



# resource mobilization strategy 2019-2021





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## About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and mandated to provide assistance and protection to some 5.4 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip achieve their full human development potential, pending a just and lasting solution to their plight. UNRWA services encompass education, health care, relief and social services, camp infrastructure and improvement, and microfinance.

**Cover photo:** Palestine refugee students at the UNRWA Jalazone Girls' School in the West Bank. © 2018 UNRWA Photo by Marwan Baghdadi

# acronyms and abbreviations

<b>AOR</b>	Annual Operations Report	<b>UNGA</b>	United Nations General Assembly
<b>ASEAN</b>	Association of Southeast Asian Nations	<b>UNSG</b>	United Nations Secretary-General
<b>AU</b>	African Union	<b>WBG</b>	World Bank Group
<b>BRICS</b>	Brazil, Russia, India, China and South Africa	<b>WBMDTF</b>	World Bank Multi Donor Trust Fund
<b>CEAPAD</b>	Cooperation among East Asian Countries for Palestinian Development		
<b>CERF</b>	UN Central Emergency Response Fund		
<b>CIS</b>	Commonwealth of Independent States		
<b>CSO</b>	Civil Society Organization		
<b>EU</b>	European Union		
<b>ERCD</b>	External Relations and Communication Department		
<b>IDB</b>	Islamic Development Bank		
<b>IFIs</b>	International Financing Instruments		
<b>LAS</b>	League of Arab States		
<b>MENA</b>	Middle East and North Africa		
<b>MTS</b>	Medium Term Strategy		
<b>MYA</b>	Multi-Year Agreements		
<b>NGO</b>	non-governmental organizations		
<b>ODA</b>	Official Development Assistance		
<b>OEI</b>	Organization of Ibero-American States		
<b>OIC</b>	Organization of Islamic Cooperation		
<b>oPt</b>	occupied Palestinian Territory		
<b>RMS</b>	Resource Mobilization Strategy		
<b>SDGs</b>	Sustainable Development Goals		
<b>UN</b>	United Nations		

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# commissioner-general's foreword



Over the past seven decades, the United Nations Relief and Works Agency for Palestine refugees in the Near East (UNRWA) has contributed to one of the region's most successful human development processes. Today it can -among others- be measured in the high education and health

standards achieved in the Agency's schools and clinics in the West Bank, including East Jerusalem, Gaza, Jordan, Lebanon and Syria.

Sustaining the range of services UNRWA provides for Palestine refugees is a demanding task. We work in one of the world's most polarized and challenging regions, and the needs remain acute and diverse. In recent years, the Agency has faced repeated funding pressures, none more critical than in 2018 when our largest donor announced a dramatic cut to its funding.

With the exemplary support of the United Nations Secretary-General (UNSG), the leadership of host countries and the generosity of a remarkably diverse group of donors, we overcame a truly existential financial crisis last year. UNRWA itself took decisive measures to reduce costs and move reforms forward.

The new Resource Mobilization Strategy (RMS) builds on the successful 2018 mobilization and campaign. It expands on the recommendations of the Secretary-General's 2017 report and of the World Humanitarian Summit in 2016. It also draws on the outcomes of the previous RMS. The objective remains clear: enable the Agency to live up to its mandate and carry out its services for Palestine Refugees by ensuring "predictable, sufficient and sustainable" funding.

The Agency's value is today recognized both in terms of a contribution to preserving the rights and dignity of Palestine refugees, to regional stability and the defence of robust multilateralism. At a time when there is no immediate political solution on the horizon, that would include the views and aspirations of the refugees, sustaining their personal horizons through the services of UNRWA remains critical.

Nothing exemplifies the value of UNRWA services more than the courage and determination of over 530,000 Palestine refugee students in our 715 schools. It is the preservation of the rights and hope of these girls and boys that lies at the heart of the energy driving the Agency and its staff.

We are immensely grateful for the trust and exemplary support of all our partners and we look forward to preserving this extraordinary set of partnerships. We are passionate about our work, deeply conscious of our responsibilities and determined to stand firm with Palestine refugees.

Pierre Krähenbühl  
UNRWA Commissioner-General

# executive summary

The overall objective of the RMS is to secure the necessary funds in 2019-2021 to deliver on the Agency's mandate, in line with the five strategic outcomes set out in the UNRWA Medium-term Strategy for 2019-2021 (MTS). This will require sufficient, predictable and sustained contributions to the Agency's human development and emergency operations, which are funded through its Programme Budget and Emergency Appeals. The current RMS has been developed in consultations with a range of donors as well as host countries.

While the Agency will continue to rely on the generous support of its traditional partners, broadening the base of resource partners will remain at the centre of this new RMS, with a focus on regional donors, emerging donors, International Financing Institutions (IFIs) and private and digital giving. On its side, the Agency remains committed to its reform agenda under the MTS to increase the efficiency and quality of its services, as its contribution to achieve financial sustainability.

To achieve its fundraising objective, the Agency's RMS will have four major interrelated components:

1. **Expanding and deepening relations with UN Member States:** UNRWA will further strengthen its strategic partnerships with traditional and regional partners, focusing on sustaining – and where possible increasing – the increased levels of contributions received in 2018 while strengthening the predictability and early disbursement of their aid. Host countries will remain indispensable partners of UNRWA, playing a crucial role in the Agency's fundraising and outreach strategy. UNRWA will further invest in relations with emerging donors and strive to expand the donor base globally.
2. **Diversifying the donor base through new funding streams:** The Agency will build on the operationalization of two crucial avenues identified in the 2017 UNSG report, namely the establishment of a Waqf by the Islamic Development Bank (IDB) and the World Bank Multi Donor Trust Fund (WBMDTF). The Agency will explore new opportunities with other IFIs, thematic funds, and other similar donors. It will also further invest in growing income from leadership, individual and Zakat giving and forge strong partnerships with UN Agencies, foundations as well as international and local NGOs.
3. **Mobilising strategic advocates:** Building on the

successful mobilization in 2018 of hosts, key donors, the UN, multilateral institutions, civil society and others, the Agency will further engage its partners to advocate for political and financial support to UNRWA and Palestine refugees bilaterally and globally. Among others, UNRWA will seek the support of its partners to strengthen the Agency's engagement with multilateral organizations, regional groups and key multilateral policy fora. UNRWA will also further engage the refugee community in its fundraising activities.

4. **Strategic communication and donor visibility:** These are essential for effective resource mobilization. UNRWA will strengthen its communications towards public and private donors to sustain global attention and support to Palestine refugees and the Agency and ensure adequate visibility for the generosity of its donors.

