

Action Document for EU Trust Fund to be used for the decisions of the Operational Board

1. IDENTIFICATION

Title/Number	Maintaining the resilience of Palestine refugees from Syria in Jordan and Lebanon	
Total cost	Total estimated cost: EUR 15,000,000 Total amount drawn from the Trust Fund : EUR 15,000,000	
Aid method / Method of implementation	Project approach - Indirect management with UNRWA	
DAC-code	112, 11220, 43010, 16050	Sectors: Basic Education, Primary Education, Multisector aid (cash assistance) and Multisector aid for basic social services (protection)

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The **main objective** of the intervention is to strengthen the resilience of Palestine refugees from Syria (PRS) affected by the crisis and who have fled to Jordan and Lebanon by providing: equitable and inclusive access to quality basic education and enhanced protection in addition to extending unconditional cash assistance in Lebanon; emergency cash assistance to cope with shocks or address urgent protection needs in Jordan.

An overview of specific objectives, results and potential activities is presented below, targeting both Jordan and Lebanon.

2.2. Context

2.2.1. Country context, if applicable

The ongoing conflict in Syria has forced thousands of **Palestine refugees to flee temporarily to Jordan** in search of safety and protection. As of end of March 2016 the total population of Palestine refugees from Syria (PRS) in Jordan is close to 16,400 individuals (52% female and 48% male) and is expected to increase to 17,000 by the end of 2016. Just fewer than 50% of PRS are children and 10% are aged over 50. Female-headed households make up around 31% of families. The majority of PRS are living in the host community, mainly around the urban centres of Amman, Irbid and Zarqa governorates. PRS are a highly marginalised group in

Jordan, and while their situation is similar in many respects to other refugees from Syria, their vulnerability is compounded by the Government of Jordan's policy of non-admission since 2013. This policy places PRS at constant risk of refoulement, severely limits their access to employment and services (including education and health), and restricts their mobility.

Most PRS struggle with limited income and livelihoods opportunities. **Palestinian refugees from Syria do not receive assistance from other UN agencies (such as UNHCR and WFP), apart from UNRWA and face restrictions in accessing employment.** Gender-specific vulnerabilities are also identified within the PRS community in Jordan, with a very high proportion of female-headed households having no earners. Consequently, the vast majority of PRS families in Jordan are fully reliant on UNRWA to meet their essential needs. With nowhere else to turn, the funding shortfall for UNRWA's emergency operation in Jordan has significant human consequences for PRS.

The protracted nature of the Syria conflict is expected to result in further deterioration in the vulnerability of PRS, particularly as many families begin to exhaust their coping mechanisms (such as savings they brought from Syria) and funding opportunities for humanitarian relief become increasingly limited. Jordanian policies towards PRS are becoming ever more restrictive, placing further pressure on refugees.

UNRWA continues to be a critical life-line to **Palestine refugees from Syria arriving in Lebanon** where they constitute one of the most vulnerable population groupings in the country. Approximately 41,500 Palestine refugees from Syria (PRS) are currently registered with UNRWA in Lebanon and are particularly vulnerable given the limited social protection services available to Palestine refugees – particularly those who are not registered in the country and those facing challenges extending their legal stay in Lebanon. PRS in Lebanon face a highly marginalized existence and increasing vulnerability: 90 per cent are poor, compared to two-thirds of PRL, and one in ten live in extreme poverty, with youth disproportionately affected¹.

Conditions have deteriorated substantially amongst PRS over the past 12 months, with 95 per cent of the population assessed to be food insecure, up from 90 per cent in 2014. Refugees have extremely limited access to formal employment in Lebanon. The scarcity of livelihood opportunities for PRS as well as their extreme reliance on debt, charity and humanitarian support has resulted in many PRS families being unable to meet their basic needs in Lebanon. Anecdotal evidence suggests that PRS are also at high risk to seek onward movement, due to the dire situation they currently face in Lebanon. PRS financial instability has also shown to augment associated protection risks such as exploitation, abuse, and negative coping mechanisms, including child labour and child marriage.² As the crisis continues and traditional coping strategies are exhausted, PRS find themselves increasingly reliant on UNRWA support and in need of humanitarian aid in a large range of areas, including protection, emergency cash, emergency education, housing and winter clothing, non-food items, health care, psycho-social support, and environmental health.

With respect to cash assistance provided so far, between February 2014 and June 2015, UNRWA had been distributing monthly cash assistance to vulnerable PRS families to cover food (USD 27 per person as per the regional WFP Food Basket amount) and housing (USD100 per family) costs. A new monthly cash assistance of USD 100 per month per family

¹ Preliminary findings: *Socio-Economic Survey of Palestine refugees in Lebanon*, UNRWA-American University of Beirut 2015.

² Protection Brief – Palestine Refugees Living in Lebanon, UNRWA, April 2016

will be distributed from March to June 2016, to cover basic needs including housing. This action aims to support continued cash assistance to the most vulnerable PRS to cover these basic needs.

