



UNRWA occupied Palestinian territory Flash Appeal January – December 2025

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The 2025 occupied Palestinian territory Flash Appeal was facilitated by the Department of Planning, UNRWA.

About UNRWA

The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is a United Nations agency established by the General Assembly in 1949 with a mandate to provide humanitarian assistance and protection to registered Palestine refugees in the Agency's area of operations: the West Bank, including East Jerusalem, Gaza, Syria, Lebanon and Jordan pending a just and lasting solution to their plight. Thousands of Palestine refugees who lost both their homes and livelihood because of the 1948 conflict have remained displaced and in need of significant support for nearly seventy-five years. UNRWA helps them achieve their full potential in human development through the quality services it provides in education, health care, relief and social services, protection, camp infrastructure and improvement, microfinance and emergency assistance. UNRWA is funded almost entirely by voluntary contributions..

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Cover photo: The eyes of a child reflect the horrors and uncertainty around him, Gaza Strip. © November 2024 UNRWA
photo by Ashraf Amra

table of contents

foreword	4
funding requirements	7
the Gaza Strip context	8
the West Bank context	11
UNRWA response	14
Gaza Strip	14
West Bank, including East Jerusalem	21
regional preparedness and response	27
endnotes	28

foreword

Under the 2025 United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) occupied Palestinian territory (oPt) Flash Appeal, UNRWA is seeking US\$ 1.7 billion to address the most critical humanitarian needs of 1.9 million vulnerable Palestine refugees and non-refugees in Gaza and over 275,000 persons in the West Bank, including East Jerusalem. This Appeal comes in response to the ongoing, unprecedented escalation of conflict and protection crisis across the Gaza Strip and the West Bank. It outlines the estimated resource requirements to reduce suffering and prevent further loss of life.

The 2.1 million residents of the Gaza Strip are living in a state of acute humanitarian crisis, precariously close to famine. Nearly all essential infrastructure, including health, energy, water, waste management and shelter has been destroyed or rendered inoperable as a result of the war.¹ This dire situation is likewise a result of the ongoing access restrictions faced by humanitarian actors, preventing the delivery of vital aid and services. Over a year into the conflict, the toll on human lives has been devastating. As at 17 December 2024, more than 45,000 Palestinians, including women and children, have been killed and at least 107,000 injured,² while thousands remain missing under the rubble.³ In the West Bank, including East Jerusalem, the loss of life, violence, demolitions and movement restrictions have reached levels unseen since the second intifada (2000-05).⁴ Meanwhile, 2024 has become the deadliest year for humanitarian personnel on UN record. The war in Gaza has driven this surge in casualties, with at least 320 humanitarian workers killed in the first year of the conflict, the vast majority of whom were UNRWA personnel.⁵

On 28 October 2024, the Israeli Knesset passed two bills which seek to prohibit UNRWA's activities and preclude contact between the Agency and Israeli officials. It is unclear whether and to what extent these laws will be implemented. Moreover, it is unclear whether their geographic scope would cover the oPt (i.e. East Jerusalem, West Bank and Gaza) in part or in full.

Notwithstanding the foregoing, the Agency fully intends to continue complying with the mandate provided to it by the United Nations General Assembly (UNGA). This mandate has recently been reaffirmed by UNGA resolution A/ES-10/L.32 of 12 December 2024, entitled "Support for the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East." The resolution, passed with 159 states in favour, underscores the irreplaceability of the Agency and stresses "the importance of cooperation of all States and other United Nations bodies with the Agency to enable the effective implementation of its mandate in all fields of operation until the realization of a just solution to the question of Palestine, including for the Palestine refugees, in accordance with the relevant UN resolutions."⁶

At a time when the entire population of Gaza is reliant on humanitarian aid, no organization can replace or substitute UNRWA. Unprecedented needs require a response at scale; the Agency remains the backbone of that response. UNRWA constitutes well over half of the entire emergency response in Gaza. From the onset of the conflict, the Agency has distributed food to 1.9 million people facing extreme hunger, while facilitating approximately 63 per cent of all primary health care consultations in Gaza, averaging 16,000 per day and reaching 1.6 million since the start of the conflict. With 90 per cent of the population displaced (1.9 million people), over one hundred UNRWA facilities out of 350 installations in total have been converted into emergency shelters, housing around 400,000 internally displaced persons (IDPs) in December 2024.⁷ In addition to managing shelters, the Agency provides over half of all shelter and non-food item (NFI) assistance monthly, ensuring vital support reaches those in need. Water, sanitation and hygiene (WASH) services remain a cornerstone of UNRWA's operations, supplying over 600,000 persons with water from its wells, producing 80 million litres monthly. Moreover, the Agency continues to provide solid waste collection and transfer services, with around 10,000 tonnes of waste collected from camps and emergency shelters and moved to temporary dumping sites in October alone. The above-mentioned services are provided every day by thousands of UNRWA staff who, though displaced and themselves severely affected by the war, continue to report to duty and deliver assistance to an entire population in need.⁸

Prior to the conflict, the Agency ran half of all schools in the Gaza Strip, providing basic education to some 300,000 students. Since the hostilities began, as UNRWA schools turned into shelters for the displaced, the Agency has become the primary provider of emergency education and psychosocial support (PSS) with over 520,000 children reached with PSS and recreational activities. Since August, UNRWA's 'Back to Learning' programme providing basic numeracy, psychosocial activities (singing, drawing etc.) and reading skills to children, also benefitted over 18,000 traumatized schoolchildren in its shelters, with a focus on expanding informal learning activities.

In addition to the direct distribution of assistance, the entire aid operation in Gaza is reliant on UNRWA for critical common services and last mile support. The Agency provides support for the distribution of humanitarian assistance; to date, UNRWA still receives, stores and distributes all fuel that formally enters the Gaza Strip, coordinates monitoring and support for aid missions inside the Strip and hosts dozens of sister humanitarian agencies and the inter-agency coordination mechanism in its facilities in Khan Younis. Approximately 1.4 million people in need have been served

with non-UNRWA food parcels distributed by the Agency. Without UNRWA, the collective humanitarian response, including the delivery of emergency food, shelter, WASH and health care services to most of Gaza's population would grind to a halt.

