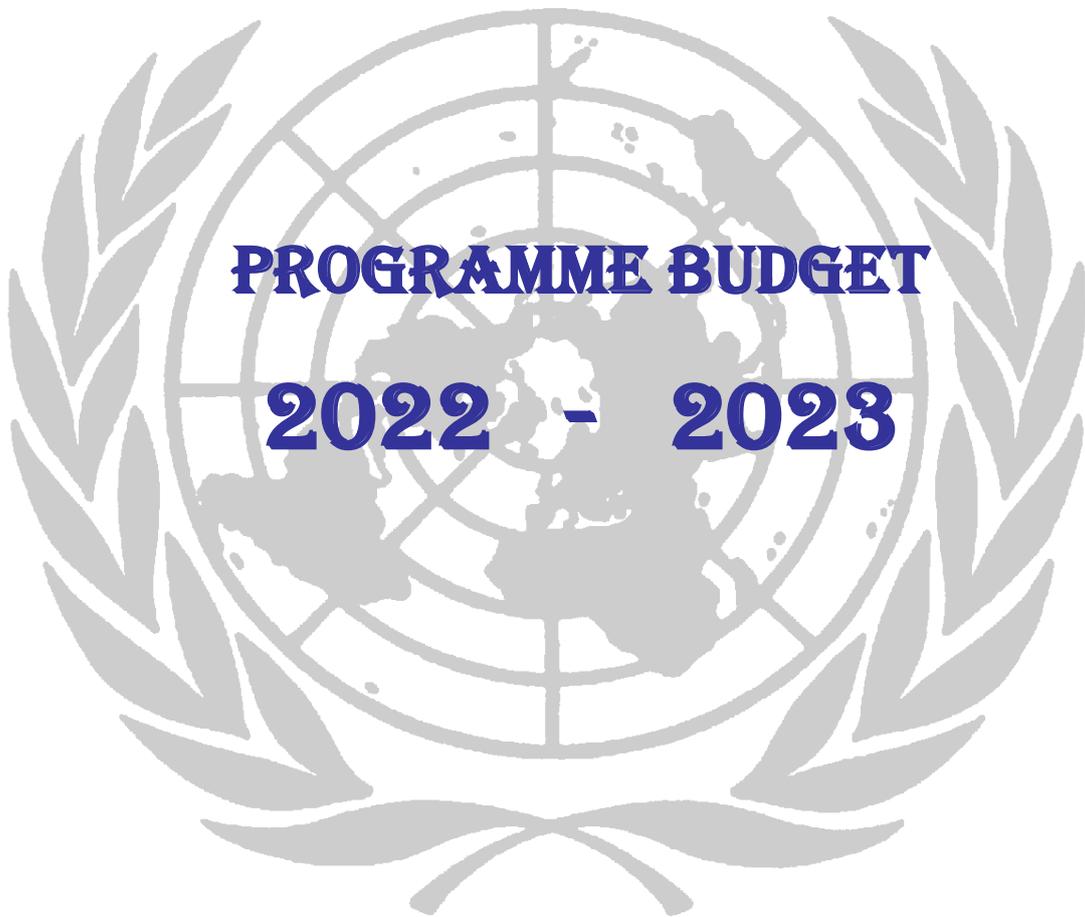




**UNITED NATIONS RELIEF AND WORKS AGENCY
FOR PALESTINE REFUGEES IN THE NEAR EAST**



September 2021

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ACRONYMS AND ABBREVIATIONS

CERF	Central Emergency Response Fund
CIP	Camp Improvement Plan
COVID-19	Coronavirus disease 2019
EA	Emergency Appeal
EiE	Education in Emergencies
EMIS	Education Management Information System
ESF	Education Science Faculty
FESA	Faculty of Educational Sciences and Arts
FHT	Family Health Team
FTE	Full-Time Equivalent
GBV	Gender-Based Violence
GDP	Gross Domestic Product
HQ	Headquarters
HQA	Headquarters' Amman
HRCRT	Human Rights, Conflict Resolution and Tolerance
ICI	Infrastructure and Camp Improvement
ICIP	Infrastructure and Camp Improvement Programme
ICT4E	Information and Communication Technology for Education
IPSAS	International Public Sector Accounting Standards
ISC	Indirect Support Costs
MCSP	Microcredit Community Support Programme
MHPSS	Mental Health and Psychosocial support
MTS	Medium Term Strategy
NCD	Non-Communicable Disease
oPt	occupied Palestinian territory
PB	Programme Budget
PHC	Primary Health Care
PMTF	Proxy-Means Testing Formula
PRS	Palestinian Refugees from Syria
PSS	Psychosocial Support
RB	Regular Budget
RRIS	Refugee Registration Information System
RSS	Relief and Social services
SDG	Sustainable Development Goal
SHP	School Health Programme
SSN	Social Safety Net
SSNP	Social Safety Net Programme
TVET	Technical and Vocational Education and Training
UN	United Nations
UNBOA	United Nations Board of Auditors
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
US\$	United States Dollar
UN-SWAP	UN-System-wide Action Plan on Gender Equality and the Empowerment of

VTC	Women
WHO	Vocational Training Centre
XB	World Health Organization
	Extra Budgetary

INTRODUCTION TO THE 2022-23 BIENNIUM BUDGET

OVERALL ORIENTATION

- 1.1 The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA or “the Agency”) was established within the United Nations (UN) system as a subsidiary organ of the UN General Assembly under resolution 302 (IV) of 8 December 1949 and became operational on 1 May 1950. Through this and subsequent resolutions, the Agency is responsible for providing assistance and protection to Palestine refugees. Its mandate is renewed by the UN General Assembly every three years, most recently through resolution 74/83 of 13 December 2019. Since starting operations in 1950, UNRWA has adapted and enhanced its programmes to meet the increasingly complex needs of Palestine refugees and to provide them with a measure of protection and stability amid chronic conflict in the region. The Agency has delivered its services in times of relative calm in Middle East, and in times of hostilities. UNRWA is unique in terms of its model of direct service delivery and contribution to the welfare and human development of Palestine refugees. Today, the Agency is the main provider of basic services – education, health and relief and social services (RSS) – to 5.7 million¹ registered Palestine refugees in its areas of operation. UNRWA stands ready to continue operations during the 2022-23 biennium in accordance with the mandate that it has received from the General Assembly; however chronic financial crises pose significant risks to its operational stability.
- 1.2 The UNRWA Commissioner-General reports directly to the General Assembly. Overall advice and support regarding Agency programming are provided to the Commissioner-General by an Advisory Commission, currently comprised of 29 members and 4 observers, including representatives of UNRWA’s major donors and host Governments.
- 1.3 The mission of the Agency is to help Palestine refugees achieve their full human development potential despite the difficult circumstances in which they live. In line with this mission, UNRWA works towards the following five strategic outcomes: (a) Palestine refugee rights under international law are protected and promoted; (b) Palestine refugee health is protected and disease burden is reduced; (c) school-age children complete quality, equitable and inclusive basic education; (d) Palestine refugee capabilities are strengthened for increased livelihood opportunities; and (e) Palestine refugees are able to meet their basic

¹ UNRWA Registered Population Dashboard, Quarter 3 2021, UNRWA, <https://www.unrwa.org/what-we-do/relief-and-social-services/unrwa-registered-population-dashboard>

human needs of food, shelter and environmental health. Progress towards these objectives will continue to drive Agency operations during the 2022-23 biennium.

- 1.4 To bring about the five strategic outcomes listed above, UNRWA will maintain and, to the extent possible, improve the provision of protection, education, health, relief, microfinance and infrastructure and camp improvement (ICI) services² for the benefit of Palestine refugees in Gaza, the West Bank³, Syria, Lebanon and Jordan.
- 1.5 The Agency directly contributes to 11 of the 17 Sustainable Development Goals (SDG) across its five fields of operation to ensure that Palestine refugees are not left behind. UNRWA's contribution to fulfillment of the SDGs is also reflected in its Medium Term Strategy (MTS) 2016-22 and will be further emphasized in its successor strategy that will be introduced in 2023. Like the SDGs, the MTS recognizes that advancing human development for Palestine refugees requires a multi-dimensional approach involving poverty alleviation, respect for human rights, access to quality health and educational services and actions to reduce inequality and promote economic growth.
- 1.6 The Agency also provides emergency assistance to over 2.2 million Palestine refugees in acute distress as a result of occupation and armed conflict in the occupied Palestinian territory (oPt), armed conflict in Syria, economic collapse in Lebanon and the socio-economic and public health impacts of COVID-19. UNRWA assumes that this assistance will continue to be required during 2022-23 for the vast majority of this caseload, while the ability to sustain this assistance at current levels will become more difficult. The Agency will also continue to provide such services to Palestine refugees and persons displaced as a result of the 1967 and subsequent hostilities in accordance with relevant General Assembly resolutions, including 2252 (ES-V), 74/84, and 73/93.
- 1.7 UNRWA will continue its efforts to mainstream protection, gender and disability perspectives into its activities, with a view to meeting the needs of Palestine refugee women, children, persons with disabilities, youth and other vulnerable groups. These efforts will be informed by relevant resolutions of the General Assembly, including paragraph 31 of resolution 75/94 and subsequent resolutions, the Convention on the Elimination of All Forms of Discrimination against Women, the Convention on the Rights of the Child, the Convention on the Rights of Persons with Disabilities and other applicable international instruments and best practice.

CONTEXT

- 1.8 The Middle East is experiencing significant political, social and economic upheaval. Instability and, in some cases, active conflict are expected to characterize the macro-environment for the 2022-23 biennium. Recent events across all fields of UNRWA operation indicate that the coming biennium could herald even more complexity and uncertainty.

² Please note that ICI services are provided within refugee camps.

³ All references to the West Bank in this document include East Jerusalem.

- 1.9 The region has also been impacted by the Coronavirus disease 2019 (COVID-19). As of 1 July 2021, 1,660,180 cases had been recorded in the five areas of Agency operation, resulting in 23,220 deaths.⁴ The pandemic has stretched under-resourced public health care systems and weakened already fragile economies throughout the region. The impact of COVID-19 on the health, livelihoods and protection of Palestine refugees is projected to continue during the 2022-23 biennium as vaccination coverage remains limited in some host countries.
- 1.10 While a peaceful, comprehensive and durable solution to the Israeli-Palestinian conflict that includes a just and lasting resolution of the plight of Palestine refugees seems unlikely during the coming biennium, the UN will remain actively engaged with all relevant actors in an effort to bring about peace.
- 1.11 In 2020, UNRWA's funding situation, which has steadily deteriorated over the past several years, reached a critical point, as donor funding dropped to 2013 levels despite increased vulnerabilities and reliance on UNRWA services. Core operations were only sustained through the additional support of donors and the UN Central Emergency Response Fund (CERF) loans totalling US dollar (US\$) 30 million. Funding gaps arose despite rigorous cost control and austerity measures undertaken by the Agency, including a 90 per cent allocation against the approved UNRWA Programme Budget (PB), strict vacancy management and reductions in non-staff costs.

PLANNING ASSUMPTIONS

- 1.12 During the 2022-23 biennium, the funding environment for the implementation of UNRWA operations is expected to remain highly constrained. By way of mitigation, the Agency will prioritize funding to ensure core services and programmes are delivered while the drive to maximize value for money and the implementation of further cost-saving measures will be continued. UNRWA will also continue to seek a predictable, sustainable and diversified funding base. To this end, an international conference on UNRWA will be held to mobilize political and financial support to the Agency. The conference will also be an opportunity for UNRWA to present its plans for a modernized Agency that is fit for the times, including its ambitions with regards to partnerships, innovative funding and overall modernization of its operations and management practice, to effectively and fully implement its mandate as decided by the UN General Assembly.
- 1.13 The current cycle of complex emergencies, instability and, in some cases, unrest and conflict is expected to characterize the macro-environment throughout 2022-23. With growth in the number of refugees living in poverty and the absence of a solution to the refugee question, demand for Agency emergency assistance will persist, combined with a rising demand for core services.
- 1.14 It is expected that the State of Palestine will continue efforts to establish itself as a fully functioning and self-reliant State. It is assumed, however, that the resilience of the State of Palestine will continue to be tested by the public health and socio-economic consequences associated with COVID-19, the

⁴ World Health Organization Coronavirus (COVID-19) Dashboard, World Health Organization, <https://covid19.who.int/>.

withholding of tax revenue due to the State of Palestine by the Government of Israel and the blockade of Gaza and the Israeli occupation of the West Bank. As such, it is assumed that many Palestine refugees will remain reliant on UNRWA services.

- 1.15 Security conditions in Gaza are expected to remain highly volatile. The blockade of Gaza, illegal under international law, is expected to continue and its inhabitants will suffer under one of the weakest economies in the world. Unemployment is expected to remain at over 40 per cent and the population will be pushed further into poverty. Environmental concerns, including an acute water shortage and a chronic electricity deficit will continue to disrupt the daily lives of residents and inhibit access to healthcare, potable water and sanitation and economic opportunities. In this context, UNRWA will continue to provide near to universal food assistance.
- 1.16 The West Bank, including East Jerusalem, is expected to remain under Israeli occupation. Israeli military operations and security incidents, including settler violence, are expected to remain a constant feature in the daily lives of Palestine refugees. Furthermore, the demolition of Palestinian homes, forced evictions, internal displacement of Palestinians, the expansion of current settlements and establishment of new settlements are all expected to increase protection challenges faced by Palestine refugees. Although some recovery from the sharp economic contraction caused by COVID-19 is expected, high rates of unemployment, poverty and food insecurity are likely to persist.
- 1.17 In Syria, despite active conflict subsiding in parts of the country, fighting is expected to continue and the threat from explosive remnants of war and the widespread destruction of civilian infrastructure is likely to continue to have devastating consequences for Palestine refugees. These hardships are expected to be amplified under a deteriorating economy. Here, the expected loss of assets and livelihoods, fuel and electricity shortages and sharp fluctuations in commodity prices will dominate the daily lives of Palestine refugees. Although there is an expectation that additional areas in Syria will become accessible for the spontaneous return of civilians, widespread damage to homes and infrastructure will require considerable reconstruction efforts. Protection risks are expected to continue and may increase in areas of spontaneous return in relation to civil documentation, housing, land and property rights and general protection issues.
- 1.18 The socioeconomic and political crisis that began in Lebanon in October 2019 is expected to worsen. As a result, Palestine refugees, already among the most vulnerable and marginalized communities in the country, are projected to endure increasing rates of poverty, unemployment and difficulty in accessing food, fuel and other basic goods and services, which may heighten the risk of an eruption of tension and violence in Palestine refugee camps. Lebanon's stability is also expected to remain adversely affected by the ongoing conflict in Syria and the 852,000 United Nations High Commissioner for Refugees (UNHCR)-registered refugees⁵ from Syria that the nation is hosting.

⁵ Operational Data Portal: Syria Regional Refugee Response, UNHCR, 31 May 2021, <https://data2.unhcr.org/en/situations/syria/location/71>.

- 1.19 Jordan will continue to host millions of refugees from Palestine, Syria and Iraq. While the country is expected to continue to enjoy strong and steady levels of peace and security, it also faces increasing rates of unemployment and poverty caused by COVID-19.
- 1.20 COVID-19 will continue to present a major public health challenge in all five fields of UNRWA operation. As such, it is assumed that Agency interventions to minimize the spread of the disease will continue to be implemented during the 2022-23 biennium, including the use of telemedicine, the home delivery of medicines to vulnerable patients, the use of remote and blended learning and additional relief support measures.
- 1.21 The economic consequences associated with COVID-19 are expected to exacerbate the human development crisis faced by Palestine refugees. Levels of food insecurity and poverty are high and increasing, including in refugee camps, and unemployment rates, especially among women and youth, have risen sharply. Despite Palestine refugees having strong human capital because of the education and health structures provided by UNRWA and host authorities, the majority of refugees do not have access to the full range of assets required to achieve sustainable livelihoods.
- 1.22 Palestine refugees are likely to face continuing protection threats from armed conflict, violence and civil unrest in Syria, Lebanon, the West Bank, including East Jerusalem, and Gaza. The vulnerability of different groups, including women, children and persons with disabilities, to violence and abuse is expected to increase. Prolonged political and socio-economic instability, coupled with repeated and widespread violations of human rights, will continue to have significant adverse effects on the human development and wellbeing of Palestine refugees, including in relation to their mental health.

BUDGET STRUCTURE

- 1.23 The Agency's funding portals, including PB, projects and Emergency Appeals (EA), are aligned with MTS 2016-22 strategic outcomes and the approved Unified Framework Structure used for the 2022-23 biennium (A/71/6 Prog.22), the Fascicle Budget 2020-21 and the Fascicle Budget 2022.
- 1.24 In compliance with Regulation 9.2 of the UNRWA updated Financial Regulations, International Public Sector Accounting Standards (IPSAS compliance), effective 1 January 2012, the biennium budget is presented on a modified cash basis. For internal management purposes, the annual operational budget is also structured to reflect accrual budgeting.
- 1.25 In its resolution 3331 B (XXIX) of 17 December 1974, the General Assembly decided that, with effect from 1 January 1975, expenses for the salaries of international staff in the service of UNRWA, which would otherwise have been charged to voluntary contributions, should be financed by the regular budget (RB) of the UN for the duration of the Agency's mandate (see Figure 1).
- 1.26 UNRWA's operational planning process focuses on the delivery of its sub-sub-programme structure that is used to identify detailed activities and related expenditure within programmes under different funding portals, i.e., PB, projects and EAs. The purpose of the sub-sub-programme structure is to:

- a) reflect appropriate programmatic strategic outcomes;
- b) ensure Agency-wide consistency in use of sub-sub-programme structure;
- c) consolidate donor interventions within the programme structure; and
- d) provide a holistic view of Agency-wide resources and needs.

1.27 The Agency adopts zero-based budget methodology for the annual PB to reduce costs, increase efficiencies, reflect the minimum operational requirements of Palestine refugees and to align it with the end-of-year forecast income.

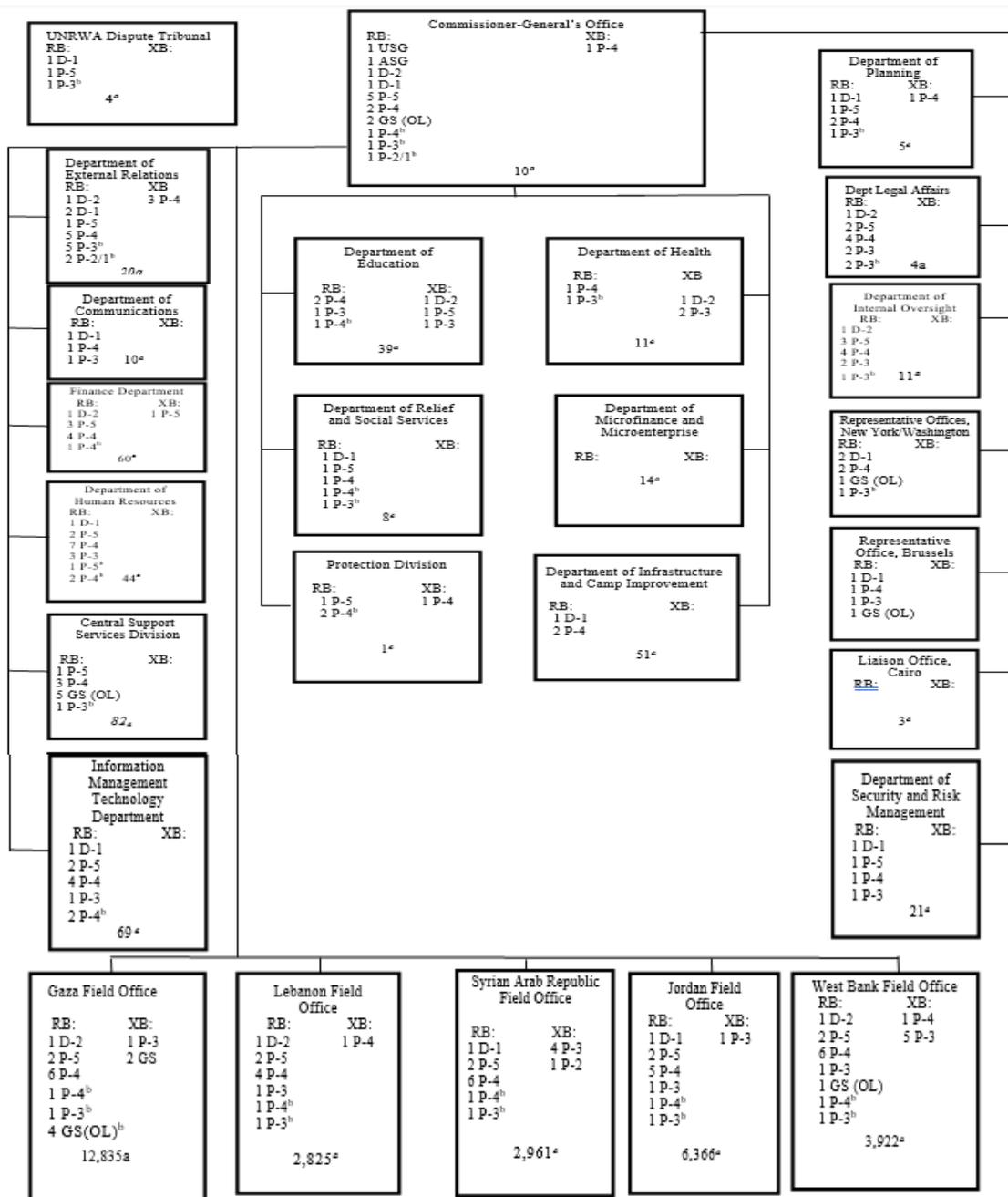
1.28 The Biennium Budget presented in this document reflects total requirements for: a) the PB, based on a zero-growth in 2022 plus the additional international staff expected to be approved end of the year, comparing with an approved budget \$806 million in 2021, and a natural growth rate of 3 per cent for 2023; b) projects, based on a list of prioritized projects; and c) in-kind donations, based on the trend of income received towards different activities.

