

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

1. IDENTIFICATION

Title/Number	EU Support for Strengthening the Resilience of Palestine Refugees from Syria, in Jordan and Lebanon	
Total cost	Total estimated cost: EUR 15,000,000 Lebanon: EUR 13,000,000 Jordan: EUR 2,000,000 Total amount drawn from the Trust Fund: EUR 15,000,000	
Duration	12 months	
Country	Lebanon and Jordan	
Locations	Lebanon: Palestine Refugee Camps and gatherings – (Main focus areas: Saida, Bekaa, Beirut district, North district, Tyre) Jordan: mainly around the urban centers of Amman, Irbid and Zarqa governorates	
Indicative implementing partner(s)	United Nations Relief and Work Agency for Palestine Refugees in the Near East (UNRWA)	
Main Stakeholders	<ul style="list-style-type: none"> – Palestine refugees from Syria in Lebanon and Jordan – Government and state security actors as well as informal governance structures within UNRWA refugee camp settings – Education and Health sector actors in Lebanon including the Lebanese Ministry of Education and Higher Education (MEHE) – Cash sector actors in Lebanon and Jordan – Local and international NGO actors, and other UN Agencies and other organizations providing services to Palestine refugees from Syria 	
Aid method / Method of implementation	Indirect management – Delegation Agreement with UNRWA	
DAC-code	11220,11320, 43010, 16050 12220, 72010	Sectors: Basic Education, Primary and Secondary Education, Health sector, Multisector aid (cash assistance) and Multisector aid for basic social services

Objectives	<p><u>The Overall Objective of the proposed Action is to strengthen the resilience of Palestine refugees from Syria (PRS) affected by the crisis and who have escaped to Jordan and Lebanon.</u></p> <p><u>The specific objectives are:</u></p> <ul style="list-style-type: none"> – to support Palestine refugees in Lebanon and Jordan meeting their essential life-saving needs and coping with sudden crises, through increased resilience – to provide a protective framework for PRS and help mitigate their vulnerability.
Main Activities	<p><u>Main activities in Lebanon include:</u> Access to and quality of education and health services for PRS; Multipurpose Cash Assistance;</p> <p><u>Main activities in Jordan include:</u> Multipurpose Cash Assistance; Cash transfer for strengthening the resilience of PRS</p>

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

Palestine refugees face particular challenges amongst those affected by the Syria crisis, by being exposed to the severe consequences of displacement twice, reflected into greater uncertainties in terms of obtaining a legal status, access to property and accessing employment opportunities. Palestine refugees are one of the communities worst affected by the conflict with 95% of them in need of sustained humanitarian assistance. They rely on UNRWA to provide life-saving aid including food, water, shelter and medical assistance. Before the war there were around 560,000 Palestine refugees in Syria. Over 120,000 Palestine Refugees from Syria (PRS) have fled the country. Currently there are around 34,500 in Lebanon and approximately 17,800 in Jordan. UNRWA is the largest direct provider of assistance to Palestine refugees affected by the Syria conflict in Lebanon and the sole provider of assistance to PRS in Jordan. PRS have extremely limited access to formal employment. In Lebanon legal and informal barriers are increasing. In Jordan the restricted legal status of PRS reduces their access to employment, enrolment in education, ownership of land, housing access to health care, and puts them at increased risk of poverty, arrest, detention and refoulement. As the crisis continues, traditional coping strategies are increasingly exhausted. In Lebanon, the poverty rate among families of Palestine Refugees from Syria is estimated at 89% and almost 95% are food insecure, whilst in Jordan, 90.2% of Palestine Refugees from Syria have been categorized as vulnerable. In addition, PRS face particular protection concerns linked to their status as Palestine refugees both in Lebanon and Jordan, increasing their vulnerability which is compounded by nearly 70 years of protracted displacement. Gender-specific vulnerabilities are also identified within the PRS communities in Jordan and Lebanon, with a very high proportion of female-headed households having no earners. Consequently, the vast majority of PRS families in both countries are fully reliant on UNRWA in a large range of areas, including protection, emergency cash for food, housing and winter clothing, non-food items, health care, emergency education, psycho-social support, and environmental health. With diminished living standards, more PRS have been risking the dangerous illegal migration schemes and paths to third countries, especially to Europe.¹The

¹ ‘101 Facts & Figures on the Syrian Refugee Crisis, Issam Fares Institute for Public Policy and International Affairs American University of Beirut, 2018

specific vulnerability of Palestine refugees has also been explicitly recognized by the humanitarian partners, under the *2018-2019 Regional refugee and Resilience Plan*².

Based on needs and on the broader scope of the interventions to be implemented, the majority of the funds of the programme will be devoted to the Lebanon component. In fact, the needs as expressed in UNRWA's Syria Emergency Appeal are four times greater in Lebanon than in Jordan. The situation will have to be assessed after the implementation period of the programme to figure out the amount of PRS that remain in Lebanon and Jordan, their needs and the way to address them if need be a follow up action.

The financial insecurity of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) has been a long-standing concern. It has dramatically worsened in recent years and has been exacerbated (but was not created) by the US decision to withhold part of the funds for the programme budget as well as the Emergencies Appeal.

This insecurity threatens to disrupt the provision of services to a vulnerable population of 5.3 million refugees, access to school for 500,000 pupils and the provision of maternal and child health care in and around 58 refugee camps.

UNRWA in 2007 began a comprehensive reform programme to strengthen its management capacity and provide more effective and efficient services to Palestine refugees. These efforts focused on human resources management, programme management and organizational processes. The current Medium Term Strategy 2016-20 focuses on increasing efficiency and cost-effectiveness and strengthening UNRWA's management systems to maximize impact. UNRWA and donors have also reached out to non-traditional donors and Arab states, with some success. However, these efforts have not put the organization on a robust, predictable and sustainable financial footing.