Against this backdrop, in 2025, UNRWA is seeking funds to support the distribution of critical food rations for **1.1 million** people in Gaza, including nutritional supplies for **1 million** people who have sought refuge in and around the Agency's emergency shelters, to avert famine. UNRWA will provide primary health care to more than **1.6 million** people through seven of its **27** health centres that are still operational, including five temporary health centres and **54** mobile medical points located in and outside the shelters, which are equipped with emergency, trauma and delivery kits. Some medical points will be expanded to provide more comprehensive care. Inside and around the shelters, NFIs such as mattresses, blankets, kitchen sets and hygiene kits will be delivered to at least **1.2 million** IDPs. Mental health and psychosocial support (MHPSS) will be provided to IDPs sheltering in and around UNRWA facilities, particularly some **462,000** children. Protection monitoring will be scaled up through dedicated focal points in each emergency shelter, with identified cases, including survivors of gender-based violence (GBV) and unaccompanied and separated children, referred to case management and targeted assistance. As the situation allows, remote formal education will be extended to approximately **300,000** UNRWA students, ensuring continuity of learning and support for their educational needs. Emergency multipurpose cash assistance (MPCA) for up to **100,000** most vulnerable households will also be provided, contingent on prevailing conditions.

In the West Bank, including East Jerusalem, UNRWA will support **275,778** Palestine refugees most impacted by dramatically rising protection violations and access restrictions imposed by the Israeli authorities. In and outside of camps, the Agency will provide shelter assistance for **15,600** Palestine refugees affected by Israeli home demolitions, displacements and other major impacts on safe tenure due to protection violations. UNRWA will also repair critical water and sanitation infrastructure in Palestine refugee camps damaged by militarized Israeli operations, to ensure continuity of services for the **230,000** registered Palestine refugees living there, representing a quarter of the total registered refugee population in the West Bank. The Agency will address the basic needs of the most vulnerable Palestine refugees and others affected by movement restrictions, including through food assistance to **136,000** of the most vulnerable, encompassing more than 15,600 Palestine refugee families, and livelihood interventions befitting **8,000** Palestine refugee households. Finally, UNRWA will ensure access to basic services for populations in hard-to-reach communities, including health care for **36,573** individuals and education for **22,500** vulnerable students at Agency schools.

The Appeal includes the UNRWA Headquarters functions required to support the emergency response in Gaza, West Bank, as well as regional preparedness and support. UNRWA's interventions will be reviewed regularly as the situation evolves with regard to the recently passed legislation by the Israeli Knesset, depending on whether these are implemented and if so, to what extent, where and within what timeframe. The Agency's planning is fully aligned with the assumptions laid out in the inter-agency oPt Flash Appeal.

Operational assumptions

In Gaza, humanitarian assistance remains the primary means of addressing life-saving needs for Palestinians in 2025, with the UN continuing as the largest actor on the ground due to the absence of a clear political resolution. Assistance must often be distributed to the same population multiple times, as ongoing Israeli evacuation orders and continued bombardment repeatedly displace communities. Market functionality and access to cash remain limited, with the financial sector largely incapacitated. Operational costs continue to rise due to high expenses associated with storage and demurrage, as critical supplies are denied access into Gaza. These challenges are compounded by security concerns and rising commodity prices, as local sourcing remains extremely limited. The lack of facilitated movement and ongoing military operations continue to significantly restrict the mobility of humanitarian supplies and actors, as well as civilians. The Wadi Gaza checkpoint and excessive administrative bureaucratic procedures imposed by the Israeli authorities will likely remain in place, further complicating operations. Should a ceasefire come into place, further to ongoing negotiations at the time of writing, the situation would have to be re-assessed, but unless the breakdown of law and order in Gaza is fully addressed and an environment conducive to the safe and efficient entry and delivery of aid is put in place, it is unlikely that the vast majority of the above-mentioned assumptions would change. In the absence of any functioning private and commercial sector, Gazans would still be wholly dependent on humanitarian aid.











In the West Bank, violence is intensifying, including through increased airstrikes by the Israeli Security Forces (ISF), and Israeli settler attacks. Escalating assaults on health, education and WASH facilities lead to the repeated destruction of essential civilian infrastructure. Large-scale restrictions on movement continue to impede Palestinians and humanitarian actors from traveling between cities or areas. The continued Israeli restrictions on exports and imports, combined with a collapse in Palestinian Authority (PA) revenues, hinder salary payments and the provision of essential services. Unemployment is at 60 per cent,⁹ with private sector liquidity shrinking and informal trade reduced. Limited access to employment opportunities, due to Israeli work permit restrictions, as well as agricultural lands will further exacerbate livelihood challenges.



UNRWA warehouse, Gaza Strip. © August 2024
UNRWA Photo

funding requirements

This document represents the third update of the [UNRWA oPt Flash Appeal](#). It covers the period, January to December 2025 and its requirements are fully encompassed in the 2025 inter-agency oPt Flash Appeal.

Interventions		Gaza	West Bank	Regional / Headquarters	Total
	Food Security	529,360,000	38,989,914	-	568,349,914
	Emergency Shelter and Non-Food Items	156,179,058	29,837,799	-	186,016,857
	Emergency Health and Nutrition	130,194,675	6,050,085	-	136,244,760
	Water, Sanitation and Hygiene	274,182,532	8,385,162	-	282,567,694
	Protection	121,156,324	6,645,261	357,560	128,159,145
	Education in Emergencies and Mental Health and Psychosocial Support	110,568,210	9,449,891	-	120,018,101
	Site Management	53,959,320	-	-	53,959,320
	Emergency Multi-Purpose Cash Assistance	38,544,750	-	150,000	38,694,750
	Logistical Support to Common Services	5,883,000	-	115,450	5,998,450
	Coordination, Management and Preparedness	194,466,149	7,968,331	1,174,076	203,608,556
Total		1,614,494,019	107,326,443	1,797,086	1,723,617,547



the Gaza Strip context

Following over a year of relentless bombardment and an ever-tightening siege,¹⁰ the Gaza Strip is effectively unfit for human habitation. At least 45,000 Palestinians have been killed¹¹ and over 107,000 injured since the start of the war through 17 December 2024,¹² with thousands more unaccounted for.¹³ In Israel, the conflict has claimed the lives of over 1,200 people, including foreign nationals, while approximately 5,500 have been injured in relation to the 7 October 2023 attack by Hamas on Israel.¹⁴

In Gaza, some 1.9 million people (90 per cent of the population) have been displaced - with many experiencing displacement more than ten times - due to Israeli military operations and cyclical evacuation orders, covering nearly the entire Strip.¹⁵ Civilians are perpetually forced to move from one unsafe location to another.¹⁶ In overcrowded and often unsafe conditions, women and girls in particular face heightened risks of GBV, with limited access to privacy, security and basic hygiene facilities. This lack of protection is further exacerbated by the collapse of social support systems and unequal access to already scarce resources, further undermining their safety and well-being, alongside other vulnerable groups at risk of exploitation and abuse.¹⁷

