



World Food Programme

The Food Aid Organization of the United Nations

Lebanon Crisis

WFP Rapid Food Security Assessment



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Regional Bureau for Middle East, Central Asia and Eastern Europe
Cairo, Egypt

Road 161 and Road 108, Maadi 11431, Cairo - P.O. Box 1265

Tel.: +20+2+528 1730

Fax: +20+2+528 1735

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Mission Composition

Jacqueline Frize	Regional Assessment Officer, WFP Regional Bureau Cairo (Mission Leader)
Soha Moussa	Nutritionist, WFP Rome
Simon Denhere	Procurement Officer, WFP Ethiopia (Market Analysis)
Marwan Abi-Samra	Consultant, WFP Regional Bureau Cairo

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Summary

WFP began a three month emergency response operation in Lebanon¹ on 24th July 2006 in order to provide food supplies for up to 500,000 people affected by the conflict. This report documents the findings of a rapid food security assessment carried out over a two week period (27 August-10 September 2006) two weeks after the ceasefire. A three person assessment team (markets, nutrition and food security) was deployed to Lebanon to estimate the severity of the food insecurity due to the conflict and advise WFP on:

- The immediate food needs in Lebanon
- An analysis of the likely development of the food security situation over the coming months including an appropriate exit strategy for WFP

Overall, the assessment revealed that food availability has been more of a problem than food access. Shortages were most evident in the south of the country but no evidence was collected to suggest that price hikes had pushed consumers out of the markets even in these directly targeted areas, and only reduced their choice of products. It is very likely that now that the sea and air blockade has been lifted, the market will be able to meet food demands very quickly despite the damage done to shops and roads.

Field visits confirmed that the most affected sector of the population are the daily wage labourers and those working in the coastal fishing and agriculture sector (fruit, vegetables and cash crops such as tobacco). The level of social support and remittances will be one of the most important factors for people's ability to recover, and the poorest sectors of the community will include those with limited social networks. The assessment also concludes that while the diet of the internally displaced people and returnees was compromised during the conflict, nutritional status has not been threatened and food stuffs are available at affordable prices.

In the aftermath of the conflict and the blockade, it can be concluded that national and international donor response has been generous and will help Lebanon execute its relief and recovery activities so as to meet the immediate needs of the affected population.

Recommendations:

- WFP should continue its food assistance programme until the 24 of October to a diminished case load since food aid needs have been significantly reduced by the cessation of hostilities and the lifting of the blockade (from a case load of 500,000 down to 350,000) and continue providing food through the municipality authorities until the end of the programme.
- WFP should not use its food stocks to address problems of inequality and poverty in Lebanon. The assessment identified no clear role in the recovery process in Lebanon as evidenced by the Government of Lebanon recovery plan.
- WFP should continue to keep up to date with the results of ongoing assessments to enhance its understanding of the food security prospects in Lebanon as the situation evolves.

¹ Regional EMOP 10537.0 designed to assist one third of the affected population for 3 months - originally 310,000 people and revised to 500,000 people on 31 July in view of the protracted conflict; in addition SO Logistics 10534.0; Interagency ICT support 10535.0; SO UNJLC 10536.0; all part of the UN Flash Appeal 24 July 2006 requesting \$150 million for all appealing agencies, revised down to \$98m by the end of August 2006.

1. Introduction and Assessment Rationale

The 12th of July saw the beginning of a military offensive over Lebanon by the Israeli Defence Forces in retaliation for the kidnapping of two Israeli soldiers by Hezbollah. Heavy shelling led to massive displacement of almost one million people within Lebanon and into neighbouring countries. A humanitarian crisis developed as people fled and were cut off from their normal means of subsistence. Many watched their homes and possessions being completely destroyed. Air strikes lasted for 33 days leading to a halt in trade and movement of goods as well as massive destruction.

WFP began a three month emergency response operation in Lebanon² within the first two weeks of the conflict in order to provide food supplies for the affected population. UN humanitarian convoys were prioritised towards Southern Lebanon to reach those most in need and by the time the ceasefire was brokered on 14 August, WFP had delivered 1,106 metric tons of food to cover the food needs for more than 130,000 people for 15 days³. The cessation of hostilities led to a mass return of the internally displaced to their places of origin in southern Lebanon and the southern suburbs of Beirut. Access to these areas was however still hampered by the presence of unexploded ordinances⁴ and Israeli military along the border towns. Humanitarian aid followed the returnees. WFP rapidly expanded its caseload delivering enough food to municipalities to cover 15 day rations for 500,000 people. At this point WFP decided, like many other agencies, to undertake a more in depth assessment that would better determine any shortfalls in food availability and food access among the Lebanese population and allow the programme is to be fine tuned accordingly.

