



United Nations

**CENTRAL
EMERGENCY
RESPONSE FUND**



A SOUND HUMANITARIAN INVESTMENT

**RESIDENT / HUMANITARIAN COORDINATOR
REPORT ON THE USE OF CERF FUNDS
LEBANON
RAPID RESPONSE
CONFLICT-RELATED DISPLACEMENT**

RESIDENT/HUMANITARIAN COORDINATOR

Mr. Ross Mountain

REPORTING PROCESS AND CONSULTATION SUMMARY

- a. Please indicate when the After Action Review (AAR) was conducted and who participated.
The final report was shared with the HCT on 30 April 2014 and no comments were received.
- b. Please confirm that the Resident Coordinator and/or Humanitarian Coordinator (RC/HC) Report was discussed in the Humanitarian and/or UN Country Team and by cluster/sector coordinators as outlined in the guidelines.
YES NO
- c. Was the final version of the RC/HC Report shared for review with in-country stakeholders as recommended in the guidelines (i.e. the CERF recipient agencies and their implementing partners, cluster/sector coordinators and members and relevant government counterparts)?
YES NO

I. HUMANITARIAN CONTEXT

TABLE 1: EMERGENCY ALLOCATION OVERVIEW (US\$)		
Total amount required for the humanitarian response: 14,492,307		
Breakdown of total response funding received by source	Source	Amount
	CERF	1,500,001
	COMMON HUMANITARIAN FUND/ EMERGENCY RESPONSE FUND (if applicable)	0
	OTHER (bilateral/multilateral)	12,409,521
	TOTAL	13,909,522

TABLE 2: CERF EMERGENCY FUNDING BY ALLOCATION AND PROJECT (US\$)			
Allocation 1 – date of official submission: 28-Aug-13			
Agency	Project code	Cluster/Sector	Amount
UNRWA	13-RR-RWA-004	Multi-sector	1,500,001
TOTAL			1,500,001

TABLE 3: BREAKDOWN OF CERF FUNDS BY TYPE OF IMPLEMENTATION MODALITY (US\$)	
Type of implementation modality	Amount
Direct UN agencies/IOM implementation	1,500,001
Funds forwarded to NGOs for implementation	0
Funds forwarded to government partners	0
TOTAL	1,500,001

HUMANITARIAN NEEDS

In 2007, Nahr el-Bared Camp (NBC) in northern Lebanon was levelled during a three-month conflict between the Lebanese Army and militant Islamist group Fatah al-Islam. All homes and businesses were completely destroyed, as well as the UNRWA compound which housed the Agency's health clinic, schools and relief office. Approximately 27,947 people (14,056 were male, 13,891 were female and of the total 2,898 were children under the age of 5 years) from NBC and the surrounding area (including some Lebanese families) were forced to abandon their homes.

Following the conflict, the Government of Lebanon (GoL) and the international community committed to the rebuilding of the destroyed camp. UNRWA was tasked with leading the relief and reconstruction effort and set out to rebuild the camp and the UNRWA compound. A preliminary Master plan was developed for the full reconstruction of the camp which was endorsed by the Lebanese Prime Minister and presented at the international donor conference in Vienna, Austria, on 23 June 2008, which was convened to mobilise funds. The current estimated reconstruction cost is USD 345 million, of which to date USD 188 million has been pledged, leaving a shortfall of USD 157 million. As well as providing funding for the reconstruction, donors have also supported the relief and recovery process which has been implemented in parallel with the reconstruction.

Following the clearance of large amounts of rubble and unexploded ordnance, the rebuilding of residential and non-residential units commenced in 2009 and the first substantial handover of reconstructed homes took place in September 2011. Further handovers have

taken place since this time, and by the end of December 2013, 1,321 families (5,857 residents) have returned to live in their new apartments and 284 shops have been provided for traders. The remaining 3,546 displaced families (15,723 residents), however, continue to live in temporary accommodation in the NBC adjacent areas and in nearby Beddawi Camp.