# unrwa mandate and services

# unrwa comparative advantage to serve palestine refugees

1. UNRWA is a United Nations agency established by the General Assembly in 1949 and mandated to provide assistance and protection to 5.4 million Palestine refugees<sup>1</sup> registered with the Agency in the Gaza Strip, West Bank, including East Jerusalem, Jordan, Lebanon and Syria, pending a just and lasting solution to their plight, in accordance with relevant UN General Assembly resolutions. In the absence of such a solution, the General Assembly has renewed the Agency's mandate every three years. UNRWA is a humanitarian organisation and has no mandate to seek political solutions to the situation of Palestine refugees.<sup>2</sup> As the search for Middle East peace continues, UNRWA, in accordance with its geographical mandate, continues to make a unique contribution to the human security and development of Palestine refugees and to stability in a volatile region. On the basis of international law and the principle of family unity UNRWA, like UNHCR, recognizes descendants of Palestine refugees as refugees, until a durable solution is found, a principle widely recognized by the international community, including both donors and refugee hosting countries.
2. UNRWA is a direct service provider, delivering education, health care, relief and social services, camp infrastructure and improvement, protection, microfinance and emergency assistance, through approximately 29,500 local area staff, around 91 per cent of whom are Palestine refugees. During 2018, the Agency provided basic education for over 526,000 boys and girls, health care and medicine for more than 3.7 million refugees, relief and social services to nearly 256,000 poor refugees, technical and vocational education to over 7,500 youth and distributed a total of 38,183 loans in the total value of US\$ 36 million. The Agency maintains 1,117 facilities across its five fields of operations – the majority of them schools – and provides solid waste management as well as basic infrastructure and camp improvement services to most of the fifty-eight camps in the region.
3. In times of conflict and emergency, UNRWA complements these services with life-saving humanitarian assistance. During 2018, UNRWA provided 1.4 million conflict and occupation-affected Palestine refugees with emergency cash and food assistance as well as other live-saving services. In delivering protection and assistance in stable and conflict settings, UNRWA has built decades of experience of operationally integrating humanitarian and development interventions, particularly in the fields of education, health and relief services.
4. UNRWA is uniquely placed to deliver essential services to Palestine refugees in one of the world's most polarized regions. The Agency's operational advantages include its extensive footprint in the region that facilitates broad access and rapid response in times of emergency; the strength of its systems; its flexibility to adapt rapidly to diverse humanitarian and development settings; its skilled workforce; its commitment, as a UN Agency, to UN and humanitarian principles in delivery of services including operational independence and neutrality; and the cost-effectiveness and the quality of its services. In addition, the Agency is able to channel donors' funds directly to services to the refugees, without intermediary. Financially, the application of robust oversight systems, rigorous controls over financial expenditure and a high-level of transparency have maintained long-term donor confidence in the Agency.
5. Through its services, UNRWA contributes to the achievements of Palestine refugee rights, including to education and health, and the Sustainable Development Goals (SDGs). Both the SDGs and the 2016-2021 MTS recognize that poverty is multidimensional, and its mitigation and eradication can only be achieved through a coordinated, multi-sectoral response. The strategic outcomes in the MTS are in line with the SDGs' focus on equitable and inclusive quality education, attaining gender equality, achieving food security, supporting peaceful and inclusive development, promoting basic health and well-being, contributing to the eradication of poverty, and ensuring access to water and sanitation. UNRWA is a member of the new UN Sustainable Development Group, which sets priorities and coordinates policies for an integrated UN approach to delivering assistance and advancing the 2030 Agenda. UNRWA is the main provider of services to Palestine refugees in all its fields of operation. The Agency coordinates closely with host authorities in the delivery of these services, at technical and operational levels.

## interdependence of the agency's mts and rms

6. The RMS is developed in full alignment with the Agency's MTS, which was prepared in consultation with the Advisory Commission. The RMS aims at providing the necessary resources, as presented in UNRWA annual budgets, to implement the MTS in 2019-2021 as well as other priority needs derived from the evolving situation and growing challenges in UNRWA fields of operations. The MTS rests on a shared commitment to respond to the human development and protection needs of Palestine refugees and to improve the quality of services provided. As such, the MTS calls for the provision of sufficient, predictable and sustained funding while the Agency continues maximizing the use of resources, through strengthened management systems, efficiency and cost-effectiveness measures.
7. The MTS identifies five strategic outcomes which UNRWA seeks to deliver over a six-year period, namely (1) Refugees' rights under international law are protected and promoted, (2) Refugees' health is protected and the disease burden is reduced, (3) School-aged children complete quality, equitable and inclusive basic education, (4) Refugee capabilities are strengthened for increased livelihoods opportunities, (5) Refugees are able to meet their basic human needs for food, shelter and environmental health.<sup>3</sup>

## unrwa budget and financial crisis

8. Through its Programme Budget, UNRWA funds: (i) staff costs to deliver its services (teachers, doctors, nurses, social workers, engineers, and other staff); (ii) non-staff costs (including medicine, education materials, and the basic maintenance of installations) required for the delivery of its services; and (iii) administrative and support services that enable the Agency to operate in line with international standards (including procurement, human resources, finance, and internal oversight).

The Agency's annual emergency appeals for the occupied Palestinian territory (oPt) and the Syria regional crisis allow UNRWA to meet the urgent humanitarian needs of Palestine refugees affected by the conflict in Syria and the protracted crisis in the occupied Palestinian territory. The Agency also implements projects to improve services without increasing recurrent costs under the Programme Budget,<sup>4</sup> including through reform initiatives, and to address post-conflict needs, such as shelter reconstruction in Gaza and Lebanon.

9. With the exception of 155 international posts funded through the UN Regular Budget (equivalent to about 3.5 per cent of total income in 2017), UNRWA depends on voluntary contributions to sustain its operations. As the Agency's human development services are akin to those normally provided by governments and are utilized by millions of Palestine refugees on a continuing basis to meet basic needs, UNRWA requires adequate and predictable funding to operate. UNRWA operates in a highly polarized region.
10. UNRWA operates in a highly polarized region. Occupation, blockade, conflicts, and deteriorating socio-economic conditions in many areas of UNRWA operations, continue to have a profound effect on the Palestine refugees as seen through social and economic vulnerability and exclusion, high rates of unemployment and poverty and psycho-social distress. Within the overall context of acute vulnerability and growing needs, the voluntary funding generously provided by donors has not kept pace with the Agency's operational requirements and the rising costs of service delivery. As a result, the Agency's financial crises have gradually and significantly worsened. Every year since 2013, Programme Budget funding shortfalls have persisted into the fourth quarter while capital reserves have been depleted entirely by the year 2012. UNRWA's emergency programming has also operated with large shortfalls while many priority projects have remained unfunded. The Agency's financial crises have resulted in growing anxiety among Palestine refugees, severe cash flow challenges and serious threats to the continuity of Agency services (with the timely opening of the school year being at risk in each of the past three years).
11. The Agency's financial instability has been dramatically exacerbated by the abrupt decision announced in January 2018 by the United States, historically the Agency's most generous and reliable donor, to scale down its funding to UNRWA in 2018 in the amount of US\$ 300 million and contribute some US\$ 60 million for the year. In August, the United States announced that it would cease funding altogether in 2019. This unprecedented reduction of 30 per cent of income in 2018 caused the Agency's projected cash shortfall to increase substantially to US\$ 446 million.

