA's emergency programme will work towards the following strategic objectives:

1. The provision of targeted humanitarian assistance to the most vulnerable refugee families in the oPt, in the form of:

- emergency livelihoods support, including targeted food aid, job creation and cash assistance for families in poverty or facing acute shocks, to ensure a minimally dignified standard of living;

- support to access for essential basic services, including basic education, health and environmental health services, to mitigate the impact of physical and economic constraints to access and the risk of environmental health emergencies;
- emergency shelter support for families whose homes have been damaged or destroyed through conflict or natural crises.

2. The protection and safeguarding of Palestine refugee rights through a broad range of strategies that promote respect for human rights and international humanitarian law, including:

- enhanced monitoring, reporting and advocacy on human rights violations, including those related to the blockade of Gaza, the Barrier, closure-related restrictions and dispossession in the West Bank;
- mainstreaming of protection concerns throughout emergency programmes, through targeted interventions that meet the specific needs of vulnerable groups. This includes youth, women, children, the disabled, Bedouin and herding communities in the West Bank, as well as those most at risk of exposure to violence or displacement;
- provision of community mental health services to address the psycho-social distress caused to refugees by the prevailing violence, closure and hardship, and to foster the development of individual and community coping strategies;
- outreach and mobile services for isolated communities and those at risk of displacement in the West Bank;
- maintenance of a rapid response capacity to ensure an effective response to acute crises affecting refugee communities.

UNRWA is committed to improving its capacity for coordination, management and planning of emergency operations, by investing in dedicated resources at field and HQ levels and the further development of programme planning tools and systems. The Agency will also continue to coordinate closely with other humanitarian agencies to ensure appropriate and equitable coverage of needs.

Planning assumptions

The interventions and activities in this appeal are based on a number of core planning assumptions that have been agreed by key humanitarian actors in the oPt as part of the planning process for the 2010 oPt Consolidated Appeal. These are as follows:

- the blockade on Gaza will remain in place and high levels of poverty and unemployment will persist, with youth most affected by joblessness. Post-Cast Lead recovery and reconstruction efforts will remain largely on hold, whilst shortages in equipment and materials will result in further degradation of public services.
- in the West Bank, further steps may be taken by the Gol to ease movement restrictions between major West Bank cities, but the fundamentals of the closure and access regime will remain unchanged, including continued expansion of settlements and related infrastructure. This implies no major improvements in living conditions for communities in Area C and East Jerusalem and those affected by the Barrier, but some employment gains and economic growth in other parts of the West Bank.
- the West Bank and Gaza Strip will continue to suffer spikes of violence, including due to internal conflict and, in the West Bank, as a result of settler activity.

In the event of significant changes to these assumptions, UNRWA will revise its response accordingly. A comprehensive mid-term review will take place in the framework of the CAP mid-year review process.

Improving the conditions of the poorest - poverty based targeting for emergency assistance

Mitigating the plight of the poorest and most destitute refugees remains one of UNRWA's most pressing strategic priorities, as articulated in the Agency's Medium Term Strategy 2010-2015. Consistent with approaches being introduced through the reform of its Special Hardship Case (SHC) programme, in 2010 UNRWA will use poverty based targeting for all of the emergency social safety net interventions in this appeal, i.e. food assistance, job creation and cash assistance. This step, which implies greater rationalization of the Agency's various tools in support of the poorest, represents a strategic shift towards a poverty-based approach to emergency relief assistance. It will allow for the introduction of tailored interventions to meet the basic consumption needs of individual families and for prioritization of resources to the poorest. It will also facilitate greater synergies between the various emergency assistance tools at UNRWA's disposal.

In both fields, information of individual and household characteristics will serve as proxy indicators for poverty and socio-economic vulnerability and be used to assess eligibility for emergency assistance, with families ranked in accordance with needs. Social workers will restudy the situation of families appealing for assistance on a yearly basis.

In Gaza, UNRWA estimates that 325,000 refugees who are not registered on the SHC programme are living in abject poverty, i.e. they are unable to meet their basic food consumption needs. A further 350,000 refugees fall below the absolute poverty line and cannot meet their basic non-food needs. UNRWA will direct additional resources towards the abject poor who are not assisted under its regular programmes, to ensure they receive the necessary levels of assistance that will allow them to lead a minimally dignified life, consistent with broader Agency strategic goals.

All families classified as abject poor will receive a food ration equal to 76 percent of their estimated daily needs and cash assistance averaging US\$140 / person / year, and will be given priority access to temporary employment opportunities available under the Job Creation Programme (JCP).

In the West Bank, the Agency will use its Project Da'am database to measure the socio-economic vulnerability of families. The database, which captures the complex and multi-layered causes of poverty and vulnerability in the West Bank, will allow UNRWA to prioritize its resources towards the poorest families and those with the most pressing protection concerns. This includes communities

living in Area C, the Seam Zone and refugee camps, as well as other identified vulnerable groups such as herders, female-headed households and the disabled. These families will be prioritized for support under emergency livelihoods support in the West Bank, which will henceforth be channeled primarily through cash for work interventions. In addition to supporting refugees to meet basic needs, interventions will also address the protection needs of the most vulnerable, supporting livelihoods and strengthening capacity to withstand threats of displacement and food insecurity.

A caseload of around 300,000 vulnerable refugees has been identified in the West Bank, including those below the abject poverty line or at risk of falling into abject poverty. UNRWA will provide temporary employment to 40,000 families (230,000 persons), to enable them to meet their immediate basic needs and protect their livelihoods. Food assistance will be distributed to 11,200 families, with priority given to those unable to benefit from the JCP due to the absence of a breadwinner. UNRWA plans to provide cash to around 4,000 poor families without a breadwinner.



JCP worker at her job working in a nursery in the West Bank. (J.C. Tordai)

Response plans

Job Creation Programme

Aim: to relieve economic hardship at the household level for refugee families without a breadwinner through the provision of temporary work opportunities, including targeted opportunities for specific vulnerable groups

Objectives:

- Gaza: to create 4,693,000 job days for approximately 54,000 refugees supporting a further 270,000 dependents
- West Bank: to create 2,215,200 job days for approximately 40,000 refugees supporting a further 190,000 dependents
- To ensure between 30 – 40 percent of all jobs are held by women

Activities:

During 2010 UNRWA seeks to provide financial support to 94,000 poor refugee families in Gaza and the West Bank, through the creation of over 6.9 million days of employment.

A range of skilled and unskilled opportunities will be provided in both fields, with professional positions and graduate training placements offered in Gaza only. Poverty based targeting approaches will be used in both fields to target those below the poverty line, and priority will be given to the poorest families. Special efforts will be made to provide employment opportunities for specific vulnerable groups, including women and female-headed households, youth, poor graduates and the disabled, and - in West Bank - families living in Area C and the Seam Zone.

Throughout, contract duration will be short, with rotations of three months or less in most cases, to maximize the distribution of subsidies under the programme, whilst salaries are set below market rates to mitigate against displacement from regular employment.

Activities will be coordinated with other cash for work practitioners, including ministries, municipalities, UN agencies, local and international NGOs, to minimize gaps and prevent duplication of activities. UNRWA will seek to maximize the distribution of work opportunities to women and other marginalized groups, including youth and the disabled. The Agency will aim to ensure that between 30 – 40 percent of all jobs created are held by women, through the creation of specially targeted opportunities.

Gaza

In Gaza, UNRWA plans to provide temporary employment to 54,000 jobless refugees during 2010, reaching around one-third of the refugee population of the Gaza Strip. If fully funded, an estimated US\$ 52 million will be provided in subsidies.

The Agency will create job opportunities in its installations, as well as in municipalities, hospitals, CBOs, NGOs and through the private sector. Three-quarters of all jobs will be for unskilled workers, with contracts of three months' duration and subsidies of US\$270 / month. Longer contracts (six – twelve months) will be provided under the other categories of the programme, i.e. skilled workers (paid US\$390 / month), professional workers (US\$500 / month) and graduate unskilled (US\$260 / month) or skilled trainees (US\$320 / month).

