

**Action Document for the EU Regional Trust Fund in Response to the Syrian crisis to be used for the decisions of the Operational Board**

**1. IDENTIFICATION**

<b>Title/Number</b>	“STRENGTHENING THE RESILIENCE OF PALESTINIAN REFUGEES FROM SYRIA IN JORDAN AND LEBANON.” Phase III		
<b>Total cost</b>	Total estimated cost: EUR 43,200,000 <ul style="list-style-type: none"> <li>▪ Lebanon: EUR 30,600,000</li> <li>▪ Jordan: EUR 12,600,000</li> </ul> Total amount drawn from the Trust Fund: EUR 43.200,000		
<b>Duration</b>	24 months		
<b>Country</b>	The Lebanese Republic and the Hashemite Kingdom of Jordan		
<b>Locations</b>	Lebanon: Palestinian 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		
<b>Implementing Partner (s)</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)		
<b>Main Stakeholder (s)</b>	UNRWA and other UN Agencies, Government and State security actors, Palestinian Refugees from Syria (PRS) communities living in Lebanon and Jordan, Palestinian Refugees in Jordan and Lebanon (PRL and PRJ), Education and Health sector actors in Lebanon, Cash sector actors, local and international NGO, the EU Delegations to Lebanon and Jordan, the EUTF Board and Management, other donors		
<b>Aid method / Method of implementation</b>	<b>Indirect management</b> with UNRWA		
<b>SDGs</b>	Main SDG(s) on the basis of section 3.6 are: SDG 1- eradicate extreme poverty, SDG 2- zero hunger, SDG 3- good health and wellbeing and SDG 4- quality education		
<b>DAC-code</b>	43010	Sector	Multisector aid
<b>Objectives</b>	The <b>Overall Objective (OO)</b> of the proposed intervention is “to improve resilience of Palestinian refugees from Syria (PRS) currently living in Lebanon and Jordan, ensuring that the most vulnerable women, children and adults meet their basic needs”.		

	<p>The <b>Specific Objectives (SO)</b> are:</p> <p><b>SO1.</b> To strengthen resilience of PRS, ensuring that the most vulnerable refugees meet their basic needs;</p> <p><b>SO2.</b> To contribute to a protective environment for PRS by improving <b>access to basic education, primary health and protection services</b>;</p> <p><b>SO3.</b> To strengthen the effectiveness and efficiency of <b>protection and prevention systems for Palestinian refugees</b>;</p>
<p><b>Main Activities</b></p>	<p>In Lebanon:</p> <ul style="list-style-type: none"> <li>▪ <b>Multipurpose Cash Assistance (MCA):</b> provision of MCA and referral to livelihoods programmes;</li> <li>▪ <b>Education In Emergencies (EiE):</b> access to quality basic education services with a focus on retention;</li> <li>▪ <b>Emergency Health:</b> access to free-of charge primary health care services;</li> <li>▪ <b>Protection:</b> protection mainstreaming in service design and delivery in line with global protection standards;</li> </ul> <p>In Jordan:</p> <ul style="list-style-type: none"> <li>▪ <b>Cash-based transfers:</b> provision of Unconditional Cash Assistance (UCA) and Emergency Cash Assistance (ECA) to cover for essential life-saving needs;</li> <li>▪ <b>Protection:</b> monitoring cases and provision of targeted support, including general protection, child protection (CP) and gender-based violence (GBV) cases;</li> <li>▪ <b>Capacity-management support:</b> supporting UNRWA’s Emergency Coordination Unit;</li> </ul>

## 2. RATIONALE AND CONTEXT

### 2.1. Summary of the action and its objectives

The present action aims at supporting Palestinian Refugees from Syria (PRS), and is identified in an evolving and volatile regional context, also in Jordan and Lebanon where a large number of PRS currently live. **This third proposal for funding builds on previous EUTF financing in 2017 and in 2018, the intervention ended in December 2019 and to take into consideration activities to mitigate the effects of the sanitarian crisis linked to the coronavirus COVID-19.**

**UNRWA continues to be the main, and often sole, service provider for PRS.** This target group is still fully reliant on UNRWA for a broad range of services, including basic education and primary health care, UCA to cover essential needs of food and non-food needs, emergency cash, protection and legal aid. The latter has only been marginally provided to date.

It should be reminded that **PRS are outside of the standard Syrian Response mechanisms set-up, and are prevented from accessing assistance reserved for other refugees from Syria.**

Within this challenging context, the EUTF intends to provide PRS with the necessary means towards an inclusive and dignified support in Lebanon and Jordan, in line with the EUTF nexus mandate of bridging the gap between emergency needs and longer-term resilience. The **Overall Objective (OO)** of the proposed intervention is *“to improve resilience of Palestinian refugees from Syria (PRS) currently living in Lebanon and Jordan, ensuring that the most vulnerable women, children and adults meet their basic needs”*.

The **Specific Objectives (SO)** are:

**SO1.** To strengthen resilience of PRS, ensuring that the most vulnerable refugees meet their basic needs;

**SO2.** To contribute to a protective environment for PRS by improving **access to basic education, primary health and protection services;**

**SO3.** To strengthen the effectiveness and efficiency of **protection and prevention systems for Palestinian refugees;**

In line with the Overall Objective of the EU Regional Trust Fund in Response to the Syrian Crisis, (EUTF Syria) *“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 neighbouring countries, Internally Displaced People (IDPs) as well as of the local communities hosting the refugees and their administrations, in particular as regards resilience and early recovery”*, the Action will contribute to the **Specific Objective 1, 3 and 4 of the EUTF Results Framework.**

In particular, the proposed action will address PRS needs in relation to **access to quality basic education** services, access to **medical care and primary health services**, as well as access to children, women and adult **protection mechanisms**.

## **2.2. Context**

### **2.2.1. Country context**

The conflict in Syria continues to have shattering consequences for ordinary people that have lost their homes, livelihoods and security. Palestinian refugees are one of the communities worst affected by the conflict, with 95% of them still dependant on assistance to cover their basic needs. They rely on UNRWA to provide food, water, shelter and medical assistance and access to education.

**Over 120,000 Palestinian refugees from Syria (PRS) have fled the country due to the conflict, including more than 2/3 to Lebanon and Jordan.** UNRWA is the largest direct provider of assistance to Palestinian refugees affected by the Syrian conflict. Refugees have extremely limited access to formal employment and traditional coping strategies are increasingly exhausted as the crisis continues. In Lebanon, the poverty rate among families of PRS is estimated at 89% and almost 95% are food insecure, whilst in Jordan 93% of PRS have been categorised as vulnerable. In addition, PRS face particular protection concerns linked to their status as Palestinian refugees, both in Lebanon and in Jordan. Last but not least, their vulnerability is compounded by nearly 70 years of protracted displacement.

The impact on PRS of being ‘double refugees’ has been immense, as this community faces greater uncertainties in terms of obtaining a legal status and in accessing any form of employment. With diminished living standards, more PRS have been risking the dangerous migration to third countries.

The specific vulnerability of Palestinian refugees has also been acknowledged by the humanitarian partners under the Regional Refugee and Resilience Plan 2018-2019 (3RP) in response to the Syria Crisis.