The drastic reduction in funding came at a time when UNRWA was well on the way to stabilizing its income and budget for the first time over an 18-month period, as a result of robust internal measures and implementation, with its partners, of recommendations presented by the Secretary-General in his report of 2017.<sup>5</sup>

## unrwa response and reforms

12. In response to its existential crisis in 2018, UNRWA launched a global fundraising campaign, “Dignity Is Priceless”, and engaged in high level political and diplomatic outreach, with outstanding leadership from the UN Secretary General, and support from key partners, including Jordan, Sweden, Palestine, Egypt, Turkey, Japan, Germany as well as European Union’s High Representative and the Secretary of the League of Arab States (LAS) and of the Organisation of Islamic Cooperation (OIC). Out of crisis, a renewed spirit of multilateral cooperation emerged and resulted in additional contributions from 40 countries representing every regional grouping of the UN General Assembly and from international institutions including the UN Central Emergency Response Fund (CERF). Among the significant new commitments in 2018, four regional partners (Kingdom of Saudi Arabia, Kuwait, Qatar, United Arab Emirates) provided half of the additional funds received. Coupled with internal cost-savings measures and reforms (see § 14 and §15), the Agency was able to overcome the funding shortfall.
13. The resources mobilized through this global response enabled maintenance of regular and emergency operations throughout 2018. The Agency, however, would have experienced ruptures in service provision early in the year owing to a shortage of cash, which was averted by swift action from stakeholders and UNRWA itself. Twenty-four donors advanced their payment of regular contributions, and in January UNRWA tightened austerity measures and controls on expenditure, for example freezing recruitment (other than frontline staff essential to delivery), and sharply reducing travel and training.
14. The Agency’s resilience to the external shock of 2018 was also helped by ongoing programmatic and management reforms, and budgetary management measures, collectively aimed at preserving and where possible improving service quality, while also generating savings.

To begin with, in December 2017, while finalizing the overall budget for 2018, the Agency’s leadership reduced requirements by US\$ 92 million despite growing beneficiary needs and operating costs; the crippling initial shortfall of 2018 would have risen to US\$ 538 million if not for this substantial reduction. Moreover, the Agency has fast-tracked far-reaching, innovative and difficult reforms planned under the MTS on a continuing basis in recent years. For example, the MTS envisioned roll-out of some of the more challenging reforms over 2016-2021, which UNRWA completed in 2016, among them were enforcement of the Agency’s class size norms, reform of the Agency’s hospitalization policy, and transitioning from in-kind bulk distribution of food aid to cash and vouchers in Jordan, the West Bank and Lebanon. Between 2015 and 2017, this led to efficiency gains resulting in reduced costs of US\$ 197million, an achievement positively acknowledged by the donor community. UNRWA is committed to pursuing further reforms. In some areas, this will require the periodic investment of additional resources. Funding for its core and emergency needs that is both adequate and predictable will equally be key, to secure operational stability and a conducive environment for reforms.

15. While all UNRWA installations remained open throughout the year, the financial constraints have led to serious consequences impacting the delivery of emergency services in several fields, leading to the loss of employment for hundreds of staff members and triggering severe protests in the Gaza Strip by affected employees. Furthermore, there were important concerns about their impact on the quality and scope of the Agency’s development and humanitarian services.

## assumptions for the rms

16. This RMS is based upon the contextual assumptions presented in the MTS. Borne out by developments between 2016 to 2018, these assumptions continue to inform strategic direction over the coming resource mobilization period, in particular those that relate to the humanitarian, political and security environments in the Agency’s five fields of operations, and their impacts on Palestine refugee needs.<sup>6</sup>
17. In formulating the RMS, the following additional assumptions are made:
  - o Stakeholder support enables UNRWA to remain resilient in the face of external shocks (conflict, instab-

ility, sudden drops in income), despite the depletion of its working capital.

- o Host countries continue to provide crucial diplomatic, financial and other support to Palestine refugees and UNRWA.
- o The Agency will continue to enjoy the support and facilitation of host governments and other relevant authorities to carry out its mandate unimpeded.
- o The international community, particularly the members of the Advisory Commission, sustain support for the Agency financially and politically.
- o UNRWA is able to continue implementing the reforms planned under the MTS, further increasing Agency efficiency and controlling expenditure.
- o Staff/staff unions act in solidarity with UNRWA at a time of increased anxiety about the future of the Agency and the plight of the Palestine refugee community that they serve.
- o The UN General Assembly extends UNRWA's mandate to June 2023.

## rms funding objective and ambitions

18. The overall objective of the RMS is to secure the necessary funds to deliver on the MTS strategic outcomes in the period 2019-2021. To achieve this, UNRWA Programme Budget and Emergency Appeals will need sufficient, predictable and sustained contributions. In response to the unprecedented financial challenges faced by the Agency in 2018,<sup>7</sup> which are likely to continue in the years to come, UNRWA has focused its fundraising efforts in support of uninterrupted delivery of education, health and relief, protection and social services to Palestine refugees under its Programme Budget. Within this context, its Emergency Appeals will focus on preserving life-saving humanitarian interventions and on ensuring that the most vulnerable refugees are protected and able to continue to meet their essential needs. In order to maintain vital services and adjust to a constrained emergency budget, some assistance, previously funded through the emergency appeals, was discontinued or adjusted as of the end of 2018.

In addition, under the project fundraising portal, UNRWA has limited the scope for earmarked projects to focus on interventions that reduce the burden on regular and emergency programming, support programme reform or further construction efforts, particularly those resulting from conflict leading to ongoing displacement. In this regard, the rebuilding of Nahr-el-Bared refugee camp in Lebanon, the reconstruction of refugee shelters in Gaza destroyed in 2014 as well as rehabilitating or rebuilding UNRWA facilities in Syria when possible, are UNRWA priority projects for the next RMS period.