UNRWA's Job Creation Programme (JCP) programme capacity in Gaza has been developed and procedures streamlined to ensure a more focused approach to identifying new job opportunities. Through its network of branch offices, the Agency will identify small scale projects to maintain and rehabilitate public infrastructure and develop interventions targeting specific vulnerable groups and economically deprived areas, with the participation of local community actors. Small amounts of funds will be used to purchase tools and materials for these projects.

West Bank

In the West Bank, UNRWA is planning a major expansion of its JCP programme in 2010, as part of a strategic shift that will see away a major reduction in emergency food aid. Henceforth, the cash for work programme will be the main tool for providing emergency livelihoods support to poor families, with emergency food distributions restricted to poor families lacking physical access to food or without a breadwinner.

The Agency will generate 80,000 jobs inside and outside camps for an estimated 40,000 refugees, i.e. 77,400 one-month positions for unskilled labourers and 2,600 three month positions for skilled workers. Contractors will work in UNRWA installations and with municipalities and village councils, as well as in Community-Based Organisations inside refugee camps. An estimated 7,100 contracts will be active at any one time. In all cases beneficiaries will receive US\$420 / month, up to a total value of \$33.6 million in subsidies. Unskilled work will



JCP worker laying tiles in the West Bank. (J.C. Tordai)

involve basic construction, rehabilitation, supervision and cleaning, whilst skilled work includes plumbing, electrical work, tiling and stonemasonry for men, and carpet-weaving, teaching and library assistance for women. Under the skilled component of the programme, special attention will be given to the selection of graduates and females meeting the socio-economic eligibility criteria, to support their skills and capacity development. Labourers and materials / tools procured under this programme will be used to support shelter rehabilitation and environmental health activities outlined elsewhere in this appeal.

A small number of special projects will be developed to protect the livelihoods of those at risk of displacement, harassment and other violations of basic rights, including refugees living in Area C, the Seam Zone and herders. Planned projects include cleaning of water wells and drains, rehabilitation of schools, camps, public spaces, herding paths and historical ruins, building animal shelters; carpet weaving, embroidery and kindergarten assistance, backyard farming and reproductive health awareness training for herders.

In the West Bank, UNRWA will work with 170 municipalities and village councils and in all 19 official camps.

Eligibility:

Eligibility will be determined through poverty based targeting methodologies that are being introduced in both fields. These are designed to allow the Agency to better channel its resources to those in need, in terms of giving priority to the poorest and tailoring the amount of improve living conditions for communities.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	51,655,000	43,368,782	95,023,782
Administrative costs (11%)	5,682,050	4,770,566	10,452,616
TOTAL	\$57,337,050	\$48,139,348	\$105,476,398

assistance received in line with the assessed poverty gap. In Gaza, job holders will normally only be able to benefit from the programme once during the calendar year, and multiple members of a single family cannot be employed at the same time. Relatives of UNRWA employees are not eligible for enrollment on the programme, with the exception of the graduate training component of the programme, where relatives of staff will be eligible to apply for a small number of positions. Temporary employment opportunities may also be offered to non-refugees on exceptional grounds. JCP beneficiaries will also be eligible for food aid and cash assistance.

In the West Bank, where the programme is part of the larger Da'am initiative, workers on one month (unskilled) posts will be eligible for support twice during the year, whilst skilled workers will only be able to benefit once.

Impact:

This programme will temporarily alleviate the impact of high poverty and unemployment levels amongst refugees. The provision of cash for work will allow families to earn and allocate scarce resources to priorities other than food, whilst the use of temporary employment as a tool to distribute cash will contribute towards maintaining the dignity of the most vulnerable. The accumulation of work experience and the development of expertise and skills, particularly for youth, will have a positive impact on economic recovery. The injection of cash into the economy will have second round benefits for local retailers and service providers, whilst the development and rehabilitation of infrastructure will

Response plans

Cash Assistance

Aim: to mitigate the impact of the protracted crisis on the most vulnerable refugees and to assist families facing unexpected shocks through provision of cash grants

Objectives:

- Gaza: to provide emergency cash assistance worth US\$45,500,000 to ~ 65,000 abject poor families and back to school assistance of around US\$10,000,000 to ~ 207,000 refugee pupils at UNRWA schools
- West Bank: to provide emergency cash grants worth US\$3,360,000 to 4,000 poor families without a breadwinner or facing acute shocks

Activities:

During 2010, UNRWA is seeking to provide cash assistance grants to 69,000 of the poorest refugee families in the Gaza Strip and West Bank, identified through new poverty based targeting systems. Cash will be provided to enable poor families to meet basic needs, including protecting access to health care and education, providing children with a healthy diet, buying essential household items, meeting transportation costs or servicing utility costs.

Gaza

In Gaza, UNRWA cash grants will be provided to an estimated 65,000 refugee families living below the abject poverty line (325,000 persons), to complement food assistance distributed under the emergency food programme (see below). Grants will average \$700 per family / year. In line with a similar approach to relief assistance being introduced under UNRWA's regular programme, cash grants are designed to bridge the poverty gap of deep poor families, and the size of each grant will be determined by the depth of poverty of each family.

Cash assistance may also be provided to respond to the urgent needs of families in acute distress, as a result of the loss of their homes or livelihood²⁴. In addition to issuing grants in response to individual applications, more broadly based initiatives are also planned, such as provision of small grants to school children (NIS 100 / child) on the occasion of the new school year.

West Bank

In the West Bank, emergency cash assistance will be provided to an estimated 4,000 poor families. The

programme is part of a larger emergency livelihoods support programme, according to which families without an able-bodied breadwinner will be prioritized for cash assistance support and those able to work will receive temporary employment assistance. The value of each grant will be US\$420, i.e. equivalent to one month's subsidy under the job creation programme, and designed to cover the needs of vulnerable families for a period of three months. It is envisaged that families will receive an average of two payments / year.

The caseload includes families with special needs, such as the disabled and the chronically ill, and those suffering from chronic diseases, and communities residing in areas affected by the Barrier, Seam Zone, or in Area C, who are increasingly vulnerable due to lack of access to public services and reduced employment opportunities. Special provision is also made to assist families facing acute shocks, such as loss of homes or livelihood.

Eligibility:

Eligibility for cash assistance will be determined by poverty assessments conducted by UNRWA social workers and monitors.

In Gaza, assistance will be provided to those falling below the abject poverty line (325,000 persons out of a total of 675,000 refugees assessed as living in poverty) and others in acute distress. Payments may be issued to non-refugees on exceptional grounds, where no alternative source of assistance is available. In Gaza, all families receiving cash assistance will be eligible for support under the JCP and food aid programmes.

In the West Bank, families receiving food aid or cash for work support will not normally be eligible for support under the cash assistance programme, except on exceptional grounds.

Impact:

Cash assistance will mitigate the effect of the ongoing crisis on the most vulnerable refugees in the oPt, particularly those living in abject poverty, with special needs and lacking access to employment opportunities. This intervention provides UNRWA with a mechanism to respond flexibly to acute needs in an extremely volatile situation and allows refugees to determine and meet a range of priorities. The programme complements other emergency livelihoods interventions under this appeal.

²⁴ Relocation fees, which previously formed part of UNRWA's emergency cash assistance programme, are included under Emergency Shelter.



A blind refugee in Hizma, West Bank. (J.C. Tordai)

Budget:

	Gaza Strip	West Bank	Total
Operating costs	55,500,000	3,376,600	58,876,600
Administrative costs (11%)	6,105,000	371,426	6,476,426
TOTAL	\$61,605,000	\$3,748,026	\$65,353,026

Response plans

Food assistance

Aim: to meet the basic food needs of vulnerable refugee families and mitigate the impact of chronic food insecurity

Objectives:

- Gaza:
 - to distribute four rounds of food assistance to 675,000 poor refugees (135,000 families), meeting ~76% of daily caloric needs of 325,000 refugees living in abject poverty and ~60% of daily caloric needs of 350,000 refugees below the absolute poverty line
 - to provide food for all 207,000 pupils in UNRWA schools through a school feeding programme
- West Bank:
 - to distribute four rounds of food assistance and non-food items to 72,000 of the most vulnerable refugees (11,200 families), including families

living in Area C and Barrier affected communities and those without a breadwinner. Food parcels will cover an estimated 50% of daily caloric needs.

