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United States Department of State
and the Broadcasting Board of Governors
Office of Inspector General

Middle East Regional Office

The Emergency Appeal Program of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

Report Number MERO-A-10-09, September 2010

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PREFACE

This report was prepared by the Office of Inspector General (OIG) pursuant to the Inspector General Act of 1978, as amended, and Section 209 of the Foreign Service Act of 1980, as amended. It is one of a series of audit, inspection, investigative, and special reports prepared by OIG periodically as part of its responsibility to promote effective management, accountability and positive change in the Department of State and the Broadcasting Board of Governors.

This report is the result of an assessment of the strengths and weaknesses of the office, post, or function under review. It is based on interviews with employees and officials of relevant agencies and institutions, direct observation, and a review of applicable documents.

The recommendations therein have been developed on the basis of the best knowledge available to the OIG and, as appropriate, have been discussed in draft with those responsible for implementation. It is my hope that these recommendations will result in more effective, efficient, and/or economical operations.

I express my appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in black ink, appearing to read "H. W. Geisel".

Harold W. Geisel
Deputy Inspector General

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KEY FINDINGS

- In 2008 and 2009, the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was generally effective in managing and implementing the Emergency Appeal program to provide sustained humanitarian assistance to Palestinian refugees in the West Bank and Gaza. There was no evidence of political interference or misappropriation of assistance provided under the Emergency Appeal program.
- For West Bank refugees subject to internal closures and displacement, UNRWA's Emergency Appeal services have helped address critical issues such as unemployment, food insecurity, medical needs, environmental health issues, and protection of refugee rights.
- The Emergency Appeal program in Gaza is reaching as many intended beneficiaries as possible and has improved living conditions for refugees, despite challenges such as the area's economic situation and UNRWA's limited financial resources which have hindered its ability to provide more comprehensive assistance.
- UNRWA uses various methods to assess and prioritize the needs of Palestinian refugees, set performance measures, and adequately determine those who are eligible for assistance; UNRWA also sufficiently monitors and evaluates its Emergency Appeal programs.
- To evaluate and prioritize the needs of Palestinian refugees, UNRWA has conducted assessments, focus group discussions, surveys, and planning workshops. UNRWA has developed plans and set timelines, established an Emergency Task Force to discuss programming and operations, developed contingency plans, and stays informed about the refugee situation.
- In 2009, after a review of the criteria used to provide assistance, UNRWA developed a new computerized methodology, the Proxy Means Testing Formula (PMTF), to assess refugee vulnerability and select beneficiaries for its regular social welfare services. The same methodology is now being applied

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to the Emergency Appeal program (food aid, job creation, and cash assistance). Although too soon to assess its efficacy, PMTF appears to be a more precise method for calculating assistance needs.

- UNRWA's West Bank Emergency Appeal Da'am program, designed to improve targeting mechanisms for emergency assistance, has a well-established application process and has achieved its objective of better delivery of assistance to the neediest refugees. Application forms for the Emergency Appeal program in Gaza capture the same information as the Da'am form, which suggests the program in Gaza will also be successful.
- UNRWA uses various mechanisms to oversee and report on Emergency Appeal program services and related projects, and evaluate achievements. Use of feedback from beneficiaries and stakeholders, as well as direct observations, led to the development of the Da'am program and also resulted in adjustments to assistance.

INTRODUCTION

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was established on December 8, 1949, to provide humanitarian assistance to Palestinian refugees. UNRWA currently provides services to a population of approximately 4.8 million registered refugees, with a mandate to promote the quality and efficiency of basic education, health, and social services, as well as promote self-reliance and human development. UNRWA relies on donor contributions to both its General and Emergency Appeal Funds to accomplish its mission. From 2001 to April 2010, the U.S. Government, one of its largest donors, has provided \$885 million to UNRWA's General Fund and \$565 million to UNRWA's Emergency Appeal/Other Fund.¹

The Middle East Regional Office (MERO) of the Office of Inspector General (OIG) initiated this work under the authority of the Inspector General Act of 1978, as amended,² to review the management and implementation of the 2008 and 2009 Emergency Appeal Fund for the West Bank and Gaza. The objectives of this review were to determine: (1) how assistance requirements were calculated; (2) whether assistance reached intended targets; and (3) if program performance measures were established and achieved.

In developing this assessment, OIG met with officials from the Department of State's (Department) Bureau of Population, Refugees and Migration (PRM); the Deputy Envoy and Chief of Staff for the Special Envoy for Middle East Peace; staff from the U.S. Consulate General in Jerusalem, various UNRWA offices, including UNRWA headquarters in Amman, Jordan, and UNRWA offices in the West Bank and Gaza; and representatives from the European Commission and the European Commission Humanitarian Aid Department, as well as with one UNRWA partner, the UN Office for the Coordination of Humanitarian Affairs.

¹ Information as of April, 2010, provided by the Department of State's Bureau of Population, Refugees and Migration, includes U.S. Government contributions to UNRWA's emergency appeals in the West Bank and Gaza, as well as Lebanon.

² 5 U.S.C. App. 3.

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OIG staff visited refugee camps in the West Bank and observed various services provided, as well as water and sanitation projects; met with and interviewed UNRWA service beneficiaries, including individuals at a Bedouin mobile clinic and a food distribution center, workers at job creation (also called cash-for-work) projects, and a family assisted by the job creation program; met with a refugee camp committee;³ and reviewed program documentation. Due to security concerns, the team was not able to travel to Gaza, but instead interviewed UNRWA Gaza staff members through video conferencing. At Consulate General Jerusalem, OIG met in person with the Gaza Director of Operations and the Deputy Director of Emergency Operations.

³ Refugee camps may have committees that meet regularly to bring refugees' interests and concerns to the attention of UNRWA, donors, and other interested parties.

EXECUTIVE SUMMARY

RESULTS

Approximately 779,000 registered Palestinian refugees in the West Bank and approximately 1.1 million in Gaza are experiencing high levels of poverty and unemployment, food insecurity,⁴ lack of healthcare, inadequate shelter, sanitation problems, and overcrowded schools. UNRWA uses its Emergency Appeal program to meet critical refugee needs resulting from the ongoing conflict and closures.⁵ UNRWA strives to meet mission objectives while carefully expending donor contributions to the Emergency Appeal Fund. In 2008 and 2009, UNRWA effectively managed and implemented Emergency Appeal services in the West Bank and Gaza, reached intended recipients, and achieved intended results. Furthermore, OIG found no evidence of political interference or misappropriation of Emergency Appeal assistance.

UNRWA gauged and prioritized the needs of Palestinian refugees by conducting several assessments, holding discussions among employees and with beneficiaries, and carrying out surveys to assess the needs of refugees and perceptions about UNRWA's services. Through a household economy study in the West Bank, UNRWA obtained information about social and economic conditions. Planning workshops identified program strengths, weaknesses, opportunities, and threats. These actions have enabled UNRWA to plan programs, identify beneficiaries, and set timelines. Additionally, the use of recommendations and inputs from many sources has resulted in program objectives that meet the needs of the most vulnerable refugees. UNRWA has also established performance measures for assistance through its Organizational Development Plan, Medium Term Strategy, and Field Implementation Plans. As a participant in the Consolidated Appeal Process, UNRWA sets program objectives to meet basic needs. All of these methods also assist UNRWA in monitoring and tracking its accomplishments.

⁴ Food insecurity is the lack of access to enough food to meet basic needs at all times.

⁵ Closures consist of checkpoints and obstacles such as concrete barriers, as well as permit restrictions, to control Palestinian movement.

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UNRWA has been able to adequately determine the eligibility of applicants for its services. In 2007, due to a concern that its regular relief programs were not addressing the causes of poverty and that some criteria might be discriminatory, UNRWA reviewed the criteria used to ascertain eligibility for its Special Hardship Case program. The review resulted in development of a new methodology, the Proxy Means Testing Formula (PMTF), to assess the vulnerability of refugees and to select beneficiaries. Similar methodology has since been developed for the Emergency Appeal program. The advanced statistical methods and algorithms used in PMTF to determine poverty levels are easier to observe and verify than other indicators. Since the key to PMTF is complete and accurate data for calculation, information was migrated to the new database and then verified in a 2009 test phase. In addition, UNRWA has trained all of its social workers to use applicable instructions and guidelines to assess refugee needs. OIG's examination of the data and methodology of PMTF suggest UNRWA has developed a more precise method for calculating refugee assistance requirements.

UNRWA's application process for the Da'am program, which is used in the West Bank to serve the neediest refugees, is well-established. Onsite observations in the West Bank indicated that the application process captures the correct information, enabling UNRWA to meet its Da'am program objective. The application form used for the Emergency Appeal program in Gaza requires the same information. Although it was difficult to evaluate its effectiveness due to lack of access for onsite program review, the application data suggests the program in Gaza will also be successful.

UNRWA uses various mechanisms to oversee and report on emergency programs and related projects, as well as to evaluate achievements. These mechanisms enable UNRWA to monitor and adjust assistance as necessary. For example, UNRWA successfully used feedback from various studies and consultants to develop the new Da'am program, part of the West Bank Emergency Appeal program, and to determine eligibility of the neediest refugees in the West Bank. Onsite, direct observations as well as feedback from beneficiaries appear to have led UNRWA to change some of its services. For effective financial monitoring, UNRWA is attempting to connect its programs electronically through an integrated computer-based system to manage internal and external resources, materials, and human resources; however, according to statements by UNRWA officials, additional funding is needed to move forward with this initiative.

UNRWA's Emergency Appeal program provides critical services to refugees in the West Bank who are negatively affected by closures and displacement. This assistance addresses unemployment, food insecurity, medical needs, environmental health problems, and protection of refugee rights. In 2009, through its first priority program,

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temporary job creation, UNRWA provided nearly 40,000 contracts for job opportunities, resulting in nearly 1.2 million workdays and benefiting nearly 300,000 beneficiaries and their dependents. UNRWA adequately verifies job records, ensures program guidelines are being followed, and tracks the program through regular reports and assessments. Food insecurity affects approximately 25 percent of the population and up to 79 percent of certain groups. UNRWA provided food assistance to approximately 61,000 refugee families (approximately 300,000 individuals). UNRWA monitors and controls food reception and distribution, and there was no evidence of political interference or misappropriation of food intended for refugees. In 2009, UNRWA provided cash assistance to approximately 147 refugee families. UNRWA's mobile healthcare clinics assisted approximately 156,000 refugees isolated by closures and access restrictions or living in areas where medical services are difficult to obtain or nonexistent. The U.S. Government-funded Operations Support Officers (OSO) program helps protect the neutrality and integrity of UNRWA's programs and installations, monitors problems affecting the safety and welfare of Palestinian refugees and others, and facilitates access and logistical support. The OSOs and their field assistants, through their presence on the ground and interactions with donors and beneficiaries, help assess needs and monitor and evaluate programs.

The Emergency Appeal program in Gaza is reaching as many intended beneficiaries as possible given existing restrictions,⁶ border closures, and limited financial resources. While these issues have hindered the ability of UNRWA to assist all Palestinians refugees, the Emergency Appeal program has been able to improve refugees' living conditions. In 2009, UNRWA provided approximately 100,000 people with assistance through the Special Hardship Case program (now phasing into the Social Safety Net program); approximately 200,000 families receive Emergency Appeal assistance. In 2009, the temporary job creation program provided income for approximately 40,000 refugees, who supported about 200,000 dependents in Gaza. In 2008 and 2009, funding problems for food assistance were exacerbated by increases in international food prices, which hampered UNRWA's ability to provide sufficient amounts of food. In 2009, immediately after the Israeli military operation in Gaza,⁷ food assistance was expanded to reach approximately 885,000 people, but the number later fell back to 640,000. Although demand for primary healthcare in Gaza

⁶ The ongoing restrictions on imports to Gaza were imposed by Israel in July 2007, after Hamas seized control of the area. Israel closed Gaza's borders and began limiting supplies of food, fuel, medicine, and construction materials. As of Summer 2010, adjustments to the closure regime have led to increased amounts and types of imports to Gaza.