19. Broadening the base of resource partners will remain at the centre of the RMS. It is crucial to promote the universality and impartiality of the UNRWA mandate, decrease financial risks and share the financial commitments among UN Member States. The Agency will expand strategic partnerships with new state partners, with private sector institutions and through digital giving.
20. To achieve the above, the following key ambitions will be at the core of the RMS:
  - 1) The RMS will build on the extraordinary collective diplomatic mobilization of member states and other partners achieved in 2018 and the #Dignity Is Priceless Campaign. The RMS will further build on the results of the broad and creative consultations with Member States in 2017, steered by Switzerland and Turkey, which led to the report of the UN Secretary-General on sufficient, predictable and sustained funding to UNRWA for the duration of its mandate, including through new funding avenues. The RMS will equally draw on successes and outcomes of the previous RMS (2016-2018).
  - 2) Sustaining the increased levels of contributions received in 2018 is crucial for the maintenance of UNRWA operations for Palestine refugees, its management measures aimed at containing costs and pursuing reforms, and for the diversification of its outreach to emerging and new strategic partners. The RMS will also seek to obtain early confirmations and early disbursement of funding levels, which will be particularly crucial in 2019, and secure an increased number of multi-year agreements to improve predictability.

UNRWA will anchor its message in the aspirations and hopes of Palestine refugees for rights and dignity, in the value of its effective service delivery on the ground and in the absence of a just and comprehensive resolution of the conflict, its contribution to the attainment of the SDGs and the 2030 Agenda, in the respective commitments made at the World

Humanitarian Summit and the Grand Bargain, and in the values of principled humanitarian action.

21. While the Agency's current financial challenges do not allow for the reestablishment of a working capital to be prioritized under the next RMS, doing so, at a prudent level of three months expenditure, remains a sine qua non for the attainment of financial stability. Without this, UNRWA will continue to be vulnerable to cash-flow risks and exogenous shocks.
22. The Agency remains committed to ensure the safety and security of its area staff, who – unlike national staff recruited by the UN programmes and funds - remain outside the United Nations security management framework. The estimated cost of incorporating UNRWA area staff is US\$ 50 million per year, for which funding is not available. Between 2011 and 2018, \_\_\_ UNRWA staff lost their life in conflict in the Agency's areas of operations.

UNRWA will further increase the number of multi-year agreements (MYA) with these donors (currently twenty-four) and secure early disbursements of their contributions in the first quarter of each year. At the same time, UNRWA looks forward to re-engaging with all traditional partners that wish to support its work and mandate.

26. Achieving the above, will require enhanced intelligence regarding Official Development Assistance (ODA) priorities and humanitarian and development funding streams to sustain current support and identify new funding opportunities. The Agency will also increase its efforts to ensure accurate understanding and awareness of UNRWA at key levels (parliament, government, ministries, diplomatic missions), including on the Agency's mandate and its contribution to regional stability, security and development as well as its commitment to neutrality, oversight, transparency and cost-efficiency.

## rms components

### 1. Expanding and deepening relations with UN Member States

#### **Strengthen strategic partnerships with traditional partners**

23. Host countries remain crucial and indispensable partners of UNRWA. They have assumed major responsibilities in accommodating and supporting Palestine refugees over seven decades, while a number are also hosting a newer, large population of refugees from Syria, adding substantially to political and economic strains. In light of their commitment to UNRWA's mandate and the relevance of the Agency to stability, Hosts played a significant role in UNRWA fundraising and outreach efforts, particularly in 2018, and the Agency counts on their active support in the course of the 2019-2021 RMS. The MTS recognizes the risks posed by increasing the burden on the already strained public services of hosts should UNRWA not be provided with the financial means to implement the MTS.
24. While UNRWA will continue to strive to decrease the overall share of traditional partners' contributions to UNRWA under this RMS, they will continue to provide the largest part of UNRWA funding, particularly under the Programme Budget and Emergency Appeals.
25. UNRWA will aim at sustaining the level of contributions received in 2018 from traditional partners and, where opportunities exist, increase contributions.

#### **Towards enhanced strategic partnerships with regional partners**

27. Since 2015, regional donors, particularly the Kingdom of Saudi Arabia, Kuwait, Qatar, and the United Arab Emirates, have significantly stepped up their contributions to the Agency, particularly under the Programme Budget, being among the top ten donors of the Agency in 2018, with Saudi Arabia in the second place.
28. The RMS will further strive to stabilize - including through multi-year agreements- and where possible expand contributions from regional partners to the Programme Budget and pursue early disbursement of their donations.
29. Building on the lessons learned over the last three years, achieving the above objectives will require further investment in the Agency's relationship with these countries at all levels, including enhanced engagement at the highest political level in capitals and their network of diplomatic representations, to ensure continued understanding and appreciation of the relevance of UNRWA for regional stability and security, and provide assurances of transparent and effective management, including regulatory and oversight functions.
30. UNRWA will also seek to further engage with multi-lateral institutions such as the LAS and the OIC, to enhance political support for UNRWA, its mandate and funding.

### **Invest in relations with emerging donors and expand the donor base globally**

31. The unprecedented enhanced strong engagement of donors and expanded relations globally (Asia, Central Asia, Latin America, Middle East and North Africa) since the last RMS commenced in 2016 provides for encouraging prospects for new, lasting and strategic partnerships.
32. The RMS will focus strongly on consolidating the relationship with emerging donors and strategic partners while further expanding the donor base globally. UNRWA will robustly engage countries from the BRICS, Eastern Europe, Latin America, Central Asia and South-East Asia, and strengthen outreach to key African nations. In doing so, UNRWA will work with its partners to leverage greater engagement and support from regional and other entities such as the Organization of Ibero-American States (OEI), the Visegrad Group, the Turkic Council, Commonwealth of Independent States (CIS), the Association of Southeast Asian Nations (ASEAN), the Cooperation among East Asian Countries for Palestinian Development (CEAPAD) and the African Union (AU).

## **2. Diversifying the donor base through new funding streams**

### **Partnering with international financial institutions and multilateral funds**

33. The RMS aims to operationalize crucial funding avenues identified in the 2017 UNSG report, namely, strengthening relationships with IFIs such as the IDB and the World Bank Group (WBG). In this regard, UNRWA will continue to pursue efforts to establish an endowment fund or Waqf for Palestine refugees as well as a WBMDTF for Palestine refugees, with UNRWA as implementing partner in both cases. These partnerships are crucial instruments of funding diversification, as well as platforms for consolidation of the Agency's institutional legitimacy and validation of its extraordinary contributions to human development in the region. They also represent forums for knowledge-sharing and transfer, providing UNRWA with opportunities to document its unparalleled experience in serving a protracted refugee community, while achieving high levels of human development.
34. Under the RMS, UNRWA will strengthen existing partnerships and explore new ones with other IFIs, including regional development banks, and thematic funds (including the Global Partnership for Education and Education Cannot Wait) as well as other similar potential donors.

