



syria, lebanon and jordan
emergency appeal
2025



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All analyses presented in this document are based on information and events that do not extend beyond 9 December 2024.

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 across the Agency's area of operations, namely 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 due to the 1948 conflict have remained displaced and in need of significant support for over seventy-five years. UNRWA helps them achieve their full potential in human development through quality services it provides in education, health care, relief and social services, protection, camp infrastructure and improvement, microfinance and emergency assistance. The Agency is funded almost entirely by voluntary contributions.

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Cover photo: Before 2012, Yarmouk, an unofficial Palestine refugee camp in southern Damascus, was home to approximately 160,000 Palestine refugees, forming the largest Palestinian community in Syria. The camp experienced prolonged sieges and major military offensive until 2018, leading to the near total displacement of the camp's population, major civilian casualties and extensive destruction of homes and infrastructure, including 23 UNRWA installations. In response, UNRWA is implementing a phased plan to rehabilitate damaged facilities, eventually using them as hubs to deliver comprehensive basic services to refugees returning to the camp. Yarmouk camp, Syria. © 2024 UNRWA Photo

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acronyms, abbreviations and initialisms

AAP	Accountability to Affected Populations	PRL	Palestine refugees in Lebanon
BA	Basic assistance	PRS	Palestinian refugees from Syria
CfW	Cash-for-work	PSEA	Protection from sexual exploitation and abuse
DES	Designated emergency shelter	PSS	Psychosocial support
DTC	Damascus Training Centre	SEN	Special education needs
EA	Emergency Appeal	SMEB	Survival and Minimum Expenditure Basket
EiE	Education in Emergencies	SOPs	Standard Operating Procedures
EORE	Explosive ordnance risk education	SSNP	Social Safety Net Programme
ERW	Explosive remnants of war	SYP	Syrian pound
FHT	Family Health Team	TVET	Technical and Vocational Education and Training
FSRM	Field Security and Risk Management	UN	United Nations
GBV	Gender-based violence	UNHCR	Office of the United Nations High Commissioner for Refugees
IDP	Internally displaced person	UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
LNS	Lipid-based nutrient supplement	US\$	United States dollar
MEB	Minimum Expenditure Basket	VTC	Vocational training centre
MHF	Medical Hardship Fund	WASH	Water, sanitation and hygiene
NFI	Non-food item	WFP	World Food Programme
OCHA	United Nations Office for the Coordination of Humanitarian Affairs	WHO	World Health Organization
PDM	Post-distribution monitoring		
PRI	Palestinian refugees from Iraq		

foreword by the directors of unrwa affairs in syria, lebanon and jordan

In 2025, Palestine refugees across Syria, Lebanon and Jordan will face the impacts of a sharp rise in interrelated conflicts, deep economic crises, and layered displacements within and across their borders. These interconnected challenges demand a cohesive regional humanitarian and protection response.

The crisis in Syria stands as the deadliest conflict of the 21st century and one of the largest displacement emergencies in the world.¹ Forced to relocate beyond the country's borders, over 6 million Syrians have become refugees while even more are internally displaced.² Before the crisis, 560,000 Palestine refugees were registered with UNRWA in Syria. Today, 438,000 remain of whom 40 per cent are internally displaced,³ while one fifth have left. This includes 44,202 Palestine refugees displaced to neighbouring countries, with 20,324 in Jordan and 23,878 in Lebanon.⁴ Following a prolonged impasse in the political process, the armed opposition in Syria launched a major offensive on 27 November. In the week that followed, over 1,000,000 people displaced.⁵ On 8 December, as this Appeal was nearing publication, the government of Bashar al-Assad fell, thousands of political detainees were released and a new caretaker administration assumed control.

In a moment filled with profound hope, thousands of the 5.6 million refugees in countries bordering Syria, along with many more displaced within the country, began their journey home. As the caretaker authorities worked to restore law and order, Israel intensified military action on Syrian soil and in the region. The transitional administration will have to consolidate governance and rebuild essential health, education and water systems, against substantial challenges to regional stability, military action on Syrian territory, and a crippling inherited economic crisis.

The vast majority of the newly displaced in Syria, whether internally displaced or fleeing recent violence in Lebanon, have initially sought shelter with family and friends, already unable to meet their own needs.⁶ Even before the latest surges in local and regional violence, nearly 90 per cent of Palestine refugees in Syria lived on less than US\$ 2.15 per person, per day, with 62 per cent suffering from food insecurity.⁷ Malnutrition among children under five has doubled in the past two years.⁸ Economic pressures (i.e., the prohibitive cost of rent in protracted displacement) have forced some of the most vulnerable Palestine refugees to return to damaged homes in Yarmouk, Ein el Tal and Dera'a Palestine refugee camps where they live in the midst of destroyed buildings and decimated water, sewage and energy infrastructure.⁹ Approximately 30 per cent of populated areas in Syria, including Palestine refugee camps, remain affected by explosive remnants of war (ERW).¹⁰

In Lebanon, which has the highest refugee density per capita in the world, individual and community resilience is stretched to the breaking point amid chronic poverty, socioeconomic exclusion and escalating social tensions.¹¹ Palestine refugees, among the most vulnerable in this context, face entrenched structural marginalization on an intergenerational scale, with Palestinian refugees from Syria (PRS) enduring further hardship, as the renewal of their residency permits was halted as of May 2024. Eighty per cent of Palestine refugees in Lebanon live below the national poverty line, a figure that would stand at over 90 per cent in the absence of emergency cash assistance provided by UNRWA.¹²

Since September 2024, Lebanon has experienced its most severe conflict in two decades, triggered by heightened violence between Israel and Hezbollah, related to the war in Gaza. This conflict has destroyed homes, health facilities and water systems in the country. Nearly 900,000 people have been internally displaced,¹³ with around 600,000 forced to seek safety in Syria,¹⁴ including thousands of Palestine refugees, both those registered in Lebanon and those originally from Syria. Many are from vulnerable backgrounds, such as female-headed households and those already reliant on humanitarian aid.¹⁵ Despite the conditional ceasefire of 27 November 2024, the overall situation remains precarious. Armed exchanges between the parties to the conflict continue.

In Jordan, the regional escalation of hostilities, relating to the conflict in Gaza, has negatively impacted the national socioeconomic landscape and heightened security risks.¹⁶ Those most affected are among Jordan's most vulnerable, including PRS, Palestinian refugees from Lebanon (PRL), Palestinian refugees from Iraq (PRI), as well as Gazans stranded in Jordan following the events of 7 October 2023,¹⁷ and ex-Gazans¹⁸ faced with limited access to public services due to documentation barriers. Jordan already hosts the second largest refugee population per capita in the world.¹⁹ Rises in the cost of living further challenge the country's capacity to manage influx of crisis-affected populations and push more Palestine refugees and other at-risk groups into deeper vulnerability.

In response to these **overlapping and interlinked protracted crises and new shocks**, through regionally coherent and coordinated assistance modalities under the 2025 Emergency Appeal (EA), UNRWA will continue to adapt its response to meet the evolving needs of those affected, ensuring humanitarian assistance reaches the most vulnerable. The Agency will provide **cash assistance** to over 600,000 vulnerable Palestine refugees across Syria, Lebanon and Jordan to meet their most **basic needs** in a **flexible and dignified** manner. UNRWA will extend rapid transitional shelter support to up to over 57,000

Palestine refugees in Syria and Lebanon, displaced by recent surges in conflict. A further 6,800 Palestine refugee in Syria will receive **shelter** support for more substantial repairs using the self-help approach, with the support of UNRWA engineering oversight.

Addressing the risks affecting the **sustainability of returns** to Palestine refugee camps, targeted **shelter and protection** interventions will be critical to promoting more **durable solutions**. In this regard, UNRWA will provide **explosive ordnance risk education** (EORE) to over 52,000 individuals in high-risk areas in Syria and Lebanon to enhance their safety and awareness. Across all three fields of UNRWA operations under this emergency appeal, Agency **legal aid** and referrals will assist 13,520 Palestine refugees, particularly those lacking official documentation and facing barriers to access essential services and legal protections. In addition, over 73,000 refugees will benefit from winterization assistance or **anticipatory actions** to help them withstand harsh weather conditions, including winter flooding.

Through the 2025 EA, the Agency will prioritize the adaptation of primary **health care** services to meet the demands of evolving emergencies, including increased **nutrition** response needs, as well as maintaining **education** during crises. Across all three fields, nearly 123,000 Palestine refugees, including nearly 82,000 children enrolled in UNRWA schools, will receive **psychosocial support** (PSS) associated with conflict, displacement and economic hardship, which expose them to trauma, stress and disrupted development.

UNRWA will also rehabilitate installations damaged by conflict in Syria and Lebanon to ensure service continuity in a dignified and safe environment. Maintenance and repairs will be carried out on over 200 UNRWA facilities across all three

fields, including upgrades for **accessibility** and the installation of **sustainable energy systems** at critical installations, to enhance **longer term environmental sustainability**, as well as **immediate operational capacity during emergencies**.

The crises in Syria, Lebanon and Jordan are deeply interconnected, presenting compound challenges that require a cohesive regional approach to humanitarian and protection response. In this regard, UNRWA will be prepared to maintain, adapt and scale up emergency service provision, as required. In alignment with the humanitarian-development-peace nexus, the Agency will enhance collaboration with development and peacebuilding actors to address the root causes of vulnerability and promote more sustainable solutions for Palestine refugees. UNRWA will also develop **humanitarian early recovery** efforts to promote more sustainable solutions in Syria, while **safeguarding legal status and key protection mechanisms across the region**. Further, the Agency will strengthen partnerships with Member States, humanitarian actors and development organizations to ensure coordinated, impactful and sustainable support for Palestine refugees. These measures are essential to protecting and upholding the rights of the most vulnerable Palestine refugees during this period of profound change.

The stability of countries in the region, including Syria, Lebanon and Jordan, is deeply interconnected with that of their neighbours, carrying significant regional implications. Consequently, a unified regional response not only strengthens cohesion but also fosters recovery and stability across borders. Through this Appeal, UNRWA calls on Member States and partners to extend sustained and meaningful support to Palestine refugees in Syria, Lebanon and Jordan. This commitment is vital to protect their survival, dignity and resilience during this period.

9 December 2024

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humanitarian dashboard

fields of operation

lebanon

- 168,700** Vulnerable PRL and PRS targeted for MPCA
- 23,200** PRS in a state of protracted displacement in Lebanon
- 80%** of Palestine refugees living below the national poverty line³
- >100,000** Palestine refugees targeted for primary health consultations and referrals to secondary and tertiary care supported by UNRWA
- 30,000** Palestine refugees targeted for shelter support due to shelter impacts and internal displacement
- >29,520** Palestine refugees targeted with protection interventions
- 15** UNRWA installations targeted for repairs due to conflict-related damages
- 12** Palestine refugee camps

Lebanon EA funding requirements
US\$ 180.7 million

syria

- >426,000** Palestine refugees targeted for humanitarian interventions
- 40%** of the 438,000 Palestine refugees in Syria, remain in a state of protracted internal displacement
- 12,638** Palestine refugees (2,947 families) have been forced to return to damaged Palestine refugee camps with extremely limited essential infrastructure and ERW contamination, including Yarmouk, Ein el Tal and Dera'a, due to their inability to pay rent while displaced¹
- 62%** of Palestine refugees are food insecure in 2024, up from 46 per cent in 2022²
- >338,000** Palestine refugees targeted for primary health consultations and referrals to secondary and tertiary care supported by UNRWA
- >51,350** Palestine refugees targeted with protection interventions
- 5,900** Palestine refugees displaced from Lebanon
- 27,200** Palestine refugees targeted for shelter support
- 128** UNRWA installations targeted for repairs (124) and rehabilitation (4)
- 12** Palestine refugee camps

Syria EA funding requirements
US\$ 255.9 million

jordan

- 21,616** crisis-affected Palestine refugees targeted for MPCA (PRS) and 'one-off' emergency cash assistance (PRL, stranded Gazans)
- 69%** of PRS households rely on UNRWA cash assistance as their main source of income⁴
- ~9,000** crisis-affected Palestine refugees targeted for primary health consultations and referrals to secondary and tertiary care supported by UNRWA
- >5,000** crisis-affected Palestine refugees targeted with protection interventions
- 10** Palestine refugee camps

Jordan EA funding requirements
US\$ 27.2 million

total funding US\$ 464.3 million

Notes: In addition to referenced data, all other information is based on UNRWA statistics.

1. UNRWA, "Living Conditions of Palestine Refugees Returning to Yarmouk – An Exploratory Shelter and Socioeconomic Analysis", June 2024.

2. UNRWA, "Post-distribution Monitoring Survey, Syria", March 2024.

3. According to UNRWA data, poverty rates among Palestine refugees are high, with 80 per cent reported to be living below the national poverty line (adjusted for inflation) as of March 2023. Data modelling confirmed that without the distribution of quarterly cash assistance from UNRWA, poverty would stand at 93 per cent.

4. UNRWA, "Living Conditions for Vulnerable Palestinian Refugees in Jordan (2023)", October 2023.

Credit: Humanitarian icons courtesy of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

Disclaimer: The boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations.

syria: 2025 EA highlights

strategic priority 1

preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs



multi-purpose cash assistance

>426,000

Palestine refugees receive MPCA



shelter & non-food items

27,200

Palestine refugees targeted for shelter support

61,660

Palestine refugees targeted for one-off NFI winterization support



food security and livelihoods

>800

Palestine refugees benefit from livelihood support including through cash-for-work (CfW) placements or "cash plus" interventions

strategic priority 2

contribute to a protective environment for Palestine refugees by maintaining access to basic services



emergency health

Palestine refugee health care needs supported through 25 UNRWA health facilities providing

1,000,000

health consultations, including referrals for

10,800

UNRWA-subsidized secondary and tertiary hospitalizations



education in emergencies

50,500

students in UNRWA schools receive basic education, recreational activities and group counselling