Within this context, and even under normal circumstances, UNRWA in Lebanon struggles to meet the needs of a refugee population with limited rights and severely curtailed access to public services and job opportunities. In the absence of access to public services and infrastructure, UNRWA is responsible for coordinating the provision of education, health, relief and social services and the delivery of infrastructure within each of the twelve camps in Lebanon. The arrival of additional refugees from Syria substantially increases the burden on both Palestinian host communities and UNRWA's already stretched services. With no immediate end in sight to the crisis in Syria, it is likely that PRS in Lebanon will continue to remain for the medium future, and therefore the proposed intervention remains flexible in its approach and addresses urgent needs while taking into consideration the longer-term presence of PRS.

2.2.2 Sector context: policies and challenges

In Jordan, Palestinians from Syria are a highly marginalized group with limited income and livelihood opportunities and UNRWA's priority is to ensure that the essential needs of PRS are met and to prevent PRS from falling into extreme vulnerability and turning to negative coping mechanisms, including radicalization and fleeing the region by perilous means. UNRWA strategy in Jordan is designed to meet the most essential needs through three key components: cash assistance, education and health. Cash assistance is targeted at the most vulnerable refugees, while essential health and education services are available to all Palestine refugee families. In order to maximize efficiency, the emergency response is now being mainstreamed into regular programming – where possible harmonizing assistance to Palestine refugees from Syria with assistance to other Palestine refugees in Jordan.

In Lebanon, Palestine refugees are at the heart of multiple fault lines: inter-Lebanese, inter-Palestinian and inter-Arab. Palestine refugees in Lebanon have lived through periods of both tolerance and hostility and have endured severe restrictions on their rights. The particularly challenging conditions they face are made more difficult by the burden of hosting displaced Palestine refugees from Syria, and could potentially result in further radicalization, instability and insecurity in Lebanon and the region at a critical time. Within this context, continued support to UNRWA programmes is vital to maintain continuity of services and the wellbeing of deeply vulnerable and conflict-affected Palestine refugees. In this context, support provided must and does fall within the frame of the Lebanon Crisis Response Plan 2015-2016 of the Government of Lebanon, where the specific vulnerabilities and needs of Palestine refugees from Syria are well articulated and UNRWA is identified as the key actor in the provision of services and support.

2.3. Lessons learnt

At operational level and since the onset of the conflict in Syria, UNRWA has provided a coherent, coordinated and reinforced aid response to the Syrian crisis affecting Palestine refugees on a regional scale, responding both to the needs of PRS inside Syria, Lebanon, and Jordan, as well as of the communities hosting the refugees. In Lebanon and Jordan, most PRS are concentrated in and around Palestine refugee camps and urban areas where other actors have very little presence.

In the specific context of Lebanon, and in addition to the EU's longstanding support to UNRWA, additional packages of support have been provided including three Actions under the EU response to the Syria crisis in Lebanon, being in the field of emergency education, shelter and improved living conditions.

ENPI/201 2/323-981	Improvement in the living conditions of Palestine Refugees from Syria in Lebanon	January 2013 - June 2014	€1,033,888
ENPI/201 3/324-199	Emergency education and shelter assistance to Palestine refugee from Syria in Lebanon	March 2013 - August 2014	€5,000,000
ENPI/201 3/328-494	Emergency education for Palestine Refugees from Syria	October 2013 - June 2015	€3,000,000

A recent evaluation³ of these actions has shown that despite the sudden and sizable influx of PRS to Lebanon, UNRWA has been very successfully in the integration of addition Palestine Refugees from Syria (PRS) into its services, so as to limit overt socio-economic differentiation and marginalisation from PRL. Notably in the education sector, this has resulted in a decreased potential for conflict around the issues of equal treatment and reduced levels of psychosocial stress for PRS students, parents and the wider community.

Further lessons learned in the Lebanese context, and within the wider framework of longer-term support to UNRWA, include the need to clearly define programme and project priorities across sectors of UNRWA operations, as well as the need to further deepen UNRWA's coordination with NGO actors providing support, and enhancing UNRWA's role as a coordinator and regulator thereof.⁴ Support under this Action Document should take into consideration wider lessons learned and recommendations of both evaluation reports recently conducted in Lebanon.

UNRWA has also reviewed its approach to cash disbursement and concluded that a standard unconditional transfer of cash assistance to the most vulnerable refugees eligible for cash assistance is a much more effective approach to meeting basic needs and more efficient in terms of management, compared to segregating its cash disbursement into different portfolios (food, shelter, winterization). The newly established unconditional cash assistance both in Jordan and Lebanon is designed to meet a range of needs, including food and non-food items, rental and heating costs and foresees folding the cash amounts for food, shelter and winterisation into one contribution to be disbursed on a quarterly basis to be received by those assessed as vulnerable. Funding foreseen under this Action document will support this new approach.

³ "Evaluation of 14 contracts under the EU response to the consequences for Lebanon of the Syrian crisis" Draft Report, ENI/2014/353776/1

⁴ Mid-term Evaluation of Decision ENPI/2012/023399 Final Draft Evaluation Report (EU Delegation Lebanon)

2.4. Complementary actions

This action runs alongside a long-standing partnership of support to UNRWA in the delivery of basic social services and protection to Palestine Refugees across the region. Support in building resilience and targeting PRS under this Action Document is also built upon previous actions supported by the EU.