### **Growing income from leadership, individual and Zakat giving and partnerships**

35. Raising private sector income requires long term investment. While private income has remained stable over the last three years, reaching around US\$ 15 million per year, UNRWA has increased investments in private and individual giving in 2018, as part of the Dignity is Priceless campaign, laying the groundwork for an increase from this funding stream in the medium term. As a UN Agency serving the Palestine refugees, UNRWA is best placed to leverage private funding among the Arab and Islamic countries and communities as well as the Palestinian diaspora. Based on lessons learned, the Agency will refocus on those activities that are most sustainable and scalable.
36. Building on its initial foray into the Zakat,<sup>9</sup> the RMS will seek to establish UNRWA more firmly as a best-practice example in this field and increase the number of partnerships, with the invaluable support of the OIC and its Members. As Ramadan remains the most important occasion for Islamic giving, UNRWA will further expand the scope and outreach of its annual campaigns, in partnership with governments and other organisation. The Agency will continue to invest in innovative digital fundraising while facilitating the development of its National Committees to expand the income generated from private sources.
37. UNRWA will build on successes in developing partnerships with private sector corporations in the #DignityIsPriceless campaign. The RMS will seek to establish private partnerships with corporations in the Middle East region, in particular those with strong corporate social responsibility commitments, or whose leadership demonstrates interest in the rights, aspirations and hopes of Palestine refugees.
38. Forging strong relationships with foundations is a focus of the RMS. UNRWA will re-engage foundations who have given in the past, and work with its National Committees and associates to reach out to Foundations assessed as potential sources of private funding. Further research and outreach will be undertaken on Foundations in the region, South East Asia and South America.
39. Under this RMS, UNRWA will also further explore partnerships with UN agencies and international and local NGOs, with a view to increase access to finance, enhance capacity and programmatic impact.

## UN Regular Budget

40. In 2017, a growing discussion and support among Member States and groupings of the General Assembly for consideration of further support for UNRWA from the UN regular budget occurred. Renewed discussions about this avenue remain subject to the initiative of Member States.

### 3. Mobilising strategic advocates

41. Without the support of its partners, ranging from the UNSG, President of the UN General Assembly (UNGA), key Donors, Host countries, AdCom Chairs, the EU, the LAS, OIC and other multilateral institutions, its staff and refugees, UNRWA would not have been able to overcome its 2018 financial crisis. Based on the joint recognition of the importance of supporting Palestine refugees' human development and protection needs and the essential and unique role that UNRWA plays in this regard, these partners have proven to be strategic advocates for political and financial support to UNRWA and Palestine refugees.
42. Under the new RMS, UNRWA will more strategically mobilise its key partners to achieve the RMS funding goal as well as long-term financial sustainability, and inclusion of the Palestine refugee dimension in bilateral donor policies and strategies for the region. In particular, UNRWA will seek their support to 1) broaden the donor base, through partners' good offices, donor intelligence and contacts; 2) facilitate the engagement of the Agency with multilateral organizations and regional groups; 3) advocate for the Agency's active and visible participation in key multilateral policy fora, such as the Munich Security Conferences, the World Economic Forum and the international conferences on Syria, in view of amplifying the visibility of and appreciation for the Agency's work globally; 4) consideration of the Palestine refugee dimension as part of the agenda of summits such as G7, G20, BRICS or EU-LAS; 5) address operational obstacles to service delivery, misconception about UNRWA and its role and promoting respect for Palestine refugees' rights under international law.
43. At the UN level, the UNSG played a central role in raising awareness and mobilizing the international community in support of UNRWA, promoting the uniqueness and indispensability of UNRWA services, and making the preservation of these services a UN priority. UNRWA will explore how the new Resident Coordinator system could further support UNRWA and UNSG diplomatic endeavours.

44. UNRWA will also seek alliances with and engagement of civil society organisations, foundations, academia, think tanks and other policy forums in donor countries or through their representations in UNRWA Fields of operations to contribute to the visibility and awareness raising of the Agency, increased understanding of its mandate and role and achievement of the RMS funding goal.

45. Throughout the 2018 crisis, Palestine refugees and UNRWA staff formed a formidable platform to disseminate the DiP campaign and support the Agency's fundraising goals. Several initiatives have emanated from refugees and staff themselves. Elected students from UNRWA fields, regional and Agency-wide school parliaments have also played a key role in advocating for their right to education internationally. UNRWA will further engage the refugee community in its fundraising activities.

### 4. Strategic communication and donor visibility

46. Strategic communications are essential to mobilize resources effectively. The Agency will develop, as part of the Agency's overall communication strategy, a comprehensive plan aimed at improving the "brand" of the Agency and the work it represents and tailoring it towards different audiences among its range of public and private donors. This means developing and systematically disseminating affirmative (and not merely reactive) messages about UNRWA's humanitarian and development value in the region.
47. UNRWA will anchor its messages in:
- a. Aspirations and hopes of Palestine refugees for rights and dignity;
  - b. The value of the Agency's services, particularly its education and health services, highlighting their contribution to the resilience and self-reliance of refugees, the attainment of the SDG's, women's rights and girls' education, health outcomes related to vaccinations and pre-natal care as well as to regional development, stability, security and a political horizon for millions of refugees;
  - c. The comparative operational advantages of the Agency to deliver these services to Palestine refugees;
  - d. The respective commitments made at the World Humanitarian Summit and in the Grand Bargain as well as the Agency's experience in bridging the humanitarian and development divide;