The following pages contain summary tables:

Figure 1	UNRWA's Organisational Chart by Field Office / Headquarters (HQ) Department.
Table 1-1	Summary of 2022–23 Agency-wide Total Budget by Strategic Outcome
Table 1-2	Summary of 2022–23 Agency-wide total Budget by Programme.
Table 1-3 and Figure 1-3	PB Requirements 2022-23 by Field Office / HQs with comparative figures for the 2020-21 biennium.
Table 1-4 and Figure 1-4	PB Requirements 2022-23 by Resources with comparative figures for the 2020-21 biennium.
Table 1-5 and Figure 1-5	2022 Projects Budget by Strategic Outcome by Field Office / HQs
Table 1-6 and Figure 1-6	2023 Projects Budget by Strategic Outcome by Field Office / HQs
Table 1-7 and Figure 1-7	Biennium Projects Budget by Strategic Outcome by Field Office / HQs

Figure 1: UNRWA's Organizational Chart by Field Office / HQ Departments

Organisational structure and post distribution for the biennium 2022-2023



Note:

Abbreviations: a: Area staff; b: new posts; ASG: Assistant Secretary-General; GS (OL): General Service (Other level); RB: regular budget; USG, Under-Secretary-General; XB: extra-budgetary.

New posts for 2022 includes 43 posts, while the organizational chart reflects 39 posts proposed for reclassification

TABLE 1-1 Biennium Budget 2022-2023
Summary of 2022-23 Agency Wide Total Budget by Strategic Outcome
 (US\$ '000s)

Strategic Outcome	2022 Fiscal Year					2023 Fiscal Year					2022-2023 Biennium				
	Programme Budget			Project Budget	Total	Programme Budget			Project Budget	Total	Programme Budget			Project Budget	Total
	Cash	In Kind	Total			Cash	In Kind	Total			Cash	In Kind	Total		
Palestine refugee rights under international law are protected and promoted	10,068	-	10,068	5,423	15,491	10,545	-	10,545	3,423	13,968	20,612	-	20,612	8,847	29,459
Palestine refugee health is protected and disease burden is reduced	121,725	6,497	128,222	2,600	130,822	124,940	6,687	131,626	2,600	134,226	246,665	13,183	259,848	5,200	265,048
School-age children complete quality, equitable and inclusive basic education	441,103	3,725	444,828	16,823	461,651	452,750	3,836	456,586	44,058	500,644	893,853	7,561	901,414	60,881	962,295
Palestine refugee capabilities are strengthened for increased livelihood opportunities	29,129	-	29,129	64,840	93,969	29,898	-	29,898	84,410	114,308	59,027	-	59,027	149,250	208,277
Palestine refugees are able to meet their basic human needs of food, shelter and environmental health	68,284	53	68,338	50,758	119,096	70,087	55	70,142	25,860	96,002	138,372	108	138,480	76,618	215,098
Management and operational effectiveness	143,644	831	144,475	34,360	178,835	150,152	831	150,983	38,236	189,219	293,796	1,662	295,458	72,596	368,054
Total Resource Requirements	813,953	11,106	825,059	174,804	999,863	838,372	11,408	849,780	198,587	1,048,367	1,652,325	22,514	1,674,839	373,392	2,048,231

TABLE 1-2 Biennium Budget 2022-2023
Summary of 2022-23 Agency Wide Total Budget by Programme
 (US\$ '000s)

Programme	2022 Fiscal Year					2023 Fiscal Year					2022-2023 Biennium				
	Programme Budget			Project Budget	Total	Programme Budget			Project Budget	Total	Programme Budget			Project Budget	Total
	Cash	In Kind	Total			Cash	In Kind	Total			Cash	In Kind	Total		
Education Programme	478,885	4,257	483,142	21,223	504,365	491,584	4,367	495,951	59,368	555,319	970,469	8,624	979,093	80,591	1,059,684
Health Programme	125,736	6,796	132,532	5,938	138,470	129,083	6,986	136,069	9,425	145,493	254,819	13,782	268,601	15,363	283,963
Relief & Social Services Programme	57,860	53	57,913	12,427	70,340	59,463	55	59,518	-	59,518	117,322	108	117,430	12,427	129,858
Infrastructure and Camp Improvement Programme	29,604	-	29,604	111,249	140,853	30,433	-	30,433	109,381	139,814	60,037	-	60,037	220,630	280,666
Protection Programme	3,452	-	3,452	3,423	6,875	3,754	-	3,754	3,423	7,178	7,206	-	7,206	6,847	14,053
Executive Direction	37,258	-	37,258	9,459	46,716	39,761	-	39,761	9,981	49,742	77,019	-	77,019	19,439	96,458
Support Departments	81,158	-	81,158	11,085	92,243	84,294	-	84,294	7,010	91,304	165,453	-	165,453	18,095	183,548
Total Resource Requirements	813,953	11,106	825,059	174,804	999,863	838,372	11,408	849,780	198,587	1,048,367	1,652,325	22,514	1,674,839	373,392	2,048,231

TABLE 1-3 PB Requirements by Fields and HQs
(Cash, US\$'000s)

Field/HQ	2020 Expenditure	2021 Budget	2022 Estimate	2023 Estimate
Gaza	280,510	316,411	317,163	325,745
Lebanon	97,710	110,444	110,916	113,998
Syria	45,003	50,540	50,969	52,495
Jordan	137,025	149,498	149,872	153,989
West Bank	113,457	126,010	126,500	130,038
Headquarters	44,376	53,096	58,533	62,107
Total Resource Requirements	718,082	806,000	813,953	838,372

Figure 1-3 PB Requirements by Field and HQs
(Cash, US\$'000s)

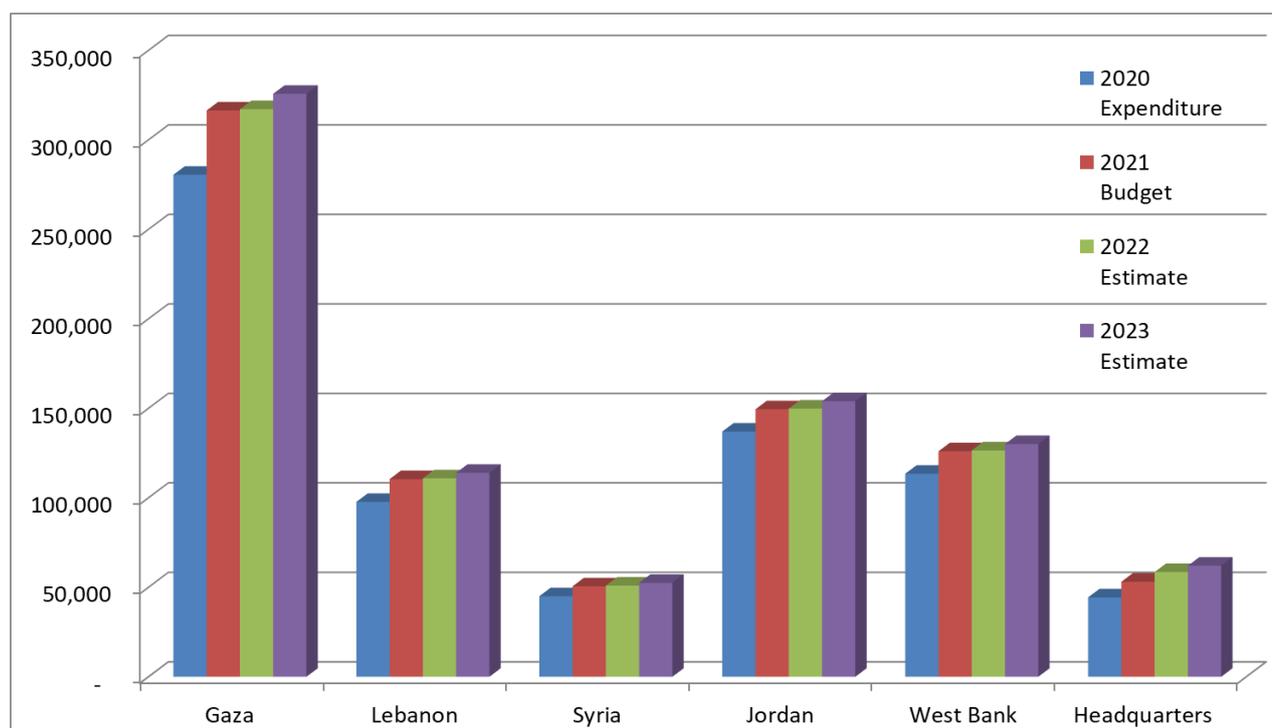


TABLE 1-4 PB Requirements by Resources
(Cash, US\$'000s)

Resources	2020 Expenditure	2021 Budget	2022 Estimate	2023 Estimate
Staff Costs				
International Staff	30,831	33,468	41,420	45,440
Area Staff	561,395	634,077	634,078	650,821
Limited Duration Contract	868	781	781	802
Temporary Staff	16,282	5,383	5,383	5,525
Sub-total Staff Cost	609,376	673,710	681,662	702,588
Operational Costs				
Supplies	31,943	27,248	27,247	27,967
Utilities	5,115	6,638	6,638	6,814
Maintenance of Premises	459	2,305	2,306	2,366
Rental of Premises	2,914	3,036	3,037	3,117
Equipment	3,196	5,681	5,681	5,831
Training	140	536	536	550
Travel	300	1,466	1,466	1,505
Admin Support Services	4,296	4,765	4,766	4,891
Consultancy Services	3,163	3,127	3,127	3,210
Hospital Services	23,939	27,929	27,929	28,667
Miscellaneous Services	8,088	9,877	9,876	10,137
Subsidies to Hardship Cases	23,931	39,912	39,912	40,966
Third Parties Subsidies	2,005	1,879	1,879	1,928
Other Subsidies	543	293	293	301
Reserves	-	148	148	152
Cost Recovery	(1,327)	(2,550)	(2,550)	(2,617)
Sub-total Operational Cost	108,706	132,290	132,291	135,784
Total Resources Requirements	718,082	806,000	813,953	838,372

Figure 1-4 PB Requirements by Resources
(Cash, US\$'000s)

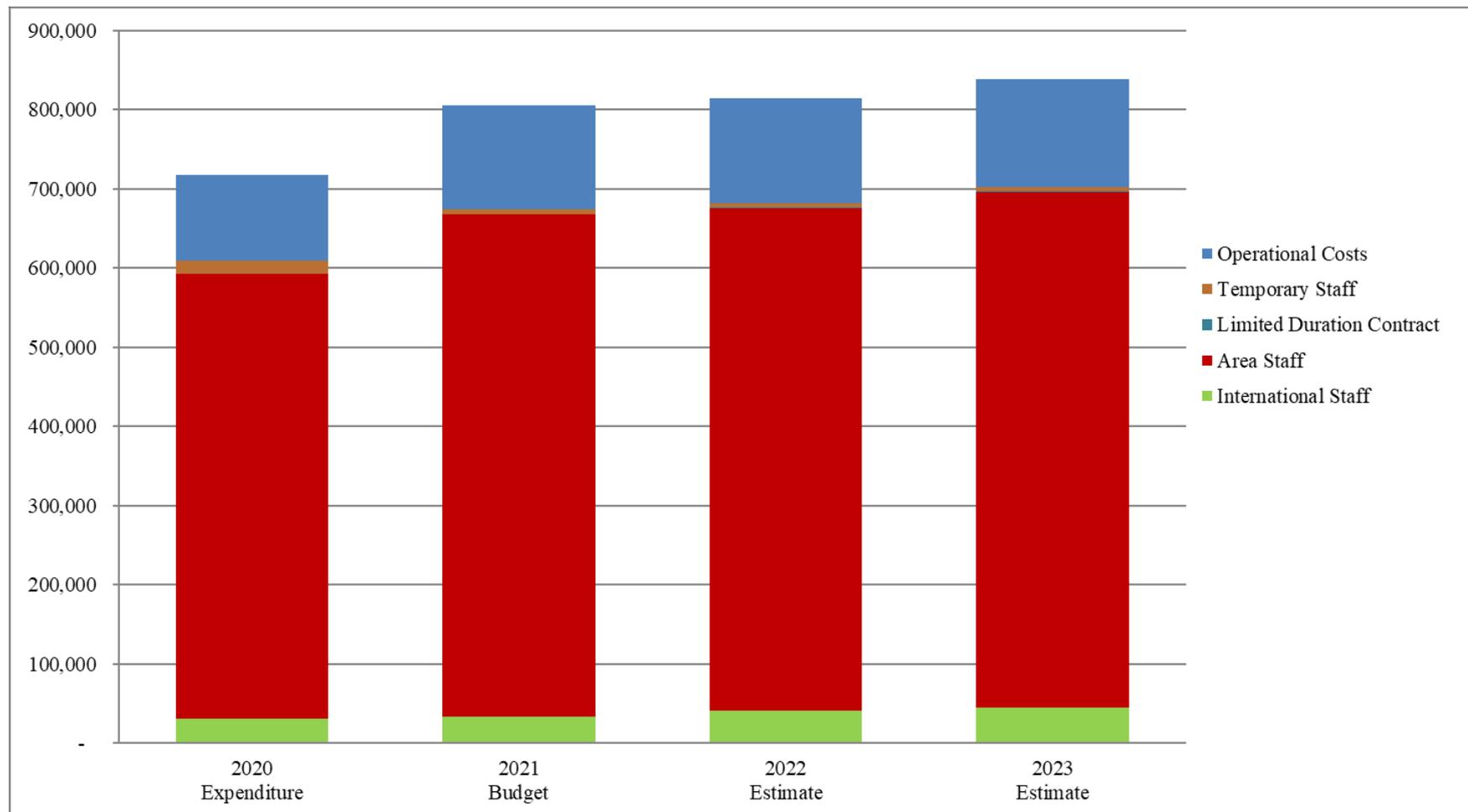


TABLE 1-5 2022 Projects Budget by Strategic Outcome by Field Office and HQs
(US\$'000s)

Strategic Outcome	Gaza	Lebanon	Syria	Jordan	West Bank	HQs	Total
Palestine refugee rights under international law are protected and promoted	-	-	-	1,000	-	4,423	5,423
Palestine refugee health is protected and disease burden is reduced	-	2,600	-	-	-	-	2,600
School-age children complete quality, equitable and inclusive basic education	10,823	-	3,000	3,000	-	-	16,823
Palestine refugee capabilities are strengthened for increased livelihood opportunities	16,620	26,000	20,220	2,000	-	-	64,840
Palestine refugees are able to meet their basic human needs of food, shelter and environmental health	15,760	5,800	5,000	4,000	20,198	-	50,758
Effective and efficient governance and support	-	-	-	-	-	34,360	34,360
Grand Total	43,203	34,400	28,220	10,000	20,198	38,783	174,804

Figure 1-5 2022 Projects Budget by Strategic Outcome by Field Office and HQs

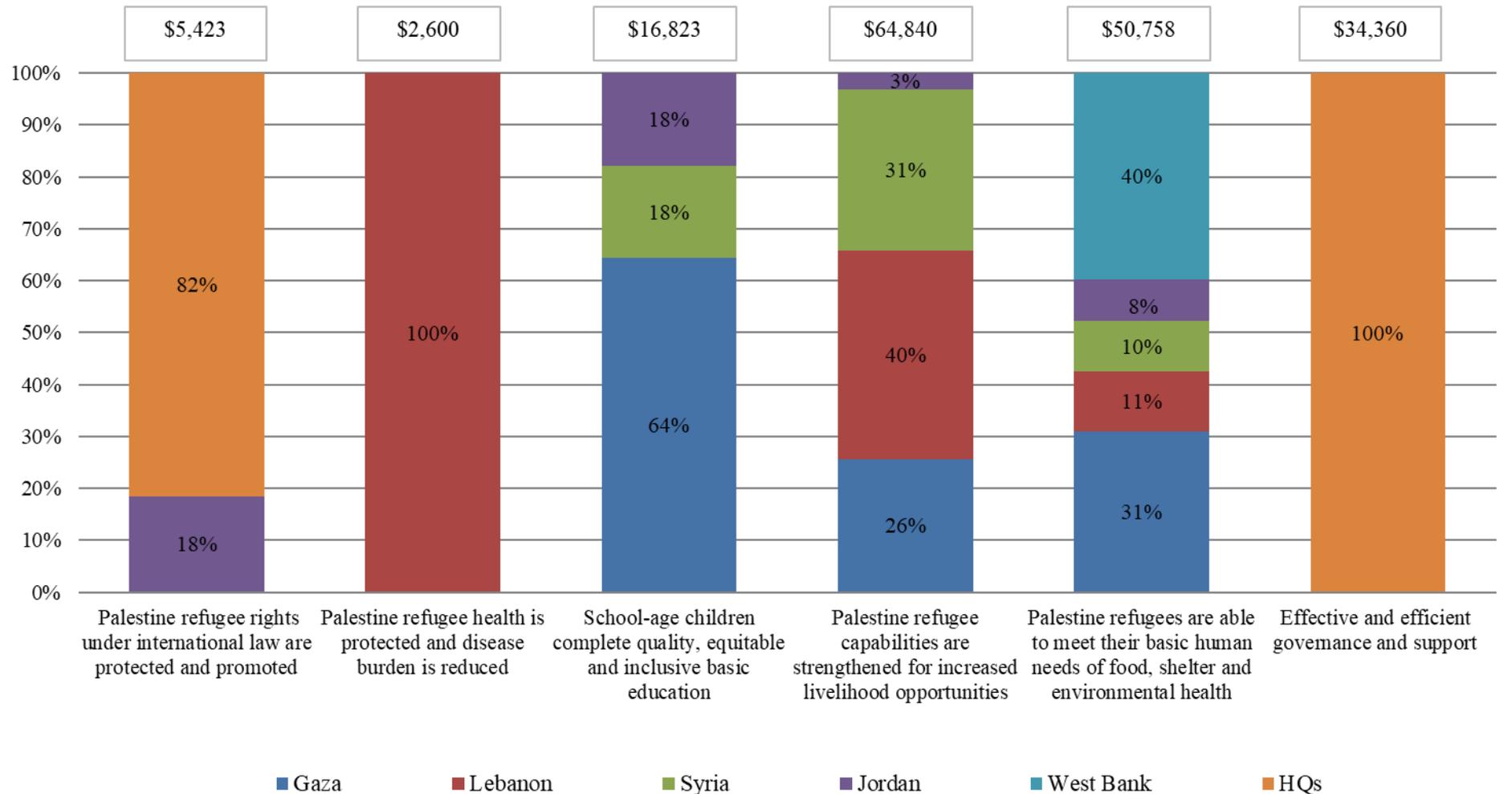


TABLE 1-6 2023 Projects Budget by Strategic Outcome by Field Office and HQs
(US\$'000s)

Strategic Outcome	Gaza	Lebanon	Syria	Jordan	West Bank	HQs	Total
Palestine refugee rights under international law are protected and promoted	-	-	-	1,000	-	2,423	3,423
Palestine refugee health is protected and disease burden is reduced	-	2,600	-	-	-	-	2,600
School-age children complete quality, equitable and inclusive basic education	27,058	-	-	17,000	-	-	44,058
Palestine refugee capabilities are strengthened for increased livelihood opportunities	27,700	24,000	20,460	12,250	-	-	84,410
Palestine refugees are able to meet their basic human needs of food, shelter and environmental health	15,760	7,100	-	3,000	-	-	25,860
Effective and efficient governance and support	-	-	-	-	-	38,236	38,236
Grand Total	70,518	33,700	20,460	33,250	-	40,660	198,587