The restriction on movement into and out of the Camp continues to be a major challenge to reviving the once-thriving economy in Nahr el-Bared. While these restrictions were eased to some extent following clashes between NBC residents and the Lebanese army in June 2012, rebuilding livelihoods remains a big challenge for the displaced NBC community. Compounding this situation, the crisis in Syria has led to an influx of Palestine refugees from Syria to Lebanon – recorded at 51,300 by the end of 2013 – many of whom have settled in northern Lebanon (mainly in Beddawi camp and the NBC Adjacent Areas). This has further increased the pressure on these camps and their residents.

With a mandate from the international community to support Palestine refugees, UNRWA has a duty to continue providing relief support to the displaced families of NBC until the reconstruction of the Camp is finished. Since 2008, the Agency has provided Rental Cash Subsidy (RCS) payments for families living in rented accommodation and prefabricated temporary accommodation for NBC displaced families.

II. FOCUS AREAS AND PRIORITIZATION

Palestine Refugees in Lebanon live in precarious and challenging conditions and experience great hardship and poverty in their daily lives. Lacking basic rights and excluded from state services, they depend on UNRWA to provide for their most basic health, education and relief needs. With the destruction of the Nahr el-Bared Camp in 2007, the already difficult plight of residents living there became even worse, as they were forced to evacuate and to seek temporary shelter in the surrounding areas pending the reconstruction of their homes.

Low socio-economic indicators among the population are exacerbated by the slow financial recovery of the Camp and its surrounding areas. The socio-economic survey conducted by UNRWA in May 2012 revealed the level of economic hardship that the displaced NBC community is facing: nearly two-thirds of internally displaced persons (IDPs) (65.4 per cent) are poor; the employment rate is reported at a mere 35 per cent; more than 20 per cent of IDPs report suffering from a chronic illness; and half of the displaced population is vulnerable to food insecurity.

While approximately one quarter of those who were displaced have been able to return to date, over 16,000 people live in the NBC adjacent areas and nearly 6,000 reside in temporary accommodations in nearby Beddawi camp, with the remainder living in Tripoli and the surrounding areas or in other locations throughout Lebanon. With limited job opportunities, many residents are unable to meet even their most basic needs. While many among the displaced have found employment working on the reconstruction of the Camp, most are left unable to find jobs, or are still earning considerably less than they did prior to the conflict.

The grant received from CERF was targeted at meeting the needs of residents who continue to be displaced from NBC pending the reconstruction of their homes. The CERF funding was therefore utilised to provide Rental Cash Subsidies (RCS) to displaced NBC residents who are assessed as meeting specific criteria, including low income levels, under the Special Hardship Assistance Programme (SHAP), as well as supports towards the cost of providing and emergency repair of temporary shelters including the lease, operation and repair of five plots of prefabricated accommodation and four collective shelters.

III. CERF PROCESS

The proposal for funding under CERF was developed by UNRWA's Donor Relations Unit in close coordination with the Senior Humanitarian Affairs Officer at UN OCHA's and the Humanitarian Coordinator. Arising from this process, eligible activities under the measure were identified in accordance with the priority needs for the NBC crisis being put forward by UNRWA. The priority needs in this context was the urgent need to provide continued accommodation to NBC displaced refugees arising from the destruction of the camp and pending its reconstruction.

IV. CERF RESULTS AND ADDED VALUE

TABLE 4: AFFECTED INDIVIDUALS AND REACHED DIRECT BENEFICIARIES BY SECTOR				
Total number of individuals affected by the crisis: 27,947				
The estimated total number of individuals directly supported through CERF funding by cluster/sector	Cluster/Sector	Female	Male	Total
		Multi-sector	6,918	7,189

BENEFICIARY ESTIMATION

UNRWA has developed a database for all NBC displaced families in order to be able to generate accurate statistics. The database is continuously updated by relief data entry clerks. Prior to each round of rental cash subsidy, NMU social workers confirmed beneficiary eligibility and verified the nature of the rental contract each beneficiary's landlord by conducting home visits to each of the families in receipt of RCS payments. After completing these visits, and confirming that each family was eligible, this data was forwarded to the data entry clerk in order to update the status of each beneficiary. Following this, the distribution lists were drawn up and the Social workers verified the lists for accuracy before issuing payments.