⁷ The military operation, defined by Israel as an operation against Hamas, consisted of airstrikes and ground invasions by Israeli troops in Gaza over a 3-week period, from December 27, 2008 to January 18, 2009.

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is rising, with limited funding and equipment UNRWA cannot provide services to all Palestinian refugees needing assistance. Deliveries of medical equipment, supplies, and medicines are delayed or restricted, and additional funds and supplies are needed to rebuild damaged healthcare facilities. Restricted entry of fuel and construction materials, an unreliable electrical supply, and power outages have led to problems with water treatment and disposal of solid waste in Gaza. When available, UNRWA has been able to provide short-term fuel supplies for vital functions; in 2008, UNRWA supplied approximately 1.6 million liters of fuel. Due to a lack of materials, since June 2007, UNRWA has halted all construction projects in Gaza.⁸ However, in 2008, UNRWA was able to repair 1,079 refugee shelters or homes. Prior to 2009, UNRWA did not use Emergency Appeal funding to support education programs. However, in 2009, after the military operation in Gaza of December 2008/January 2009, UNRWA targeted \$8 million for Gaza, to which PRM contributed approximately \$600,000 for student stationery, a remedial summer learning program, student testing, and to underwrite the monitoring and evaluation of the education program. UNRWA operates 228 schools in Gaza, serving more than 200,000 students in the first through ninth grades. These schools are limited in space and structure, with 90 percent double-shifted (two separate schools operating at different times in the same building). UNRWA is unable to rebuild its schools that were demolished during the military operation or build new schools.⁹ In 2009, 30 percent of students were failing Arabic language and mathematics. To identify psychological, behavioral, and achievement problems, UNRWA has placed counselors in 171 schools and 14 in health and community-based organization centers. Because UNRWA has been unable to bring in international trainers, teaching staff development is a problem.

As UNRWA moves into its 2010 Emergency Appeal program, it faces many of the same challenges of the 2008 and 2009 programs such as restrictions on access and movement, episodes of violence, import restrictions and border closures in Gaza, limitations on imports and exports, and increases in poverty and unemployment levels. UNRWA's appeal for emergency assistance in 2010 will again be aimed at communities in the West Bank most affected by access restrictions and closures, and the entire population of Gaza. The aim is to introduce a more targeted approach to provide relief assistance for families and individuals.

⁸ In August 2010, in comments on a draft of this report, a Department official indicated that some imports of construction materials have resumed and a number of projects have been approved, under the supervision of international organizations, including 151 housing units and a sewage treatment facility in southern Gaza.

⁹ As of August 2010, additional construction projects have been approved in principle by the Government of Israel, including eight schools, eight classrooms, and the reconstruction of two health centers.

MANAGEMENT COMMENTS AND OIG RESPONSE

Consulate General Jerusalem and PRM sent formal written comments on this report. These comments are included verbatim in Appendix V and Appendix VI. Both the consulate general and PRM indicated they agree with the findings of this performance evaluation. Furthermore, based on its monitoring and sustained engagement with UNRWA, Consulate General Jerusalem noted it agrees with OIG's conclusion that despite the environment of the West Bank and Gaza, UNRWA is working diligently to deliver the most possible assistance to Palestinian refugees. PRM also noted that UNRWA is undertaking considerable measures to ensure effective programming of emergency humanitarian activities in the West Bank and Gaza, and that the United States continues to be a strong supporter of UNRWA's humanitarian efforts. OIG also received technical comments and updates from PRM, the Bureau of Near Eastern Affairs, the Special Envoy for Middle East Peace, and UNRWA. These comments and updates have been incorporated into the report as appropriate.

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BACKGROUND

UNRWA operates one of the largest UN programs, serving approximately 4.8 million Palestinian refugees in Jordan, Lebanon, Syria, the West Bank, and Gaza. There are approximately 779,000 registered refugees in the West Bank and approximately 1.1 million in Gaza. UNRWA was established under General Assembly Resolution 302 (IV) on December 8, 1949, and currently provides education, health services, relief and social services, microfinance and emergency assistance, infrastructure and refugee camp improvements, and refugee protection. UNRWA's stated mission is to "help Palestine refugees achieve their full potential in human development under the difficult circumstances in which they live." UNRWA fulfills this mission by managing, from its headquarters in Amman, Jordan, more than 30,000 local and international staff members in field offices in the West Bank, Gaza, Jordan, Lebanon, and Syria.

UNRWA receives most of its funding through voluntary contributions. The largest donors are the United States, the European Commission, the United Kingdom, and Sweden. A small portion of its financing comes from nongovernmental organizations and individuals. More than half of UNRWA's General Fund budget is spent on educational programs. UNRWA has launched emergency appeals for food, employment, and cash assistance programs in Gaza and the West Bank. Since 2001, the U.S. Government has provided \$1.45 billion¹⁰ to both the General Fund and the Emergency Appeal Fund.

EMERGENCY APPEAL FUNDING

The funding UNRWA receives from the U.S. Government is divided between General Fund programs and the Emergency Appeal Fund for the West Bank and Gaza, as well as Lebanon. The General Fund supports the principal programs for humanitarian assistance and human development including education, health, relief and social services, and support services. However, chronic shortfalls to UNRWA's

¹⁰ \$1.45 billion is the most current funding data provided by PRM. PRM had previously provided a funding figure for MERO-I-10-04, which did not reflect all funding provided by the United States to the General Fund and Emergency Appeal Fund.

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General Fund have affected UNRWA's ability to provide critical services to Palestinian refugees. Of the \$598 million requested for the 2008-2009 General Fund budget, UNRWA only received \$551 million, a shortfall of \$47 million. UNRWA reports that insufficient funding for the General Fund limits its work. For example, the lack of funds hampers UNRWA's ability to recruit skilled teachers to address academic challenges, construct additional schools, incorporate the Special Education Needs initiative into its education program, and offer courses in vocational training centers to meet the requirements of local labor markets and enhance the employability of Palestinian youth. Funding shortfalls constrain provision of adequate health services to the refugee population which is showing a rise in non-communicable diseases like hypertension, diabetes, anemia, and cancer (which is more expensive to treat). Finally, insufficient funding negatively affects the ability of UNRWA to provide an adequate number of food support packages, and to assist community-based organizations in empowering the most disadvantaged refugees (e.g., women, children, the elderly, and the disabled) to become self-reliant.

UNRWA's West Bank and Gaza Emergency Appeal funding is not intended to alleviate the effects of a conventionally defined emergency in which a situation ends and recovery begins. The West Bank and Gaza suffer from chronic, longstanding, and recurring need. The Emergency Appeal program strives to meet critical needs and help an increasing number of Palestinian refugees face the ever-changing situation in the West Bank and Gaza. UNRWA has had to adapt planning and costs to political and security concerns. For example, in response to displacement, movement restriction, and incidences of violence in the West Bank, UNRWA has developed mobile medical clinics to provide healthcare services in isolated and fragmented locations; it has also created job opportunities for those denied access to previous work locations. In response to the damage wrought by the December 2008/January 2009 military operation, UNRWA increased its original 2009 Emergency Appeal request for Gaza twice—for a Quick Response Plan and an Updated Quick Response Plan—to meet needs for food aid, shelter, and job creation, among others.

UNRWA received only \$181.3 million (69 percent) and \$337.4 million (74 percent) of its West Bank and Gaza Emergency Appeal for FY 2008 and 2009, with respective shortfalls of approximately \$81 million and \$119 million. Relevant figures are included in Table 1.

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Table 1: Emergency Appeal Program Funding for FY 2008 and FY 2009* (in millions)

	West Bank	Gaza	UNRWA Headquarters	Total
2008				
Amount of Appeal	\$77.2	\$184.8	\$0.4	\$262.4
Amount Received	53.5	127.1	0.7	181.3
Amount of Shortfall	\$23.7	\$57.7	(\$0.3)	\$81.1
2009				
Amount of Appeal	\$85.0	\$371.3	\$0.4	456.7
Amount Received	72.2	265.1	0.1	337.4
Amount of Shortfall	\$12.8	\$106.2	\$0.3	\$119.3

Source: UNRWA, June 2010

*UNRWA's programs operate on calendar years; the U.S. Government contributes by fiscal years, but other donors give on different schedules.

The United States and the European Commission are UNRWA's largest donors. Table 2 shows amounts provided by the U.S. Government to support both UNRWA's General Fund and its Emergency Appeal Fund from FY 2001 through FY 2009; the table also shows FY 2010 funding approved as of April 2010. During this time period, the total number of refugees in the West Bank, Gaza, Jordan, Syria, and Lebanon requiring services has steadily risen by an average of more than 100,000 per year.

**Table 2: U.S. Contributions to UNRWA and Number of Refugees (in millions)
FY 2001-2010**

Fiscal Year	General Fund	Emergency Appeals/Other	Total U.S. Contribution	Registered Refugees*	Registered Families*
2001	\$83.1	\$39.9	\$123.0	3.9	.81
2002	87.8	31.4	119.2	4.0	.83
2003	88.0	46.0	134.0	4.1	.86
2004	87.4	40.0	127.4	4.2	.56
2005	88.0	20.0	108.0	4.3	.92
2006	84.1	52.9	137.0	4.4	.97
2007	90.7	63.5	154.2	4.5	1.01
2008	99.9	84.8	184.7	4.7	1.06

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Table continued

Fiscal Year	General Fund	Emergency Appeals/Other	Total U.S. Contribution	Registered Refugees*	Registered Families*
2009	116.2	151.7	267.9	4.8	1.08
2010**	60.0	35.0	95.0	--	--
TOTAL	\$885.2	\$565.2	\$1,450.4		

Source: Bureau of Population, Refugees and Migration, April 2010

*Number of registered refugees and registered families in the West Bank, Gaza, Jordan, Syria, and Lebanon

** Funding data is current as of April 2010; updated refugee population data was not available.

EMERGENCY APPEAL PROGRAM

In 2009, UNRWA's Emergency Appeal program focused on poverty alleviation, healthcare, and protection of Palestinian refugees and consisted of 13 areas of service:

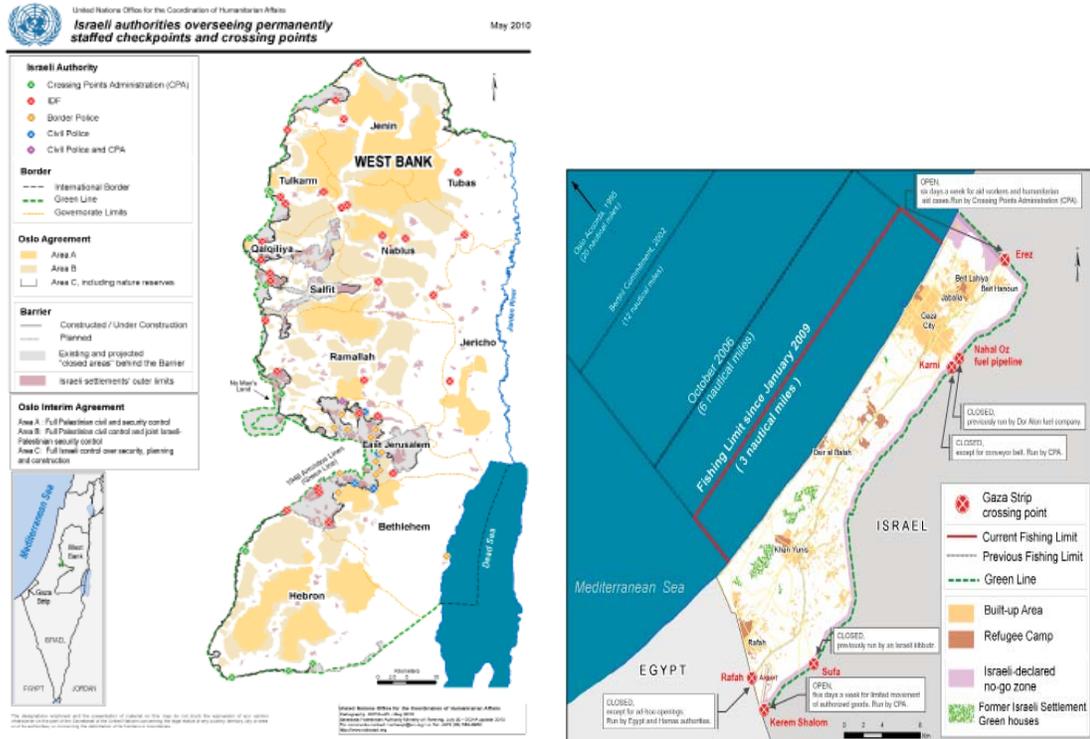
- Temporary Job Creation (also called Cash-for-Work) – Provides temporary employment opportunities to relieve economic hardship at the household level for refugee families without a breadwinner;
- Food Assistance – Provides food to refugees to help alleviate problems of constrained economic and physical access to adequate nutrition;
- Cash Assistance – Provides cash grants to mitigate the impact of high poverty and to assist those refugees facing unexpected life events (death in family, etc.);
- Emergency Health – Provides access to essential health services in response to increased demand for services as a result of closures, barriers, and other impediments;
- Disability (West Bank only) – Supports refugees with disabilities caused or aggravated by the current situation;
- Environmental Health – Provides access to adequate water and sanitation services and helps prevent public health emergencies;
- Community Mental Health – Addresses psycho-social stress, particularly in children;
- Support to community-based organizations (Gaza only) – Provides emergency support to community-based organizations to ensure continuation of essential services and activities;