Figure 1-6 2023 Projects Budget by Strategic Outcome by Field Office and HQs

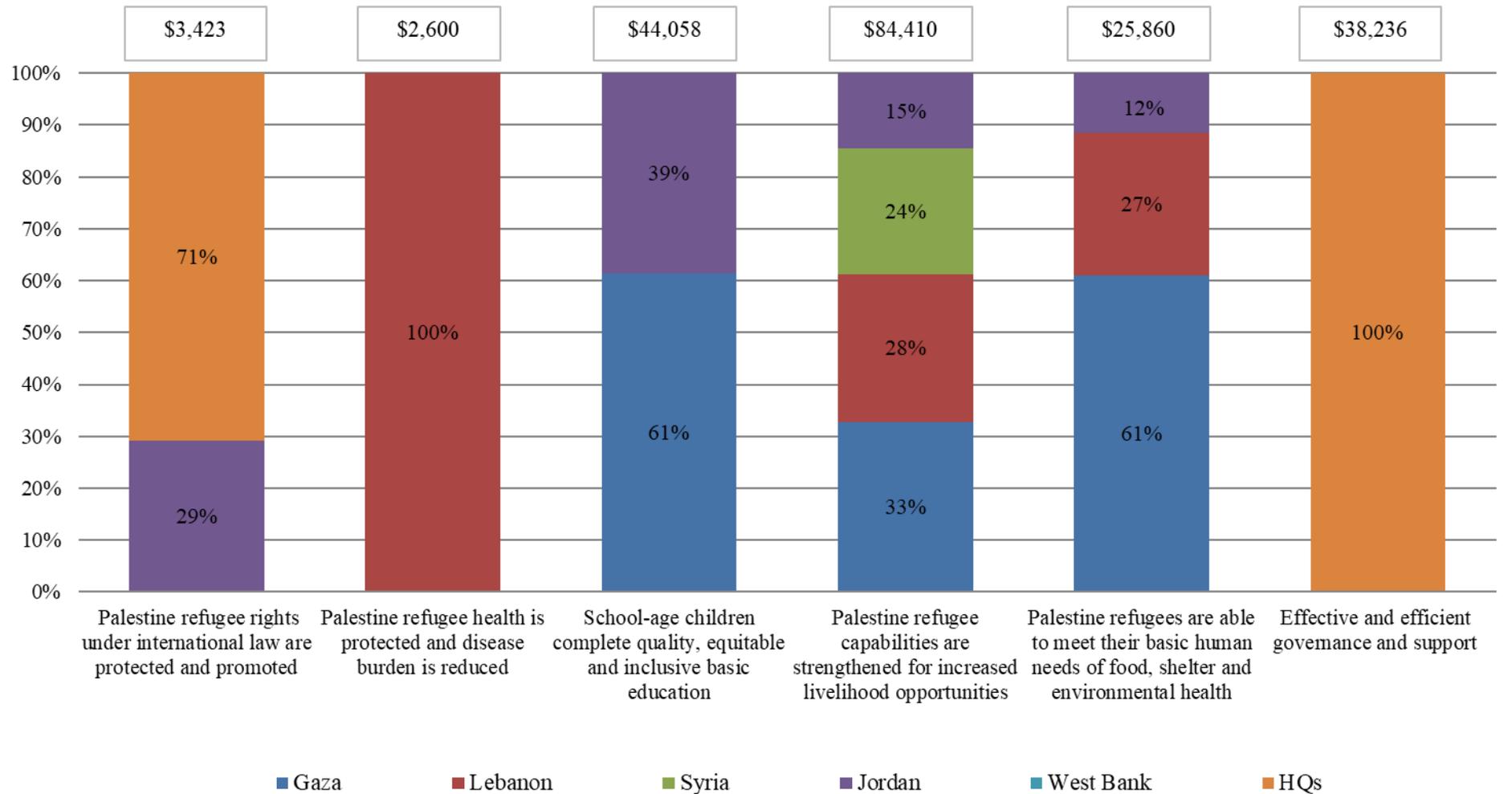
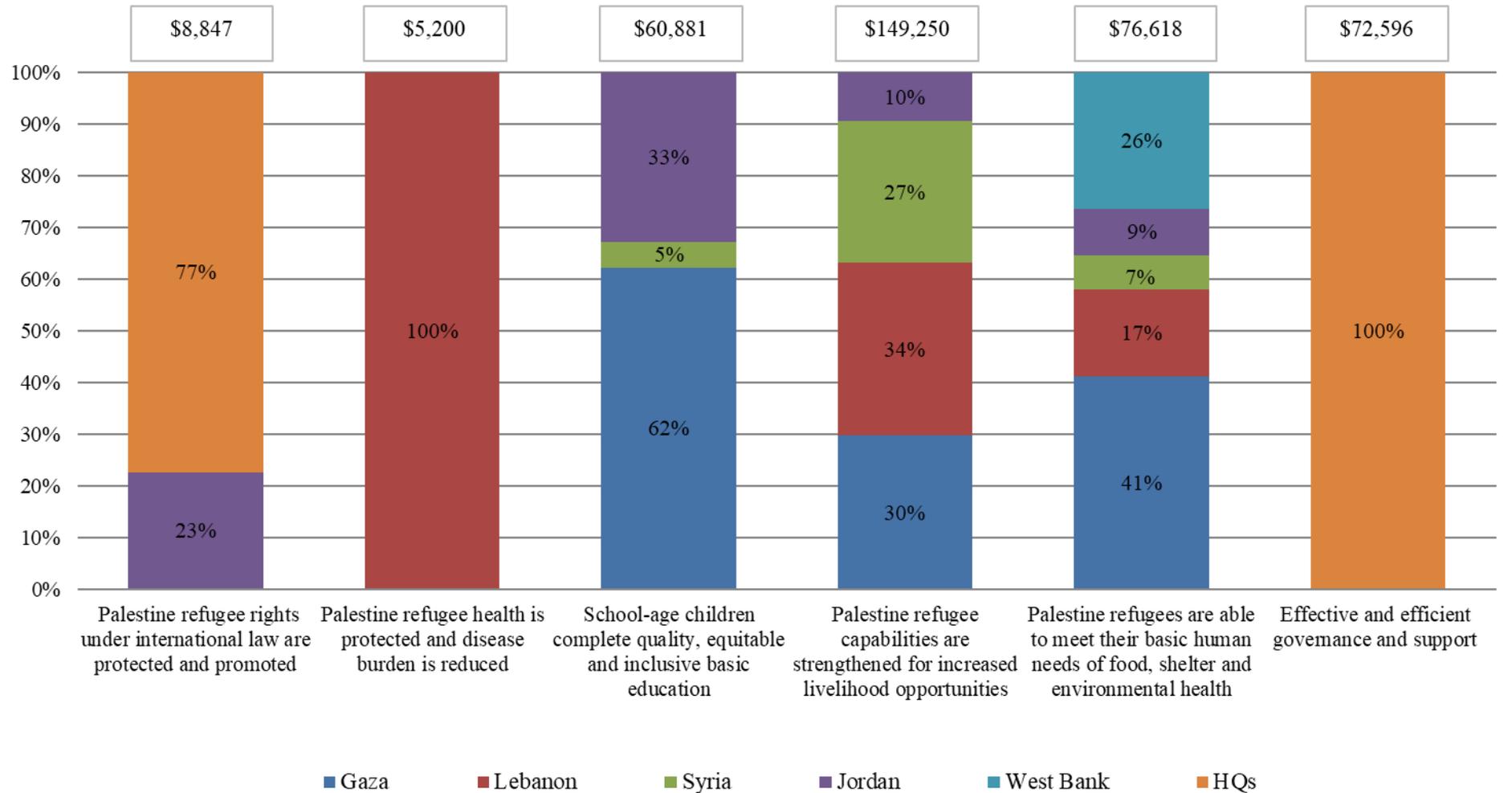


TABLE 1-7 Biennium Projects Budget by Strategic Outcome by Field Office and HQs
(US\$'000s)

Strategic Outcome	Gaza	Lebanon	Syria	Jordan	West Bank	HQs	Total
Palestine refugee rights under international law are protected and promoted	-	-	-	2,000	-	6,847	8,847
Palestine refugee health is protected and disease burden is reduced	-	5,200	-	-	-	-	5,200
School-age children complete quality, equitable and inclusive basic education	37,881	-	3,000	20,000	-	-	60,881
Palestine refugee capabilities are strengthened for increased livelihood opportunities	44,320	50,000	40,680	14,250	-	-	149,250
Palestine refugees are able to meet their basic human needs of food, shelter and environmental health	31,520	12,900	5,000	7,000	20,198	-	76,618
Effective and efficient governance and support	-	-	-	-	-	72,596	72,596
Grand Total	113,721	68,100	48,680	43,250	20,198	79,443	373,392

Figure 1-7 Biennium Projects Budget by Strategic Outcome by Field Office and HQs



HUMAN RESOURCES

- 1.29 In compliance with resolution 3331B (XXIX) of 17 December 1974, during the 2020-21 biennium, 158 international staff posts are funded from the UN Regular Budget (RB). Through the 2022 fascicle budget, UNRWA has proposed an additional 43 new posts and the reclassification of three existing posts to be funded through the UN RB.
- 1.30 Apart from the above, 29 international staff posts are funded from extra budgetary (XB) resources, including: (i) four posts funded through partnership arrangements; (ii) two posts funded by the UN Educational, Scientific and Cultural Organization (UNESCO); (iii) two posts funded by the World Health Organization (WHO); and (iv) one post funded by the Provident Fund. (Please see Table 1-8)

TABLE 1-8 International Staffing Requirements 2022-23

Post Grade	UN RB	XB Resources
A) Professional and above		
USG	1	-
ASG	1	-
D2	8	2
D1	16	-
P5	35	2
P4	86	14
P3	37	8
P2/P1	3	1
Sub-total (A)	187	27
B) General Services		
Sub-total (B)	14	2
Total (A+B)	201	29

- 1.31 UNRWA's PB activities are delivered principally by some 30,000 posts including different contract modalities chiefly fixed-term (average 28,000 posts) and daily paid (DP) contracts (average 1500 - 2000 DP) in addition to small size of limited duration contract. The Agency seeks to maintain service norms and standards whilst serving a growing number of students and patients seeking primary health care (PHC). Due to the financial crisis, the Agency has applied and will continue to apply the zero-growth principle on the workforce to match with the budget ceiling - please see Tables 1-9 and 1-10.

TABLE 1-9 Estimated Number of Area Staff as at 31 December 2021 by Programme by Field / HQs

Programme	Gaza	Lebanon	Syria	Jordan	W/ Bank	HQs	Total
Education Programme	11,108	1,860	2,175	5,066	2,419	39	22,667
Health Programme	1,084	356	365	677	695	11	3,188
Relief & Social Services Programme	194	108	86	104	158	8	658
Infrastructure and Camp Improvement Programme	460	236	113	561	286	51	1,707
Protection Programme	-	6	5	-	-	1	12
Executive Direction	45	44	24	64	74	64	315
Support Departments	557	269	229	272	398	276	2,001
Grand Total	13,448	2,879	2,997	6,744	4,030	450	30,548

TABLE 1-10 Estimated Number of Area Staff as at 31 December 2021 by Strategic Outcome by Field / HQs

Strategic Outcome	Gaza	Lebanon	SAR	Jordan	W/ Bank	HQs	Total
Refugees' rights under international law are protected and promoted	81	37	25	37	78	1	259
Refugees' health is protected and the disease burden is reduced	1,042	330	340	667	672	-	3,051
School-aged children complete quality, equitable and inclusive basic education	10,777	1,709	2,042	4,721	2,142	-	21,391
Refugees' capabilities are strengthened for increased livelihood opportunities	296	118	105	283	256	9	1,067
Refugees are able to meet their basic human needs of food, shelter and environmental health	476	269	150	602	321	1	1,819
Effective and efficient governance and support	776	416	335	434	561	439	2,961
Grand Total	13,448	2,879	2,997	6,744	4,030	450	30,548

FINANCIAL SITUATION AND UPDATE

- 1.32 Except for 158 international staff posts funded by the General Assembly through the RB, UNRWA operations are supported through voluntary contributions. In this regard, the Agency receives funding through: (i) a PB fund that supports core operations (including recurrent staff and non-staff costs), including education, health, ICI, RSS, protection and support systems and structures; (ii) EAs for humanitarian interventions; and (iii) specific, time-bound projects that improve services without increasing recurrent costs.
- 1.33 Some 92 per cent of UNRWA's core funding is provided on the basis of voluntarily contributions. Roughly three per cent is currently received from the UN RB. The remaining four per cent is derived from interest and miscellaneous income including indirect support costs (ISC). Despite the generosity of donors towards the Agency, this funding model has led to repeated liquidity crises, an ongoing struggle to maintain service delivery standards and norms, the degradation of UNRWA installations, including health centres and schools and, in relation to staffing, an increased reliance on short-term contracts and consultants to fulfil core functions.
- 1.34 In 2020, UNRWA resource mobilization efforts yielded a total pledged amount of US\$587 million for the Agency's core Programme Budget against planned expenditure of US\$806 million. In addition to voluntary contributions both in cash and in-kind, the Agency's Programme Budget received income from other sources, such as indirect support costs, receipts from pledges made in previous years, foreign exchange gains, value-added tax reimbursements and the repayment of advances. After adopting several cost control measures during the year, the Agency still fell short of requirements and carried over liabilities of US\$75 million to 2021.
- 1.35 Through its 2020 Syria Regional Crisis EA, the Agency sought US\$ 270 million. Many donors responded generously, although pledges only covered 47 per cent (US\$ 126.9 million) of funding needs. In the oPt, UNRWA appealed for US\$ 155 million and pledges reached 61.68 per cent (US\$ 95.6 million) by the end of the year. In 2020, the Agency also issued two dedicated flash appeals to respond to the additional needs created by the COVID-19 pandemic. The first flash appeal, which covered the period from March to July 2020, sought US\$ 93.4 million, of which 58.89 per cent (US\$ 55 million) was pledged. The second flash appeal, covering the period from August to December 2020, included funding needs of US\$ 94.6 million, of which 20.61 per cent (US\$ 19.5 million) had been pledged by the end of the year.
- 1.36 UNRWA's funding situation, which has steadily deteriorated over the past several years, reached a critical point in 2020. The Agency operated on the basis of a 90 per cent allocation of the approved PB and expenditure was controlled through strict vacancy management and reductions in non-staff expenditure due to COVID-19-related remote working and movement restrictions. Non-critical payments to suppliers were suspended from September until the end of the year, staff salaries were partially deferred for the final two months of the year and critical operations were only sustained through donor support, and loans totalling US\$ 30 million.

- 1.37 Austerity and cost control measures have reached their limits. Further reductions of UNRWA's budget from now onwards will not only come at a cost to Palestine refugees but also to the core of the Agency's mandate.
- 1.38 As at the end of August 2021, the Agency's overall operational budget for the PB is US\$ 806 million with an end-of-year forecast income of US\$ 682 million. Should this forecast be realized, the Agency does not have funds beyond October 2021 to sustain services (please see Table 1-11).
- 1.39 The projects budget for 2021 is estimated at US\$ 163 million, with an income forecast of US\$ 90 million (please see Table 1-11).

Table 1-11 Funding Status of the Agency's PB and Projects - 2021
(US\$ million)

	PB	Projects
Income Forecast	682	90
Budget	806	163
Funding Gap	(124)	(73)

2022-23 FUNDING STATUS

- 1.40 Current projections of income and expenditure, shown in Table 1-12, indicate a funding gap for the Programme Cash Budget of US\$ 101 million and US\$ 110 million in 2022 and 2023, respectively. This shortfall results from forecast income (based on indicative estimates from donors, including multi-year agreements, UN assessed contribution, ISC and estimated interest income) of US\$ 713 million and US\$ 728 million (excluding in-kind donation), when compared to budgeted expenditures of US\$ 814 million and US\$ 838 million in 2022 and 2023, respectively. Without additional contributions, the Agency will not be able to fully implement its budgeted needs in 2022 and 2023.

Table 1-12 Expected Funding Status of Agency - PB 2022-23
Cash View (US\$ million)

	2022	2023
Income Forecast	713	728
PB	(814)	(838)
Funding Gap	(101)	(110)

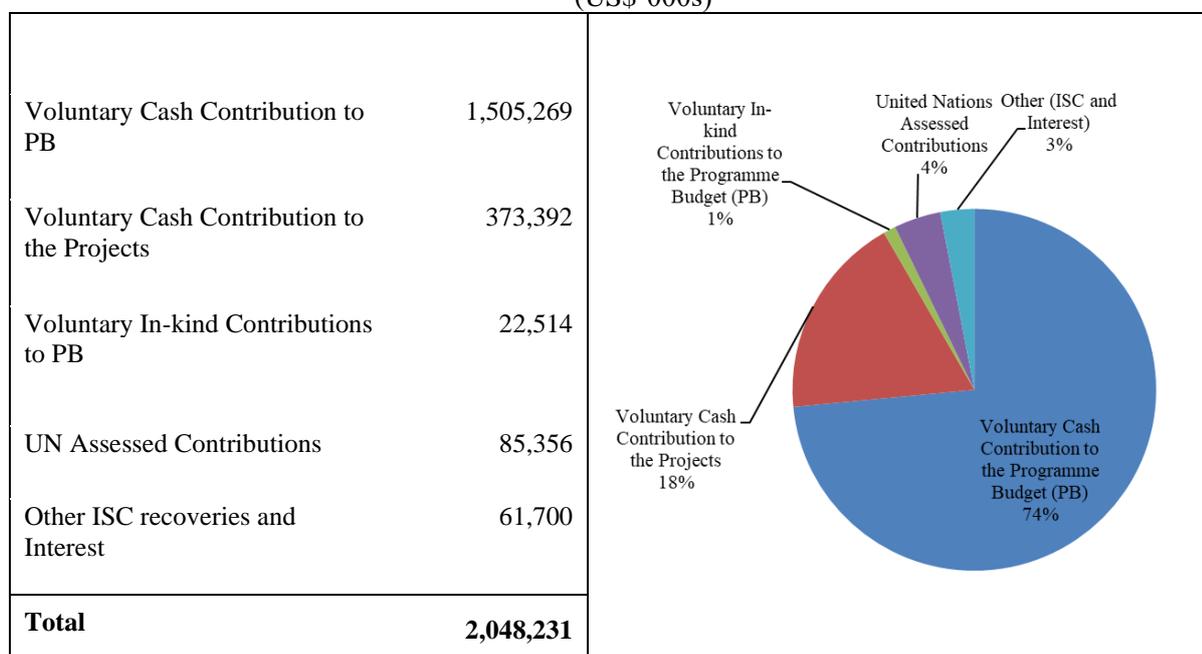
1.41 PB income forecasts, by donor for 2022 and 2023 appear in Table 1-13:

Table 1-13 PB Income Forecast – 2022-23
(US\$'000s)

Donor	2022	2023
USA	153,000	154,530
EU	107,015	108,086
Germany	57,191	57,763
Sweden	48,719	49,206
UK	29,745	30,042
Saudi Arabia	27,000	27,270
Netherlands	22,375	22,598
Switzerland	21,348	21,562
Canada	19,496	19,691
France	17,836	18,014
Denmark	17,110	17,282
Norway	16,388	16,552
Japan	12,936	13,065
Turkey	10,000	10,100
Belgium (including Flanders)	8,657	8,743
Italy	8,293	8,376
Qatar	8,000	8,080
Spain (Including Regional Governments)	7,956	8,035
Australia	7,462	7,537
Finland	7,272	7,345
Other donor income	33,335	38,420
In-kind	11,106	11,408
Sub Total	652,240	663,706
UN Assessed	40,678	44,678
Indirect Support Costs (ISC)	30,000	30,300
Interest	700	700
Grand Total	723,618	739,384

1.42 Table/Figure 1-14 below shows the expected sources of funding in support of the Agency’s total budget estimates for 2022 and 2023, including through the PB, projects and in-kind contributions.

Table/Figure 1-14 Budget Funding – 2022-23
(US\$’000s)



1.43 The funding of 158 international posts (and the proposed 43 additional international posts to be funded by the UN RB during the 2022-23 Biennium), accounts for 4 per cent of the total annual budget, while 3 per cent of forecast income is derived from the following sources:

- a. Interest and miscellaneous income including ISC of US\$ 61.7 million annually; and
- b. Funding of six staff posts (two international and four area staff posts) by UNESCO and four posts (two international and two area staff posts) by the WHO to the education and health programmes, respectively.

1.44 Voluntary contributions from *inter alia* UN Member States, multilateral institutions, international financial institutions, the private sector, and high wealth individuals will be requested to cover approximately 92 per cent of the total budget for 2022-23, of which 74 per cent will be requested as cash contributions to the PB, 18 per cent as cash contributions to earmarked towards projects and 1 per cent as in-kind contributions to the PB.

1.45 Insufficient funding of UNRWA’s operations will have the following impact:

- a. In the immediate/short-term, the Agency’s services provided to Palestine refugees will be further stretched. The number of students in classrooms will increase. Less teaching/instruction materials will be available for educational and training facilities, jeopardizing the chances of effectively delivering the curricula and realizing the livelihood

opportunities for young Palestine refugees. Doctor-patient ratios will increase and consultation times between doctors and patients will reduce. The accuracy of diagnoses and quality of treatment will reduce. UNRWA will be unable to provide essential (lifesaving) non-communicable disease (NCD) medicines. Less money will be available for hospitalization cover to ensure the provision of life-saving interventions. Fewer abject poor refugees will receive assistance and fewer substandard shelters will be rehabilitated/reconstructed. The availability of potable water, sanitation and infrastructure services in camps will be reduced. Installations and environmental infrastructure will be inadequately maintained and will become dangerous for refugees. Vehicles will be inadequately maintained and become dangerous for staff and refugees. Financial exposure to liability will increase.