2. Assessment Objectives and Methodology

This assessment was carried out over a two week period (27 August-10 September 2006) two weeks after the ceasefire. A three person assessment team (markets, nutrition and food security) was deployed to Lebanon and was supported by the WFP Lebanon programme team.

The objectives of the assessment were to estimate the severity of the food insecurity due to the conflict, with specific focus on:

- The immediate food needs in Lebanon - to whom, where and how food assistance should be targeted during the WFP emergency operation (24 July-24 October 2006).
- An analysis of the likely development of the food security situation over the months including an appropriate exit strategy for WFP.

The assessment involved:

- Building on existing food security sector and multi-sectoral assessment data
- A review of existing programming and background data (annex)
- Key informant interviews with key stakeholders including representatives from the government, UN agencies, donors, local and international Non-government organisations and the affected population (annex)

² Regional EMOP 10537.0 designed to assist one third of the affected population for 3 months - originally 310,000 people and revised to 500,000 people on 31 July in view of the protracted conflict; in addition SO Logistics 10534.0; Interagency ICT support 10535.0; SO UNJLC 10536.0; all part of the UN Flash Appeal 24 July 2006 requesting \$150 million for all appealing agencies, revised down to \$98m by the end of August 2006.

³ WFP daily food rations contained 420g wheat flour, 60g pulses, 30 g oil, 5g high energy biscuits but also included small quantities of canned meat, pasta due to cooking difficulties during the conflict

⁴ At the time of writing UNMAC has identified UXO 447 sites, this number is increasing daily with South Lebanon and Nabatiyeh being most contaminated

The initial review led to the decision that a rapid food security assessment was the most appropriate methodology to identify unmet food needs and possible vulnerable groups at this stage of the crisis for the following reasons:

- WFP emergency programmes were already successfully targeting the areas directly affected by the conflict by working through municipalities who had centralised the humanitarian aid during the conflict
- The displaced population had returned en masse to be closer to their homes, almost emptying all IDP collective centres north of the country, and the humanitarian aid community had reoriented their focus to assist them accordingly
- The government had begun an exercise of quantifying damages in order to launch an early recovery programme and search for international funding
- Interagency assessments to affected areas led by OCHA were underway, and the WFP team was taking part in these.
- In addition FAO had sent a rapid assessment officer and food security assessments were underway by Save the Children, Oxfam, Action against Hunger, Mercy Corps, Islamic Relief and World Vision who were operational in other sectors and in a position to identify food security needs in their areas of operation.
- Household level surveys were considered to be inappropriate by the assessment team because of the high likelihood of non-response by a population already sensitive to repeated questioning.
- In addition, the latest population census dates to 1932 making an appropriate sampling frame very difficult to devise especially in view of the number of villages that were totally destroyed and whose inhabitants would be seeking temporary refuge with relatives nearby or in Beirut, making it difficult to find them on the field visit days.

An information gap was identified in the area of market analysis and food trade flows so the assessment focused on collecting primary data related to known food supplies in the country so as to analyse household level food availability and access.

The assessment was therefore designed to answer the following for WFP programming decision-making purposes:

- i) The time frame of food assistance needs (until 24 October or beyond);
- ii) The role for WFP in the recovery process, with particular emphasis on social protection;
- iii) A specific analysis of the GoL/market capacity to deal with the blockade

Field visits were designed to complement the programme team activities. At the time of the assessment the WFP programme team had begun monitoring activities through newly recruited Food Aid Monitors who were also involved in assessing the food needs of villages surrounding the municipality urban centres in Southern Lebanon districts and in the Southern Suburbs. A total of 24 locations were visited by the assessment team under the advice of the WFP programme team with the understanding that they would complement information collected by field visits undertaken in the same time period to other locations.

Major centres visited by assessment team:

Beirut, Sidon, Sarafand, Tyre, Marjayoun, Nabatiye, Beit a Dein, Aley

Major centres visited by programme team:

Balbek, Zahle, Hasbeyah, Rachaiyah

The field visits consisted of key informant interviews with heads of municipalities, social affairs employees, Red Cross workers and representatives from fishing and farming communities as well as more in depth interviews with shop owners in each location.

