

## ANNEX III

### ACTION FICHE FOR THE OCCUPIED PALESTINIAN TERRITORY

#### 1. DESCRIPTION OF THE OPERATION

Beneficiaries:	Palestine refugees in Jordan, Lebanon, Syria, the West Bank and the Gaza Strip
Implementing Organisation:	United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)
Operation title:	UNRWA: Contribution to the 2009 Regular Budget
Amount	EUR 66 million
Implementing Method	Project approach – joint management with an international organisation (FAFA)

#### 2. CONTEXT AND DESCRIPTION OF THE OPERATION

##### 2.1. Context of the Operation

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) provides education, health, relief and social services, microfinance, housing and infrastructural support to approximately 4.6 million registered Palestine refugees in Jordan, Lebanon, the Syrian Arab Republic, the West Bank and the Gaza Strip. Established by the UN in 1949 to carry out direct relief and works programmes for Palestine refugees, the Agency began operations in 1950. In the absence of a solution to the Palestine refugee problem, the General Assembly has repeatedly renewed UNRWA's mandate, most recently until 30 June 2011<sup>2</sup>.

The Operation will address priority needs of the refugees through support to UNRWA education, health, relief and social services delivery. Implementation of the Operation will be the responsibility of UNRWA, being the Agency mandated with the provision of public services in the refugee camps.

The Operation will also support the streamlining process of the Agency's administrative and financial management. The on-going Organisation Development (OD) process is a key element aiming at increasing effectiveness and efficiency of

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<sup>2</sup> The General Assembly is responsible for renewing the UNRWA's mandate every three years; 2011 is the next year the mandate will be up for renewal.

the delivery of essential services within the refugee camps. It is expected to have a positive effect on the general outcome of the Operation.

UNRWA has more than 27,000 staff posts and an estimated budget of USD 606.2 million for 2009, out of which USD 548.6 million is foreseen for the Regular Budget. This does not include funding for emergency appeals, organisational development or specific projects (like Nahr El-Bared)<sup>3</sup>.

The last few years have witnessed growing concern among the refugee community and in the region over the decline in UNRWA services. Successive funding shortages and subsequent austerity measures and cost reductions have prevented programmes from expanding in tandem with the growth in the refugee population. This has led to the reduction of ongoing programme activities and precluded certain actions which normally would be part of UNRWA's regular programme of work. It also had a direct impact on the increased class size in UNRWA schools, rising patient/staff ratios in the health services, and higher caseloads for social workers dealing with the poorest refugees.

The ability of the Agency to provide its services is entirely dependent on sufficient voluntary contributions made available annually. The European Commission, with an intended contribution of EUR 66 million per year until 2010, is assisting UNRWA to secure the necessary financial resources to operate on a sustainable and cost-effective basis and safeguard the quality and level of services provided to the refugees.

Over the past five years, the EC has contributed EUR 320 million to UNRWA's Regular Budget. Additionally in 2008, EUR 1 million was provided to support the Agency's Organisational Development (OD)<sup>4</sup> and EUR 9 million were allocated to the Special Hardship Cases programme<sup>5</sup>. Other EC financial support to UNRWA is provided through ECHO-funded humanitarian operations and other ad hoc contributions.

### **3. RATIONALE OF THE INTERVENTION**

Continued EC support to UNRWA is an essential element of the EU strategy for the Middle-East Peace Process. One of the key elements of this strategy is to confirm the EC commitment to keep a close watch on the refugee issue, including during final status negotiations.

The proposed EC-funded operation directly addresses the problems associated with service provision in the refugee camps. The regular programmes financed under the General Fund include UNRWA's education programme, health programme, and relief and social services programme.

The present grant agreement takes into consideration the support UNRWA is receiving from the international community, including EU Member States (EU MS

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<sup>3</sup> The total funding needs of UNRWA for 2008 amount to USD 1,213 million, out of which USD 542 million were allocated to the Regular Fund.

<sup>4</sup> The current special measure includes also a EUR 1 million contribution for Organisational Development

<sup>5</sup> Out of which EUR 5 million from Food Security are under current decision procedure.

provide around 30% of the contributions to UNRWA's Regular Budget). An added element of consideration is the increased burden on the Agency imposed by the ongoing crisis in the oPt, the demographic growth rate of the refugee population, and cost increases due to the higher operational charges related to the movement and access restrictions imposed by Israeli authorities.