Activities:

UNRWA is seeking funds to distribute food to 675,000 refugees in Gaza and a further 72,000 in the West Bank, covering between 50 – 76% of daily caloric needs. This implies a significant reduction in food aid programming in the West Bank and expanded provision of support in Gaza. Changes in both fields come in the context of newly introduced poverty-based targeting systems outlined above, and in the West Bank, reflect a strategic shift in emergency livelihoods support away from food aid. Henceforth, food assistance will be provided primarily to families lacking physical – as opposed to economic – access to food, and to communities suffering the highest levels of food insecurity.



Boys in an UNRWA school in Gaza enjoying apples distributed through the school feeding programme. (UNRWA archives)

Gaza

In Gaza, UNRWA will provide food aid on a quarterly basis. 325,000 refugees living below the abject poverty line (i.e. unable to meet basic food needs) will receive food parcels covering an average of 76% of daily needs, and 350,000 refugees living below the abject poverty line (i.e. lacking some of the material requirements for a minimally dignified life) will receive parcels covering 60% of daily needs. Families living in abject poverty will also receive cash assistance grants, as outlined above.

Parcels will be tailored by family size, with each family receiving a single parcel containing flour, rice, sugar, sunflower oil, whole milk powder and luncheon meat.

UNRWA is also seeking funds to continue a school feeding programme which was introduced in 2008. Under this intervention, prepared meals and snacks, including sandwiches, yoghurt, fruit and juice/milk, will be provided for all pupils at UNRWA schools and the Gaza and Khan Younis training centres throughout the school year.

Access and movement restrictions continue to render the importation of food commodities needed for scheduled distributions unpredictable and unreliable. UNRWA will continue to contract local flour mills to produce flour rather than relying exclusively on international sourcing.

West Bank

In the West Bank, quarterly parcels will be provided to 72,000 vulnerable refugees (11,200 families), covering

an average of 50% of daily caloric needs. Priority for food assistance will be given to refugee families facing problems of physical access to food in Area C and the Seam Zone and to those without breadwinners in other parts of the West Bank, inside and outside camps. The caseload comprises around 5,000 families in Area C and 6,000 families without breadwinners in other areas of the West Bank. The Area C caseload includes approximately 2,600 Bedouin and Herding families, identified as amongst the most vulnerable in the West Bank, who will be assisted as part of a joint intervention with WFP. Food parcels will be provided by WFP and logistical support by UNRWA.

In all cases, benefiting families will receive a cheque for ~US\$35 for the purchase of non-food items (soap and toiletries, cooking gas and matches). Parcels will be fully aligned with those provided by WFP to non-refugees, and contain flour, sugar, oil, salt and broad-beans. They are designed for two persons and larger families will receive multiple parcels. On the basis of focus group discussions with beneficiaries, UNRWA has increased the caloric content of its parcels from previous years, from around 25% to 50%.

Eligibility:

In both fields eligibility will be determined by poverty based targeting systems which are being introduced for all emergency food aid, job creation and cash assistance interventions. In Gaza, beneficiaries of food aid will also be eligible for support under the Job Creation Programme, whilst the poorest will receive cash assistance to complement food aid. In the West Bank, food aid will be prioritized towards poor families who are unable to benefit from JCP support.

Impact:

The distribution of food assistance will mitigate the impact of chronic food insecurity resulting from the continued crisis and shore up the coping strategies of the most vulnerable, enabling them to spend scarce resources on priorities other than food. The introduction of poverty-based targeting systems will improve the efficiency and cost effectiveness of UNRWA interventions. The continuation of the school feeding programme in Gaza will tackle short term hunger amongst pupils, contributing to improved well-being and learning capacity.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	78,250,000	5,644,167	83,894,167
Administrative costs (11%)	8,607,500	620,858	9,228,358
TOTAL	\$86,857,500	\$6,265,025	\$93,122,525

Response plans

Education – Gaza only

Aim: to mitigate the impact of the protracted crisis on the education system and learning process and develop a positive learning environment for pupils at UNRWA schools in Gaza

Objectives:

- To provide learning support to 207,500 pupils at UNRWA schools, through provision of stationery at the start of each term and a range of remedial and behavioural interventions

Activities:

UNRWA is seeking funding to maintain emergency education activities introduced in 2009 following Operation Cast Lead. These were designed to support resumption of schooling following the war and to address the new challenges facing the education system in Gaza in conditions of protracted crisis.

There have been steep declines in standards and achievements over the past decade, with a significant proportion of children in UNRWA schools struggling to meet minimum standards based on the national curriculum.

UNRWA will implement a range of remedial programmes focused on core curriculum subjects to support children in reaching their potential. Particular attention will be given to pupils who are failing to meet minimum normative standards in Arabic and mathematics. Funding will be used to administer unified tests at the end of each semester, to procure and distribute learning support materials and teaching guides in Arabic, maths, English and science. UNRWA will also organize evening homework sessions and summer remedial classes for all pupils who fail unified tests at the end of the 2010 school year.

To create an environment inside schools that is conducive to learning and participation, UNRWA will continue to pilot and expand its *Respect and Discipline in Violence-Free schools* initiative. Centred on a code of conduct which frames the rights and responsibilities of students, teachers and parents and promotes transparency and accountability for behaviour, the initiative will support full student participation during the school year and

Budget:

	Gaza Strip	West Bank	Total
Operating costs	7,481,982	n/a	7,481,982
Administrative costs (11%)	823,018	n/a	823,018
TOTAL	\$8,305,000	n/a	\$8,305,000



Boys in an UNRWA school in Gaza resume their studies following Operation Cast Lead with supplies provided by the Agency. (UNRWA archives)

foster the development of a quality learning environment within schools. Particular attention will be given to the learning needs of boys in preparatory schools. The Agency will also continue to implement a dedicated human rights curriculum in its schools.

UNRWA will also distribute educational supplies and materials to all pupils in its schools – copy books and stationery – at the start of each semester, given the increasing inability of families to make such provision.

Impact:

Support interventions to address the needs of low achieving children at all grades in basic literacy and numeracy and intensive efforts to further develop a positive learning environment in schools have proven effective in mitigating the impact of the crisis.

The activities outlined above will promote and support the meaningful participation of all eligible refugee pupils in the basic education cycle in Gaza. They will ensure that all students are provided with opportunities to learn in accordance with their needs and capacity. Interventions designed to encourage discipline and good behaviour in schools will support the creation of a learning environment that is conducive to constructive participation by all, particularly boys in preparatory schools.

Response plans

Health

Aim: to ensure access to essential health services, mitigating the impact of closures and protracted socio-economic crisis on the health status of refugees

Objectives:

- Gaza:
 - to manage the increased demand for services at UNRWA health care facilities through purchase of additional supplies and equipment
 - to improve the health of school children through an expanded school health programme
 - to support access to specialized health services for destitute refugees through subsidies for hospital care and referrals to secondary/tertiary facilities
- West Bank:
 - to manage the increased demand for services at UNRWA health care facilities through the recruitment of additional health care professionals and the purchase of additional supplies and equipment
 - to provide curative and preventive health services to isolated and remote communities lacking access to health services through operation of mobile clinics
 - to support access to specialized health services for vulnerable isolated and destitute refugees through subsidies for hospital care

Activities:

A. General Medical Care

As a result of the protracted socio-economic crisis, demand for services at UNRWA primary health facilities in both Gaza and West Bank continues to rise year on year, far outstripping population growth rates. During the first half of 2009, the number of consultations in Gaza was 11% higher than in the same period in 2008, whilst in the West Bank there was a 7.1 percent rise. Refugees are increasingly unable to pay nominal prescription fees at PA and NGO clinics and are turning to UNRWA clinics in ever greater numbers. In Gaza the situation has been compounded by the PA's continued inability to replenish vital supplies at its clinics due to the blockade, whilst in the West Bank constrained physical access to clinics run by other health services providers is a contributing factor.