In both Jordan and Lebanon, UNRWA continues to be the main service provider for PRS, also considering that a significant decrease in the PRS community is not expected in the near future, **given the current context in Syria which is not conducive to voluntary returns in safety and dignity.**

In addition, due to a lack of employment opportunities and the exhaustion of coping mechanisms, the reliance of the PRS community on UNRWA assistance is expected to remain very high and lifesaving services will continue to be in high demand.

### **In Jordan**

According to the latest UNHCR updates, 753,376 refugees are living in Jordan, including **662,569 Syrian nationals**, a figure that makes the country the second largest refugee-hosting country in the world – after Lebanon.

As of June 2019, there are **17,557 PRS registered with UNRWA in Jordan**. PRS entered Jordan in the first year of the conflict when the border was open to Palestinian and Syrian refugees alike. However, **in 2013, Jordan**, already a host to 2.3 million Palestinian refugees registered with UNRWA, **introduced a policy of non-admission for PRS**.

In spite of this restriction, the inflow of Palestinian refugees has not stopped as many PRS carry valid Jordanian national documents of various descriptions and enter the country on a regular basis. Furthermore, despite the official decision in October 2018 of reopening the Naseeb border crossing after a three-year closure, **from October 2018 until the end of June 2019, UNRWA in Jordan registered only 709 returnees to Syria, among which 219 individuals have crossed back into Jordan** for various reasons, including lack of livelihood opportunities and/or accommodation to settle back in Syria.

Palestinian refugees live throughout the Kingdom including in ten official camps, three unofficial gatherings and amongst the community. **The majority of PRS live in the host community**, mainly in urban centres and concentrate mostly in Irbid, followed by Zarqa, North Amman and South Amman areas.

For PRS in Jordan, evidence is building that the population is under increasing stress. To date, **almost 93% of PRS in Jordan are categorised as vulnerable (44.69%) or extremely vulnerable (48.37%) and are unable to meet their essential needs**, with average weekly earnings of 22 JOD (less than USD 30 or equivalent to EUR 26.4). Evidence from post-distribution monitoring surveys among PRS populations shows that **the vast majority of beneficiaries use the cash assistance on rent, followed by food and debts payments**. The Government of Jordan activated the Defence Law as 17 March 2020, and a nation-wide curfew was imposed on 20 March 2020, to ensure citizens' adherence to self-isolation. Curfew will remain in place until the end of Ramadan (last week of May 2020). One of the main challenges of the curfew is Jordan reliance in informal labor (52% of the workforce) and its sizeable small and medium-sized enterprises segment (95% of the private sector business). These business and workers lose their cash flow. Jordan is likely to see unusual high level of unemployment, increased poverty rate and severely strained public finance.

Considering the current funding shortfall and given that PRS are highly vulnerable and are unlikely to earn an income due to their irregular status in Jordan, the Agency has identified **continuity of its cash assistance programme as vital to maintaining stability and normal operations in the urban areas of Jordan**.

In addition, the Jordan Response Platform for the Syria Crisis (JRPSC) does not cater for the PRS subpopulation specifically and the dimension of actual access to the national systems of the host country by PRS is not known. The major concern falls under **enhanced protection**. Unlike PRJ, who have a Ministry of Interior (MoI) registration card, PRS who live irregularly in Jordan continue to live under risk of arrest, detention and deportation. Their lack of legal status and corresponding protection risks are a source of major concern and continue to be closely monitored by frontline UNRWA staff.

### **In Lebanon**

Since 2011, Lebanon has been hosting some 1.5 million refugees from Syria, accounting for around 30 percent of Lebanon's population, the highest concentration per capita of refugees in the world. **As of August 2019, there were approximately 926,717 UNHCR-registered refugees from Syria.** The Syrian crisis has created an unprecedented strain on Lebanon's economy, public services, social relations, and infrastructure. Lebanon faces an accrual socioeconomic crisis exacerbated by the impact of the lockdown imposed since mid-March 2020 due to COVID-19. The default of the country in paying per first time its external debt and the lockdown to face the spread of COVID-19 have drastically deteriorate the socioeconomic conditions of its population further deteriorating the most vulnerable and the refugees communities. Amidst this context, UNRWA continues to provide life-saving emergency assistance to Palestinian refugees from Syria (PRS) in Lebanon, while also maintaining its regular services to Palestinian refugees in Lebanon (PRL). To date, PRL remain barred from 39 professions and face discrimination in the labour market. In addition, the majority of PRL who are employed are often subject to harsh, exploitative and insecure working conditions. **For Palestinian refugees from Syria (PRS), vulnerability is compounded due to challenges in obtaining legal residency.** The project will also benefit PRL as host community, reducing tensions between PRS and PRL and maintaining integration of services for both communities.

PRS in Lebanon have been identified as **one of the most marginalised communities in the region.** PRS continue to grapple with specific constraints related to the lack of access to decent employment opportunities and legal issues concerning their stay. These factors render them **particularly vulnerable to dire socioeconomic conditions and a multitude of protection risks,** as reflected in increased risks of exploitation, abuse and negative coping mechanisms including child labour and child marriage. In addition, PRS face relatively higher levels of poverty (89%), unemployment (52.5%) and food insecurity rates (95%). As a result, **PRS in Lebanon, a total of 28,484 persons as of 30 June 2019, remain highly dependent on UNRWA to cover their basic needs.**

As per the 2018 PRS verification, 47% of the PRS population are settled in the 12 camps around Lebanon while 53% live outside camps in other areas around the country.

Protection and asylum conditions for PRS in Lebanon are expected to remain difficult and/or to further deteriorate, with increased pressure on refugees to return to Syria. The socio-economic situation of PRS in Lebanon is likely to remain dire, with a high level of basic and protection needs. While monitoring the political processes, PRS will continue to be excluded from work opportunities and face difficulty in accessing basic services. In addition, **it is likely that their precarious legal status will continue, particularly in light of an increasingly coercive environment for Syrian refugees in Lebanon, which would require further assistance towards inclusive integration.**

### *2.2.2. Sector context: policies and challenges*

In 2018, UNRWA was confronted with the greatest financial challenge in its history due to the abrupt loss of USD 300 million in planned funding from the Agency's largest donor. Through a global campaign of fundraising and diplomatic outreach, coupled with internal cost-saving measures, the Agency was able to overcome the funding shortfall and keep services operational throughout the year. However, certain programmatic adjustments had to be made, including to UNRWA's Syria Regional Crisis Emergency

Appeal. Palestinian refugees affected by the Syrian conflict were confronted by the impact of the 2018 funding crisis when UNRWA reduced the amount and frequency of cash distributed to 400,000 Palestinian refugees inside Syria and decreased its support to 17,000 Palestinian refugees from Syria (PRS) in Jordan.

In 2019, UNRWA launched global appeals for USD 1.2 billion to cover its core services and life-saving humanitarian aid for 5.4 million Palestinian refugees across the Middle East. This amount equates to the same amount of money mobilized in 2018. The sum **includes UNRWA's Syria Regional Crisis Emergency Appeal** (EA hereafter), which was launched in January 2019 and appeals for a total of USD 277 million, to enable the Agency to continue providing life-saving emergency assistance to Palestinian refugees from Syria (PRS), whilst maintaining regular services to Palestinian refugees from Lebanon (PRL) and Jordan (PRJ). At the time of the pledging conference held in New York on 25 June 2019, UNRWA had a projected funding shortfall of USD 211 million for 2019. During the conference, donors announced USD 110 million in funding, of which USD 60 million impacted the shortfall. **At the time of writing, the shortfall stands at USD 151 million** and affects both the Programme Budget and the Emergency Appeal.