Rental Cash Subsidy Beneficiaries

The total number of families who received Rental Cash Subsidy payments for the fourth quarter in 2013 was 2,667 families (12,588 individuals), of which 2,360 families (11,139 individuals) were covered from the CERF funds. The CERF funds were therefore able to meet 88 per cent of the total needs for this quarter.

Rental Cash subsidy	Total Actual number	Covered from CERF donation
Number Of Families	2,667	2,360
Number Of Individuals	12,588	11,139
Number of Females	6,166	5,456
Number of Males	6,422	5,683
Number of Children below 5	1,359	1,203

Beneficiaries of Temporary Shelter Maintenance

The CERF funds were also utilised to meet the cost of maintaining and repairing temporary shelters (comprising five plots of prefabricated dwellings and four collective centres) which were put in place by UNRWA to provide basic accommodation for NBC displaced families. As NBC displaced residents have returned to their reconstructed homes, vacated shelters are taken over by other NBC displaced families or Palestine Refugee families from Syria (PRS). For this reason, the composition of beneficiaries residing in these shelters changed during the implementation period for this grant. The below table provides a breakdown based on a reassessment which was made at the end of the project.

Temporary shelters	Five temporary shelters (NBC)		Four collective centres	Total
	NBC displaced	PRS	NBC displaced	
Number Of Families	593	79	26	698
Number Of Individuals	2,527	305	136	2,968
Number of Females	1,245	150	67	1,462
Number of Males	1,282	155	69	1,506
Number of Children below 5	264	32	14	310

TABLE 5: PLANNED AND REACHED DIRECT BENEFICIARIES THROUGH CERF FUNDING		
	Planned	Estimated Reached
Female	7,229	6,918
Male	7,168	7,189
Total individuals (Female and male)	14,397	14,107
Of total, children <u>under</u> age 5	1,612	1,513

CERF RESULTS

The overall objectives of the CERF grant were achieved in terms of providing Rental Cash Subsidy (RCS) payments to eligible beneficiaries based on the application of strict assessment criteria to determine those most in need as Special Hardship Cases, and providing temporary accommodation to NBC-displaced families and Palestine Refugees from Syria (PRS) in prefabricated shelters and collective centres operated by the Agency.

As a result of the CERF funding received, RCS payments were made to 2,360 families (11,139 individuals) in order to enable them to provide themselves with accommodation of an adequate standard for the last quarter of 2013. This was based on the payment of USD 450 to each eligible family. It had originally been intended to introduce an ATM card based system for the distribution of RCS payments, however because of protests from beneficiaries arising from the introduction of new targeting measures based on the application of eligibility criteria for beneficiaries, the whole process of arranging for the distribution of payments was delayed by two months. It was therefore deemed unfeasible to introduce the new ATM system at this time, as this would only have further delayed the whole distribution process.

In addition to the RCS payments, UNRWA was able to continue to provide temporary accommodation in prefabricated shelters and rented buildings to 619 NBC-displaced families (2,663 residents) and 79 Palestine Refugee Families from Syria (PRS) (305 residents). In addition to the direct provision of shelter, the Agency provided electricity and water, and undertook urgent repairs to the temporary shelters.

While the CERF funding achieved its projected target of providing RCS payments to 2,360 families, the actual number of beneficiaries successfully targeted under this action was slightly higher than the original projected number of 10,690, at 11,139 individuals. This is on account of the fact that while the available funding will meet the needs of a specific number of families (as it is a uniform payment to each family), it is not possible to know the exact family sizes until the assessments undertaken by the Relief Department in relation to family eligibility was completed prior to the distribution taking place.