- e. The values of principled humanitarian action for the benefit of a vulnerable population in need of life-saving assistance.
48. Operating in a highly political and polarized environment, UNRWA will also seek to address proactively concerns, misconceptions and misrepresentations of the Agency, including in relation to its mandate and role such as the refugee definition and the status of descendants of refugees. The support<sup>10</sup> of its partners in preserving the independent and humanitarian character of UNRWA is equally indispensable.
  49. UNRWA remains committed to provide adequate visibility to its donors. Increasing demands from donors as well as security and ethical considerations require a strategic approach.
  50. To deliver on the above messages, as well as optimizing the visibility for its donors, UNRWA will develop quality, innovative and engaging products, such as videos, animations, infographics, human-interest stories and statistics. It will also make use of a wide range of communication channels, including its website, social media accounts, Arabic and English spokespersons, bi-weekly donor communiqués, press releases and targeted Q&A. UNRWA will revamp and regularly update its website, aiming at communicating information more strategically. UNRWA will encourage its donors and other partners to disseminate these products further through their own platforms, increasing the Agency's outreach and visibility.
  51. UNRWA will continue to leverage the goodwill of the "Friends of UNRWA" and individual influencers who contributed to the success of the #Dignity is priceless Campaign in 2018. These individuals amplify the visibility of UNRWA, promote digital engagement and advocate and raise funds for UNRWA. UNRWA will develop a system that adequately supports high-profile supporters of UNRWA who can generate more support for the Agency through their own networks.
  52. Under the leadership of the Commissioner-General, UNRWA resource mobilization endeavours are led by its External Relations and Communication Department (ERCD). To implement this ambitious RMS, ERCD will be restructured into three main divisions (Donor Relations and Global Outreach, Strategic Partnerships and Strategic Communications) as well as strengthened through additional human and financial resources where funding is available. ERCD will continue to be supported by UNRWA Representative/Liaison Offices in Brussels, Cairo, New York and Washington as well as its National Committees. The Commissioner-General's high-level external outreach to donors and other partners globally will remain key to achieve the RMS goals.
  53. To effectively mainstream its resource mobilization activities throughout the Agency, greater cross-Agency synergies and – where necessary and feasible – investment in or redeployment of capacity to achieve the resource mobilization goal for 2019-2021 will be required. The Agency will further strengthen its engagement in key donors' capitals through coordinated visits of the Commissioner General, Deputy Commissioner-General, ERCD Directors and staff, Field, Programme and Support Directors, and other senior management officials. UNRWA will make further use of its Representative/Liaison offices to explore resource mobilization opportunities with public and private donors at the bilateral and regional level and increase the Agency's visibility in international fora. UNRWA will also consider setting up a Representative office in Geneva to have better access to the humanitarian and diplomatic community, as well as establishing additional National Committees in key countries/regions. To achieve the RMS goals, UNRWA will also further capitalize on, and explore, opportunities to empower its Field Offices (Jordan, Lebanon, Syria, West Bank and Gaza) to further maximize outreach to donors and partners present in the region - including by making better use of existing donor platforms and visiting delegations from capitals- and ensure appropriate visibility for the Agency at international, regional and national events.
  54. In coordination with the Chair and its members, UNRWA will seek to maximize the potential of the UNGA established Working Group on the Financing of UNRWA to become an effective multi-lateral platform for UNRWA's resource mobilization in New York by focusing more practically on its mandate to "reach solutions to the problems posed by the Agency's financial crisis". Building on the success of 2018, UNRWA will maintain its annual pledging conference in Spring in New York to allow UNRWA to consult with the UNGA on the status of its finances earlier in the year, when there is still time to mobilize significant solidarity and financial support from the international community to address the remaining annual shortfall, taking into consideration donor funding cycles.

## implementing the rms

55. The RMS will be implemented by ERCD through internal annual Action Plans setting out the resource mobilization priorities Agency-wide. These will allow for adaptation to the changing operational and fundraising environments, while addressing new emergencies and acute funding crises and seizing upon additional opportunities with existing or new donors. The Action Plans will be drafted in close consultation with the Executive Office, Field Offices, and Representative Offices, to increase the mainstreaming and institutionalization of the RMS objectives throughout the Agency towards greater impact of the RMS. As the support of Host countries, donors and other partners are important components for the successful implementation of this RMS, UNRWA will also strive to engage more strategically with its key partners on its annual plans.
56. As UNRWA operates in a rapidly changing environment, the Agency will seek to conduct internal reviews of the RMS and further consult donors and hosts as appropriate, in the interest of adapting the RMS to the changing environment. Both host countries and donors have been consulted in the drafting process of this RMS.

# rms monitoring framework<sup>10</sup>

<b>Effective and efficient resource mobilisation through predictable, non-earmarked and early disbursement of donations</b>				
<b>Indicator</b>	<b>2019 Baseline (2018 actual)</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Signed multi-year framework agreements for PB and EA contributions	24 428.65	25 TBD	26 TBD	27 TBD
Share of PB income pledged in quarter 1 (%)	45	45	45	45
Share of EA income pledged in quarter 1 (%)	11.6	15	17	20
Percentage of non-earmarked funds pledged under the PB and EAs (%)	69.4	70.4	71.4	72.4
Number of donors subscribing to the Annual Operation Report (AOR) to reduce contribution specific reporting requirements under the PB and EAs	16	17	18	19

  

<b>A diversified donor base that increasingly contributes to resource needs</b>				
<b>Indicator (%)</b>	<b>2019 Baseline (2018 actual)</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Share of overall income from diversified sources - public donors (i.e. regional and emerging partners)	26	26.2	26.5	27
Share of overall income from private donors	1.2	1.5	2	2.5
Number of AdCom members	30	31	32	33

  

<b>Mobilisation of strategic advocates</b>				
<b>Indicator</b>	<b>2019 Baseline (2018 actual)</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Number of countries supporting a Zakat partnership	2	4	6	8
Number of international policy fora, multilateral organisations and regional groups where the UNRWA Commissioner-General has been given a speaking slot	18	19	20	21

  

<b>Strategic communication towards public and private donors</b>				
<b>Indicator</b>	<b>2019 Baseline (2018 actual)</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
Number of fundraising campaigns launched	3	3	3	3
Number of views on the UNRWA YouTube channel	210,722,180	231,894,398	255,083,837	279,292,220
Number of people engaging through UNRWA social media platforms	544,645	599,106	719,013	724,911
Number of visitors to the UNRWA website	880,453	924,475	970,699	1,019,233
Number of television stations broadcasting UNRWA material during Ramadan	New	20	20	20

# annex i - donor categories<sup>11</sup>

## Traditional partners

### Hosts

Jordan  
Lebanon  
Palestine  
Syrian Arab Republic

### Donors

Australia  
Austria  
Belgium (including Flanders)  
Canada  
Denmark  
European Union  
Finland  
France  
Germany  
Ireland  
Italy  
Japan  
Luxembourg  
Netherlands  
Norway  
Spain (including regional governments)  
Sweden  
Switzerland  
Turkey  
United Kingdom  
United States of America

## Emerging donors

Azerbaijan  
Brazil  
Brunei  
Bulgaria  
Chile  
China  
Colombia  
Croatia  
Czech Republic  
Estonia  
Greece  
Holy See  
Hungary  
Iceland  
India  
Indonesia  
Kazakhstan  
Korea  
Latvia  
Lichtenstein  
Lithuania  
Malaysia  
Malta  
Mexico  
Monaco  
Namibia  
New Zealand  
Pakistan  
Poland  
Portugal  
Romania  
Russia  
Slovakia  
Slovenia  
South Africa  
Thailand  
Uzbekistan

## Regional partners

### Governments

Algeria  
Bahrain  
Egypt  
Iraq  
Kuwait  
Libya  
Mauritania  
Morocco  
Oman  
Saudi Arabia  
Tunisia  
United Arab Emirates  
Qatar