In Lebanon, the EU has primarily made possible emergency education programme in Lebanon, most recently under the project Emergency education for Palestine refugees from Syria in Lebanon (ENPI/2014/351-221), a continuation of two previous EU interventions. Future packages support to UNRWA in Lebanon are foreseen comprising as estimated EUR 5 million for the rehabilitation of the Nahr El Bared Camp and shelter rehabilitation under the Instrument for contributing to Security and Peace (IcSP) NBC, in addition to EUR 5 million under the AAP 2016 for Lebanon focusing on basic education and vocational training. The latter support package and the complementary Action presented herein, have been carefully coordinated and calibrated together with the EU Delegation and UNRWA in Lebanon.

In Jordan, the EU is currently supporting emergency cash assistance and basic education under the project ‘Preserving the resilience and mitigating the vulnerability of Palestine refugees from Syria (PRS) in Jordan’ (ENI/2014/315-617). This project and the proposed intervention will be mutually reinforcing and complementary. In particular, only the cash assistance component will be foreseen for further funding to leverage the impact on the refugee population which is single handed by UNRWA and therefore not receiving assistance from other implementing actors. Other components of the ongoing EU project, and in particular education, which contribution is already considerably smaller, are not considered for further assistance for the time being to maximise the cash assistance impact.

2.5. Donor co-ordination

At operational level, complementarity is ensured by UNRWA through several coordination mechanisms. The Agency’s overarching response is covered in the UNRWA Syria Regional Crisis Emergency Appeal which is produced annually,⁵ with Annual Operational Report (AOR), and which seeks to streamline the Agency’s response to the crisis internally.

At a higher level, these actions are taken within the framework of UNRWA’s Medium Term Strategy 2016-2021 and related relevant Strategic Plans for Lebanon and Jordan, which all ensure these actions are complementary.

Externally, the Agency also actively takes part on two coordination mechanisms: the Regional Refugee Resilience Plan (3RP) which covers operations in Lebanon and Jordan,⁶ and the Syria Response Plan, which covers the whole of Syria.

UNRWA is also an active member of the UN Country Team in Syria and contributing to the development of the 2016-2017 Strategic Framework for Syria, which will enhance complementarity between the actions of all development actors, as well as a stronger link between humanitarian and resilience-focused actions. There are several fora in which the Agency engages in donor coordination: in consultative meetings regarding programme

⁵ <http://www.unrwa.org/resources/emergency-appeals/syria-regional-crisis-emergency-appeal-2015>.
<http://www.unrwa.org/resources/emergency-appeals/2016-syria-emergency-appeal>

⁶ Due to sensitivities with the Government of Jordan regarding the presence of PRS in the Kingdom, UNRWA is not part of the Jordan Response Plan, and consequently not explicitly in the Jordan chapter of the 3RP.

strategies, the Advisory Committee held twice a year, as well as regular high level and technical donor meetings at country levels to update donors.

UNRWA has a specific mandate and role in ensuring the humanitarian and protection needs of Palestine refugees are met. The Agency however works to strengthen its service provision, and to contribute to needs beyond those of Palestine refugees, by sharing its experience and expertise by working with sister UN agencies, the host countries, INGOs and other organisations where possible.

This action will harness these existing relationships, and engage with existing and emerging NGO coordination structures. It will also work to ensure that support to the PRS are integrated within the UNRWA's Syria Response Plan fits within the framework of UNHCR's 3RP Regional Strategic Overview. Regular communications and communications with donors will be carried out by the donor relations and projects office in Jordan and Lebanon. Regular meetings are held at both strategic and technical levels to ensure consistent sharing of information on project implementation and needs.

3. DETAILED DESCRIPTION

3.1. Objectives

The **Overall Objective** of the programme to strengthen the resilience of Palestine refugees from Syria (PRS) affected by the crisis and who have fled to the Jordan and Lebanon.

The **Specific Objectives** are:

SO1: To contribute to reducing the vulnerability of PRS in Jordan

SO2: To ensure access to quality, equitable and inclusive education services, including quality basic education and professional training in Lebanon, to PRS children in Lebanon;

SO3: To improve the capacity of PRS in Lebanon to address their basic needs.

3.2. Expected results and main activities

Under Specific Objective 1

Result 1: PRS in Jordan supported with their essential needs

Targeted beneficiaries: Estimated 12,500 Palestine refugees from Syria in Jordan (approximately 2,700 families) representing 76% of the total PRS refugees in Jordan (approx. 16,400).

UNRWA will continue providing cash assistance to meet essential needs of circa 12,490 individuals (approximately 2,715 families) representing 76% of the PRS population in Jordan (PRS/J) who are categorized as vulnerable and extremely vulnerable, noting that the difference between their vulnerability levels is relatively minimal. Cash assistance offers beneficiaries dignity and flexibility, and has operational benefits like cost-effectiveness. Regular cash assistance has been distributed to the vulnerable PRS (those who struggles to meet their basic needs relying on aid/debt, and demonstrate socio-economic vulnerability) and

the extremely vulnerable PRS (those who do not meet their basic needs and combine multiple-dimensions of vulnerability that impair self-reliance fall into poverty line).