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- Protection – Provides mechanisms to monitor and respond to protection concerns affecting Palestinians, especially vulnerable groups such as women, youth, the elderly, the disabled, Bedouins,¹¹ herders, and Palestinians living in Area C (see Table 3 on page 17);
- Temporary Shelter and Shelter Repair (Gaza only) – Provides temporary shelter support and shelter repair or reconstruction for damaged and destroyed homes;
- Operations Support Officers (OSO) – Department-funded program that safeguards the neutrality and integrity of UNRWA's programs and installations, and provides reinforcement for the delivery, improvement, and monitoring of UNRWA's regular and emergency services;
- Emergency Preparedness and Response (West Bank only) – Provides effective and timely delivery of lifesaving assistance to West Bank refugees in the event of natural or manmade emergencies; and
- Management – Provides for the planning, management, monitoring, and evaluation of emergency activities through dedicated resources to ensure consistency.

¹¹ Traditionally nomadic desert-dwelling herders who are now semi-nomadic and mainly live in villages on the edge of established Palestinian areas.

Figure 1: Maps of the West Bank and Gaza



Source: UN Office for the Coordination of Humanitarian Affairs

THE WEST BANK

The West Bank covers a land area of 5,640 square kilometers (slightly smaller than Delaware) and has a population of 2.4 million. UNRWA’s Emergency Appeal funding provides vital services to approximately 779,000 refugees, including Bedouins, in diverse and fragmented rural and urban areas. The West Bank is divided into three areas—A, B, and C. As a result of resettlement, there is also a new group of displaced Palestinians emerging out of East Jerusalem.

The Palestinian Authority¹² has civil administrative control in Area A, Area B is jointly administered by the Palestinian Authority and Israel, and Area C is under full Israeli control. Israel completely controls Israeli settlements, land, roads, water, airspace, external security, and borders for the entire territory.

¹² The Palestinian Authority is an administrative organization formed in 1994 to govern parts of the West Bank and Gaza.

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Area A comprises Palestinian towns, and some rural areas around Israeli population centers in the north (between Jenin, Nablus, Tubas, and Tulkarm), the south (around Hebron), and in the center, south of Salfit. Area B includes other populated rural areas, many that are closer to the center of the West Bank. Area C contains all the Israeli settlements, roads used to access the settlements, buffer zones (near settlements, roads, strategic areas, and Israel), and almost all of the Jordan Valley, East Jerusalem, and the Judean Desert. While the vast majority of the Palestinian population lives in areas A and B, the vacant land available for construction in dozens of growing villages and towns across the West Bank is on the margins of the communities in Area C.

Table 3: Areas of the West Bank: Control and Administration

Area	Control	Administration	Percentage of West Bank Land Area
A	Palestinian	Palestinian	18
B	Israeli	Palestinian	21
C	Israeli	Israeli	61

Source: Jurist Legal Intelligence, www.jurist.law.pitt.edu

OIG analysis of Department and other data shows that UNRWA faces many challenges in the West Bank including access and movement restrictions, displacement and fragmentation of the refugee population, high unemployment, and impediments to healthcare. The barrier¹³ continues to be a major obstacle to Palestinian movement. The livelihoods of those communities close to the barrier, as well as in enclaves in the “seam zone” (area east of the Green Line between Israel and the West Bank and west of the barrier), are greatly affected by inaccessibility to facilities, agricultural land, and other areas. Home evictions and demolitions and the expansion of Israeli settlements have displaced Palestinians. Border closures; and construction of barriers, fences, and earth walls also contribute to the division of the Palestinian population. The denial of access to work areas and the inability of farmers to cultivate land has added to the high rate of unemployment. In East Jerusalem, the barrier and its associated permit system have severely limited access to medical care, university education, work, social and family activities and events, and places of worship. Since private healthcare clinics are no longer accessible or affordable, increasing reliance on UNRWA facilities has consumed more of its limited resources.

¹³ The barrier, a concrete wall with a surrounding exclusion area being constructed by the Government of Israel, separates the Palestinian population from Israeli settlements.

GAZA

Gaza, situated on a narrow piece of land on the Mediterranean coast, has an area of 360 square kilometers (slightly larger than Washington, DC). With a population of more than 1.5 million, an estimated 1.1 million are Palestinian refugees registered with UNRWA. Approximately 500,000 of these refugees live in eight refugee camps. Densely populated Gaza is facing an ongoing humanitarian and economic crisis. Import restrictions and barriers between Gaza, Israel, and Egypt have resulted in high unemployment rates. Until a few years ago, Palestinians in Gaza were dependent on the Israeli economy for their livelihoods and economic activities, but restricted access to Israel and Jerusalem for workers and tight import and export restrictions have stymied economic development. Palestinians can no longer work in Israel and face limited access to agricultural lands and difficulty creating or maintaining private businesses. Conflict and the import restrictions have crippled the industrial sector, fishing, and agricultural production. Destruction of electrical facilities and fuel shortages have resulted in an unreliable power supply and prolonged outages.

MANAGEMENT AND IMPLEMENTATION OF EMERGENCY APPEAL PROGRAMS

UNRWA was generally effective in managing and implementing the 2008 and 2009 Emergency Appeal programs for the West Bank and Gaza. UNRWA assessed and prioritized the needs of Palestinian refugees, set performance measures, and adequately determined program eligibility. UNRWA was able to provide sustained humanitarian assistance to meet refugee needs and used appropriate methods to continuously track, monitor, and evaluate Emergency Appeal programs. According to PRM, UNRWA representatives, and others, UNRWA continues to work on developing indicators and measures that better assess the impact of its services on the refugee population. UNRWA strives to judiciously expend Emergency Appeal funds to meet mission objectives. In interviews with the OIG team, representatives from the European Commission and the UN Office for the Coordination of Humanitarian Affairs expressed satisfaction with UNRWA's implementation of its General and Emergency Appeal programs, its overall performance, and its transparency.

PLANNING AND ASSESSMENT OF NEEDS

UNRWA understands that to be responsive to refugees and donors, it must plan well, accurately assess needs, and be flexible in providing and delivering services. OIG found that UNRWA conducted several assessments, focus group discussions among employees and with beneficiaries, and surveys to evaluate the interests and needs of refugees and perceptions about services provided. UNRWA commissioned a household economy study to survey 60,250 households in the West Bank to obtain information about social and economic conditions. Planning workshops were held to identify Emergency Appeal program strengths, weaknesses, opportunities, and threats. From findings and lessons learned, UNRWA developed program action plans and set timelines for accomplishing objectives. UNRWA also created an Emergency Task Force which meets frequently to discuss programming and operations of emergency activities and has developed contingency plans for responding to situations in inaccessible communities. In addition, UNRWA stays informed about the refugee situation in the West Bank and Gaza and has acted on the recommendations and inputs of other interested aid agencies, research organizations, and beneficiaries. UNRWA's actions have resulted in program objectives that address the needs of the most vulnerable groups and areas.

SETTING PERFORMANCE MEASURES

OIG found that UNRWA uses several methods to establish organizational performance measures for humanitarian assistance. These methods enhance UNRWA's ability to monitor and track its accomplishments in meeting the needs of Palestinian refugees, donors, and partners. A review of its Organizational Development Plan showed an outline of initiatives and projected outputs for program management, human resources management, leadership and management, and organizational processes and systems. UNRWA is actively involved in setting performance objectives in accordance with the Consolidated Appeal Process,¹⁴ which includes UN, national, and international non-governmental organizations. This process focuses on meeting basic food needs, alleviating the effects of high levels of poverty and unemployment, improving access to safe drinking water and adequate sanitation facilities, building a protective environment, and supporting joint advocacy efforts. To further guide its work and use of resources, UNRWA also has a Medium Term Strategy which outlines the objectives and priorities of programs and field operations. Field Implementation Plans are also used for integrated program planning and include budget matrices showing strategic objectives, performance indicators, baselines, and targets for assistance.

DETERMINING ELIGIBILITY

Emergency Appeal Program and Special Hardship Case/ Social Safety Net Programs

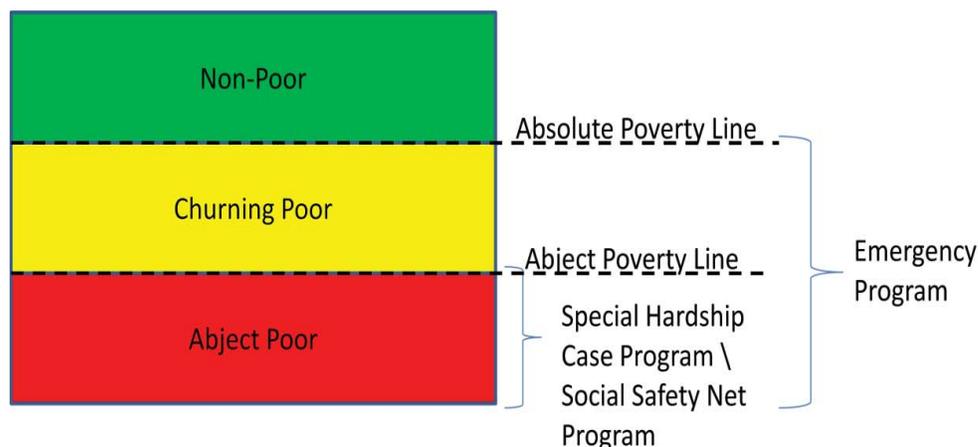
UNRWA's Emergency Appeal program helps Palestinian refugees meet their basic needs, including food, clothing, shelter, and healthcare. The program is designed to respond to both projected yearly humanitarian needs and unexpected or immediate assistance requirements. The Emergency Appeal program targets those refugees who fall below the absolute poverty line, defined as having the minimum amount of money needed to purchase food and other items such as clothing, shelter, household goods, health services, transportation, and school supplies. In addition, UNRWA's Special Hardship Case program and its replacement, the Social Safety Net program,¹⁵ are funded on a project basis and are specifically designed to assist those

¹⁴ The Consolidated Appeal Process is the main tool for coordination, strategic planning, and programming of the humanitarian sector. Aid organizations use this process to plan, implement, and monitor activities; work together during crises; and produce appeals to present to the international community and donors.