2,150

students in UNRWA vocational training centres benefit from short and long-term courses



protection

51,350

Palestine refugees receive EORE

4,000

Palestine refugees receive legal assistance

11,360

Palestine refugees receive PSS

520

Palestine refugees receive emergency cash for protection

1,500

Palestine refugees provided with assistive devices and/or physiotherapy sessions



water and sanitation

6,200

Palestine refugees receive basic water, sanitation and hygiene (WASH) items

strategic priority 3

improve the effectiveness and efficiency of emergency programme delivery



emergency repair, rehabilitation and reconstruction of UNRWA installations

124

installations receive minor repairs

4

installations to be rehabilitated including in Yarmouk, Ein el Tal and Khan Eshieh camps



emergency preparedness

100

UNRWA staff trained on emergency preparedness



coordination and management

220

UNRWA staff trained on security and risk management

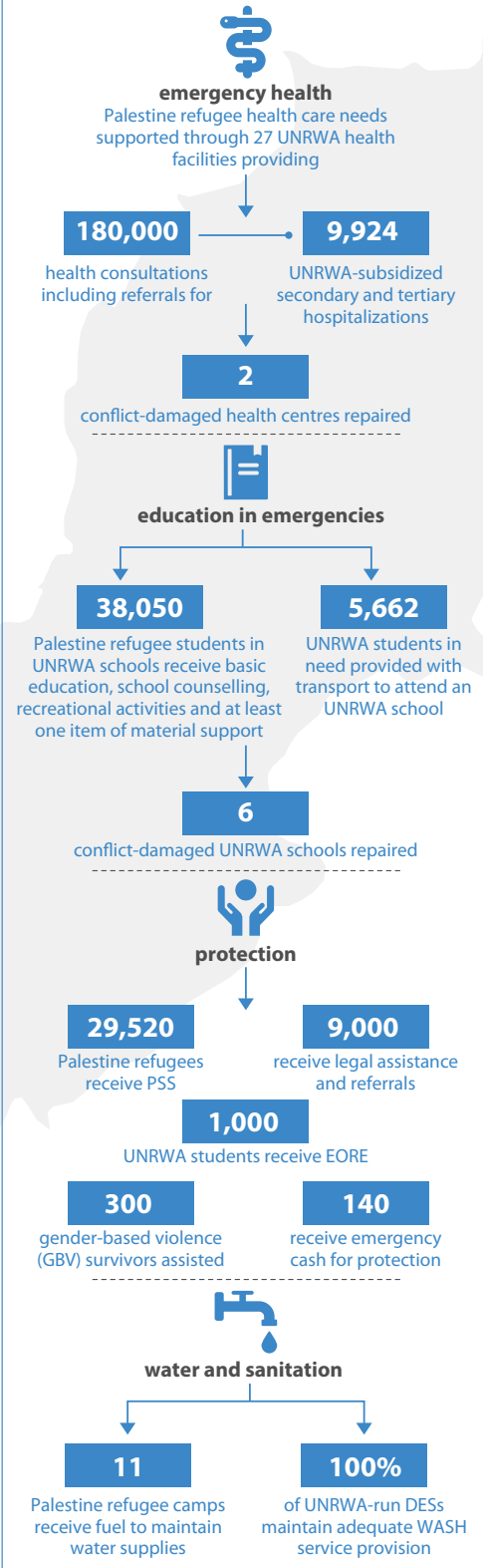
Staffing capacities maintained and strengthened to ensure effective coordination and delivery of emergency response in Syria

lebanon: 2025 EA highlights

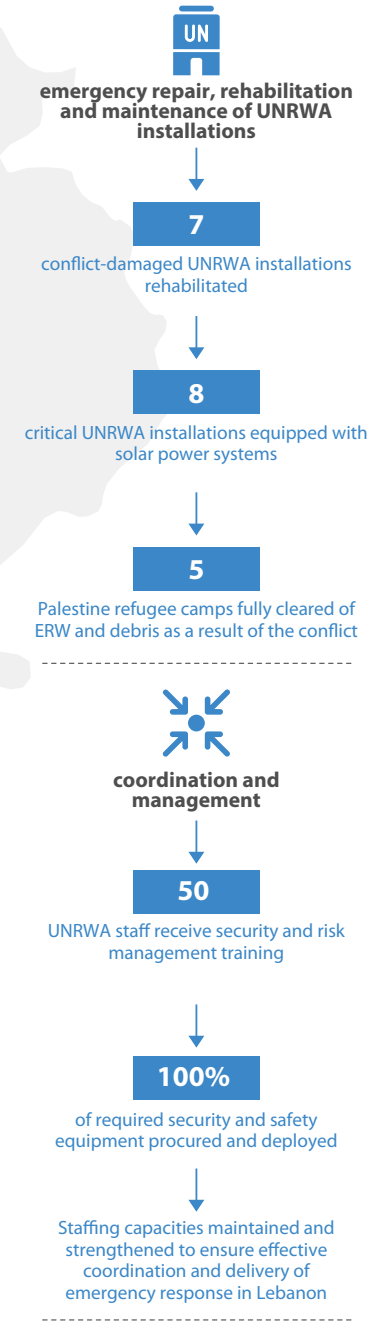
strategic priority 1
preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs



strategic priority 2
contribute to a protective environment for Palestine refugees by maintaining access to basic services



strategic priority 3
improve the effectiveness and efficiency of emergency programme delivery



Jordan: 2025 EA highlights

strategic priority 1

preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs



multi-purpose cash assistance

20,909

PRS receive MPCA

707

Palestine refugees (PRL and stranded Gazans), receive one-off emergency cash assistance



shelter & non-food items

141

shelters rehabilitated in Garden Camp

5,608

PRS families receive winterization assistance

strategic priority 2

contribute to a protective environment for crisis-affected Palestinian refugees by maintaining access to basic services



emergency health

health care needs of Palestine refugees are supported in 29 UNRWA health facilities and the JHAS health clinic in Garden Camp, providing

11,664

health consultations, including referrals to

1,587

UNRWA-subsidized secondary and tertiary hospitalizations



education in emergencies

1,189

PRS, Syrian, stranded Gazan and PRL students in UNRWA schools receive basic education, recreational activities and at least one group counselling session



protection

1,500

Palestine refugees access protection-related livelihood training courses

1,465

receive one-time emergency cash for protection

520

receive legal assistance and referrals

1,000

access rehabilitation services



water and sanitation

134

additional sanitation labourers hired supporting 10 Palestine refugee camps

strategic priority 3

improve the effectiveness and efficiency of emergency programme delivery



emergency repair, rehabilitation and maintenance of UNRWA installations

38

UNRWA installations maintained



coordination and management







600

UNRWA staff trained on security and risk management

Staffing capacities maintained and strengthened to ensure effective coordination and delivery of emergency response in Jordan

funding requirements

2025 syria, lebanon and jordan emergency appeal (in US\$)

programme interventions		syria	lebanon	jordan	headquarters	total
	multi-purpose cash assistance	181,757,137	40,387,746	9,574,442	-	231,719,325
	shelter and non-food items	42,000,478	64,173,302	3,798,785	-	109,972,565
	emergency health	7,156,467	34,571,999	1,660,642	-	43,389,108
	education in emergencies	9,264,880	15,008,705	8,789,097	-	33,062,682
	protection	1,585,243	1,493,074	1,513,273	-	4,591,590
	water, sanitation and hygiene	2,885,657	5,457,559	532,700	-	8,875,916
	food security and livelihoods	1,248,750	3,722,702	-	-	4,971,452
	emergency repair, rehabilitation and maintenance of UNRWA installations	5,951,261	12,460,971	547,496	-	18,959,728
	emergency preparedness	818,089	-	-	300,000	1,118,089
	coordination and management	3,209,132	3,409,986	775,912	271,340	7,666,370
total (US\$)		255,877,094	180,686,044	27,192,347	571,340	464,326,825



A Palestine refugee, who suffered life-altering injuries in the conflict, has returned to Yarmouk camp, living on the third floor of a damaged building. By September 2024, approximately 2,400 Palestine refugee families (8,160 individuals) had returned. Most homes lack walls, doors, or windows. As in other camps, notably Ein el-Tel, rubble clearance, lack of EORE and access to electricity, safe water and sanitation remain significant challenges, Yarmouk camp, Syria. © July 2024 UNRWA Photo

syria: context and needs analysis

In its thirteenth year, humanitarian needs in Syria continue to deepen. A rapid escalation of regional and local conflict on Syrian soil and an ongoing economic crisis, have spiked displacement and heightened vulnerability, significantly impacting the entire population, including Palestine refugees.

The Syrian refugee crisis remains one of the largest protracted displacement situations globally. Nearly a third of the overall population and an estimated 40 per cent of the 438,000 Palestine refugees in Syria, remain in a state of long-term internal displacement.²⁰

As at February 2024, an estimated 16.7 million people (more than 70 per cent of the population) already required humanitarian assistance, the highest figure recorded since the crisis began in 2011.²¹ Food security among Palestine refugees has dramatically deteriorated over the past three years, with rates of food insecurity steadily increasing from 46 per cent in September 2022 to 56 per cent in September 2023 and 62 per cent in March 2024.²² With most children facing food poverty, the country is entering a malnutrition crisis.²³ Poor nutrition among Syrian children under five years of age has led to high rates of stunting (25 per cent) and wasting (12 per cent).²⁴ Among Palestine refugee children, wasting rates doubled during the period of 2019 to 2023.²⁵

Severe inflation, coupled with currency depreciation, have made essential goods increasingly unattainable.²⁶ By September 2024, the exchange rate for the Syrian pound (SYP) in the parallel market was SYP 14,822 per United States dollar (US\$), a loss in value of nearly 7 per cent in one year and a depreciation of 70 per cent over the past two years. The Minimum Expenditure Basket (MEB), which measures the cost of living (goods and services to cover basic needs) for a family of five, averaged nearly SYP 2.7 million as at September 2024. This reflects a year-on-year increase of 21 per cent and a threefold rise over the past two years. The minimum wage in Syria only covered 10 per cent of the MEB.²⁷

In addition, agricultural production has been significantly affected by reduced subsidies and rising costs for transportation and irrigation, further increasing the prices of staples (meat, dairy and eggs) and making them unaffordable for many.²⁸ Environmental challenges, including drought, reduced water availability and damaged infrastructure, have exacerbated poverty, degraded living conditions and accelerated rural-urban migration.²⁹

At its core, Syria is fundamentally a crisis of protection with the conflict, displacement, economic downturn and lack of livelihood opportunities heightening protection risks, particularly for women and children who face increased exposure to sexual exploitation, abuse and other forms of GBV, as they seek to meet their most basic needs. Meanwhile, notable ERW contamination affects a third of the country, further endangering movement and livelihoods.³⁰

Intersecting vulnerabilities and economic destitution have forced many Palestine refugees to return to destroyed and damaged homes in Palestine refugee camps, with limited services and little standing infrastructure. Between the end of 2020 and July 2024, some 2,400 Palestine refugee families (8,160 individuals) returned to destroyed homes in Yarmouk camp, 183 families (658 individuals) to Ein el Tal camp and 364 families (3,820 individuals) to Dera'a camp, as they were no longer able to afford rent elsewhere.³¹ In addition, between January and September 2024, 554 Palestine refugees (329 female and 225 male) returned to Syria from neighbouring countries.

From 24 September to the end of November 2024, as a result of the major escalation of hostilities in Lebanon, 1,184 displaced Palestine refugee families from Lebanon (an estimated 5,900 people) approached UNRWA in Syria for support (as at 17 November 2024), although the actual number of those who have crossed the border is believed to have been significantly higher.³² Many new arrivals were from vulnerable groups who, due to poverty, were already highly reliant on Agency support in Lebanon, namely women and children (80 per cent of new arrivals), as well as elderly persons and persons with disabilities. Most of the refugees were from female-headed households, indicating a high percentage of family separations and suggesting the possibility that male family members may have opted to stay in Lebanon due to protection concerns (forced conscription, arrest, detention, etc.) if they returned to Syria.³³

Over 90 per cent of Palestine refugee arrivals from Lebanon were offered shelter in overcrowded homes by family and friends already struggling to make ends meet.³⁴ This is unsustainable as almost 90 per cent of Palestine refugees in Syria live on less than US\$ 2.15 per person, per day.³⁵ Already in the second month of this displacement crisis, moves out of host households into state shelters were recorded due to the decreasing ability of hosts to provide support. Some Palestine refugee families displaced from Lebanon under adverse circumstances, moved to severely damaged shelters that were abandoned during the conflict, with many requesting UNRWA's assistance to help make them habitable again.

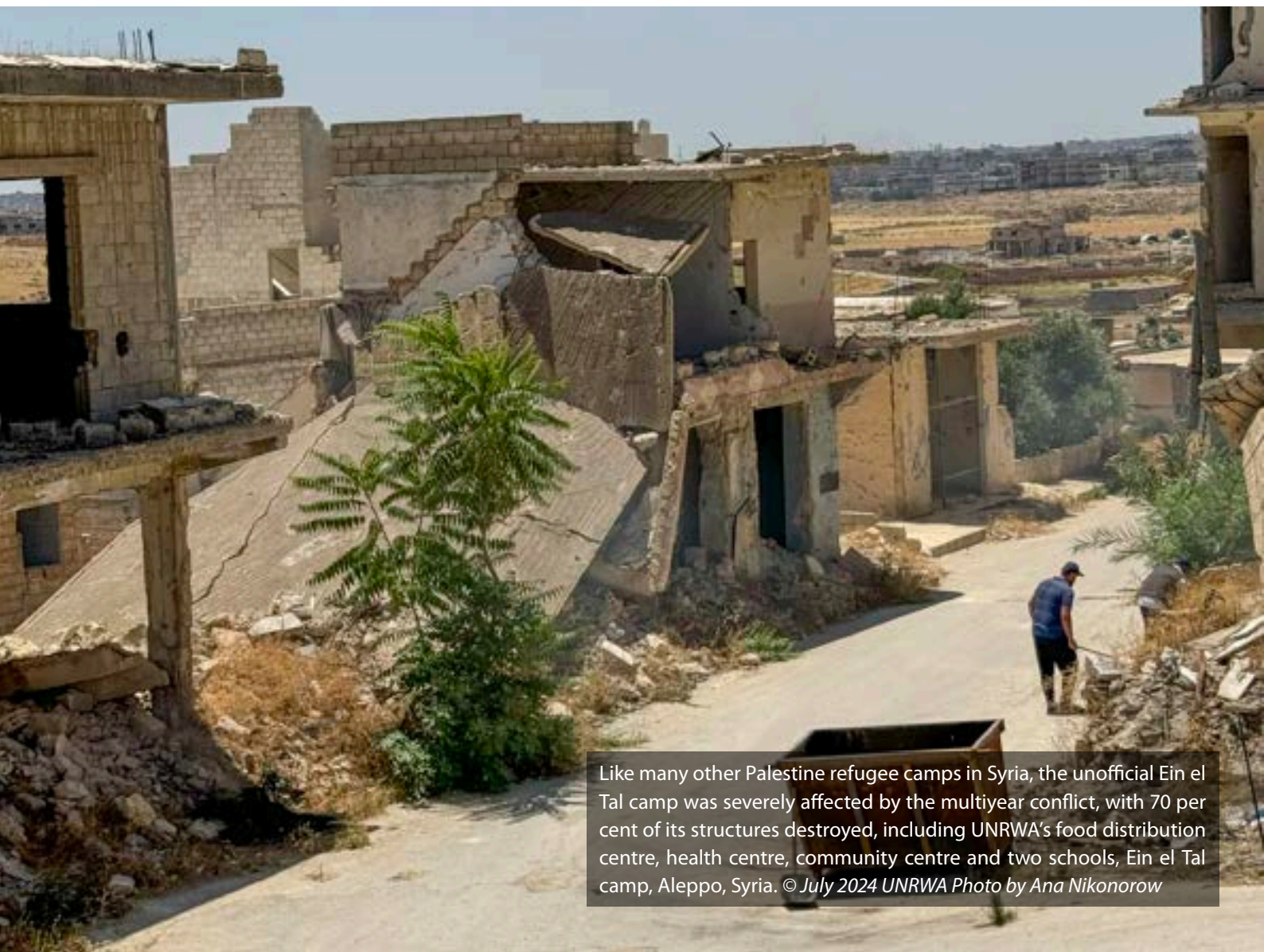
Israeli airstrikes targeting alleged Iranian and Hezbollah-linked sites in Syria have dramatically escalated since 7 October 2023, particularly since late September 2024. Strikes have been reported in Homs, Hama, Damascus and Dera'a.³⁶ Following years of stalled political process, a major armed opposition offensive commenced on 27 November, swiftly advancing through villages and towns in the northwestern countryside. By 29 November, they had breached Aleppo, Syria's largest city, shattering the comparative stability of internal front lines and areas of control in Syria that had persisted in the region since 2020.³⁷ Nearly one million people were displaced within the first week.³⁸

On 8 December, the government of Bashar al-Assad stepped down, ushering in further far-reaching and still unfolding consequences for humanitarian needs and access, as this Appeal goes to press. To date, the transition has been orderly with an caretaker authority being swiftly established and absorbing many of the critical technical and ranking civil servants needed to run the country's essential services, including law enforcement. Thousands of political detainees were released. Despite an initial sense of hope for the future, divisions in international interests, intensified Israeli military interventions in Syria and the broader region, and the potential return of untold numbers of refugees and internally displaced persons have created a highly complex landscape. The caretaker administration must navigate regional instability, manage the power vacuum left by the previous regime, address a crippling economic crisis and rebuild essential public services. Within this environment, the potential for further conflict, displacement and humanitarian needs cannot be ruled out.