With regard to the number of beneficiaries in relation to the provision of temporary accommodation, the actual number of beneficiaries, at 698 families (2,968 residents) was less than the target specified in the original funding proposal of 730 families and 3,707 residents. This was because of the following reasons:

1. The actual number of NBC displaced Palestine refugee beneficiaries provided with temporary prefabricated shelters in the five plots was 593 families (2,527 individual) just below targeted number was of 596 (3067 individual). Although the number of families was almost the same, the number of individuals was lower, due to the fluctuations arising from the movement of families out of and into the temporary accommodation, as residents moving into their reconstructed homes were replaced by other, smaller families during the implementation period.
2. The original proposal specified that 115 Palestine Refugee families from Syria (521 individual) would be provided with temporary prefabricated shelters in the five plots. However, the re-assessment which was made at the end of the project showed that the actual number of PRS beneficiaries was lower than the original projections at 79 families (305 individual). The reason was due to the movement of some PRS families to private accommodation, who were then replaced by other NBC displaced families.
3. While the actual number of beneficiaries in the five plots is lower than what was originally projected, the number of NBC-displaced refugee families in the four collective centres was 26 families (136 individuals), slightly higher than that originally projected.
4. It should be pointed out that notwithstanding variations in the number of occupants, the running costs or temporary shelters (five plots and 4 collective centres) remain constant, given the agency's commitment to cover the rental fees for the temporary shelters and the associated service and maintenance costs.

The following table summarises the actual number of beneficiaries living in plots and temporary shelters during the grant timeframe:

Temporary shelters	Five temporary prefabricated shelters		Four collective centres	Total
	NBC displaced	PRS	NBC displaced	
Number Of Families	593	79	26	698
Number Of Individuals	2,527	305	136	2,968
Number of Females	1,245	150	67	1,462
Number of Males	1,282	155	69	1,506
Number of Children below 5	264	32	14	310

CERF's ADDED VALUE

The funding from CERF came at a critical time for UNRWA, given the fact that the NBC Relief Appeal for 2013 was critically underfunded. The original budget for 2013 was USD 14.7 million and UNRWA was required to carry over a deficit of USD 2.4 million from the previous year into 2013 increasing the budget required for the 2013 appeal from USD 14.7 million to USD 17.1 million. In spite of a significant reduction in the budget as a result of implementing a range of cost saving measures to a total of USD 14.5 million, only USD 13.9 million, including the CERF donation, was received during the year.

a) Did CERF funds lead to a fast delivery of assistance to beneficiaries?

YES PARTIALLY NO

UNRWA began project operations on 1 August 2013, and was to be utilised to cover the fourth quarter RCS distribution which was scheduled to take place in October. However, the distribution was delayed until early December 2013, due to the introduction of new eligibility criteria and a targeted approach to the provision of relief support services to displaced NBC residents which took effect from 1st September 2013. This decision was vigorously opposed by the local community, as reflected in protests and a prolonged sit-in outside the main entrance to the UNRWA compound in Beirut, together with the repeated forced closure of several UNRWA installations during the implementation period. Following lengthy discussions and negotiations with community representatives, an agreement was finally reached on 6 December 2013 in relation to a revised set of proposals for the provision of relief support services for NBC displaced families. Following this agreement, the RCS distribution, which had been delayed by two months, was able to proceed.

b) Did CERF funds help respond to time critical needs¹?

YES PARTIALLY NO

As explained above, while the CERF grant made a significant contribution to enabling the Agency to meet its obligation to NBC displaced residents in terms of providing funding for the fourth quarterly RCS payment, and the payment was received just as the scheduled distribution was supposed to begin, the fact that there were substantial delays in the implementation of the distribution arising from objections from residents to the introduction of new eligibility criteria meant that the funds only partially helped to respond to time critical needs, as the actual timeframe for implementing the distribution was changed.

c) Did CERF funds help improve resource mobilization from other sources?

YES PARTIALLY NO

The CERF donation was in fact the last significant grant to be received by UNRWA in relation to the 2013 NBC Relief Appeal. (A relatively small donation was subsequently received in November for USD 10,000.) A donation of USD 1,000,000 was however pledged in December 2013 towards the 2014 Appeal. Efforts are ongoing in relation to sourcing new funds for NBC reconstruction, with funding proposals being submitted to donors on a regular basis, however no new pledges were announced during the implementation period.

d) Did CERF improve coordination amongst the humanitarian community?