¹⁵ In 2009, UNRWA began phasing out the Special Hardship Case program and began phasing in the new poverty-based Social Safety Net program. Both programs provide quarterly food and cash assistance and social services such as shelter rehabilitation, vocational training, and referrals to non-UNRWA resources.

refugees who fall below the abject poverty line—the abject poor. The abject poor are defined as possessing the minimum amount of money needed to purchase food to survive. The Emergency Appeal program also provides assistance to refugees in abject poverty and covers the funding gap for those refugees called the “churning poor” who move between abject and absolute poverty. The overall program goal is to increase the welfare of the abject and churning poor so they can climb above the absolute poverty line. Figure 2 illustrates how Emergency Appeal funds are targeted.

Figure 2: Poverty Lines, the Emergency Appeal Program, and Special Hardship Case/Social Safety Net Programs



Source: OIG analysis of UNRWA data

UNRWA introduced the Special Hardship Case program in 1978 to assist those refugees deemed the poorest of the poor. This program, chiefly funded by European donors,¹⁶ was designed to address poverty and alleviate the worst impacts of the protracted socioeconomic crisis for refugee families in Gaza and the West Bank. The program employed a status-based approach which relied on self-reported income by the refugees. UNRWA social workers conducted home visits with the refugee families in an attempt to verify income information and assess the condition and vulnerability of the families. These families were only accepted for assistance if they met the eligibility criteria, such as absence of a male breadwinner or a reported income below a certain level.

¹⁶ In 2008, the European Commission contributed approximately \$18.5 million (using an average conversion rate of \$1 to .71 Euros) to the Special Hardship Case program, including \$12.8 million for Gaza and \$5.7 million for all other areas. In 2009, the European Commission contributed just over \$63 million to the Special Hardship Case and Social Safety Net programs, including \$7 million for Jordan, Syria, and Lebanon and \$56 million for Gaza and the West Bank, some of which will be distributed in 2010 and 2011.

Proxy Means Testing Formula Methodology

In 2007, UNRWA undertook a major review assessing the economic and social vulnerability of Palestinian refugees and the criteria used to provide assistance. According to UNRWA officials, there was concern that assistance programs were not tackling the causes of poverty. Furthermore, according to these officials, the criteria used to calculate eligibility for the Special Hardship Case program discriminated against the working poor by focusing on age, gender, and employment status. As a result of this review, UNRWA developed a new methodology to assess the vulnerability of refugees and to select beneficiaries for UNRWA's various assistance programs in Gaza, the West Bank, Jordan, Syria, and Lebanon.

The methodology, known as the Proxy Means Testing Formula (PMTF), uses advanced statistical methods and algorithms to assess refugee vulnerability and select beneficiaries. PMTF employs a number of family characteristics related to expenditure levels that have shown to be strong predictors of poverty, such as family size, age composition, shelter condition, asset ownership, education level, health circumstance, and labor force participation. Linear regression is a statistical technique used to estimate a linear formula that computes predicted family expenditures on the basis of the family characteristics.

According to UNRWA's senior poverty advisor, PMTF indicators used to determine poverty levels are easier to observe and verify than other indicators such as consumption or income, which can be difficult to measure and may be subject to exaggeration or underestimation. UNRWA officials acknowledge the key to the PMTF system is the completeness and accuracy of the data used to make the calculation. This data is extrapolated from information in UNRWA's Refugee Registration Information System (RRIS), a comprehensive electronic archive of individual refugee and family records which continues to track registered refugees. At the end of 2009, UNRWA successfully completed a pilot testing phase that verified the information recorded in the RRIS.

UNRWA imported all registration information for Palestinian refugees from the old database system and uploaded it into the RRIS using a secure validation process. This process ensures all family and individual records in the old system are migrated to either the new RRIS database or to a temporary repository if the validation roles do not match the newly designed data structure. UNRWA registration staff members process the temporary repository records individually to ensure proper migration to the RRIS. UNRWA did not make home visits to update refugee information in the new RRIS database; rather, refugees come voluntarily to its Eligibility and Registration Office to provide their current information. Social workers have no role, except

to visit homes of families listed as special hardship cases to ensure their registration information is up-to-date.

UNRWA has trained all of its social workers using its Relief and Social Services Department technical instructions and guidelines for assessing the needs of refugees who apply for Special Hardship Case assistance, or for those already enrolled in the program. In addition, UNRWA has trained its social workers on the new poverty-based Social Safety Net program.

In 2009, UNRWA began phasing out the Special Hardship Case program and phasing in the new poverty-based Social Safety Net program by piloting the program in one field and subsequently rolling it out to others. In the West Bank and Gaza, the Emergency Appeal program will use the same poverty-based approach to assess program eligibility. OIG believes it too soon to assess the efficacy of UNRWA's new approach for calculating emergency assistance requirements. However, based on OIG's examination of the social workers' refugee family data collection instrument and the applied linear regression methodology, it appears that UNRWA has developed a more precise method for calculating refugee emergency assistance needs. UNRWA officials told the OIG team that, at a minimum, they should be able to better identify food-insecure families eligible for quarterly food packages and basic cash subsidies.

Applications for Receiving UNRWA Emergency Appeal Assistance

The West Bank

The OIG team observed onsite that UNRWA's West Bank Emergency Appeal program, Da'am, has a well-established application process that tracks beneficiaries, and provides needs-based assistance to refugees. UNRWA designed the Da'am program to improve emergency assistance mechanisms in the West Bank. OIG believes that UNRWA achieved the Da'am objective and ensured better delivery of assistance to the neediest refugees.

Da'am provides Palestinian refugees with job opportunities (through the job creation program), food assistance, and cash assistance. Since insufficient funding has prevented UNRWA from providing emergency assistance to many Palestinian refugees, the Da'am program determines those who are most in need. An application is used to ascertain eligibility, with questions focused on disability; gender; level of education; family dwelling place and whether it is affected by the barrier; access restrictions to food and other resources as a result of closures, checkpoints, and the

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barrier; the number of animals owned by the family; and the number of individuals within the household above the age of 18 who are employed, and those who are unemployed but able to work. Appendix II contains an example of the Da'am application form used in the West Bank. Application forms are available in camp offices, village councils, municipalities, and other locations determined by UNRWA's area office. Da'am program applicant families fill out the application form and drop it in designated boxes at identified locations. UNRWA hires field researchers to assist applicant families in providing correct information, answer questions, and visit those who cannot leave their homes.

UNRWA collects the application forms weekly from designated boxes at each location in the West Bank and enters the information in the Da'am database. This process takes up to two to three months to complete. UNRWA then evaluates the economic situation of each applicant family, and ranks each according to poverty level, starting with the poorest. UNRWA begins providing assistance to the identified poor according to availability of programs. UNRWA's first priority is the job creation program for which it determines eligibility and availability of funds, and sets quarterly objectives for the number of program beneficiaries it is able to hire. UNRWA prefers to begin with job creation because it provides income for families. UNRWA's second priority is food assistance, which targets those who do not have physical access to food. Food is distributed until the funds are used up and/or the absolute poverty line is reached. UNRWA prioritizes food assistance benefits based on whether a family is living below the poverty line; not benefiting from the job creation program; and has no breadwinner due to disability, age, chronic disease, arrest/imprisonment, or is a female-headed household residing in the seam zone, an enclave, or a restricted area in the West Bank.

Gaza

Due to access restrictions, the OIG team was unable to observe UNRWA's delivery of emergency assistance to Palestinian refugees in Gaza and did not meet any Emergency Appeal program beneficiaries. However, officials at the UNRWA Gaza Field Office explained the application process and provided the team with sample forms used by refugees to apply for Emergency Appeal assistance in Gaza. OIG observed that the application forms capture the same information that the UNRWA West Bank Field Office uses to determine eligibility for the Emergency Appeal program, which suggests the program in Gaza will be successful. However, the team found it difficult to evaluate and determine the effectiveness of the application process for the Emergency Appeal program in Gaza without observing the system or talking to program beneficiaries.¹⁷

To receive assistance, Palestinian refugees in Gaza submit an application form designed for UNRWA's Social Safety Net program (formerly, the Special Hardship Case program). UNRWA uses this form to identify the poorest of the poor who will benefit from the program. After reaching the assistance ceiling for the Social Safety Net program, UNRWA assists the remaining abject and churning poor through the Emergency Appeal program. Questions on the form are focused on refugee housing characteristics (e.g., type of dwelling; rented or owned; number of rooms; connection to water supply; main source of energy; energy used for cooking; and availability of a toilet, refrigerator, washing machine, central heating, dishwasher, phone line, satellite antenna, video, dryer, and private car) and individual characteristics (e.g., name of family member, relation to the head of family, whether applicant lives with family, gender, date of birth and age, education level, occupation, current work status, and if employed in what sector) to determine the poverty level. Appendix III contains an example of the application form used in Gaza.

¹⁷ Section 301(c) of the 1961 Foreign Assistance Act, as amended, states "no contributions by the United States shall be made to [UNRWA] except on the condition that [UNRWA] take all possible measures to assure that no part of the United States contribution shall be used to furnish assistance to any refugee who is receiving military training as a member of the so-called Palestinian Liberation Army or any other guerilla type organization or who has engaged in any act of terrorism." In February 2010, OIG reported that UNRWA has a number of policies and procedures to ensure neutrality and conformance with the funding conditions in Section 301(c). See *Limited-Scope Review of the Bureau of Population, Refugees and Migration's Oversight of the United Nations Relief Works Agency for Palestine Refugees in the Near East in Gaza*, MERO-I-10-04.

The UNRWA Gaza Field Office also has a separate application form for the job creation program. Appendix IV contains an example of the application form used in Gaza. The form asks for the following information about the applicant: UNRWA registration number, gender, date of birth, home address, marital status, education level, vocational training, family status, whether the family has other sources of income, and whether there are disabled family members.

OVERSIGHT AND REPORTING

Evaluating Program Achievements

OIG found that UNRWA uses various mechanisms to oversee and report on emergency programs and related projects, as well as to evaluate achievements. These mechanisms enable UNRWA to monitor and adjust assistance as necessary. OIG concluded that UNRWA successfully used feedback from various studies and consultants to develop the new Da'am program and to determine eligibility of the neediest refugees in the West Bank. Changes made by UNRWA to some of its services also appeared to be tied to onsite, direct observations as well as feedback from beneficiaries, operations support officers (OSO), program managers, and camp service officers. For example, evaluation of program effectiveness led to increases in job creation projects rather than more food assistance, and to the initiation of mobile health clinics.

The OIG team also reviewed daily, monthly, quarterly, and yearly statistical data pertaining to UNRWA's Emergency Appeal program, such as reports on food distribution, health monitoring, job creation, and water sanitation projects. Monthly OSO reports, which the team also examined, provide an "on the ground" view of the refugee situation and assistance actions. OIG learned that UNRWA representatives and the OSOs work closely with the Consulate General Jerusalem-based refugee coordinator, providing status updates and regular reports on UNRWA programs.

Financial Monitoring

General and Emergency Appeal program funding information is currently entered into a database linking all programs to an integrated financial monitoring system. This system tracks and accounts for funds allotted to the General Fund, Emergency Appeal Fund, and special projects. To account for Emergency Appeal program staffing and use of contributed funds, the financial monitoring system tracks money, staff, obligations, expenditures, and balances. In its budget, UNRWA also consolidates the number of direct beneficiaries and donor pledges. However,

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OIG did not test the reliability of UNRWA's financial database, nor the integrity of data recorded in the system. UNRWA staff members informed OIG that they are attempting to connect their programs electronically through an integrated computer-based system called enterprise resource planning that will manage internal and external resources, materials, and human resources. According to UNRWA officials, this system will allow them to better link resources to related programs, facilitate the flow of information among all functions, and manage communications to outside stakeholders; however, according to statements by UNRWA officials, additional funding is needed to move forward with this initiative.

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WEST BANK PROGRAM

UNRWA provides various livelihood, health, and protective emergency services to refugees in the West Bank who have been impacted by closures and displacement. UNRWA services help to alleviate poverty, as well as improve and maintain refugee health, safety, and welfare. Programs address unemployment, food insecurity, medical needs, environmental health concerns such as safe drinking water and adequate sanitation, and protection of refugee rights. Based upon direct observation, analysis of program documents, and discussions with numerous officials with firsthand knowledge of conditions in the West Bank, OIG concludes that UNRWA's Emergency Appeal program adequately provides critical services to refugees in the West Bank. The following sections describe UNRWA's Emergency Appeal programs in the West Bank, the types of services offered and, if known and provided by UNRWA, the number of beneficiaries.