- b. In the short/medium term: School attendance rates will fall. Student pass-rates in schools will decrease. Dropouts will increase and survival rates (the number of students completing basic education) will decrease. Unit education costs will increase. Student achievement levels will stagnate or decrease. Patients will be provided with less access to preventative health care. The cost of treatment interventions (medications, hospital care, etc.) will increase. Vaccination rates will be reduced. Reproductive health for women will suffer. Maternal malnutrition resulting from poor health care will aggravate the risk of child mortality and malnutrition. Child malnutrition will raise the risk of poor performance in school. Limited care provisions and the unavailability of medicines will contribute to critically disabling complications. Refugees will become subject to water and sanitation related diseases.
- c. In the medium/long term: Unemployment, underemployment, poverty, and food insecurity rates/levels will increase at a faster pace. Mean and expected years of schooling will reduce, as will overall life expectancy at birth. The chance of involvement in dangerous behavior (e.g., crime, substance abuse, militant activity) will increase.

1.46 Underfunding will not only impact the Agency's operations in meeting the needs of Palestine refugees, but also has the potential to increase the burden on the already-strained public services of host authorities.

1.47 The unpredictability and unsustainability of the Agency's funding, combined with a lack of working capital (which has, due to several successive years of underfunding, been exhausted), results in an inability to plan programmatic/operational change with certainty. The majority of UNRWA's costs are staff costs which are fixed. Any change to the workforce through re-training and redeployment, or through termination/separation requires additional funding. UNRWA no longer has any working capital which not only challenges the Agency's ability to ensure the continuity of services from one year to the next, but also limits its cost effectiveness and capacity to make changes in its operations. The unpredictability and unsustainability of UNRWA's funding has resulted in significantly more time being spent by senior management of the Agency to mobilize the funding required to avoid a suspension or cessation of operations. Finally, and just as

importantly as any of the above, at a time of great instability in the Middle East, the short- and medium-term impact of service reductions by UNRWA will likely result in significant additional insecurity for host countries.

- 1.48 It is incumbent on all Member States of the UN to provide the financial and political support needed to enable UNRWA to fulfil its mandate for so long as a solution to the plight of Palestine refugees remains elusive. UN Resolution A/RES/71/93 and the Secretary-General's report A/71/849 provide the UN General Assembly and its individual members with an unprecedented opportunity in this regard. Sufficient, predictable and sustainable (for the duration of UNRWA's mandate) funding for UNRWA's operations is possible but it requires a collective effort on multiple fronts. UNRWA has already re-doubled efforts to ensure that all the recommendations of the Secretary-General have been put into action.
- 1.49 UNRWA will present at an International Conference to be attended by donors its plans for transformational improvements within its mandate, including the Agency's ambition to modernize its operations as well as new/innovative funding modalities. This will likely include a request for a one-off injection, designed as an investment in efficiency, to enable UNRWA's transformation through the adoption of tools and systems that will enhance opportunities for beneficiaries and increase the Agency's accountability to the UN Member States.

SUB-PROGRAMME 1: PALESTINE REFUGEE RIGHTS UNDER INTERNATIONAL LAW ARE PROTECTED AND PROMOTED

CURRENT OPERATIONS

- 2.1 UNRWA's protection activities respond to the needs of Palestine refugees amidst increasing conflict and displacement in the region. The conflict in Syria has displaced hundreds of thousands of Palestine refugees, including tens of thousands to Jordan and Lebanon, while Gaza has endured repeated rounds of hostilities and violence. Over 50 years of Israeli occupation of Palestinian territory, including the more than fourteen years blockade of Gaza, has had serious and on-going consequences for the enjoyment of the rights of Palestine refugees. Within this context, Palestine refugees do not fully enjoy basic human rights and many are vulnerable to violence and abuse. Agency efforts to protect and promote Palestine refugee rights are aligned with SDG 5 (gender equality), SDG 10 (reduced inequalities) and SDG 16 (peace, justice and strong institutions). Furthermore, multi-stakeholder partnerships that mobilize and share knowledge, expertise and financial resources support the achievement of positive protection results for Palestine refugees, in alignment with SDG 17 (partnerships for the goals).
- 2.2 To UNRWA, protection is what the Agency does to safeguard and advance the rights of Palestine refugees under international law. UNRWA applies a holistic approach to protection which includes an 'internal' dimension, focused on realizing the rights of Palestine refugees in and through the Agency's service delivery programmes (including protection mainstreaming, case management and referral and protection programming), and an 'external' dimension, involving engagement with relevant duty bearers to ensure respect for Palestine refugee rights (including monitoring, reporting and advocacy).
- 2.3 In this context, UNRWA mainstreams protection in and through its service delivery. This is done through the incorporation of protection principles into programme strategies, policies, guidelines and emergency responses, ensuring that protection is streamlined throughout the project cycle and training for Agency staff. In this regard, some 4,549 frontline personnel were trained on protection principles in 2020. To assess the extent of protection mainstreaming within UNRWA services and to gauge the Agency's compliance with protection principles, the subprogramme conducts Protection Audits on a biennial basis. These internal audits are implemented by Protection Officers in the Agency's HQ and field offices and result in an agreed set of recommendations that can encompass policy enhancements, operational improvements and changes in organizational culture.
- 2.4 Furthermore, the Agency focuses on combatting violence, abuse, neglect and exploitation in Palestine refugee communities, particularly in relation to women, children and persons with

disabilities. Such cases have increased in severity and frequency during the COVID-19 pandemic. In response, UNRWA social workers, school counsellors, health staff and protection officers provide both in-person and remote PSS, legal assistance and referrals to external service providers. In this regard, during the course of 2020, some 8,059 individuals received legal aid, provided either by the Agency or through its partners, and 130,486 individuals received PSS.

- 2.5 In support of SDG 5 realization efforts, UNRWA pursues gender mainstreaming at both the organizational culture and service delivery levels, guided by its Gender Equality Policy (2007) and Gender Equality Strategy 2016-22. Through individual field office gender action plans, the Agency: (i) develops staff capacity on gender mainstreaming, including through a mandatory gender awareness e-learning course for all staff; (ii) enhances support for gender parity amongst senior Agency managers; and (iii) practices gender-sensitive programming that incorporates a gender perspective into the rehabilitation of shelters, schools and health centres, involves men in preconception care and family planning, addresses child marriage and promotes female economic participation. UNRWA utilizes the annual assessment against the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP 2.0) indicators to inform its progress toward gender equality. In 2020, the Agency met or exceeded requirements for 10 of the 17 UN-SWAP 2.0 indicators.
- 2.6 Programmatically, UNRWA addresses disability inclusion from a rights-based perspective, focusing on the four principles of accessibility, participation, awareness, and non-discrimination. In this regard, the Agency pursues a twin-track approach whereby its programmes: (i) identify and remove barriers that may exclude persons with disabilities from accessing UNRWA services, such as through the renovation of installations to improve access; and (ii) identify and promote enablers of disability inclusion through the training of frontline health, education and RSS staff on the identification of, and support to persons with disabilities. In 2020, the Agency provided services to 7,045 Palestine refugees with disabilities, either directly or through partnerships and supported 6,947 students identified with a disability. This support included the provision of assistive devices to facilitate: (i) mobility of refugees with disabilities; and (ii) learning for students in need.
- 2.7 In line with SDG 16, UNRWA is a strong advocate for the protection and promotion of the rights of Palestine refugees, including in relation to the negative consequences of the occupation in the oPt, the blockade of Gaza, hostilities in Syria, the socio-economic crisis in Lebanon and the negative impacts associated with COVID-19 across all fields of Agency operation. UNRWA identifies, verifies and documents protection concerns affecting Palestine refugees across its fields and brings these concerns to the attention of duty bearers and the international human rights system through the issuance of formal letters, bilateral meetings and briefings. In 2020, the Agency made 642 protection advocacy interventions with external actors and duty bearers.

CONSTRAINTS AND CHALLENGES

- 2.8 Palestine refugees represent the largest refugee population in the world. Across the region, they face a profound protection crisis due to: (i) the impact of conflict, occupation and violence in Gaza, the West Bank, Syria and Lebanon; (ii) movement limitations; (iii) deepening inequality and

exclusion due to the socio-economic situation in all fields of Agency operation, particularly in Syria and Lebanon; (iv) the continued use of force, evictions and demolitions in the West Bank; and (v) restrictions and infringements on the rights of internally displaced persons in Syria and PRS residing in Lebanon and Jordan.

- 2.9 The COVID-19 pandemic has exacerbated the acute and chronic protection risks faced by Palestine refugees, including an increase in forced evictions and displacement, rising unemployment rates, severe food insecurity, an increase in the number of cases of gender-based violence (GBV) including child marriage and the lack of access to available medical treatment, including COVID-19 vaccines. The pandemic has also posed challenges in relation to the identification, documentation and intervention on protection concerns. Movement restrictions have created a reliance on remote documentation methods and precipitated the establishment of phone and social media helplines. While these operational modifications have succeeded in maintaining critical protection services, they have also constrained efforts to build the rapport and trust needed to document and assist on sensitive issues.
- 2.10 Despite the extensive protection threats faced by Palestine refugees, UNRWA continues to be limited by severe resource limitations. In 2018, a third of all protection function positions were lost due to the withdrawal of funding. Further personnel reductions have occurred since then and funding for protection remains highly projectized, unpredictable and insufficient. In 2021, UNRWA began restructuring its protection function to ensure that key Palestine refugee protection needs are met across all fields of Agency operation.
- 2.11 The protection function also remains constrained by a shortage in competencies and specialized skills in relation to specific thematic areas as well as the capacity to capture data on all aspects of the protection function. While the Agency has continued, and will continue to, strengthen its internal capacity to deliver on its protection mandate through the training of its frontline personnel, the effectiveness of this effort will continue to be limited in the absence of adequate funding, both for systematic training and to retain trained personnel.

EXPECTED ACCOMPLISHMENTS

- 2.12 During the 2022-23 biennium, UNRWA will retain and reinforce the centrality of protection, both as integral to its service delivery across all programmes and contributing to the realization of Palestine refugee rights under international law, including international human rights law, international humanitarian law and international refugee law.
- 2.13 A ‘protection lens’ will continue to be incorporated into the programmes and services that the Agency delivers. Through a combination of training and the provision of technical support across its programmes, UNRWA will enhance efforts to ensure that all personnel: (i) understand who is at risk and the consequences associated with inaction; and (ii) have the capacity to design and deliver services that incorporate protection principles. The efficacy of these efforts will continue to be gauged through the regular implementation of protection audits. During the 2022-23 biennium, the protection audit mechanism will be strengthened to: (i) pinpoint recurrent findings across field

- assessments; (ii) promote an understanding of Agency-wide protection performance, systemic issues and results; and (iii) inform UNRWA's strategic planning processes.
- 2.14 The Agency will maintain a systematic focus on combatting violence, abuse, neglect and exploitation in Palestine refugee communities, particularly in relation to women, children, persons with disabilities and the elderly. In this regard, UNRWA will continue to conduct protection assessments and develop and deliver both standing and ad hoc protection interventions, including the: (i) provision of PSS; (ii) delivery of legal assistance; (iii) disbursement of one-off cash assistance; and (iv) strengthening of community-based protection mechanisms, including referrals to external service providers.
- 2.15 During the 2022-23 biennium, the Agency will develop and launch a new Gender Equality Strategy which will guide its gender interventions through 2028. The new Strategy will prioritize: (i) strengthening the UNRWA response to and prevention of GBV; (ii) the identification of and response to the gendered aspects of school dropouts; (iii) the promotion of gender equality in curricula taught in Agency schools; (iv) access to sexual and reproductive health rights; and (v) the strengthening of women's individual eligibility for UNRWA services through the registration function.
- 2.16 The Agency will reinforce on-going disability inclusion efforts through the collection of disability data, using internationally accepted methods such as the Washington Group Short Set questions across all UNRWA programmes. Similarly, disability-inclusive project cycle management, including through relevant staff capacity development, will be reinforced, as will accountability in relation to disability inclusion. UNRWA's commitment to disability inclusion will continue through the implementation of the UN Disability Inclusion Strategy, the Inter-Agency Standing Committee Guidelines on the Inclusion of Persons with Disabilities in Humanitarian Action and UNRWA's regulations and specific frameworks such as the revised Disability Policy and the Disability Inclusion Guidelines.
- 2.17 The Agency will enhance its monitoring and reporting of protection threats and incidents to deliver strong, evidence-based advocacy that targets the underlying causes of Palestine refugee protection concerns. UNRWA's advocacy will continue to be fact-based, guided by humanitarian principles, in particular, neutrality. Advocacy efforts will include the use of strategic public communications, reports, engagement with the international human rights system as well as direct interventions with host governments, occupying powers, authorities or entities exercising de facto control, and specialized organizations and other UN entities to secure remedial action. The Agency will focus its advocacy efforts on a range of thematic concerns, including issues related to: (i) armed conflict, occupation and volatility affecting UNRWA's fields of operation, especially pertaining to attacks on schools or civilian infrastructure in conflict situations or the use of force, live ammunition and tear gas; (ii) Palestine refugee status within or outside Agency areas of operation, including legal status, civil status documentation, access to justice and exclusion and discrimination; and (iii) the disproportionate impact of conflict and volatility, legal status issues and other protection risk

factors on Palestine refugees, especially those experiencing socio-economic vulnerability, GBV, child protection, and mental health issues.

2.18 During the 2022-23 biennium, establishing new protection partnerships and reinvigorating existing partnerships will be critical. These partnerships will support the Agency in: (i) research and needs assessments, including through co-operation with academic institutions; (ii) joint strategic advocacy, including with other UN entities, notably UNHCR, WHO and the Office of the United Nations High Commissioner for Human Rights; (iii) access to quality specialized medical, legal and/or psychosocial counselling and services for survivors, either directly or through referral to external partners; and (iv) surge capacity and expertise, including in relation to emergency response, gender analysis, disability inclusion and legal assistance. Existing partnerships will also be strengthened to benefit Palestine refugees, including in relation to child protection in partnership with the United Nations International Children's Emergency Fund (UNICEF) and enhancing the mainstreaming of disability inclusion into Agency service delivery with support from the non-governmental organization Humanity and Inclusion.

2.19 The Strategic Framework 2022-23 reflects the following expected accomplishments:

- (a) Duty bearers are held accountable for violations of international law through monitoring, reporting and advocacy; and
- (b) Vulnerable and at-risk individuals and communities' benefit from protection responses.

FINANCIAL RESOURCES

Objective of the Organization: Palestine refugee rights under international law are protected and promoted				
Expected Accomplishment	Indicators of achievement	Performance measures		
			2022-23	2020-21
Duty bearers are held accountable for violations of international law through monitoring, reporting and advocacy	Number of protection (advocacy) interventions, including formal letters, concerning protection issues undertaken by UNRWA targeting external actors and duty bearers	Target	N/A ⁶	N/A
		Estimate	-	642
		Actual	-	-
Vulnerable and at-risk individuals and communities benefit from protection responses	Percentage of protection mainstreaming recommendations from internal protection audits implemented	Target	75.0	39.4
		Estimate	-	42.3
		Actual	-	-

⁶ A target is not set for this indicator as the number of protection advocacy interventions is influenced by the number of protection concerns that arise during the year.

Table 2-1 Palestine refugee rights under international law are protected and promoted
Resource Requirements by Objective
(Cash, US\$'000s)

	2022	2023
	Estimate	Estimate
A. Duty bearers are held accountable for violations of international law through monitoring, reporting and advocacy	2,818	2,893
B. Vulnerable and at-risk individuals and communities benefit from protection responses	7,249	7,652
Total Regular Budget	10,068	10,545
Project Budget	5,423	3,423
Grand Total	15,491	13,968

A. Duty bearers are held accountable for violations of international law through monitoring, reporting and advocacy
--

Output	2022	2023
Palestine refugees and others registered with UNRWA	2,818	2,893
Total	2,818	2,893

B. Vulnerable and at-risk individuals and communities benefit from protection responses
--

Output	2022	2023
Individuals experiencing a general protection risk assisted	3,934	4,038
UNRWA staff members who receive protection training across education, health, relief and social services, microfinance and infrastructure and camp improvement programming	3,315	3,614
Total	7,249	7,652

Table 2-2 Palestine refugee rights under international law are protected and promoted
Resource Requirements by Category of Expenditure
(Cash, US\$'000s)

	2020	2021	2022	2023
	Expenditure	Budget	Estimate	Estimate
Staff Costs				
International Staff	269	415	2,936	3,225
Area Staff	5,311	5,918	5,918	6,074
Limited Duration Contract	11	27	27	28
Temporary Staff	36	-	-	-
Sub-total Staff Cost	5,627	6,360	8,881	9,327
Operational Cost				
Supplies	40	46	46	47
Utilities	-	-	-	-
Maintenance of Premises	0	66	66	68
Rental of Premises	1	-	1	1
Equipment	24	40	40	41
Training	4	67	67	69
Travel	2	34	33	35
Admin Support Services	7	23	23	24
Consultancy Services	121	137	137	141
Hospital Services	84	101	102	104
Miscellaneous Services	187	240	240	246
Subsidies to Hardship Cases	424	285	285	291
Third Parities Subsidies	150	112	112	115
Other Subsidies	30	35	35	36
Sub-total Operational Cost	1,074	1,186	1,187	1,218
Total Staff and Operational Cost	6,701	7,546	10,068	10,545
Projects	4,746	2,258	5,423	3,423
Grand Total	11,448	9,804	15,491	13,968

**Table 2-3 Palestine refugee rights under international law are protected and promoted
Project List
(US\$'000s)**

	2022 Estimate	2023 Estimate
Consolidating and Sustaining UNRWA's Protection Function	2,000	2,000
E-Access to Registration Family Files	2,000	-
Holistic and inclusive gender equality and protection for Palestine	1,000	1,000
Implementation of the UN Disability Inclusion Strategy by UNRW	100	100
Operationalizing UNRWA Gender Equality Strategy	323	323
Total Projects Budget	5,423	3,423

**SUB-PROGRAMME 2: PALESTINE REFUGEE HEALTH IS PROTECTED
AND THE DISEASE BURDEN IS REDUCED**

CURRENT OPERATIONS

- 3.1 Health is a state of complete physical, mental and social well-being. It is not merely the absence of disease or infirmity. The right to health is a fundamental human right to which all individuals are entitled. It is also an instrumental element of sustainable development. Health is at the heart of a range of interconnected achievements and deprivations. In addition to the widely recognized link between health and economic growth, achievements in health are instrumental to cognitive development, education outcomes, employment opportunities and income earning potential. Illness (physical and/or mental), malnourishment and other health deprivations often lead to deficits in other capabilities. At the household level, chronic illness, injury and death are considered to be among the major drivers of poverty. Health is also important to other aspects of sustainable development including dignity, empowerment, security and general psychosocial well-being. It is also different from other dimensions of sustainable development in the sense that deprivations may be irreversible with corresponding and potentially irreversible deprivations across multiple capabilities. Preventative health care is thus critical to protecting individuals from multi-faceted deprivations that could potentially threaten their overall well-being. UNRWA efforts to support Palestine refugee health are aligned with SDG 3 (good health and wellbeing). Furthermore, multi-stakeholder partnerships that mobilize and share knowledge, expertise and financial resources support the achievement of positive health results for Palestine refugees in alignment with SDG 17 (partnership for the goals).
- 3.2 The Agency contributes towards realizing the right to health for Palestine refugees by providing quality and universally accessible PHC. In 2020, UNRWA provided almost 5.8 million PHC consultations⁷ through 140 health centres, utilizing a workforce of just over 3,000 health staff. Among the Palestine refugee population, those with NCDs, mothers and young children use Agency services the most. In 2020, some 283,000 NCD cases were under UNRWA's care, whilst over 57,000 expectant mothers received ante-natal care and over 70,000 received post-natal care.
- 3.3 The onset of COVID-19 necessitated changes to the delivery of Agency health services. In this regard, a triage-based consultation system, whereby patients presenting with respiratory symptoms

⁷ An additional 325,811 telemedicine consultations were provided in Syria, Gaza, the West Bank and Jordan. Due to restrictions on walk-in visits to UNRWA health centres from March 2020 to limit the spread of COVID-19, the number of PHC consultations in 2020 decreased from 8,723,118 in 2019.

are segregated from other patients, was introduced and telemedicine hotlines were launched in four fields of operation to limit the potential exposure of clinically vulnerable patients to the virus. Agency-wide campaigns have also been conducted to promote COVID-19 vaccinations among Palestine refugees and UNRWA health centres have been utilized to administer vaccines.