To address the needs of the most vulnerable Palestine refugees in Syria, UNRWA urgently seeks US\$ 255.9 million to provide comprehensive humanitarian support through multi-purpose cash assistance (MPCA), education and health services, shelter repair and critical protection interventions, among others.

A key area of focus for UNRWA in Syria, in 2025 will be to strengthen humanitarian early recovery and the resilience of communities through an area-based approach. This approach will also support the sustainability of returns by strengthening community cohesion, engaging community-based groups, and supporting the livelihoods, shelter rehabilitation and reconstruction needs of Palestine refugees.

Returns to Syria must be voluntary, safe and dignified. While some individuals are returning willingly, driven by hopes of home and family reunification, others face pressure from push factors, such as the suspension of asylum claim processing and the withdrawal of critical protections like residency renewals abroad. UNRWA will continue to adapt its response to address the evolving needs of those affected, ensuring that humanitarian assistance, including access to basic legal protections across the region, reaches the most vulnerable during this period. The Agency will maintain its emergency preparedness and response capacity, including for any ongoing internal or international displacement to Syria and ensure that UNRWA's critical health and education services are ready to scale up and meet evolving needs. In addition, the Agency plans to conduct a new vulnerability survey in 2025 to ensure that limited financial resources are used effectively and efficiently, targeting the most vulnerable Palestine refugees.



Like many other Palestine refugee camps in Syria, the unofficial Ein el Tal camp was severely affected by the multiyear conflict, with 70 per cent of its structures destroyed, including UNRWA's food distribution centre, health centre, community centre and two schools, Ein el Tal camp, Aleppo, Syria. © July 2024 UNRWA Photo by Ana Nikonorow

lebanon: context and needs analysis

Between late September 2024 and the 27 November 2024 ceasefire, Lebanon experienced its most severe escalation of conflict between Hezbollah and Israel since the 2006 Lebanon War.³⁹ This surge in violence followed heightened hostilities along the Blue Line⁴⁰ since the October 2023 start of the Gaza conflict, resulting in significant casualties and destruction on both sides.⁴¹ At least 3,768 people were killed and 15,699 injured, including at least 240 children in Lebanon (between 8 October 2023 and 25 November 2024).⁴² In addition, nearly 900,000 persons have been internally displaced due to the conflict,⁴³ including over 30,000 Palestine refugees, surpassing displacement levels from 2006. Essential infrastructure has been destroyed or damaged, including residential buildings, water facilities and health centres.⁴⁴ Education was disrupted from the start of the school year until late November, with all schools in the country closed and classes suspended for some 340,000⁴⁵ students in Lebanon, including around 38,000 UNRWA students, with many of the Agency's schools serving as designated emergency shelters (DEs). In addition to the loss of life, injuries, mass displacement and destruction, the conflict endangered thousands of lives with vulnerable groups, including the elderly, women, persons with disabilities and children facing heightened risks.

In response to the ongoing humanitarian crisis, UNRWA activated its emergency response. By early October, the Agency had opened 12 DEs within its schools, providing essentials like food, water, mattresses, blankets and other NFIs. UNRWA also offered PSS and recreational activities to internally displaced persons (IDPs), particularly children. UNRWA DEs served all displaced persons in need, promoting social cohesion and upholding humanitarian principles. As at 6 November, 3,506 individuals (1,015 families) were registered in the DEs, comprising 57 per cent Palestine refugees, 19 per cent Lebanese nationals and 21 per cent Syrian refugees, among others. However the vast majority (over 80 per cent) of displaced Palestine refugees secured shelter outside of DEs in: (i) informal and overcrowded conditions where they pay/paid high rent; (ii) in vacant buildings; or (iii) with struggling host families and friends, which was unsustainable as many hosts face precarious socioeconomic challenges. Disrupted public services and livelihoods further hinder the ability of the displaced to meet basic needs. Against this backdrop, rising internal tensions are placing additional strain on Lebanon's already fragile environment.

Amid the hostilities, UNRWA remained committed to delivering core services to Palestine refugees, including the displaced and those remaining in camps located in areas of intense conflict. Despite the closure of installations in the southern region and the displacement of over 1,000 UNRWA personnel, the Agency carried out numerous lifesaving missions, ensuring the delivery of essential medications for those with health conditions, and providing WASH services to address urgent public health needs.

On 27 November, a ceasefire agreement between Israel and Hezbollah brought a conditional halt to over a year of escalating hostilities. The agreement establishes an initial 60-day truce, during which the Israeli Defense Forces are expected to withdraw from southern Lebanon. However, Israel has cautioned displaced residents against immediately returning to their homes in the region, including villages where evacuation orders were issued. The ceasefire offers a crucial opportunity to address pressing humanitarian needs and facilitate expanded relief efforts for vulnerable and displaced populations. With a meaningful risk of continued local and regional escalation, UNRWA will continue to monitor the situation and adapt its interventions to any changes in the operational environment.

The escalation of hostilities in Lebanon occurred against the backdrop of a multifaceted crisis, including governance failures, economic collapse and environmental degradation. The country's gross domestic product fell from US\$ 54.9 billion in 2018 to US\$ 17.94 billion in 2023, while hyperinflation eroded purchasing power, rendering many goods and services unaffordable.⁴⁶ Diminished economic capacity has severely limited investments in public services like energy, waste management and wastewater treatment, contributing to further environmental and social instability. Ranked as the second least prepared country in the Middle East and North Africa for climate change, Lebanon faces rising temperatures and water scarcity, which further obstruct its path to economic recovery.⁴⁷ The country also hosts an estimated 1.5 million displaced Syrians⁴⁸ and up to 250,000 Palestine refugees,⁴⁹ the highest refugee density per capita in the world.⁵⁰

As a result of compounded crises, poverty has surged in Lebanon, affecting 44 per cent of the population, with 59 per cent of households struggling to meet basic needs.⁵¹ The conflict has deepened the vulnerabilities of Palestine refugees, including PRL and PRS, 80 per cent⁵² of whom live in poverty; a situation stemming from long-standing structural marginalization marked by highly restricted access to job opportunities, inadequate social protection, as well as restricted access to public education and health care services. A policy shift in May 2024 halted the legal renewal of residency permits for PRS, further exacerbating the precarious situation of this vulnerable group. Amid the conflict, employment opportunities for Palestine refugees have diminished even further, while rising rental prices have strained finances and placed additional pressure on host communities.⁵³ Displacement and overcrowded living conditions heightened protection risks, including GBV and child protection concerns. UNRWA has reported increased anxiety and psychosocial distress among Palestine refugees, underscoring the profound mental health impact of the crisis. This precarious context further increases the potential for localized violence, like the armed clashes experienced in Ein El Hilweh Palestine refugee camp over the years.

Despite considerable challenges, UNRWA remains steadfast in its commitment to providing essential services to Palestine refugees in Lebanon and addressing the heightened humanitarian needs outlined in the 2025 EA. To achieve this, the Agency seeks US\$ 180.7 million in support of critical emergency interventions, including: (i) cash assistance for the most vulnerable Palestine refugees, including displaced persons and host families; (ii) essential primary, secondary and tertiary health services, including coverage for individuals suffering injuries as a result of the conflict; and (iii) education

through measures such as non-formal education programmes to ensure learning continuity during school closures. Here, there will be a strong focus on PSS to mitigate the adverse effects on children of protracted violence, displacement and insecurity.

The Agency will adjust its interventions to align with evolving circumstances. As necessary, UNRWA will sustain and, where required, scale up its emergency response efforts, including in DESs, to address displacement and emerging humanitarian needs.



A displaced Palestine refugee family sheltering inside an UNRWA-run DES, located inside Nahr el-Bared Palestine refugee camp, Nahr el-Bared, Lebanon. © 2024 UNRWA Photo by Maysoun Mustafa

jordan: context and needs analysis

While Jordan has achieved relative economic growth over the past decade, the country faces mounting challenges due to regional conflict and environmental issues. The ongoing war in Gaza and the escalation of hostilities in the region, including in Lebanon, Syria and the West Bank, have resulted in increasing economic and social repercussions.⁵⁴

In 2024, trade disruptions in the Red Sea, related to the Gaza conflict, negatively impacted Jordan's import/export market. The tourism industry, a significant source of employment and income, was particularly hard hit, with a marked decline in tourist arrivals since late 2023. The transport and construction sectors have also suffered.⁵⁵

Adding to these pressures, Jordan is grappling with environmental challenges that adversely affect its economy and the wellbeing of its people. As one of the most water-scarce countries in the world, Jordan relies heavily on imports of water, energy and other materials due to its limited natural resources. Climate change exacerbates these vulnerabilities.⁵⁶

Socioeconomic conditions have worsened for Palestine refugees in Jordan; two-thirds already lived below the poverty line in 2023, a 10 per cent increase since 2021.⁵⁷ Deteriorating housing conditions and rising rates of child labour indicate the humanitarian challenges that exist in the country.⁵⁸ The economic repercussions of the regional conflict are expected to further impact the living conditions of the most vulnerable in Jordan, including refugees.⁵⁹ This comes against the backdrop of the lowest level of international funding received to date for the government-coordinated Jordan Response Plan for the Syria Crisis (2024-26).⁶⁰ Among Palestine refugees in particular, high unemployment and limited income-generating opportunities continue to exacerbate already high poverty levels. Those most affected are the most vulnerable, including PRS, PRI, PRL, as well as stranded Gazans and ex-Gazans who have limited access to government services and labour markets due to documentation barriers.

As at 30 November 2024, Jordan hosted 20,324 PRS (5,452 families) registered with UNRWA. According to the preliminary results of its most recent vulnerability assessment in Jordan, Agency-provided assistance is the largest income source for 69 per cent of all PRS households across the nation.⁶¹ The Government of Jordan's non-admission policy, formally issued in January 2013, remains in effect and creates challenges for some PRS in obtaining legal status. Approximately 10 per cent of PRS are ineligible for work permits and therefore cannot engage in legal employment. In 2024, 443 PRS and 77 Syrian refugees residing in Garden Camp⁶² continued to face restrictions, including in relation to freedom of movement outside of the camp. They also have limited access to livelihood

opportunities and rely primarily on cash assistance provided by UNRWA.

Since 7 October 2023, 214 Gazan refugees stranded in Jordan have self-reported to the UNRWA Jordan Field Office. Agency needs assessments indicate that at least 22 per cent are school-aged children, 58 per cent do not have Jordanian identification documents, 8 per cent are disabled and 36 per cent suffer from chronic and non-chronic diseases. Some 90 per cent live in rented shelters and 10 per cent are hosted by relatives. As they are unable to return to Gaza for the foreseeable future, UNRWA will continue to provide education, health and protection services, as well as relief and social assistance to help them cope with their very difficult situation.

As the regionalization of the conflict in Gaza continued, a further 34 PRL arrived and reported to UNRWA in Jordan during the first month following the escalation of the Lebanon conflict in September 2024 seeking aid. Actual figures for stranded Gazans and PRL who have taken shelter in Jordan due to the hostilities are likely higher as not all report to the Agency.

Also at high risk of growing poverty are the ex-Gazan refugees (from 1967) whose identification documents have either expired or are not recognized. Considered as foreigners, they are not entitled to a Temporary Jordanian Passport. This restricts their access to national health care, higher education, government aid programmes, public-sector jobs and other employment. Relying on informal and irregular work reinforces the cycle of poverty and reliance on aid. A small number of PRI (35 families, some 156 individuals) who fled the war in Iraq after 2003 are also registered with UNRWA in Jordan.

Under the 2025 EA, UNRWA is seeking US\$ 27.2 million to provide emergency assistance and essential services to the most vulnerable Palestine refugees in Jordan. Priority groups include PRS, ex-Gazans (without Jordanian documents), PRI, stranded Gazans and PRL, with a particular focus on those facing protection risks and persons with disabilities. Planned support will encompass MPCA, emergency health care, education with tailored resources for students with disabilities, as well as protection, WASH and shelter interventions. Protection efforts will encompass legal aid, protection emergency subsidies (to cover court and document retrieval fees), case management, rehabilitation services and MHPSS, among others. Aligned with the principles of the humanitarian-development-peace nexus, UNRWA will strengthen partnerships with development and peacebuilding stakeholders in Jordan to tackle the underlying drivers of vulnerability and foster long-term, sustainable outcomes for Palestine refugees.



Non-communicable disease screening at an UNRWA health centre in Baqa'a camp, Jordan. © November 2024 UNRWA Photo by Yasser Abdulfattah

syria | sector-specific interventions

strategic priority 1: preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable refugees meet their basic needs

Food Security and Livelihoods

In 2025, UNRWA will launch a CfW initiative to create 800 short-term unskilled job opportunities in support of emergency operations. These roles will encompass the handling and distribution of emergency supplies, solid waste collection, sanitation efforts (including those linked to displacement) and cleaning in UNRWA health centres and schools. CfW beneficiaries will be compensated based on the nature and hours of work put in (which will be communicated to the refugees before engaging them in the activities). Specific efforts will be made to identify work opportunities for individuals who are labour constrained, including the elderly and persons with disabilities.

To ensure the equitable allocation of CfW positions, a vulnerability assessment will be conducted in 2025 to identify those facing the greatest hardships and direct support where it is most needed.⁶³ Targeting criteria will be developed based on assessment results.

To improve the efficiency and impact of unconditional and unrestricted cash transfers to beneficiary households in 2025, UNRWA will implement the "cash plus" approach, targeting 500 Palestine refugee households. Under this approach, targeted households will receive cash, combined with tailored support, the "plus" component, designed to help them break cycles of poverty and foster livelihood development and resilience. Specific "plus" interventions will align with the Syria Early Recovery Programme Strategy (2024-28) and the UNRWA Syria Early Recovery Programme Strategy (2025-28). These will focus on facilitating linkages and access to livelihoods support, evolving into more comprehensive assistance in subsequent years. During 2025, UNRWA will prioritise learning and building personnel capacity on the "cash plus" approach. This foundation will enable the approach to be extended to additional "plus" components in the future, aimed at enhancing broader outcomes, such as improved nutrition for children, better educational outcomes for girls and strengthened health outcomes for households.