### 3.1. Overall objectives

The overall objective of the Operation is to provide support to the education, health, relief and social services programmes of the UNRWA. The Operation will also support the streamlining process of the Agency's administrative and financial management, with a view to increasing effectiveness and efficiency of the delivery of essential services within the refugee camps.

### 3.2. Specific objectives

**Education programme:** to provide, within the framework of the curricula prescribed by the host countries and by the Palestinian Authority, general basic education, teacher education and vocational and technical education for Palestine refugees to enhance their educational opportunities at all levels of the educational system.

**Health programme:** to protect, preserve and promote the health of the registered Palestine refugees by providing access to comprehensive, quality basic health services.

**Relief and social services programme:** to provide a social safety net for Palestine refugees most affected by poverty promotes the self-reliance of less advantaged members of the refugee community, especially women, children, youth and persons with disabilities.

### 3.3. Expected results

The main result of the Operation is the sustained delivery of essential public services to Palestine refugees.

### 3.4. Activities

The main programmes operated by UNRWA include the following activities:

#### 3.4.1. Education Programme

Education services are currently provided through 684 UNRWA elementary, preparatory and secondary schools<sup>6</sup> and eight vocational training centres (in Jordan, Syria, Lebanon, the West Bank and the Gaza strip) staffed by more than 18,500 teachers and attended by over 480,000 pupils.

In the occupied Palestinian territory the education system as a whole has been severely disrupted by the armed conflict, curfews, closures and access problems

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<sup>6</sup> Secondary schools in Lebanon only.

since the Intifada. Since 2000, a total of 121 pupils have been killed and 1,532 injured, some of them while in class. Working conditions for teachers have deteriorated, which has an impact in the staff morale and the difficulty to recruit and retain competent staff.

The needs in this sector are high: education facilities in many areas are overcrowded and under-equipped. Double shifting in 77% of UNRWA schools, rented schools in poor conditions and the lack of recreational facilities severely limits the education possibilities for refugee children. An immediate priority of the Agency is to reduce pupil-teacher ratios and class occupancy rates, at least to national levels; improve the amount and the quality of the facilities by investing in new schools, repairing old ones; and slowly phase out rented schools and double shifting.

Other objectives of the Agency in this area include:

- improving access to quality education and learning opportunities, by matching host authority curricula through the introduction of new subject areas and disciplines, such as Information and Communications Technology and foreign languages (English and French);
- strengthening support for children with special needs, through the establishment of Special Educational Needs Support Centres in each field and expanding the school-based learning support programme; and
- improving and optimising the provision for technical and vocational education training (TVET), which currently trains almost 6,000 refugees. In order to maximise the refugees' opportunities to enter the labour market, a TVET Research and Development Unit is being established to enhance curriculum and staff development, and to strengthen links with business communities.

#### 3.4.2. *Health Programme*

UNRWA's health programme is community-based, with the emphasis placed on primary health care and with a very selective use of hospital services. Primary care is provided through UNRWA's own 134 facilities, serving approximately 9 million patient visits per year. Secondary care is provided through contractual arrangements with governmental or non-governmental hospitals or through partial reimbursement of the costs of treatment. Two thirds of the refugee population consist of women of reproductive age and children below 15 years of age, thus making maternal and child health, including family planning services, a priority area.

The quality of service delivery is affected by the excessive workloads borne by Agency staff (e.g. Agency-wide average of 110 consultations per doctor per day). UNRWA is currently reinforcing the staffing of the existing facilities, establishing new ones and renovating and updating existing facilities and medical equipment.

Water, sanitation and environmental conditions are poor, particularly in Gaza, the West Bank and Lebanon. For this reason, the Agency is working to improve the environmental conditions in the camps in coordination with local authorities and with special emphasis on wastewater disposal and solid waste management.

Refugees face the threat of resurging and newly emerging infectious diseases; increased morbidity and mortality from non-communicable diseases; mental and psychological problems; and high prevalence of micronutrient deficiencies. This is leading the Agency to introduce new programmes (mental health, psychosocial counselling) as well as putting in place an active intervention strategy for surveillance, prevention, early detection and management of these diseases in an effort to avoid the high cost of treating their complications/disabling effects at the secondary/tertiary care levels.