It is worth noting that **the emergency services provided by UNRWA constitute the minimum support necessary** to meet the critical needs of Palestinian refugees affected by the Syria conflict. **Any further reduction in the scale of assistance and services provided by UNRWA will have severe consequences, particularly in terms of eroding households' coping capacities and ability to further withstand crisis situations.**

Results to date indicate that PRS, faced with limited livelihood opportunities and restrictions on employment, continue to struggle to meet their basic needs. The fragile PRS situation in Jordan and Lebanon still holds true presently as their displacement continues, economic resilience is very weak and vulnerability levels remain high. PRS are exposed to a broad range of vulnerabilities and the absolute lack of financial assets represents a limitation, which is exacerbated by the high cost of living in the hosting countries.

Due to funding shortfalls that UNRWA has had to face since 2018 and the pull out of funding from the United States government to UNRWA have had significant consequences for PRS. Although the support offered, PRS in most cases fail to cover their most basic needs while field interventions have significant flaws regarding the cash-entitlement component design. The desired outcome that PRS will be better able to meet their essential livelihood needs proved to be an ambitious one, due to the resources made available compared with the overwhelming needs to address. Nevertheless, the current criteria for full entitlement eligibility, which is now based on PRS with documentation concerns, in most cases fails to cover even their most basic needs.

**In light of the above**, and against the backdrop of the Brussels III Conference on 'Supporting the future of Syria and the region', **UNRWA and the EU held extensive discussions in order to set the basis for a third negotiation** with the EU Regional Trust Fund in Response to the Syrian Crisis (EUTF). This, to enable the Agency **to continue supporting vulnerable PRS in Jordan and Lebanon, on their most pressing needs.**

The proposed Action focuses primarily on core services such as cash assistance, education in emergencies, primary health care and protection and builds upon past and ongoing projects funded by the EUTF in Lebanon and Jordan (ending in December 2019) and aims

to mitigate the impact of the COVID-19 crisis. With this purpose, the AD takes into consideration the global appeal COVID-19 related launched by UNRWA in March 2020 and the revised version launched the 8th May 2020. The global appeal covers essential primary health related to COVID-19 (personal protective equipment, disinfection of installations, hygiene kits) together with testing and hospitalisation costs, preparation of isolation and quarantine centres; remote education facilities and self-learning tools, water and sanitation, and relief assistance increasing the cash assistance distributed to the most vulnerable.

On the other side, as host communities will also benefit from some of the services included under the proposed action, as demonstrated by previous interventions, this will contribute to ‘enhanced community cohesion’ thereby bolstering the Social Cohesion Sector Area of the EUTF Results Framework. In fact, support to Palestinian Refugees in Lebanon (PRL) and in Jordan (PRJ) host communities is in line with the Crisis Response Plan guidelines, and in recognition of the vast impact the Syria crisis continues to have on the Palestinian Refugee communities in both countries.

### **2.3. Lessons learnt**

The proposed Action is designed along lessons learnt from two previous programs developing along similar lines and addressing the most critical needs of PRS, in Lebanon and in Jordan, based on their extreme vulnerability. As part of the implementation of its EUTF first contribution, on 18 February 2019, UNRWA shared the Final Evaluation report on the first EUTF-funded intervention, titled “*Maintaining the resilience of Palestinian refugees from Syria, in Jordan and Lebanon*”, which ended in October 2018.

The expert, who conducted an assessment on the Lebanon leg of the programme, concluded that the intervention was effective in all three components - education, health and cash assistance - with the strongest results visible on the education part. In particular, the final evaluation has specifically recommended that:

- I. EU support to UNRWA should be continued so that the agency can deliver its core services to PRS and PRL with emphasis on the provision of quality educational services;
- II. UNRWA should continue to focus on strategies supporting the retention of students currently enrolled in the schools (including learning and language support). The retention strategy should be combined with ongoing outreach interventions using existing community-based structures in refugee camps.
- III. Multi-year funding will assist the agency to have a more sustained retention required to support resilience programming, including advocating for greater access to the labour markets.
- IV. Multi-purpose cash assistance to PRS families should be complemented with a stronger strategy to support resilience and decrease dependency. Referral mechanisms to NGOs to access small grants or loans to set up a small business should be explored.

Recently, the *EUTF Monitoring and Evaluation mechanism*<sup>1</sup> launched a Results-oriented Mission to assess the level of achievement of results under the project T04.160. Between July and August 2019, the Jordan part of the independent monitoring mission was finalized and the expert shared a number of recommendations for a potential phase three, namely:

- **Vulnerability Criteria could be further harmonised** within the countries of the intervention. Criteria for vulnerability assessment and its dissemination among the beneficiary pool are needed, also to be commonly perceived by the target group (i.e.PRS).
- **Consider the revision of the allocated amount of UCA**, linked to the needs of the caseload and the cost of living of the country, at least paired with the level of previous allocated funds per head, until 2018.
- **Extend the protection component to legal services:** this is key to reduce PRS-specific vulnerability within the context of Syrian refugees.

In addition, preliminary findings from the ROM mission conducted in Lebanon, mid-September 2019, recommend:

- To **link the Unconditional Cash Assistance (UCA) to the needs** of the caseload and the cost of living of the country, according to the vulnerability of the beneficiaries.
- Consider **combining the multi-purpose UCA with other measures to support resilience** on the PRS, e.g. referral mechanisms to NGOs to access small grants or receive livelihoods/ professional training, in line with the findings from the EUTF sector Evaluation on Livelihoods.
- Concerning education services: to increase the involvement of community-based structures to provide **extra-curriculum and recreational activities**;
- Improve the monitoring mechanisms to **provide evidence of data analysis methodology** and coordination with the field.

Moreover, it should be mentioned that the **EUTF is currently in the process of conducting the Sector Evaluation on its Basic Education portfolio**, including a view on the protection-related aspects with a particular focus on out-of-school children and barrier to access education services. The final report shall be submitted by end of October 2019. In case of approval of the present AD, **the main conclusions from this independent review will be taken into consideration during the negotiation discussions** between EUTF and UNRWA, with regard to the Lebanon part of the programme.

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<sup>1</sup> [https://ec.europa.eu/trustfund-syria-region/content/monitoring-evaluation\\_en](https://ec.europa.eu/trustfund-syria-region/content/monitoring-evaluation_en)

## 2.4. Complementary actions

The Action contributes to the EU's overall objective to ensure the continued delivery of necessary services to Palestinian refugees in a sustainable manner.

EU and UNRWA are engaged in a continuous and sustained policy and strategic dialogue. The EU is a staunch and predictable supporter of UNRWA in political and financial terms. In line with the UNRWA Medium Term Strategy (2016-2021) and the **Non-Paper on EU support to Palestinian refugees and UNRWA's Medium Term Strategy** (February 2019)<sup>2</sup>, EU supports UNRWA in its efforts to continue implementation of internal reforms, focus on essential services it is best placed to deliver and increasing efficiency gains..

This Action fully corresponds to UNRWA's prioritisation of services, including the provision of quality education and to the EU **multi-annual bilateral support under the European Neighbourhood Instrument (ENI)** to UNRWA Programme Budget, which covers the provision of essential services in the areas of education, health, protection, relief and social services, microfinance and camp improvement.