Starting in early 2017, donor community has encouraged UNRWA to put in place a 'transformative approach' with a view to safeguarding its provision of basic (yet fundamental) core services to the most vulnerable.

It is against this background that the EUTF Regional Response Plan in Response to the Syrian Crisis supports delivery of London commitments, 3RPs, the Compacts with Lebanon and Jordan. Within the larger framework to bridge the humanitarian-development nexus with support for refugees and host communities in the region, the response from the EUTF Syria is also intended to continue supporting UNRWA's intervention towards strengthening the resilience of vulnerable Palestine refugees from Syria (PRS) affected by the crisis and who have fled to Jordan and Lebanon.

In line with the Fund's Overall Objective, *"to provide a coherent and reinforced aid response to the Syrian crisis on a regional scale, responding primarily to the needs of refugees from Syria in neighboring countries, as well as of the communities hosting the refugees and their administrations, in particular as regards resilience and early recovery"*, the Action contributes to achieve the programmatic priorities of the Fund, which are mirrored by the EUTF Results Framework (https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20171221-eutf_syria_results_framework.pdf).

² 2018-2019 Regional refugee and Resilience Plan for the Syria crisis, Regional Strategic Overview

By providing an equitable and inclusive access to quality basic and secondary education and enhanced protection in addition to extending unconditional cash assistance, the proposed Action addressed Sector Areas 1 and 6 of the EUTF Results Framework, respectively on “*Access to Basic Education*” and “*Protection*”. An overview of specific objectives, results and activities is presented below, according to the critical needs of PRS identified in Jordan and Lebanon.

The EU Compacts in Lebanon and Jordan include an EU commitment to Support the respective Governments in their response to the current humanitarian crisis. Increase support to the most vulnerable Lebanese and refugees.

The Joint Humanitarian Development Frameworks (JHDF) for Lebanon and Jordan were developed by ECHO and DG NEAR (ENI and EU Trust Fund Syria) teams in order to further define a comprehensive EU response to the Syrian crisis by coherently addressing humanitarian, mid-term and development priorities. The JHDFs aim at a more cost effective division of labour, based on regular exchange of information and coordination. Support to Palestine Refugees from Syria is to be mainstreamed in the key sectors of intervention, to align the response to the impact of the protracted Syrian crisis in both countries specifically focusing on vulnerabilities and access to basic rights as well as reinforcing UNRWA systems and efficiency.

This Action builds on the approach adopted by the EU through the Communication Lives in dignity: from aid-dependency to self-reliance as regards the support given to forcibly displaced persons and vulnerable host communities in terms of access to protection services, education, health and job opportunities. It also builds on the humanitarian-development nexus as put forward in the new European Consensus on Development.

2.2. Context

2.2.1. Country context

By May 2018, the total population of Palestine Refugees from Syria (PRS) **in Jordan** stood at 17,771 individuals (4,399 families) and it is expected to increase to 18,000 by the end of 2018. Apart from being officially barred from entering Jordan since 2013, PRS in the country are also prevented from accessing humanitarian assistance reserved for other refugees from Syria. Unlike in other countries, UNRWA is the main provider of assistance to PRS. With nowhere else to turn, the funding shortfall for UNRWA’s emergency operation in Jordan has significant human consequences for PRS.

For PRS in Jordan, evidence has shown that the population is under increasing stress. Results to date indicate that PRS, faced with limited livelihoods opportunities and restrictions on employment, continue to struggle to meet their basic needs. Almost 93% of PRS in Jordan are categorized as vulnerable or extremely vulnerable and are unable to buy their essential needs from food notably. Across all families, the average weekly earnings are only 22 JOD (less than US\$ 30).

In 2018, it is expected that **Lebanon** will host 10,360 PRS families (approximately 34,500 PRS individuals)³ who are particularly and increasingly vulnerable given the limited social

³ UNRWA Syria Emergency Appeal 2018, https://www.unrwa.org/sites/default/files/content/resources/2018_syria_ea_final_web_0.pdf

protection services available to Palestine refugees in Lebanon. The poverty rate among PRS family is estimated at 89% and almost 95% of PRS households are food insecure.

Approximately 96% of PRS families reported UNRWA cash assistance as their main source of income. Unemployment rate among PRS in Lebanon is 52.5%. 40% of PRS do not have legal residency permits. Renewal costs of temporary residency 200 USD. To avoid the penalty, increasing numbers of PRS took protection inside the camps, risking to further stretch the limited living place and resource and contribute to a tense and precarious environment. Communities of PRS, already twice-displaced by conflict, are now exposed to a protracted displacement in Lebanon often resulting in acute vulnerability and multiple protection threats. The arrival of additional refugees from Syria increases the burden on both Palestine refugee host communities and UNRWA's already stretched services.

Palestine refugees from Lebanon make up the second largest group of refugees in Lebanon (after the recently arrived Syrians). Approximately 270.000–280.000 Palestinians currently live in the country according to the UNRWA-AUB Socio-Economic Survey, 2015. As of 31 December 2017, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) had registered 469,555 Palestine Refugees in Lebanon. Half of the population is younger than 25 year-old. A housing census Palestine refugee camps and gatherings in Lebanon undertaken by the Palestinian Central Bureau of Statistics, the Lebanese Central Administration of Statistics under the supervision of the Lebanese Palestinian Dialogue Committee. Detailed results made available in February 2018 <http://www.lpdc.gov.lb/DocumentFiles/pdfresizer.com-pdf-resize-636535943692031425.pdf> shows a figure of around of 193,000 to 241,000 (LPDC estimates on the sample-based Surveys). The situation of around 3,000 to 5,000 undocumented (“non-ID”) Palestinians in Lebanon is reported to be particularly precarious, as they are not registered as Palestine refugees with UNRWA, nor are they recognized by the Government of Lebanon.¹² “Non-ID” Palestinians, are reported to lack legal status in Lebanon, with wide-reaching implications for their ability to exercise their human rights and access basic services.