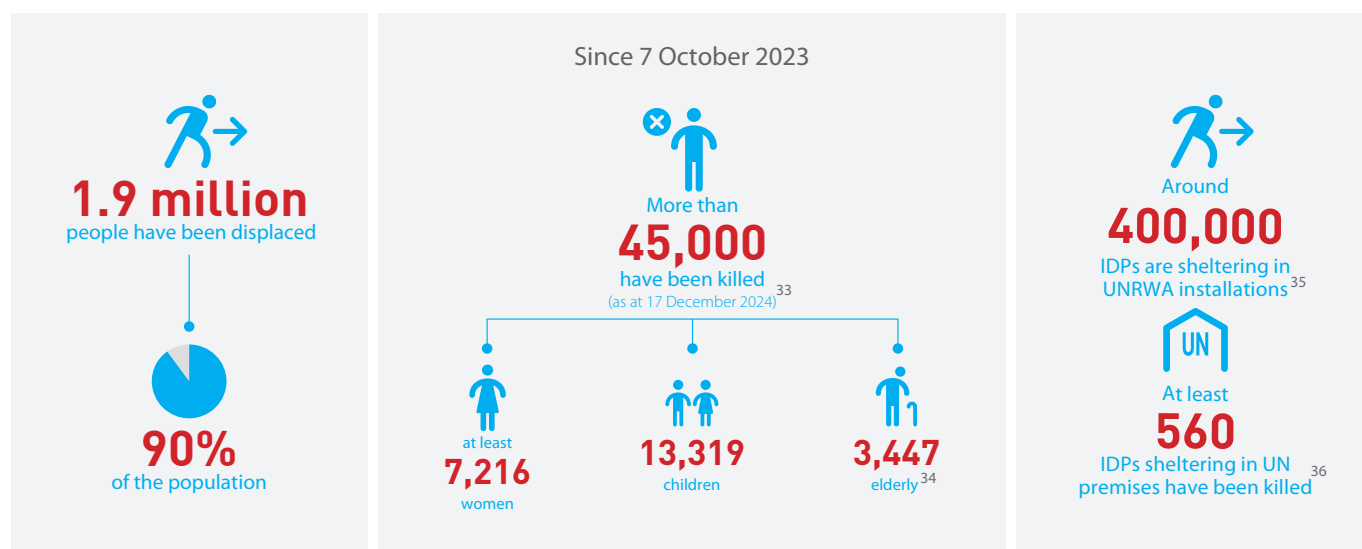
Intense bombardments by the ISF have devastated essential infrastructure. Over 60 per cent of civilian structures and 65 per cent of roads have been completely destroyed, leaving over 40 million tonnes of debris, contaminated with hazardous materials and unexploded ordnance.¹⁸ Uncontrolled waste dumping and untreated sewage have polluted water sources and soil, while irregular open burning of waste and the impacts of bombardment have exacerbated air pollution.¹⁹ Gaza's health care system has collapsed with hundreds of medical workers killed or injured and approximately 94 per cent of health facilities damaged or destroyed.²⁰ The destruction of electricity systems, severe fuel shortages and denied permission to import critical spare parts, have further crippled what remains of essential services, including hospital generators and water

desalinization plants.²¹ With over 90 per cent of housing stock destroyed or damaged,²² people live in overcrowded shelters and tents - anywhere they can find space, including amid sewage on the seashore and among the rubble of destroyed buildings, exposed to hazardous elements.²³

Gaza is at risk of a man-made famine, experiencing the worst food insecurity ever recorded by the Integrated Food Security Phase Classification (IPC), the humanitarian system's famine monitoring mechanism.²⁴ Reliance on emergency food aid is nearly total due to destroyed agricultural systems and restricted imports.²⁵ An 86 per cent economic contraction during the first quarter of 2024 and a near-complete halt of economic activity have plunged Gaza into a deep recession, with the cost of basic commodities skyrocketing by close to 250 per cent.²⁶

Gaza is one of the most dangerous places on earth to deliver aid. Clearly marked humanitarian aid convoys have been attacked on multiple occasions despite Israeli forces formally approving their movement.²⁷ In just over a year since 7 October, over 320 humanitarian workers have been killed in the response effort, compared to 281 killed globally in 2023, itself a record-breaking figure.²⁸ The disbandment of Gaza's police force after being targeted by the ISF has eroded public order, further impeding the delivery of aid.²⁹

Even before 7 October 2023, a 15-year-old child in Gaza had lived through five conflicts and 80 per cent of the population was already dependent on humanitarian assistance.³⁰ New Israeli-imposed restrictions over the past year have compounded the impacts of a 17-year blockade³¹ that has severely limited imports of food, fuel and medicine, shelter and hygiene items. Humanitarian access is frequently and systematically denied. One year into the conflict, humanitarian aid allowed to enter the Gaza Strip dropped to an all-time low, with an average of just 37 humanitarian trucks per day entering in October 2024, significantly below the pre-war daily average of 500.³²

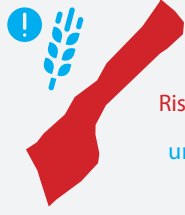




Stagnant, polluted water swamps the streets, a consequence of relentless bombardments destroying vital water networks. Residents are left surrounded by water, yet none is safe to drink, amplifying their desperation, Khan Younis, Gaza Strip. © July 2024 UNRWA Photo

humanitarian needs

Food Security



Risk of famine exists in all areas of the Gaza Strip under a reasonable worst-case scenario³⁷



Reliance on emergency food aid is nearly total, yet

83%

of required food aid fails to enter Gaza, a stark increase from 37% in 2023³⁸

Shelter



Over **90%** of housing units have been destroyed or damaged³⁹



Cyclical displacement has left an estimated **1.19 million** people struggling to survive



in **453** makeshift or scattered sites across southern Gaza⁴⁰



An additional **700,000** people have sought shelter in public buildings, with host families, or in damaged houses and collective shelters⁴¹



including **400,000** currently sheltering in UNRWA installations operating far beyond capacity⁴²

WASH



Clean water production is at just **5%** of its pre-conflict daily output⁴³



Up to **84.6%** of WASH infrastructure has been damaged⁴⁴

Nutrition



Acute malnutrition affects 1 in 10 children, a drastic rise from 1 in 100 children before 7 October 2023



An estimated **60,000** cases of acute malnutrition are projected among children aged 6 to 59 months between September 2024 and August 2025⁴⁵

Health



94% of health facilities in Gaza are damaged or destroyed⁴⁶



Over **4,050** individuals⁴⁷ with severe injuries have undergone amputations



including at least **1,000** children⁴⁸ many of whom had their operations performed without anaesthesia due to access restrictions