### *3.4.3. Relief and Social Services*

The Agency provides eligible refugees with a range of services including food support, shelter rehabilitation, and selective cash assistance for Special Hardship Cases (SHCs). Approximately 255,000 persons are currently benefiting from the cyclical assistance under this Special Hardship Case programme. This assistance is primarily directed to families headed by women, families without a male adult medically fit to earn an income and to the elderly who can not support themselves.

Moreover, community support services encourages self-reliance in the refugee community through poverty alleviation schemes, and community-based, locally-managed institutions and services concerned with women and development, the rehabilitation and integration of refugees with disabilities, children and youth activities and leadership training. One of these services, the Microcredit Community Support Programme, provides small loans to over 5,000 refugees through group guaranteed lending and individual loan programmes.

## **4. DURATION AND LOCATION OF THE OPERATION**

### **4.1. Duration of the operation**

The overall Operation has an implementation period of 12 months.

### **4.2. Location of the operation**

The Operation will be implemented in all areas of operation, i.e. in Jordan, Lebanon, Syria, the West Bank and the Gaza Strip.

## **5. IMPLEMENTATION ISSUES**

### **5.1. Implementation method**

The programme will be implemented through joint management through the signature of contribution agreement with UNRWA and within the framework of the EC-UN Financial and Administrative Framework Agreement (FAFA).

### **5.2. Procurement and grant award procedures**

For agreements with international organisations, all contracts implementing the action must be awarded and implemented in accordance with the procedures and

standard documents laid down and published by the international organisation concerned.

## 6. GENERAL MONITORING OF UNRWA PERFORMANCE

A Joint Annual Performance Review of main UNRWA operations will be conducted during the course of the Operation. The review will be based on a predefined set of result-based indicators and targets, as well as milestones identified for implementing the Organisation Development process within UNRWA.

It is expected that during the course of this Operation, UNRWA will have developed the necessary capacities and structures in order to prepare technical documentation for the review. Should this not be the case, the cost of the review will not be supported by the present contribution to the Operation. The EC may use external consultants to undertake monitoring visits in order to prepare technical documentation for the review. UNRWA will facilitate the work of such consultants. The external expertise will be directly contracted by the Commission.

The set of selected key result-based indicators given below should not be interpreted as if UNRWA would not need other indicators to monitor the performance of its Programmes. The set has been developed as a basis for the Joint Annual Performance Reviews between UNRWA and the EC (and possibly other donors). The reviews should not be confined to a mechanical interpretation of the indicators. They should be done in the framework of a policy dialogue, taking into account the influence of prospective internal and external factors.

These indicators will be revised during the 2008 External Review of UNRWA's programmes and a new set of updated targets will be annexed to the final contribution agreement.

Type/periodicity	Indicator	Baseline/targets
<b>Health</b>		
Impact/ medium-term	1. Infant mortality rate	03: 22.5 06-07: 22 08-09: 20 10-11: 18
Result/annual	2. Percentage of pregnant women who register during the 1st trimester	05: 57.5% 06-07: 70% 08-09: 75% 10-11: 80%
Result/annual	3. Percentage of newly detected cases managed for non-communicable diseases	05: 8% 06-07: 22% 08-09: 23% 10-11: 25%
Output/annual	4. Average daily medical consultations per doctor	05: 110 06-07: 90

		08-09: 80 10-11: 70
<b>Education</b>		
Impact/medium-term	5. Educational achievement trends (new indicator to be measured by UNRWA Monitoring Achievement Test)	To be measured by DoE
Output/annual	7. Percentage of schools operating in a double-shift (to be replaced by contact time per pupil)	05-06: 77% 06-07: 75% 08-09: 70% 10-11: 65%
Result/annual	8. Pass rate of students in the national exams in Lebanon (preparatory school)	04: 53% 06-07: 60% 08-09: 70% 10-11: 80%
Result/annual	9. Percentage of VTC graduates in employment 12 months after graduation	05: 78% 06-07: 80% 08-09: 85% 10-11: 90%
<b>Relief and Social Services</b>		
Result/annual	10. Special Hardship Case families' satisfaction with the quantity of current part-food basket (new indicator)	05: 51% 06-07: 70% 08-09: 80% 10-11: 90%
Impact/medium-term	11. Percentage of refugees below the abject poverty line (food consumption poverty line) (new indicator)	To be measured by RSSP for 2008
Output/annual	12. Number of refugees benefiting from the services of the Community Based Organizations (W: women, D: persons with disabilities, Y: children and youth, to be added by RSSP: SHCs)	(in thousands) 04-05: 11W, 10D, 50Y 06-07: 15W, 25D, 50Y 08-09: 18W, 35D, 75Y
<b>Housing and Camp Improvement</b>		
Output/annual	13. Percentage of SHCs, whose shelters are in need of rehabilitation, which have benefited from rehabilitated, extended or reconstructed shelters	05: 3.4 % 06-07 : 10% 08-09: 20% 10-11: 30%
<b>Microfinance and Micro-enterprise</b>		
Output/annual	14. Percentage of loans given to clients who do not have a business licence	06-07: 80% 08-09: 80% 10-11: 80%