Even under normal circumstances, UNRWA in Lebanon is struggling to meet the needs of a refugee population with limited rights and severely curtailed access to public services and job opportunities (legal limitations to access 39 professions and is estimated that there are some kind of barriers to access around 70 occupations). 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 where around 50% of the PRL and PRS live. UNRWA continues to be a critical life-line to PRS arriving in Lebanon where they constitute one of the most vulnerable population groupings in the country (UNRWA-AUB Socio-Economic Survey, 2015).

With no end in sight to the crisis in Syria, and total destruction of the Yarmouk camp near Damascus from where most of PRS in Lebanon come from, it is likely that PRS will continue to remain in Lebanon for the foreseeable future. Accordingly, the proposed intervention therefore 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

UNRWA's capacity to provide for the basic needs of PRS in Lebanon and Jordan is put at risk by the unexpected reduction in the contribution of UNRWA's largest donor to the Programme Budget and the Syria Emergency Appeal. As a reference, in 2017, out of the USD 364 million US contributions to the Agency's overall budget, USD 103,000,000 went to UNRWA Emergency Appeal for the Syria regional crisis. No funds are expected this year

from the US government against the Agency's Emergency operations linked to the Syria crisis. In addition to its Emergency Appeal shortfall and despite the additional funds pledged in Rome, UNRWA continues to face an unprecedented financial crisis with a shortfall of USD 173.4 million against its Programme Budget minimum operational requirements to date, putting at risk the continuation of its development services beyond June 2018. Consequently, UNRWA's key concern is to ensure continuity of basic services to Palestine refugee beneficiaries and prioritize urgent interventions aligned with its core mandate.

Based on this and given that PRS are highly vulnerable and unlikely to earn an income due to irregular status in Jordan, the Agency has identified continuity of its cash assistance program as vital to maintaining stability and normal operations in the urban areas of Jordan. With the generous donation by the Fund, PRS in Jordan will be able to meet their essential lifesaving needs thus, preserving the resilience of the PRS community in Jordan and reducing the risk of negative coping mechanisms.

UNRWA, in Lebanon, will ensure continuity of basic education and health services to Palestine refugee beneficiaries to include humanitarian relief through the agency's cash assistance programme.

- **Jordan**

Multi-purpose Cash Assistance.

Considering that 2018 key requirements are Relief (through cash assistance), Protection, Health and Education, UNRWA will continue to provide unconditional cash assistance to 15,600 PRS in addition to cash transfer for strengthening the resilience of PRS for the most vulnerable 88% of the PRS caseload in Jordan. PRS who remain in Jordan irregularly continue to live under risk of arrest, detention and/or refoulement. Their lack of legal status and corresponding protection risks are a source of major concern to UNRWA and will continue to be closely monitored by the UNRWA protection staff. Furthermore, UNRWA will continue to advocate with the Jordanian authorities and engage with the International Human Right Standards (IHRS) to improve and enhance the protection environment for PRS.

Capacity and management support.

Staff capacity and management support continues to ensure a timely and effective response to the needs of PRS. Within the negotiation discussions, specific support to the *Emergency Coordination Unit (ECU)* will also be considered for funding on the provision of coordination, capacity and management support to the JFO emergency response. In such circumstances, ECU will work closely with the national and international humanitarian community in Jordan to work on harmonizing, as appropriate, the Agency's emergency response for PRS with the response provided by other actors to non-PRS.

- **Lebanon**

PRS families in Lebanon are highly vulnerable, and an estimated 96% of them rely on cash support from UNRWA as their main source of income⁴. This percentage rapidly increased from 88% in January 2016 to June 2016 revealing the growing vulnerability of the PRS and exhaustion of their resources and coping strategies. Overall, the Agency will ensure continuity

⁴ American University of Beirut, June 2016

of basic services to Palestine refugee beneficiaries from Syria, including emergency relief through the agency's cash assistance programme and the provision of essential and emergency education and health services. The project will also benefit PRL as host community, reducing tensions between PRS and PRL and maintaining integration of services for both communities.

Emergency Education

According to a socio-economic survey conducted by the American University of Beirut (AUB) in 2015, education continues to be an important determinant of poverty among refugees. Moreover, education is a fundamental right for children globally and plays a central role in improving livelihood opportunities for Palestine refugees. Schools play a fundamental protection role.

Under the first EUTF Syria project, UNRWA identified a number of key enrolment and retention barriers to education, namely: costs associated with school enrollment (transport, stationary), low attainment, difficulties in English, and bullying and violence. For PRS children without legal status, access to and retention in education is particularly challenging as they face additional difficulties and limitations in obtaining official certifications for the intermediate and secondary state examinations. Lack of valid legal status in Lebanon is one of various factors contributing to lower enrollment of PRS children, with only 88 per cent of those between 6 and 12 years old enrolled in schools, compared to 97 percent of PRL of the same age. To this respect, UNRWA continues to advocate for the rights of Palestine refugees with the Lebanese authorities on the legal status of PRS in this respect and address other key retention and enrolment barriers through this project. UNRWA's network of 66 schools represents the main educational system for Palestine refugees in Lebanon, where currently over 36,000 boys and girls are being educated. At the start of the 2017/18 scholastic year, 5,482 PRS students were enrolled in 65 UNRWA schools in Lebanon. Only, through double shift, in comparison with two schools operate in second shift mode. Monitoring is ensured by the development and improvement of an Education Management information System (EMIS) fed by data from the schools.