Gaza has the highest number of child amputees per capita anywhere in the world⁴⁹



Tens of thousands of people have sustained life-altering injuries and require urgent rehabilitation services⁵⁰

Protection



Over **17,000** children are unaccompanied or have been separated from their families⁵¹



Approximately **83%** of people with disabilities have lost their assistive devices during displacement⁵²



96% of women experienced some form of GBV⁵³

Education & MHPSS



658,000 children – nearly half of them UNRWA students – have been denied access to education for a second consecutive year



Nearly **95%** of basic, secondary, and tertiary education facilities have been damaged or destroyed⁵⁴



Nearly **1.2 million** children are in need of MHPSS for depression, anxiety and suicidal thoughts⁵⁵

the West Bank context

Violence, destruction and loss of life in the West Bank, including East Jerusalem, have reached levels unseen since the second intifada (2000-05).⁵⁶ Clashes between armed groups and the ISF have intensified. ISF operations in the West Bank have become increasingly militarized, including through the use of airstrikes and the destruction of civilian homes and infrastructure, and are conducted in a manner which, violate international human rights norms and contribute to a cycle of further instability and violence according to OHCHR.⁵⁷ Densely populated Palestine refugee camps in northern West Bank, including Jenin, Nur Shams, Tulkarm and El Far'a, have been the focus of clashes and of ISF operations. Palestine refugee camp residents face live ammunition, tear gas and improvised explosive devices, which also threaten camp infrastructure. Since the onset of the Gaza conflict, 809 Palestinians were killed (36 per cent inside Palestine refugee camps), including 177 children, marking the deadliest period for Palestinians in the West Bank in two decades.⁵⁸

Settler violence escalated dramatically after 7 October 2023.⁵⁹ During this period, 43 new illegal settler outposts were established in the West Bank, compared with an annual average of seven in the nearly three decades prior.⁶⁰ Settlements deprive Palestinian communities of access to land, especially rangelands and water. Moreover, settler attacks have forcibly displaced Palestinians from their lands and expanded existing settlements, further entrenching Israel's unlawful control over the West Bank.⁶¹

In further violation of international law, the Israeli authorities continue to apply domestic legislation, including discriminatory zoning laws and policies, to demolish Palestinian homes.⁶² These demolitions have caused further psychological trauma, disruption of education services, loss of livelihoods and strained the capacity of health services.

Increased Israeli restrictions on the movement of Palestinians in the West Bank since 7 October 2023 have undermined the access of humanitarian actors to affected communities, as well as Palestinian access to livelihoods and essential services such as health and education.⁶³ The termination of work permits for Palestinians both in Israel and in Israeli settlements, coupled with escalating violence disrupting supply chains, production capacities and workplace access, have caused more than 306,000 jobs to be lost,⁶⁴ pushing the West Bank's unemployment rate from 12.9 per cent before the conflict, to the highest on record at 32 per cent in early 2024.⁶⁵

Protection violations, such as the excessive use of force by the ISF, settlement expansion and settler violence, land confiscations, the demolition of Palestinian structures and access restrictions have also contributed to already increased socioeconomic vulnerabilities. The deterioration of the protection environment further impacts the most vulnerable Palestine refugees, including persons with disabilities, women and children.







The UNRWA Camp and Community Services Office in Nur Shams camp was destroyed during an operation by Israeli Forces, disrupting vital support services for the community, Nur Shams, West Bank. © November 2024 UNRWA photo by Jonathan Fowler


humanitarian needs

Protection, including Safe Shelter/Tenure


212%
increase in refugees
needing, and assisted
by UNRWA protection
interventions ⁷⁴
(Q3 2023–Q3 2024) — due to —



63%
increase in ISF
operations ⁷⁵


182%
rise in
fatalities ⁷⁶




76%
increase in civilian objects
(e.g., homes, commercial
buildings) demolished ⁷⁷


237%
rise in
displacement ⁷⁸

Education in Emergencies & MHPSS

21 of 187
school days lost
in the 2023/24
school year for

15,000
UNRWA students
— particularly affecting
Jenin, Tulkarm, Nur
Shams and Balata
Palestine refugee
camps
due to ISF incursions ⁷⁹


Evacuations of students
due to large-scale ISF
incursions occurred
**twice in September
2024**


5%
increase in
student enrolment to
47,167
28,547 girls
18,620 boys
— at — 
96
UNRWA schools
(2024/25)

Food Security & Livelihoods



~171,000
labourers from the West
Bank who previously
worked in Israel and the
settlements have lost
their job ⁸⁰


30.7%
unemployment rate
(30.8% for Palestine
refugees, ⁸¹ 38.3% in
camps ⁸²)


Herder and Bedouin communities living or owning
agricultural land in Area C and the Seam Zone ⁸³ have
been heavily impacted by restrictions on access to
grazing land and markets, the denial of access to basic
infrastructure, the rejection of applications for building
permits and the demolition or threat of demolition to
homes, schools and animal shelters


Emergency Health


Palestine refugees face
prolonged lack of access to
primary health care, including
essential medications during
large-scale ISF incursions


74%
increase in consultations at
UNRWA health facilities due
to the impact of deteriorating
conditions, including closures
due to ISF incursions ⁸⁴


Due to the prevailing access and socioeconomic
conditions, many Palestine refugees are increasingly
relying on UNRWA's health care services.
This underscores the critical need to upgrade
facilities, deploy short-term emergency personnel
and ensure adequate preparedness for emergency
health care interventions in 2025

WASH


Repeated damage to
WASH infrastructure
due to cyclical
incursions that affect
health and well-being


UNRWA has implemented infrastructure
projects in five Palestine refugee camps, but
need far exceeds response capabilities

UNRWA response

Gaza Strip

Food Security and Livelihoods

To avert crisis levels of food insecurity across the Gaza Strip, UNRWA will continue to provide in-kind **food assistance to 1.1 million people**. The Agency-provided food basket consists of flour, rice, sugar, salt, dry yeast, sunflower oil, dry chickpeas, powdered milk, dry lentils, halawa, pasta, coarse bulgur, (halal) canned beef, feta cheese, hummus, white beans, whole chickpeas, fava beans, jam, tomato paste, tuna and sardines. Due to high food insecurity and limited availability of basic staples in Gaza, the food basket is intended to cover 90 per cent of daily caloric needs. Its composition may change as the context and needs evolve.

To further support the alleviation of food insecurity and enable beneficiaries to meet their most basic needs, UNRWA will expand cash-for-work (**CfW**) **programming**.