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

- the 17 million **EUTF-funded project** T04.160 currently being implemented in Lebanon and Jordan, which is due to end on 31<sup>st</sup> December 2019;
- 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;
- the 1 Million Euro **ECHO/SYR/BUD/2019/91038** "*Promotion and protection of human rights of refugees and members of the vulnerable host community in Jordan*", covering the provision of protection services including legal support, by **NRC** through the **Justice Centre for Legal Aid (JCLA)** until 29/02/2020;
- the 40 Million Euro decisions **ENI/2018/041-485** and **ENI/2017/040-548** "*Support to the Rule of Law in Jordan*", of which 1,6 Million Euro dedicated to an **awareness component**, conducted through three grants to NGOs and aiming to enhance **information sharing**, especially for the most vulnerable until 21/12/2021;

Additionally, the Action Document is complementary to another action being considered for submission to the EUTF Operational Board, titled '**EUTF Programme in support of the Healthcare System for vulnerable population in Lebanon**'. This programme would be particularly relevant with regard to the procurement of medications and vaccines and the action implemented by UNRWA will have to be complementary on that.

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<sup>2</sup> This paper has been developed in consultation with UNRWA

During the relevant negotiation discussions, an adequate coordination between UNWRA, the other lead implementers and key national stakeholders will have to be put in place, in order to ensure synergies and avoid all possible overlapping.

As a continuation of its support towards contributing to the resilience and protection of the most vulnerable Palestinian refugees from Syria, this third phase intends to provide a coherent package of services to PRS, who will mutually reinforce the strengthening of their resilience.

## 2.5. Donor co-ordination

As for the past two interventions, the EUTF financing is being complemented by the financial input of other donors, including on Unconditional Cash Assistance allocation of eligible PRS distributions, complemented by the **Department for International Development (DfID)** and bilateral cooperation as the **Government of France, Norway and Italy** (cash for food) contributions.

It should also be mentioned that the proposed action will be implemented under the humanitarian relief component of UNRWA's Syria crisis response along with other aligned donor-funded projects, to ensure a coordinated response and the prospects of high-level impact, in line with UNRWA Emergency Appeal for 2019.

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*<sup>3</sup> which is produced annually, with Annual Operational Report (AOR), and which seeks to streamline the Agency's response to the crisis internally. Furthermore, UNRWA has established sectorial coordination mechanism with stakeholders, including NGOs and community based associations involved in the sectors covered by the programme.

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)*<sup>4</sup> which covers operations in Lebanon and Jordan, and the Syria Response Plan, which covers the whole of Syria.

UNRWA has a specific mandate and role in ensuring that human development and protection needs of Palestinian refugees are met. The Agency also works to strengthen its service provision, and to contribute to needs beyond those of Palestinian refugees, by sharing its expertise by working with sister UN agencies, the host countries, INGOs and other organizations where possible.

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<sup>3</sup> <https://www.unrwa.org/resources/reports/syria-regional-crisis-emergency-appeal-2019-fact-sheet>

<sup>4</sup> <https://www.unhcr.org/news/press/2018/12/5c0f80eb4/un-partners-launch-plan-support-syrian-refugees-countries-hosting-number.html>

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

### 3. DETAILED DESCRIPTION

#### 3.1. Objectives/Expected Results

The **Overall Objective** of the programme is *“To improve resilience of Palestinian refugees from Syria (PRS) currently living in Lebanon and Jordan, ensuring that the most vulnerable women, children and adults meet their basic needs”*.

The **Specific Objectives (SO)** are:

- **SO1.** To strengthen resilience of PRS, ensuring that the most vulnerable refugees meet their basic needs;
- **SO2.** To contribute to a protective environment for PRS/PRL by improving **access to basic education, primary health and protection services**;
- **SO3.** To strengthen the effectiveness and efficiency of **protection and prevention system** for Palestinian refugees;

#### Lebanon country component

As detailed in the *indicative logframe included in Annex 1*, the **Lebanon part of Action** will be developed around three components.

Accordingly, under SO1, the expected **Results (R)** are:

- **Result 1.1 Multipurpose Cash Assistance (MCA):** PRS are able to meet their basic humanitarian needs during the time of their displacement and jointly with vulnerable PRL, they are supported to mitigate against the economic impact of the COVID-19 crisis.

The multipurpose cash grant, based on specific selection criteria depending on vulnerability aspects, is designed to cover a range of basic needs, including shelter and other non-food items, whilst providing beneficiaries with more choice in determining how to meet these needs. Under R1.1, **the most vulnerable PRS families living in Lebanon are provided**

**with MCA during the implementation period and jointly with vulnerable PRL families, receive reinforced cash assistance payments to face the impact of COVID-19 crisis. .**

In addition to the cash distribution, and in line with the evaluation carried out, the Action will also seek that **cash assistance beneficiaries are linked to livelihoods opportunities**, through the existing UNRWA Employment Centres and other initiatives, including cash-for-work.

Under SO2, expected Results are:

- **R2.1 Education in Emergencies (EiE):** PRS continue to access quality, inclusive and equitable education despite ongoing conflict and displacement.

UNRWA's holistic approach provides learning support, psychosocial support, recreational activities and community engagement with a view to promote the overall wellbeing of Palestinian refugee students. A crucial contributing factor to the successful integration of PRS students into UNRWA schools is to ensure that the necessary educational staff is available to provide core services to the increased number of students<sup>5</sup>, with a particular focus on vulnerable children, such as those with disabilities, **psychosocial support** needs, those underperforming on standardized tests and children facing protection concerns. Besides, teachers must manage and avoid tensions with PRL students. In line with this, the EUTF will continue to fund **equal access to PRS/PRL basic education** and support staff over the upcoming scholastics years and safeguard access to education to which all PRS are entitled, while reducing enrolment barriers and school attendance, as costs related to school supplies, uniforms and transportation. In this sense, the action will make sure that **enrolment barriers that prevent PRS children from attending school are identified and addressed**. To face the impact of COVID-19 crisis, UNRWA will ensure remote education and assistance and will provide with the required tools and supplies during the suspension of face-to-face lessons. Disinfection of the installations once the schools will reopen could be considered. Support to extra-curriculum and recreational activities through Non-Governmental Organisations (NGOs) and Community-Based Organisations (CBOs) will be explored.

- **R2.2 Emergency Health:** the impact of the crisis on health Services for refugees is reduced.

Through the proposed action, the EUTF will continue supporting UNRWA in the provision of primary health care services, ensuring that PRS/PRL have access to **free-of-charge primary health-care services across UNRWA Primary health Clinics and mobile health clinics**<sup>6</sup>. The core medical team and the additional technical staff will provide a comprehensive set of curative and preventive services, including treatment for acute diseases and chronic illness, diagnostic services, maternal health, as well as infant and child health services and distribution of medications. During the COVID-19 crisis, some of the services could be provided remotely. Furthermore, UNRWA will also cover COVID-19 related health costs for both communities, which could include hospitalisation, isolation centres for mild cases and

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<sup>5</sup> Additional educational staff were previously covered under EU supported projects ENPI/2014/351-221, TF-MADAD/2017/T04.21 and TF-MADAD/2018/T04.160.

<sup>6</sup> Currently 18 Primary Health Clinics and 9 mobile health clinics.

moderate cases, COVID-19 testing, personal protective equipment kits, cleaning and disinfection of the installations.