By promoting a coherent and innovative response, UNRWA Emergency Education Programme in Lebanon Agency aims to continue supporting the integration of PRS into its schools and enable these children to realize their full potential, even in times of crisis. It is crucial that children are able and encouraged to be in school, as those who are out of school are more susceptible to risks such as sexual exploitation, recruitment into armed groups, early child marriage and child labor. The proposed Action will support UNRWA's holistic approach to education through inter alia the provision of learning support, psychosocial support, recreational activities and community engagement with a view to promote the overall wellbeing of Palestine refugee children. UNRWA trying to address the issue of bullying and violence in a number of ways, including through its Ending Violence against Children Initiative, psychosocial support programme, and through regular training of education staff and parents.

Multipurpose Cash Assistance

Multi-purpose cash assistance has become a primary mechanism through which the main players have sought to reach vulnerable refugees. There is international consensus that providing the whole benefit as cash, as opposed to forms of assistance, will reduce the vulnerability of recipients. Evidence demonstrating the advantages of lifting restrictions on benefit expenditure is available from many country contexts. Multi-purpose cash assistance was the single largest sector in the 2017 Lebanon Crisis Response Plan (LCRP), representing

over US\$550 million out of a total appeal of US\$2.7 billion. The Joint Humanitarian Development Framework (JHDF) for Lebanon for 2018-2019 was developed by ECHO and NEAR/EUTF Syria teams in order to further define a comprehensive EU response to the Syrian crisis by coherently addressing humanitarian, mid-term and development priorities. JHDF priorities support to basic needs/social safety nets through a transition from short-term emergency safety nets into a more systemic and longer-term poverty-alleviation mechanism. According to the JHDF, EUTF support should be used to provide social assistance to respond to recurrent and protracted crisis for refugees and vulnerable host communities. PRS rely greatly on UNRWA support to cover basic needs, and this dependency is expected to remain high in 2018. The scarcity of livelihood opportunities for Palestine refugees has resulted in 89 per cent of PRS in Lebanon living in poverty, unable to meet their basic food and non-food needs, including 9 per cent in extreme poverty⁵. The table below highlights the extent of poverty in Lebanon.

<i>Category</i>	<i>Extreme Poverty (US\$2.40/day)</i>	<i>Broad Poverty (US\$3.84/day)</i>
Lebanese*	10%	28%
Syrians displaced	58%	75%
Palestine Refugees in Lebanon (PRL)	N/A	66%
Palestine Refugees from Syria (PRS)	N/A	89%

* To date the only existing information on vulnerability in Lebanon is the Household Budget Survey (HBS) that was conducted in 2012, pre-refugee crisis.

The Agency has been providing emergency assistance since October 2013 through its cash transfer programme, which credits ATM cards with cash for food, housing and winterization. Unaccompanied and separated children are the only beneficiaries who receive assistance in hard cash, following an assessment by the UNRWA Protection Team. UNRWA Lebanon provides two modes of cash assistance for Palestine Refugees from Syria: (a) *Cash for Food (USD 27 per person per month)* and (b) *Multipurpose Cash (USD 100 per family per month)*, in line with UN Agency standards. In order to mitigate vulnerability, funds provided by this intervention will contribute towards Multipurpose Cash to cover a range of basic needs, including shelter and non-food items, while affording beneficiaries more choice in the determination of these needs.

Notwithstanding, the amount of the cash assistance helps, but alone remains insufficient to reduce poverty or addressing food insecurity.

UNRWA will rely on its social workers to ensure that PRS are effectively targeted to benefit from EUTF Syria interventions.

⁵ UNRWA- AUB Survey on Socioeconomic status of Palestine Refugees in Lebanon 2015

Health and primary health-care

As stated within UNRWA Syria appeal 2018, 83% of PRS households have at least one member with a chronic disease and one in ten households has at least one person with a disability. Private provision of health services in Lebanon is very expensive and out of reach for the most of PRS and PRL. UNRWA and partners play a major role in improving PRS living conditions by providing free-of-charge primary health services and covering 90 per cent of secondary and tertiary care.⁶ Through this project, the Agency will be able to continue provide health and primary health-care services to PRS, through all 27 UNRWA health centers and mobile health clinics in Lebanon. However, the concrete elements to be funded will be further discussed during the contract negotiations, upon approval of the present AD by the EUTF Operational Board, in June to avoid funding elements already supported by the programme fund. In addition to the above mention activities, this programme could support the medical hardship fund. This is a mechanism to ensure that those living in situation of abject poverty have their health needs covered.

2.3. Lessons learnt

A lesson learned from interventions funded by the EU through bilateral instruments and implemented by UNRWA is the importance for strengthening UNRWA human resources and financial management tools as well as the monitoring and evaluation system and tools. Another one in the area of education is that, taking into account the fact that many Palestine refugee children do not attend pre-school or kindergarten, that key knowledge and competences like reading and writing and basic calculations are provided in the first grades of schooling and the fact that many of the parents do not have studies, focusing on the quality of the first grades of schooling is key to retain them in the education system. Another one, valid for different sectors, is the need for having a better articulation between the interventions of UNRWA and those of NGOs to have more impact.