The Agency has continued to create jobs in and outside of UNRWA-managed shelters since the start of the conflict and the ensuing large-scale and protracted displacement. Under the current Appeal, the Agency plans to **increase the number of contracts** active at any one time in 2025 to **over 7,000**. Current short-term CfW positions involve jobs such as guards, cleaners, sanitation workers, maintenance technicians, distribution labourers, social workers, administrative assistants, clerks and monitors. UNRWA will also use CfW in support of **one-off initiatives** such as the 2024 polio campaign in which 1,849 CfW beneficiaries worked as administrators of oral vaccines, registration officers and social mobilizers. The Agency will continue to align CfW with the Gaza Cash Working Group (CWG) guidance on pay scales, which currently sets the daily rate for skilled workers at NIS 65 (US\$18) and for unskilled workers at NIS 50 (US\$14).



Women bake bread in a tent set up within the compound of an UNRWA emergency shelter, Deir El-Balah, Gaza Strip. © November 2024 UNRWA photo by Ashraf Amra

Emergency Shelter and Non-Food Items

Due to ongoing, large-scale, and repeated displacement, the population faces increasing challenges in moving their most essential belongings to their next makeshift shelter. In response, the Agency will continue to provide critical shelter and NFIs to displaced families, including tents, sealing and framing kits, mattresses, mats, blankets and kitchen sets

for up to **1.2 million IDPs (240,000 families)**. UNRWA also plans to provide families with clothing to address the critical shortage of even the most basic garments. When the situation allows, the Agency will complete a rapid assessment of damaged UNRWA installations and undertake repairs to restore and strengthen its operational capacity wherever possible.



UNRWA personnel unload mattresses and other essential NFIs to distribute to displaced families who have fled airstrikes multiple times, often with only a few personal belongings they could carry, Gaza Strip. © November 2024 UNRWA photo by Ashraf Amra

Emergency Health

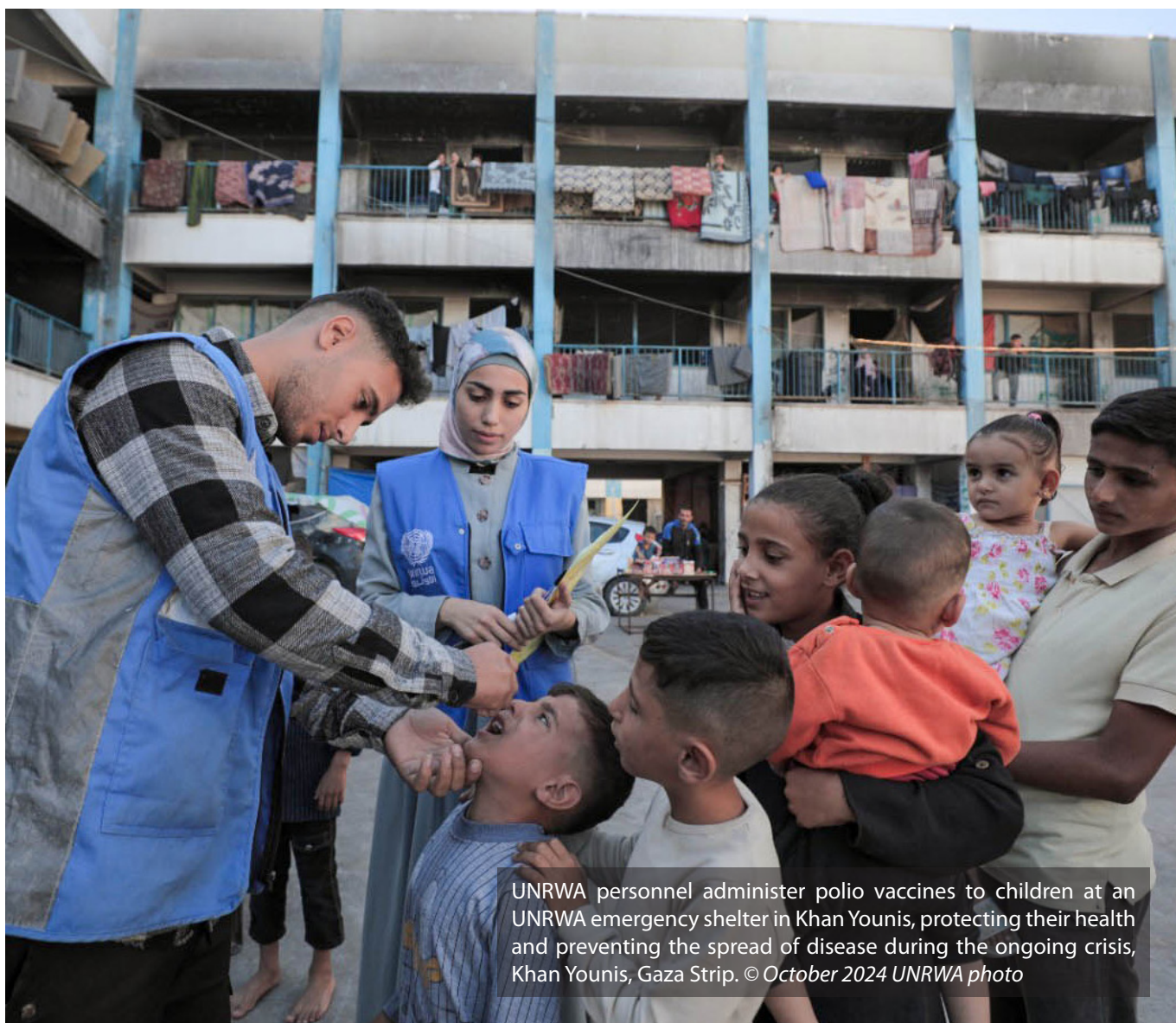
UNRWA currently provides primary health care services through **seven functioning and accessible Agency health centres** out of a total of 27 (including three out of five temporary health centres), and 54 medical points located in and around UNRWA managed shelters and sites. The number of health centres and medical points fluctuates in accordance with access, security conditions and demand. Services provided include maternal and child health care, the management of communicable and non-communicable diseases and MHPSS. Through these facilities and personnel, UNRWA has provided an average of 16,000 medical consultations each day since the start of the conflict, corresponding to around **two-thirds of all primary health care** dispensed across the Gaza Strip.

Due to the limited services that UNRWA can provide through medical points, the Agency plans to enhance health care delivery in 2025 by increasing the number of temporary health centres. This initiative aims to provide more comprehensive primary health care services across a broader range of geographic areas. To address declining

access to tertiary medical care in the Gaza Strip and enhance emergency preparedness, UNRWA will also **expand its support for trauma and emergency care**. This includes prepositioning trauma and emergency kits, providing hospitalization assistance and offering hospital subsidies. Additionally, where feasible, the Agency will deliver assistive devices and rehabilitation services.