In both fields, UNRWA will purchase modest additional quantities of supplies and equipment for its health facilities to manage the increased demand amongst registered refugees for basic health services. This includes

general medical equipment and supplies, as well as dental, laboratory, and physiotherapy supplies and the purchase of ICT equipment and services. Funds will also be used to procure essential transport and other support assets for Agency health services and to subsidize provision of specialist medicines to the most vulnerable. Health education materials will also be distributed to patients in the West Bank to enhance compliance with medical treatments.

In West Bank 181 additional health staff will be recruited or retained on emergency contracts in all UNRWA clinics, with a view to reducing doctor caseloads from 99 to 85 patients per day, thereby ensuring consistency of care and treatment. High Impact Teams of non-communicable disease (NCD) specialists, nutritionists, ophthalmologists and nurses will also be recruited to serve health centres in northern and southern West Bank, where increased demand for such support has been identified. In 2008, UNRWA provided NCD treatment to 28,900 patients, up more than 10 percent over 2007. In Gaza, additional health staff will be provided through the JCP.

B. Hospitalization

As part of its regular health programme, UNRWA subsidizes the cost of hospital and specialized care for refugees unable to pay costs. Due to significant increases in demand for such services because of the reduced ability of refugee patients to pay, additional financial support is sought in both Gaza and the West Bank under this appeal.

The closure regime in place in the West Bank since late-2000 has seriously limited patient access to hospitals contracted by UNRWA as part of its regular health programme. This includes the Augusta Victoria and Makassed hospitals in Jerusalem and the Agency's own hospital in Qalqilya, which have long been important providers of specialist medical care for the Palestinian population of the West Bank. To maintain access to such services, for several years UNRWA has sought emergency funding to cover the cost of securing contracts with other hospitals in West Bank cities. Under this appeal, UNRWA is seeking to contract six non-governmental hospitals in main population centres, namely the Al-Razi Hospital in Jenin, Al-Zakat Hospital in Tulkarem, PRCS Hospital in Ramallah, Al-Ahli Hospital in Hebron, Arab Hospital for Rehabilitation in Bethlehem and Nablus Speciality Hospital. UNRWA will cover 90 percent of costs for SHCs and between 25 – 50 percent of costs for other eligible beneficiaries²⁵.

²⁵ This includes 25 percent of secondary care costs, 30 percent of tertiary care costs and 50 percent of the cost of diagnostic procedures.

In Gaza, additional support to cover the costs of hospital support and referrals to secondary / tertiary facilities is also envisaged due to the reduced ability of refugee patients to pay. Treatment will be provided at the Ahli Arab hospital, with UNRWA covering 75 percent of the costs, rising to 95 percent for SHCs.

C. Mobile Clinics (West Bank only)

To mitigate the impact of closure and impoverishment on the health status of Palestinians living in isolated or remote areas of the West Bank, UNRWA will continue to provide mobile health services through five mobile clinics. These will service 81 locations which lack access to primary health care, including three fixed hubs in Nablus, Jerusalem and Hebron. The clinics will provide a range of services, such as preventive and curative primary health care, health awareness and advice, mental health counseling and blood testing. The frequency of visits will vary according to the needs of the community (e.g. population size, extent of isolation), with at least one visit per location each month²⁶. For the fixed hubs, which have been chosen due to their proximity to population centres, the frequency of visits will be higher. To ensure that the programme remains responsive to needs, UNRWA will divert resources away from those areas where access problems have been temporarily eased towards locations where tight restrictions remain in force (e.g. Seam Zone areas).



UNRWA Mobile Health Clinic in Beita, West Bank. (Isabel de la Cruz)

UNRWA aims to reach approximately 13,000 patients / month, both refugees and non-refugees. The Agency is seeking to reinforce its coordination with other health care providers delivering similar mobile services to avoid duplication and maximize efforts for optimum coverage of needs. In a number of locations which UNRWA has difficulty accessing, partnership agreements have been developed with other organizations where UNRWA will cover the cost of pharmaceuticals but will not provide services directly. This includes with the Al Islah society / Jericho for the Bedouin community around Jericho, Khan Al Ahmar and Nabi Mousa and with CARE and its

implementing partners and Health Work Committees in Barta'a.

Health teams will comprise doctors, nurses, lab technicians, pharmacists and mental health counselors. The latter will pay particular attention to refugee and non-refugee communities with specific protection concerns and prevented from benefiting from UNRWA's larger community mental health programme as a result of access constraints.

D. Expanded school health programme (Gaza only)



Young Palestinian student receiving a vaccination in an UNRWA school in Gaza as part of the school health programme. (UNRWA Archives)

The results of a recent pilot project involving failing students at UNRWA schools suggest a correlation between health and school performance. A number of underperforming students were found to be suffering from anaemia and urinary tract infections and other health conditions that could easily be treated with proper medical care. UNRWA is thus seeking funds to expand its school health programme in Gaza to offer a more in-depth medical screening and follow-up of UNRWA pupils identified as most at risk. Specialized teams of paediatricians, optometrists, ophthalmologists and medical support staff will be based at UNRWA clinics in each of the six educational areas and will conduct in-depth medical assessment, screening and follow-up / referral of the lowest achieving pupils. This intervention will focus on approximately 15,000 children during the course of the school year.

Eligibility:

Mobile health services in West Bank will be provided to refugees and non-refugees lacking access to adequate quality health services. All other activities under this intervention will be provided in accordance with standard UNRWA procedures.

²⁶ Communities served by mental health counselors will receive an average of six visits / month.

Impact:

UNRWA's emergency health programme supports the provision of quality primary health services to refugees in Gaza and the West Bank, through additional supplies and equipment to ensure continued quality health care and support for specialized treatment. The continued

operation of mobile clinics in the West Bank will ensure access to curative and preventive services and mental health support to those living in isolated or remote areas. The expansion of child health interventions in Gaza for the lowest performing students will contribute towards a broader Agency effort to arrest falling standards in UNRWA schools.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	2,000,000	5,013,370	7,013,370
Administrative costs (11%)	220,000	551,471	771,471
TOTAL	\$2,220,000	\$5,564,841	\$7,784,841

Response plans

Environmental Health

Aim: to ensure access to adequate and safe water and sanitation services for refugees in camps and surrounding areas and reduce the risk of water borne diseases and public health emergencies

Objectives:

- Gaza: to reduce the risk of public health emergencies and ensure continued provision of water supply and treatment, sewage and solid waste services through provision of emergency assistance to municipalities and other public utilities, potentially benefiting the entire Gaza Strip population
- West Bank: to reduce the risk of water borne diseases and improve the quality and quantity of water available to affected refugee communities through the rehabilitation of water infrastructure and improvement of sanitary conditions in 16 West Bank refugee camps (total population ~176,000 persons)

Activities:

Gaza

UNRWA is seeking continued funding for emergency support to public health service providers in the fields of water treatment, sewage, waste disposal, water wells and pest control. This will take the form of funding – for fuel, supplies and chemicals – and a technical capacity to respond rapidly and effectively to appeals for assistance from service providers, where shortages of supplies continue to threaten environmental and public health conditions. Restrictions on entry of fuel and essential supplies to Gaza since 2006 have left many service

providers unable to replenish fuel stocks and other vital supplies. These problems have been aggravated by the impact of the January 2009 war on an already faltering infrastructure, increasing the risk of public health emergencies, and placing further demands for support on UNRWA.

Based on the experience of Operation Cast Lead, where UNRWA acted as basic service provider of last resort²⁷, special provisions are also made to ensure that UNRWA remains equipped to deal with critical water, sanitation and hygiene needs arising from any man-made or natural disaster.