The unmet financial contributions to UNRWA and the deficit to cover planned activities affected the implementation of the EUTF Syria I (TF-EUTF Syria/2017/T04.21) ‘Maintaining the resilience of Palestine Refugees from Syria in Jordan and Lebanon’. This obliged UNRWA to propose with short notice a reprogramming of the activities cancelling some and substituting them by others. In order to better understand the contribution of the intervention and its links with other support is necessary that UNRWA provides a better picture of complementary actions and funding, reflected under 2.4.

Since 2017, the EU contribution (TF-EUTF Syria/2017/T04.21) ‘*Maintaining the resilience of Palestine Refugees from Syria in Jordan and Lebanon*’, concluding in mid-October 2018, has provided critical support for those Palestine refugees affected by the Syria crisis.

As part of the implementation of the first EUTF Syria contribution, in January 2018 UNRWA undertook an external mid-term review on all project activities implemented in Lebanon. The mid-term project review was specifically monitoring the progress of activities against targets and expected outcomes and sought to ensure that implementation was on track and achieving its objectives. The outcomes from the mid-term review were positive and recommended a continuation of the project funding in order to ensure sustainability of project activities and the continuation of essential core services, especially with regard to education and cash assistance.

⁶ UNRWA covers 60 per cent of tertiary care for PRS, while 30 per cent is covered by the NGO MAP-UK, for a total of 90per cent coverage of tertiary care for PRS.

The Mid-term Review conducted by UNRWA on the Lebanon component of EUTF Syria I has specifically recommended that:

- *(R: I) EU to continue supporting UNRWA's delivery of services to PRS and PRL impacted by the conflict in Syria. If the EU agrees to continue its support, a funding gap should be avoided as this would bring the services currently being provided to an end. If this were to occur, there would likely be severe humanitarian consequences. Any sudden reduction of service provision might result in an outbreak of unrest within the camps.*
- *(RII) The design of the new funding proposal should have a narrower focus on i) providing access to quality basic education that is underpinned by a retention and community based outreach strategy, and ii) access to cash assistance to meet basic needs supported by a strategy to support self-reliance.*

Although protection remains a vital and necessary part of UNRWA service delivery, it is not enshrined in the mandate as a core area of intervention. Given the financial situation, UNRWA and EU have decided to return to core activities to the extent possible and as such, following discussions and based on current needs, the protection component has not been included in this programme, although funding by other donors would be highly needed. In fact, another lesson learned is that precarious socio-economic and living conditions contribute to health vulnerability of Palestine Refugees from Syria. A part of their resources are devoted to buying drugs or to medical treatments thus getting them in the poverty trap. Access to preventive and other health services is crucial for the most vulnerable amongst the PRS.

2.4. Complementary actions

EU and UNRWA are engaged in a continuous and sustained policy and strategic dialogue. Long term political and financial support to the agency has been confirmed in 2018 at the highest levels. Implementation of reforms, focus on core mandate interventions and finding efficiencies are expected from UNRWA.

Support in building resilience and targeting PRS under this Action Document is also built upon previous actions supported by the EU, including:

- the ongoing EUTF-funded project (T04.21) titled "*Maintaining the resilience of Palestine refugees from Syria in Jordan and Lebanon*", which implementation ends in October 2018;
- the 9.8 Million Euro bilateral programme ENPI/2012/301-709 Education, Training and Employment Support for the Palestine Refugees in Lebanon that will finalize by mid-2018;

It will also be articulated with the 5 Million Euro bilateral intervention ENI/2016/ 377-518 Programme in Support to the inclusive Education, Training and Career Guidance of Palestine refugees in Lebanon signed in December 2017 with an operational duration of 36 months; This bilateral programme will be focusing on complementary activities (eg provision of inclusive learning assistants in grade 1 and 2, strengthening referral system for children with special needs, research on drop outs, provision of area administrators for EMIS, support to career guidance and counseling, literacy for employability amongst others). .

An adequate coordination between UNWRA and the mentioned actors will have to be put in place in order to ensure synergies and avoid all possible overlapping.

As a continuation of its support to PRS towards contributing to the resilience and protection of vulnerable Palestine refugees from Syria, this project will provide a coherent package of support for the PRS who will mutually reinforce the strengthening of their resilience. The Action Document is complementary to another action being considered for submission to the EUTF Syria Board on the '*provision of social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon*'. As well as providing a package of social assistance that result in reduced vulnerability and increased resilience of socio-economically vulnerable Syrian refugees and host populations, the Action is anticipated to support the development of national social assistance system drawing from the lessons of humanitarian cash programming in Lebanon. If approved, this will include technical assistance component to support policy dialogue, with consideration given to the main social transfer systems (multi-purpose cash assistance for Syrian refugees and National Poverty Targeting Programme for Lebanese) as well as other mechanisms (eg. UNRWA multi-purpose cash assistance).

Additionally, should negotiations lead to extend the scope of the Action to the provision of health and primary health-care services under the Lebanon part of the programme, it should be noted that suggested activities are complementary to the health activities implemented under the 'REBAHS' project, financed by the EUTF Syria, piloting a Basic Package of primary health care Services (BPS) (including primary health care, mother and child care, reproductive and mental health as well as assistance to disable people) at an equitable, affordable and predictable rate for vulnerable people (including Palestine refugees when not covered by UNWRA). Moreover, the project '*Addressing Vulnerabilities of Refugees and Host Communities in Five Countries Affected by the Syria Crisis*' led by the Danish Red Cross and implemented, *inter alia*, in Lebanon by the Palestinian Red Crescents include activities aimed to improve the health as well as the psychosocial wellbeing of PRS and PRL.