YES PARTIALLY NO

It is hard to definitively answer this question, as it is the case that UN OCHA and UNRWA have traditionally had a close and effective working relationship, stemming back over many years. That said, it can be persuasively argued that all such inter-agency coordination which is effective in targeting resources where they are most needed, as reflected in the receipt and utilisation of this CERF grant, further enhances the coordination amongst the humanitarian community.

¹ Time-critical response refers to necessary, rapid and time-limited actions and resources required to minimize additional loss of lives and damage to social and economic assets (e.g. emergency vaccination campaigns, locust control, etc.).

- e) If applicable, please highlight other ways in which CERF has added value to the humanitarian response
 No comment in addition to the above.

V. LESSONS LEARNED

TABLE 6: OBSERVATIONS FOR THE <u>CERF SECRETARIAT</u>		
Lessons learned	Suggestion for follow-up/improvement	Responsible entity

TABLE 7: OBSERVATIONS FOR <u>COUNTRY TEAMS</u>		
Lessons learned	Suggestion for follow-up/improvement	Responsible entity
Importance of ensuring good lines of communication with the community	Enhance structures and processes for communication with community	UNRWA's Communication Department & Relief Department
Building trust with the community	Review and enhance structures and processes for enhancing relationships with the local community	UNRWA's Northern Management Unit, Relief Department and Communications Department

VI. PROJECT RESULTS

TABLE 8: PROJECT RESULTS			
CERF project information			
1. Agency:	UNRWA	5. CERF grant period:	1Aug. 2013 - 31 Jan. 2014
2. CERF project code:	13-RR-RWA-004	6. Status of CERF grant:	<input type="checkbox"/> Ongoing
3. Cluster/Sector:	Multi-sector		<input checked="" type="checkbox"/> Concluded
4. Project title:	Nahr elBared Camp Relief Assistance		
7. Funding	a. Total project budget:	US\$14,492,307	d. CERF funds forwarded to implementing partners:
	b. Total funding received for the project:	US\$ 13,909,522	▪ NGO partners and Red Cross/Crescent: US\$ 0
	c. Amount received from CERF:	US\$ 1,500,001	▪ Government Partners: US\$ 0
Results			
8. Total number of <u>direct beneficiaries</u> planned and reached through CERF funding (provide a breakdown by sex and age).			
<i>Direct Beneficiaries</i>	<i>Planned</i>	<i>Reached</i>	<i>In case of significant discrepancy between planned and reached beneficiaries, please describe reasons:</i>
a. Female	7,229	6,918	<p>While the planned number of beneficiaries in relation to the RCS distribution was achieved (indeed, the actual number of beneficiaries targeted was higher than that anticipated), with regard to the number of beneficiaries provided with temporary accommodation, the actual number of beneficiaries, at 698 families (2,968 residents) was less than the target specified in the original funding proposal of 730 families (3,707 residents).</p> <p>This was due to the below reasons:</p> <ol style="list-style-type: none"> 1. The actual number of NBC displaced Palestine refugee beneficiaries provided with temporary prefabricated shelters in the five plots was 593 families (2,527 individual) just below targeted number was of 596 (3067 individual). Although the number of families was almost the same, the number of individuals was lower, due to the fluctuations arising from the movement of families out of and into the temporary accommodation, as residents moving into their reconstructed homes were replaced by other, smaller families during the implementation period. 2. The original proposal specified that 115 Palestine Refugee families from Syria (521 individual) would be provided with temporary prefabricated shelters in the five plots. However, the re-assessment which was made at the end of the project showed that the actual number of PRS beneficiaries was lower than the original projection at 79 families (305 individual). The reason was due to the movement of some PRS families to private accommodation, who were then replaced by other NBC displaced families. 3. While the actual number of beneficiaries in the five plots is lower than what was originally projected, the number of NBC-displaced refugee families in the four collective centres was 26 families (136 individuals), slightly higher
b. Male	7,168	7,189	
c. Total individuals (female + male):	14,397	14,107	
d. Of total, children <u>under</u> age 5	1,612	1,513	