UNRWA has reviewed its approach to cash disbursement and concluded that a standard unconditional transfer of cash assistance to the most vulnerable refugees eligible for cash assistance is a much more effective approach to meeting basic needs and more efficient in terms of management compared to segregate its cash disbursement into different portfolios (food, shelter, winterization). The newly established unconditional cash assistance supported by this Action document is designed to meet a range of needs, including food and non-food items, rental and heating costs, and foresees folding the cash amounts for food, shelter and winterisation into one contribution to be disbursed on a quarterly basis to be received by those assessed as vulnerable.

It is worth noting that UNRWA has completed an “accelerated verification exercise” in April 2016 covering all 16,400 PRS in terms of their socio-economic and protection status. Co-funded by the European Union, the findings of this assessment will support UNRWA in enhancing its cash assistance scheme to ensure that it reaches the most vulnerable of the PRS. The findings of the assessment, that will be available during June 2016, will enable the Agency to take informative decisions related to the PRS population in Jordan in relation to 1) education (school drop-outs, child marriage, abuse, child labour, lack of documents); 2) age ranges and the female/single elderly headed household; 3) protection (detention, confiscation of documents, inability to obtain birth certificates, early marriage, child trafficking); 4) health conditions; and 5) shelters and households.

As mentioned above, the unconditional cash scheme incorporates the regular payments/categories made of mainly three components: Cash for food/NFI (40\$/PRS/month), Cash for rent (25\$/PRS/month), Cash for winterization (340\$/PRS family/season with an average of 85\$/PRS/season). In some cases, which will be identified through the ongoing assessment, some families will receive additional amounts that will be determined on case-by-case basis. Examples include families with adolescent female children, families with school dropout children, female headed families, etc. The additional amounts will be covered from the emergency cash funds.

All payments are transferred directly to the beneficiaries' heads of family through the established ATM card system. The cash will be directly deposited into the bank accounts and that will enable the head of the family to use the ATM card and withdraw the entire amount that is reflected by the number of family members. This ATM modality provides additional benefits associated with financial accountability and security. The risks associated with the distribution of cash are mitigated by bank cash transfer modality. The assistance database is reviewed on a monthly basis to ensure that all information pertaining to the status of the needs of beneficiaries remains accurate and up to date. Beneficiaries are identified in the database through their unique ledger/ file number. Once a family has received their cash, regardless of the outlet, this is recorded in the emergency module of the database. This is to avoid duplication of payments.

Under this proposed action, UNRWA will meet the cash needs for approx. 2,715 families (12,490 PRS individuals) over the period of 3 to 4 months contributing to the 2016 Appeal.

In 2015, UNRWA faced some shortfalls in meeting all the PRS need for cash assistance in Jordan:

Programme Interventions	Amount as per 2015 Appeal	Allocation Jordan	Percentage
Cash Assistance	<i>required</i>	\$12,894,276	57%
	<i>received</i>	\$5,566,311	43%
	<i>difference</i>	(\$7,327,965.25)	100%

In 2016, the Appeal for cash assistance to PRS in Jordan amounts to \$ 14,477,691 and the current funding available to UNRWA covers the needs until June 2016.

Result 2: PRS community in Jordan provided with enhanced protection assistance.

Targeted beneficiaries: The entire 16,400 PRS will benefit from UNRWA protection services over the period of 12 months. Estimated 200 individuals / cases over the period of 12 months will receive a one-off cash contribution to absorb a major shock.

The lack of protection space for PRS in Jordan is a significant challenge and defines the operating context for all of UNRWA’s interventions in the country. In Jordan there is a policy of non-admission for PRS officially announced in 2013, which prevents Palestinians from Syria from entering Jordan. It also compounds the vulnerability of those PRS already in the country, forcing them to live in great uncertainty with a constant risk of refoulement, lack of access to employment and services, and restricted mobility.

In addition to refoulement and other protection risks related to lack of legal status (such as the denationalization and refoulement of PRS who hold Jordanian documents), PRS in Jordan face a number of other protection concerns. In particular, sexual and gender based violence (SGBV) – including forced and early marriage, domestic violence (physical assault, psychological abuse, denial of resources, opportunities, or services) and rape, sexual abuse and/or exploitation – is prevalent. In the overwhelming majority of cases reported to UNRWA, the perpetrators of violence are family members, suggesting troubling intra-household dynamics that may be exacerbated by the distress associated with displacement.

Despite the challenging operating environment, UNRWA has a strong track record of successfully identifying, and intervening on, protection cases among Palestine refugees from Syria. UNRWA’s success in this regard is attributable to a team of dedicated Protection Officers and Social Workers who work at the household-level to respond to, and prevent, protection issues faced by PRS families.

Also, considering the vulnerability of the PRS community, the coping capacity of many families is likely to be very weak when faced with a major shock. A crisis, such as an eviction for example, can force PRS families who are already living in precarious circumstances to adopt negative coping mechanisms and push them into extreme vulnerability. To support the resilience of PRS families, UNRWA has incorporated an emergency cash grant intervention into its relief programme for PRS. This assistance is designed as a “buffer” to protect PRS families who experience a major shock with financial implications, by assisting them to absorb the shock and in turn prevent further deterioration in their vulnerability.