- 3.4 In 2011, UNRWA began a reform process based on the family health team (FHT) approach and the development of electronic medical records (e-Health). Fundamental to the FHT approach is a patient focus, centred on holistic, life-long and continuous care for the entire family and long-term patient/family-provider relationships. FHTs, comprised of doctors, nurses and auxiliary health staff, work together to provide comprehensive health services to families registered with them. This delivery model focuses not just on quality curative care but also on covering the full health spectrum, from protection and prevention to treatment, disease management and psychosocial well-being. The e-Health information system has been implemented alongside the FHT approach to: (i) enhance needs-based decision-making and planning; and (ii) improve the efficiency of care by reducing the administrative burden on staff. UNRWA has also launched two mobile applications: e-MCH, introduced in 2019, for pregnant women and new mothers and e-NCD, introduced in 2020, for patients with NCDs. Both applications provide Palestine refugees with real-time access to their health records and awareness messages. By taking advantage of these reforms, average daily consultations per doctor have decreased from 105 in 2012 to 58.8 in 2020⁸ and antibiotic prescription rates have reduced from 24.5 per cent to 22.3 per cent over the same period. These performance gains were accomplished despite a reduction in Agency health staff from 3,242 to 3,013 in the eight years to 2020 while the overall Palestine refugee population has increased by 13 per cent in the same period.
- 3.5 Under the guidance of the WHO mental health gap action programme, UNRWA continues to integrate MHPSS into the FHT approach. This service seeks to enhance the psychological well-being and resilience of individuals and communities. By the end of 2020, MHPSS had been rolled out across all 140 Agency health centres and some 3,639 personnel had been trained in comprehensive MHPSS responses since the 2017 introduction of the programme. In 2020, UNRWA provided MHPSS consultations for 50,810 individuals, with 10,613 receiving follow-up assistance.
- 3.6 The Agency works to ensure the early detection of physical impairments and morbidity conditions in young Palestine refugees through its school health programme (SHP). The programme, implemented jointly by the UNRWA health and education programmes, seeks to improve the health of school children through a range of services including medical examinations and immunizations for new school entrants, hearing, vision and dental screenings, de-worming and vitamin A supplements.

⁸ The average daily consultations per doctor in 2020 was impacted by COVID-19 service restrictions and modifications, including the temporary suspension of curative services in UNRWA health centres and the introduction of telemedicine consultations. In 2019, the average daily consultations per doctor stood at 78.0. In 2021, the average daily medical consultations per doctor are expected to increase following the full resumption of medical services in Agency health centres.

- 3.7 In addition to the provision of PHC, the Agency administers a hospitalization support programme that provides hospitalization to Palestine refugees through contracted services at discounted prices in governmental, private and non-governmental hospitals. In 2020, 77,324 hospital admissions were supported. UNRWA's hospitalization policy is defined by eligibility criteria that focuses on patient access to alternative services, medical urgency and economic status. In the context of limited resources, the Agency focuses hospitalization support on the most vulnerable Palestine refugees.

CONSTRAINTS AND CHALLENGES

- 3.8 The Palestine refugee population is marked by an increasingly aging population and a high prevalence of NCDs. Unhealthy lifestyles defined by a lack of exercise, improper diet, and smoking are common and, as such, many health threats facing Palestine refugees are inherently chronic. In 2020, a total of 283,585 NCD patients were registered with Agency health services. People living with cardiovascular diseases, respiratory diseases, diabetes and hypertension under UNRWA's care represent 34 per cent of all annual PHC consultations. The Agency will continue to work with all stakeholders and hosting authorities in relation to effective NCD care and prevention.
- 3.9 The COVID-19 pandemic represents the most significant contemporary challenge to the provision of UNRWA health. By way of response, these services have been adapted to minimize the spread of the disease through the: (i) introduction of triage and staggered appointment protocols in UNRWA health centres; (ii) home delivery of essential medicines for high-risk patients; (iii) introduction of telemedicine consultations; and (iv) increased provision of personal protective equipment. Despite these precautionary measures, the ability of the Agency to deliver health services to Palestine refugees is constrained by capacity gaps caused by health workers being exposed to the disease and having to quarantine, sporadic lockdowns and movement restrictions in all fields of operation.
- 3.10 An increasing number of Palestine refugees are afflicted by mental health and psychosocial issues. The number of these cases is particularly pronounced in communities affected by casualties, injuries, displacement and the loss of assets as a result of conflict. COVID-19 has exacerbated need in this regard. Such problems have a significant detrimental impact at different stages of the life cycle, including on the capacity to learn, work and integrate in social life.
- 3.11 Access to health care remains a challenge for Palestine refugees in Gaza, Syria and Lebanon. The May 2021 conflict in Gaza resulted in damage and destruction of public health facilities while, in Syria, the public health care system has been degraded through ten years of hostilities. Due to internal displacement, many Palestine refugees in Syria have lost access to established UNRWA health centres. In Lebanon, civil unrest and critical fuel shortages have created physical obstacles for refugees to access health care. Across all fields, health systems have been overwhelmed by additional needs generated under the pandemic.
- 3.12 Funding constraints have impacted the Agency in the recruitment, replacement and training of health staff, support for hospitalization services and maintenance and improvement of infrastructure. In this regard, some 26.9 per cent of UNRWA health facilities do not meet protection

design standards. To make matters worse, funding constraints are set within a context of increasing patient demand and UNRWA expects that the number of patients using its health services will increase during 2022-23 due to increased financial hardship associated with the pandemic and difficulties faced by Palestine refugees in accessing medical assistance outside of that provided by the Agency.

EXPECTED ACCOMPLISHMENTS

- 3.13 Universal access to quality PHC and targeted hospitalization assistance for those with life-threatening needs will remain the bedrock of UNRWA's health services, based on a person-centred non-discriminatory FHT approach. This rights-based approach will address the health needs of the furthest behind first.
- 3.14 With the anticipated continuation of the COVID-19 pandemic, UNRWA will ensure that its PHC services remain resilient to the additional demands placed on them during the upcoming biennium. To this end, triage systems and crowd control measures in Agency health centres will be maintained while diagnostic capacity will be strengthened. UNRWA will also continue to collaborate with host countries in regard to the pandemic response, particularly in supporting vaccination efforts.
- 3.15 The Agency will maximize the impact of the FHT reform to promote the correct diagnosis and treatment of key diseases and conditions to reduce the duration of illnesses and the incidence of life-threatening complications, especially those that arise from NCDs. In this regard, UNRWA will endeavour to increase patient-provider consultation times to allow for better patient counselling and follow-up. The FHT approach will also reinforce the role of health staff in addressing the determinants of health and strengthen outreach activities and community participation in promoting awareness of, and addressing, behavioral risk factors leading to NCDs.
- 3.16 Building on the success of the e-Health system and the e-MCH and e-NCD applications, UNRWA will continue to digitalize PHC services to improve services for Palestine refugees and enable the Agency to define the most efficient human resource norms and standards. This initiative will include an expansion of telemedicine to all fields of UNRWA operation and the development of additional mobile applications. The e-Health system will also be updated and greater connectivity with other UNRWA systems, notably the Education Management Information System (EMIS) and the Refugee Registration Information System (RRIS), will be pursued. This will enable the Agency to anticipate future health needs while facilitating more effective and holistic health responses.
- 3.17 UNRWA will maintain MHPSS services in all health centres. During the 2022-23 biennium, comprehensive training on mental health screening and support will continue to be offered to medical officers, senior staff nurses and midwives. The Agency will also actively seek partnerships to establish quality referral mechanisms for those MHPSS cases requiring specialist support.
- 3.18 The SHP will continue to promote and enhance behavioral change from an early age through the joint efforts of the UNRWA health and education programmes. In addition, the Agency will continue to provide: (i) medical examinations and immunizations for new school entrants along with hearing, vision and dental screenings, de-worming, and vitamin A supplements; (ii) training and materials for teachers on health awareness; and (iii) first aid supplies. Health education messaging on the risks of tobacco use and substance abuse, the importance of maintaining a healthy

diet and lifestyle, psychosocial wellbeing, basic sanitation and environmental health will also be promoted.

- 3.19 With the increasing demand for hospitalization support across all five fields of operation, UNRWA will focus and accord the highest priority to patients with life-threatening illnesses that require critical care but who lack the financial assets or insurance coverage to obtain it. The Agency will also engage in complementary activities with partners and donors to enhance resource mobilization in support of expanded hospitalization support. Further, UNRWA will strengthen value for money through Agency-wide roll-out of the Hospitalization Management System, linked to the Agency’s RRIS.
- 3.20 UNRWA will continue to upgrade its health centres under the FHT approach and through means that effectively respond to the new challenges presented by the COVID-19 pandemic. All health centre construction, rehabilitation and upgrades will incorporate protection standards, designed to integrate gender-specific requirements and facilitate accessibility for patients with disabilities. During the 2022-23 biennium, the Agency will also implement energy-saving measures that are expected to reduce operating costs and contribute to UNRWA’s commitment towards sustainable environmental management.
- 3.21 Collaboration with local, national and international partners is critical to facilitate the level of access to comprehensive care that Palestine refugees require. The Agency will continue to cooperate with longstanding partners, notably the WHO, United Nations Population Fund (UNFPA) and UNICEF, to improve its technical health capacity and further access for Palestine refugees to quality PHC services. In particular, the robust partnership with the WHO will continue to provide strategic leadership for UNRWA’s health programme and specific resources for its COVID-19 response through the WHO Solidarity Fund. Collaboration with UNFPA will also remain critical for health support extended to women and youth, including family planning assistance. Furthermore, partnerships with local and global partners will be maintained, such as with the World Diabetes Foundation and others in the delivery of the strategic objective. The Agency will also continue to work closely with ministries of health in all fields.
- 3.22 The Strategic Framework reflects the following expected accomplishments:
- (a) People-centred PHC system using the FHT model; and
 - (b) Efficient hospital support services provided.

FINANCIAL RESOURCES

Objective of the Organization: Palestine refugee health is protected and the disease burden is reduced				
Expected Accomplishment	Indicators of achievement	Performance measures		
			2022 - 23	2020 – 21
People-centred primary health-care system using the FHT model	Percentage of women with live birth who received at least four antenatal care visits	Target	87.0	75.5 ⁹
		Estimate	-	75.5
		Actual	-	-

⁹ Please note that antenatal care was impacted by the reluctance of expectant mothers to visit UNRWA health centres to avoid potential exposure to COVID-19. As such, the 2020-21 target for this indicator has been reduced. In 2019, the target was 85.1 per cent.

	Percentage of children 18 months old that received all booster vaccines	Target	95 ¹⁰	95
		Estimate	-	99
		Actual		-
(b) Efficient hospital support services provided	Percentage of UNRWA hospitalization accessed by Social Safety Net Programme (SSNP) recipients	Target	24.6	23.7
		Estimate	-	24.6
		Actual	-	-

¹⁰ UNRWA aims to at least maintain a coverage rate that is at or above the WHO immunization target of 95 per cent.

Table 3-1 Palestine refugee health is protected and disease burden is reduced
Resource Requirements by Objective
(Cash, US\$'000s)

	2022	2023
	Estimate	Estimate
A. People-centered primary health-care system using the family health team model	93,509	95,979
B. Efficient hospital support services provided	28,216	28,961
Total Regular Budget	121,725	124,940
Project Budget	2,600	2,600
Grand Total	124,325	127,540

A. People-centered primary health-care system using the family health team model

Output	2022	2023
Preventative and curative oral health-care consultations provided	4,793	4,919
Primary health-care consultations provided using the family health team model	72,828	74,753
Students in the first, fourth and seventh grades screened for vision impairment	832	854
Support for persons with disabilities to ensure that their needs are adequately identified and responded to	1,758	1,804
Quality pharmaceutical, laboratory and radiology services across all fields of operation to support diagnosis and treatment of medical conditions	13,298	13,649
Total	93,509	95,979

B. Efficient hospital support services provided
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Output	2022	2023
Patients with life-threatening illnesses who require life-saving/life-supporting medical treatment and lack the financial assets or insurance coverage to attain it, receiving secondary and tertiary care	28,216	28,961
Total	28,216	28,961

Table 3-2 Palestine refugee health is protected and disease burden is reduced
Resource Requirements by Category of Expenditure
(Cash, US\$ '000s)

	2020 Expenditure	2021 Budget	2022 Estimate	2023 Estimate
Staff Costs				
Area Staff	64,336	72,795	72,794	74,717
Limited Duration Contract	292	303	303	311
Temporary Staff	2,778	898	898	922
Sub-total Staff Cost	67,406	73,996	73,995	75,950
Operational Costs				
Supplies	19,732	17,987	17,987	18,462
Utilities	318	396	396	406
Maintenance of Premises	70	173	173	178
Rental of Premises	306	254	254	261
Equipment	285	331	331	340
Training	2	-	-	-
Travel	-	-	-	-
Admin Support Services	175	309	309	317
Consultancy Services	216	192	192	197
Hospital Services	23,855	27,828	27,828	28,563
Miscellaneous Services	324	439	440	451
Cost Recovery	(157)	(180)	(180)	(185)
Sub-total Operational Cost	45,126	47,729	47,730	48,990
Total Staff and operational Cost	112,532	121,725	121,725	124,940
Projects	7,440	3,711	2,600	2,600
Grand Total	119,972	125,436	124,325	127,540

Table 3-3 Palestine refugee health is protected and disease burden is reduced
Project List
 (US\$'000s)

	2022 Estimate	2023 Estimate
Medical Hardship Fund	2,600	2,600
Total Projects Budget	2,600	2,600

SUB-PROGRAMME 3: SCHOOL-AGE CHILDREN COMPLETE QUALITY, EQUITABLE AND INCLUSIVE BASIC EDUCATION**CURRENT OPERATIONS**

- 4.1 Education is a social process that contributes to the sustainable development of current and future generations; develops and applies new knowledge; serves to reinforce and/or change social and cultural norms and practices and contributes to identity building. The right to education is a fundamental human right, to which all individuals are entitled. Education plays a key role in all aspects of sustainable development. It also provides people with the social and cognitive skills they can use to support themselves financially through paid employment later in life. Long recognized for its socio-economic benefits, research highlights the central role education plays in helping individuals live more fulfilled lives, perform better in the labour market, have improved health, enjoy psychosocial wellbeing, overcome inequalities and promote active citizenship and peaceful living. Educated individuals, for example, tend to live longer and have lower morbidity rates, while children of educated mothers fare better in terms of health outcomes than those of mothers who are less educated. Furthermore, education provides opportunities for children to access essential health care, as well as recreational and safe spaces outside the home.
- 4.2 During the 2020–21 school year, approximately 540,000 pupils were enrolled in 710 UNRWA schools across the five fields of Agency operation. The UNRWA education programme is the largest in the Agency, both in terms of staff and budgetary allocation, accounting for 70 per cent of UNRWA staff and 61 per cent of PB expenditure in 2020. Agency efforts in support of Palestine refugee education are aligned with SDG 4 (quality education). Furthermore, multi-stakeholder partnerships that mobilize and share knowledge, expertise and financial resources support the achievement of positive education results for Palestine refugees in alignment with SDG 17 (partnership for the goals). The UNRWA education system provides basic education through grade nine (grade ten in Jordan and in one school in the West Bank) of free primary and preparatory education across its five fields of operation, as well as secondary schooling in Lebanon. The Agency enjoys strong relations with the ministries of education in all fields.
- 4.3 In 2011, UNRWA launched a major five-year reform process that responded to an increasing concern in the region, and within the Agency specifically, that students were not developing the skills necessary to achieve their full potential and contribute positively to the development of their society and the global community. The Agency’s education reform was designed to help meet the evolving demands of an education system in the twenty-first century by ensuring transformative

and systemic change at the policy, strategic and operational levels. Its implementation was seen as a long-term investment and UNRWA continues to embed, enrich and sustain the achievements of the reform in the MTS 2016-22, with the overall objective of ensuring quality, equitable and inclusive education.

- 4.4 As part of the education reform, common universal performance indicators were developed, enabling the Agency to better monitor how its education interventions impact learning outcomes. Indicators seek to measure, both quantitatively and qualitatively, progress on quality, inclusiveness and equity; this includes perceptual indicators to measure the alignment of teaching and learning practices with the education reform, the prevalence of human rights culture - as defined by the UNRWA human rights, conflict resolution, and tolerance (HRCRT) policy - and practices at the school level, in addition to indicators measuring enrolment, retention and the overall efficiency of the Agency education system.
- 4.5 Integral to the education reform is evidence-based policy, planning and decision making at all levels. To this end, UNRWA has developed an Agency-wide EMIS that was launched in the 2016-17 school year. The EMIS student module was fully operationalized in 2017-18, followed by the staffing module in 2019-20. The launch of a premises module was delayed due to the onset of COVID-19 but will be operationalized in 2021-22. The EMIS has strengthened UNRWA's capacity to provide timely and reliable reports against key education indicators and enables comparability both amongst the five fields of Agency operation and at the international level. To maximize the value of this data system, emergency-related education indicators were integrated into the EMIS in 2020-21, and live dashboards to inform strategic decision-making are currently under development.
- 4.6 Between 2016 and 2020, continued progress has been achieved in relation to the quality, inclusiveness and equity of the UNRWA education programme. In this regard, cumulative dropout rates at the elementary level declined from 1.17 per cent in 2016-17 to just 0.61 per cent in 2019-20. As a result of this and reductions in repetition rates, the survival rate to the end of basic education reached 97.25 per cent in 2019-20.¹¹ There has also been a positive trend regarding the quality of the teaching workforce, with 98.54 per cent of all UNRWA teachers now possessing university degrees and, even with increasing numbers of daily paid teachers, fewer than 1 in 10 teachers (8.46 per cent) are without accredited initial teacher training.
- 4.7 UNRWA has been a pioneer in education in emergencies (EiE) programming even prior to the onset of COVID-19. The Agency-wide multi-stranded EiE programme was developed in response to the emergency in Syria and has been implemented for children impacted by conflict across the fields of UNRWA operation. The EiE approach encompasses: (i) support to the continuation of children's learning where access to school is either not possible or restricted, through alternative learning spaces and the use of self-learning materials; (ii) PSS through counsellors who work directly with the children and support teachers; and (iii) security and safety skills training for

¹¹ Please note that dropout, repetition and survival rates were also impacted by host country decisions to introduce automatic grade promotion, following the onset of COVID-19. In the 2018-19 school year, the cumulative dropout rate at the elementary level was 0.64 per cent and the survival rate to the end of basic education was 96.71 per cent.

educationalists and children. These strands are underpinned by enhanced data collection and communication systems. In response to the pandemic, the EiE programme has been adapted and strengthened through the increased utilization of information technology, the launch of a safe and user-friendly Agency-wide digital learning platform (keeplearning.unrwa.org), new health safety protocols relevant to infectious diseases and new monitoring and evaluation tools, including performance indicators.

CONSTRAINTS AND CHALLENGES

- 4.8 Despite improvements over time, teaching and learning practices, as highlighted in the 2016 UNRWA Classroom Observation Study, continue to be largely teacher-fronted, with limited diversity in practices to support and encourage the learning of all students. While a range of strategies, policies and initiatives more effective pedagogical practices (from inclusive education to critical thinking), COVID-19 has limited the possibility for some positive pedagogical approaches, such as classroom group work, and forced the postponement of the 2020 Classroom Observation Study. The emphasis on independent self-learning and use of interactive digital materials during the pandemic has also presented an opportunity for technology to increasingly serve as a driver for active learning and other effective teaching and learning practices.
- 4.9 Education infrastructure has suffered from a lack of resources and increasing demographic pressures. At the end of 2020, 58 per cent of Agency schools operated on a double-shift basis. In addition, 27 per cent of schools still use non-purpose-built premises, negatively affecting the learning environment and posing potential protection risks.
- 4.10 Prolonged political, social and economic instability, coupled with repeated and widespread violations of human rights, continue to have significant adverse effects upon the psychosocial well-being of children in UNRWA schools. Between 2019 and 2021, hostilities in Gaza and Syria, the economic crisis in Lebanon and COVID-19 have exacerbated already challenging conditions for students and their families. This presents an ongoing challenge to meeting quality, inclusive and equitable educational outcomes, which must be addressed both systemically and specifically.
- 4.11 Financial constraints continue to be a major challenge in ensuring that the high numbers of students in Agency classrooms do not have a detrimental impact on the quality of education. The combination of growing enrollment and limited funds for teachers and physical classroom space in some locations has led to larger class sizes, particularly in Gaza. The proportion of classes UNRWA-wide with 40 or more students has increased from 38.88 per cent in the 2015-16 school year to 52.60 per cent in 2019-20.
- 4.12 Although the Agency education programme has navigated conflict-related emergencies since its establishment, COVID-19 has presented challenges on an unprecedented scale. In line with host government decisions, all UNRWA schools closed during the course of March 2020, and students and teachers were forced to complete the 2019-20 school year from home. While the Agency has been able to draw on its EiE expertise to respond quickly to this crisis, a year or more of disrupted learning conditions is likely to lead to long-term challenges, especially for the most marginalized.