### Arab funds, regional and Islamic or-ganizations (non-exhaustive)

Arab Fund for Economic and Social Development (AFESD)  
Kuwait Fund (KF)  
Qatar Fund For Development (QFFD)  
Khalifa Bin Zayed Foundation (KBZF)  
Islamic Development Bank (IDB)  
Qatar Charity (QC)  
Saudi Fund for Development (SFD)  
King Salman Center (KSC)  
Qatar Red Crescent (QRC)  
Royal Charity Organization (RCO)  
Education Above All (EEA)  
Dubai Cares (DC)  
OPEC Fund for International Development (OFID)

## annex ii – context analysis – opportunities and risks for the rms

1. New risks and opportunities have arisen since the development of the previous RMS (2016-18), as outlined below. With the support of Hosts and Donors, UNRWA will seek to take advantage of these new opportunities, whilst mitigating key risks. Effective responses to these risks and opportunities will impact the Agency's ability to successfully mobilize resources to fulfil its mandate.
2. Some development actors, including the World Bank,<sup>13</sup> predict a gradual slowdown in global economic growth over the next two years, a development that could inhibit the growth of Official Development Assistance (ODA) budgets, particularly from developed countries. Increasing protectionism, trade tensions and political uncertainty also have the potential to further curb projected growth. At the same time, the increased volatility and the multiplicity of crises, coupled with the rise of global displacement, will create further pressure on finite financial, political and security resources. Significant global currency fluctuations could continue to pose a risk to the absolute value of non-US\$ contributions (accounting for more than half of the Agency's income in 2018).
3. Operationally, the context of UNRWA operations is not expected to change significantly in any of the five fields during the period of this RMS. Absent a political solution to the plight of Palestine refugees in accordance with international law, the Agency will be faced with a refugee population with increasing needs as a result of continued conflict, forced displacement, political and socio-economic instability, the occupation in the oPt, the blockade of the Gaza strip, legal discrimination, and social and economic crises in the region, leading to high rates of unemployment, rising costs of living, poverty and protection challenges. In addition, the Palestinian Authority may face continued reduction in levels of financial support, creating further demand for the Agency's services. Anxiety and frustration are expected to grow further among Palestine refugees, who are marked by the effects of ongoing conflict and further exacerbated by the lack of a political solution on the horizon, the announcements on Jerusalem and pressures on UNRWA funding and operations.
4. Alongside these risks are opportunities. Global humanitarian assistance increased year-on-year from 2013 to 2017 and though growth may slow, levels remain high.<sup>14</sup> The migration and security crises in Europe will continue to result in redirection of funds to regions and conflicts producing high numbers of refugee and migration flows, including the EU's neighbourhood, covering the five fields of UNRWA operations. Arab states in the Gulf have re-emphasized their support for the Palestinian cause. The continued emergence of a heterogeneous group of countries that are increasingly engaging internationally, including in the Middle East, will impact multilateral activity in the region. The 2030 Agenda and its SDGs represent a shared blueprint and commitment of the international community to end poverty and foster peaceful, just and inclusive societies, leaving no-one behind, including refugees. In May 2016, some of the Agency's largest donors signed the Grand Bargain committing signatories to increased multi-year humanitarian funding, reduced earmarking and harmonized and simplified reporting requirements, all of which are essential to increasing the predictability of donor funding to UNRWA while reducing transaction costs. There is also renewed international commitment to address protracted displacement, following the 2016 historic New York Declaration for Refugees and Migrants,<sup>16</sup> and the adoption of the Global compact on refugees at the end of 2018.<sup>17</sup> Recent years have also seen growing attention to Education in Emergency and renewed efforts to bridge the gap between humanitarian and development interventions, two areas in which UNRWA has been a pioneer.
5. The 2017 UNSG report on UNRWA operations has been the most far-reaching attempt of the international community in the Agency's recent history to right its financial course. Since its publication, the Agency has been working intensively with all interested parties to capitalize on the momentum generated by the report and its recommendations to broaden the donor basis and explore new funding streams, including through international financial institutions and multilateral funds. While 2018 has been dramatic in the sense of seeing the Agency's largest single donor and historic partner

This will continue to add an additional layer of complexity to the Agency's operating environment. The increasing environment of unpredictability is anathema to the continuation of serious reform planning, to which the Agency remains committed. The lack of operating capital will continue to increase financial risks and focus scarce resources on the day-to-day management of cash-flow needs. Regional inflation will continue with associated staff salary and commodity price increases to be accounted for.

suspend funding to UNRWA, the international response to the UNRWA #DignityIsPriceless campaign has triggered an unprecedented dynamic of global awareness and resource mobilization in support of Palestine refugees, creating an unprecedented platform for Agency's global outreach. A major challenge ahead will be to keep alive and further capitalize on this extraordinary global response, amid fading media attention, renewed attacks against the Agency, politicization of humanitarian aid and attacks on multilateralism (compelling at the same time its champions to rise to its defence). In this context, it is expected that the Agency will be faced with continued pressure of stakeholders regarding efficiency, cost reductions and prioritising services.

6. The possible end of violence in Syria could trigger the return of large number of Palestine refugees to their homes, which would be a change to the current operational environment and would require the Agency to engage in repair/rebuilding its facilities to resume services. A ceasefire in Gaza and the UN-led plans to revive the economy in Gaza and alleviate the suffering of the population living under blockade have the potential to reduce the reliance on UNRWA emergency and human development services in the Strip.
7. The following Risk Matrix sets out how UNRWA should respond to these contextual factors, be they key opportunities or risks, and proposes how the Agency should best react to take advantage of opportunities or mitigate risk.

Risks	Consequences	UNRWA response to mitigate risks
Constrained funding environment, linked among others to economic downturn, increased competition for finite resources, donor fatigue and internal EU crisis.	Donors are not able to maintain their 2018 funding levels in 2019,2020 and 2021	<p>Enhancements to Agency-wide capacity for resource mobilization through the restructuring of the External relations and Communication department (ERCD), coupled with increased resources.</p> <p>Better mainstreaming and ownership of the RMS Agency-wide.</p> <p>Increased investment in diversifying donor basis and pitching into new funding streams to decrease financial risk.</p> <p>Strengthened strategic communication to improve the Brand of the Agency and its work among donors globally, including by better positioning the Agency with donors' interest and priorities and strengthen messages on Agency comparative advantages to serve Palestine refugees.</p>
Currency fluctuation	Exchange rate losses suffered on non-US\$ contributions.	<p>Continued implementation of a hedging policy.</p> <p>Encourage donors the increase predictability and early disbursement of donations, to maximize gains through the Agency's hedging policy</p>
Growing attacks on the Agency and multilateralism more broadly and politicization of humanitarian aid	Increasing concerns and caution among donors about funding the Agency, with some deciding to defund the Agency.	<p>Step up Agency capacity to address concerns, misconceptions and misrepresentations of the Agency.</p> <p>Enlist the support of UNRWA partners in preserving the independent, humanitarian character of the Agency. Continued investment in preserving the neutrality of Agency operations. Seeking alliances within the UN and beyond in defence of multilateralism.</p>
Lack of operating capital	Agency operations are vulnerable to exogenous shocks.	<p>Early engagement each year with donors to sustain 2018 good practices of early payment and speedy disbursement.</p> <p>Increase the number of multi-year agreements.</p> <p>Establish three month working capital as soon as the funding situation allows for it.</p>