Complementing the unconditional cash delivered to all PRS families, through this Action UNRWA will deliver emergency cash grants to crisis-affected PRS families, to assist them to absorb a major shock, such as an eviction, absence of the breadwinner, protection concerns, income loss or severe lack of basic needs, protect their resilience, and prevent further deterioration in their vulnerability situation. Unlike the regular unconditional cash assistance, all PRS residing in Jordan (total of 16,400 PRS individuals) are eligible for the emergency cash.

Emergency cash grants will be predominantly “one-off”, however, drawing on lessons learned in 2014 and 2015 UNRWA is also planning to make provisions for recurrent (but time-bound) grants to address ongoing financial needs specifically related to protection incidents – such as the cost of specialized psychosocial support, or legal follow up – that cannot necessarily be effectively met with one-off assistance.

The level of assistance will be determined based on the specific circumstances of the family and the financial requirement to address the shock experienced. Based on previous experience, it is anticipated that the average entitlement will be approximately EUR 370 /family (approximately JOD 310/family). Emergency cash grants will be delivered in-person as physical cash, due to the time critical nature of the needs.

Below, examples of cases that is eligible to receive the Emergency cash criteria:

- Destroyed houses due to fire, weather conditions, theft.
- Documentation: Renewal of IDs, issuance of passports, Civil Registration, translation of documents that would allow children to go to school, possible court cost, etc.
- Death: Sometimes it is the head of the household or supporter in the family who suddenly dies, and that would incur expenses for the burial/other expenses.
- GBV victim seeking shelter/ someone forcibly recruited or trafficked.
- Evictions: Once there is an official notification of eviction from the landlord.

UNRWA’s frontline staff communicates directly with the concerned PRS to ensure that the emergency cash is used for its cause, in addition to the site visit, the social workers do assess the cost and collect bills and documentations that prove the case.

Protection Social Workers track protection incidents and conduct case management where possible, referring affected PRS to UNRWA services, such as health centres, or to specialized services outside the Agency, such as legal aid. Protection Social Workers are also a key support in the delivery and monitoring of emergency cash grants (described above), identifying and referring families who have experienced a major crisis. Some examples where emergency cash is provided to specific families / individuals include, but not limited to, renewal of IDs, issuance of passports, Civil Registration, translation of documents that would allow children to go to school, possible court cost, death and burial expenses, proved evictions from rented shelters, support of GBV victims seeking shelter, concern of potential trafficking, etc.

It is proposed that under this action cash assistance and protection services for PRS will be supported through the funding of Protection officers, Protection Social Workers and Emergency Social Workers. It is expected that support under this action will also contribute to effective tracking and case management of protection incidents affecting PRS.

In addition to the above, the project will also ensure the Emergency Coordination Unit remains in place to assess the humanitarian and protection needs of PRS and develop new systems and approaches to effectively respond to these needs. The support will help the unit continues its support to the growing PRS population in Jordan at the field level and with front-line staff on the ground in all 4 areas of operation. This unit serves to strengthen the field office's humanitarian capacity by identifying needs for surge capacity at the front line, overseeing the implementation of response plans, incorporating minimum standards into programming and service delivery and supporting the roll-out of Agency-wide tools and systems to improve the overall efficiency of the response.

The activities proposed in this part of the action will be implemented under the relief and protection components of UNRWA's Syria crisis response in Jordan. Furthermore, the project will ensure that assessment, monitoring and evaluation of PRS livelihood and protection needs is carried out through an emergency coordination unit that ensures relating the PRS emergency response to UNRWA's basic social service provision while at the same time overseeing special humanitarian and protection interventions for PRS.

Under Specific Objective 2

Result 3. PRS children in Lebanon provided with quality, equitable and inclusive education services and integrated into UNRWA education system

Targeted beneficiaries: Estimated 5,500 PRS students for two scholastic year (2016-2017 and 2017-2018)

By appropriately integrating around 5,500 PRS students into classes with approximately 32,000 children of Palestinian refugees already in Lebanon (PRL), UNRWA aims to ensure quality, equitable education for Palestine refugee children from Syria, providing them with the opportunity to continue their education despite their displacement. The required additional teaching and support staff has so far been made possible primarily through the bilateral ENPI envelop until (until February 2016). As a proposed continuation of that support, this intervention aims to inter alia ensure: all PRS students have access to the 67 UNRWA schools in Lebanon from September 2016 to September 2018 covering two scholastic years. Approximately 5,500 PRS and PRL students will take part in recreational activities to support their psychosocial wellbeing and improve school retention; health awareness increases amongst students and their parents; and out of school children are identified and supported to return to education. The following activities will be part of the action:

1.1 Sustaining basic education services for PRS school-aged children through continued employment of all additional staff for the provision of educational services to PRS to track and hopefully help reduce the rate of dropouts and school leavers, as well as providing adequate stationary and school materials and transport.

1.2 Improving retention, preventing drop-out through recreational and life skills activities, essential basic psychosocial support services and subject matter support.

1.3 Reaching out-of school children through a successful and creative enrolment campaign targeting parents and the community at large through interactive/participatory activities and focus groups with the support of camp-based NGO's. In addition, and in complementarity with the bilateral ENPI envelop, Technical and Vocational Education and Training (TVET)

scholarships for PRS students may also be considered and granted at UNRWA and Lebanese Vocational Education and Training (VET) institutions in order to provide PRS youth who are not in school with additional opportunities.