Methodological limitations:

- The timing of the assessment is considered to be its main limiting factor, as it took place during the precarious stages in the immediate aftermath of the ceasefire while a sea and air blockade was still being enforced by Israeli forces whose military presence south of the Litani river was putting considerable strain on any recovery process.
- The assessment also took place at a time when most of the IDPs had returned en masse to their places of origin and still suffering from trauma effects and businesses and traders were sceptical about taking any investment risks.
- The assessment team prioritised the geographical areas directly affected by the conflict, including communities north of the Litani river that had hosted the vast majority of the IDPs. Field visits were not conducted in north Lebanon due to time constraints.
- No information was obtained on remittances, which is deemed to play a major role in the coping capacity of the population as a consequence of earlier migration patterns related to previous conflict and economic opportunities in Lebanon.
- The qualitative nature of the assessment allows for general impressions on the severity of the food insecurity at the time of writing and caution must be taken not to underestimate the likely variance in recovery rates of different population groups.

3. Socio-economic background

Lebanon is a small upper-middle income country (10452 Km²) with a GDP per capita of \$4360 (2004, UNDP). Its population is estimated at 4 - 4.6 million, of whom 88% are urbanised. More than one third of the population is concentrated in Beirut and in its suburb. The rest of the population is distributed in the 5 other Mouhafazat (districts) as set out in the table below.

Population distribution per Mouhafazat (1997)

Mouhafazat	Population	Percent
	Number	
Beirut	403 337	10.0
Beirut Suburbs	899 792	22.5
Mount-Lebanon	607 767*	15.1
North Lebanon	807 204	20.1
South Lebanon	472 105	11.8
Nabatieh	275 372	6.9
Bekaa	539 448	13.6
Total Lebanon	4 005 025	100

Source: Centre for Statistics (CAS) 1997

The average family size is 4.8 people, but there is a significant regional and social disparity and 11% of families have more than eight members.

The socio-demographic context is marked by four important and interconnected phenomena:

- A clear and **rapid urbanisation** – the sharpest decrease in rural population in the Mediterranean and Middle East countries. The massive rural exodus has been from disadvantaged regions in the Bekaa and the South which is related to poverty and war and led to the growth of urban slums in the south suburb of Beirut.

- Mass **emigration into foreign countries** all over the world, from both urban and rural areas motivated mainly by the security conditions during the civil war (1975-1991) and the ensuing unemployment and socioeconomic conditions. Up to 1.3 million people have left the country (UNDP2000), mainly professionals and skilled workers looking for better opportunities and leaving a population relying heavily on remittances.
- A **large number of immigrant workers**, mainly Syrian labourers and female Asian and East-Asian domestic workers who live in precarious conditions, estimated at more than one million people.
- The presence of 405,000 officially registered **Palestinian refugees** also who live in 12 refugee camps throughout the country.

Before the last crisis, Lebanon was still struggling to recover from about two decades of devastating civil war (1975- 1990) and Israeli occupation (1977-2000). As a result of the 15-year civil war civil, the country's infrastructure and the physical assets of all principal sectors were destroyed or severely damaged; the administration and the public institutions were severely affected; the income level in 1991 was one third of what it was in 1975; a quarter of the population was displaced, and one fifth left the country.

Lebanon is characterised by a **service oriented economy** with a weak agriculture sector. During the last decade, the predominant position of the services sector in the economy has been accentuated. Between 1994 and 2004, the contribution of this sector increased from 61% to 72% of the GDP. Major sub-sectors are commerce, tourism and financial services.

The industry and manufacturing sector accounts for 21% of the GDP. The great majority of the industrial enterprises are of small and medium size and, according to a 1998 industrial survey; the food industry is the most important component of this sector (23% of the industrial enterprises, and almost 26% of total industrial output). In this context, agriculture plays a minor role in the economy. In 2004, it contributed less than 7% of the GDP (12% in 1994).

The Lebanese **labour force** is estimated to be 1.36 million (34% of the population)⁵, with 20-30 year olds being the most economically active and mainly employed in the services sector (40.8 %) followed by trade (23.2 %). Construction and industry employed 11.6% and 15.1%, respectively. Agriculture employed a small part of the labor force (9.3%). However, regional variations are important: In the Bekaa, the South and the North, agriculture remains the principal activity for an important segment of the population (from 15 to 20% of the population).