TEMPORARY JOB CREATION

Continuing unemployment in the West Bank makes the job creation program the first priority for assistance. In 2009, UNRWA provided 38,323 contracts for job opportunities, resulting in nearly 1.2 million workdays and benefiting 296,632 individuals (job holders and dependents). In speaking with beneficiaries, OIG found that many preferred the job creation program over food assistance. UNRWA staff and beneficiaries stated that work opportunities instill pride in refugees who are able to contribute to the upkeep and renovation of their communities, and that salaries enable refugees to obtain other needed items for their families and infuse money back into the community. However, workers expressed concern that the job creation program only provides short-term employment; they wished UNRWA would extend employment for longer periods of time and increase the number of beneficiaries under the program. To approve job projects, refugee camps, villages, and UNRWA officials together discuss action plans created from community master plans. If projects are agreed upon, the parties sign a memorandum of agreement for work to be accomplished. Labor is allocated monthly or quarterly, depending on location needs, refugee socioeconomic status, and the availability of funds. Beneficiaries are given

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1-to-3-month contracts for jobs ranging from gardening, construction, maintenance, and agriculture to school guards, school assistants, and janitors. Eligible beneficiaries can earn a maximum of \$420 a month up to three times a year or a total of \$1,260 for the year. The program also targets women and the disabled. For UNRWA, the job creation program is less costly than food assistance due to savings in overhead and storage facilities.

OIG team members visited and observed a few work sites, spoke with onsite project managers, and interviewed workers. In Zeita, the team visited a municipal park where gardeners were working and also observed the construction of stone barrier walls surrounding agricultural land to prevent erosion. The team also spoke with women in Zeita whom UNRWA had recruited to work in cottage industries, food products, and handicrafts (embroidery). UNRWA has contacted the Jordan River Foundation to explore marketing the women's products in Jordan. Workers told the OIG team they learned about UNRWA's job creation program through their municipality and UNRWA brochures.

Figure 3: The photos below show job creation program projects (from left to right)—gardening, construction, and handmade products for sale.



Source: OIG

To monitor job creation program efforts, UNRWA assigns each worker a job record that is checked by an onsite project monitor. UNRWA's validation officers for the projects ensure program guidelines are being followed; the job creation program manager, area coordinator, camp services officers, UNRWA representatives, and partners periodically visit job sites to assess progress and review accomplishments. The team reviewed UNRWA's job creation program monthly monitoring reports which track projects, beneficiaries, funds disbursed for projects, and monitoring efforts. Quarterly statistical reports verify the status of work accomplished. UNRWA conducts quarterly needs assessments to determine projects for the program. The UNRWA job creation program manager also told the OIG team that UNRWA is examining new job opportunities under this program including environment-related work, recycling, camp improvement, and home-based work for women, especially women with young children or who are disabled.

FOOD ASSISTANCE

Since food insecurity continues to threaten the health of the refugee community, food assistance is the second priority in the West Bank. Food insecurity affects approximately 25 percent of the population, with higher food insecurity rates found among the Bedouins and other Palestinian herders in Area C (79 percent). In 2009, UNRWA provided food assistance to approximately 61,000 refugee families (approximately 300,000 persons). When there is an adequate supply and funding, UNRWA provides food under the Emergency Appeal program four times a year. Food packages are composed of flour, rice, sugar, whole milk, oil, and lentils. According to UNRWA, the food assistance program helps meet 27 percent of the minimum daily nutritional needs of beneficiaries, including women and children.

OIG found that UNRWA adequately tracks and controls food reception from suppliers and its distribution to beneficiaries. Food quantities and quality are verified and cross-checked between suppliers and UNRWA's Relief and Social Services Department. The emergency officer and program manager perform spot checks and inspections at warehouses and complete reports after each food distribution. UNRWA provides eligible refugees with coupons (see Figure 4, middle photo) that include identifying information and the amount of food the family is entitled to receive. Before distributing packages, distribution center personnel compare and verify information on beneficiary coupons with distribution lists provided by UNRWA. The OIG team witnessed a distribution of food packages and spoke with the onsite emergency program food and cash assistance coordinator who stated that the distribution process can take up to three days, depending on the number of beneficiaries. The team also reviewed documentation on discrepancies in food quality reported by beneficiaries, UNRWA's monitoring of such situations, and follow-up measures used to resolve issues and prevent reoccurrence. The team found no evidence of political interference or misappropriation of food (or any other assistance) intended for refugees. UNRWA officials also noted that refugees are quick to speak out and protest discrepancies in their food allocation.

Figure 4: The photos below show (from left to right) a food distribution center, a beneficiary coupon, and a family with a food package.



Source: OIG

CASH ASSISTANCE

Cash assistance, the third priority, targets refugee families who suffer from the loss of a significant source of livelihood. This cash allows families to meet basic and essential needs such as food, clothing, medications, and schools supplies for children. Some families use part of their payments to cover the costs of medical treatment. In 2009, UNRWA provided cash assistance to approximately 147 refugee families. Cash assistance is provided through grants ranging from \$75 to \$330, depending on the assessed level of poverty of the family. Grants are distributed only twice a year to eligible families. Assistance is delivered until funds are no longer available. According to PRM officials, the United States does not fund cash assistance under the Emergency Appeal program.

HEALTH ASSISTANCE

UNRWA offers assistance in emergency health, environmental health, community mental health, and disability programs for West Bank Palestinian refugees. These programs provide primary health services as specified by the World Health Organization, basic water and sanitation services for refugees living in emergency conditions, and psychosocial and mental health services. In addition, services are offered to promote, rehabilitate, and equalize opportunity for persons with disabilities.

Emergency health services include primary healthcare, vaccinations, dental health, and provision of pharmaceuticals. These services alleviate pressure on UNRWA's General Fund program. However, conditions in the West Bank have resulted in a larger demand for UNRWA-provided health services in 2009 over 2008. Currently, more than million people per year visit UNRWA's 41 primary healthcare facilities. Forty of UNRWA's primary healthcare facilities offer laboratory services and 23 provide dental services. While visiting some of UNRWA's healthcare facilities, the OIG team found overcrowding and a lack of adequate patient waiting areas, need for repair and renovation, and a shortage of storage space (see Figure 5). At present, according to UNRWA officials, UNRWA is unable to repair these facilities due to lack of funds.

Figure 5: The photos below show (from left to right) a crowded patient waiting area, lack of storage space in a pharmacy, and a physiotherapy clinic needing repair.



Source: OIG

UNRWA's mobile clinics, however, are a primary example of its proactive approach to offering healthcare to refugees with severe accessibility issues. The mobile clinics' five teams are able to provide services, medical supplies, and medicines to refugees in isolated areas where such services are difficult to obtain or nonexistent, and to those affected most by closures and access restrictions. In 2009, mobile clinics provided assistance to approximately 156,000 patients.

Through its medical screening program, UNRWA identified a rise in diabetes and hypertension in the refugee population. As a result, a new non-communicable disease program was introduced. Table 4 shows the number of identified refugees with these diseases to whom UNRWA has provided healthcare services. In addition, while UNRWA does not have a cancer screening program, it strives to use available resources to treat registered refugees diagnosed with cancer.

Table 4: Number of Refugees with Non-Communicable Diseases Provided Healthcare by UNRWA

Year	Diabetes Mellitus	Hypertension	Diabetes & Hypertension	Total
2008	6,118	11,975	10,816	28,909
2009	6,285	12,560	11,821	30,666

Source: UNRWA, April 2010

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UNRWA's West Bank disability program offers rehabilitation programs for the visually and hearing impaired, children with cerebral palsy and mental disabilities, and refugees requiring speech and physical therapies, among other services. There are 15 community rehabilitation centers; the program also supplies assistive devices, special education classes, housing modifications to facilitate access and mobility, and camps for children. In 2008, 6,120 refugees received assistive devices, and in 2009, 5,313 received such devices. UNRWA modified 47 homes in 2008 and 62 in 2009. In addition, UNRWA also had success in mainstreaming students with disabilities into regular schools and training programs—20 students in 2008 and 286 students in 2009.

UNRWA's environmental health program aims to reduce environmental and public health risks due to a lack of funding by the Palestinian Authority, destruction of critical infrastructure, and lack of access to adequate dumping sites. Environmental health-related activities include repair of basic infrastructure, monitoring and improving water quality, and assisting with solid waste disposal and removal from refugee camps. The OIG team found that UNRWA has adequately identified and attempted to alleviate environmental health concerns. UNRWA uses various reporting mechanisms to monitor and track its environmental health projects. In discussions with UNRWA and camp officials, the team discovered that UNRWA conducts regular testing of drinking water. In one case, UNRWA found system contamination caused by damaged pipes running into the Dheisheh Camp. The camp's sanitation office, working in conjunction with the Palestinian Authority, isolated and resolved the problem. The OIG team also observed a storm water drainage system/sanitation project funded by PRM. The draining ducts were functioning properly at clearing water at the camp's entrance when the team visited the site during heavy rains. Camp officials informed the team that, prior to completion of this project, accessing the camp's entrance was difficult during such weather.

The team visited a community health facility while at Camp Tulkarm. UNRWA's community mental health program offers counseling and mental health support for the most vulnerable refugees, helping to relieve problems associated with economic hardship and distress resulting from incursions, displacements, and increasing community and family violence. UNRWA offers counseling services in schools and health centers, and the program encourages development of constructive coping mechanisms.

PROTECTION

This program protects Palestinian refugees from the immediate effects of conflict and occupation to ensure the security of beneficiaries and the safety of UNRWA staff members. Rights are safeguarded and advanced through monitoring, reporting, and interventions. UNRWA uses public statements as well as private interventions with a broad range of participants to promote the protection of refugee rights. UNRWA considers and incorporates protection needs into its programs and delivery of services, and has developed a tool to establish minimum protection standards. A radio room receives and responds to calls on various types of protection situations, and a research unit operates 24 hours a day, 365 days a year to track and help handle conflicts or confrontations that arise.

OPERATIONS SUPPORT OFFICERS

The U.S. Government-funded Operations Support Officers (OSO) program helps safeguard the neutrality and integrity of UNRWA's programs and installations; monitors problems affecting the dignity, safety, and welfare of Palestinian refugees, visiting dignitaries, and others; and aids in facilitating access and logistical support. The West Bank program has a 32-member staff of OSOs, field assistants, and administrative personnel. The OIG found the 10 international staff OSOs and 18 field assistants to be the eyes and ears of the refugees and donors. The OSOs' constant presence and involvement have led to good relations with beneficiaries. Through their actions, OSOs regularly monitor and report on the neutrality of UNRWA installations, as well as assist UNRWA in assessing needs and monitoring and evaluating programs. They have established good rapport with program managers, headquarters staff, and camp service officers. The OSOs and field assistants perform inspections and site visits, identify problems and refugee concerns, check the status of refugee services, follow up with appropriate departments to resolve issues, and verify that actions have been taken. OSOs complete weekly and monthly reports, meet regularly with representatives from Consulate General Jerusalem to review issues, and assist in gathering information in locations these representatives are unable to access or observe.

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GAZA PROGRAM

According to UNRWA officials,¹⁸ the Emergency Appeal program in Gaza is reaching as many intended beneficiaries as possible given import restrictions, border closures, and UNRWA's limited financial resources. However, this situation has hindered the ability of UNRWA to assist all Palestinians residing in refugee camps and communities. Many Palestinian refugees are unable to leave or enter Gaza, which has led to increased levels of poverty and higher unemployment rates. In addition, Israel has restricted movement of Palestinian UNRWA staff members, and delayed or prevented entry into the area of UNRWA food, and medical and other supplies. Nevertheless, UNRWA staff reported that the Emergency Appeal program has been able to improve the living conditions of Palestinian refugees.