1.4 Ensuring Health and Safety in Schools despite an increased case load of students through support to the Health Education programme to tackle common diseases through targeted awareness sessions carried out by health education tutors, regular check-ups of students and rehabilitation of spaces, ensuring communicable diseases remain under control and vulnerability of children is reduced. The action may also provide based on needs, small-scale support in the area of water, hygiene and health at the wider community level.

1.5 Mainstreaming protection through the support of a protection mainstreaming officer tasked with integration of protection in the design, development, implementation and monitoring of UNRWA's service delivery programmes such as Education to ensure adequate mainstreaming of protection objectives.

Under Specific Objective 3

Result 4. PRS provided with financial assistance to meet essential basic needs during the time of their displacement.

Targeted beneficiaries: Estimated 19,000 vulnerable PRS families

In 2016, cash assistance will remain the most critical form of UNRWA support to Palestine refugees from Syria in Lebanon, helping them to meet a part of their essential basic needs in a cost-effective manner that provides flexibility and the dignity of choice. Based on a survey conducted jointly in 2015 by UNRWA and the American University of Beirut, UNRWA estimates that almost all of the PRS in Lebanon require humanitarian support, which will primarily be provided in the form of cash grants designed to meet a range of needs, including food, relief items and shelter. With humanitarian needs growing and UNRWA cash assistance for shelter being suspended in July 2015 due to unavailability of funds, PRS have had to resort to other negative coping mechanisms such as sending their children to work to ensure their most urgent needs are met.

In 2016, UNRWA has introduced multi-purpose cash support designed to cover basic needs in addition to food. The multi-purpose cash grant is designed to cover a range of basic needs, including shelter and non-food items, whilst affording beneficiaries more choice in determination of these needs. UNRWA will target an estimated 40,000 PRS with this assistance, with eligibility determined through vulnerability assessments and ongoing needs assessed through post distribution surveys, a population headcount and regular monitoring of the beneficiary population. The base value of the basic assistance cash grant is USD 100 per household per month. UNRWA has established a rigorous and strictly-managed system for distributing cash assistance, through ATM cards.

The proposed action will enable UNRWA to cover approximately 19,000 crediting to vulnerable PRS families. The frequency of these distributions would be monthly with announcements pertaining to the availability of funding made every 4 months. A set of Standard Operating Procedures are in place for the crediting of ATM cards that ensures to protect beneficiaries from potential abuses, guard against fraud and allow for the timely

distribution of cash assistance. Post distribution monitoring conducted monthly and evaluation of the intervention.

3.3. Risks and assumptions

The capacity to achieve the above-mentioned outcomes and undertake the activities of the proposed action, is based on the following risks and assumptions:

Risks and Assumptions	Mitigating Measures Considered
<p>Political</p> <p>R: Changes in the situation in Syria, cause a larger than expected influx of refugees from Syria to Lebanon and Jordan.</p> <p>A: Number of PRS does not increase dramatically</p>	<p>UNRWA will continue to liaise with its regional field office and monitor developments and PRS movements, as the conflict in Syria continues.</p> <p>In addition to the monitoring of the overall security situation in each Field, UNRWA will endeavour, through its dedicated security teams in each Field, to keep abreast of any emerging political developments and potential security threats at a local level to mitigate their impact to avoid potential delay in the implementation and to ensure that these are taken into account in future contingency plans.</p>
<p>R: Deterioration of the political context and security situation does not allow the smooth implementation of the project</p> <p>A: Channels of communication with relevant authorities remain open. UNRWA is able to operate without physical, political or security constraints and the Jordanian and Lebanese government provides continued support to UNRWA operations;</p>	<p>In the event of conflict, UNRWA will continue to operate in areas where security procedures allow, or set up new structures to enable the ongoing support, as well as negotiate for humanitarian access with the relevant authorities.</p> <p>UNRWA engages continuously at all levels with issues raised by the community in order to minimise closure of installations and disruption of operations.</p>
<p>Programmatic</p> <p>R: Feelings of frustration and hopelessness among the PRS and the Palestine refugee community.</p> <p>A: Indirect beneficiaries and the wider PRL community continue to host and welcome PRS; protection situation for Palestine refugees does not deteriorate further</p>	<p>Potential community frustration from within the camp is dealt with by community participation and on-going dialogue with stakeholders through communications officers in the field and the Public Information Office. This is procedural, and performed pre-emptively so as to avoid any eruptions of frustration.</p> <p>UNRWA engages continuously at all levels</p>