Distribution of Labour Force by Sector and Region

Mouhafazat	Agriculture	Industry	Construction	Commerce	Services	Total
Beirut	0.2	12.4	6.4	24.2	56.8	100
Beirut suburbs	0.6	20.8	9.5	24.4	44.7	100
Mount-Lebanon	5.1	14.1	14.6	20.4	45.8	100
North Lebanon	14.8	14.9	10.4	21.0	38.9	100
South Lebanon	16.4	12.2	14.5	23.5	33.4	100
Nabatieh	17.2	12.3	16.9	21.8	31.8	100
Bekaa	20.4	12.5	9.5	20.3	37.3	100
Lebanon	9.0	14.7	11.2	22.3	42.8	100

Source: Centre for Statistics, 1997

⁵ This estimate did not include several hundred thousand of immigrant workers who are hired for low-skilled jobs in all economic sectors, in particular in the construction sector. According to the UNDP (2000), the number of migrant workers peaked in 1993-95 at about 1.4 million, exceeding the Lebanese labour force.

The Lebanese economy is therefore highly dependent on **remittances** from Lebanese working abroad. Since these remittances are frequently made through private channels, no reliable figure exists of its actual size. However, all sources estimate that expatriates send \$5 to \$8 billion to Lebanon each year. In 2004, the remittances were estimated by the World Bank at \$5.7 billion. (World Development Index, 2006) According to the IMF estimates, from 1970 to 1998, the diaspora remittances have represented, on average, the value of 34.8% of the GDP and 298% of exports of goods and non-factor services⁶. Moreover, the role of remittances for the livelihoods of Lebanese households is more vital especially that they are “democratically” distributed over the great majority of the population and the villages. The importance of this phenomenon in Lebanon makes some economists refer to the Lebanese economy as “rent” economy rather than productive economy.

However, the economic role of the diaspora is far from being limited to the remittances as important as they are. For example, Lebanese expatriates constitute the backbone of Lebanon tourism as well as the fact that Lebanese bank deposits, which equal to 150-200% of Lebanon GDP, are largely made by expatriate investment

Lebanon is considered to have relatively **poor health and education indicators**, especially in the public sector. In addition, there are important regional disparities in access to services, for all of the MDGs. At the socioeconomic level, the situation is increasingly marked by the increase of inequality and level of poverty, the erosion of the purchasing power, in particular of the middle class, and the increase of geographic disparities in poverty and level of development.

Poverty is concentrated in urban suburbs, particularly in parts of Beirut suburb, and in some rural districts. These areas appear to constitute major pockets of human and income poverty. The most deprived *Kadaa* include Bent-Jbeil (67%), followed by the Kadaas of Hermel (65.9%), Akkar (63.3%), Marjaayoun (60%), El-Minieh (54.2%), Baalbeck (49.2%), and Tyre (44.9%)⁷.

4. General and demographic impact of the conflict

The bombardments lasted almost five weeks and were directed at Southern Lebanon and the southern suburbs of the capital Beirut. These are precisely the areas with the highest poverty indicators in the country. The bombardment led to the displacement of an estimated 974,184 people, (almost a quarter of the Lebanese population), resulting in a death toll of 1,187 of which half are believed to be civilians. A further 4,398 were injured, one third of these believed to be children, 500 of the injured are permanently disabled. At present, 255,000 people are still believed to be displaced within Lebanon and abroad⁸. The beginning of the school year on 9th of October is likely to encourage more returns.

Structural damage⁹ includes 15,000 homes destroyed and a further 15,000 uninhabitable; 900 factories and commercial buildings destroyed; 107 bridges; 680km of road, 27 fuel stations and damage to airports, ports, water and sewage treatment plants, dams and electrical plants. The GoL estimates \$4billion will be needed for repairs alone. The environmental damage of the warfare is yet to be quantified but includes an oil spill affecting half of the Lebanese coast and the unknown effects on crop production. The timing of the conflict has decimated Lebanon's summer tourist season, which brings in \$2.5billion to the country and is one of its most important sectors.

The bombardment was followed by another four weeks of embargo stopping all but humanitarian aid imports and thus further delaying the recovery process as trade was stifled and business confidence plummeted. The government sought to put measures in place to stabilise the dollar exchange rate and fuel prices. The assessment write up is taking place as

⁶ World economic Outlook; Globalisation and external balances, IMF, April 2005

⁷ MOSA and UNDP 1998 Living Standards Survey

⁸ Presidency of the council of Ministers – High Relief Council www.lebanonundersiege.lb 08/09/2006

⁹ GoL 31 August 2006 “Setting the stage for long term reconstruction: the national early recovery process” report.

news of the lifting of the embargo has been announced (7 September 2007). While the airport has been re-opened, the ports will not be fully operational again until more international troops are mobilised to patrol the borders¹⁰. The embargo is seen as the primary obstacle for recovery in Lebanon causing losses of between \$30-50million per day in trade.