The scope of activities will include:

- The provision of fuel and spare parts to municipalities, solid waste management councils and utility companies for the operation of water and wastewater treatment plants and solid waste equipment;
- The provision of emergency repair of water as well as road / drainage infrastructure serving refugees in the event of military operations or other damages;
- The provision of chemicals, oil and tools to municipalities for mosquito eradication campaigns, particularly in stagnant water pools in Wadi Gaza;
- The hiring of contractors to remove waste from unofficial dumping sites to landfills when the former are used to collect and dump camp waste when

²⁷ During Cast Lead, UNRWA provided fuel to the power plant to support the resumption of basic operations and to municipalities and the Coastal Municipal Water Utility to enable minimal water, waste water and solid waste management services. The Agency also provided fuel to the Jawwal network to prevent a collapse of the telecommunications systems.

roads are inaccessible during IDF military operations, or lack of fuel prevents truck movement;

- The supply of plastic water tanks, toilets and shower units when families are temporarily displaced due to IDF operations or other emergencies.

These interventions will contribute to improved access to water and sanitation services for the entire population of Gaza.

West Bank

UNRWA is seeking funds to rehabilitate damaged water infrastructure in 16 refugee camps in the West Bank and deliver sanitation services to eight camps that are not adequately served by the local authorities.

Of the 16 camps targeted for rehabilitation of water infrastructure, conditions are particularly poor in seven camps that are affected by frequent military operations (Arroub, Balata, Jenin, Jalazone, Camp No.1, Tulkarem and Askar) and in Shu'fat camp, which has seen a major population influx over recent years as a result of the closure regime and contributed construction of the Barrier around Jerusalem. Infrastructure will also be repaired in Dheisheh, Fawwar, Aida, Ein Sultan, Aqabat Jabr and Amari camps. In all cases, as a result of overuse and conflict related damages, obsolete water networks are under growing pressure, leading to increased risk of contamination of water supply. This poses a serious threat to the environment and the health status of refugees, through transmission of diseases such as Hepatitis A, skin and eye infections, pneumonia and diarrhoea.

Using labour and materials provided through the JCP, UNRWA will repair water, wastewater and storm water systems in these camps that have been damaged during IDF military operations and also replace damaged solid waste containers.

To improve environmental conditions and reduce the risk of communicable diseases, UNRWA will also remove solid waste from Shu'fat, Jalazone, Balata, Askar, Camp No.1, Tulkarem, Nur Shams and Jenin. In these camps, the closure regime prevents the Agency from accessing previously available landfills and cash strapped local authorities are unable to cover the increased costs of such services. As a result, official dumping sites are increasingly overloaded and access by UNRWA rendered increasingly difficult. As part of this intervention, UNRWA



Waste-water disposal in Shu'fat Camp, East Jerusalem. (Isabel de la Cruz)

will identify safe disposal sites outside camps, which will then be used for solid waste disposal.

In both fields, UNRWA will coordinate with other agencies and with concerned municipalities during each stage of implementation of activities in this sector, to avoid duplication and maximize the impact of its interventions.

Impact:

These activities will help to mitigate public health risks and reduce threats to the environment and risk of communicable diseases. They will contribute to better access to water and related public utilities and ensure availability of adequate and safe water supplies for families in the event of an emergency.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	1,360,000	714,026	2,074,026
Administrative costs (11%)	149,600	78,543	228,143
TOTAL	\$1,509,600	\$792,569	\$2,302,169

Response plans

Community Mental Health

Aim: to assist refugee coping mechanisms by addressing the psychosocial needs and distress caused by the prevailing violence, hardship and insecurity, with a particular focus on children and youth.

Objectives:

- Gaza: to provide individual counseling to ~ 7,000 refugee students, group counseling to ~ 25,000 students and public awareness activities to ~ 40,000 refugees
- West Bank:
 - to provide individual and group counseling to 24,450 and awareness raising for up to 14,442 children
 - to offer recreational activities for a pool of 5,030 individuals
 - to train 520 technical advisors, counsellors and camp and CBO staff

Activities:

Refugees across the oPt are regularly exposed to violence, through IDF operations and internal conflict and at the household and community levels, and face persistent violations of their basic human rights, including displacement from homes and land and denial of access to basic services. The situation is aggravated by the economic hardship in which many refugees live, particularly in Gaza but also in pockets of the West Bank.

This has severe negative consequences on refugee communities and individuals in the oPt. UNRWA's Community Mental Health Programme (CMHP), which was established in 2002, is designed to empower Palestine refugees – particularly women, children and youth – to cope positively with their environment. This is achieved through assisting communities in mobilizing their own resources, organizing themselves and helping them live a relatively normal life in often abnormal circumstances. Experience in crisis situations has shown that long term psycho-social interventions can help stabilize and improve positive responses, and develop individual and group potential to become socially and psychologically stable and to be capable of making independent choices.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	2,976,000	1,751,100	4,727,100
Administrative costs (11%)	327,360	192,621	519,981
TOTAL	\$3,303,360	\$1,943,721	\$5,247,081

The programme is implemented through community workers and trained counsellors and animators based at Agency schools, health centres, CBOs and social service centres inside and outside camps. This ensures that the Agency's mental health and psycho-social support interventions are fully integrated into its main programmes. The Agency has 189 counsellors working in the Gaza Strip and a further 115 in the West Bank.

To best meet the range of mental health and psycho-social needs facing the population, a range of interventions is offered, including a combination of group and individual counselling, as well as home visits and referrals for special care to the Ministry of Health and other service providers. Mental health awareness activities will also continue, to enhance coping mechanisms and understanding of mental health issues and available services, challenge prevailing social stigma and develop individual and group potential for social and psychological stability.

Funding will be used for recruitment and retention of counsellors, and necessary materials and equipment, as well as training programmes for technical advisors, counsellors and those working in camps and CBOs. In the West Bank, UNRWA will also develop recreational activities, including theatres and summer camps, for children in particularly vulnerable communities, to foster a sense of positive well-being.²⁸

All activities will be coordinated with other service providers in the oPt.

Impact:

The continuation of this programme in 2010 will help to mitigate the negative effects of ongoing violence, economic hardship and rights violations on the refugee population of Gaza and the West Bank. Households, and particularly children and youth, will be encouraged to develop positive coping strategies, including through mutual and community support networks, to address their circumstances and contribute to the development of their communities.

²⁸ Similar activities are covered under a separate initiative, Support to Community Based Organisations, in Gaza.

Response plans

Support to Community Based Organisations – Gaza only

Aim: to provide emergency support to Community Based Organisations to ensure the continued provision of essential services and activities to the most vulnerable

Objectives:

- Gaza: to provide financial and technical support to CBOs in Gaza to enable the continuation of UNRWA's annual Summer Games programme for children and youth in 2010

Activities:

Since 2007, UNRWA has worked with CBO partners in Gaza on its "Summer Games" initiative, a large-scale programme of recreational and cultural activities for around 250,000 children and youth, including sport, arts and crafts, theatre, circus performances and kite flying. The programme, which runs for two months during the summer holidays, is assessed to have played an important role in enhancing psycho-social well-being amongst Gaza's youngsters. It offers much needed opportunities for refugees and non-refugees to escape from daily hardship and traumas and provides essential support to long established civil society institutions, thereby contributing to their continued operation during a period of chronic social, political and economic turmoil. With more than 90 percent of UNRWA's 228 schools operating on a double shift basis, and a majority of the population living below the poverty line, opportunities

for extra-curricular activities are otherwise extremely limited.

UNRWA is seeking funds to allow it to continue with the Summer Games programme in 2010, through continued support to CBOs providing essential services to children and youth. This will take the form of grants, materials, clothing and equipment for participants and the construction of needed small facilities. Funding will also be used to support local organizations that provide vital services to other vulnerable groups, including women and the disabled, and whose financial sustainability has been severely compromised by the recent conflict and more than two years of blockade. Staffing support will be provided through the JCP. Following discussions with parents, UNRWA will reinforce efforts to make use of all available school infrastructure for its Summer Games activities during the summer holidays in 2010.

The nature and scale of individual project interventions will be subject to ongoing consultation with community and sector representatives and field monitoring by staff from UNRWA's Education, Relief and Social Services and Operational Support Officer programmes.