<p>R: Markets destabilise and price of goods and food rise</p> <p>A: Commodities will be readily available in areas where Palestine refugees from Syria are living, and markets remain stable.</p>	<p>with issues raised by the community in order to minimise closure of installations and disruption of operations.</p>
<p>A: School facilities remain sufficient to cope with the PRS student numbers; sufficient qualified & specialized teachers are identified by UNRWA to implement the action</p> <p>A: PRS students register with UNRWA educational facilities</p> <p>A: Collaboration of the MEHE to allow PRS to sit for exams</p> <p>A: The current Lebanese curriculum will not change significantly throughout the project period</p>	<p>UNRWA will constantly monitor the number of persons present and accessing the Agency's services, as well as general market trends when possible fluctuations can occur.</p> <p>The project builds on established structures and networks within each field of operation. The risks associated with delivering Education in volatile environments has been mitigated by UNRWA, in cooperation with other UN sister agencies, through the development of effective risk averse structures and mechanisms to help ensure the continued provision of services to Palestine refugees.</p>
<p>Operational</p>	<p>As mentioned above, UNRWA will endeavor, through its dedicated security teams in each Field, to keep abreast of any emerging security threats at a local level to mitigate their impact to avoid potential delay in the implementation and to ensure that these are taken into account in future contingency plans. In the event of conflict, UNRWA will continue to operate in areas where security procedures allow, or set up new structures to enable the ongoing support, as well as negotiate for humanitarian access with the relevant authorities.</p>
<p>R: Deterioration of the security situation does not allow the smooth implementation of the project</p> <p>A: UNRWA is able to operate without physical, political or security constraints and the Jordanian and Lebanese government provides continued support to UNRWAs operations;</p>	<p>UNRWA's Infrastructure & Camp Improvement Programme and Legal Office in Lebanon have experience in dealing with the entry of material into camps. For school rehabilitation); the risk will be mitigated through continuous dialogue with the Lebanese Army, the Lebanese-Palestinian Dialogue Committee, and relevant municipalities.</p>
<p>R: UNRWA offices in the camps and Lebanon Field Office are subject to closure or limited</p>	
<p>A: Channels of communication with relevant authorities remain open. UNRWA is able to operate without physical, political or security constraints and the Jordanian and Lebanese government provides continued support to UNRWAs operations;</p>	

3.4 Cross-cutting issues

Protection: A Rights-Based Approach should be employed across all actions, whereby the specific protection concerns of PRS in Lebanon and Jordan are mainstreamed. In Lebanon in particular, PRS face substantial challenges in maintaining their legal stay, which has substantial impact on their enjoyment of their right to freedom of movement, and their ability to access services, thus leading to increased vulnerability to abuse. The proposed action aims to mitigate against protection concerns of PRS in both the school environment as well as the wider PRL and PRS community.

Gender: Gender will be mainstreamed throughout the project's life-cycle, integrating a gender sensitive approach to beneficiaries, but also all vis-à-vis other actors and stakeholders implicated in the implementation of the action. As part of the education component in Lebanon, the proposed action will target PRS girls and boys, taking into account the differing needs and responses each require, whilst ensuring equal access to inclusive education. UNRWA will maintain disaggregated data on all education interventions and considers gender needs (for example, higher drop out amongst boys, the link between early marriage and drop-out in girls) in the design of the interventions. The Action will prevent/mitigate negative effects through ongoing needs assessments, analysis and correction of assistance to consider particular vulnerabilities and/or gender-specific needs when applicable.

Environment & Health: Approximately half of Palestine refugees from Syria live inside the 12 camps in Lebanon which are already subject to overcrowding, deteriorating environmental health conditions and where health services are already under severe strain. Their particular vulnerability and exposure to risk factors inevitably enhances the possibility of the transmission of communicable diseases with children most at risk. Tackling common diseases through targeted awareness sessions and regular check-ups will ensure that these continue to remain under control and vulnerability to them reduced.

UNRWA Lebanon Field Office is currently developing a new Environmental Health Strategy. This will complement activities undertaken under this project to achieve the greatest impact for the environment of the camp and surrounding areas.

Disability: This action aims to incorporate the views of persons with disabilities and to integrate the needed responses in order to respect their interests, in all activities, and as much as possible. In the case of Lebanon, UNRWA will make efforts to mainstream children with disabilities into its education programmes.

3.5 Stakeholders

In Jordan and Lebanon, the implementation of activities will be undertaken in close collaboration with the following main stakeholders:

- UNRWA – implementing agency, responsible for the coordination and monitoring of all activities, including regular and timely upward reporting, as well as representation and liaison to all key stakeholders nationally and regionally.
- Government and state security actors as well as informal governance structures within UNRWA refugee camp settings – responsible for monitoring and ensuring a stable and secure security environment for Palestine refugees, UNRWA, and its staff.
- Direct (PRS) and indirect beneficiaries, including the wider Palestinian community – as end-recipients of the proposed action.

- Education sector actors in Lebanon - UNRWA will liaise closely with stakeholders also active in the education sector, aligning with the Reaching All Children with Education (RACE, and soon to be finalised RACE II) Plan, in the context of the Lebanon Crisis Response Plan (LCRP). The RACE executive committee is chaired by the Ministry of Education and Higher Education (MEHE) and comprises UN representatives and the donor community, including the EU.
- Cash sector actors - UNRWA will liaise closely with stakeholders active in the basic assistance and cash distribution sector, aligning sector priorities as framed within the in the context of the Lebanon Crisis Response Plan (LCRP) as well as in Jordan.
- Local and international NGO actors, and other UN Agencies, also operating in the same sectors and/or geographic areas of intervention in Lebanon and Jordan, notably targeting PRS – close coordination by UNRWA.
- The EU Delegation in Lebanon and Jordan and the EUTF Board and Management – key stakeholders and donors to the action, and partners in the implementation, monitoring, communication and visibility of the action. Close coordination with other donors providing support to UNRWA will be ensured through local donor coordination mechanisms.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

In order to implement this action, , it is not foreseen to conclude a financing agreement with partner countries, as referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described above will be carried out is 36 months from adoption of this Action Document by the Operational Board. Extension of the implementation period may be agreed by the Manager which will be communicated immediately to the Operational Board. The latest date for implementation is 15 December 2019, the end of the legal duration of the EUTF.