5. Food availability and markets¹¹

The five weeks of hostilities and the continued sea and air blockade imposed by Israel caused disruption to the food supply chain, through damage to infrastructure, and stoppage of imports thereby adversely affecting food availability. Lebanon's import/export ratio is normally 10:1 and over half of the country's imports come through the Beirut port, one third through the ports of Sidon, Tyre and Tripoli, about 17% by air and about 10% by road from Syria. However, the resilience of the market to this temporary disruption has not been undermined as there was little fragmentation and as the lifting of the blockade will allow the market to recover its usual dynamism.

The main staple food in Lebanon is bread, hence wheat is one of the major food imports as Lebanon only produces 10% of its cereal consumption requirements. In 2005, Lebanon produced 189,000mt of wheat. It is estimated that this year Lebanon will produce 145,000mt (FAO website; www.fao.org), however, this figure may actually go down as the war coincided with the main harvest season (June-August). The quality of wheat produced by Lebanon is not good enough for bread making and has to be blended at a ratio of 80/20, with imported wheat (mainly from Europe, Syria and USA) to meet the quality specifications for bread making.

The 2002 national food balance sheet for Lebanon¹²

Food groups	Production (+)	Exports (-)	Imports (+)	Seed, feed,	Consumption (=)
cereals	139,000.00	8,000.00	880,000.00	546,000.00	465,000.00
veg oils	19,000.00	7,000.00	73,000.00	22,000.00	63,000.00
sugar & sweets	13,000.00	8,000.00	138,000.00	23,000.00	120,000.00
roots & tubers	311,000.00	96,000.00	63,000.00	62,000.00	216,000.00
meat	177,000.00	-	32,000.00	66,000.00	143,000.00
milk	224,000.00	2,000.00	339,000.00	122,000.00	439,000.00

Estimates of cereal import requirements for 2006/7 (June/July) were 800,000mt. By 30 June 2006, only 305,000mt¹³ had been imported. Imports usually increase in the summer months to meet increased demands due to the tourist season. At the time of the assessment, there were no rollover stocks in country according to bakers. The GoL imported 12,500mt of wheat at the end of August through a bilateral arrangement with WFP to meet the shortfall, and is expecting an additional 25,000mt of wheat from the United States of America by mid September. The imported wheat is being distributed to the 13 major millers in Lebanon, who at the time of writing were currently jointly holding a stock of about 2,000mt. This figure is likely to increase rapidly now with the lifting of the blockade.

¹⁰ As part of the UN resolution 1701 an international peacekeeping force of up to 15,000 peacekeepers will be mobilized, of which over 3,000 troops are already in-country

¹¹ Ministry of Finance data; www.customs.gov.lb

¹² FAO website: www.fao.org

¹³ Ministry of Finance data: personal communication with advisor to the Minister

Other food commodities imported include, sugar, rice, canned meat, canned fish, canned food (fruits and vegetables) margarine, corn flour, soya, salt, cheese, butter, milk products and baby foods, jams, fruit jellies, marmalade, pastas. These are imported mainly from Turkey and other European countries. Interviews revealed that the market may still have about 15 – 20% of imported foodstuffs.

The main importers/traders in Lebanon

The Lebanese economy is a free market economy. Private traders are free to import whatever commodities they wish to import in the country as long as they meet the import regulations and quality specifications approved by the Lebanese authorities. There are big traders mainly based in Beirut. Most of the big traders are members of the Syndicate of Importers of Food stuffs, Consumer Products and Drinks in Lebanon (CSIFCD) and the Agro-food Syndicate and the Beirut Merchants Association (ASBMA). These are groupings of national and international traders, with links or subsidiaries in many source countries in Europe, the Middle East and the Gulf region.