School closures have already led to a decline in the percentage of students with disabilities who receive support according to their needs (from 71.74 per cent in the 2018-19 school year to 60.54 per cent in 2019-20) and the next UNRWA-wide Monitoring of Learning Achievement may find evidence of learning loss, as forecasted by the World Bank and others.¹²

EXPECTED ACCOMPLISHMENTS

- 4.13 To help address the challenging operating environment detailed above, the Agency will remain committed to providing quality, inclusive and equitable education. Proactive efforts to enhance education quality along with a steadfast focus on equity and inclusion will help UNRWA students realize their potential as individuals and as members of their society and the broader global community.
- 4.14 During the 2022-23 biennium, the Agency will endeavour to close the gap in student achievement through: (i) a sustained emphasis on enhancing the professionalization of teachers in UNRWA schools; (ii) further embedding inclusive education approaches which enhance education staff capacity to develop behaviour that promotes student psychosocial wellbeing; (iii) enriching curricula to ensure it develops students' skills; (iv) building competences and attitudes that reflect UN values; (v) developing children's knowledge and understanding of human rights concepts, roles and responsibilities through the HRCRT programme; (vi) prioritizing EiE interventions when required; and (vii) continuing to work towards safe and violence-free schools. Central to these interventions will be evidence-based policy, planning and the adoption of an integrated and coherent approach to education. The Agency will also strive to mobilize resources to reduce the number of schools operating on double shifts, improve infrastructure, mainstream protection and introduce sustainable environmental technologies in schools and provide a conducive learning environment to Palestine refugees, including those with disabilities.
- 4.15 The EMIS, class formation and other planning processes will remain central to UNRWA's forecasting of educational needs and the identification of efficiencies. The Agency will also continue to ensure that the EMIS is used frequently and effectively by HQ, field, area and school-level staff in support of education decision-making. Upgrades to the EMIS will also be undertaken, improving access to academic records and facilitating the integration of other services, including protection, health, human resources and facilities management.
- 4.16 A new strategy, Information and Communication Technology for Education (ICT4E) will help UNRWA to meet Palestine refugee student learning needs in times of stability and during emergencies, equipping them for a changing world by expanding media, information literacy and information and communication technology skills. The ICT4E Strategy will address the digital divide, ensuring that the most vulnerable children are not left behind by: (i) facilitating access to devices for learning, teaching and/or educational management; (ii) improving access to

¹² Simulating the Potential Impacts of the COVID-19 School Closures on Schooling and Learning Outcomes: A set of Global Estimates, World Bank, June 2020, <https://www.worldbank.org/en/topic/education/publication/simulating-potential-impacts-of-covid-19-school-closures-learning-outcomes-a-set-of-global-estimates>.

connectivity; (iii) enhancing the curriculum, learning resources and communication through the establishment of an interactive learning platform; and (iv) developing capacities for learning, teaching and management in the field of educational technology.

- 4.17 In light of the many psychosocial challenges faced by children and youth in all fields of Agency operation, UNRWA will increase PSS efforts to ensure that its schools and classrooms support children’s needs. To this end, in cooperation with partners, UNRWA will review the role of School Counsellors to strengthen new ways of working.
- 4.18 The Agency will also continue to provide education services in extremely challenging environments. Drawing lessons from COVID-19, UNRWA will enhance its EiE programme with new approaches developed and tested during the pandemic, including new monitoring and evaluation tools, hygiene and health safety protocols (in addition to pre-existing safety and security models), and the innovative use of both digital and non-digital technology to support high-quality and inclusive remote learning.
- 4.19 The Agency’s education programme has invaluablely benefitted from a strong partnership with UNESCO that will be strengthened during the 2022-23 biennium in support of knowledge exchange, technical assistance and increased visibility. Other partnerships will be further developed, notably with UNICEF, the Norwegian Refugee Council and other international and non-governmental organisations. UNRWA’s education ambition will also require greater collaboration across programmes, particularly with the health, protection and ICI programmes, to strengthen impact in key priority areas, notably on school health, MHPSS, addressing violence affecting children in Agency schools, disability inclusion, gender equality and school-related GBV. UNRWA will also continue to work closely with ministries of education in all fields.
- 4.20 The Strategic Framework reflects the following expected accomplishments:
- (a) Quality learning in conducive learning environments for all students;
 - (b) Inclusive access to basic education is ensured; and
 - (c) Equitable basic education is ensured.

FINANCIAL RESOURCES

Objective of the Organization: School-age children complete quality, equitable and inclusive basic education				
Expected accomplishment	Indicators of achievement	Performance measures¹³		
			2022-23	2020-21
(a) Quality learning in conducive learning environments for all students	Cumulative drop-out rate (elementary)	Target	1.25	1.25
		Estimate	-	0.61
		Actual	-	-

¹³ Please note that targets for basic education indicators have been purposely held static to allow UNRWA to maintain overall aspirations while countering external and internal challenges that could negatively impact annual achievements.

(b) Inclusive access to basic education is ensured	Repetition rate in basic education (elementary)	Target	1.25	1.02
		Estimate	-	0.09
		Actual	-	-
(c) Equitable basic education is ensured	Survival rate to the end of basic education	Target	95.18	95.18
		Estimate	-	97.25
		Actual	-	-

**Table 4-1 School-age children complete quality, equitable and inclusive basic education
Resource Requirements by Objective
(Cash, US\$'000s)**

	2022 Estimate	2023 Estimate
A. Quality learning in conducive learning environments for all students	441,103	452,750
Total Regular Budget	441,103	452,750
Project Budget	16,823	44,058
Grand Total	457,926	496,807

A. Quality learning in conducive learning environments for all students
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Output	2022	2023
Students enrolled in secondary education (Lebanon only)	14,630	15,016
Students enrolled in basic education (elementary and preparatory)	426,473	437,734
Total	441,103	452,750

Table 4-2 School-age children complete quality, equitable and inclusive basic education
Resource Requirements by Category of Expenditure
(Cash, US\$'000s)

	2020	2021	2022	2023
	Expenditure	Budget	Estimate	Estimate
Staff Costs				
Area Staff	383,940	431,974	431,972	443,377
Limited Duration Contract	12	-	-	-
Temporary Staff	10,924	1,208	1,208	1,240
Sub-total Staff Cost	394,876	433,182	433,180	444,617
Operational Costs				
Supplies	1,283	2,639	2,640	2,709
Utilities	565	1,170	1,170	1,201
Maintenance of Premises	59	1,700	1,700	1,744
Rental of Premises	1,567	1,665	1,665	1,709
Equipment	343	115	114	118
Training	4	10	10	11
Travel	-	-	-	-
Admin Support Services	264	91	91	94
Consultancy Services	6	12	12	12
Miscellaneous Services	259	521	521	535
Subsidies to Hardship Cases	3	-	-	-
Sub-total Operational Cost	4,353	7,923	7,923	8,133
Total Staff and Operational Cost	399,229	441,105	441,103	452,750
Projects	14,256	45,472	16,823	44,058
Grand Total	413,485	486,577	457,926	496,807

**Table 4-3 School-age children complete quality, equitable and inclusive basic education
Project List
(US\$'000s)**

	2022 Estimate	2023 Estimate
Construction, upgrading and rehabilitation of UNRWA facilities in Gaza	10,823	27,058
Reconstruction and / or comprehensive maintenance of UNRWA facilities and premises in Jordan	3,000	17,000
Supporting primary education services	3,000	-
Total Projects Budget	16,823	44,058

SUB-PROGRAMME 4: PALESTINE REFUGEE CAPABILITIES ARE STRENGTHENED FOR INCREASED LIVELIHOOD OPPORTUNITIES**CURRENT OPERATIONS**

- 5.1 Livelihood opportunities derive from the capabilities, assets (including both material and social resources) and activities required in support of earning a living. A livelihood is sustainable when it can cope with and recover from stress and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base. Sustainable livelihoods emphasize strengths rather than needs, recognizing the inherent potential of every person. Health and education, as described above, are essential dimensions of human development and increased livelihood opportunities. Access to resources for a decent standard of living, another dimension of human development, is also important for sustainable livelihoods. The right to work and engage in productive employment is a fundamental human right. Employment opens up a range of opportunities to access needed resources by empowering people economically, socially and politically. Empowerment is one of the primary means to mitigate poverty, build human dignity and promote human development. At both the community and individual levels, sustained employment and the opportunity to earn a decent living are critical for survival and recovery from conflict.
- 5.2 UNRWA contributes to livelihood opportunities for Palestine refugees in three ways: (i) direct interventions through its programmes; (ii) indirectly, through the jobs it creates in its operations, including the staff it employs and the opportunities created in shelter and ICI projects; and (iii) by promoting and supporting Palestine refugees' access to economic opportunities through advocacy with host governments and local economic actors. Agency efforts in support of strengthened Palestine refugee capabilities are aligned with SDG 1 (no poverty), SDG 4 (quality education) and SDG 8 (decent work and economic growth). Multi-stakeholder partnerships that mobilize and share knowledge, expertise and financial resources support the achievement of positive results for Palestine refugees in alignment with SDG 17 (partnerships for the goals).
- 5.3 Through guidance counselling, labour market studies and awareness programmes, UNRWA aims to prepare school children for what comes after the completion of their basic education studies. The resources that the Agency devotes to livelihoods interventions are limited to the total number of students. As part of its TVET programme, UNRWA operates eight vocational training centres (VTCs) in the five fields of operation that, since the programmes inception in 1954, have graduated approximately 123,000 trainees. The TVET course offering focuses on: (i) one and two-year trade (vocational) courses; (ii) two-year semi-professional courses; and (iii) short-term courses. As well as offering a range of specializations in response to local market needs, (e.g., construction,

plumbing, auto electrical, electronics, mobile maintenance, hairdressing, fashion design, accounting, nursing, and physiotherapy), TVET programming also equips students with soft skills and provides career guidance and placements to enhance their employability. In 2020, 4,491 trainees graduated from Agency VTCs and, despite the challenges caused by COVID-19, the graduate employment rate stood at 74.39 per cent.¹⁴

- 5.4 In addition to the VTCs, UNRWA operates two teacher training institutes, the Education Science Faculty (ESF) in the West Bank and the Faculty of Educational Sciences and Arts (FESA) in Jordan. Both institutes provide undergraduate degree-level education for pre-service teachers. In 2020, 604 students were enrolled in the ESF and another 1,402 students in the FESA. Graduates from both institutes enjoy strong career prospects, with 63.93 per cent of the ESF graduates and 93.66% of FESA graduates being employed.¹⁵
- 5.5 The Agency also offers microfinance services through two avenues: the microfinance programme and the microcredit community support programme (MCSP), both of which facilitate access to microcredit for Palestine refugees, including women, youth and the abject poor. The microfinance programme provides sustainable income-generation opportunities for Palestine refugees and other poor or marginalised groups across all fields of UNRWA operation, except Lebanon. It extends credit and complementary financial services to households, entrepreneurs and small-business owners through 11 loan products that are disbursed via a network of 23 branch offices in Gaza, the West Bank, Jordan and Syria. These investments create and sustain jobs, reduce poverty and empower clients, particularly women and youth. Between 2016 and 2020, 172,853 loans, with a total value of US\$ 162 million, were issued. Of these, 62,273 loans, valued at US\$ 73.8 million, were issued to Palestine refugees, some 73,802 loans, valued at US\$ 57.3 million, were disbursed to women and 47,303 loans, valued at US\$ 45.6 million, were extended to youth aged 18-30. The MCSP aims to increase the individual household assets of vulnerable Palestine refugees in Lebanon, specifically through support provided to community-managed initiatives that provide refugees with access to financial products and non-financial services.
- 5.6 Approximately one third of the Palestine refugee population lives in 58 camps across the five fields of UNRWA operation. Refugee camps have evolved in an unplanned manner from being simple temporary structures into urbanized spaces, with high population density and overcrowding. In many cases, refugee camps are active economic hubs but improving the livelihoods of individuals and communities requires an approach that integrates physical, spatial, social, economic and environmental improvements. The Agency infrastructure and camp improvement programme (ICIP), follows a participatory approach to urban planning that attempts to reform these spaces and improve the setting and environment in which Palestine refugees live. With UNRWA's guidance, camp populations develop camp improvement plans (CIP), which have two complementary components – first, urban improvement and, second, community development plans. The CIP development process not only strengthens the material and social assets in camps but also increases

¹⁴ The graduation employment rate relates to students who graduated from the preceding academic year.

¹⁵ Ibid.

the capabilities of refugees through participation in decision-making and problem-solving, encouraging community volunteerism and generating short-term employment opportunities. This has resulted in increased ownership by communities and the generation of additional capacities and resources for camp improvement and livelihood opportunities.

- 5.7 UNRWA creates further livelihood opportunities through its construction projects. In 2020, camp improvement works provided by the Agency were valued at US\$ 32 million and included a range of interventions, including the planning, design, construction and rehabilitation of UNRWA facilities, shelters, schools, health centres and infrastructure works. These interventions support community economies, drive demand for construction materials from local suppliers and provide seasonal and/or daily employment for thousands of Palestine refugees across all fields of Agency operation. In 2020, these works created 1,358 full-time equivalent (FTE) positions.¹⁶
- 5.8 In addition to these programmatic interventions, the Agency is one of the largest employers of Palestine refugees in the Near East. Providing employment opportunities with UNRWA is not a strategic objective in and of itself, however, it is important to recognize that the salaries paid by the Agency do not just ensure continued quality of services to refugees, but also represent an injection of income into refugee and other local communities. By employing approximately 30,000 full-time employees (more than half of whom are women), approximately 150,000 people benefit directly from UNRWA's salaries while many more benefit indirectly.

CONSTRAINTS AND CHALLENGES

- 5.9 Palestine refugees face a number of constraints and threats in building sustainable livelihoods. Despite refugees having strong human capital as a result of the education and health structures provided by the Agency and host authorities, the majority of refugees do not have access to the full range of assets – social, natural, physical and financial capital – required for sustainable livelihoods, including those required to develop coping strategies and build resilience against the threats to building sustainable livelihoods.
- 5.10 In 2020, the economies of UNRWA's host countries contracted, in some cases significantly, due to the socio-economic crisis in Lebanon, land, sea and air blockade of Gaza, continued occupation of the West Bank and the impact of COVID-19.¹⁷ Rampant inflation affected the economies of Lebanon and Syria. Together, these factors constrained the employment opportunities for TVET graduates, reflected in a 6.52 per cent decrease in the employment rate for UNRWA VTC graduates in 2020, compared to 2019.¹⁸ Employment opportunities for female Palestine refugees have been particularly impacted and global research has found that women are more likely to shoulder

¹⁶ FTEs are defined as the total hours worked by all employed persons divided by the average number of hours actually worked in full-time jobs.

¹⁷ Gross domestic product (GDP) contracted by 20.3 per cent in Lebanon, 11.5 per cent in the West Bank and Gaza and 1.6 per cent in Jordan. 2020 GDP data for Syria was unavailable. GDP Growth, World Bank, <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG>.

¹⁸ The graduate employment rate in 2020 was 74.39 per cent compared to 80.91 per cent in 2019. Graduate employment rates relate to students who graduated from the preceding academic year.

domestic responsibilities which inhibit workforce participation during times of emergency.¹⁹ This has been exhibited in a widening gender gap in graduate employment from UNRWA VTCs in 2020.²⁰

- 5.11 The economic downturn in Gaza, the West Bank, Syria and Jordan has also posed a critical challenge to the Agency microfinance programme. Following the economic disruption caused by the onset of COVID-19, the programme adopted a conservative approach by reducing lending to new clients and restricting disbursements to clients with a good credit history. Despite these actions, the microfinance programme registered losses of US\$ 3.95 million in 2020 and its operational self-sufficiency ratio deteriorated from 136 per cent in 2019 to 66 per cent in 2020. Difficult operating conditions in all fields of programme operation are anticipated to continue throughout the 2022-23 biennium.
- 5.12 Financial constraints continue to limit livelihood opportunities created from CIPs. Although 1,358 FTEs were created for Palestine refugees through the development and implementation of camp improvement projects in 2020, the realization of CIPs remain reliant on project funding. Due to the unpredictable nature and insufficient volume of this type of funding, only five CIPs were developed between 2016 and 2020, with plans for the remaining 53 refugee camps still to be formulated.

EXPECTED ACCOMPLISHMENTS

- 5.13 During the 2022-23 biennium, livelihood opportunities for Palestine refugees in all fields of UNRWA operation are likely to remain constrained by the challenges outlined above. The Agency will seek to address these challenges by equipping Palestine refugees with the skills needed to maximize their employment potential, enabling access to financial services, directly generating jobs through camp improvement works and advocating for refugees' legal right to work, in fields where this is restricted.
- 5.14 Through the full implementation of its TVET strategy, UNRWA will aim to increase the number of TVET graduates, work towards greater diversity and flexibility in relation to the courses offered and to better align these with local market demand. Greater access will be extended to vulnerable youth and the gendered dimensions of programming and enrolment will be strengthened. In addition, efforts will be made to enhance efficiency, quality and labor market relevance, and ensure overall programme sustainability and effectiveness. In alignment with the broader UNRWA movement toward digitalization, and to enhance graduates' skills and employability, the TVET programme will identify new courses on digital technology and other courses that can be strengthened through digitalization. Efforts to enhance data systems, track graduates and engage with potential employers will be maintained to support evidence-based decision-making and ensure courses remain relevant and appropriate to market needs.

¹⁹ COVID-19 and its economic toll on women: The story behind the numbers, UN Women, September 2020, <https://www.unwomen.org/en/news/stories/2020/9/feature-covid-19-economic-impacts-on-women>.

²⁰ In 2020, 78.76 per cent of male graduates from UNRWA VTCs reported being in employment one year after graduation compared to 68.3 per cent of female graduates, a 10.46 per cent gap. In 2019, 83.17 per cent of male graduates from UNRWA VTCs reported being in employment one year after graduation compared to 77.19 per cent of female graduates, a 5.98 per cent gap.

- 5.15 The ESF and FESA will continue to play an important role in the holistic and coherent development of teachers who will benefit not only Palestine refugee students in Agency schools, but also those enrolled in public and private education institutions in all five fields of operation. UNRWA will also strive to increase the enrollment of vulnerable refugees into both faculties.
- 5.16 The microfinance programme will continue to offer a range of modern financial services that meet the diverse needs of small business owners and micro-entrepreneurs, whose investments sustain economic activity and empower refugees and other poor and marginalized groups to chart their own development. During the 2022-23 biennium, in light of the prevailing operational context, efforts will be undertaken to reduce the portfolio at risk. The programme will also seek to maximize outreach to Palestine refugees and other vulnerable and marginalized groups through: (i) the provision of tailored microfinance products to female clients; (ii) offering consumer loans to improve the lives and living conditions of poor Palestine refugees who otherwise would normally be ineligible for such products; (iii) the introduction of new business and consumer loans for Palestine refugees in Syria; and (iv) the establishment of a youth start-up loan product to finance income generation activities. Existing lending products will also be adapted to meet the changing needs of clients and market developments. In this regard, microfinance services will be digitalized in order to reduce loan processing and administration time and facilitate more convenient repayment modalities for clients.
- 5.17 The development and implementation of CIPs will continue to enhance Palestine refugees' capabilities for increased livelihood opportunities through both formal and informal training, job creation and other on-the-job activities, such as the implementation of surveys and camp greening initiatives.
- 5.18 Furthermore, the Agency will continue to create livelihood opportunities through its construction projects. These interventions will include the planning, design, construction and rehabilitation of Agency facilities, shelters, schools, health centres and other infrastructure works and will generate seasonal and daily employment for Palestine refugees and demand for construction materials from local suppliers.
- 5.19 UNRWA will continue to enhance livelihood opportunities for Palestine refugees through collaboration with international, national and local partners. Within the TVET programme, the Agency will expand its co-operation with the private sector to strengthen evidence-based programming through increased access to labour market information and improved vocational training opportunities for students. Within the microfinance programme, ongoing collaboration will be maintained with the Organization of Petroleum Exporting Countries Fund for International Development's Micro Enterprise for Palestine Fund (PALFUND), the Palestine Credit Bureau within the Palestine Monetary Authority, the "Sanabel" Microfinance Network of Arab Countries, the Palestinian Union for Small and Microfinance "Sharakeh", the "Tanmeyah" Jordan Microfinance Network, the Microfinance Exchange Market "Mix", Gesellschaft für Internationale Zusammenarbeit and the International Labour Organization. Through its procurement activities,

UNRWA will also continue to actively favour local contractors, where applicable, particularly those that employ Palestine refugees.

5.20 The Strategic Framework reflects the following expected accomplishments:

- (a) Palestine refugee capabilities are strengthened; and
- (b) Refugees have improved access to livelihood opportunities.