4.3. Implementation components and modules

This action will be implemented through indirect management with UNRWA in accordance with Article (58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation is justified in view of the specific mandate of UNRWA to provide assistance and protection to Palestine refugees. UNRWA will collaborate with key stakeholders and relevant national partners in specific technical areas.

The costs incurred by the entrusted entity may be recognised eligible as of 1st of July 2016. This is required as education activities will commence with the academic year in early September 2016, but preparatory and outreach activities as well as the procurement of education supplies and school materials will take place during summer months of July and August 2016.

4.4. Indicative budget

The estimated costs required to achieve the stated objectives are as follows, including support costs such as support staff, administrative costs, transport and operational costs, communications and visibility.

Indicative budget*	Budget in EUR
Indirect management with UNRWA	15,000,000
Total	15,000,000

**The costs of Evaluation and audit and Communication and visibility will be included in the project budget and/or contracted separately via service contract(s).*

4.5 Performance monitoring

Performance internal monitoring of the project will be closely executed by UNRWA.

Monitoring shall also be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field & liaison officers posted within the EU Delegations. Specific Performance monitoring of the project will be closely executed by UNRWA.

In addition, the EU Trust Fund is planning to launch an independent M&E exercise to accompany all Fund programmes and ensure that targets are met and lessons learnt can be incorporated into other EUTF actions. The purpose of the Madad EUTF Monitoring and Evaluation Framework would be to assess, across various levels, the degree to which the Overall Objective of the Trust Fund has been achieved.

The Madad Trust Fund M&E Framework will assess the effective delivery of programmes, contribute to improved project design, and develop a knowledge base of 'what works' to allow for continuous improvement of aid delivery. Above all and in the spirit of the Agenda for Change, the Madad Trust Fund M&E Framework aims to ensure upward and downward accountability and transparency of EU support towards the Madad Trust Fund Board and end beneficiaries, respectively.

4.6 Evaluation and audit

The Trust Fund and actions financed by it are subject to the monitoring and evaluation rules applicable to EU external programmes, in order to ensure the respect of the principles of economy, efficiency and effectiveness, as per Article 13 of the Agreement Establishing the Madad Trust Fund.

The financial transactions and financial statements shall be subject to the internal and external auditing procedures laid down in UNRWA's financial regulations, rules and directives. As necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of audit plans conducted by the European Commission. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

If necessary, the European Commission may conduct a verification of the action in accordance with the verification clause of the UN-EU Financial and Administrative Framework Agreement (FAFA).

4.7 Communication and visibility

While communication and visibility of the EU is a legal obligation for all external actions funded by the EU, to date the visibility of the EU's support to the Syrian crisis, in particular in neighbouring countries affected by the crisis, has been insufficient. The public perception is that the EU is not addressing the Syrian crisis, when in fact it is the largest donor. The lack of visibility to the EU's actions weakens the EU's political traction in the region and its standing in Europe.

Therefore, communication and visibility is an important part of all EUTF programmes factored into the implementation to underline its importance at all stages of the planning and implementation of the Programme.

All visibility actions by EUTF implementing partners outside areas of conflict should be stepped up, except where such visibility may put children at risk due to security concerns. Each implementer will have to draw up a comprehensive visibility and communication plan for their respective target country/community and submit a copy for approval to the EUTF and EUD. The related costs will be covered by the budgets of the contract as part of the project.

The Communication and Visibility Manual for European Union External Action and/or other agreed joint visibility guidelines shall be used. All visual and audio outputs (*e.g.* spots, short films, video, interview, pictures, etc.) should be shared and used by the European Commission / the EUTF free from copyrights and limitations. Media related events will be carried out in partnership with EUTF and EUD in line with the EU Trust Fund guidelines.

The EU has a longstanding engagement with the UNRWA across the region and over the past three years, several innovative campaigns have proven successful in showcasing this partnership between the EU and UNRWA, both for the beneficiary community and for the European public (example: My Voice My School). UNRWA has also extensively engaged with the EU and has built strong expertise in developing comprehensive regional visibility plans to highlight core EU support to UNRWA among Palestine refugees, local and regional media and the European public and media. UNRWA's efforts and readiness to increase visibility for EU's support in the context of the Syria crisis has been commended at the highest level in the EU. EU visibility will continue to centre on appropriate, creative and communicative campaigns in line with EU visibility guidelines and in close coordination with the EUTF and EU Delegations in the target countries. This will ensure the EU is recognized internationally, but also amongst the community, for the generous support the Agency receives. In Lebanon and Jordan specifically, visibility activities will be designed to target the PRS, the Palestine refugee population, local and national institutions, the NGO community, local communities in Jordan and Lebanon, as well as the wider donor community.