Eligibility:

Refugee and non-refugee children and youth will be eligible to enroll on Summer Games activities.

As part of UNRWA's Summer Games 2009 Gaza's children fly kites on the beach to break the Guinness World Record for number of kites flying simultaneously in the same place. (UNRWA Archives)



Impact:

The provision of financial, material and staffing support to CBOs will facilitate the continued delivery of essential

services to particularly vulnerable groups within the Gaza Strip, with a particular focus on the welfare of children, who comprise around half of the total population.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	9,000,000	n/a	9,000,000
Administrative costs (11%)	990,000	n/a	990,000
TOTAL	\$9,990,000	n/a	\$9,990,000

Response plans

Protection of vulnerable West Bank refugees

Aim: to protect Palestine refugees in the West Bank from the immediate effects of the conflict and occupation, promoting respect for International Humanitarian and Human Rights Law and mitigating the consequences of abuses.

Objectives:

- to create an improved protective environment for approximately 46,500 refugees affected by military operations and / or at risk of displacement, including 5,200 Bedouin / Herder families in Area C, residents of East Jerusalem and others affected by the Barrier
- to mitigate the humanitarian consequences of human rights abuses faced by refugees and enhance the accountability of duty bearers.

Activities:

Palestinians in the West Bank face protection challenges stemming from the effects of armed conflict and internal violence, as well as from occupation policies, such as confiscation and annexation of land, house demolitions and evictions and the continued construction of the Barrier and settlements and their related regimes. Many of these policies render a growing number of families vulnerable to displacement, especially in Area C and East Jerusalem. Displacement can have devastating social, psychological, emotional and financial consequences, often resulting in an increase in poverty, food insecurity, loss of livelihood and deteriorating health status, as well as restrictions in access to land, water resources, markets and essential services.

Through this intervention, UNRWA plans a range of activities, including:

- Further development of the Agency's existing monitoring system for International Humanitarian Law (IHL) violations affecting refugees, related to military incursions, armed operations and forced displacement;
- Expansion of relevant network of contacts with local authorities and the international community;
- Advocacy for the protection of Palestine refugee rights through interventions with relevant authorities and stakeholders and the application of UN human rights protection procedures when violations occur, in coordination with other actors;
- Systematic collection of data on displacement related issues / incidents;
- Close monitoring of a selected number of communities affected by the Barrier, in coordination with OCHA;
- Provision of emergency cash assistance to victims of house demolitions, evictions and those whose property is damaged as a result of the conflict. In exceptional cases, cash assistance may also be provided to non-refugees.

All actions will be closely coordinated with other Palestinian and international organizations working in the field of protection and human rights, including through the Protection Cluster Working Group and the Displacement Working Group.

Impact:

This intervention seeks to ensure that IHL violations affecting refugees are systematically recorded and acted upon, resulting in increased accountability of duty bearers and improved protection of refugees. This includes reduced risk of displacement of herding communities

in Area C and East Jerusalem residents and improved access to services for refugees living in monitored Barrier communities, through advocacy and outreach. Provision of emergency cash assistance will ensure that the immediate humanitarian needs of refugees facing home demolition, forced eviction or suffering property damage are addressed.



Palestinian girl of the Hathaleen herding community playing near her house in the semi-arid desert of the south-eastern West Bank. (Isabel de la Cruz)

Budget:

	Gaza Strip	West Bank	Total
Operating costs	n/a	1,235,777	1,235,777
Administrative costs (11%)	n/a	135,935	135,935
TOTAL	n/a	\$1,371,712	\$1,371,712

Response plans

Temporary shelter and shelter repair

Aim: to ensure safe, dignified and adequate standards of housing for refugee families whose homes have been damaged, destroyed or rendered hazardous during the protracted crisis

Objectives:

- Gaza:
 - to repair an estimated 1,000 shelters damaged as

- a result of military operations or natural disasters to provide rental subsidies to an estimated 2,000 families whose homes have been damaged or destroyed
- to provide transitional shelter solutions for up to 350 refugee families living in makeshift shelters
- to purchase non-food items for up to 50,000 persons as contingency stocks in case of emergency

- West Bank:
 - to rehabilitate, reconstruct and repair up to 200 hazardous camp shelters

Activities:

Gaza

UNRWA will meet emergency shelter needs in Gaza and assist those made homeless or whose homes were damaged as a result of IDF military operations or non-conflict related crises. The Agency proposes to provide transitional support to displaced families and a basic package of relief items and cash assistance for minor repairs, as follows:

i. Shelter repairs and rehabilitation

UNRWA is seeking funds to repair up to 1,000 refugee homes damaged as a result of military operations or natural disasters, based on field office estimates of possible damages during 2010. The cost of repair will be determined following a survey conducted by Agency engineers and payments will be authorized on the basis of assessments by engineers and social workers. Payments will take the form of direct cash grants or contracts with local construction companies, depending on the extent of damage. Grants will normally be provided for damages costing less than US \$5,000. In cases where UNRWA works with third party contractors, the Agency's emergency procurement procedures will be applied and repairs will be implemented under the technical supervision of Agency engineers who will verify satisfactory completion.

ii. Relocation fees

Provision is made to cover relocation fees for an estimated 2,000 refugee families, mainly those whose homes were destroyed prior to Operation Cast Lead, and who do not have alternative accommodation available. Relocation fees will average US \$150 per month and will be awarded on the basis of assessments by UNRWA engineers and social workers.

iii. Transitional shelter

With the rental market saturated and UNRWA unable to rebuild permanent shelters until access restrictions are lifted, the Agency is seeking funds to build temporary shelters for up to 350 homeless refugee families using environmentally sound Compressed Earth Block (CEB) technology and locally available materials. Temporary shelters will provide a roof for displaced families living in makeshift shelters or tents until such a time as access conditions allow for reconstruction to take place. This approach has been agreed amongst organizations working in the shelter sector in Gaza. ILO will provide continuing and specialized training programmes on

CEB technology for UNRWA supervisors and regular specialized skills improvement programmes for local workers, as needed.

iv. Replenishment of non-food items



Two school-girls carrying branches for shelter through a neighbourhood in Gaza that saw much destruction during Operation Cast Lead. (J.C. Tordai)

Provision is made to replace NFI stocks drawn down as a result of Operation Cast Lead and to ensure that UNRWA has pre-positioned supplies in place in case of future emergencies. The range of items required includes mattresses, blankets, kitchen and family hygiene kits and water tanks. In line with scenarios developed as part of inter-agency contingency planning processes in Gaza, UNRWA is seeking NFI supplies for up to 50,000 persons.

West Bank

UNRWA engineers and social workers in the West Bank have identified 1,000 shelters inside refugee camps which do not meet minimum standards of safety and dignity. These include homes that are overcrowded, unhygienic, dilapidated, damp, dark and hazardous. Due to the protracted crisis, residents lack the resources required for repair and rehabilitation.

UNRWA is seeking funds to rehabilitate and reconstruct 200 of the most hazardous shelters inside refugee camps.

Shelters will be selected on the basis of the shelter vulnerability matrix that the Agency has developed in partnership with ECHO. It is envisaged that the scope of intervention will include minor and major repairs, as well as complete reconstruction or expansion and extension, with the average cost per shelter estimated at around US\$5,000. Assistance will take the form of direct cash grants provided in up to three instalments, or through contracts with local construction companies, depending on the extent of damage. In both cases, works will be supervised according to UNRWA specifications and standards, and where possible, labour and materials will be provided under the JCP programme.

Impact:

Transitional shelter, shelter repair and rehabilitation activities will ensure safe, dignified and adequate standards of temporary housing for refugee families whose homes have been damaged or destroyed during the protract crisis and others living in hazardous conditions.