FINANCIAL RESOURCES

Objective of the Organization: Palestine refugee capabilities are strengthened for increased livelihood opportunities				
Expected Accomplishment	Indicators of achievement	Performance measures		
			2022-23²¹	2020-21
Palestine refugee capabilities are strengthened	Percentage of SSNP students enrolled in VTCs, ESF and FESA	Target	TVET: 34.14 FESA: 48.28 ESF: 16:25	TVET: 34.14 FESA: 48.28 ESF: 16:25
		Estimate	-	TVET: 34.14 FESA: 48.28 ESF: 16:25
		Actual	-	-
	Percentage of SSNP graduates from VTCs, ESF and FESA	Target	TVET: 34.32 FESA: 29.29 ESF: 16:33	TVET: 34.32 FESA: 29.29 ESF: 16:33
		Estimate	-	TVET: 34.32 FESA: 29.29 ESF: 16:33
		Actual	-	-
Refugees have improved access to livelihood opportunities	Number of clients accessing financial services (including marginalized groups)	Target	48,965	35,238
		Estimate	-	21,339
		Actual	-	-
	Total number micro-entrepreneurs with loans	Target	26,759	19,428
		Estimate	-	10,812
		Actual	-	-
	Number of FTEs created from ICIP interventions	Target	2,650 ²²	3,153
		Estimate	-	1,358
		Actual	-	-

²¹ Targets for TVET, FESA and ESF indicators have been held static against 2020 performance due to the estimated negative impact of COVID-19 on SSNP enrollment in TVET, FESA and ESF and graduate employment.

²² Please note that FTEs are created from ICIP interventions funded through projects. UNRWA estimates that funding for camp improvement projects will remain constrained during the 2022-23 biennium.

Table 5-1 Palestine refugee capabilities are strengthened for increased livelihood opportunities
Resource Requirements by Objective
(Cash, US\$'000s)

	2022 Estimate	2023 Estimate
A. Palestine refugee capabilities are strengthened	27,297	28,017
B. Refugees have improved access to livelihood opportunities	1,832	1,881
Total Regular Budget	29,129	29,898
Project Budget	64,840	84,410
Grand Total	93,969	114,308

A. Palestine refugee capabilities are strengthened

Output	2022	2023
Poor and marginalized women provided with microfinance loans	462	474
Refugee students completing short-term technical and vocational education and training	23,356	23,973
Refugees in receipt of scholarships for tertiary education	24	24
Refugees with enhanced capacity as a result of camp improvement planning processes	130	133
Students enrolled in pre-service teacher training, enabling them greater access to employment opportunities in the education sector	3,154	3,237
Youth provided with placement and career guidance	171	176
Total	27,297	28,017

B. Refugees have improved access to livelihood opportunities

Output	2022	2023
Provision of pre-service teacher training to refugees, with a focus on those most in need, enabling them greater access to employment opportunities in the education sector.	1,832	1,881
Total	1,832	1,881

Table 5-2 Palestine refugee capabilities are strengthened for increased livelihood opportunities
Resource Requirements by Category of Expenditure
(Cash, US\$'000s)

	2020 Expenditure	2021 Budget	2022 Estimate	2023 Estimate
Staff Costs				
Area Staff	20,751	26,418	26,419	27,116
Limited Duration Contract	2	22	22	23
Temporary Staff	645	24	24	24
Sub-total Staff Cost	21,398	26,464	26,465	27,163
Operational Costs				
Supplies	1,070	1,779	1,779	1,826
Utilities	394	455	455	467
Maintenance of Premises	5	35	35	36
Rental of Premises	6	8	8	8
Equipment	73	64	64	65
Training	1	1	1	1
Travel	-	16	16	16
Admin Support Services	53	81	81	83
Consultancy Services	13	3	3	4
Hospital Services	-	-	-	-
Miscellaneous Services	91	103	103	106
Subsidies to Hardship Cases	22	-	-	-
Third Parties Subsidies	-	-	-	-
Other Subsidies	8	129	129	133
Reserve	-	-	-	-
Cost Recovery	(5)	(10)	(10)	(10)
Sub-total Operational Cost	1,731	2,664	2,664	2,735
Total Staff and Operational Cost	23,129	29,128	29,129	29,898
Projects	38,132	43,267	64,840	84,410
Grand Total	61,261	72,395	93,969	114,308

Table 5-3 Palestine refugee capabilities are strengthened for increased livelihood opportunities
Project List
(US\$'000s)

	2022	2023
	Estimate	Estimate
Enhancing job readiness and employment opportunities for vulnerable Palestine refugees in Jordan through transforming the UNRWA technical and vocational education and training programme with a focus on gender equality	1,000	4,000
Nahr el Bared Camp construction - fulfilling the promise	26,000	24,000
Reconstruction and rehabilitation of UNRWA installations in Syria	10,000	10,000
Rehabilitation of 1,000 shelters in urgent need of reconstruction or rehabilitation	1,000	8,250
Rehabilitation of shelters for Palestine Refugees in the West Bank	10,000	10,000
Rehousing, reconstruction and rehabilitation of refugee shelters in Gaza	16,620	27,700
Supporting technical and vocational education	220	460
Total Projects Budget	64,840	84,410

SUB-PROGRAMME 5: PALESTINE REFUGEES ARE ABLE TO MEET THEIR BASIC HUMAN NEEDS OF FOOD, SHELTER AND ENVIRONMENTAL HEALTH

CURRENT OPERATIONS

- 6.1 UNRWA's efforts in support of satisfying the basic needs of Palestine refugees are aligned with SDG 1 (no poverty), SDG 2 (zero hunger) and SDG 6 (clean water and sanitation). Multi-stakeholder partnerships that mobilize and share knowledge, expertise and financial resources support the achievement of positive results for Palestine refugees in alignment with SDG 17 (partnership for the goals).
- 6.2 The right to food is the most basic of human rights. Safeguarding this right and improving the nutritional status of individuals and families helps to ensure the absence of malnutrition and child stunting, enabling human productive capacities to be expended on development needs such as education and livelihoods.
- 6.3 UNRWA estimates that there are approximately 2 million Palestine refugees living in poverty across the five fields of Agency operation. UNRWA is one of a limited number of actors that provides food and/or cash assistance directly to this group, doing so with resources provided under its SSNP and emergency programme. The SSNP aims to mitigate poverty and food insecurity among poor refugees, with the abject poor prioritized for assistance,²³ identified through the use of a proxy-means testing formula (PMTF).²⁴ The SSNP provides a range of social transfers, including a basic food basket, cash transfers and/or electronic cash vouchers (e-cards). Through these modalities, the Agency served a caseload of over 390,000 beneficiaries across Syria (135,000), Gaza (99,000), Lebanon (61,000), Jordan (59,000) and the West Bank (36,000) in 2020. In 2019, the SSNP was reformed in Syria to target beneficiaries identified as particularly dependent on UNRWA's assistance, including the elderly and households headed by women and persons with disabilities. Although the value of Agency social transfers does not cover all basic needs, they represent a lifeline for those in greatest need.
- 6.4 Under emergency programming, UNRWA provides food and cash assistance to Palestine refugees impacted by the blockade of Gaza, occupation in the West Bank, hostilities in Syria and pronounced hardship as a result of COVID-19. In 2020, the Agency distributed food baskets to over

²³ UNRWA defines those in a state of abject poverty as individuals who cannot meet their basic food needs.

²⁴ To accurately measure household poverty status among Palestine refugees, the PMTF assesses a variety of indicators, including housing conditions, demographics, education, health, attachment to the labour force and household assets.

one million Palestine refugees in Gaza which satisfied 80 per cent of daily calorific needs as well as food parcels, food vouchers and cash assistance to some 257,000 refugees in the West Bank assessed to be food insecure or vulnerable to protection threats. In Syria, emergency programming offers universal cash assistance, providing critical, adaptive and immediate support to approximately 415,000 conflict-affected Palestine refugees and constitutes a minimum basic social assistance floor in a field with a very high poverty rate. Cash assistance is also extended to PRS and other vulnerable target groups in Lebanon and Jordan with around 335,000 and 146,000 refugees supported, respectively.

- 6.5 Shelters provide Palestine refugees with a home, security for their belongings, safety and protection for their families from the cold, dampness, heat, rain, wind and other threats to health, a place to strengthen social relations and networks, a place for local trading and service provision and a means to access basic services. For women, shelter is particularly significant in terms of alleviating poverty while supporting good health, child rearing and personal safety. As a basic human need, refugees should have sustainable access to safe drinking water, sanitation, drainage, natural lighting, washing facilities, means of food storage, refuse disposal and emergency services. Mitigation of poverty and concomitant improvements in human development are difficult if there is a high prevalence of persons and families who cannot meet their basic needs of nutrition, shelter, and environmental health. The creation of employment and income-generation opportunities alongside programmes to address basic needs like those identified above provide a multi-dimensional approach to poverty reduction. Meeting basic needs is a central element in any response to humanitarian emergencies including, but not limited to, those that result in significant displacement, loss of assets and income, and are protracted in nature.
- 6.6 In relation to shelter rehabilitation interventions, UNRWA assesses and prioritizes substandard shelters that are structurally unsafe, built with temporary material like asbestos and zinc, are overcrowded and lack gender separation. Since 2007, under non-emergency conditions, the Agency has rehabilitated over 10,000 shelters across all five fields of operation. In addition, under emergency conditions, since 2010, over 110,000 shelters have either been constructed or repaired in response to emergencies in Gaza and Lebanon. UNRWA believes that shelter rehabilitation is most successful when the primary beneficiaries are fully engaged. In this regard, the Agency promotes the self-help approach for the majority of its shelter rehabilitation projects, whereby families whose shelters are being rehabilitated manage the works, with UNRWA's technical supervision and support. This approach develops the skills of Palestine refugees, promotes the use of in-camp construction labourers and suppliers and delivers greater satisfaction of beneficiaries with their rehabilitated shelters.
- 6.7 Access to potable water and basic sanitation are essential for preserving human dignity and provide the foundations for securing the rights to water, health and an adequate standard of living, housing and education, among others.
- 6.8 The Agency does not manage or administer official refugee camps in its fields of operation as the responsibility for the provision of public services within these camps resides with host authorities.

Nonetheless, UNRWA supports Palestine refugee access to potable water and basic sanitation. The Agency does so through the maintenance of environmental health infrastructure, provision of sanitation services and the planning, design and construction of sewerage, drainage and water supply network upgrades. These efforts have led to all shelters in camps being connected to UNRWA, municipal or other basic water supply networks and almost 94 per cent of all shelters in camps being connected to sewerage networks.

CONSTRAINTS AND CHALLENGES

- 6.9 The Agency operates in contexts of conflict, political instability, deteriorating socio-economic conditions and growing protection gaps for Palestine refugees, all of which threaten the fulfilment of the basic human needs of food, shelter and environmental health.
- 6.10 Poverty amongst Palestine refugees remains high and is growing, with the impact of COVID-19 leading to an increase in poverty rates across all fields of UNRWA operation. Despite increasing need, Agency assistance remains insufficient and poor households must resort to other sources to supplement what UNRWA provides. Many register for national assistance programmes and seek support from other charitable organizations. However, some Palestine refugees – such as Palestine refugees in Lebanon and ex-Gazans in Jordan – are excluded from accessing host country schemes and remain exceptionally vulnerable. Coping strategies, such as selling belongings or eating less, have also been adopted by some refugees. Others resort to eating poor quality food, which has a number of health implications, including diabetes and obesity.
- 6.11 UNRWA remains unable to mitigate poverty and food insecurity for all poor and vulnerable Palestine refugees due to funding constraints. The SSNP’s intake ceiling has been frozen since April 2013, severely limiting the introduction of new cases. Furthermore, although the programme aims to ensure social transfers equivalent to at least 50 per cent of minimum survival-level food expenditure (‘absolute poverty line’), only in Syria has this been approximately achieved.²⁵ In all other fields, the transfer value is far below the recommended level and, in 2020, ranged from 14.7 per cent in Lebanon to 22.1 per cent in the West Bank. The value of these social transfers has been further eroded in recent years by rampant inflation and the depreciation of the local currencies in Lebanon and Syria.
- 6.12 Due to poverty, unemployment, increased population density and a deteriorating built environment, there is a shortage of adequate housing in camps. This is coupled with a lack of regulatory frameworks and planning which has resulted in a fast rate of haphazard urbanization. Services are lacking and social infrastructure is deteriorating. Private and common spaces are not differentiated, which results in a lack of privacy. Social problems are also increasing, with many Palestine refugees living in camps facing isolation and social segregation.
- 6.13 The growing needs of refugees living in substandard shelters represents a significant challenge. The Agency estimates that some 40,000 shelters, housing approximately 200,000 persons, are in need of

²⁵ In 2020, the social transfer value in Syria was 48.9 per cent of the absolute poverty line.

rehabilitation, excluding those shelters destroyed in Nahr el-Bared Camp and shelters that have been damaged or destroyed because of the conflicts in Syria and Gaza. The majority of substandard shelters pose health and protection risks.

- 6.14 Progress in rehabilitating substandard shelters is constrained by: (i) financial limitations; (ii) the security situation in Syria; (iii) the blockade of Gaza, which impacts on the delivery of construction materials; (iv) deteriorating economic conditions and civil unrest in Lebanon; and (v) the impact of COVID-19 that has hampered the ability of contractors to obtain supplies and access project sites.
- 6.15 Access to safe water remains problematic in Palestine refugee camps. Although all shelters in official camps are connected to public networks, in 2020, only 39.7 per cent of these had an optimum water supply. The quantity of water and the quality of the networks, especially in relation to the supply of clean water, remains a significant challenge. There are several reasons for this, including: (i) increasing over-crowdedness with demand exceeding the capacity of infrastructure systems; (ii) aging networks, leading to possible cross-contaminations between water supply and sewerage networks; (iii) the application of informal technical measures (such as private pumps and additional connections); and (iv) a lack of available water resources. As a result, Palestine refugees in many camps rely on private vendors for drinking water which presents a financial cost that the most impoverished refugees cannot afford.
- 6.16 Sanitation-related communicable diseases remain potential risk in some refugee camps – particularly those affected by hostilities. This risk is caused by insufficient network capacity and aging infrastructure, planning and design gaps in relation to some networks, lack of wastewater treatment and standing wastewater near camps that provide breeding grounds for mosquitoes.
- 6.17 Despite sustained efforts from UNRWA, solid waste continues to be, at times, inappropriately collected and disposed of at dumping sites outside camps. Furthermore, the frequency of collection is often insufficient due to a lack of staff and appropriate equipment. Failure to efficiently deliver services has become the source of both public anger and hygiene and security risks.

EXPECTED ACCOMPLISHMENTS

- 6.18 In relation to the provision of food assistance, UNRWA will aim to mobilise sufficient resources to ensure that direct in-kind assistance to Palestine refugees in Gaza and Syria, complementary to cash assistance, is provided. During the 2022-23 biennium, the Agency will conduct a socio-economic survey in Lebanon and implement high-frequency situation monitoring in Lebanon, Syria and Gaza that will, if conditions remain static or further deteriorate, provide evidence for the provision of universal humanitarian assistance / top-up cash assistance for the most vulnerable. In addition, post-distribution monitoring surveys will be implemented on a biannual basis in all fields to keep track the economic situation affecting Palestine refugees and inform about the effectiveness and relevance of relief assistance interventions. Furthermore, the SSNP in the West Bank and Jordan will be better aligned with host country social assistance schemes to offer targeting and transfer value equivalency, prevent duplicative coverage and, in the case of Jordan, include populations excluded by host country programmes.

- 6.19 The rehabilitation of sub-standard shelters for the most vulnerable Palestine refugees will continue to be prioritized. During the 2022-23 biennium, the Agency will seek to raise funds to rehabilitate approximately 2,000 shelters per year. The self-help approach to shelter rehabilitation will be expanded as a means to encourage beneficiary contributions to shelter rehabilitation, empower them to shape their own shelters and strengthen their sense of ownership towards the newly rehabilitated homes. UNRWA will continue to provide support for those who cannot build their own shelters and might be exposed to abuse (female and child-headed households, people with disabilities, and the elderly).
- 6.20 In emergencies, the Agency will continue to provide humanitarian assistance to refugees, including the most vulnerable and those who have been displaced internally or to other UNRWA fields. Strategic responses to emergencies will include: (i) advocacy with host authorities, UN agencies and donors on the plight of Palestine refugees affected; (ii) the making available of its premises to shelter and protect displaced civilians during armed conflict; and (iii) the promotion of partnerships with donors, non-governmental organizations and others, and close coordination with UN Humanitarian Coordinators.
- 6.21 The Agency will ensure the basic needs of environmental health and environmental infrastructure, including a safe, equitable and sufficient quantity and quality of water and adequate sewerage, storm-water drainage and solid waste collection systems that meet minimum acceptable standards. During the 2022-23 biennium, this work will include an assessment and prioritization of the rehabilitation, upgrade, extension or reconstruction of water supplies, sewerage and storm water drainage networks and continuous monitoring of these systems to ensure that the basic environmental health needs of Palestine refugees are met. In identifying priority environmental health and infrastructure projects in camps, UNRWA will apply criteria that consider both the severity of the health risk and the levels of poverty and deprivation in the camp(s).
- 6.22 The Agency also recognizes it has a key role to play in addressing environmental sustainability within the Palestine refugee community and an obligation to minimize the negative environmental impact of its own operations. In this regard, UNRWA will finalize the development of, and begin the implementation of an Agency-wide environmental policy that will establish core standards for environmental management in UNRWA. In addition, the Agency will roll out a new environmental and social management framework that will guide the ICIP to ensure that environmental and social quality concerns are addressed in all aspects of infrastructure work, including operations, service delivery, the running of installations, construction and maintenance works.
- 6.23 UNRWA will seek partnerships to consolidate its efforts in helping Palestine refugees meet their basic human needs of food, shelter and environmental health. It will actively work with host governments and individual municipalities to ensure the provision of services to camp communities. Where, despite these efforts, circumstances demand that the Agency carry out such activities, for instance, solid waste removal, UNRWA will aim to ensure the most cost-effective operations possible by studying, for example, all opportunities to reduce waste, revise collection

arrangements, mechanize services and seek innovative ways to engage local communities in managing environmental health in their neighbourhoods.

6.24 The Strategic Framework reflects the following expected accomplishments:

- (a) Abject poor Palestine refugees are better able to meet their food needs;
- (b) Improved living conditions for poor Palestine refugees; and
- (c) Environmental health standards are met.

FINANCIAL RESOURCES

Objective of the Organization: Palestine refugees are able to meet their basic human needs of food, shelter and environmental health				
Expected Accomplishment	Indicators of achievement	Performance measures		
			2022-23	2020-21
Abject poor Palestine refugees are better able to meet their food needs	Percentage of SSNP beneficiaries who are abject poor	Target	79.0	75.5
		Estimate	-	74.4
		Actual	-	-
Improved living conditions for poor Palestine refugees	Number of families benefiting from improved shelter conditions	Target	1,068	1,484
		Estimate	-	1,086
		Actual	-	-
Environmental health standards are met	Percentage of shelters in camps connected to official UNRWA / municipal water networks	Target	100	100
		Estimate	-	100
		Actual	-	-
	Percentage of shelters connected to sewerage networks	Target	94.25	93.82
		Estimate	-	93.66
		Actual	-	-

Table 6-1 Palestine refugees are able to meet their basic human needs of food, shelter and environmental health
Resource Requirements by Objective
(Cash, US\$'000s)

	2022	2023
	Estimate	Estimate
A. Abject poor refugees are better able to meet their food needs	46,240	47,461
B. Environmental health standards are met	22,044	22,626
Total Regular Budget	68,284	70,087
Project Budget	50,758	25,860
Grand Total	119,042	95,947

A. Abject poor refugees are better able to meet their food needs

Output	2022	2023
Individuals under the Social Safety Net Programme assessed (those receiving assistance or on the waiting list)	46,220	47,440
Provision of humanitarian assistance to refugees, including the most vulnerable and those who have been displaced internally or to other UNRWA fields	20	20
Total	46,240	47,461

B. Environmental health standards are met

Output	2022	2023
Palestine refugee camps provided with improved water resources, supply and networks, sewerage networks and water drainage in camps	2,375	2,438
Palestine refugee camps provided with solid waste services, in accordance with the solid waste management plan developed for each camp	19,669	20,188
Total	22,044	22,626

**Table 6-2 Palestine refugees are able to meet their basic human needs of food, shelter and
Resource Requirements by Category of Expenditure**
(Cash, US\$'000s)

	2020 Expenditure	2021 Budget	2022 Estimate	2023 Estimate
Staff Costs				
Area Staff	23,632	23,512	23,512	24,133
Temporary Staff	1,435	1,109	1,109	1,138
Sub-total Staff Cost	25,067	24,621	24,621	25,271
Operational Costs				
Supplies	6,957	1,211	1,211	1,243
Utilities	440	332	332	340
Maintenance of Premises	15	12	12	12
Rental of Premises	201	220	220	226
Equipment and Construction	102	125	125	129
Training	-	2	2	2
Travel	-	-	-	-
Admin Support Services	28	25	25	26
Miscellaneous Services	2,280	2,660	2,660	2,730
Subsidies to Hardship Cases	23,479	39,006	39,006	40,036
Third Parties Subsidies	-	7	7	7
Other Subsidies	72	63	63	65
Cost Recovery	-	-	-	-
Sub-total Operational Cost	33,573	43,663	43,663	44,816
Total Staff and Operational Cost	58,640	68,284	68,284	70,087
Projects	13,460	61,969	50,758	25,860
Grand Total	72,100	130,253	119,042	95,947

Table 6-3 Palestine refugees are able to meet their basic human needs of food, shelter and environmental health

Project List
(US\$'000s)

	2022 Estimate	2023 Estimate
Environmental Health / Solid Waste Management	3,800	4,100
Environmental health / sustainable coastal protection	2,000	3,000
Improved environmental sustainability in ten Palestine refugee camps in Jordan through modernized solid waste management operations	4,000	3,000
Improving the living conditions of refugees in the Gaza Strip through participatory camp improvement, infrastructure and employment interventions	15,760	15,760
Providing emergency cash assistance to Palestine refugees in the West Bank following the COVID-19 pandemic	10,198	-
Rehabilitation of infrastructure in Dera'a Camp	5,000	-
Strengthening Solid Waste Management in West Bank Refugee Camps	10,000	-
Total Projects Budget	50,758	25,860

SUB-PROGRAMME 6: MANAGEMENT AND OPERATIONAL EFFECTIVENESS

MANAGEMENT SERVICES GOAL

- 7.1 Sub-programme 6 on management and operational effectiveness is dedicated to: (i) the promotion and maintenance of the highest possible standards of management; (ii) enhancing stakeholders' relationships; (iii) enabling the delivery of quality programmes that help achieve sustainable development for Palestine refugees; and (iv) ensuring that systems, structures and procedures are in place to achieve the above objectives and effectively manage and mitigate risk. In addition, UNRWA has developed and implements internal oversight work plans that address enterprise risk and, therefore furthers the Agency's ability to achieve its MTS Strategic Outcomes.
- 7.2 These objectives are achieved by the following HQ departments, and the corresponding programmes in UNRWA field offices:
- i) Commissioner-General's Office
 - ii) Finance Department
 - iii) Department of Human Resources
 - iv) External Relations Department
 - v) Department of Internal Oversight Services
 - vi) Department of Legal Affairs
 - vii) UNRWA Dispute Tribunal
 - viii) Department of Planning
 - ix) Information Management Technology Department
 - x) Communications Department
 - xi) Department of Security and Risk Management
 - xii) Central Support Services Division
- 7.3 Management and operational effectiveness also includes the management of core Agency programmes through strategic leadership, policy development, quality assurance and monitoring functions.