Driven by precarious socioeconomic conditions and unable to afford rent, a family has returned to their damaged home in Yarmouk camp, where access to electricity, safe water, and sanitation remains a significant challenge. Despite these hardships, they hold onto hope that this marks the beginning of rebuilding their lives, Yarmouk camp, Syria. © 2024 UNRWA Photo



UNRWA cash assistance being provided to the most vulnerable Palestine refugees at the cash distribution centre in the UNRWA Syria Field Office, Damascus, Syria. © 2024 UNRWA Photo by Taghrid Mohammad

Multi-Purpose Cash Assistance

The findings of the latest MPCA post-distribution monitoring (PDM) survey (March 2024), reveal a consistently worsening food security situation among Palestine refugees in Syria. Forty-one per cent of households assessed were using crisis to emergency coping strategies to manage limited income, rising to 45 per cent among the most vulnerable and reflecting a 6 per cent increase over two years. Nearly 44 per cent of households reported being unable to meet at least half of their essential needs. In this regard, the most unmet essential needs included clothing (79 per cent), cooking and heating fuel (74 per cent), food (65 per cent), household items (58 per cent) and shelter repairs (55 per cent).

To empower affected populations to meet their diverse and immediate needs with flexibility, dignity and efficiency, the provision of MPCA will remain a key emergency response in Syria. The Agency will extend emergency cash assistance to up to 450,000 Palestine refugees, including 170,504 identified as the most vulnerable under UNRWA's two-tier targeting approach⁶⁴ in support of those already present and eligible in

Syria, and up to 30,000 Palestine refugees arriving, voluntarily or under adverse circumstances, from outside of Syria in 2025.⁶⁵ Those in the most vulnerable category will receive US\$ 38.03 per person, per month, while the remaining caseload will be allocated US\$ 25.23 per person, per month.⁶⁶

As part of its broader commitment to Accountability to Affected Populations (AAP), in 2025, UNRWA will conduct two PDM surveys to evaluate the effectiveness of MPCA and assess refugee satisfaction with this assistance measure. These efforts will be complemented by community meetings to gather feedback, foster dialogue and address concerns. During distributions, targeted initiatives will ensure that Palestine refugees are aware of feedback and complaint mechanisms. Additionally, all new personnel and volunteers involved in emergency operations will receive AAP training to enhance their skills in community engagement and feedback management. A vulnerability assessment is also planned for 2025, to help effectively utilise the limited resources available.

strategic priority 2: contribute to a protective environment for Palestine refugees by maintaining access to basic services

Emergency Health

Since the onset of the conflict in Syria, public health system capacity to meet patient needs has significantly diminished. This is attributable to: (i) extensive damage and destruction of health care facilities; (ii) a shortage of essential medications and disposable medical supplies, including due to supply chain disruptions worsened by the war in Gaza; (iii) the displacement and emigration of skilled health professionals; and (iv) patient access constraints in some areas. Additionally, the sharp rise in living costs has rendered Palestine refugees in Syria increasingly reliant on UNRWA primary health care services and hospitalization referrals. In response, in 2025, it is expected that Agency health facilities will handle at least 1,000,000 health consultations, with an additional 10,800 referrals to secondary and tertiary care at partner public and private hospitals supported by UNRWA under the EA. The programme will cover between 75 and 95 per cent of hospitalization costs, depending on the specific treatment required. MHPSS is also a priority considering the protracted nature of the crisis, exacerbated by escalating hostilities in the region. One mobile clinic will continue to be used to reach Duma area, the most affected by the conflict, where the Agency's health facility is too damaged to provide services. It is expected that at least 8,000 persons will access health care through the mobile clinic in 2025.

According to UNRWA health screening data in Syria, Palestine refugee infants and children under five-years-old are presenting alarming levels of nutritional stress, with the prevalence of wasting almost doubling from 3.7 per cent in 2019 to 7 per cent in 2023.⁶⁷ To respond to the onset of a

nutrition crisis in Syria, under this Appeal, the Agency will distribute lipid-based nutrient supplements (LNS) to all children aged six to 24 months, for six months, providing essential nutrients that are critical during this period of growth and development. In case of a funding shortage under the EA, UNRWA will prioritise high risk cases. The Agency will also provide support to persons with disabilities through the provision of 1,000 physiotherapy sessions and 500 assistive devices, such as hearing aids, crutches, wheelchairs and special mattresses. Additionally, baby kits will be given to 6,000 pregnant women to assist with the care of their new-borns.

UNRWA will deliver comprehensive primary health care services to Palestine refugees arriving, voluntarily or under adverse circumstances, from outside of Syria and will address the knock-on effects of higher hospitalization costs, greater demand for medications and medical supplies and increased personnel requirements. In response to the needs of displaced Palestine refugees affected by crises, the Agency will also provide MHPSS services at government collective shelters and through its installations. Additionally, awareness campaigns will be implemented in collective shelters to inform residents about UNRWA services and how to access them.

Fifty UNRWA health personnel will receive awareness sessions on community engagement and accountability as part of UNRWA's commitment to AAP. Moreover, to involve and engage the community, UNRWA will train ten community volunteers in each Palestine refugee camp on health sensitization.



UNRWA provides laboratory services to Palestine refugees in its health facilities across Syria. UNRWA health centre at the Damascus Training Centre, Damascus, Syria. © 2024 UNRWA Photo by Taghrid Mohammad

Education in Emergencies

In 2025, UNRWA remains committed to delivering high-quality elementary and preparatory education to 50,500 Palestine refugee students across 105 UNRWA schools in Syria, addressing the educational challenges posed by protracted crises and growing vulnerabilities. To compensate for the loss of educational spaces caused by conflict-related damage to Agency schools, UNRWA will operate 40 double-shift schools, using buildings provided by the Syrian Ministry of Education. The Agency will also integrate all Palestine refugee children displaced by regional crises who seek enrolment in its schools, providing them with material support, MHPSS and catch-up classes, as needed. Additionally, the Agency will ensure the provision of schoolbooks and back-to-school kits for all students, alongside catch-up classes for 5,500 Grade 9 students in support of educational continuity.

In response to the escalating nutrition crisis across Syria, UNRWA will introduce fortified biscuits for all students. This initiative aims to combat hunger, promote better nutrition and enhance academic focus. It will be complemented by hygiene and nutrition awareness sessions for students and parents, fostering not only physical health, but also cognitive development. These measures seek to improve school attendance and contribute to breaking the cycle of hunger, malnutrition and poverty.⁶⁸ The Agency will: (i) monitor the nutritional impact of this assistance measure on children, ensuring the biscuits meet intended health outcomes; and (ii) assess children most at risk of malnutrition among the student population.

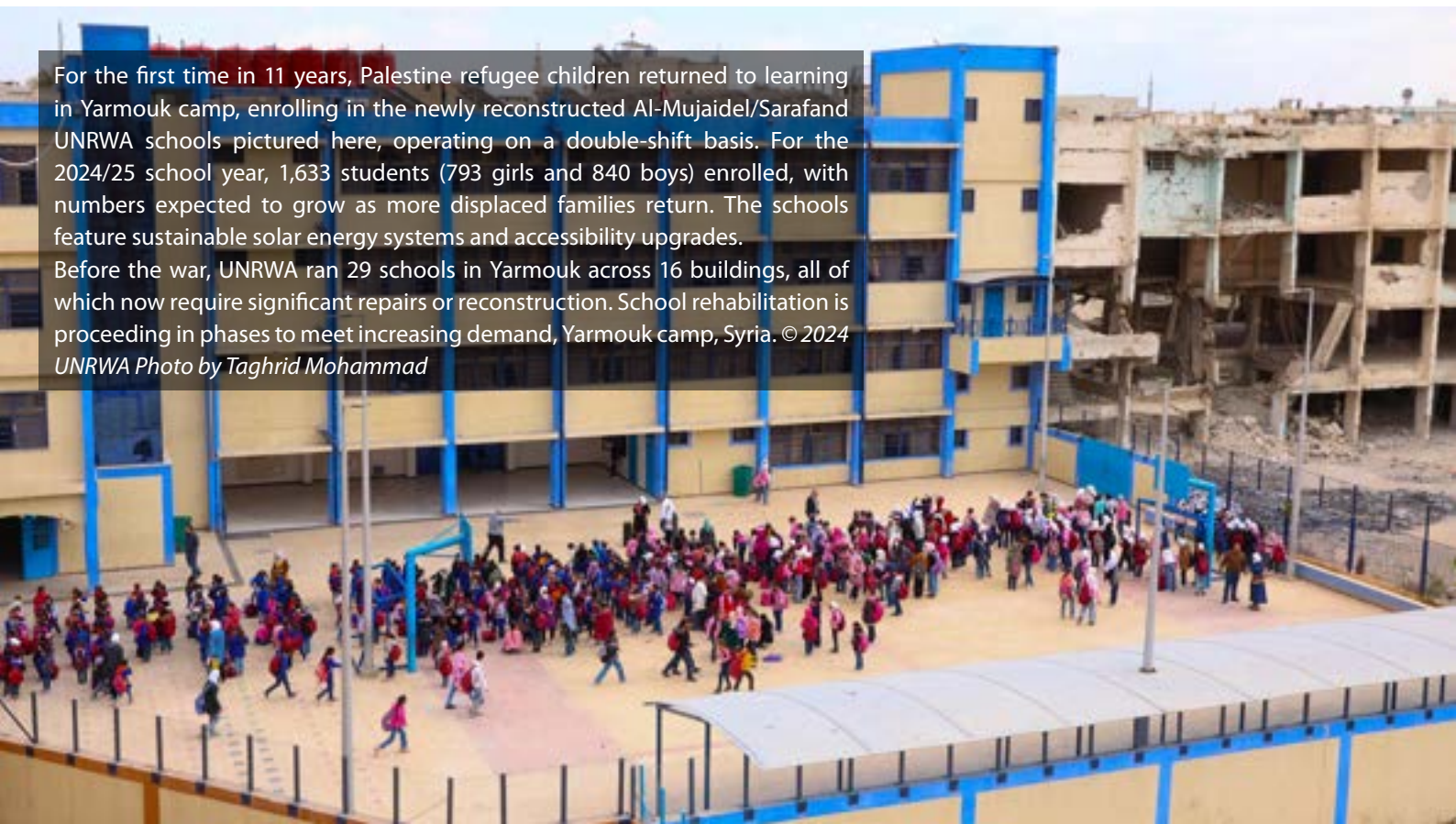
Palestine refugee children are particularly vulnerable to multiple stressors such as violence, conflict, loss and

displacement, with many having experienced little beyond lives shaped by years of crisis. To address these challenges, the Agency will organize summer programmes at six schools and provide psychosocial counselling to support the well-being and learning needs of 48,000 students. Training for teachers and parents will focus on GBV, child protection and positive discipline, fostering a holistic and supportive educational environment.

Under this Appeal, UNRWA's Technical and Vocational Education Training (TVET) programme will offer long and short-term courses for 2,150 trainees in its vocational training centres (VTCs), focusing on employability, entrepreneurship, resilience and green jobs to move refugees permanently out of aid dependence. The programme will provide long-term (1-2 year) courses for 1,350 trainees and 40 short-term (2-4 month) courses for 800 trainees. Covering a range of specialisations, including computer maintenance, business administration and graphic design, courses will be offered at the Damascus Training Centre (DTC), and five VTCs in Latakia, Hama, Homs, Dera'a and Aleppo (depending on the security situation), to ensure more equal access to livelihood opportunities for all young Palestine refugees. To support students residing in remote areas, UNRWA will maintain a dormitory at the DTC, providing accommodation for a limited number of students to facilitate their continued education. PSS will also be provided to trainees at the centre through counselling and various related activities. On-the-job training, job fairs and open days will enhance employment opportunities, while subsidized transportation and dormitory facilities will support vulnerable students. Quarterly meetings with students and graduates will ensure continuous feedback and engagement.

For the first time in 11 years, Palestine refugee children returned to learning in Yarmouk camp, enrolling in the newly reconstructed Al-Mujaidel/Sarafand UNRWA schools pictured here, operating on a double-shift basis. For the 2024/25 school year, 1,633 students (793 girls and 840 boys) enrolled, with numbers expected to grow as more displaced families return. The schools feature sustainable solar energy systems and accessibility upgrades.

Before the war, UNRWA ran 29 schools in Yarmouk across 16 buildings, all of which now require significant repairs or reconstruction. School rehabilitation is proceeding in phases to meet increasing demand, Yarmouk camp, Syria. © 2024 UNRWA Photo by Taghrid Mohammad





In 2024, UNRWA completed the rehabilitation of Al Zeeb School in Ein el Tal camp, while the Agency's health centre located there is nearing completion. Despite these efforts, the camp's residents continue to face major challenges, including inadequate water, sewage and electricity networks, as well as pressing needs for basic shelter rehabilitation, Ein el Tal camp, Aleppo, Syria. © 2024 UNRWA Photo by Taghrid Mohammad

Protection

In 2025, UNRWA will prioritise addressing protection risks that threaten the sustainability of returns to heavily conflict-damaged Palestine refugee camps, including Yarmouk, Ein el Tal and Dera'a. Economic destitution and high rents have compelled many Palestine refugees to return to camps with limited infrastructure and ERW threats. Current developments in the country have resulted in discarded arms and ammunitions, which civilians, including children have collected. There is a need for sustained sensitisation in refugee communities and especially amongst students in schools, of the risks and danger of ERW and how to avoid them.

Key protection concerns also include psychological trauma, particularly among children, GBV, child protection issues, exclusion and discrimination affecting persons with disabilities among other persons, as well as challenges in accessing civil documentation.

It is estimated that 30 per cent of populated areas in Syria, including Palestine refugee camps, are contaminated by ERW. In response, UNRWA will provide EORE awareness sessions for at least 51,350 Palestine refugees, with particular focus on those in areas of heightened risk, including refugee camps of return, as well as vulnerable population groups, notably children who are often the most affected.

UNRWA will extend PSS services to 11,360 Palestine refugees to address the trauma associated with years of conflict and repeated displacement, as well as to reduce harmful coping strategies⁶⁹ such as drug abuse, child labour, school dropout, child/forced marriage and GBV. The Agency will also provide legal counselling to some 4,000 Palestine refugees to secure civil documentation, while through lawyers and UNRWA social workers, referrals to external partners will be facilitated.

The Agency will continue to offer assistance to vulnerable refugees through protection activities, including awareness-raising and the provision of vocational training and cash assistance, as appropriate. Many of these activities will be delivered with community volunteers. To expand its community-based protection mechanisms, the Agency plans to increase the awareness and involvement of the community through Area Protection Committees. UNRWA will also provide assistive devices to 1,500 individuals with disabilities or mobility needs.⁷⁰

The Agency will ensure that newly arriving Palestine refugees in Syria, whether fleeing crises or returning, are registered in UNRWA's Refugee Registration Information System and receive safe referrals to relevant services. Social workers will handle high-risk cases, while awareness on GBV and the Prevention of Sexual Exploitation and Abuse (PSEA) will be raised at UNRWA multipurpose community centres and government-run shelters.

UNRWA will provide training to 1,000 personnel to strengthen the mainstreaming of protection into emergency service provision. This includes enhancing personnel capacity to identify and address intersecting factors influencing individual vulnerabilities, disability inclusion, case identification and referrals, as well as PSEA and related areas. The Agency's monitoring, reporting and advocacy efforts will prioritise vulnerable groups, including displaced Palestine refugees and those voluntarily returning to their places of habitual residence within Syria or from abroad. Particular attention will focus on those returning to newly accessible areas with limited services and infrastructure, as they are often among the most vulnerable.