2.5. Donor co-ordination

The proposed Action will be implemented under the humanitarian relief component of UNRWA's Syria crisis response in Jordan along with other aligned donor-funded projects, to ensure a coordinated response and the achievement of high-level impact. The overall objective of the Action is in-line with UNRWA Emergency Appeal for 2018.

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,⁷ 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

⁷ <http://www.unrwa.org/resources/emergency-appeals/syria-regional-crisis-emergency-appeal-2015>.
<http://www.unrwa.org/resources/emergency-appeals/2016-syria-emergency-appeal>

operations in Lebanon and Jordan,⁸ and the *Syria Response Plan*, which covers the whole of Syria.

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 organizations 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 proposed programme is to strengthen the resilience of Palestine refugees from Syria (PRS) affected by the crisis and who have escaped to Jordan and Lebanon.

The Specific Objectives (SO) are:

- **SO1:** to support Palestine refugees from Syria in Lebanon and Jordan meeting their essential life-saving needs and coping with sudden crises, through increased resilience.
- **SO2:** to provide a protective framework for PRS and help mitigate their vulnerability.

3.2. Expected results and main activities

3.2.1 For JORDAN (to be tailored during negotiations) include the following activities:

1. Cash Assistance - Palestine refugees from Syria are able to meet their essential livelihood needs.

- **Result 1.1:** PRS/J benefit from Unconditional Cash Assistance to enable them to meet their essential needs.

Activities under this component include the provision of unconditional cash assistance to **Palestine Refugees from Syria**. The initial working figure is 15,600 representing around

⁸ 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.

88% of the total number of PRS in Jordan. Beneficiaries are categorized based on three levels of vulnerability: less vulnerable, vulnerable and extremely vulnerable.

- **Result 1.2:** PRS/J facing major crisis are provided with Cash Transfer for strengthening the resilience of PRS.

An *Emergency Case* for **250 PRS**, identified through an ongoing assessment, will receive an additional amount to be determined on individual basis. Cases include families with adolescent girls, families with school dropout children, female/ single headed families, elderly, etc.

2. Protection – Prevention and response mechanisms to protection risks and rights violations are in place.

- **Result 2.1:** all PRS/J are provided with an enabling environment, through prevention and response to protection risks and rights violations.

Under this component, a team of Emergency Protection Workers (EPWs), 5 experts, will continue under the coordination of the UNRWA Neutrality and Protection Unit (NPU), to facilitate the identification of potential cases and needs-based interventions.

The team of area-level EPWs provide specific support to individuals and families facing GBV, child protection and general protection concerns, such as barriers to access services, withholding of identification documents, detention and denationalization, including to affected PRS individuals and families, in addition to technical support on protection issues when necessary. EPWs will identify and monitor protection-related PRS cases, such as: a) International Protection; b) Child Protection (children associated with armed forces/ groups, unaccompanied- and separated children); c) Barrier to Access to Services.

In addition, during the negotiation discussions, proposed activities may include the following component:

- **Capacity and Management Support.** Strengthened planning, management and monitoring of Jordan field's humanitarian response activities through increased humanitarian capacity and coordination.

Related activities focus on Capacity and Management Support. The project will ensure that the Emergency Coordination Unit remains in place to assess the humanitarian needs of PRS and develop new systems and approaches to effectively respond to these needs.

3.2.2 For LEBANON (to be tailored during negotiations) include the following components:

1. Education – Direct beneficiaries: The initial tentative target is **5,400 PRS children**

- **Result 1.1:** Access to education services is maintained for Palestine Refugee children in Lebanon including those coming from Syria: Enrolment barriers that prevent PRS/L children from attending school are identified and addressed.

Through this project, UNRWA will address the enrolment barriers with a view to ensure PRS/L children have access to education. Amongst other interventions, consultations on

“out of school “children and their families and support children’s referral to various education pathways might be conducted through community-based structures and NGO partners.

Indicative activities could include inter alia: provision of school materials; education services implemented by critical school staff for PRS and PRL children; identification of out of school children and outreach and support/follow up activities.

- Result 1.2: Provision of comprehensive quality education services for Palestine Refugee children in Lebanon including those from coming from Syria.

To ensure integration and retention of PRS children in UNRWA schools, the provision of different services amongst which could be learning support, psychosocial support services and extra-curricular activities.

Indicative activities could include inter alia: monitoring the progress of PRS children; provision of summer learning activities, materials and tools to strengthen student competencies; capacity building of NGO learning support partners; provision of psychosocial activities and referrals of cases; capacity building of key education staff on psychosocial support; provision of structured and age specific recreational activities.

2. Multipurpose Cash Assistance – Direct beneficiaries: The initial tentative target is **34,000 PRS individuals (approx.10, 200 families)**

- Result 2.1: Palestine refugee families from Syria meet emergency needs during the time of their displacement by provision of cash subsidies.

UNRWA has established a rigorous and strictly managed system for distributing cash assistance, through ATM cards. This mitigates the risk of potential abuses, guards against fraud and allows for the timely distribution of cash assistance. The base value of the multipurpose cash grant per family is \$100 per household per month. Social workers accompany PRS, verify vulnerability and the implementation of the programme. The coordination with other donors contributing to the cash transfers will be sought to improve monitoring and quality of the operation.

Indicative activities: Crediting to vulnerable PRS families.

In addition, during the negotiation discussions, supporting delivery of health services could **include** a third subcomponent for Lebanon

3. Health – PRS have access to primary health-care services across **27 UNRWA health centers and mobile health clinics, in Lebanon. Direct beneficiaries: The initial tentative target is 34,000 PRS individuals (approx.10, 200 families)**

UNRWA aims to deliver comprehensive, continuous and quality primary health care services to patients within the context of their family and community through additional Family Health Teams and key support staff needed to maintain this structure for service provision.