- 7.4 UNRWA has identified three principal strategic enterprise risks. First is the risk that the Agency will have insufficient resources to enable it to achieve sub-programme outcomes. Second is the risk of the dramatic and unforeseen changes in the operating environment that alter refugee needs or UNRWA's ability to operate. Third is the risk associated with such changes and developments.
- 7.5 The Agency, through its risk management framework assesses the above risks in terms of their likelihood and impact, determines and regularly reviews appropriate response strategies and monitors progress. In identifying both risks and opportunities, UNRWA seeks to protect and create value for its stakeholders, including Palestine refugees, host authorities, employees and donors.
- 7.6 As part of its response strategies, the Agency continues to: (i) build an ambitious relationship and fundraising approach, (ii) strengthen management systems for maximum impact and effective response; and (iii) foster and institute a culture of partnership with refugees and staff.

BUILDING AN AMBITIOUS RELATIONSHIP AND FUNDRAISING APPROACH

- 7.7 Within a highly challenging context, UNRWA has continued its efforts to secure financial support through the implementation of its Resource Mobilization Strategy 2019-21. Key accomplishments in this regard have included: (i) increasing the share of overall income received from private donors, including through Zakat partnerships; (ii) the establishment of additional multi-year agreements with donors; and (iii) an increasing share of funding disbursed by donors within the first quarter of the year. Together, these steps have contributed to a more diversified and predictable funding base for the Agency.
- 7.8 Despite these efforts, the financial pressures experienced by UNRWA in recent years intensified in 2020 to the point where the Agency neared financial collapse and the suspension of all critical services. Voluntary donor contributions dropped to the same level as in 2013. UNRWA PB income fell US\$ 226.1 million short of planned expenditure, leading to the imposition of austerity measures, the suspension of payments to suppliers from September and the partial deferral of staff salaries for the final two months of the year.
- 7.9 During the 2022-23 biennium, the Agency will accelerate efforts to secure a predictable, sustainable and diversified funding base that enables the implementation of its mandate, with the ambition to consign UNRWA's recurrent funding crises to the past and nurture long-term partnerships with public and private actors, based on trust, mutual accountability and transparency. In addition to growing its existing government and institutional donors, the Agency will seek achieve this ambition through: (i) greater alignment of funding needs with appropriate and relevant funding sources, including engagement with global and thematic funds such as the Joint SDG Fund, Green Climate Fund, UN COVID-19 Response and Recovery Fund and the UN Secretary-General's Peacebuilding Fund; (ii) the increased use of digital tools to facilitate fundraising and develop new relationships; and (iii) an expansion of private sector funding, notably Islamic philanthropic giving and income from foundations and high net worth individuals.

STRENGTHENING MANAGEMENT SYSTEMS

- 7.10 UNRWA will continue to build on sound management practices and programme reform efforts to provide critical and quality services in a cost-effective manner. In addition, the Agency will ensure that Palestine refugees benefit, to the maximum extent possible, from opportunities and services provided by others. These efforts will reinforce the set of management initiatives, developed in 2019-20, to strengthen the Agency's accountability, transparency, management and governance as well as to facilitate renewed stakeholder confidence and support. Key highlights of the measures taken through these initiatives have included: (i) enhanced reporting and consultation with UNRWA's Advisory Commission; (ii) the review of the Agency's main internal and external oversight advisory bodies; (iii) the establishment of a Regional Ombudsman to help address staff work-related concerns; (iv) the creation of an Executive Committee as the chief mechanism for decision making on issues of UNRWA-wide significance; and (v) the review of the Agency's regulatory framework to promote transparent, decentralized and accountable decision making.
- 7.11 UNRWA remains committed to the management of its costs in a way that retains its capacity to achieve sub-programme objectives with maximum impact and without compromising on the provision of essential services. The Agency will maintain a rigorous adherence to its Pay Policy that is dedicated to the optimization of UNRWA human resources to ensure the best possible services are provided to Palestine refugees. This is safeguarded through the extension of decent remuneration, providing acceptable conditions of service and through the application of correct classification grades to approved posts. The Pay Policy dictates that the Agency will take into account the relationship between UNRWA compensation and that of the Government of the host country. In doing so, the Agency endeavours to ensure that compensation, including salaries, offered to UNRWA's workforce are not significantly above or below the host country comparator, as determined through routine salary surveys and the timely analysis of labour market developments.
- 7.12 Agency staff are also UNRWA's largest asset. While the management of human resources in an Agency with over 28,000 staff, operating in a difficult and volatile environment, is extremely complex, UNRWA will seek to create and maintain a flexible yet resilient working environment where staff can develop, grow and thrive professionally.
- 7.13 During the 2022-23 biennium, the Agency will launch a new Gender Equality Strategy for 2023-28 and, to strengthen accountability in meeting its targets on gender equality and women's empowerment, UNRWA will continue to participate in the UN-SWAP. The Agency will also continue to pursue the targets set in its 2017 Human Resources Action on Gender Parity. In this regard, as at the end of 2020, female representation stood at 54 per cent, with women holding 39 per cent of senior international positions and 31 per cent of senior area staff positions. Proactive steps will continue to target senior female talent pools. The Agency will also continue to prioritize efforts to build an inclusive, gender-friendly organizational culture. During the 2022-23 biennium, a step in this regard will include the establishment of a Gender Advisory Board, with representation

from area staff to ensure women staff voices inform senior management discussions and deliberations.

- 7.14 UNRWA adheres to Results Based Management and will maintain its strong risk management systems and oversight structures. Monitoring and analytical capacity will be enhanced, including in relation to developing a better understanding of vulnerability to poverty and social marginalization and how the Agency's programmes and partners can provide a more effective response.
- 7.15 In recent years, UNRWA has been able to respond efficiently and effectively to emergency situations in Gaza and Syria. Further work will be carried out during the 2022-23 biennium to strengthen the Agency's operational structures; ensuring that systems and procedures are in place so that UNRWA is prepared to respond to emergencies when they arise. Given the size of its regular infrastructure, the Agency has a unique capacity to respond quickly and effectively to humanitarian needs and to incorporate resilience and recovery programming into its emergency response. Opportunity does, however, exist for UNRWA to improve its agility, flexibility and, therefore, effectiveness in any environment, whether it be one of relative safety, or during a crisis.
- 7.16 The Agency will ensure that it operates in full compliance with its regulatory framework, applicable international law and in accordance with the humanitarian principles of humanity, neutrality, impartiality and independence. UNRWA will make further systemic efforts to ensure that these principles are mainstreamed into its operations and that all staff understand and embrace humanitarian principles as core to their identity and responsibility as Agency staff members. Activities in this regard will include the: (i) assessment of Palestine refugees for the exclusion of discretionary assistance against the UN sanctions list; (ii) review of education curriculum against all UN values; and (iii) regular inspection of UNRWA installations to verify they meet all UN standards, including that they are inclusive, safe and accessible. The Agency will also ensure that inspection and investigation systems are in place to ensure adherence to this commitment.

FOSTERING A CULTURE OF PARTNERSHIP WITH REFUGEES AND STAFF

- 7.17 UNRWA remains committed to building stronger and more empowering relationships with refugees and staff. The Agency will continue to implement its Framework of Accountability to Affected Populations which facilitates refugee involvement during all stages of the programme management cycle and serves to improve communications to refugees about their entitlements and mechanisms to hear and respond to feedback, petitions and complaints. To these ends, UNRWA will continue to: (i) provide Palestine refugees with access to timely, accurate and relevant information on their rights and entitlements, Agency services and UNRWA standards of conduct through targeted campaigns in camps, Agency schools and health centres, outreach by staff, social media messaging and media interviews; (ii) involve Palestine refugees in the design, delivery and implementation of UNRWA activities, including through consultations with parent teacher associations and refugee participation in shelter rehabilitation and camp improvement projects; and (iii) encourage feedback, complaints and appeals through the use of hotlines, feedback and complaint boxes at Agency installations, e-mail and social media accounts and direct staff engagement.

- 7.18 UNRWA will consolidate improvements made during the implementation of the MTS 2016-22 in relation to strengthening transparency, open communication and dialogue with staff and their representatives. The Agency will also continue to maintain its own internal administration of justice systems and structures.
- 7.19 Carrying out humanitarian and human development activities in places of armed conflict or internal violence continues to be a dangerous undertaking. UNRWA recognizes that the risks to the Palestine refugee community are not distinguishable from the risks to its area staff that live amongst and serve the community. By way of response, during the 2022-23 biennium, the Agency will continue to strengthen security risk management systems, structures and capacities. It will do so in order to meet UNRWA's mandatory UN requirement to maintain a robust internal security management system that adheres to the principles of determining acceptable risk, providing adequate and sustainable resources to manage risk to staff, operations, premises and assets, and of implementing security policies and procedures.

FINANCIAL RESOURCES

**Table 7-1 Management and operational effectiveness
Resource Requirements by Objective**
(Cash, US\$'000s)

	2022 Estimate	2023 Estimate
A. Provision of effective leadership and direction for achieving strategic objectives	71,538	75,246
B. Develop and sustain UNRWA	72,106	74,906
Total Regular Budget	143,644	150,152
Project Budget	34,360	38,236
Grand Total	178,004	188,388
A. Provision of effective leadership and direction for achieving strategic objectives		
Output	2022	2023
Agency capacity to mobilize resources and manage donor relations developed	6,729	7,159
Effective leadership and direction provided for achieving all goals	12,588	13,359
Effective relationships fostered with donor governments and the UN System	3,016	3,245
Independent and objective assurance conducted of UNRWA's risk management, controls and governance processes	3,845	4,135
Independent, impartial and judicious decisions issued in a fair and timely manner to applicants appealing administrative decisions of the Agency	899	970
Security risk management systems in place	13,405	13,923
Strengthened governance and conformity with the Agency's regulatory framework, UN Jurisprudence and international law	4,820	5,162
Results based management and enterprise risk management systems in place	26,236	27,293
Total	71,538	75,246
B. Develop and sustain UNRWA		
Output	2022	2023
Administrative support provided to operations	10,724	11,109
Appropriate goods, commodities and services are available to UNRWA beneficiaries in a timely and cost-effective manner	25,402	26,206
Financial services provided (management information and advice, financial transaction processing, accounting and reporting)	8,888	9,320
Human resources management strategies aligned to the Agency's vision and mission and clearly communicated to staff	11,444	12,048
Management information systems in place in support of effective decision-making	14,148	14,668
Staff provided with legal advice concerning their terms of employment	305	329
The built environment of the Agency's installations is safe and accessible to beneficiaries	1,195	1,226
Total	72,106	74,906

**Table 7-2 Management and operational effectiveness
Resource Requirements by Category of Expenditure**
(Cash, US\$'000s)

	2020 Expenditure	2021 Budget	2022 Estimate	2023 Estimate
Staff Costs				
International Staff	30,562	33,052	38,484	42,215
Area Staff	63,425	73,461	73,463	75,403
Limited Duration Contract	551	428	428	440
Temporary Staff	464	2,145	2,145	2,201
Sub-total Staff Cost	95,001	109,086	114,520	120,259
Operational Costs				
Supplies	2,861	3,585	3,585	3,679
Utilities	3,397	4,285	4,285	4,398
Maintenance of Premises	309	320	320	328
Rental of Premises	834	889	889	912
Equipment	2,370	5,007	5,007	5,139
Training	130	456	456	468
Travel	298	1,416	1,416	1,454
Admin Support Services	3,770	4,236	4,236	4,348
Consultancy Services	2,806	2,783	2,783	2,857
Miscellaneous Services	4,947	5,914	5,913	6,069
Subsidies to Hardship Cases	3	621	621	638
Third Parties Subsidies	1,855	1,760	1,760	1,806
Other Subsidies	433	65	65	67
Reserves	-	148	148	152
Cost Recovery	(1,164)	(2,360)	(2,360)	(2,422)
Sub-total Operational Cost	22,849	29,125	29,124	29,893
Total Staff and Operational Cost	117,850	138,211	143,644	150,152
Projects	26,125	5,853	34,360	38,236
Grand Total	143,975	144,064	178,004	188,388

Table 7-3 Management and operational effectiveness**Project List**

(US\$'000s)

	2022 Estimate	2023 Estimate
"UNRWA New Vision" International Conference	100	-
Management Initiative Priorities	359	359
Access to comprehensive health services for Palestine refugees: improving the provision of quality health care and medicines in UNRWA health centres.	699	233
Access to quality education through digital learning	1,108	7,750
Appeal for UNRWA's External Relations Department	5,054	5,054
Digital transformation of microfinance services	229	-
Education in Emergencies for Palestine Refugee Children	1,375	2,750
Enhanced student learning and support during the COVID-19 pandemic and other emergencies through an interactive online learning system	148	-
Enhancing accountability through strengthening investigation capacity	250	40
Enhancing accountability, learning, and internal oversight capacity by strengthening evaluation function capacity	196	-
Enhancing Emergency Preparedness	80	-
Ensuring that UNRWA upholds neutrality and humanitarian principles	2,330	3,792
Evaluation of UNRWA Emergency Programming	190	-
Expansion of UNRWA health services: access to quality, comprehensive health care for Palestine refugees through MHPSS, hospitalization, medical waste management and rehabilitation services.	1,664	555
Fleet renewal	10,000	6,500
Implementation of a business process management platform	200	180
Implementation of a computer endpoint management solution	65	65
Implementation of IT an Asset Management solution	65	65
Improved Employment Opportunities for Palestine Youth through relevant skills and Placement and Career Guidance	200	200
Improving UNRWA health services: access to quality, comprehensive health care for Palestine refugees through e-Health services	975	6,037
Integrating Gender Security with UNRWA Programmes	85	-
Knowledge building for ICIP strategy implementation	222	222
Mainstreaming Environmental Sustainability and Improve Energy Performance in UNRWA's Facilities including New Greening Guidelines, and Enhance Protection Requirements.	411	3,349
Maintaining UNRWA facilities for continued service delivery	6,436	-
Modernizing Communications and Collaboration Infrastructure	400	100
Organizational Culture – A change initiative	120	-
Preventing and Responding to Sexual Exploitation and Abuse and Sexual Harassment across UNRWA operations	830	735
Strengthening a culture of human rights, non-violent conflict resolution and tolerance in UNRWA schools	350	150
Strengthening Environmental Sustainability	70	-
Suppliers Sustainability Initiative	150	100
Total Projects Budget	34,360	38,236

CHAPTER VIII

UNITED NATIONS BOARD OF AUDITORS (UNBOA) RECOMMENDATIONS - IMPLEMENTATION STATUS

Table 8-1 below illustrates the status of 47 recommendations in the UNBOA report for 2020. As of end of August 2021, 25 recommendations were implemented, and 19 under implementation.

UNRWA's management is committed to implementing the recommendations, some of which require additional funding, span biennia or require strategic intervention. Most of the recommendations indicated as under implementation are planned in the fourth quarter of the 2021.

Table 8-1 Implementation Status of the UNBOA Recommendations for 2019

Department responsible	Total number of recommendations	Implemented	Not accepted	Overtaken by events	Under implementation
Department of Education	1	1	-	-	-
Central Services Support Division	17	10	-	2	5
Department of Security and Risk Management	1		-	-	1
Department of Human Resources	6	2	-	-	4
Relief and Social Security Department	6	2	-	-	4
Microfinance Department	3	2	-	-	1
Department of Finance	2	1	1	-	-
Information Management and Technology Department	10	6	-	-	4
Ethics Office	1	1			
Total	47	25	1	2	19

CHAPTER IX

WORKLOAD INDICATORS AND STATISTICS

Key workload indicators and statistics for each Strategic Outcome are provided in Table 9-1 below, in order to illustrate the magnitude of the task facing UNRWA in achieving its mission with respect to the provision of assistance to Palestine refugees.

Table 9-1 Workload Indicators & Statistics

Sub-programme 1	2018	2019	2020
Registered refugees	5,545,540	5,629,829	5,703,521
Sub-programme 2	2018	2019	2020
PHC facilities	144	141	140
Annual patient visits	8,556,091	8,723,118	5,798,904
Number of hospitalized patients	96,521	88,075	77,324
Number of NCD cases under care	271,096	277,350	283,584
Number of women in ante-natal care	79,212	73,378	57,633
Number of women in post-natal care	81,107	80,794	70,484
Sub-programme 3	2018-19	2019-20	2020-21
Number of UNRWA schools	711	708	709
Total pupil enrollment	532,857	533,342	539,770
Sub-programme 4 (Livelihoods: vocational training)	2018-19	2019-20	2020-21
Vocational training center trainees	7,564	8,270	8,000
Students in ESF/FESA	1,890	1,967	2,009
Sub-programme 4 (Livelihoods: microfinance)	2018	2019	2020
Number of microfinance branches	23	23	23
Total number of microfinance loans	38,183	35,576	21,339
Total value of microfinance loans (US\$)	35,599,738	32,458,155	16,463,292
Number of microfinance loans awarded to refugees	13,052	13,138	8,200
Number of microfinance loans to women	16,061	16,052	9,865
Number of microfinance loans to youth, aged 18-30 years	10,702	9,444	4,950
Number of microfinance loans awarded (cumulative)	514,088	549,664	571,003
Sub-programme 5	2018	2019	2020
SSN cases	255,662	270,998	390,443
Total number of EA-served (cash or food) beneficiaries	1,477,501	1,516,111	2,197,147
Number of official camps	58	58	58
Number of unofficial camps	10	10	10
Number of shelters rehabilitated by emergency	2,223	2,065	521
Total number of substandard SSN shelters	38,469	37,331	36,770
Total number of substandard SSN shelters rehabilitated/constructed (excl. emergency)	991	1,043	561
Shelters connected to water network (per cent)	100	100	100
Shelters connected to sewerage network (per cent)	93	93	93.7
Sub-programme 6: Effective/Efficient Governance & Support	2018	2019	2020
Number of area staff, female (including Headquarters Amman	14,043	13,689	13,829

(HQA))			
Number of area staff, male (including HQA)	13,998	13,218	13,068
Number of area refugee staff, female	14,043	13,689	13,829
Number of area refugee staff, male	12,877	12,161	11,891
Number of area non-refugee staff, female	1,588	1,528	1,666
Number of area non-refugee staff, male	1,121	1,057	1,177
Number of international staff, female (including HQA)	83	78	90
Number of international staff, male (including HQA)	105	102	103
Procurement value (US\$)	224,882,532	264,172,661	225,590,041
Procurement value of construction contract (US\$)	68,387,200	61,006,252	31,212,306
Procurement value of purchase orders contracts (US\$)	88,977,680	126,096,355	118,198,357
Procurement value of services contract (US\$)	67,517,652	77,070,055	76,179,378
Procurement value, PB (US\$)	73,800,223	104,292,143	84,898,383
Procurement value, external grants (projects, EA) (US\$)	151,082,310	159,880,518	140,691,657