Nutrition

In the face of imminent famine in Gaza, and a rapid increase in identified cases of malnutrition, UNRWA will continue to conduct nutritional assessments and **screening for malnutrition** for children aged six months to five-years-old. In addition, the Agency will coordinate with other humanitarian actors, such as the United Nations Children's Fund (UNICEF) and World Food Programme (WFP) to provide **supplementary food for children and pregnant women** identified as malnourished and at risk of thereof, with supplies provided through partners. UNRWA will also continue to provide supplementary food such as high energy biscuits to children attending temporary Agency learning spaces.



UNRWA personnel administer polio vaccines to children at an UNRWA emergency shelter in Khan Younis, protecting their health and preventing the spread of disease during the ongoing crisis, Khan Younis, Gaza Strip. © October 2024 UNRWA photo

Water, Sanitation and Hygiene

Under the 2025 oPt Flash Appeal, UNRWA will **increase access to water** for displaced persons and those who have been able to return home, by maintaining the operation of existing desalination systems, water wells and water trucking. This will be achieved through the provision of fuel to desalination stations, generators, wells and for water trucking operations. Where necessary, the Agency will provide bottled water to ensure that a clean and safe supply is available for those without access to this basic resource. UNRWA will also construct water production wells equipped with desalination systems.

Destroyed and damaged waste management systems, overcrowded living conditions and limited resources, contribute to significant environmental health risks for IDPs. Through this Appeal, UNRWA aims to **improve environmental health** through the: (i) provision of family hygiene kits / items; (ii) installation of toilet and sanitation units; and (iii) provision of cleaning supplies and hygiene promotion activities at Agency managed shelters. In coordination with a range of actors, UNRWA will continue to be **the key provider** of primary and secondary **solid waste collection and vector control** services in Gaza.



Displaced children queue patiently to fill their families' jerry cans with water, a solemn reminder of the relentless struggle for basic survival amidst displacement and the impact on young lives, UNRWA emergency shelter in Deir El-Balah, Gaza Strip. © February 2024 UNRWA photo by Ashraf Amra

Protection

Ongoing full-scale hostilities, unprecedented mass displacement and overcrowding in IDP sites have compounded protection risks, including physical harm, GBV, child exploitation and psychological trauma. In response, UNRWA will continue to **scale-up protection monitoring** through focal points in each Agency-managed emergency shelter. Identified cases will be assisted through UNRWA's **case management** system. In addition, the Agency plans to provide protection NFIs, including **dignity kits, baby hygiene kits, diapers, seasonal clothing and assistive devices**. UNRWA will also provide **explosive ordnance risk education sessions** to raise awareness amongst affected populations, especially children who are constantly exposed to risks due to the current situation. To **strengthen social cohesion**, the Agency will offer community radio programming with messaging on a range of protection issues and risks. UNRWA will also reinforce its Prevention of Sexual Exploitation and Abuse (PSEA) mechanisms. Special attention and **support** will be extended to **specific protection cases including released detainees, unaccompanied and separated children and GBV cases**.

Education in Emergencies and Mental Health and Psychosocial Support

The scale of destruction in Gaza has forced 400,000 IDPs to seek refuge and protection in UNRWA installations, mainly

school buildings, where it is expected that they will remain for a prolonged period of time. Formal education has been disrupted, affecting students' learning and well-being as they are exposed to daily traumas. To address this, UNRWA will continue to provide individual and group **MHPSS sessions to up to 462,000 children** through its counsellors and assistant counsellors. Complementing this intervention, **recreational kits** will be provided to up to **220,000 families with children**.

Aligned with the UNRWA Education in Emergencies (EiE) Approach and the oPt Education Cluster Gaza Response Plan, UNRWA launched its **"Back-to-Learning" programme** on 1 August 2024 that offers non-formal education to help children reengage with learning amid the ongoing war. In 2025, the Agency plans to establish **additional temporary learning spaces** in accessible areas and **resume formal remote education** through the use of: (i) printed learning materials; and (ii) resources uploaded to the UNRWA Digital Learning Platform. These materials are tailored by grade level and cover core subjects. Concurrently, the Agency will prioritize in-person education for children in grades 1-4 in temporary learning spaces where teachers will be equipped with a set of learning routines. Additionally, preparations are underway to restart UNRWA technical and vocational education and training activities in 2025.



UNRWA counsellors provide essential psychosocial support to Palestine refugee children through group activities, helping them cope with the trauma of their experiences, Rafah, Gaza Strip. © September 2024 UNRWA photo



Young Palestine refugee girls of various ages take part in recreational and learning activities in a temporary learning space at UNRWA Khan Younis Co-ed School, which also serves as an emergency shelter for displaced families, Khan Younis, Gaza Strip. © November 2024 UNRWA photo

Site Management

With up to 90 per cent of Gaza's population displaced, often on multiple occasions, a strengthened site management system and processes are needed to ensure that IDPs have equitable access to basic services and essential supplies. UNRWA aims to target around **100 currently accessible UNRWA shelters** (i.e. south of Wadi Gaza), providing general site management support, including coordination and information management, maintenance and protection mainstreaming at each site.

Multi-purpose Cash Assistance

Under its MPCA intervention, UNRWA will target up to **100,000 households** unable to benefit from CfW. In this regard, beneficiary categories may include, but are not limited to, **female headed households, adolescent and child headed households and households that include the elderly**. For these most vulnerable populations, the Agency will provide MPCA aligned with the Gaza CWG recommended transfer value, currently NIS 1,000 (US\$ 277.8) per family. As market functionality permits, UNRWA will expand MPCA support to ensure that affected families with special vulnerabilities are able to meet their most essential needs through the most flexible and dignified approaches possible.

Common Services, Coordination and Management

From day one of the conflict, under considerable threat to their lives, UNRWA personnel have stayed and delivered at scale. Currently over **5,500 UNRWA personnel are actively engaged** in the daily delivery of humanitarian aid across the Gaza Strip. The overwhelming majority are IDPs themselves and many have been displaced multiple times. In such a personally and professionally destabilising environment, the present Appeal will include the **importance of staff care** to ensure that those who have been tirelessly working to respond to this unprecedented emergency, receive the care they need and deserve.