Under SO3, the expected result is the following:

- **R3.1 Protection:** protection services delivery is undertaken in an equitable, non-discriminatory, coordinated and neutral manner.

In line with the *global protection standards* of 1) *safety, dignity and avoid causing harm*, 2) *meaningful access*, 3) *participation* and 4) *accountability*, the proposed action will ensure that: **protection services delivery is undertaken in an equitable, non-discriminatory, coordinated and neutral manner** and that the degree of alignment of UNRWA programmes with **protection standards** is assessed and protection mainstreaming interventions implemented through the protection audit process.

### **Jordan country component**

Building on the previous two EUTF-funded Action and on the recommendations shared by the ROM review, **the Jordan part of Action** will be developed around three components.

Accordingly, under SO1, the expected **Results (R)** are:

- **R1.1 Unconditional and Emergency Cash Assistance:** PRS are able to meet their essential life-saving needs and cope with sudden crisis and COVID-19 related needs.

Under the proposed intervention, EUTF will continue supporting UNRWA in order to enable eligible PRS in Jordan to achieve that:

- **PRS families are provided with Unconditional Cash Assistance to meet essential needs during the time of their displacement**, and that
- **PRS cases identified as facing major crises are provided with Emergency Cash Assistance and receive specific COVID-19 cash assistance payments.**

Attending to the preliminary recommendations of the EUTF ROM exercise conducted in Jordan in July 2019, and in order to ensure that all types of cash assistance interventions for PRS are evidence-based and consistent across UNRWA fields of intervention, including in Lebanon and Jordan, a technical support function at regional level will be established. This will improve both, effectiveness and efficiency of cash based interventions for PRS in Jordan and in relation to parallel operations in Lebanon.

Under SO2, the expected result includes:

- **R2.1 Protection: information-sharing and awareness-raising services are established.**

PRS with irregular status in Jordan live at risk of being arrested, arbitrarily detained or resent to Syria. Through this third round of EUTF funding, UNRWA in Jordan would need to upscale the protection component of the intervention in order to uptake recommendations

resulted from the EUTF ROM review. UNRWA will also cover COVID-19 related protection services related to documentation and legal issues faced by PRS community.

Through the Agency's frontline staff, **protection mechanisms targeting children, women and adults are strengthened.**

In addition, UNRWA's Neutrality and Protection Unit (NPU) will continue and strengthen its community outreach and protection awareness activities in collaboration with other relevant programmes and humanitarian and legal partners, to achieve that **information-sharing and awareness-raising services are established.**

Under SO3, expected result is the following:

**R3.1 Capacity management support:** Ensure timely and effective response to the needs of PRS.

Under the proposed action, operations will achieve that **UNRWA emergency operations planning, needs assessments, internal and external coordination with other partners, registers and data base mechanisms, monitoring, reporting and communication capacities are improved** and that continuous, accurate management of **UNRWA emergency operations is ensured by sustaining the Emergency Coordination Unit.**

### 3.2. Activities

- **In Lebanon (to be tailored during negotiations)** the action is tailored around the following main activities:

Multipurpose Cash Assistance. In order to mitigate vulnerability and in line with the recommendations of the final evaluation of the first EUTF-funded project (TF-MADAD/2017/T.04.21) and the 2019 ROM mission, the action will continue providing humanitarian assistance in the form of **multi-purpose cash assistance to cover basic needs** for all PRS individuals living in Lebanon and specific cash assistance payments to vulnerable PRL to mitigate the effects of COVID-19. According to the latest data and in agreement with the Lebanese authorities, UNRWA could target up to **8,500 PRS families in the very first year of the intervention and 8,300 in the second one.**

Education in Emergency. The EUTF will continue to support the delivery of **quality, equitable and inclusive education services** to all PRS children enrolled in UNRWA schools in Lebanon: approximately 5,200 during the first school year and 4,600 during the second school year. Activities will be provided remotely if COVID-19 measures taken by Government do not allow face-to-face services. Relevant activities should include **extra-curriculum and recreational activities**, following an holistic approach, in line with the recommendations presented by previous evaluations.

Health-care services. The proposed action includes **free-of-charge primary health services** to mainly PRS community in Lebanon, but also to Palestine refugees' hosting communities. The action will allow supporting the 90%<sup>7</sup> of the **hospitalisation costs** related to COVID-19 for all Palestine refugees and could consider supporting hospitalisation costs as a result of the deteriorating socio-economic of both communities. It should be highlighted here that **UNRWA could open a cooperation channel with the Palestinian Red Crescent Society (PRCS)** supporting health services provided by PRCS under the present action.

support for **COVID-19 isolation centres** for mild and moderate cases, **COVID-19 testing** and strengthen **hygiene and cleaning practices including equipment** and material: among others, hygiene kits and Personal Protective Equipment (PPE).

Protection services. **Protection will be mainstreamed across the action**, including on the provision of **mental health and psychosocial support**, critical prevention and response interventions for **GBV and child protection cases**, as well as the provision of **legal aid services**.

This component is essential to ensure that beneficiaries' resilience is strengthened and the regular monitoring of challenges and gaps is key to ensuring that protection mainstreaming work is based on evidence-based concerns. Thus, the specific activities will be based on the results of the *UNRWA 2019 Protection Audit* and associated recommendations currently under development.

- **In Jordan (to be tailored during negotiations)** the envisaged activities are:

Cash assistance. UNRWA will support eligible PRS in Jordan to meet their basic needs through cash-based transfers in two forms: **a. Unconditional Cash Assistance (UCA); b. Emergency Cash Assistance (ECA).**

Under the proposed intervention, the UNRWA will provide quarterly cash assistance to approximately 16,500 PRS individuals (4,100 families) in 2020 and 2021.

Within the ongoing EUTF-funded intervention, T04.160, UNRWA's quarterly surveys on satisfaction on the UCA prove that PRS are not satisfied and declared that the financial support is not sufficient to cover the most basic needs. As recommended by the EUTF ROM mission to Jordan, the vulnerability criteria shall be harmonized within both countries of intervention and improved for Jordan. The vulnerability criteria should be transparent and disseminated among the PRS.

Based on these findings, the proposed action foresees a more **targeted support for the cash-based transfer intervention**, specifically implemented by UNRWA in Jordan. The new approach to CA, will have to be determined by vulnerability criteria, including:

- a.* PRS who are categorized as *less vulnerable* because in possess of Jordanian identification documents, being the result of their original place of registration with UNRWA; i.e. Jordan field,

*and*

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<sup>7</sup> The Embassy of Palestine in Lebanon covers the other 10%.

- b. PRS who are identified as *more vulnerable* in view of the fact that they do not own Jordanian identification documents, because they are originally registered with the Agency's fields of operations other than Jordan.

**Vulnerability criteria** linked to the household composition (i.e.: single headed households, widowed, number of children, etc...) will also **inform the financial support** to which PRS are entitled.

To complement the UCA, the action includes the provision of **ECA grants for specific cases** who would be identified as **facing major protection risks or** who is experiencing **major crisis** with tremendous impact on their economic situation. UNRWA will also provide a specific COVID-19 emergency cash-based assistance to all PRS registered in Jordan, for an amount of USD 100 per person.

Protection services. The proposed action includes protection cases identification and management, outreach, awareness-raising and information sessions, as well as **legal counselling and follow-up with the relevant legal authorities**. This in order to address important protection risks related to PRS' lack of legal status.