Proposed key operations under this component may include: Provision of primary health care services (perinatal care; infant and child care; adolescent and adult care; active ageing and the burden of chronic disease) as well as funding to the medical hardship fund.

The financial situation of UNRWA might require adapting the above mention activities to most essential activities. The provision of services through UNRWA education and health systems will indirectly benefit Palestine Refugees in Lebanon too.

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	MITIGATION MEASURES
Political	
Changes in the situation in Syria cause a larger than expected influx of refugees from Syria to Lebanon and Jordan.	EU to maintain dialogue and cooperation with Lebanon and Jordan. Based on the monitoring of the situation, implementation and activities of the UNRWA intervention to be adapted if required. Coordination with UNHCR also to be done to address
Deterioration of the security situation does not allow the smooth implementation of the project.	EU will maintain communication with all stakeholders involved and negotiate for humanitarian access with the relevant authorities if needed.
Programmatic	
Feelings of frustration and hopelessness among the PRS and the Palestine refugee community result in increasing rates of violent conflict and disputes in the camps and gatherings.	Engage with stakeholders and through media to gather information and send messages to ease the situation.
UNRWA installations in the field and Lebanon Field Office are subject to closure or limited access due to sit in organized by specific groups voicing their frustration.	To engage with issues raised by the community in order to minimize closure of installations and disruption of operations.

<p>UNRWA is unable to close the financial deficit and installations are forced to close and/or services are dramatically decreased or put to a halt.</p> <p>Outrage and frustration among PRS as a result of decreasing or suspending the monthly cash assistance entitlement.</p> <p>Increasing number of PRS with little chance to return to Syria.</p>	<p>Help UNRWA in explaining needs to non - traditional donors and partners so as to support the Agency in closing the financial gap. Activities of ongoing projects to be adapted. Other MADAD funded programmes to try to help further PRS when possible.</p> <p>Help UNRWA in explaining needs to traditional and non- traditional donors and partners to support the Agency in covering the financial gap.</p> <p>EU to advocate for their case and to provide support to the extent possible.</p>
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ASSUMPTIONS:

- The project enjoys the support of PRS and the Palestine refugee communities in Lebanon and Jordan.
- UNRWA is able to operate without physical, political or security constraints and the Jordanian and Lebanese government provides continued support to UNRWAs operations.
- Market prices for food will remain stable.
- Commodities will be readily available in areas where Palestine refugees from Syria are living.
- The number of PRS in Jordan or Lebanon does not increase/decrease dramatically.
- Political and security situation in Lebanon and Jordan and in Palestine Refugee camps and gatherings remain stable.
- School facilities remain sufficient to cope with the PRS student numbers.
- Qualified and specialized professionals are available in the labour market and apply for additional posts on offer by UNRWA.
- PRS students in Lebanon register with UNRWA educational facilities.
- Channels of communication with relevant authorities remain open.
- UNRWA enjoys the collaboration of the Ministry of Education and Higher Education (MEHE) in Lebanon to allow PRS to sit for official exams.
- The current Lebanese curriculum will not change significantly throughout the project period.
- Currency fluctuations do not affect the project negatively.
- UNRWA keeps implementing reforms and is able to maintain funding levels to maintain its core mandate activities.

3.4. Cross-cutting issues

▪ **Gender**

All UNRWA interventions are assessed in terms of their contribution to gender equality and prevention of *Gender Based Violence (GBV)*. The Agency maintains disaggregated data on all interventions and considers gender needs in the design and implementation of its programmes. The interventions put forth work to prevent/mitigate negative effects through ongoing needs assessments, analysis and enhancing programming in line with the agreement to consider particular vulnerabilities and/or gender-specific needs.

PRS in Jordan and Lebanon face a number of protection concerns, which include in particular GBV–forced and early marriage, physical assault, sexual assault, emotional and psychological abuse, denial of resources, and rape, sexual abuse.

In this challenging operating environment, UNRWA continues to focus on identifying and responding to protection cases concerning issues such as lack of residency status, problems with civil registration, threats to physical safety and security, evictions, access to services, individuals risk of/or experienced of GBV, and child protection.

▪ **Youth**

The lack of perspectives and *encadrement* pushes some Palestine refugee youngsters to armed groups in Lebanon and in Syria. The risk is especially important in the present context for PRS in families with low level of resources and high needs and frustration. Offering schooling opportunities including in secondary education offers them a more protected environment and reduces the risk for them to get involved in dangerous activities that put themselves and their communities at risk.

▪ **Environment & Health**

Approximately half of PRS and PRL 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. Health prevention and check-ups should contribute to better address most common diseases and reduce refugee population vulnerability. .

The new Environmental Health Strategy developed by UNRWA Lebanon Field Office complements activities undertaken under this project to achieve the greatest import for the environment of the camp and surrounding areas.

▪ **Disability**

The lack of inclusion of approaches taking into account people living with disabilities and Physical inaccessibility of installations can lead to social isolation and exclusion, which can restrict people with disabilities' access to basic relief, health and education services and increase their vulnerability to mental health conditions. In recognition of this, the project will ensure to incorporate the views of those with disabilities and to integrate the needed responses in order to respect their interests in all activities as much as possible.

▪ **Rights based approach**

The intervention is based on rights with Palestine Refugees considered as right holders and UNRWA and the international community amongst others as duty bearers. It addresses basic rights such as the rights to education and health and contributes to achieving sustainable development goals (1, 2, 3 and 4).