Gaza is highly dependent on UNRWA's emergency assistance, which covers the gap in aid from the underfunded UNRWA General Fund program. The General Fund program is unable to reach roughly 300,000 vulnerable families in Gaza. UNRWA has been able to fill this gap by assisting approximately 100,000 people (20,000 families) through the Special Hardship Case program (now phasing into the Social Safety Net program); approximately 200,000 families are assisted through the Emergency Appeal program. Due to budget constraints, UNRWA has imposed a ceiling on new applications for the Special Hardship Case program. The Emergency Appeal program in Gaza provides food assistance; cash assistance; temporary jobs; emergency, environmental, and community mental health services; support to community-based organizations; temporary shelter and shelter repair; OSOs; and management of emergency programs. Since 2009, the program also supports a very small portion of UNRWA's education program in Gaza.

¹⁸ Due to ongoing U.S. Government travel restrictions, the OIG team was not able to enter Gaza for this performance audit. Thus, it was more difficult to assess the efficacy of UNRWA's Emergency Appeal program. The team relied heavily on information provided by UNRWA staff members rather than direct observation.

TEMPORARY JOB CREATION

In 2009, the job creation program provided income for approximately 40,000 refugees, who supported about 200,000 dependents in Gaza, with incomes up to \$1,260 per year per family. The job creation program is implemented at UNRWA facilities and installations, municipalities, community-based organizations, non-governmental organizations, and private sector institutions. According to the Palestinian Central Bureau of Statistics, Gaza has an approximately 44 percent rate of unemployment.¹⁹ UNRWA established the job creation program to assist refugees without a family breadwinner. During a one-year period, UNRWA only provides up to three months of employment per family for unskilled and skilled workers. According to the document, *UNRWA Emergency Appeals 2008 and 2009*, the program creates short-term employment contracts, and gives priority to larger families to ensure maximum outreach. Salaries are below market rates to facilitate effective targeting and decrease displacement from regular employment. UNRWA also tries to provide jobs for the disabled.

FOOD ASSISTANCE

UNRWA assists families that have difficulty physically or economically accessing food. In 2008 and 2009, funding problems for the program were exacerbated by increases in international food prices, which hindered UNRWA's ability to provide sufficient amounts of food. In the immediate aftermath of the Israeli military operation, food assistance was expanded to reach 884,963 people (171,000 families), or effectively all registered refugees in Gaza, with the exception of Special Hardship Case families and families with members employed by UNRWA or other organizations. Subsequently, however, the number of people assisted fell back to approximately 640,000 (126,000 families). Hence, UNRWA has used the job creation program to provide salaries that allow the flexibility to buy local food and family necessities.

¹⁹ This rate is based on the Palestinian Central Bureau of Statistics' 2009 "relaxed" unemployment rate and includes refugees actively looking for the work and those who are "discouraged" (i.e., willing and able to work, but not seeking employment in the belief none will be found). During 2008, this rate reached approximately 45 percent. These rates are among the highest in the world.

EMERGENCY HEALTH

Through the emergency health program, UNRWA refers Palestinian refugee patients to private hospitals in Gaza and reimburses them for 75 percent of the medical bill. Demand for primary health services is rising, but with limited funds and equipment, UNRWA's health facilities cannot provide services to all Palestinian refugees who need health assistance. Restrictions on goods to Gaza affect the delivery of medical equipment, supplies, and medicines. Furthermore, UNRWA states that additional funding and supplies are needed to rebuild health clinics and hospitals damaged during the military operation.

ENVIRONMENTAL HEALTH

UNRWA works with Palestinian municipalities to try to prevent pollution of the water supply and buildup of solid waste in Gaza. However, restricted entry of fuel and construction materials has prevented replenishment of fuel stocks and other infrastructure supplies vital to ongoing operations. Palestinians do not have access to equipment that would enable proper water treatment and disposal of solid waste. Unreliable electrical supply and prolonged power outages add to these problems. When fuel resources are available, UNRWA provides short-term fuel supplies for vital functions, such as electricity for the sewage treatment plant. In 2008, UNRWA provided approximately 1.6 million liters of fuel. UNRWA collects solid waste in eight camps in Rafah and Khan Younis. In addition, the UNRWA Gaza Field Environment Health Department coordinates with municipalities to collect solid waste, including rubble from homes destroyed during the military operation.

TEMPORARY SHELTER AND HOME REPAIR

Due to the lack of construction materials in Gaza, UNRWA is unable to undertake major construction projects. Therefore, since June 2007, UNRWA has halted all construction projects in Gaza. However, in 2008, with its limited construction materials, the UNRWA Gaza Field Office was able to repair 1,079 refugee shelters or homes. In August 2010, in comments on a draft of this report, a Department official indicated that some imports of construction materials have resumed and a number of projects have been approved, under the supervision of international organizations, including 151 housing units and a sewage treatment facility in southern Gaza.

EDUCATION

Prior to 2009, UNRWA did not use Emergency Appeal funding for education assistance. However, in 2009, UNRWA's received \$8 million for an emergency education fund, to which the Government of Spain contributed \$7.2 million, PRM contributed approximately \$600,000, and a few non-governmental organizations donated \$200,000. According to UNRWA, the education assistance program in Gaza still lacks sufficient funding and faces many challenges.

In 2009, UNRWA used Emergency Appeal funding (\$600,000) from PRM to buy some student stationery for the 2009-2010 school year and to cover the cost of the FY 2009 remedial summer learning program. In addition, every 4 months, PRM funds were used for monitoring and evaluation of the education program. The funds supported semester testing twice during the school year; the school year has two semesters and, at the end of each semester, the UNRWA Gaza Field Office conducted a series of unified exams to evaluate the students' improvement levels in six curriculum subjects and human rights.

UNRWA operates 228 schools in Gaza that serve 206,214 students from the first through the ninth grades. Schools have limited space and physical structure. Ninety percent of UNRWA schools are double-shifted, i.e., two different schools operate in the same building at different times of the day with different sets of teachers, administrators, and students. Class sizes average 38 students and may include up to 50 students. In addition, for two and a half months in the spring (early March to mid-May), UNRWA opens 20 to 30 schools in the evenings, six days a week after regular school hours, for voluntary homework classes for 25,000 to 40,000 students per night. Some UNRWA schools were damaged during the military operation, and UNRWA lacks construction materials to repair them or to build new schools. Finally, UNRWA is unable to bring in international trainers, so teaching staff development is also a problem.

In 2009, academic results indicated that 39,600 UNRWA students in Gaza (30 percent of the total number of students in grades four through nine) were failing Arabic language and mathematics and thus, required remedial classes. UNRWA had originally established a summer learning program in 2007 for more than 50,000 students. However, by 2009, a UNRWA official noted that although the number of enrollments was reduced to 39,600 students, 15,000 students did not succeed in basic knowledge and skill tests in these two core subjects. In addition, UNRWA does not have the necessary funding to assist those 20 percent of students who have a range of special education needs due to dyslexia, eyesight and hearing problems, and other types of special needs.

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Some UNRWA students need psychological counseling because of the effects of conflict and family problems. UNRWA provides counseling and mental health services at its schools to help these children and youth cope with their problems. UNRWA has placed counselors in 171 schools and 14 in health and community-based organization centers to identify psychological, behavioral, and achievement problems.

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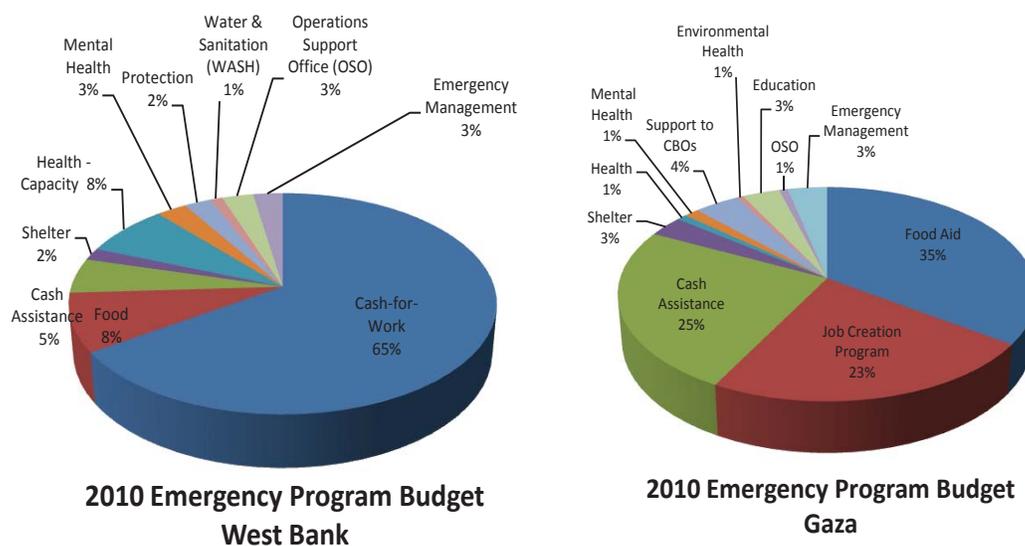
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2010 EMERGENCY APPEAL PROGRAM

As UNRWA moves into its 2010 Emergency Appeal program, it faces many of the same challenges of the 2008 and 2009 programs, such as restrictions on access and movement, episodic violence, import restrictions and border closures in Gaza, limitations on imports and exports, and increases in poverty and unemployment levels.

For the calendar year 2010 Emergency Appeal program for the West Bank and Gaza, UNRWA has requested \$322.6 million; \$73 million for the West Bank and \$249.6 million for Gaza; and an estimated \$700,000 for UNRWA headquarter components. Figure 6 below shows OIG’s analysis of UNRWA’s proposed division of requested funding for both programs.

Figure 6: Proposed Division of Emergency Appeal Funding for the West Bank and Gaza, 2010



Source: OIG analysis of UNRWA data, 2010

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UNRWA's appeal for emergency assistance in 2010 will again target communities in the West Bank most affected by access restrictions and closures, and the population of Gaza. The aim is to introduce a more targeted approach to provide relief assistance for families and individuals. This targeted approach will include: (1) emergency livelihood support (approximately \$264 million for food assistance, job creation, and cash assistance); (2) access to essential basic services such as healthcare, environmental health, and education (approximately \$23.6 million); (3) emergency shelter support, including construction of temporary shelters in Gaza using local materials, and rehabilitation and reconstruction of hazardous shelters in West Bank refugee camps (approximately \$9.1 million); (4) protection for Palestinian refugees through a broad range of strategies that promote respect for their human rights (approximately \$1.4 million); (5) the OSO program (approximately \$3.9 million); and (6) other emergency programs (approximately \$21.3 million).

CONCLUSION

Despite the security concerns and unstable environment in the West Bank and Gaza, UNRWA works diligently to deliver the most possible assistance to the Palestinian refugee population. A mature organization with over 60 years experience, UNRWA has put in place a set of assistance delivery systems and monitoring checks to ensure donor-provided funding is reaching the intended beneficiaries. UNRWA has shown itself adept at critically examining its performance, monitoring outcomes, and using feedback to adjust and improve its programs as necessary. New systems, such as the recently introduced methodology for determining poverty and calculating assistance needs, are still being tested, and in some cases, lack of funding may constrain activities. However, OIG concludes that UNRWA is doing commendable work to overcome obstacles and challenges, and to improve the lives of Palestinian refugees.

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ABBREVIATIONS

Department	Department of State
MERO	Middle East Regional Office
OIG	Office of Inspector General
OSO	Operations Support Officers
PMTF	Proxy Means Testing Formula
PRM	Bureau of Population, Refugees and Migration
RRIS	Refugee Registration Information System
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East

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APPENDIX I: PURPOSE, SCOPE, AND METHODOLOGY

The Middle East Regional Office (MERO) of the Office of Inspector General (OIG) initiated this work under the authority of the Inspector General Act of 1978, as amended, to review the management and implementation of the 2008 and 2009 Emergency Appeal for the West Bank and Gaza. The objectives of this review were to determine: (1) how assistance requirements were calculated; (2) whether assistance reached intended targets; and (3) if program performance measures were established and achieved.