Within the framework of a specific COVID-response, UNRWA will strengthen protection services to two PRS groups who remain of special concern as they do not benefit automatically from the nationwide health-response; 1) the PRS residing in King Abdullah Park (KAP) and 2) the PRS protection cases relating to documentation and/ or legal issues. Negotiation could include support to sustain the PHC services in the KAP and training to staff on COVID-specific issues, to address any unforeseen spread of the virus among the PRS residing in KAP to address the pressing needs to provide adequate resource of hygiene and cleaning supplies to the PRS families, as well as specific protection issues that PRS will face, when dealing with the authorities in the event of confirmed cases of COVID-19.

Moreover, UNRWA will also address the gender impacts that have emerged from the COVID-19 emergency through the provision of protection services with regard to increasing GBV-related risks and violence against women and children, and their reduced ability to distance themselves from their abusers as well as to access external support. Negotiations could consider possible activities with regard to inter-Agency coordination on the GBV response, referral paths and partnerships, and the establishment of a central emergency hotline to collect and channel all queries received from persons of concern, including requests for psycho-social support (PSS) and assistance with cases of GBV and/or child protection.

To ensure the most focused and targeted response to PRS needs, interventions will be tailored in accordance with the results from the 2019 Protection Audit and associated recommendations. As recommended by the ROM review, the specific protection-related activities will be open for UNRWA to seek cooperation with other entities, including the Justice Centre for Legal Aid of Jordan.

Capacity-management support. The set of activities under this component aim to ensure timely and effective response to the needs of PRS, based on accurate population figures which will be produced through a *refugee verification exercise* and a *vulnerability assessment survey*.

In continuity with the previous EUTF-funded interventions, the *Emergency Coordination Unit (ECU)* will provide coordination, capacity and management support to the JFO emergency response, working closely with the national and international humanitarian community in Jordan, towards merging the ECU into its Relief and Social Services Programme (RSSP)

which would further align with the approach in place at Lebanon Field Office. The ECU is following up closely on the GBV cases in response to COVID-19 as gender inequalities tend to increase during the emergency and risks of gender-based violence are compounded.

**3.3. Risks and assumptions**

Risks	Risk level (H/M/L)	Mitigating measures
<b>Deterioration of the security situation</b> does not allow the smooth implementation of the project.	M	In addition to the monitoring of the overall security, UNRWA will endeavour, through its dedicated security team, 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.
<b>UNRWA offices in the camps and Lebanon Field Office are subject to closure or limited access</b> due to sit ins organised by specific groups voicing their frustration or lockdowns imposed by the COVID-19 crisis.	M	UNRWA engages continuously at all levels with issues raised by the community in order to minimise closure of installations and disruption of operations and will provide services remotely.
Funding shortfalls prevent UNRWA from maintaining all activities, leaving Refugee needs unmet. This could lead	M	UNRWA is undertaking mass fundraising efforts in order to mobilise donors and partners to support the Agency in closing the financial gap.

to community unrest, employee dissatisfaction or industrial action.		The establishment of a risk reserve to cover service gaps could be considered.
A significant deterioration of the value of the local currency	H	UNRWA and the EUD will deploy its diplomacy to negotiate preferential exchange rate with the Central Bank of Lebanon.
Palestinian Refugees from Syria (PRS) return to Syria	M	<p>Guided by the UNHCR position that conditions for refugees to return in safety and dignity are not yet in place in Syria, UNRWA does not facilitate or promote returns to Syria. The Agency respects the wishes of those who make free and informed decision to return voluntarily seeks to provide them with services and support based on need.</p> <p>As part of its protection mandate, UNRWA monitors the situation of PRS in its fields of operation. This includes conducting key interviews, surveys and focus group discussions to understand trends and intentions, tracks the movement of refugees between UNRWA fields including the re-activation of PRS who return to Syria, and collects information from newly returned refugees in Syria on their situation and perceptions upon return. Programmes activities to be adjusted accordingly.</p>
<b>Assumptions</b>		
<ol style="list-style-type: none"> <li>1. The project enjoys the support of PRS and the Palestinian refugee communities in Lebanon and Jordan.</li> <li>2. UNRWA is able to operate without physical, political or security constraints and the Jordanian and Lebanese Government provides continued support to UNRWA's operations.</li> <li>3. Market prices for food will remain stable.</li> <li>4. Political and security situation in Lebanon and Jordan and in Palestinian Refugee camps remain stable.</li> <li>5. Channels of communication with relevant authorities remain open.</li> </ol>		

6. UNRWA enjoys the collaboration of the Ministry of Education and Higher Education (MEHE) in Lebanon to allow PRS to sit for official exams.
7. Currency fluctuations do not affect the project negatively.

### 3.4. Cross-cutting issues

In addition to UNRWA's clear mandate for protection of Palestinian refugees, **the Agency is mandated by the General Assembly to address the protection concerns of women, children and persons with disabilities.** UNRWA has a Gender Equality Strategy, a GBV programme, and a Disability Policy. UNRWA strives to ensure that its programmes are guided by **protection standards, which include providing meaningful access to services and ensuring full participation and empowerment of beneficiaries.** Since 2016, UNRWA has conducted regular protection audits to assess how well each programme is aligned with protection standards. Based on the results, programme staff at the managerial level are trained on how they can improve protection mainstreaming in their planning and implementation.

In addition, UNRWA actively contributes to advancing cross-cutting issues, as demonstrated by **the establishment of a cross-sectoral Cross-Cutting Issues Platform (CCIP) in 2018.** The CCIP facilitates and supports protection mainstreaming in and through UNRWA services and works to strengthen leadership, accountability and coordination in and between programmes. **The CCIP is an important platform, which brings together different programmes to coordinate work on cross-cutting issues such as protection, gender, child protection, youth and disability,** and looks into the ways in which they intersect and interact with one another. This helps to ensure that UNRWA services are more inclusive for all Palestine refugees, including women, youth, and persons with disability. **In Lebanon, the Gender and Disability Taskforces have been integrated into the CCIP.**

#### ▪ Gender aspects

All UNRWA interventions are assessed in terms of their contribution to gender equality and prevention of gender-based violence (GBV). The Agency will ensure gender disaggregated data on the interventions/services that UNRWA carries out, in line with EUTF Monitoring and reporting requirements.

UNRWA considers gender needs in the design and implementation of the specific activities and aims at identifying specific linkages between gender barriers and the impact this has on the resilience of Palestinian refugees. 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. To strengthen its accountability in meeting its targets on gender equality and women's empowerment, UNRWA participates in the UN System-wide Action Plan on Gender Equality and the Empowerment of Women- UN-SWAP, the systems-wide gender mainstreaming accountability framework.

In addition to refoulement and other protection risks related to lack of legal status, **PRS in Jordan and Lebanon face a number of other protection concerns. In particular, Gender Based Violence (GBV)** – including 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 individuals at risk of GBV or those who have experienced GBV. Within the present Action, UNRWA has **a dedicated GBV caseworker in each area who works directly with PRS women and men to directly respond to GBV issues through case management.** They also provide awareness sessions and trainings on GBV and gender issues to UNRWA staff and members of the community.

In order to consider gender more broadly in this project but also to further align with EUTF reporting requirements, the Agency will provide gender disaggregated data for all indicators in line with the approved indicative log frame and further revisions. Recruitment of staff will ensure equal access to women.