Water, Sanitation and Hygiene

To ensure decent living conditions, prevent the outbreak/spread of disease and promote environmental protection, sanitation services will continue to be provided in all 11 Palestine refugee camps⁷¹ by UNRWA sanitation workers, who will collect and transport solid waste to government-designated landfill sites. Years of sanctions have severely depleted critical equipment, such as compactors and tractors for debris removal, hindering proper maintenance and service delivery. To ensure service quality and efficiency, upgraded equipment will be procured.

Under the EA, UNRWA will also supply essential WASH items to 6,200 of the most vulnerable Palestine refugees identified

through the Agency's Health Programme. This includes hygiene kits for 500 families (1,700 individuals), diapers for 500 infants and adult incontinence pads for 4,000 older persons and individuals with disabilities. In Neirab Palestine refugee camp, near Aleppo, a main sewage line behind UNRWA's VTC, damaged due to the conflict, poses a serious threat to public health and is in urgent need of repair. Moreover, the rehabilitation of the Dera'a water system, damaged during the conflict, and the Ramadan well in Rural Damascus, which has deteriorated due to prolonged use and lack of maintenance, are priorities for the Agency. These efforts are essential to ensure that Palestine refugees in these areas have access to safe drinking water.



UNRWA's self-help shelter repair programme provided shelter assistance to a Palestine refugee family in Neirab camp, enabling them to repair their damaged home - something they could not have afforded on their own due to their precarious socioeconomic situation. In addition, the Agency supplied basic NFIs, including mattresses and blankets in support of their recovery, Neirab camp, Aleppo, Syria. © July 2024 UNRWA Photo by Ana Nikonorow

Shelter and Non-Food Items

UNRWA has extended support to the most vulnerable Palestine refugees whose homes were damaged during the conflict, by enabling minor repairs through the self-help approach in Dera'a (303 houses) and Ein el Tal (96 houses) camps.⁷² The Agency has also used the self-help approach in assisting the repair of homes in Aleppo (316), Hama (16) and Latakia (293) that were impacted by earthquakes in 2023.

Under the EA, UNRWA intends to offer this support to a further 2,000 households in 2025, particularly in Dera'a, Ein el Tal and Yarmouk Palestine refugee camps, whose homes have suffered damage from the conflict and require immediate repairs. In June 2024, UNRWA conducted a detailed analysis of the living conditions of refugees who returned to Yarmouk camp, with a focus on their housing situation, livelihoods, protection, education and access to UNRWA services. The findings will guide the decision, together with consultations with the local camp communities, on which homes should be prioritised for repair. Similarly, detailed assessments for Dera'a and Ein el Tal camps, including engineering reviews of structures and social workers' evaluations of household vulnerabilities, will form the cornerstone of prioritisation efforts in these two camps.⁷³ Such interventions will contribute to broader inter-agency area-based priority approaches and more sustainable durable solutions for the most vulnerable in Syria, during uncertain times.

In 2025, the Agency will distribute NFIs to 500 families (1,700 individuals) identified as facing significant hardships, based

on thorough case management referrals. This distribution will target newly displaced individuals, refugees returning to Syria and other vulnerable groups in acute emergency situations, including PRL and PRS arriving from Lebanon. In addition, UNRWA will support up to 6,000 Palestine refugee households (approximately 20,400 people) to address needs stemming from their shelter situation during displacement, including with host families, as a result of the Lebanon crisis and/or other surges of conflict. In light of the dire economic situation in Syria and the increased financial burden on families hosting displaced Palestine refugees, UNRWA will provide US\$ 126 per household, per month for three months, to up to 3,000 households hosting the displaced. This transfer will be distributed in one tranche to reduce transaction costs. In addition, UNRWA will provide transitional rental support to a further 3,000 displaced Palestine refugee households at a transfer value of US\$ 52 per household, per month, which will also be distributed in a single tranche.

The Agency will extend a one-time cash transfer of US\$ 342 per family, to up to 6,000 Palestine refugee families newly affected by crisis, to support the purchase of NFIs, offering recipients dignity of choice while ensuring they can secure adequate items to meet their essential needs. Finally, the Agency aims to provide 61,660 of the most vulnerable Palestine refugees in Syria⁷⁴ with winterization-related NFIs through a cash-based modality to help them cope with harsh weather conditions.



Distribution of emergency NFIs to Palestine refugees displaced by the Lebanon conflict to Syria at the UNRWA distribution centre in Alliance, Damascus, Syria. © 2024 UNRWA Photo by Taghrid Mohammad

strategic priority 3: improve the effectiveness and efficiency of emergency programme delivery

Emergency Repair, Rehabilitation and Maintenance of UNRWA Installations

Years of conflict, particularly in Yarmouk, Ein el Tal, and Dera'a Palestine refugee camps, combined with funding constraints, have left many UNRWA installations in urgent need of repair. Under the 2025 EA, the Agency will prioritise repairs and maintenance for 124 UNRWA installations across Syria, including distribution centres, area offices, community centres, schools and health centres.

Over the past four years, the Agency has focused on rehabilitating installations essential for resuming essential service provision in Yarmouk, Ein el Tal, and Dera'a camps, where spontaneous returns of Palestine refugees have occurred and where many more are anticipated. One school and one health centre in each of the three camps, along with a multi-purpose community centre and the area office in Dera'a, have already been rehabilitated.

In 2024, UNRWA began work on the multi-purpose community centre in Yarmouk camp; however, additional funds are required in 2025 to complete this project. The rehabilitated Sarafand-Al Mujeidel school in Yarmouk now accommodates over 1,600 students for the 2024/25 school year, up from 600 when it reopened in September 2023. Under the 2025 EA, the Agency will prioritise the rehabilitation of a second school in Yarmouk (Nimreen school) to meet the growing demand for education in the camp. Moreover, the multi-purpose community centre in Khan Eshieh camp requires complete rehabilitation due to the extensive damage, while the community centre in Ein el Tal camp also needs repairs to ensure it can be safely used. To enhance power reliability and environmental sustainability, UNRWA will also install a solar panel system at the DTC.



UNRWA successfully rehabilitated the Health Centre in Dera'a camp, operational since July 2022 and serving approximately 15,000 Palestine refugees, in an area that has and continues to be an access priority for the humanitarian community. Syria's chronic fuel crisis and electricity shortages have severely disrupted essential services like health care, education and water supply. To address this, UNRWA has equipped numerous installations, including the Dera'a Health Centre, with solar panels. These systems provide uninterrupted electricity for critical services during crises, reduce operational costs and promote sustainable energy solutions across multiple facilities, Dera'a camp, Syria. © July 2024 UNRWA Photo by Ana Nikonorow

Emergency Preparedness

Due to growing instability in the region, UNRWA aims to strengthen emergency preparedness in Syria by training 100 UNRWA personnel in: (i) maintaining emergency stocks of food and NFIs; (ii) fast-tracking procedures for the procurement of additional supplies from the local market; (iii) opening and managing emergency shelters, inclusive of WASH facilities; (iv) putting child protection systems in place to support children separated from their families in times of crisis; (v) providing

temporary emergency health care and physiotherapy; and (vi) psychological first aid.

UNRWA will also procure and store sufficient NFIs as contingency stocks to provide rapid support in the event of sudden-onset emergencies. Aiming to support displaced or affected families, the NFIs will include items such as blankets, mattresses, kitchen sets, jerry cans and hygiene kits, among others.

Coordination and Management

In delivering its ongoing emergency response, UNRWA will continue to rely on over 3,500 personnel in Syria, the majority of whom are Palestine refugees, fostering strong connections with the communities they serve. Additional specialised international personnel, including experts in humanitarian response, access, cash assistance, resilience and advocacy, will be retained to enhance planning, emergency programme delivery, coordination and oversight of humanitarian interventions.

UNRWA will strengthen community-based protection and AAP by further building local capacity to identify and refer protection cases, ensuring accountable assistance through community engagement and personnel training. Guided by the Agency's Framework for AAP and the Core Humanitarian Standard on Quality and Accountability, UNRWA will deliver high-quality humanitarian assistance through community engagement meetings and personnel capacity-building initiatives. A team of telephone operators will manage queries, feedback and complaints from Palestine refugees regarding Agency services, providing direct responses or referring them to the appropriate programmes and/or departments. This process will be supported by an internal coordination mechanism to ensure timely follow-up and the closure of feedback loops, with all interactions recorded on a community feedback mechanism e-platform.

UNRWA will advocate with stakeholders, coordinate and foster partnerships with relevant national and international actors in Syria to better address the needs of Palestine refugees. The Agency will continue to coordinate closely with a range of stakeholders, including through inter-agency mechanisms, to ensure a timely and effective response. Partnerships, including information-sharing arrangements with the United Nations High Commissioner for Refugees (UNHCR) and coordination with UNRWA field offices, enable the monitoring of cross-border movements of Palestine refugees and the facilitation of referrals, ensuring efficient and responsive service delivery. The Agency remains committed to working closely with partners and stakeholders to ensure its interventions are inclusive, effective, and responsive to the needs of Palestine refugees.

Syria continues to face complex security challenges. To ensure safe service delivery in this volatile environment, the Agency will conduct security compliance assessments at 48 installations, support 600 humanitarian field missions and provide safety, security, and risk management training for 220 UNRWA personnel.

In alignment with its work plan on environmental sustainability, UNRWA will implement a range of initiatives in Syria, including personnel and refugee sensitisation, reduction of energy consumption, adoption of renewable energy and improved solid waste management practices.

lebanon | sector-specific interventions

strategic priority 1: preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable Palestine refugees meet their basic needs

Multi-Purpose Cash Assistance

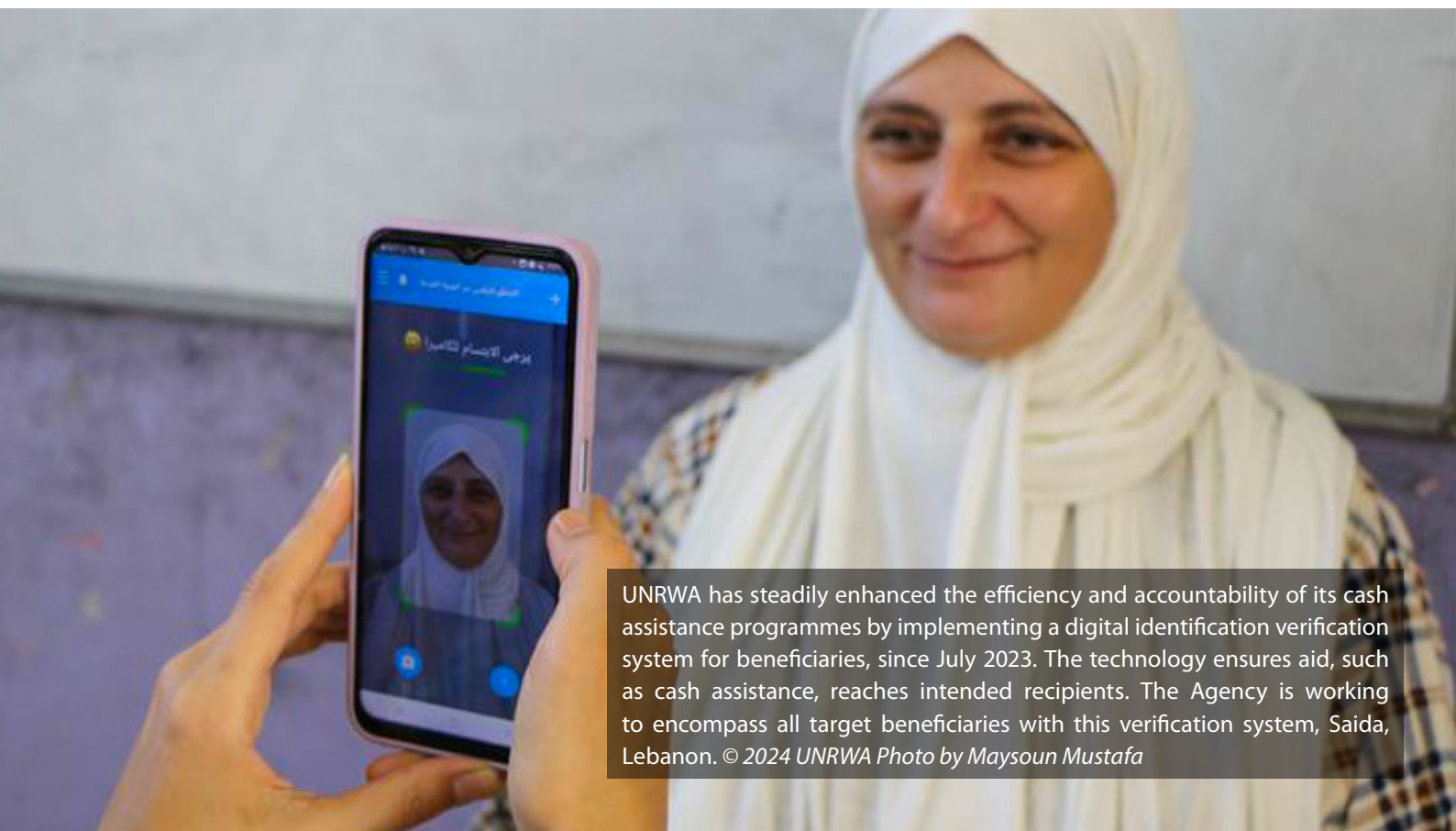
To address the compounded humanitarian impacts of the conflict in Lebanon, UNRWA's MPCA intervention remains vital for supporting Palestine refugees across the country, including PRL and PRS. MPCA helps vulnerable families maintain dignity and independence while also playing a critical role in alleviating the severe challenges they face in accessing essential services amid multi-layered crises and structural marginalization. Given Lebanon's strained resources and fragile Palestine refugee camp environments, combining cash assistance with expanded support in health care, education and social services maximizes resilience and well-being.

Under the 2025 EA, UNRWA aims to uphold these interventions, with a focus on delivering cash assistance that responds to the unique needs of the refugees arising from compounded hardships and intensifying conflict. The Agency will provide MPCA to 23,200 PRS and approximately 145,500 PRL, supporting a total of 168,700 Palestine refugees. PRS will receive US\$ 25 per person, per month and an additional US\$ 60 per household, per month, due to heightened vulnerabilities, including the inability to renew residency permits as of May 2024. Assistance to PRL will be based on specific vulnerability criteria, including those registered under the Agency's Social Safety Net Programme (SSNP), families with children under

the age of 18, individuals with chronic illnesses, the elderly (60+) and persons with disabilities. These PRL individuals will receive US\$ 50 per person on a quarterly basis.⁷⁵

UNRWA has steadily enhanced the efficiency and accountability of its cash assistance programmes by implementing a digital identification verification system for beneficiaries, since July 2023. The technology ensures aid reaches intended recipients by reducing errors and preventing fraud, securely verifying each refugee's identity before assistance is provided. The Agency is working to encompass all target beneficiaries with this verification system. A dedicated team of digital identity verification assistants and specialists within the Eligibility and Registration Division is responsible for processing digital identity verification requests submitted by refugees, with the support of artificial intelligence and video interviews, when necessary.

In 2025, PDM surveys will assess the cash distribution mechanism, focusing on access, satisfaction levels and any related concerns. Additionally, UNRWA will prioritise raising community awareness about available mechanisms for providing feedback and/or lodging complaints regarding this assistance measure.