In developing this assessment, OIG met with a broad range of Department officials from the Bureau of Population, Refugees and Migration (PRM), the refugee coordinator's office at Consulate General Jerusalem, and the Deputy Envoy and Chief of Staff for the Special Envoy for Middle East Peace. OIG had extensive discussions with UNRWA officials responsible for managing the emergency programs in the West Bank, including the operations directors for the West Bank and their deputies; emergency program officers, job creation program managers, field health program managers, chief physicians, a mental health coordinator, special environmental health chiefs, water and sanitation health staff, relief and social services chiefs, protection officers, operation support officers, the education officer, the Da'am project coordinator, and field program support officers. The team also met with representatives from the European Commission, the European Commission Humanitarian Aid Department, and the UN Office for the Coordination of Humanitarian Affairs. In Amman, Jordan, team members interviewed the Director of UNRWA's Department of Internal Oversight Services and the Senior Monitoring and Evaluation Officer for the Program Coordination and Support Unit.

The OIG team interviewed and interacted with refugee beneficiaries, camp service officers, and the Tulkarm refugee camp committee. Team members visited refugee camps, villages, and a community of Bedouins and herders. In the West Bank, the team observed the provision of various Emergency Appeal program services, inspected a food warehouse and observed a UNRWA food distribution program, toured job creation work sites, visited a mobile health clinic, and viewed completed water and sanitation projects within camps. In addition, the team reviewed program documentation provided by UNRWA, PRM, and other sources.

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Due to security concerns the team was unable to travel to Gaza, but instead conducted video interviews with UNRWA Gaza staff members responsible for implementing the Emergency Appeal program there. At Consulate General Jerusalem, the OIG team interviewed in person the Gaza Director of Operations and the Deputy Director for Emergency Operations. The team also obtained and reviewed relevant Emergency Appeal program documents and reports for Gaza.

Finally, the OIG team met with the UNRWA Senior Poverty Advisor at UNRWA's headquarters in Amman, Jordan, to obtain information on the economic model, the Proxy Means Testing Formula, used to assess the economic and social vulnerability of Palestinian refugees. The OIG team assessed the methodology and the process for calculating poverty based on indicators of poverty and family characteristics, and verified the steps UNRWA takes to ensure the completeness and accuracy of the data used in the calculation.

OIG conducted this performance evaluation from February 2010 to May 2010. OIG did not use computer-processed data to perform this evaluation. OIG conducted this performance evaluation in accordance with the quality standards for inspections and evaluations issued in January 2005 by the Council of Inspectors General on Integrity and Efficiency.

This report was prepared under the direction of Richard "Nick" Arntson, Assistant Inspector General for MERO. The following staff members conducted the review and/or contributed to the report: Patrick Dickriede, Mona Halasa, Kelly Herberger, and Mable Stanford.

APPENDIX II: DA'AM PROGRAM APPLICATION FORM (WEST BANK)

<i>Relief and Social Services Division</i> <i>West Bank Field</i> <i>Da'am Programme</i>		دائرة خدمات الاغاثة والخدمات الاجتماعية اقليم الضفة الغربية برنامج دعم
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Application Form (Da'am Program)

Important Note: for your best interest make sure that you check your application and make sure all questions have been answered before putting the form into the drop box. You can also ask the field researchers at the site. Make sure the information you provide is correct, a home visit will be done to verify the given information.

1. UNRWA Registration Number			
2. Name of head of the family			
3. ID number of the head of the family			
4. Date of Birth of the head of the family	Day _____	Month _____ Year _____	
5. Is the family head suffering any type of disability	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
6. Gender of the head of the family	Male <input type="checkbox"/>	Female <input type="checkbox"/>	
7. Level of Education of the head of the family	No formal Education <input type="checkbox"/>	Completed Primary only <input type="checkbox"/>	
	Completed Secondary only <input type="checkbox"/>	Completed post secondary <input type="checkbox"/>	
8. Zone	Area A <input type="checkbox"/>	Area B <input type="checkbox"/>	Area C <input type="checkbox"/>
9. Governorate	Jenin <input type="checkbox"/>	Tubas <input type="checkbox"/>	Jericho <input type="checkbox"/>
	Nablus <input type="checkbox"/>	Salfit <input type="checkbox"/>	Bethlehem <input type="checkbox"/>
	Tulkarem <input type="checkbox"/>	Ramallah <input type="checkbox"/>	Hebron <input type="checkbox"/>
	Qalqilia <input type="checkbox"/>	Jerusalem <input type="checkbox"/>	
10. Locality	Camp <input type="checkbox"/>	Village <input type="checkbox"/>	
	City/Town <input type="checkbox"/>	Bedouin Encampment <input type="checkbox"/>	
11. Permanent Address:	Camp		
	Village or City		
	Street		
	Close to Mosque (Name of Mosque)		

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Close to shop (name of shop)			
Close to school (name of school)			
12. Phone number (landline)		13. Cell phone number	
14. Is your place of living affected by the separation wall?		Yes <input type="checkbox"/>	No <input type="checkbox"/>
15. Does your family have problems accessing food and other recourses as a result of closures, checkpoints, barrier....etc?		Yes <input type="checkbox"/>	No <input type="checkbox"/>
16. Number of people in your family		17. number of people under 18 years old	
18. Number of family members 65 years or older.		19. Number of family members with special needs (rehabilitation, ill health, physical or mental disability)	
20. Type of residence	House	<input type="checkbox"/>	Single Room <input type="checkbox"/>
	Apartment	<input type="checkbox"/>	Other <input type="checkbox"/>
21. Number of rooms in residence (including kitchen and bathrooms)			
22. Family assets (enter 0 if you own none)			
Telephone (landline)		Water Heater	
Cell Phone		Vacuum cleaner	
Heater		Oven	
		Satellite Dish	
		Computer	
		Private Car	
23. Number of Animals currently owned (enter 0 if none)			
Small (poultry, pigeons, rabbits)		Medium (goats, sheep, other)	
		Large (horses, cows, camels, donkeys)	
24. Number in family 18 years or older with full-time employment			
25. Number in family 18 or older, unemployed (able to work but not working)			
26. If your family was given a temporary work opportunity through JCP, who would you nominate for the job (from those in your family 18 or older and unemployed)			

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Nominee Name		ID Number	
Date of Birth: Day _____ Month _____ Year _____			
Gender	Male <input type="checkbox"/>	Female <input type="checkbox"/>	Is the nominee disabled Yes <input type="checkbox"/> No <input type="checkbox"/>

27. If your family was given cash assistance and the head of the family is not qualified to receive it, who do you nominate to receive the check (from those in your family 18 or older):

Name:	ID number:	Age:
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28. Does your family need social assistance (in the area of disability, vocational training, loans...etc)?	Yes <input type="checkbox"/>	No <input type="checkbox"/>
--	------------------------------	-----------------------------

29. If you answered yes to the previous question, which of the following programs would meet your social needs?

CMHP	<input type="checkbox"/>	Disability Program	<input type="checkbox"/>	RMTC	<input type="checkbox"/>
MMD	<input type="checkbox"/>	Women Program	<input type="checkbox"/>	RWTC	<input type="checkbox"/>
CMF	<input type="checkbox"/>	KTC	<input type="checkbox"/>	Health Centers	<input type="checkbox"/>
Shelter Rehabilitation	<input type="checkbox"/>	Other programs from outside UNRWA	<input type="checkbox"/>		

30. The reason for applying (check the main reason only)

Divorce <input type="checkbox"/>	Accident <input type="checkbox"/>	Permanent Illness <input type="checkbox"/>	Loss of Income <input type="checkbox"/>
Arrest <input type="checkbox"/>	Death <input type="checkbox"/>	Other reasons (please specify)	

Name of Applicant _____ Signature _____

Date _____

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APPENDIX III: PROGRAM APPLICATION FORM (GAZA)

UNRWA Social Safety Net Programme Relief Services Assistance Application		الأونروا برنامج شبكة الأمان الإجتماعي طلب مساعدة خدمات إغاثة
Any application that includes missed or wrong data/information will be disregarded and will not be dealt with		

<p align="right"><u>Introduction:</u></p> <p>As part of its ongoing efforts to improve services to the poorest Palestine refugees, UNRWA is improving its "Special Hardship Case Assistance Programme", which will be renamed "Social Safety Net Programme". The main improvement is to identify needs on the basis of poverty alone by doing away with the current status base system with age and gender discrimination that amount to a bias against the working poor. These changes will not translate into a decrease in the type and amounts of assistance provided per person under the program.</p> <p>Poor refugee families wanting to receive assistance from UNRWA should fill out and submit an application form. Submitting an application does not entitle a family for automatic participation in the SSNP program.</p> <p>General Conditions:</p> <ol style="list-style-type: none"> All UNRWA registered refugee families, including refugee women married to non-refugees, who are unable to meet their basic food requirements are entitled to apply to the Social Safety Net Programme. Only one application for each family will be accepted. <p>Instructions to fill in the Application:</p> <ol style="list-style-type: none"> All application data/information should be filled in a complete, clear and correct manner. All questions should be answered, following the instructions for each question. Put a circle around the suitable answer to each question under Housing Characteristics. All Individual Characteristics questions should be answered for every person in the family, following the hereunder answer choices. Any application with missed or wrong data/information will be disregarded and will not be dealt with. 	Identification Information
<p>501 Registration No. (Ration Card No.):</p> <p align="center"> <input type="checkbox"/> </p>	<p>501 Name of card holder: (Full Name)</p> <p>ID No.:</p> <p align="center"> <input type="checkbox"/> </p>
<p>555 Address of family: Governorate: () Address:</p>	<p>112 Telephone No.:</p> <p align="center"> <input type="checkbox"/> </p> <p>Jawwal No.:</p> <p align="center"> <input type="checkbox"/> </p>

Housing Characteristics

301	Ownership of tenure?	1. Rent 2. Owned 3. Other (provided with subsidized rent, without payment, work,...)		308	Are some or all of the rooms in the residence characterized by humidity?	1. Yes 2. No.
302	What is the total number of rooms in the residence used by applicant family? ()			309	Availability of Durable Goods	
303	Connection to network water?	1. Public network (Municipality, UNRWA, etc...) 2. Private System (Well, tanks, etc.) 3. No piped water		310	Refrigerator	1. Have 2. Don't have
304	Type of accommodation?	1. Villa 2. Apartment 3. House 4. Other (Room, Tent, Marginal)		311	Washing machine	1. Have 2. Don't have
305	Availability of a Toilet	1. Toilet with piped water 2. Toilet without piped water 3. Not available of a toilet.		312	Central heating	1. Have 2. Don't have
				313	Dish washer	1. Have 2. Don't have

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306	Main Source energy used for heating?	1. Gas 2. Electricity 3. Kerosene 4. Coal/Firewood 5. None 6. Other (specify) ()
	Main source energy used for cooking?	1. Gas 2. Electricity 3. Kerosene 4. Coal/Firewood 5. None 6. Other (specify) ()
314	Phone line	1. Have 2. Don't have
315	Mobile	1. Have 2. Don't have
316	Electric sweeper	1. Have 2. Don't have
317	Satellite/Dish/Antenna	1. Have 2. Don't have
318	Video	1. Have 2. Don't have
319	Cloth dryer	1. Have 2. Don't have
320	Private car	1. Have 2. Don't have

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Individual Characteristics

All questions should be answered for every person in the family, using the hereunder Choices for Answering Questions.

401	402	403	404	405	406	407	408	409	410	411
Serial No.	Name of family Member	Relation to the head of family	Does the person live with the family?	Gender	Date of Birth (DD/MM/YYYY)	Age	Education Status	Economic status for individual 10 years and above		
							What is the educational stage that s/he ever successfully completed?	Economic status	Working sector	Main occupation
1.										
2.										
3.										
4.										
5.										
6.										
7.										
8.										
9.										
10.										
11.										
12.										
13.										