		<p>than that originally projected.</p> <p>4. It should be pointed out that notwithstanding variations in the number of occupants, the running costs or temporary shelters (five plots and 4 collective centres) remain constant, given the agency's commitment to cover the rental fees for the temporary shelters and the associated service and maintenance costs.</p>
9. Original project objective from approved CERF proposal		
<ul style="list-style-type: none"> To provide Rental Cash Subsidies (RCS) to displaced NBC refugees for the last quarter of 2013 based on the application of strict assessment criteria to determine those most in needs as Special Hardship Cases (SHCs) To support the continued provision of temporary shelters to displaced NBC refugees and Palestine Refugees from Syria (PRS) over a five-month period, August to December 2013. 		
10. Original expected outcomes from approved CERF proposal		
<ul style="list-style-type: none"> Approximately 2,360 NBC displaced Palestine refugee families (10,690 residents) receive Rental Cash Subsidy (RCS) payments (based on USD 450 per family) for the last quarter of 2013. 596 NBC-displaced refugee families (3,067 residents) and 115 Palestine Refugee families from Syria (PRS) (521 residents) are provided with temporary prefabricated shelters in the five plots and 19 NBC-displaced refugee families (119 residents) are provided with temporary shelter in the four collective centres. 		
11. Actual outcomes achieved with CERF funds		
<ul style="list-style-type: none"> Enabled 2,360 families (11,139 individual) to provide themselves with accommodation of an adequate standard for the last quarter of 2013 through the provision of Rental cash Subsidy (RCS) payments based on USD 450 per family. Provided 593 NBC-displaced refugee families (2,527 individuals) and 79 PRS families (305 individuals) with temporary prefabricated shelters in five plots while 26 (136 individuals) NBC displaced refugee families are provided with temporary shelters in the four collective centres. In addition to the provision of shelter, the agency provided Electricity, water and urgent repairs of temporary shelters. 		
12. In case of significant discrepancy between planned and actual outcomes, please describe reasons:		
<p>Other than the discrepancy between the planned number of beneficiaries as indicated in the original proposal and the actual number of beneficiaries who were reached, the actual outcomes were consistent with those that were planned, in terms of the implementation of the RCS distribution (albeit delayed for reasons outlined above) and the continued provision and maintenance of temporary accommodation for NBC-displaced families and Palestine Refugees from Syria (PRS).</p>		
13. Are the CERF funded activities part of a CAP project that applied an IASC Gender Marker code?	YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	
<p>If 'YES', what is the code (0, 1, 2a or 2b): Fill in If 'NO' (or if GM score is 1 or 0): Please describe how gender equality is mainstreamed in project design and implementation</p> <p>Gender equality is fully mainstreamed in project design and implementation on the basis that the provision of RCS payments and temporary shelters is of equal benefit to women, men and children.</p>		
14. M&E: Has this project been evaluated?	YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	
<p>If 'YES', please describe relevant key findings here and attach evaluation reports or provide URL If 'NO', please explain why the project has not been evaluated</p> <p>The project has not been formally evaluated as it relates to an ongoing activity of the Agency which has been taking place since the crisis in 2007. The introduction of eligibility criteria in relation to RCS payments, in order to ensure that available resources are targeted towards those most in need, will be informally evaluated by the Agency in order to ensure the effectiveness of this new approach. This is expected to be undertaken during the first half of 2014.</p>		

ANNEX 1: CERF FUNDS DISBURSED TO IMPLEMENTING PARTNERS

N/A

ANNEX 2: ACRONYMS AND ABBREVIATIONS (Alphabetical)

NBC	Nahr el-Bared Refugee Camp
PRS	Palestine Refugees from Syria
RCS	Rental Cash Subsidies
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Middle East