UNRWA has steadily enhanced the efficiency and accountability of its cash assistance programmes by implementing a digital identification verification system for beneficiaries, since July 2023. The technology ensures aid, such as cash assistance, reaches intended recipients. The Agency is working to encompass all target beneficiaries with this verification system, Saida, Lebanon. © 2024 UNRWA Photo by Maysoun Mustafa

Emergency Food Assistance

As may be required, to meet the food needs of displaced persons who may be hosted in UNRWA DESs during emergencies, including refugees and non-refugees, the Agency has established community kitchens at strategic locations. These include UNRWA's Sibling Vocational Training Centre in Saida, Nahr el-Bared Palestine refugee camp in northern Lebanon and in the Beqaa Valley. In November 2024, 11 UNRWA DESs in these locations housed approximately 3,500 individuals at risk of food insecurity and nutritional deficiencies.

Through community kitchens, UNRWA aims to provide two nutritious meals daily to displaced persons hosted in the DESs, ensuring that their essential dietary needs are met. Each meal is designed in accordance with Sphere Standards to

deliver a minimum of 2,100 kilocalories per person, per day, along with necessary vitamins and minerals to reduce the risk of malnutrition and associated health issues. Adherence to Sphere Standards also emphasizes dietary diversity, food safety and cultural appropriateness, ensuring meals are not only nutritious but also respectful of community cultural preferences. Beyond sustenance, these kitchens serve as spaces for communal support, promoting engagement and resilience among residents. This approach and specific interventions will be revised based on the prevailing food and nutrition needs identified in response to changes in the operational context following the ceasefire of 27 November 2024.



Displaced persons hosted at the UNRWA Sibling Training Centre DES, receiving hot meals as a part of the Agency's emergency response efforts, Saida, Lebanon. © 2024 UNRWA Photo by Aisha Qasemr

strategic priority 2: contribute to a protective environment for Palestine refugees by maintaining access to basic services

Shelter and Non-food items

As needed, UNRWA will continue supporting displaced populations in its DESs nationwide, ensuring their safety and well-being through a comprehensive shelter management system. This approach upholds service standards and systematically and efficiently addresses the needs of those affected.

Under this Appeal, UNRWA will provide emergency cash assistance of US\$ 300 per household, per month for six months, targeting 30,000 PRS and PRL households who have lost access to safe accommodation due to the conflict. This

support targets refugees in formal and informal shelters, as well as those hosted by friends or relatives in overcrowded conditions, alleviating the strain on already struggling host communities and addressing the critical needs of the displaced.

In anticipation of the cold winter season, UNRWA also aims to provide specialized winterization cash assistance to 6,000 climate-vulnerable PRL and PRS families, helping them cope with harsh winter conditions in the coldest areas of Lebanon.



UNRWA provided NFIs, including duvets, to displaced individuals at the Rafidia UNRWA-run DES, ensuring they stay warm during the colder months, Saida, Lebanon. © 2024 UNRWA Photo by Mariam Al Saleh

Emergency Health

In Lebanon, where Palestine refugees lack access to public health services, primary health care services provided by UNRWA remain crucial for their well-being and resilience. In 2025, the Agency will support 180,000 consultations for Palestine refugees in Lebanon (PRL and PRS) in 27 UNRWA health facilities, supported by an additional seven Family Health Teams (FHTs) funded through the EA. As the armed conflict has caused a disruption of services in 12 UNRWA health centres as at 6 November,⁷⁶ ten new FHTs will be deployed to serve displaced individuals in DESs and temporary health centres, as well as displaced populations outside DESs, as circumstances require. Services will cover child health care, including nutrition and vaccinations, maternal health care with family planning and nutrition support, non-communicable diseases, MHPSS, and curative care for acute illnesses. In addition, UNRWA will ensure the provision of vital medications, essential laboratory tests and outpatient services such as oral health and x-rays.

The economic downturn, decline in employment opportunities and impact of the conflict and accompanying displacement in Lebanon have meant that the majority of PRL and PRS are no longer able to cover their portion of hospitalization costs. Under this EA, UNRWA will subsidize 9,924 hospitalizations, covering 60 to 90 per cent of inpatient care costs for PRL, PRS and non-IDPs (Palestine refugees who lack identity documents).

Outpatient care subsidies will assist 2,993 refugees with 50 per cent coverage. Additionally, UNRWA will cover 440 emergency hospitalizations for Palestine refugees who sustained conflict-related injuries.

Through the Medical Hardship Fund (MHF), UNRWA aims to contribute a top-up subsidy for tertiary hospitalization that will assist 74 Palestine refugees, as well as, on average, 75 per cent of the total cost of medications for a further 670 cancer patients. For 134 patients with chronic illnesses, such as thalassemia, sickle cell anaemia and auto-immune diseases like multiple sclerosis, the Agency will cover between 30 per cent of non-catalogue items and up to 80 per cent of medication costs. The non-catalogue items at 30 per cent coverage include, but are not limited to, chronic infectious diseases that threaten life such as hepatitis and rheumatological auto-immune diseases such as Crohn's disease, juvenile rheumatoid arthritis and Ankylosing spondylitis.

Under the EA, two UNRWA health centres will be rehabilitated or repaired to help ensure the provision of quality and safe health care, prioritizing those particularly affected during the conflict. Maintenance will also be conducted to support two newly established UNRWA health centres inside its DESs, serving all IDPs in need. Essential medical equipment and furniture will also be provided.



An UNRWA nurse vaccinates a displaced child at an UNRWA-run DES, located inside Nahr el-Bared Palestine refugee camp, Lebanon. © 2024 UNRWA Photo by Nahawand Mansour

Education in Emergencies

Under the 2025 EA, UNRWA is committed to ensuring educational continuity for 38,050 Palestine refugee students in Lebanon, despite significant disruptions. Operating 61 schools across the country, the Agency's Education in Emergencies (EiE) programme addresses immediate and long-term needs to safeguard access to inclusive, equitable and quality education.⁷⁷

The deteriorated security situation in Lebanon led to nationwide school closures in 2024, delays in the start of the 2024/25 academic year and the use of numerous schools as DESs for displaced populations. These challenges, coupled with Lebanon's economic crisis, have increased student dropout rates, academic disengagement and risks of harmful coping mechanisms, such as child labour and early marriage. To help counter these trends, UNRWA's EiE programme employs flexible approaches tailored to varying operational contexts. During short-term school closures, the programme will emphasize MHPSS for all 38,050 students, inside and outside DESs, including 183 sessions for caregivers. Recreational activities will also promote psychological wellbeing and resilience. Approximately 1,410 students with special education needs (SEN) and disabilities will be identified and supported with tailored interventions.

For prolonged closures, the EiE focus will shift to non-formal education (NFE), transitioning to formal education as conditions stabilize. Safe schools in secure areas will be identified to serve as educational hubs, with transportation costs covered for over 5,660 students in need. Printed NFE

materials, stationery kits and continued MHPSS services will be provided to all students to ensure learning continuity, while SEN students will receive specialized support. Educational personnel will also continue to benefit from MHPSS and personnel care sessions.

When conditions allow, UNRWA schools used as DESs will be rehabilitated to restore classrooms, facilities and equipment. The Agency will also carry out maintenance at all schools and repairs to restore six UNRWA schools affected by the hostilities, including in the Tyre area, Wavel camp and the southern suburbs of Beirut, ensuring these facilities are safe and functional for students and personnel. To address learning gaps during closures, the Agency will offer catch-up programmes to approximately 21,000 students, utilizing school breaks or extended academic terms. If security conditions deteriorate, remote learning will be implemented, supported by Self-Learning Programme materials for approximately 31,861 basic education cycle students. Communication tools, such as WhatsApp, will enable teacher-student interaction, drawing on lessons learned from the COVID-19 period.

Throughout all scenarios, UNRWA will provide IT resources and equipment to adapt to any required delivery method. Back-to-school campaigns will target students at risk of dropout, encouraging families to support their return to education. These comprehensive measures aim to uphold the right to education for Palestine refugees and maintain stability in their academic journeys during these challenging times.



Palestine refugee students actively participate in their lesson at the UNRWA Majeddo and Mazar School in Nahr el-Bared camp, Lebanon. © 2024 UNRWA Photo by Maysoun Mustafa

Protection

Palestine refugees in Lebanon, including PRS and PRL, face significant protection risks amid already restricted rights, compounded by the recent conflict which has displaced thousands. These challenges are further aggravated by widespread socioeconomic hardships, leaving many struggling to meet basic needs. Under the 2025 EA, UNRWA aims to address relevant protection concerns through a three-pillar approach: protection mainstreaming, targeted programming and advocacy, and ensuring that its support continues to adhere to humanitarian and protection principles.

In 2025, UNRWA will provide legal assistance to approximately 9,000 PRL and PRS, especially benefiting the latter due to issues with legal stay civil registration, including due to the decision of the Lebanese authorities to halt PRS residency permit renewals as of 9 May 2024. Legal aid services will encompass community awareness on civil rights, family law, residency and the right to work, one-on-one consultations and legal representation, as necessary.

In 2025, UNRWA will assist 300 GBV survivors (210 women, 45 girls, 15 men, 30 boys, including 10 persons with disabilities). The Agency will also provide case management and women's empowerment programmes like group PSS and livelihood assistance. Community-based GBV initiatives, including community-led prevention activities involving men and boys, will also be undertaken.

Protection emergency cash assistance will be extended to 140 individuals who have suffered a protection shock,⁷⁸ such as eviction, GBV, threats to physical security, or who need one-off cash support for safe access to a specialized service that is not provided by UNRWA. The Protection team will also collaborate with UNRWA-contracted psychologists to provide community-based PSS to some 29,520 Palestine refugees, including GBV survivors and child protection cases. They will also coordinate with the Agency's Health, Relief and Social Services and Education programmes to track PSS access.

To enhance disability inclusion, the Agency will conduct school awareness activities and organize community consultations with persons with disabilities. UNRWA will also provide capacity building to the Palestinian Disability Forum and conduct workshops on community-based rehabilitation and inclusive service delivery. A pilot data collection initiative will improve the identification of students with disabilities. Assistive and mobility devices will also be provided to persons in need.

Child protection efforts will address school violence through anti-bullying campaigns and the development of a Code of Conduct and Standard Operating Procedures (SOPs) for managing violent incidents. Collaboration with Child Protection Networks will create safe spaces for children and support community-led initiatives such as recreational activities and summer camps.

EORE sessions will educate 1,000 UNRWA students in high-risk areas to enhance their safety. Additionally, given the level of contamination resulting from ERW, the Agency is planning to conduct a comprehensive risk assessment and establish expert-led mitigation measures, in collaboration with the Lebanese Mine Action Centre and specialized agencies. The objective is to work to mitigate risks for Palestine refugees, UNRWA personnel and other humanitarian personnel by implementing improved safety measures, clearing ERW-contaminated areas and enhancing risk awareness.

Under the EA, UNRWA will also train 1,000 UNRWA personnel on humanitarian and protection principles, covering topics like disability inclusion, gender mainstreaming, GBV, including referral SOPs, PSEA and child protection. Quarterly assessments will monitor compliance with these principles to ensure equitable and non-discriminatory service delivery.



UNRWA's Legal Aid team conducting an awareness session at Jarmaq DES located in the Beqaa, highlighting the importance of civil documentation for displaced persons, Beqaa, Lebanon. © 2024 UNRWA Photo by Zeina Ouleiya

Water, Sanitation, and Hygiene

UNRWA remains committed to ensuring that comprehensive WASH services are maintained across all Palestine refugee camps, with particular focus on repairing and maintaining systems affected by conflict. The Agency also aims to deliver effective WASH services in UNRWA-run DESs to address the specific needs of vulnerable displaced populations.

To address conflict-related damages and ensure the uninterrupted supply of safe water in camps, urgent rehabilitation efforts will be undertaken, including the repair of two water wells in Burj Barajneh camp and the rehabilitation of another in Wavel camp. UNRWA will also repair and rehabilitate damaged solar systems that power water wells, ensuring sustainable operations. Additionally, the Agency will restore critical infrastructure networks, such as water supply lines and sewerage and stormwater drainage systems across various affected camps to meet residents' needs. To ensure continuous access to water, the Agency will provide fuel for pumping operations in 11 Palestine refugee camps.

Maintaining adequate WASH services inside DESs will involve activities such as water trucking, water testing, provision of chlorine tablets and cleaning supplies and the deployment of solid waste disposal trucks. Routine small-scale maintenance of UNRWA educational facilities used as DESs will also be carried out to ensure safe and quality living conditions for displaced populations. Addressing the hygiene needs of IDPs who may be hosted in DESs will include the distribution of hygiene kits, baby kits and dignity kits tailored to specific gender and age groups, following a needs-based approach.

UNRWA will further maintain solid waste management in several camps across the country by rehabilitating solid waste platforms and conducting the collection, loading and transfer of accumulated garbage at temporary dumping sites to municipal disposal sites. These activities aim to address urgent sanitation challenges, mitigate public health risks and ensure cleaner living environments for affected communities.



Installed prefabricated shower units at Amqa Secondary School inside Nahr el-Bared Palestine refugee camp, designated for use during displacement emergencies, Nahr el-Bared, Lebanon. © 2024 UNRWA Photo by Maysoun Mustafa

strategic priority 3: improve the effectiveness and efficiency of emergency programme delivery

Emergency Repair, Rehabilitation and Maintenance of UNRWA Installations

The conflict in Lebanon has severely impacted essential UNRWA installations and infrastructure in Palestine refugee camps, particularly in the heavily affected southern region. Under the 2025 EA, the Agency will prioritize emergency repairs to maintain vital services in a safe and dignified environment.

Initial efforts will focus on repairing damaged electrical networks and solar power systems in affected camps to restore and secure power supplies, ensuring uninterrupted service delivery. Additionally, new solar energy systems will be installed at eight critical locations, including camp services and area offices, as well as Relief and Social Services offices. This sustainable energy solution will enable continuous operations during fuel shortages, grid failures and conflict, supporting the provision of essential services / emergency response efforts in times of crisis.

Coordination and Management

UNRWA remains committed to safeguarding its personnel, assets and programmes in Lebanon. To address heightened risks as a result of the security situation in Lebanon, an Field Security and Risk Management (FSRM) assessment identified critical measures to ensure operational continuity and personnel safety. To enhance security measures, five additional Mobile Security Officers will be hired, each assigned to a specific geographic area of UNRWA's operations in Lebanon, providing on-ground support and conducting field assessments. The Agency will also procure four armoured vehicles to replace the outdated fleet, ensuring flexibility in high-risk areas. Additionally, 50 VHF radios, ten Garmin InReach devices for movement tracking and personal protective equipment will be procured to equip field personnel, ensuring their safety and effectiveness in times of crisis.

Specialized security training will be provided to 50 UNRWA personnel, focusing on first aid and risk management in high-risk environments. This training aims to enhance personnel preparedness, enabling them to maintain safety while delivering essential humanitarian services.

Under the EA, at least seven critical repairs are planned for conflict-damaged UNRWA installations, addressing structural and interior damage to administrative and Relief and Social Services buildings vital for the coordination of service delivery and community support. Restoring these facilities will ensure uninterrupted operations, uphold safety standards and support stability within the camps. Two UNRWA warehouses will also be maintained and rehabilitated. Four site engineers will be hired to support the implementation of these emergency repair initiatives and assess any further repairs that may be required.