Similarly to the result-based indicators, the selection of the process indicators and the targets set to them should be reviewed, and if necessary revised, during the joint reviews. The suggested key milestones are presented in the below table (they cover the period 2008-2009 which will be covered by the second review).

## 2008

No	Target	Process indicator
10	Q4 2007	<b>AdCom briefed on preparation process of Medium-Term Strategy (MTS) for 2010-2015, including on draft UNRWA indicators</b>
11	Q2 2008	<b>Completion of the Monitoring &amp; Evaluation Frameworks</b> as main M& E tools.
12	Q1 2008	<b>Launch of the social safety net strategy and eligibility criteria reform</b> Pilot completed, launch of the new “needs based” system in at least one Field.
13	Q1 2008	<b>Completion of recruitment of Research and Policy Officers for each Programme and Support Officers for each Field.</b>
14	<i>New target set for 2009</i>	<b>Data systems and statistical capacity</b> for M&E of programmes and projects in place.
15	Q2 2008	<b>Consolidated UNRWA Monitoring Learning Achievement Test</b> piloted by the end of school year.
16	Q2 2008	<b>Completion of the PCM Operational Handbook</b> , the core of PCM methodology and tools.
17	Q2 2008	<b>PCM competencies built Agency-wide:</b> training started, PCM tools being adopted Agency-wide.
18	<i>New target set for 2009</i>	<b>Draft MTS for 2010-2015 finalised and approved internally</b> , incl. priorities and indicators.
19	Q3 2008	<b>2<sup>nd</sup> joint review of Programme performance</b> Adjustment of targets/indicators. Forward planning.
20	Q4 2008	<b>Completion of the social safety net strategy and eligibility criteria reform.</b> Launched in all Fields.

## 2009

No	Target	Process indicator
21	<b>Q2 2009</b>	<b>Baseline set up retroactively for assessing the impact of the OD process</b> at the end of the OD period.
22	<b>Q2 2009</b>	<b>Final MTS for 2010-2015 completed</b> , after consultations with AdCom and including final set of UNRWA indicators.



23	<b>Q2 2009</b>	<b>2010-11 biennium budget prepared</b> based on a Strategy, Agency-wide, by Programme and by Field, and application of PCM and other achievements of OD.
24	<b>Q2 2009</b>	<b>2008 Annual Report of the ComGen to include elements of the newly developed MTS</b> , including UNRWA performance and OD indicators. Indicators subject to quality control.
25	<b>Q2 2009</b>	<b>Monitoring Learning Achievement Test:</b> full baseline study is carried out in all Fields by the end of the 2008-2009 school year.
26	<b>Q3 2009</b>	<b>The new poverty based approach of the SHC programme is in effective use</b> in all five Fields, after data collection has been completed in WB, SAR and Lebanon.
27	<b>Q3 2009</b>	<b>Centralised M&amp;E function or unit is set up</b> based on UN or other best practice.
28	<b>Q3 2009</b>	<b>3<sup>rd</sup> joint review of Programme performance</b> based on either an UNRWA self-assessment or a wrap-up external review.
29	<b>Q4 2009</b>	<b>Assessment of OD impact</b> against the baseline set up earlier.
30	<b>Q4 2009</b>	<b>Assessment of whether LogFrames were developed for all new projects and programmes in 2009</b> to measure whether PCM tools have been adopted Agency-wide.
31		<i>A process indicator to measure whether the OD function is sustained from 2009 onwards: a sufficient number of OD related posts included in the UN Regular Budget or their financing secured in another way</i>