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, starting by the LPDC and general security, as well as informal governance structures within UNRWA refugee camp settings, which are responsible for monitoring and ensuring a stable and secure security environment for Palestine refugees, UNRWA, and its staff.
- All PRS directly benefiting from the proposed project and indirect beneficiaries, including the wider Palestine refugee community, as end-recipients of the proposed action.
- Education and Health sector actors in Lebanon. UNRWA will liaise closely with stakeholders also active in the both sectors, aligning with national plans and coordination structures in the context of the Lebanon Crisis Response Plan (LCRP).
- 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 in close coordination by UNRWA.
- The EU Delegations in Lebanon and Jordan and the EUTF Board and Management are among the key stakeholders and donors to the action, as well as partners in the implementation, monitoring, communication and visibility of the action.
- Other donors providing support with which UNRWA will coordinate.

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.

The envisaged assistance to Lebanon is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU⁹.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out is **12 months** from the date of the contract signature. Extension of the implementation period may be agreed by the Manager and will be communicated immediately to the Operational Board.

⁹ https://eeas.europa.eu/headquarters/headquarters-homepage/8442/consolidated-list-sanctions_en

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. Starting from 1950, UNRWA's work has been validated during almost 70 years of operations and direct implementation which contributed to the welfare and human development of four generations of Palestine refugees.

As mentioned under 2.4, 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. UNRWA is committed to ensuring that PRS in Jordan and Lebanon retain access to basic services and are prevented from falling into extreme vulnerability.

Taking this into account, ensuring continuity of services at this time of unprecedented financial crisis and narrowing the focus of the project to achieve greater coherence and impact, operations will be implemented against two out of three strategic priorities set forth in UNRWA's 2018 Syria Regional Crisis Emergency Appeal: (i) Emergency Education (ii) Multipurpose Cash Assistance.

UNRWA will collaborate with key stakeholders and relevant national partners in specific technical areas.

4.4. Indicative budget

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

Monitoring shall be ensured primarily through EU Delegations in-country and in particular with the assistance of specific Trust Fund field and liaison officers posted within the EU Delegations.

In addition, the EU Trust Fund has established an independent Monitoring and Evaluation (M&E) function to accompany all Fund programmes. The purpose of the EUTF M&E Framework is to assess, across various levels, the degree to which the Overall Objective and the Sector-specific outcomes of the Trust Fund have been achieved.

Through its M&E Framework, the EUTF measures regularly implementation progress, efficient delivery and effective use of the funds in line with the given operational targets. These regular assessments ensure that best practices and lessons learnt are incorporated into future actions and constitute also a basis for a possible decision of suspension or revision of activities, should the conditions on the ground not allow for their proper implementation. Partners implementing this Action will comply with the reporting requirements and tools developed by the EUTF, including the submission of Quarterly Information Notes (QIN), as part of their contractual obligations.

Implementing partners are also requested to share any internal monitoring and/ or evaluation reports with the Contracting Authority. This should allow for an increased results-oriented learning process in terms of proper planning and implementation.

4.6. Evaluation and audit

Projects should carry out a final evaluation, and one external audit per year. Whenever possible, evaluations will be jointly carried out by partners. This will also contribute to harmonise further and education support to SuTP and to the host countries in the region, in order to make technical co-operation more effective in line with current EU guidelines¹⁰.

Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts.

4.7. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. Beneficiaries, host communities and administrations in Syria's neighbouring countries, the European public, EU Members States and other stakeholders of the Trust Fund need to be informed about the EU's efforts as the leading donor in the Syria crisis response. Insufficient visibility of the EU's actions weakens the EU's political traction in the region and its standing in Europe. Unsatisfactory recognition of knowledge of EU assistance also has a potential to negatively affect the EU's political efforts to resolve the Syria crisis and its future role in a post-peace agreement transition.

Communication and visibility is an important part of all EUTF Syria programmes and must be factored in to underline the programme's importance at all stages of the planning and implementation. Each implementer is required to draw up a comprehensive visibility, communication and outreach plan for their respective target country/community and submit a copy for approval to the EUTF Syria's Communication and Outreach Lead. The related costs will be covered by the project budgets. The measures shall be implemented by the implementing consortium/ia, and/or contractors, and/or grant beneficiaries. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts.

The global objective of the EUTF Syria's communication and visibility campaigns, and hence of the implementing partner, is to improve recognition, public awareness and visibility of the comprehensive and joint EU efforts to effectively address the consequences of the Syrian and Iraqi crises. This should be done by highlighting the Action's real-life impact and results

¹⁰ EC Guidelines No. 3, Making Technical Co-operation More Effective, March 2009.

among defined target audiences in the affected region but also vis-à-vis the general public, donors and stakeholders in the EU Member States.

The Communication and Visibility Manual for European Union External Action together with specific requirements for the EUTF Syria serve as a reference for the Communication and Visibility Plan of the Action and the relevant contractual obligations. According to the EUTF Syria's Visibility and Communications strategy all communication and outreach campaigns must be evidence-based, people-oriented and easily understandable. Regional outreach and communication must be conflict sensitive, strategic, do no harm and mindful of the differentiation in messaging for beneficiaries and stakeholders in each country of operation of the Action. The campaigns must place the beneficiaries at the centre and thus ensure adequate ownership. Messaging should have a human face, be empathic, honest, transparent, direct, unambiguous, neutral and conducive to a highly sensitive human and political environment, in addition to being gender-sensitive and gender-balanced.

Furthermore, campaigns should also include components of participatory and engaging communication, where the beneficiary becomes a key actor. This will support the EUTF Syria's programs in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.