In Gaza, NFI support will help meet the needs of the displaced – refugees and non-refugees – during crisis situations

Budget:

	Gaza Strip	West Bank	Total
Operating costs	7,000,000	1,180,395	8,180,395
Administrative costs (11%)	770,000	129,843	899,843
TOTAL	\$7,770,000	\$1,310,238	\$9,080,238

Response plans

Operations Support Officers

Aim: to reinforce the delivery of UNRWA’s regular and emergency services in a context of continuing crisis in the oPt

Objectives:

- To improve delivery of UNRWA services to refugees through:
 - Systematic monitoring of changing humanitarian conditions and issues affecting the general welfare of the population of the oPt;
 - Provision of logistical support and facilitation of access to aid convoys;
- To safeguard the neutrality and integrity of UNRWA’s programmes and installations;
- To monitor issues affecting the human dignity, safety, welfare and basic rights of Palestine refugees and other persons of concern to UNRWA, with a view to protecting and promoting these rights

Activities:

Teams of international Operations Support Officers (OSOs) and national assistants will circulate through the Gaza Strip and West Bank on a regular and systematic basis to monitor rapidly changing humanitarian conditions and report on problems affecting the general welfare of the population. This will enable UNRWA to

respond in a timely and effective manner to acute or emerging needs and alleviate any undue suffering. Through regular consultations with beneficiaries and staff and monitoring of access to services – including both from UNRWA and other service providers – OSOs will identify where additional support is needed or where essential resources are running scarce. Issues of concern, including related to service and protection needs, will be identified for follow up by UNRWA programme staff.

OSOs will work closely with other service providers, including OCHA, on joint monitoring and data gathering on key indicators, in an effort to improve the effectiveness of the Agency’s humanitarian response and that of the broader aid community. This includes issues related to the access of Agency personnel, vehicles and supplies into, out of, and within the oPt.

In the West Bank, where internal access restrictions persist, OSOs will continue to facilitate the passage of Agency staff, vehicles and goods, across checkpoints, including into East Jerusalem.

OSOs will play a vital role in preserving the integrity of UNRWA’s programmes and enhancing refugee protection. In 2010, there will be an enhanced focus on protection in the Gaza Strip, through the addition of a protection officer to the OSO team. Such capacity



An Operations Support Officer assisting refugees pass through an agricultural Barrier-gate in Biddu, West Bank. (Isabel de la Cruz)

already exists within the OSO programme in the West Bank field.

Through regular inspection of Agency assets and installations, OSOs will assess any damages sustained as a consequence of hostilities and ensure that these assets are being used only as intended. UNRWA's mandate and the necessity of neutrality will be communicated through ongoing interaction with refugee communities and Israeli and Palestinian authorities. When required, OSOs will intervene with the authorities to safeguard the privileges and immunities which the Agency enjoys under international law.

In the event of acute emergencies, OSOs will support the Agency's emergency response teams, coordinating the provision of support and assistance to affected families, in close coordination with other actors.

Impact:

This intervention will assist UNRWA in responding effectively to rapidly changing humanitarian conditions in the Gaza Strip and West Bank. It will enable the Agency to prevent disruptions to its humanitarian services and improve the efficiency and effectiveness of its humanitarian assistance and protection roles. It will facilitate the Agency's response to operational challenges whilst providing visible reassurances to refugees that UNRWA remains a source of strength and stability. In addition, it will allow UNRWA to safeguard the neutrality and integrity of its installations.

This intervention is fully funded until August 2010. To ensure the continuity of activities, the funding pattern of this programme runs from September to August rather than the standard calendar year.

Budget:

	Gaza Strip	West Bank	Total
Operating costs	1,730,300	1,814,513	3,544,813
Administrative costs (11%)	190,333	199,596	389,929
TOTAL	\$1,920,633	\$2,014,109	\$3,934,742

Response plans

Coordination and Management

Aim: to strengthen UNRWA's capacity to deliver emergency operations, including improved coordination, management and monitoring as well as contingency planning and emergency preparedness

Objectives:

- To reinforce planning, management and the monitoring and evaluation of emergency activities through dedicated resources at field and HQ levels
- To ensure consistency of approach in planning and implementation of emergency programmes in Gaza and the West Bank, in accordance with broader Agency strategies and goals
- To maintain effective coordination with other humanitarian actors across a range of activities, including planning, assessment of needs and monitoring of conditions

Activities:

Additional resources are required at field and HQ levels to strengthen UNRWA's emergency operations at each stage of the programme cycle, including the functions

of needs assessment and situation analysis, programme planning and design, implementation, monitoring and reporting. This will ensure that services are delivered in accordance with assessed needs and appropriate standards and timelines.

Within these parameters, the scope of activities will include:

- The recruitment and retention of the field staff necessary to cope with increased workload generated by the implementation of large scale emergency and early recovery programmes;
- The procurement of goods and contracting of services necessary to support ongoing and planned operations;
- The contracting of essential infrastructure works, distribution and office facilities, to facilitate the delivery of emergency and early recovery services to refugees throughout the oPt;
- The maintenance of an emergency programme coordination function at HQ and field levels, and other HQ functions in support of emergency operations (one international lawyer and one external relations officer);
- Continued monitoring and reporting on the socio-economic conditions of refugees in the oPt, through analysis of special data sets provided by the Palestinian Central Bureau of Statistics;
- Support to Humanitarian Country Team structures and related cluster and sector working groups.

This component of the appeal was introduced in 2006 and most activities are currently funded until June 2010. To ensure the continuity of the operation of these elements of the programmes, the funding pattern of this programme runs from July – June rather than the calendar year.

Impact:

Resources for capacity and coordination components of this appeal will ensure that UNRWA is able to meet the high demand for emergency programme services effectively in accordance with established criteria.



A mobile health team in Umm al Kher, West Bank. (J.C. Tordai)

Budget:

	Gaza Strip	West Bank	HQ	Total
Operating costs	7,900,000	1,711,700	615,000	10,226,700
Administrative costs (11%)	869,000	188,300	67,640	1,124,940
TOTAL	\$8,769,000	\$1,900,000	\$682,640	\$11,351,640

Coordination, monitoring and reporting

UNRWA continues to participate actively in inter-agency mechanisms for the planning, delivery, monitoring and coordination of humanitarian assistance and the analysis of needs in the oPt. During 2009, the Agency played a central role in responding to humanitarian needs arising from *Operation Cast Lead* in Gaza and worked closely with partner agencies in the West Bank in the face of continued water shortages and protection concerns, particularly in East Jerusalem and Area C. UNRWA also provided full support to humanitarian clusters/sectors and to joint advocacy efforts promoted by the inter-agency Advocacy Working Group.

As part of the planning process for the 2010 Consolidated Appeal, UNRWA participated in all relevant clusters/sectors and acted as chair/co-chair for the cash for work / cash assistance, shelter and food assistance sectors.²⁹ Activities included in this appeal are reproduced in the 2010 CAP for the oPt.

In 2010, UNRWA will continue to support inter-agency coordination and monitoring tools and related efforts to improve monitoring of qualitative and quantitative data on key indicators and emerging humanitarian trends. The Agency will conduct further analysis of the macro-economic impacts of the current crisis, using national accounts, poverty and unemployment data collected by the PCBS.