In terms of supplies entering Gaza, stock handling and distribution, UNRWA remains the largest humanitarian entity across the supply chain. To sustain direct emergency response interventions, the Agency requires funds for logistical and operational needs, including personnel, non-personnel and safety requirements. UNRWA is committed to enhancing the efficiency of assistance delivery by

implementing digital verification of recipients as soon as conditions permit.

In addition to the direct distribution of assistance, **UNRWA is the backbone of the overall emergency response** in Gaza, with the entire humanitarian community relying on the Agency's infrastructure, logistics and personnel who ensure **common services and last mile support for all** humanitarian responders. This includes the receipt of assistance, storage and onward distribution across Gaza, as well as tracking and reporting on aid that has been distributed. In addition, the Agency will utilize its trucks to **transport assistance into and throughout Gaza** and deploy its personnel and pumps to ensure the coordinated dispatch of fuel to hospitals, water desalinization stations, sewage processing centres, humanitarian entities and other critical providers of lifesaving services. UNRWA will likewise continue to **host humanitarian organizations** and the **inter-agency coordination mechanism** at its Joint Humanitarian Operations Centre at the Agency Japanese Health Centre in Khan Younis. This facility currently accommodates around 40 agencies, including UN organizations with more than 200 personnel and international and national non-governmental organizations (NGOs).

In cooperation with the United Nations Department of Safety and Security, UNRWA will continue to **coordinate mission clearance, monitoring and support for aid missions** inside Gaza (including daily inter-agency missions). Information generated by the Agency and disseminated in Gaza, including on supplies, health and IDP movement will remain critical for humanitarian organizations and the international community to plan and prioritize assistance and advocate on behalf of the affected population.

Should UNRWA be rendered unable to continue operating in the Gaza Strip due to the implementation – in whole or in part - of the Knesset Bills, this will create **a devastating gap in critical services** such as education, health care, WASH, food assistance and employment **for almost two million Palestinians**. Furthermore, given UNRWA's critical role as a backbone of support for the broader humanitarian community in Gaza, there is deep concern about whether the community could effectively fill the void amid already strained resources, coordination challenges, and heightened instability. UNRWA will adapt the response modalities laid out in this Flash Appeal in line with operational exigencies.

West Bank, including East Jerusalem

Food Security and Livelihoods

In cooperation with WFP, UNRWA will continue supporting Bedouin and Herder communities in Area C with food security interventions, continuing to provide in-kind food assistance in the first half of the year, while transitioning to **food vouchers** valued at US\$ 13.66 (ILS 50) per person, per month, in the second half of 2025. The transition will help alleviate supply chain challenges related to increased access restrictions imposed by the Israeli authorities since the outbreak of the war in Gaza. These include access restrictions in relation to grazing land, markets and basic infrastructure, the rejection of applications for building permits and the demolition or threat of demolition to homes, schools and animal shelters. This intervention will target **38,350 individuals**, predominantly Palestine refugees, **facing threats or consequences of home demolitions, loss of livelihoods and displacement.** In addition to

the food security intervention in support of Bedouin and herder communities in Area C, UNRWA and WFP will provide food vouchers to **19,500 West Bank households (99,670 individuals)**, who have been hardest hit by the deteriorating security situation and movement restrictions, leading to the loss of income opportunities. Finally, the Agency will extend **emergency CfW** opportunities to **8,000 households** in Palestine refugee camps severely affected by the ongoing crisis and economic losses. In this regard, one member per household will receive a **three-month CfW contract** with an average remuneration value of US\$ 561 per month. Participants will take on temporary skilled and unskilled roles, contributing to the delivery of UNRWA services, maintenance and repair of Agency installations, community infrastructure projects, as well as short-term capacity building opportunities within community-based organizations in Palestine refugee camps.



A young Palestine refugee acquires practical trade skills at UNRWA's Kalandia Vocational Training Centre, Kalandia, West Bank. © November 2024 UNRWA photo by Mohammad Sharif

Emergency Shelter and Non-Food Items

Increased violence, including militarized ISF operations in and outside of Palestine refugee camps have resulted in widespread home demolitions, displacement, damaged civilian infrastructure, restricted access to housing and severe psychological and social impacts, particularly affecting vulnerable groups. In response, UNRWA will assist **15,000 households** through the provision of immediate psychological first aid and cash-based **shelter support to better cope with displacement, minor shelter repairs and/or the rapid loss of their livelihood(s)**. The Agency's Crisis Intervention Unit and shelter team will identify and assess affected households for cash-based shelter support. Cases will be referred internally to other UNRWA programmes, such as education, health, and social services for case management, and externally to humanitarian actors providing specialized MHPSS services, additional cash-based assistance to complement UNRWA's support, or preventative

measures for households exposed to recurring incidents. The target reflects a significant increase in assistance needs, driven by a 212 per cent rise in affected households from ISF incursions since Q3 2024, especially in and around Palestine refugee camps.⁸⁵

UNRWA will also support up to **500 households in rehabilitating their shelters through the self-help approach**, implemented through a cash transfer system, that empowers families to manage their own repairs. In this regard, the Agency's support will enable families to purchase materials and, if needed, hire laborers to carry out repair work, with UNRWA site engineers providing close monitoring and technical assistance throughout the process. Finally, **1,900 newly displaced households** will receive **NFIs**, including blankets, mattresses, and dignity kits, ensuring immediate relief for families affected by the protection crisis in the West Bank.



One of the hundreds of Palestinian homes demolished during Israeli Forces operations in the Nur Shams camp, West Bank, leaving families homeless and displaced. © January 2024 UNRWA photo by Mohammad Sharif

Emergency Health

UNRWA remains committed to ensuring **uninterrupted health care services** to Palestine refugees, amid heightened demand due to conflict-related violence, growing socioeconomic vulnerabilities and stringent movement and access restrictions. To address the impact of recurring violence in Palestine refugee camps, the Agency will: (i) strengthen **trauma response** capabilities in its health centres with additional emergency medical supplies; (ii) pre-position essential supplies in the most affected areas in northern West Bank; and (iii) procure and install essential laboratory equipment. Due to current movement restrictions, transferring medical samples between UNRWA health centres is now nearly impossible, highlighting the need for **on-site diagnostic capabilities**. A new medical storage facility in Nablus will ensure safe storage and timely medication distribution in northern West Bank.

Four mobile health teams will provide critical **access to health care**, particularly primary care and essential medications, **during prolonged large-scale ISF incursions**, while telemedicine services will support patients remotely. The Agency will also deploy **80 additional health care workers**, including psychosocial counsellors, nurses, midwives, pharmacists and laboratory technologists, across its health clinics in the West Bank. This intervention aims to address increasing workloads and replace personnel unable to reach their duty stations **due to movement restrictions**.