Risks	Consequences	UNRWA response to mitigate risks
<p>Growing concerns among refugees and Host countries about the future of the Agency and the commitment of the international community to support Palestine refugees until a just and lasting solution to their plight.</p>	<p>Increasing difficulties for the Agency to implement MTS reforms, required by donors.</p> <p>Growing number of industrial actions and demoralized staff, having an impact on the capacity and quality of service delivery.</p>	<p>Further invest in Agency internal communication with staff, refugees and staff unions.</p> <p>Seek increased number of donor statements re-affirming their continued commitment to support the Agency and Palestine refugees.</p>
<p>Growing population with growing needs, as a result of continued conflict, forced displacement, instability, occupation, blockade, legal discrimination, and social and economic crises in the region.</p>	<p>Increased demand and reliance on UNRWA services putting pressure on Agency's annual budget.</p>	<p>UNRWA MTS and annual budget cater for a growing population with growing needs.</p> <p>Maximize the use of resources, through continued reforms, efficiency and cost control measures.</p> <p>Advocate for respect of Palestine refugees' rights in all 5 fields of operations, in accordance with international humanitarian and human rights law.</p> <p>Continued investment in the resilience and self-reliance of refugees.</p> <p>Enhancements to Agency-wide capacity for resource mobilisation to secure 100 per cent funding for Programme Budget, Emergency Appeals, and priority projects.</p>
<p>Regional inflation</p>	<p>Increasing cost of operations.</p>	<p>MTS and annual budget consider impact of estimated inflation upon expected expenditure to fundraise against accordingly.</p>
Opportunities	Consequences	UNRWA response to take advantage opportunities
<p>Grand Bargain</p>	<p>Major donors take international commitments that have the potential to increase predictability of funding and lower transaction costs for the Agency.</p>	<p>Continue to work with donors in fulfilling commitments on Multi Year Agreements, non-earmarking and acceptance of UNRWA Annual Operations Report (AOR) for donors. Invite non-signatory donors to join the global initiative at the bilateral level. On its side, UNRWA will equally continue to make progress on its commitments, including in terms of reduced management costs and increased transparency.</p>

Opportunities	Consequences	UNRWA response to take advantage of opportunities
<p>SDGs and renewed international focus and commitment to support refugees, Education in Emergencies as well as interventions bridging the humanitarian-development gap.</p>	<p>Development and humanitarian aid will be directed to these sectors.</p>	<p>Better positioning of the Agency, through robust messaging on its contribution to the fulfilment of 10 SDGs, on its expertise on serving a protracted refugee population, providing education in emergency and bridging the humanitarian-development gap.</p>
<p>UNSG Report (2017) followed by the extraordinary collective diplomatic mobilization of member states and other partners in support of UNRWA in 2018.</p>	<p>Increasing number of donors and other partners are willing to support the Agency in securing sufficient, predictable and sustained funds to fulfil its mandate.</p>	<p>UNRWA will seek to sustain a robust strategy of engagement of interested partners in support of the Agency's outreach, visibility and resource mobilization endeavours globally.</p> <p>Agency will work more through regional groupings and international organisations to maximize outreach.</p>

# footnotes

- 1 For the UNRWA mandate, 'Palestine refugee' relates to people whose normal place of residence was Palestine between 01 June 1946 and 15 May 1948 and who lost both home and means of livelihood as a result of the 1948 conflict. Palestine refugees and their descendants can register with UNRWA to receive services in the Agency's mandated areas of operation.
- 2 The current mandate runs until 30 June 2020.
- 3 For further information on UNRWA Strategic outcomes refer to UNRWA Medium-Term Strategy (2016-2021), paragraphs 89 to 216.
- 4 UNRWA is aware of the possible inherent, long-term financial risks associated with certain projects and, to this end, has a project prioritization process that views the sustainability and impact of Programme Budget recurring costs as the key factor in deciding which projects the Agency should embark on. This process has informed the set of priority projects that are integral to achieving strategic results that cannot be achieved with Programme Budget resources, focus on longer-term goals and are sustainable following implementation.
- 5 *Operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East*, Report of the Secretary-General, 30 March 2017 (A/71/849).
- 6 For more details on these assumptions, please refer to UNRWA Medium-Term Strategy (2016-2021), paragraphs 19 to 27, available here: <https://www.unrwa.org/resources/strategy-policy/medium-term-strategy-2016-2021>
- 7 The constrained financial situation faced by the Agency has placed considerable pressure on budgets. In order to ensure uninterrupted delivery of basic health, education and relief services, the Agency has been forced to take a number of difficult measures. Class sizes in schools are increasing; ceilings for support to the abject poor have been frozen for several years, despite deteriorating socio-economic conditions in many UNRWA fields; and pressure on UNRWA doctors continues to grow as a result of increased demands driven by population growth and rising prevalence of non-communicable diseases. Support costs, including for IT, vehicles and maintenance of premises, have also been cut. 2018 saw reductions in UNRWA's emergency programming in the oPt and a restructuring of the Agency's protection work.
- 8 *Operations of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)*, Secretary-General Report (A/71/849).
- 9 The annual mandatory alms giving required for Muslims, estimated between US\$ 700 billion to one trillion a year.
- 10 For information on these issues, see the UN website: <http://www.un.org/en/sections/issues-depth/refugees/>
- 11 See Annex I for donor categories.
- 12 These donor categories have been established for reporting purposes under the RMS monitoring framework.
- 13 World Bank, Global Economic prospects report, June 2018. Available here: <http://www.worldbank.org/en/publication/global-economic-prospects>
- 14 Global Humanitarian Assistance Report 2018. Available here: <http://devinit.org/post/global-humanitarian-assistance-report-2018/#>
- 15 *The Grand Bargain – A Shared Commitment to Better Serve People in Need*, 23 May 2016.
- 16 *New York Declaration for Refugees and Migrants*, Resolution adopted by the General Assembly on 19 September 2016 (A/71/L.1).
- 17 *Report of the United Nations High Commissioner for Refugees, Part II Global compact on refugees*, 2018 (A/73/12 (Part II)).



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الونروا

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وكالة الأمم المتحدة لإغاثة وتشغيل  
اللاجئين الفلسطينيين في الشرق الأدنى