Lastly, UNRWA will also remove and dispose of ERW and debris contaminating five affected Palestine refugee camps and surrounding areas as a result of armed hostilities, to improve safety, accessibility and service delivery, while fostering a dignified living environment.

UNRWA will continue its active participation in Lebanon's coordination structures, collaborating with UN agencies, the Lebanese government, and non-governmental organizations to address the humanitarian needs of its beneficiaries, including any IDPs in UNRWA emergency shelters serving all populations in need. To that end, existing partnerships with both international and national actors will be maintained, and new partnerships will be established as needed to further strengthen humanitarian efforts. Moreover, as part of the Lebanon Crisis Response Plan, the Agency will continue to engage in sector working groups and foster partnerships with organizations supporting Palestine refugees.

Under this Appeal, UNRWA also plans to conduct an external evaluation of its emergency response in Lebanon. This evaluation will assess the impact of its interventions, identify challenges encountered and extract key lessons learned, providing critical insights to enhance and refine future response strategies.

jordan | sector-specific interventions

strategic priority 1: preserve resilience through the provision of humanitarian assistance, ensuring that the most vulnerable Palestine refugees meet their basic needs

Multi-purpose Cash Assistance

In 2025, UNRWA will continue to provide MPCA to 20,909 PRS in Jordan through a targeted approach that prioritises the most vulnerable with a higher value cash transfer. PRS households headed by individuals (8,224) originally registered in fields outside of Jordan (including 2,384 individuals without legal status in Jordan), will receive US\$ 40 per person, per month, while those originally registered with the Agency in Jordan and carrying Jordanian identification (12,685) will receive US\$ 25 per person, per month, given their greater access public services.⁷⁹ According to the preliminary results of the most recent UNRWA vulnerability assessment in Jordan,⁸⁰ UNRWA cash assistance is the largest income source for 69 per cent of PRS households. PRS continue to be more vulnerable than Palestine refugees in Jordan, in terms of education, health and food intake, and would be more so without the Agency's assistance and services.⁸¹ According to the same assessment, cash assistance is an absolute necessity for the poorest PRS households whose income vulnerability is extremely high.⁸²

One-time emergency cash assistance will also be provided to up to 707 Palestine refugees, including 467 from Gaza and 240 from Lebanon, who are stranded in Jordan due to the conflicts.⁸³ Assistance will cover three months, with values based on family size and the last inter-agency agreed Survival and Minimum Expenditure Basket (SMEB).⁸⁴

In 2025, PDM surveys will evaluate the cash distribution mechanism, including access, satisfaction levels and related issues. In accordance with evidence-based approaches, adjustments to the MPCA modality may also be made to ensure the targeting of the most vulnerable Palestine refugees in Jordan, with appropriate assistance to address evolving needs. UNRWA will also ensure community awareness about mechanisms to provide feedback and/or complaints regarding services received.



A Palestinian refugee from Syria in Jordan receiving emergency cash assistance, Amman, Jordan. © 2024 UNRWA Photo by Yasser Abdulfattah

strategic priority 2: contribute to a protective environment for crisis-affected Palestinian refugees by maintaining access to basic services

Emergency Health

In 2025, through this EA, UNRWA will provide primary health care to vulnerable Palestinian refugee populations in Jordan, specifically targeting PRS, stranded Gazans, PRI, as well as displaced Palestine refugees from Lebanon. Approximately 11,664 primary health care consultations will be provided at the Agency's 25 health centres and four mobile clinics around the country. This will complement existing UNRWA services reaching vulnerable ex-Gazans without Jordanian identity documents.

In addition, UNRWA will support an estimated 1,587 hospitalization referrals to contracted governmental and private hospitals, including for 1,087 PRS who cannot cover their own hospital expenses. The Agency will also increase the reimbursement ceiling to US\$ 704 for approximately 500 individuals, including ex-Gazans (without legal status in Jordan), stranded Gazans, PRL and PRI who cannot access government health services and benefit from preferential rates. In addition, UNRWA will cover the full cost of prosthetic devices for 200 refugees with disabilities who are unable to cover these costs.

As at November 2024, Garden Camp hosted 520 individuals, of whom there were 443 PRS and 77 Syrian refugees. UNRWA

will cover the cost of an estimated 6,839 primary health care consultations in 2025 for all PRS and Syrian refugees residing in the camp, through a renewed contractual agreement with the Jordan Health Aid Society. The Agency will also hire two community health workers to promote healthy lifestyles and mental health awareness among Garden Camp PRS residents and oral health awareness campaigns will be conducted for 400 PRS residents. The mobile dental clinic that visits Garden Camp will offer services to 443 PRS patients throughout the year. In 2025, the outdated mobile dental clinic vehicle will be replaced to continue operations in Garden Camp and remote areas of the Jordan Valley where there are concentrations of Palestine refugees.

UNRWA in Jordan has four areas of operation (Irbid, Zarqa, North Amman and South Amman) that require specialized MHPSS services. To address the growing need for these services among vulnerable Palestine refugees, for each area, the Agency will recruit one psychiatrist and two psychosocial counsellors (four psychiatrists and eight psychosocial counsellors in total) to provide consultations for 1,000 persons. Finally, to strengthen emergency health capacity, 496 health personnel will be trained in infection prevention and control procedures.



An UNRWA Senior Nurse provides neonatal health care for newborn babies and infants in UNRWA's Al Zuhor Health Centre, Amman, Jordan. © 2024 UNRWA Photo by Yasser Abdulfattah

Education in Emergencies

In 2025, UNRWA elementary and preparatory schools in Jordan will provide quality education to over 100,000 students, ensuring that the 1,189 children from vulnerable groups, namely PRS, stranded Gazans, PRL and Syrian refugees, have equitable access to the Agency's education system.⁸⁵

To support crisis-affected students with SEN, the Agency will hire 20 additional SEN teachers and equip 20 new Learning Support Rooms. Additionally, 350 students with visual disabilities will receive specialized tablets with enlarged fonts to support learning. To promote psychosocial well-being among students facing specific hardships, UNRWA will recruit 111 school counsellors to identify children at risk and provide counselling sessions. During the summer of 2025, 75 Agency schools will be designated as 'hub schools' to host summer camps open to all students. Attendance will be voluntary, and it is anticipated that up to 10,000 students will participate with those at risk of marginalization, experiencing psychosocial distress and students with disabilities being especially encouraged to attend. At the start of the 2025/26 school year, UNRWA will provide 9,187 back-to-school kits for the most vulnerable students.

To ensure a safe and conducive learning environment, 33 priority UNRWA schools will undergo rehabilitation works to address accessibility and safety issues. In addition: (i) outdated furniture and equipment will be replaced; (ii) air conditioners will be installed in ten schools in the Jordan Valley to deal with extreme heat during the summer; (iii) 20 learning support rooms will be established; and (iv) CCTV cameras will be installed in 74 (of 94) schools to enhance student safety. This preventive measure will serve to deter bullying, external intrusion on school property and theft.

During the 2024/25 academic year, UNRWA will subsidize tuition fees for 478 vulnerable students enrolled in the Agency's VTCs and for 443 vulnerable students enrolled in the Faculty of Educational Sciences and Arts. Vocational and teacher training courses for students from vulnerable families will help them develop skills, strengthen self-reliance, expand livelihood opportunities and, in the long-term, help reduce dependency on UNRWA. Transportation assistance will be provided to all TVET students to support the continuation of their studies.



"Back to School" day at Marka Girls School, Marka camp, Jordan. Many camp residents are originally from the Gaza Strip as a result of the 1967 war. © September 2024 UNRWA Photo by Yasser Abdulfattah

Protection

Under the 2025 EA, UNRWA will enhance protection services for Palestine refugees in Jordan, particularly for PRS, ex-Gazans, PRI, stranded Gazans and PRL, who face heightened risks due to a lack of official documentation. Gaps in legal status prevent many from accessing employment and essential government services such as health, education and social support. Moreover, UNRWA records indicate that 96.8 per cent of PRS do not intend to return to Syria within the next 12 months, with 27 per cent citing safety and security concerns as the primary reason. In response, the Agency will provide legal aid to 520 refugees, assisting them to obtain documentation, legal representation and navigating barriers to securing legal status. Building on a successful 2023/24 pilot, four legal clinics will operate across Jordan. A needs assessment will refine legal aid services, focusing on undocumented refugees. The Agency will also collaborate with partners, including UNHCR and the International Committee of the Red Cross, to monitor risks and develop tailored solutions for PRS, particularly those in Garden Camp and others facing barriers to accessing public services.

UNRWA will offer one-time protection subsidies to 1,465 vulnerable families to cover legal fees and transportation to medical facilities, when necessary. Protection training on human rights within national and international frameworks

will target 120 UNRWA personnel and other stakeholders, ensuring PRS-specific concerns are integrated into Agency provided health, education and social services.

Rehabilitation therapy, including physical, occupational, speech and hearing therapy, as well as special education and autism support, will benefit 1,000 refugees with disabilities.⁸⁶ In Garden Camp, MHPSS activities for 350 individuals, including persons with disabilities, will address refugees affected by bullying, violence, child labour and child marriage. These services will build on successes from 2022 to 2024 and be delivered in partnership with the Jordanian Institute of Family Health.

To improve employability, 250 refugees from vulnerable groups, including PRS, female headed households, persons with disabilities, unemployed youth and refugees registered in UNRWA's SSNP, will participate in life skills and vocational training. This three-month programme will teach repair and maintenance skills, based on a circular economy approach that promotes employment and self-reliance. Finally, building the capacity of community-based organizations to raise awareness on GBV prevention and response will involve 5,000 refugees, including PRS, in activities on GBV awareness raising, risk mitigation and addressing gender and social norms that contribute to GBV.



UNRWA provides psychosocial counselling services to vulnerable Palestinian refugees from Syria, North Amman, Jordan. © February 2024 UNRWA Photo by Yasser Abdulfattah

Water, Sanitation and Hygiene

In 2025, focusing on the most vulnerable, UNRWA will deliver vital environmental health services to safeguard the well-being of over 400,000 Palestine refugees across ten official Palestine refugee camps in Jordan. To manage the daily collection, transportation and disposal of solid waste, the Agency plans to hire 134 additional sanitation labourers (bringing the total to the required number of 420), ensuring adequate coverage based on camp population figures. This intervention will address critical environmental health needs

Shelter and Non-food Items

PRS families in Garden Camp live in sub-standard temporary prefabricated shelters that do not meet basic sanitation and safety standards. Given unsatisfactory PRS health outcomes in Garden Camp, under this EA UNRWA will carry out a detailed assessment of all 141 shelters to determine which require rehabilitation or replacement to improve living conditions and the overall health and wellbeing of this vulnerable group. In addition, following a comprehensive assessment across several camps in Jordan, UNRWA will rehabilitate ten

while creating short-term employment opportunities for vulnerable Palestine refugees. Personal protective equipment and hygiene kits will be provided to all 420 sanitation labourers, who will also be given Hepatitis B vaccinations as a protective health measure. Additionally, up to 13 solid waste trucks will be hired, as needed, to support efficient waste management operations, helping maintain clean, safe living environments for all camp residents.

shelters housing persons with disabilities that are particularly hazardous. Adaptations will improve living conditions and support the dignity, safety and quality of life of highly vulnerable refugees.

One-time winterization cash assistance will be provided to the most vulnerable 5,608 PRS families to help them cover additional heating and electricity costs during the harsh winter season.



UNRWA sanitation labourers carry out pest control spraying in Jerash camp, also known as “Gaza Camp” due to the large numbers of refugees from the Gaza Strip who were accommodated here following the 1967 war, Jerash camp, Jordan. © October 2024 UNRWA Photo by Yasser Abdulfattah

strategic priority 3: improve the effectiveness and efficiency of emergency programme delivery

Coordination and Management

In 2025, UNRWA will ensure timely service provision for the most vulnerable Palestine refugees. This will include key operational costs for monitoring, coordination and logistics. The Agency will also work closely with the national and international humanitarian community in Jordan to harmonise, as appropriate, UNRWA's emergency response for the most vulnerable Palestine refugee population in line with the Core Humanitarian Standard on Quality and Accountability.

The Agency will maintain partnerships with national and international actors, including the Jordan Health Aid Society

and UNHCR among others, to deliver critical services, including healthcare, protection, psychosocial support and legal aid, to the most vulnerable Palestine refugees in Jordan.

To enhance safety and preparedness, the FSRM team will: (i) train 600 frontline personnel in security risk management; (ii) support 20 external field missions through risk assessments; (iii) monitor the situation in camps to address emerging challenges; and (iv) ensure adherence to UNRWA security protocols.

Emergency Repair, Rehabilitation and Maintenance of UNRWA Installations

In 2025, maintenance will be carried out at 38 UNRWA (non-school) installations, including health centres, environmental health offices and other administration offices. A comprehensive assessment will evaluate key factors, such as structural integrity and protection-related issues, to prioritize

installations requiring urgent interventions. Pre-established criteria will ensure that installations are prioritised for rehabilitation and/or maintenance, within available resources, on the basis of: (i) service delivery needs; and (ii) the safety of Palestine refugees and UNRWA personnel.

regional response

The Department of Planning oversees UNRWA's emergency response activities, including coordination for the Syria, Lebanon and Jordan EA. It provides strategic guidance and technical oversight for the planning and alignment of regional humanitarian response, to ensure preparedness for rapid emergency response as well as integration of more sustainable approaches supporting durable solutions. It liaises with the regional humanitarian system in Amman on programming, advocacy, fundraising and key documents, such as appeals and reports. UNRWA actively participates in regional refugee and resilience planning, collaborating with technical and senior-level groups.

A Senior Emergency Officer oversees the crisis response, ensuring capacity for humanitarian risk analysis, preparedness

and quality response. The Department of Planning manages monitoring and reporting using a results-based monitoring framework, with field offices collecting quarterly performance data. Progress is reviewed quarterly and semi-annually (twice a year), with external reporting provided semi-annually and annually.