UNRWA will offer **hospitalization support to 500 Palestine refugees**, ensuring that those in critical need of care receive timely attention during ongoing crises. The Agency will also ensure that health clinics are repaired and remain operational should they sustain damage due to ISF incursions.



UNRWA provides essential medicines to Palestine refugees, including treatments for life-threatening conditions, through its network of pharmacies located in Agency health centres, Arroub camp, West Bank. © September 2024 UNRWA photo by Mohammad Sharif

Water, Sanitation and Hygiene

Large-scale, militarized ISF incursions in Palestine refugee camps resulted in significant damage to water and sanitation systems. Under this Appeal, UNRWA aims to restore access to WASH services for Palestine refugees, with a primary focus on highly affected camps in the North and other vulnerable areas in the West Bank. To this end, the Agency will support the **repair of water and sewage networks** and make emergency household connections to ensure uninterrupted access to essential services. UNRWA will also address the need for **solid waste collection and removal**, especially in camps that experience frequent ISF incursions and clashes,

by hiring additional sanitation labourers. The Agency will ensure adequate maintenance of the existing solid waste management fleet and replace containers in camps that were damaged during ISF incursions and exchanges of fire. In addition, as part of UNRWA's commitment to anticipatory action, towards the end of the year, UNRWA sanitation labourers will clean drains and storm water drainage channels to mitigate the risk of winter flooding. Essential repairs and the rehabilitation of WASH facilities in select installations (schools and health centres) will also be undertaken to ensure the continued provision of critical services to Palestine refugees.



UNRWA engineers and sanitation labourers repair water and sewage pipes damaged during Israeli Forces' incursions in Nur Shams camp, West Bank. © November 2024 UNRWA photo by Jonathan Fowler

Protection

UNRWA will continue to **document protection threats** / incidents, including potential violations of International Humanitarian Law and International Human Rights Law, including grave violations of children's rights. Protection teams will also lead the Agency's civil-military coordination liaison, **engaging with the authorities and other duty bearers** on a range of protection topics, including humanitarian access. **Support for vulnerable groups, including women, children and persons with disabilities, will be scaled up through community-based organizations (CBOs)**. As CBOs are embedded in the community, they will support UNRWA in better identifying and addressing protection risks while ensuring tailored, context-specific and inclusive responses. CBOs will help establish gender-sensitive and child-friendly safe spaces, strengthen referral mechanisms for GBV survivors, support people with disabilities through rehabilitation activities and

the provision of assistive devices, and facilitate community engagement and dialogue. Additionally, UNRWA will deliver **cash-for-protection to 600 families** facing urgent protection needs relating to GBV, child protection, the elderly and persons with disabilities. The Agency will also provide **support for specialized software and hardware to enhance mobility, hearing, vision and communication for 330 persons with disabilities**.

The overall emergency response in the West Bank will implement gender, age and disability-sensitive programming that integrates PSEA and strengthens **accountability to affected populations**. This includes the addition of dedicated capacity to manage beneficiary feedback hotlines, trainings on humanitarian principles for frontline personnel, beyond those who conduct routine quarterly integrated assessments of UNRWA installations and facilities.⁸⁶



UNRWA provides specialized support to young Palestine refugees with disabilities, ensuring that essential services and opportunities are accessible and inclusive, Kalandia camp, West Bank. © November 2024 UNRWA photo by Mohammad Sharif

Education in Emergencies and Mental Health and Psychosocial Support

UNRWA's EiE programme will **address learning loss and trauma** among children in violence-affected areas. To this end, the Agency will provide transportation for 766 children and teachers, enabling them to reach their schools safely. Emergency preparedness in **43 UNRWA schools** will be strengthened through **prepositioning trauma kits**, enhanced safety measures in **hotspot schools** and infrastructure **repairs after ISF incursions**. In addition, **22,500 students** from UNRWA schools most impacted by closures will benefit from two **catch-up programmes**, focusing on core subjects including mathematics and Arabic.

To enhance student well-being and mental health, UNRWA will provide individual and group counselling to 19,819 students from 43 vulnerable schools and 1,500 education personnel. Furthermore, 15,000 vulnerable students will take part in winter and summer camps based in UNRWA schools. In addition, the integration of MHPSS in teaching and learning processes will be strengthened and teachers will be trained on how to implement MHPSS exercises in the classroom.

Risk Management and Coordination Mechanisms

As the humanitarian operational environment across the West Bank continues to deteriorate, the Agency will manage

risks to, and the repercussions on, provision of services, including procurement, logistics and staff movement. Alternative cold-chain and standard warehousing in a safe and accessible location, will be rented when there are risks to accessing central warehouses. Risks will continue to be assessed on a regular basis, with the assistance, where appropriate, of UNRWA's headquarters Enterprise Risk Management Unit. To ensure continuity in the oversight and implementation of services, UNRWA will secure additional capacity where movement restrictions are placed on key personnel that prevents them from serving in their intended duty stations. UNRWA will address security challenges posed by the fluid and highly volatile operational environment and enhance the safety of its installations in high-risk areas, including through hiring of additional security staff. UNRWA will continue its active participation in coordination mechanisms with UN agencies and non-governmental organizations to address the humanitarian needs of its beneficiaries. UNRWA will continue playing an active role in cluster coordination and building on existing partnerships with WFP (food aid provision), UNICEF (WASH and MHPSS support in camps), the Red Cross Red Crescent societies and NGOs. Likewise maintaining reporting capacity will ensure timely and transparent communication with management, donors, clusters, and other stakeholders, fostering accountability and enabling informed decision-making to address evolving humanitarian needs effectively.



Palestine refugee students in UNRWA's Jalazone Girl's School receive new tablets to support their on-line self-learning, Jalazone camp, West Bank. © October 2024 UNRWA photo by Mohammad Sharif

regional preparedness and response

As an integral component of the regional response, UNRWA will uphold various Headquarter functions to support emergency operations. This includes additional expertise in key programmatic interventions, information management,

coordination and monitoring, as well as necessary travel and administrative needs to ensure the efficiency and effectiveness of the Agency's humanitarian efforts.



Young Palestine refugee students take part in group psychosocial activities in Jalazone Co-educational school to help them cope with the stress and trauma of Israeli Forces' incursions into the camp, Jalazone camp, West Bank. © October 2024 UNRWA photo by Mohammad Sharif

endnotes

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86 Integrated assessments are conducted in all Agency installations on a quarterly basis. They involve visits to installations by international and senior area staff to ensure that safe, inclusive, dignified and universally accessible humanitarian services for all UNRWA beneficiaries can be provided.



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