#### ▪ **Disabilities**

Ensuring that Palestinian refugees with disabilities are protected and can access services is an essential part of UNRWA's mandate. The UN General Assembly "has repeatedly encouraged the Agency to work towards addressing the needs, rights and protection of persons with disabilities, in accordance with the UN Convention on the Rights of Persons with Disabilities (CRPD)". With this in mind, and in view of the challenges and vulnerabilities faced by persons with disabilities, has taken further actions to ensure that its programming and services are disability inclusive and in line with the CRPD. In particular, UNRWA has taken significant steps towards ensuring that Palestinian refugees with disabilities have equal and meaningful access to its services in line with the Agency's Disability Policy from 2010 and further to the roll-out and implementation of the Disability Inclusion Guidelines that were finalised in 2017. A **Disability Task Force** has brought together HQ programmes' departments and field office colleagues **to promote sharing and exchanging technical knowledge and expertise and improving practices around disability inclusion.**

In accordance with the *Disability Policy and Disability Inclusion Guidelines*, UNRWA has adopted a two-pronged approach to disability firstly by improving targeted disability-specific initiatives while also ensuring that all services and programmes are inclusive to persons with disabilities. **In Lebanon, UNRWA provides direct specialised services for persons with disabilities through the RSS Disability Programme** and is the only large service provider of assistive devices for Palestinian refugees with disabilities.

The **Education in Emergencies (EiE) programme has further increased the focus on students who require targeted interventions**, including those with disabilities and emphasises regular measurement and reporting on identification of children with additional needs. UNRWA in Lebanon continually strives to ensure adequate support for students with disabilities, including by referring students to diagnosis and therapeutic consultations and specialised institutions and by improving the inclusiveness of UNRWA schools through the provision of support tailored to individual needs. In addition, UNRWA's Family Health Team model aims at optimizing health care to Palestinian refugees, including PRS, **as well as raising awareness of staff on mainstreaming and accessibility in health facilities.**

#### ▪ **Rights based approach**

The proposed action is based on rights with Palestinian 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, health and protection. UNRWA will deploy internal and external mechanism to prevent corruption opportunities tied to the implementation of the action.

### 3.5. Stakeholders

The primary stakeholders of this proposed action are:

- **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**, including 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 Palestinian refugees, UNRWA, and its staff.
- All **PRS** directly benefiting from the proposed project and indirect beneficiaries, including the wider **Palestinian refugee community**, as end-recipients of the proposed action.
- **Education and Health sector actors in Lebanon**. The Lebanese Ministry of Health (MoH) does not provide any service to PRS community in Lebanon. UNRWA will liaise closely with stakeholders also active in both sectors, aligning with national plans and coordination structures in the context of the Lebanon Crisis Response Plan (LCRP). UNRWA is in close coordination with UNICEF, in particular on the provision of medications and with the PRCS for the provision of hospitalisation services and COVID-19 related activities.
- **Cash sector actors** in the countries of intervention. 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 LCRP as well as in Jordan.
- **Local and international NGOs and CBOs actors, and other UN Agencies**, also operating in the same sectors and/or geographic areas of intervention in Lebanon and Jordan, notably targeting PRS.
- The **EU Delegations to 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.

### 3.6. Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG(s) 1-eradicate extreme poverty, 2- zero hunger, 3-good health and wellbeing and 4-quality education.

### 3.7. Intervention Logic

The Intervention Logic of the proposed action is reflected around UNRWA 2019 Syria Regional Crisis Emergency Appeal, to continue the Agency's response to the Syria crisis. The logical matrix of the Action is guided by the UNRWA's **strategic priorities**:

1. *To preserve resilience through the provision of assistance ensuring that the most vulnerable Palestinian refugees meet their basic needs.*
2. *To contribute to a protective environment for Palestinian refugees by maintaining access to basic services including education; health; water, sanitation and hygiene (WASH), and livelihoods; and protection.*
3. *To improve the effectiveness and efficiency of emergency programme delivery through strengthened humanitarian capacity, coordination and management.*

Through this multi-sector intervention it is hoped to contribute to the improvement of the wellbeing of PRS affected by the crisis that fled to Lebanon and Jordan, by guaranteeing them access to critical services, including: primary health care, quality education, cash assistance and tailored protection services. The intervention takes into account the impact of COVID-19 crisis and include measures to mitigate it.

Building on previous interventions and evaluations, the action is designed around a series of lessons learnt and recommendations, which aim at **bridging the provision of basic needs with longer-term support, through an enhanced cooperation with other entities.**

Within this operational framework, **stronger sustainability prospects** are enhanced by the **livelihoods opportunities** created within the cash assistance component and the **legal support** foreseen as an integrated part of the protection mechanisms.

In Lebanon, systematic advocacy from partners to defend and protect the wellbeing, inclusion and equal opportunities for the Palestinian Refugees will reinforce their opportunities for employment and labour inclusion reducing their dependency on external support. Moreover, complementary cash for work initiatives, employment programs as well as the Technical and Vocational Education and Training initiatives funded through the different EC channels in support to PRS and PRL will entail to reduce UNRWA's systematic support. Otherwise, UNRWA's financial situation is leading the institution to explore different organisational models, including working through third entities with the aim to reinforce the sustainability of the services offered.

In Jordan, the UCA and ECA are supporting the resilience of people as emerged from the ROM: PRS use the cash support for their lifesaving needs (rent, food, NFI), thus preserving the resilience of the PRS community in Jordan and reducing the risk of negative coping mechanisms.

**The extension of the protection component to legal services is key to reduce PRS specific vulnerability within the context of the Syrian crisis.** The lack of documentation and the legal status are the root causes of vulnerability of PRS because prevent PRS to access basic services like health and education, and severely limit job and LHH opportunities, exposing PRS to extremely critical situations.

#### 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 TFEU<sup>9</sup>. In order to implement this action, it is not foreseen to conclude a financing agreement with the Government of the partner countries.

##### 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 **24 months**. A possible extension of the implementation period may be decided by the Manager, and immediately communicated to the Operational Board.

##### 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 Palestinian 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 Palestinian refugees.

UNRWA is committed to ensuring that PRS in Jordan and Lebanon retain access to basic services and are prevented from falling into extreme vulnerability. As explained in the country contexts, **PRS are in reality outside the mandate and coverage of the United Nations High Commissioner for Refugees (UNHCR) that coordinates the global Syrian Response** in each country, as only UNRWA has the mandate to support the PRS population as a particular sub-target group.

An important and relevant set of policies and resources made globally available to the Syrian refugees is not made available to this category of refugees fleeing Syria, for whom **UNRWA is de facto the only service provider.**

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 PRS across the region. Within this framework, while recognizing the high relevance of the proposed action vis-a-vis the overwhelming needs, this is likely to be the last financial allocation made available through the EUTF. Elements for an exit strategy should be considered.