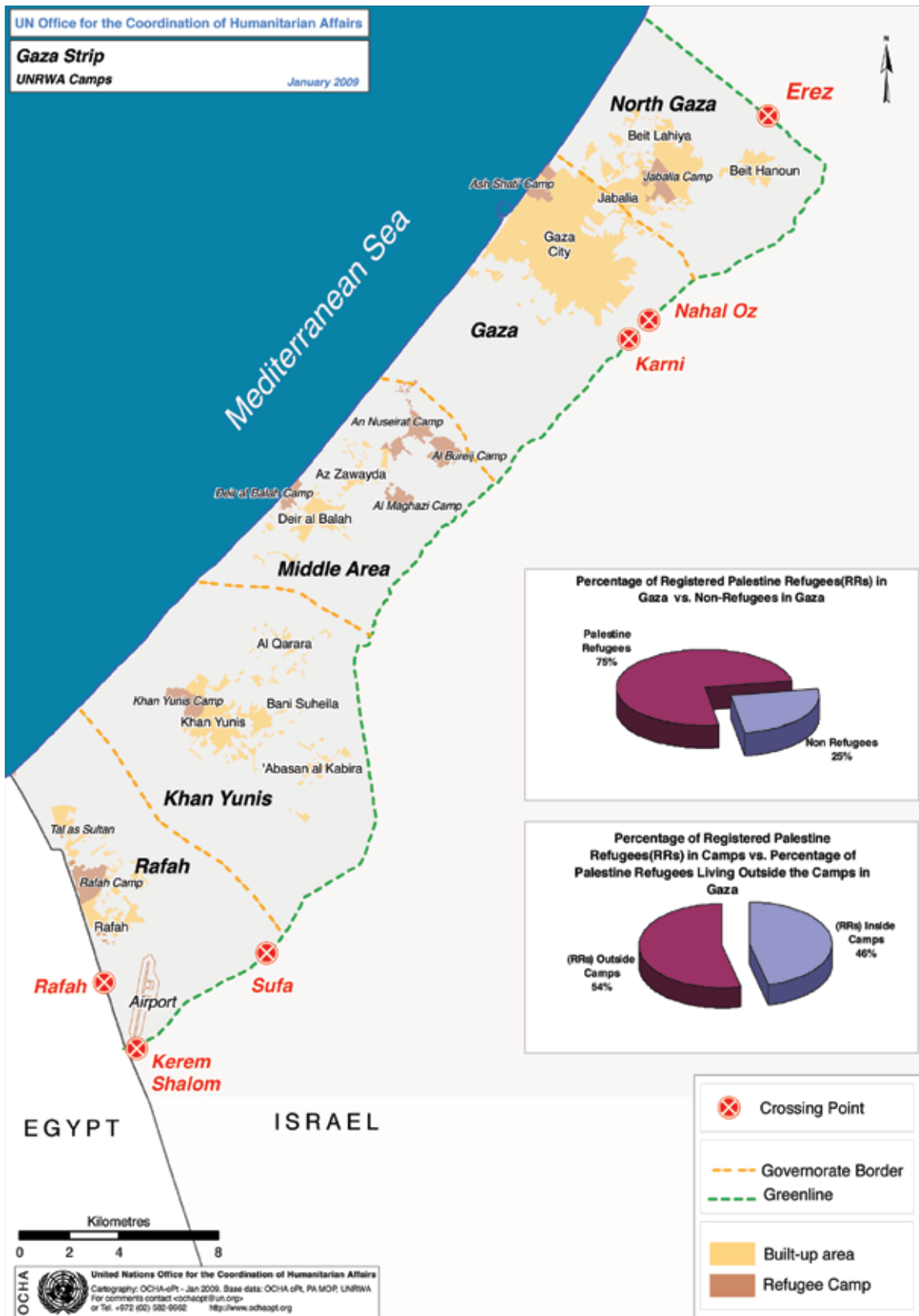
UNRWA will provide six monthly progress reports on implementation of activities under this appeal, alongside tailored reporting to donors based on bilateral agreements. Reports on activities will also be prepared for the CAP mid- and end-year reviews.

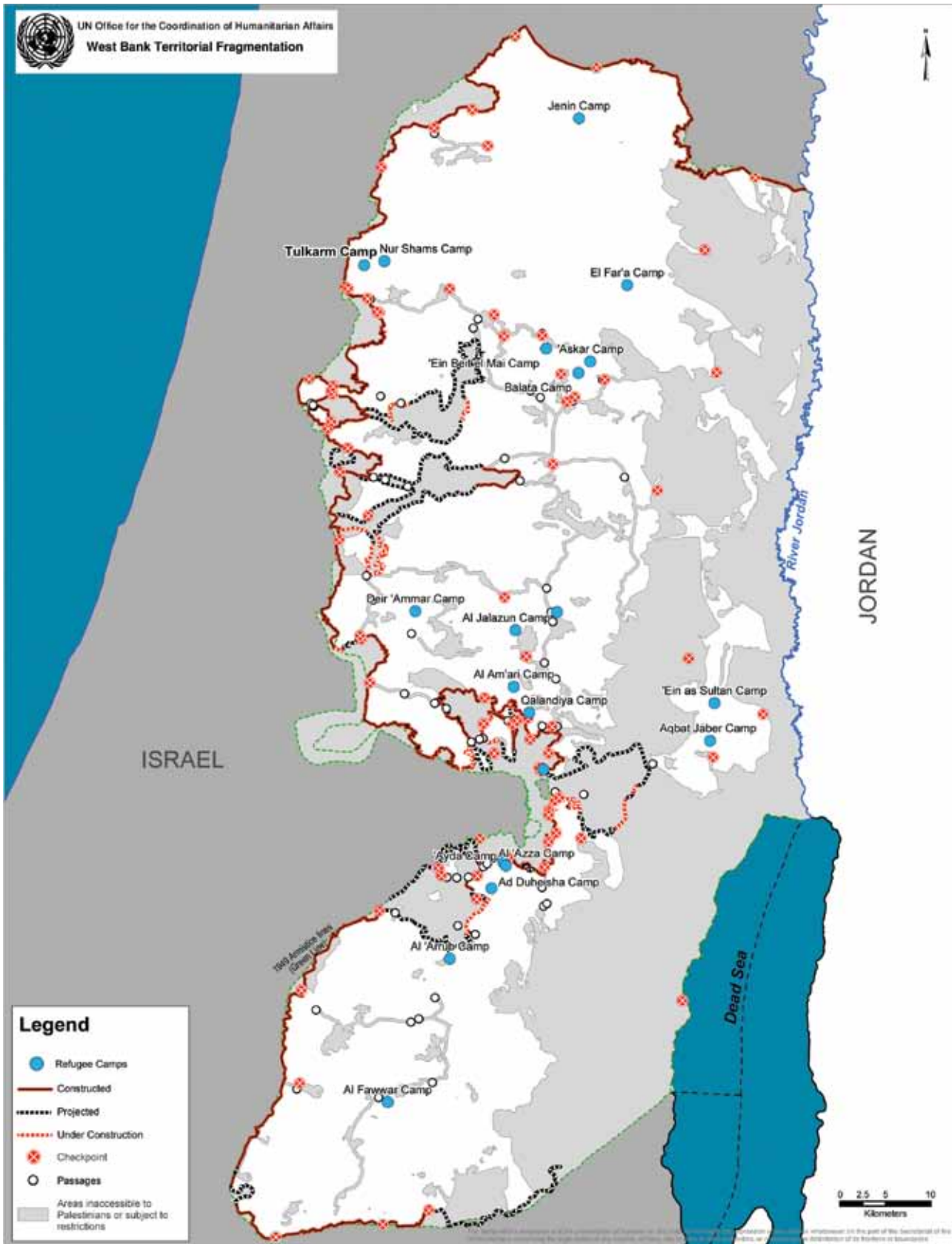
²⁹ UNRWA's co-chairing of the shelter and food assistance sectors was in Gaza only.

Emergency Appeal 2010 Budget Summary

	Gaza Strip	West Bank	UNRWA HQ	Total
Job Creation Programme	57,337,050	48,139,348	0	105,476,398
Cash Assistance	61,605,000	3,748,026	0	65,353,026
Food Assistance	86,857,500	6,265,025	0	93,122,525
Education	8,305,000	0	0	8,305,000
Health	2,220,000	5,564,841	0	7,784,841
Environmental Health	1,509,600	792,569	0	2,302,169
Community Mental Health	3,303,360	1,943,721	0	5,247,081
Support to CBOs	9,990,000	0	0	9,990,000
Protection	0	1,371,712	0	1,371,712
Temporary Shelter and Shelter Repair	7,770,000	1,310,238	0	9,080,238
Operations Support Officers	1,920,633	2,014,109	0	3,934,742
Coordination and Management	8,769,000	1,900,000	682,640	11,351,640
TOTAL	\$249,587,143	\$73,049,589	\$682,640	\$323,319,372

Maps







Food distribution, Jabalia, Gaza. (J.C. Tordai)