In 2025, UNRWA aims to enhance reporting, information management and support for environmental sustainability in emergency operations. In addition, the Department of Planning will coordinate with concerned headquarters entities and field offices to implement evaluation recommendations, with adjustments reflected in its programming.

endnotes

- 1 According to the World Bank, between 2011 and 2023, over 409,000 conflict-related deaths have been recorded in Syria - more than any other conflict of the past three decades. [World Bank, "Macro Poverty Outlook for Syrian Arab Republic: October 2024", October 2024.](#)
- 2 [UNHCR, "Operational Portal," accessed on 16 December 2024.](#)
- 3 Given the recent return of Palestine refugees to Yarmouk, Ein el Tal and Dera'a camps, in 2025, UNRWA will conduct an assessment to update the number of refugees who remain displaced.
- 4 As at 30 November 2024, there were 20,324 PRS in Jordan and 23,878 PRS in Lebanon registered with UNRWA.
- 5 [OCHA, "North-west Syria: Escalation of Hostilities - Flash Update No. 4, 8 December 2024", 8 December 2024.](#)
- 6 From late September to 28 November 2024, approximately 562,000 persons had been displaced from Lebanon to Syria. [UNHCR, "UNHCR Syria Emergency Response Brief - 28 November 2024", 28 November 2024.](#) As at 8 December, one million people have displaced internally in Syria following major changes in internal frontlines. [OCHA, "North-west Syria: Escalation of Hostilities - Flash Update No. 4, 8 December 2024", 8 December 2024.](#)
- 7 UNRWA, "Post-distribution Monitoring Survey, Syria", September 2022. UNRWA, "Post-distribution Monitoring Survey, Syria", March 2024.
- 8 UNRWA, Health Department data, 2024. Please note that, according to the [World Health Organization \(WHO\)](#), child wasting refers to a child who is too thin for her or his height and is the result of recent rapid weight loss or the failure to gain weight.
- 9 Some 90 per cent of refugees who returned to these camps cited the primary reason as the inability to afford rent in their area of displacement. UNRWA, "Living Conditions of Palestine Refugees Returning to Yarmouk - An Exploratory Shelter and Socioeconomic Analysis", June 2024.
- 10 [UNRWA, "Protection in Syria", 2024.](#)
- 11 [World Bank, "Lebanon: Poverty More than Triples over the Last Decade Reaching 44% under a Protracted Crisis", 23 May 2024.](#) [UNHCR, "UNHCR Lebanon at a Glance", 2024.](#)
- 12 According to UNRWA data, poverty rates among Palestine refugees are extremely high, with 80 per cent reported to be living below the national poverty line (adjusted for inflation), as at March 2023. Data modelling confirmed that without the distribution of quarterly cash assistance from UNRWA, poverty would stand at over 90 per cent.
- 13 [International Organization for Migration, "Displacement Tracking Matrix, Mobility Snapshot Round 65", 25 November 2025.](#)
- 14 From late September to 28 November 2024, approximately 562,000 persons had been displaced from Lebanon to Syria. [UNHCR, "UNHCR Syria Emergency Response Brief - 28 November 2024", 28 November 2024.](#)
- 15 UNRWA, "Protection Note: Cross-border Movement of Palestine Refugees Affected by the Conflict in Lebanon", 1 November 2024.
- 16 [World Bank, "Jordan Economic Monitor, Summer 2024: Strength Amidst Strain: Jordan's Economic Resilience", 2 October 2024.](#)
- 17 Stranded Gazans are Palestine refugees who became stranded in Jordan following the onset of the Gaza conflict on 7 October 2024, and who have self-reported to UNRWA. The number of stranded Gazans is likely higher as not all approach the Agency for assistance.
- 18 Ex-Gazans refer to those who fled the Gaza Strip during the 1967 Arab-Israeli War, seeking safety and stability. Many settled in Jordan, but unlike other Palestinian refugees, they are often not granted full Jordanian citizenship, leaving them in a precarious legal and socio-economic situation, with restricted access to national health care system, higher education, government aid programmes, public-sector jobs and other employment opportunities.
- 19 Over several decades, Jordan has received large numbers of refugees, including from Palestine, Iraq, Yemen, Sudan and Syria. [UNHCR, "UNHCR Jordan Multi-Year Strategy 2023-2025 Summary", 1 January 2023.](#)
- 20 Given the recent return of Palestine refugees to Yarmouk, Ein el Tal and Dera'a camps, in 2025, UNRWA will conduct an assessment to update the number of refugees who remain displaced.
- 21 [OCHA, "Syrian Arab Republic Humanitarian Needs Overview 2024", February 2024.](#)
- 22 UNRWA, "Post-distribution Monitoring Survey, Syria", September 2022. UNRWA, "Post-distribution Monitoring Survey, Syria", March 2024.
- 23 [United Nations Children's Fund, "Middle East and North Africa Region, Nutrition Strategic Direction 2030", 18 August 2024.](#)
- 24 Ibid.
- 25 UNRWA, Health Department data, 2024.
- 26 [World Bank, "Syria Economic Monitor", Spring 2024.](#) [UN, "Worsening Conditions in Syria Need Urgent Concerted Efforts from All Parties to Resume Syrian-led Political Process, Special Envoy Tells Security Council", 23 August 2023.](#)
- 27 [World Food Programme \(WFP\), "Monthly Market Price Bulletin. September 2024 – Issue 117", September 2024.](#)
- 28 Ibid.
- 29 [The United Nations Human Settlements Programme, "Pursuit of Environmental Sustainability and Climate Resilience through Urban Recovery in Syria", January 2022.](#)
- 30 [UNRWA, "Protection in Syria", 2024.](#) [OCHA, "Flash Appeal: Lebanon, October - December 2024", October 2024.](#)
- 31 By July 2024, 2,400 families (8,160 individuals) had returned to Yarmouk, 183 families (658 individuals) to Ein el Tal and 364 families (3,820 individuals) to Dera'a camp. Verification of the number of Palestine refugees now residing in Syria, using the Agency's digital identity verification protocol, is ongoing. UNRWA, "Living Conditions of Palestine Refugees Returning to Yarmouk – An Exploratory Shelter and Socioeconomic Analysis", June 2024.
- 32 UNRWA, "Protection Note: Cross-border Movements of Palestine Refugees Affected by the Conflict in Lebanon", 1 November 2024.

33 Ibid.

34 The figures are based on responses to an UNRWA monitoring questionnaire that is being implemented across all Agency areas of operation in Syria to gather disaggregated data and assess the immediate needs of new arrivals. As at 17 November 2024, 938 heads of households had responded to the questionnaire.

35 UNRWA, "Syria Field Office Crisis Monitoring Survey", December 2022.

36 [United Nations \(UN\), "Tensions in Syria, Region 'Have Reached Dangerous New Levels', Special Envoy Warns Security Council, Calling for Inclusive Political Process", 28 August 2024.](#)

37 [UN, "UN Officials Raise Alarm over Escalating Violence in Northwest Syria", 1 December 2024.](#)

38 [OCHA, "The Whole of Syria Flash Update No. 4 - Recent Developments in Syria", 10 December 2024.](#)

39 [OCHA, "Flash Appeal: Lebanon, October - December 2024", October 2024.](#)

40 The 'Blue Line', stretching for 120 km along Lebanon's southern frontier, is not a border, but a 'line of withdrawal'. It was set by the UN in 2000 for the purpose of confirming the withdrawal of Israeli forces from the south of Lebanon under UN Security Council Resolution 425 (1978). It is without prejudice to future border agreements between these two UN Member States. [UN Peacekeeping, "It's Time to Talk about the Blue Line: Constructive Re-engagement is Key to Stability", 5 March 2021.](#)

41 [OCHA, "Flash Appeal: Lebanon, October - December 2024", October 2024.](#)

42 [OCHA, "Lebanon: Flash Update #47 - Escalation of hostilities in Lebanon, as of 25 November 2024", 28 November 2024.](#)

43 Ibid.

44 [OCHA, "Flash Appeal: Lebanon, October - December 2024", October 2024.](#)

45 Ibid.

46 [World Bank, Data for World Database, accessed on 15 October 2024.](#)

47 [World Bank, "Lebanon Country Climate and Development Report", March 2024.](#)

48 [UNHCR, "UNHCR Lebanon at a Glance", 2024.](#)

49 As at 28 November, the total number of UNRWA-registered Palestine refugees in Lebanon stood at 485,923. It is important to note that registration with UNRWA is voluntary, which can lead to the underreporting of deaths and emigrations. Refugees can also continue to register their newborns through the UNRWA online registration system, even if they move abroad. In 2017, the Lebanese Palestinian Dialogue Committee, in collaboration with the Palestine Central Bureau of Statistics, conducted a census of Palestinians living in Lebanon, which reported a total of 174,000 individuals. Approximately 200,000 Palestine refugees' access UNRWA services in Lebanon each year. The Agency currently estimates that no more than 250,000 Palestine refugees reside in the country.

50 [UNHCR, "UNHCR Lebanon at a Glance", 2024.](#)

51 [World Bank, "Lebanon: Poverty More than Triples over the Last Decade Reaching 44% under a Protracted Crisis", 23 May 2024.](#)

52 According to UNRWA data, poverty rates among Palestine refugees in Lebanon are extremely high, with 80 per cent reported to be living below the national poverty line (adjusted for inflation), as at March 2023. Data modelling confirmed that without the distribution of quarterly cash assistance from UNRWA, poverty would stand at over 90 per cent.

53 [OCHA, "Lebanon: Flash Update #24", 8 August 2024.](#)

54 [World Bank, "Jordan Economic Monitor, Summer 2024: Strength Amidst Strain: Jordan's Economic Resilience", 2 October 2024.](#)

55 Ibid.

56 [World Bank, "Jordan Country Climate and Development Report", November 2022.](#)

57 [UNHCR, "Vulnerability Assessment Framework: Socio-Economic Survey on Refugees in Host Communities" and "Vulnerability Assessment Framework: Socio-Economic Survey on Refugees in Camps", 3 June 2024.](#)

58 Ibid.

59 Ibid.

60 [ANERA, "Jordan Situation Report", 19 August 2024.](#)

61 UNRWA, "Living Conditions for Vulnerable Palestinian Refugees in Jordan (2023)", October 2023.

62 Data as at November 2024. Garden Camp, previously known as King Abdullah Park, is a small, closed refugee reception facility near Ramtha in northern Jordan that was established by the Government of Jordan in 2012 to receive refugees from Syria, including PRS.

63 UNRWA introduced a targeted approach for its interventions in accordance with the findings of a vulnerability assessment of Palestine refugee households, conducted by the Agency in Syria at the end of 2017. The assessment found that, while 91 per cent of the total Palestine refugee population was living in absolute poverty, certain categories such as: (i) female-headed households; (ii) families headed by a disabled person; (iii) persons with disabilities; (iv) families headed by an older person; and (v) unaccompanied minors had an increased likelihood of being more vulnerable.

During the pilot phase, only members of the following most vulnerable refugee households will benefit from the CfW programme: (i) female-headed households; (ii) families headed by a disabled person; (iii) persons with disabilities; (iv) families headed by an older person; and (v) unaccompanied minors. UNRWA will address the findings of the updated vulnerability assessment once it is completed.

64 This approach was developed in accordance with the findings of a vulnerability assessment of Palestine refugee households conducted by the Agency in Syria at the end of 2017. The assessment found that, while 91 per cent of the total Palestine refugee population was living in absolute poverty, certain categories such as: (i) female-headed households; (ii) families headed by a disabled person; (iii) persons with disabilities; (iv) families headed by an older person; and (v) unaccompanied minors, had an increased likelihood of being more vulnerable.

65 As at 1 November 2024, the UNRWA Syria Field Office recorded a total of 975 Palestine refugee families (4,500 individuals) who fled

Lebanon in just one month. The target caseload in Syria in advance of the latest round of conflict-related displacements in Lebanon was 420,000 Palestine refugees. Based on influx trends at the time of planning, UNRWA will serve up to 30,000 Palestine refugees fleeing the conflict in Lebanon to Syria.

66 The MPCA transfer value is calculated based on the MEB value agreed by the Cash and Markets Working Group in Syria.

67 The prevalence of anaemia among Palestine refugee infants and children under three years old was 17.2 per cent in 2023, far exceeding the acceptable range of less than 5 per cent for anaemia in populations based on pertinent thresholds established by WHO. UNRWA health data also shows a prevalence of anaemia among pregnant and nursing mothers in 2023 (16.2 per cent and 21.7 per cent respectively). UNRWA, Health Department data, 2024.

68 [WFP, "The Effects of Child Nutrition on Academic Performance: How School Meals Can Break the Cycle of Poverty", 21 September 2023.](#)

69 A 2024 protection sector analysis indicates that 60 per cent of women, 61.5 per cent of men, 34 per cent of girls and 31 per cent of boys reported a high level of stress.

70 Assistive devices include wheelchairs and crutches for adults and children, air mattresses for individuals who are permanently or temporarily confined to bed and walkers for persons with disabilities or those recovering from knee or hip surgeries.

71 Not including Yarmouk camp where environmental health services rest with the government.

72 The UNRWA self-help approach to shelter rehabilitation empowers Palestine refugees to rebuild their homes by providing cash assistance and technical support, enabling them to tailor repairs to their needs while maintaining cost efficiency and dignity. This model prioritizes vulnerable families and fosters community involvement, promoting resilience and quicker recovery in conflict-affected areas.

73 Assessments were carried out in Dara'a camp in early 2021 and in Ein el Tal in July 2021. Due to the timing and coverage of these assessments, additional reviews will be required to use the results for the purposes of prioritization in 2025.

74 Based on the results of UNRWA's 2017 Vulnerability Assessment, the most vulnerable refugee households include: (i) female-headed households; (ii) families headed by a disabled person; (iii) persons with disabilities; (iv) families headed by an older person; and (v) unaccompanied minors (orphans).

75 In Lebanon, MPCA is managed as part of the Basic Assistance (BA) Sector. UNRWA's transfer values, while slightly different from those established by the BA Sector, reflect a distinct set of vulnerabilities unique to the populations it serves including PRS, as well as PRL registered under the SSNP, those who have children (aged 0–18), suffer from chronic illnesses, are elderly (aged 60+) and/or are persons with disabilities. Despite the variation, transfer values remain broadly aligned with BA standards. Additionally, the transfer value for UNRWA is significantly influenced by the availability of donor funding. Agency efforts over recent years have successfully stabilized transfer values, ensuring greater consistency and reliability in cash assistance for beneficiaries. This approach reflects both contextual realities and the commitment to addressing the specific needs of vulnerable populations.

76 [UNRWA, "UNRWA Situation Report #12 on the Lebanon Emergency", 7 November 2024.](#)

77 The UNRWA EiE programme ensures that Palestine refugee children can continue their education during crises by providing safe learning environments, self-learning materials, PSS and trained educators. It addresses both immediate and long-term needs to uphold children's right to education and promote resilience in conflict-affected settings.

78 Protection emergency cash assistance will target the population residing in UNRWA DESs and prioritize cases with specific protection concerns and vulnerabilities (e.g., GBV, child protection, disability, unaccompanied elderly etc). The Protection team will work closely with other programmes (Education, Health and Relief and Social Services) and relevant external actors (implementing partners and interagency coordination members) to ensure that this assistance will not replace existing efforts but will be complementary as a risk reduction measure suitable for emergency response.

79 The increase in numbers, from 20,442 in 2024 to 20,909 in 2025, is primarily due to new registrations from births, marriages, returns from Syria, and new arrivals from other countries. The figures also account for deactivations of some PRS registrations due to returns to Syria and other reasons.

80 UNRWA, "Living Conditions of Vulnerable Palestinian Refugees in Jordan (2023)", October 2023.

81 Ibid.

82 For example, among the targeted beneficiaries are refugees residing in Garden Camp who are classified as extremely vulnerable (443 PRS and 77 Syrians, including those married to PRS). Without UNRWA assistance, their average (median) income would fall to 23 Jordanian Dinars per month.

83 All stranded Gazans in Jordan who can prove their residency in Gaza for a year or more before 7 October 2023 and their passport shows entry to Jordan before 7 October 2023, will benefit from one-time cash assistance. Similarly, all PRL who can prove their residency in Lebanon for a year or more before 1 October 2024, will benefit from one-time cash assistance. Cash assistance for both groups will be based on the 2022 UNHCR SMEB scale.

84 [Inter-Sector Working Group Refugee Response, "Jordan: Minimum Expenditure Basket 2022", accessed on 15 November 2024.](#)

85 Vulnerable ex-Gazans are already included in complementary UNRWA funding streams and therefore, are not targeted under the EA 2025.

86 UNRWA will outsource these services to qualified organizations who will also cover marginalized areas of the country where people with disabilities have difficulties in accessing central services.



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