Choices for Answering Questions:

Choices of Question No. (403):	1.Head 8. Sibling 13. Other (Specify) ()	2 Spouse 9. Grandparent	3. MWN 10. Adopted	4. Son/Daughter	5. Grand Child 11. Other relatives	6. Parent 12. Non-relatives	7. Parent in -law
Choices of Question No. (404):	1. Yes	2. No					
Choices of Question No. (405):	1. Male	2. Female					

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Choices of Question No. (408):	1. Illiterate 2. Read and write 3. Elementary 4. Preparatory 5. Basic 6. Vocational Education 7. Secondary 8. Intermediate 9. B.A., B.Sc. 10. Higher diploma 11. M. A. 12. Ph. D.
Choices of Question No. (409):	1. Employed 2. Doesn't work 3. Student 4. Housekeeper 5. Disabled 6. Not working & not looking for work 7. Other 8. Not applicable
Choices of Question No. (410):	1. Doesn't work 2. Government 3. Private/Foreign 4. Non-Profit Organization 5. Private-National 6. International Organization 7. Other (Specify) ()
Choices of Question No. (411):	0. Armed Forces 1. Legislators, Senior Officials, and Managers 2. Professionals 3. Technicians and Associate Professionals 4. Clerks 5. Service Worker and Shop and Market Sales Workers 6. Skilled Agricultural and Fishery Workers 7. Craft and Related Trades Workers 8. Plant and Machine Operators and Assemblers 9. Elementary Occupations 10. Doesn't work

Undertaking

I certify that all information provided is correct, and in case there is any missed or wrong data/information the application will be disregarded and will not be dealt with.

Signature of Applicant:

Date:

For the use of UNRWA Relief & Social Services Programme

Employee No.:

Date:

Signature:

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Attachments

المرفقات

The following documents must be attached: يجب إرفاق المستندات التالية:
Copy of ID card- Copy of Reg. card-Certificates (if any) صورة الهوية-صورة بطاقة التموين-صورة عن الشهادات (إذا وجدت)

Undertaking

تعهد

I certify that all information provided is correct, and I undertake to commit my self to any job offered to me.

إنني أقر بأن جميع المعلومات المرفقة صحيحة، وأنني أتعهد بقبول أي وظيفة تقدم لي.

التوقيع/Signature

For JCP Management Programme's use

لاستخدام برنامج البطالة فقط

Receiving Date				تاريخ استلام الطلب
No of Application				رقم الطلب
Approved/مقبول	Rejected/مرفوض	(If rejected why?)	JCP	GTP
<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>

شروط قبول طلبات التشغيل

1- برنامج خلق فرص عمل لتشغيل العاطلين عن العمل:

- 1 - يحق العمل في برنامج البطالة لكل العائلات التي لديها كرت تموين أو العائلات المختلفة (المواطن المتزوج من لائحة و المواطنة المتزوجة من لاجئ).
- 2 - يتم إعطاء الأولوية في العمل للحالات المحتاجة و الفقيرة.
- 3 - لا يحق العمل للعائلات التي يعمل أحد أفرادها في وكالة الغوث .
- 4 - العائلات التي يعمل أحد أفرادها في السلطة الوطنية الفلسطينية أو جامعة أو موظف لدى واحدة من المؤسسات الكبرى بإمكان أحد أفرادها الاستفادة من هذا البرنامج و ذلك في حالة ما كانت هذه العائلة مستفيدة من برنامج الغذاء الطارئ.

2- برنامج تدريب الخريجين الجدد:

- 1 - يجب أن يكون المتقدم/المتقدمة متخرجاً/متخرجة من جامعة أو كلية ولا تزيد مدة تخرجه عن ثلاث سنوات.
- 2 - يحق للمتقدم/المتقدمة الخريج/الخريجة أن يتقدم لبرنامج التدريب و إن كان أحد أفراد عائلته يعمل في وكالة الغوث أو السلطة الوطنية الفلسطينية أو جامعة أو موظف لدى واحدة من المؤسسات الكبرى.
- 3 - سيتم الاختيار بناءً على المعدل الجامعي وعلى مدى توفر أماكن عمل (وظائف) لهذا التخصص.
- 4 - يعطى اعتبار خاص و أولوية للخريجين من ذوي الاحتياجات الخاصة في حال الحاجة لتخصصهم.

شروط عامة:-

- 1 - يحق لكل أفراد العائلة المسجلين في نفس بطاقة التموين تقديم طلب، لكن يحق لفرد واحد فقط من أفراد العائلة العمل في البرنامج في فترة محددة.
- 2 - يحق لأي فرد في العائلة التقدم لفرصة عمل أخرى عند انتهاء عقد العمل القديم.
- 3 - يجب أن لا يقل عمر المتقدم عن 18 سنة ولا يزيد عن 60 سنة.

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- 4 - الأشخاص ما بين سن 60 - 65 يحق لهم التقدم لطلب فرصة عمل شرط أن لا يكون في بطاقة التموين أي شخص آخر عمره فوق 18 عاما سوى أشخاص معاقين لا يقدرين على أداء عمل أو لديهم إعاقات واضحة لا تمكنهم من العمل.
- 5 - لا يجوز التقدم للعمل في برنامج البطالة لأي طالب في مدرسة أو كلية أو جامعة.
- 6 - سيتم إعلام المتقدمين الذين تم ترشيحهم للعمل بوقت وتاريخ توقيع العقد ويجب على المرشحين الالتزام بالحضور لتوقيع العقد في الوقت والتاريخ المحددين.
- 7 - في حال الغياب بدون عذر أو الأداء غير الملائم أو إحداث مشاكل من قبل المتعاقد سيتم إيقافه عن العمل.
- 8 - في حال الغياب لعذر هام يجب إعلام المسئول عنك.
- 9 - لا يجوز التحويل من وظيفة إلى أخرى، و على المتقدم الالتزام بالوظيفة التي تم ترشيحه لها.
- 10 - لا يجوز التحويل من قسم إلى قسم أو من منطقة إلى أخرى، و على المتقدم الالتزام بمكان الوظيفة التي تم ترشيحه لها.
- 11 - لا يجوز التحويل من الفرد المرشح من العائلة إلى أي فرد آخر في العائلة إلا في الأسباب القاهرة مثل وجود عجز طبي أو حالة وفاة. و في هذه الحالة يتم إعادة التقدم بطلب جديد للفرد المراد تبديله.
- 12 - يدعم البرنامج حق المرأة وذوي الاحتياجات الخاصة في العمل ويشجعهم على التقدم لطلب العمل.
- 13 - يتم إعطاء حق الأولوية (و ذلك بقدر الامكان) للعائلات التي لديها أفراد من ذوي الاحتياجات الخاصة.
- 14 - يجب على المتقدمين توضيح المهن و المهارات التي لديهم (إن وجدت).
- 15 - في حالة عدم توفر فرصة عمل مناسبة لأي فرد من أفراد العائلة تتناسب مع نوعية الدراسة أو الخبرة، سيتم ترشيحه لأي فرصة عمل أخرى وذلك حسب احتياجات الأونروا.

تعليمات خاصة بتعبئة الطلب:-

- 1 - كل طلب يحتوي على بيانات ناقصة أو مغلوبة أو غير مرفق بالمستندات المطلوبة سيتم تجاهله.
- 2 - في حالة وجود سؤال في الطلب تتم الإجابة بنعم أو لا ، و يوجد مربع مخصص لذلك ، فإن أي علامة في المربع تعني موافقتك على هذا الخيار ، لذا في حالة عدم موافقتك على هذه الخيار يجب عليك تركه فارغاً بدون أي علامة.
- 3 - لا يجوز الكتابة في الجزء المخصص لاستخدام برنامج البطالة.

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APPENDIX V – COMMENTS FROM CONSULATE GENERAL JERUSALEM

Consulate General Jerusalem Comments on the Office of the Inspector General, Middle East Region Office Report on the United Nations Relief and Works (UNRWA) Emergency Appeal — Gaza

Consulate General Jerusalem appreciates the opportunity to comment on the OIG report entitled, “The Emergency Appeal Program of the United Nations Relief and Works Agency for Palestine Refugees in the Near East,” which treats the humanitarian work undertaken by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the operational challenges the Agency faces in providing services in the West Bank and Gaza. Consulate General Jerusalem takes seriously its responsibility, shared with the Bureau of Population, Refugees, and Migration, to monitor UNRWA’s programming, as well as the overall humanitarian situation of Palestinian refugees in West Bank and Gaza. Through our Refugee Coordinator, Consulate Jerusalem provides ongoing monitoring of the activities of UNRWA’s West Bank and Gaza Emergency Appeal (EA). The Refugee Coordinator meets regularly with UNRWA leadership at headquarters, and at the West Bank and Gaza Field Offices, to monitor UNRWA EA activities. This regular contact includes bi-monthly meetings with USG-funded Operations Support Officers in the West Bank and Gaza who ensure the neutrality of UNRWA’s operations and installations. While the Refugee Coordinator cannot travel to Gaza as a matter of USG policy, the Refugee Coordinator conducts regular field visits to the West Bank to monitor EA programs. We will continue to monitor the new systems put in place by UNRWA and highlighted by the OIG report, including a new methodology introduced for determining poverty and calculating assistance needs. Based on our monitoring and sustained engagement with UNRWA, we agree with the OIG’s conclusion that “Despite security concerns and unstable environment in the West Bank and Gaza, UNRWA works diligently to deliver the most possible assistance to the Palestinian refugee population (page 30).”

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APPENDIX VI – COMMENTS FROM THE BUREAU OF POPULATION, REFUGEES AND MIGRATION

To: OIG – Richard G. Arntson

From: PRM – Kelly T. Clements

Subject: Office of the Inspector General (OIG) Review of the
 United Nations Relief and Works Agency for Palestine Refugees
 in the Near East (UNRWA) Emergency Appeal (EA) for West Bank
 and Gaza, Fiscal Year 2008-2009

The U. S. Department of State’s Bureau of Population, Refugees, and Migration (PRM) appreciates the opportunity to comment on the final draft of the OIG report entitled, “The Emergency Appeal Program of the United Nations Relief and Works Agency for Palestine Refugees in the Near East.” We note that the report includes no recommendations for PRM. PRM will continue to monitor closely UNRWA’s programming under the EA, along with the overall humanitarian situation of Palestinian refugees in the West Bank and Gaza.

PRM agrees with the findings of the report that UNRWA is undertaking considerable measures to ensure effective programming of emergency humanitarian activities in the West Bank and Gaza. We note the effect of UNRWA’s programs in providing moderate education, basic healthcare, and relief and social services to over 1.8 million refugees in the West Bank and Gaza, and for these reasons, the United States continues to be a strong supporter of UNRWA’s humanitarian efforts in the West Bank, Gaza, and beyond.

PRM is pleased that the OIG acknowledges the reforms and achievements UNRWA has made regarding the West Bank and Gaza EA, despite obstacles including persistent funding shortfalls, movement restrictions, and conflict. Though outside the timeframe considered in this report, we note the continued success of the 2010 UNRWA Gaza Summer Games, which began in 2007. Despite two separate attacks by militants who burned tents and destroyed camp equipment, UNRWA’s Gaza office staff and volunteers kept the Summer Games running for more than

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250,000 Gazan children and led them on to set two world records, including 72,000 children breaking the record for the most basketballs bounced at the same time. The Agency also achieved its goal to increase the number of girls participating, despite Hamas' increasing pressure to reduce involvement of girls and women in public events.

PRM would like to also stress its commitment to oversight of UNRWA's programs and processes as they relate to USG compliance with section 301 (c) of the 1961 Foreign Assistance Act, as amended. As reported in a February 2010 limited-scope OIG report, UNRWA maintains a number of policies and procedures that ensure neutrality and conformance with funding conditions set in section 301 (c), as amended. PRM remains steadfast in its dedication to monitoring the implementation of these policies and procedures through our Washington, D.C.-based staff, as well as our Regional Refugee Coordinator at the Consulate General in Jerusalem.

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and resources hurts everyone.

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