UNRWA is therefore asked **to capitalize on the efforts jointly made and strengthen collaboration channels with key stakeholders and relevant national partners** in the specific technical areas, **with a view to a resilience dimension.**

#### 4.4. Indicative budget

<b>INDIRECT MANAGEMENT with UNRWA</b>	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
LEBANON field	30,600,000	0
JORDAN field	12,600,000	0
<b>Total</b>	<b>43,200,000</b>	0

*Costs for monitoring, evaluation, communication and visibility shall be included in the projects' budgets and included in each contract.*

Even if 93% of PRS in Jordan are categorised as vulnerable, and 48% of them as extremely vulnerable, UNRWA is not requesting a considerable increase in budget for Jordan, which in proportion remains lower than for Lebanon. In Jordan **half of the PRS have some sort of Jordanian documentation** as they have been originally registered under UNRWA JO field; which entitle them **to access some services, including basic education and primary health care.**

#### 4.5. Performance monitoring and reporting

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 an independent Monitoring and Evaluation 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 EUTF Syria Monitoring and Evaluation Framework is to assess, across various levels, the degree to which the Overall Objective of the Trust Fund has been achieved. Partners implementing this Action will comply with the ad hoc Monitoring and Evaluation Framework developed for the EUTF Syria as well as with the reporting requirements and tools being developed by the EU Trust Fund.

The implementing partner shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports and final reports.

The European Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The monitoring and evaluation exercises noted above will represent milestones in the implementation of the activities. These regular assessments will constitute a basis for a possible decision of suspension or revision of a possible decision of suspension or revision of activities, should the conditions on the ground not allow for their proper implementation.

#### **4.6. Evaluation and audit**

Overall, evaluation of the EUTF is mandated by the Constitutive Agreement of the Fund (article 13): “The Trust Fund and the Actions financed by it will be subject to the evaluation rules applicable to EU external programmes, in order to ensure the respect of the principles of economy, efficiency and effectiveness.” Detailed provisions for the Evaluation of EUTF-funded Actions are defined by the strategy for portfolio evaluations.

To support the fulfilment of the mandate of the EUTF reinforcing the EUTF capacity to bring a change in the cooperation area, the projects will carry out a number of evaluations.

Projects should carry out a final evaluation, and one external audit per year. A mid-term evaluation may also be considered. Whenever possible, evaluations will be jointly carried out by partners.

If 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 the yearly Audit Plan exercise conducted by the European Commission.

#### **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 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 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 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 programmes in promoting social cohesion, inclusion, dialogue and help mitigate tensions and misperceptions between refugee and host communities.

**ANNEX 1 - INDICATIVE LOGFRAME MATRIX** (max. 2 pages)

Important note: The overall objective should be one of the outcome statements in the Overarching EUTF Syria Results Framework. It should also use the associated performance indicator(s). The specific objective must be coherent with one result given in the EUTF Syria Results Framework (RF). Each Specific Objective must use the performance indicator(s) linked to the selected

*Additional note:* The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	<b>Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives</b>	<b>Indicators (all indicators on individual beneficiaries will be disaggregated between PRS/PRL and by sex and on COVID-19 response)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Impact (Overall objective)</b>	<b>Impact.</b> Resilience of PRS living in Lebanon and Jordan is improved	proportion of target population below the poverty line (aligned to <b>SDG 1.1.1</b> ) proportion of food insecurity people among the targeted population (aligned to <b>SDG 2.1.2</b> )	Final reports and Evaluations	<i>Not applicable</i>

	<b>Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives</b>	<b>Indicators (all indicators on individual beneficiaries will be disaggregated between PRS/PRL and by sex and on COVID-19 response)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Outcome(s) (Specific Objective(s))</b>	<p><b>Outcome 1.</b> PRS meet their basic needs.</p> <p><b>Outcome 2.</b> Access to basic education, primary health and protection services is improved.</p> <p><b>Outcome 3.</b> Protection and prevention system response to PRS needs is strengthened.</p>	<p>1.1 Number of job opportunities promoted under EUTF funds (aligned to <b>EUTF RF 9</b>)</p> <p>1.2 Number of vulnerable PRS/PRL enrolled in cash for work and/or employments programs (<b>EUTF RF 12</b>)</p> <p>2.1 Number of children who graduated from Basic Education programmes (aligned to <b>EUTF RF 1</b> and <b>SDG 4.4.1</b>)</p> <p>2.2 Cumulative drop-out rate</p> <p>2.3 Number of PRS provided with medical examinations and essentials medicines, including acute and chronic drugs (<b>EUTF RF 15</b> and <b>SDG 3.8.1</b>)</p> <p>2.4 Number of vaccination visits for children under 5 years (<b>EUTF RF 19</b>)</p> <p>2.5 Number of women benefiting from GBV services (aligned to <b>EUTF RF 31</b>)</p> <p>2.6 Number of PRS cases referred to specialized services, including legal services (<b>EUTF RF 29</b>)</p> <p>2.7 Number of confirmed COVID cases</p> <p>3.1 Status of UNRWA programmes in terms of protection standards</p>	<p>External monitoring and evaluation reports, contracts progress/final reports,</p>	<p>The number of PRS in Jordan or Lebanon does not increase/decrease dramatically.</p> <p>Political and security situation in Lebanon and Jordan and in Palestinian Refugee camps remain stable.</p> <p>UNRWA enjoys the collaboration of the Ministry of Education and Higher Education (MEHE) in Lebanon to allow PRS to sit for official exams.</p>

	<b>Results chain: Main expected results (maximum 10) Reference overarching framework – sector objectives</b>	<b>Indicators (all indicators on individual beneficiaries will be disaggregated between PRS/PRL and by sex and on COVID-19 response)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Other Results (Outputs and/or Short-term Outcomes)</b>	<p><b>Short-term Outcomes:</b></p> <p><b>1.1</b> PRS access to food and essential provisions ensured 1.2. PRS and PRL reinforcing their humanitarian and socio-economic conditions deteriorated by the COVID-19 crisis</p> <p><b>2.1.</b> PRS/PRL access quality, inclusive and equitable education ensured</p> <p><b>2.2</b> PRS/PRL access to primary health services ensured</p> <p><b>2.3</b> PRS/PRL access protection services</p> <p><b>3.1</b> Protection services delivery is undertaken in an equitable, non-discriminatory, coordinated and neutral manner</p>	<p>1.1.1 Number of individuals receiving cash assistance, including MCA, UCA and ECA (<b>EUTF RF 12</b>) 1.2.1. Number of individuals receiving cash assistance, including MCA, UCA and ECA (<b>EUTF RF 12</b>)</p> <p>2.1.1. Number of children enrolled in UNRWA schools under EUTF funds (aligned to <b>EUTF RF 1</b>) 2.1.2 Number of teachers receiving complementary training (<b>EUTF RF 4</b>) 2.1.2. Number of children receiving school supplies (<b>EUTF RF 2</b>)</p> <p>2.2.3 Number of free-of-charge primary health care consultation conducted (<b>EUTF RF 14</b>) 2.2.4 Number of hospitalisations supported 2.2.5 Number of PPE pieces distributed, including surgical and N95 masks, gloves boxes, gowns, goggles, face shields and sanitation equipment (COVID-related)</p> <p>2.3.1 Number of beneficiaries receiving psychosocial support (<b>EUTF RF 30</b>)</p> <p>3.1.1 Status of the refugee verification exercise 3.1.3 status of the vulnerability assessment survey 3.1.2 Number of MoU established among protection coordination units/stakeholders</p>	<p>Mid-term evaluations, progress reports, ROM reports, QINs,</p> <p>UNRWA situation snapshots on Jordan emergency interventions prepared</p>	<p>UNRWA is able to operate without physical, political or security constraints and the Jordanian and Lebanese government provides continued support to UNRWA's operations.</p> <p>Market prices for food will remain stable.</p>