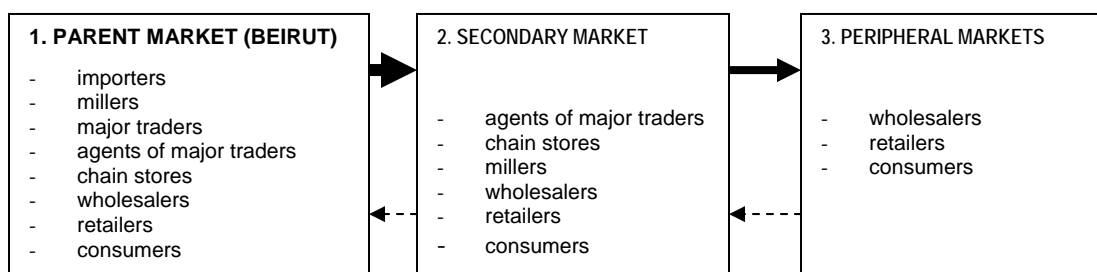
The President of the Syndicate of the CSIFCD indicated that most of the members of the syndicate were fast running out of stock of imported food. By end August they were holding about 20% of their normal stock, which he anticipated will run out by end September. The big traders continued operations during the war but at a smaller scale. Business was mainly in terms of selling their products to secondary markets in other towns such as Tripoli, Sidon, Sarafand and Tyre. There was very little business as far as imports are concerned from 12 July to date. However, other traders have re-directed their imports to come through Syrian ports and into Lebanon by road. This diversion increases their import costs by minimum 10% and they pass on this increase on the sales price. The Syria corridor is of increasing importance while the blockade is in place.

Commodity flows

Food imports enter mainly via Beirut and then flow from the primary market (tier 1) to secondary markets in Tripoli, Sarafand, Sidon and Tyre (tier 2) along the coastal cities. The flow is facilitated by agents of major traders, chain stores, wholesalers, middlemen, retailers and consumers.

Goods further flow to tier 3, peripheral markets particularly in secondary inland urban centres such as Nabatiye, Marjayoun, Bent Jbail, Hasbaiya, Zahle in the South and Bet ed Dine and Aley in the North. This flow is mainly facilitated by 'middlemen' (small scale traders), retailers and by consumers. From these centres commodities further flow through small scale traders, retailers and consumers, to smaller village markets such as Yarine, Nakoura, Chaqra Al Khiem.

Fig 1. A simplistic view of the Lebanon market structure & integration



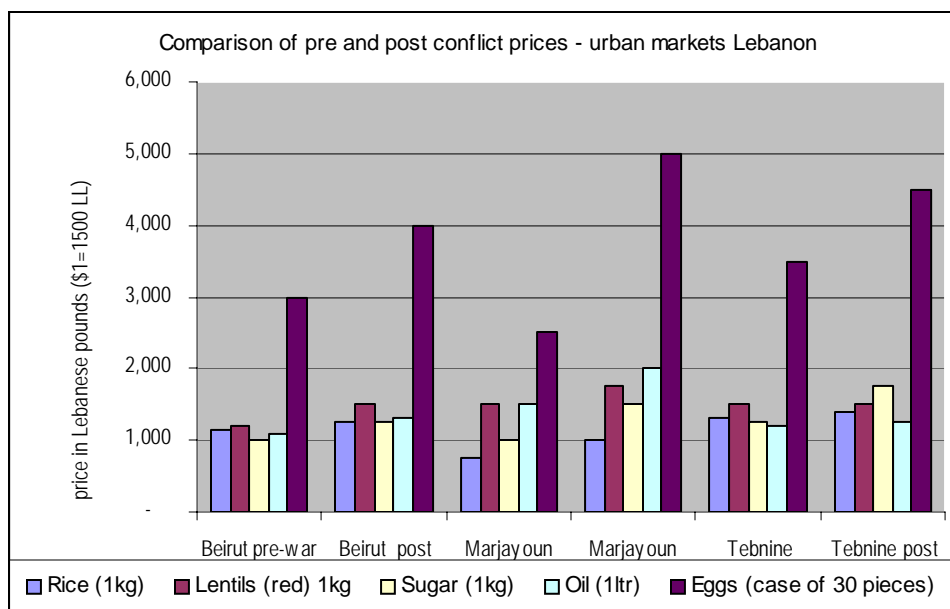
It is important to note that there also exists a reverse flow of commodities particularly of locally produced goods such as potatoes, green vegetables and a wide range of fruits, and some meat products.

Impacts on prices and market integration

- Imports of wheat stopped on 30 June 2006 other than the 12,500mt brought in by WFP on behalf of the GoL. There were no sea and air imports for July and August but these are expected to resume. The price of wheat flour & wheat products rose by about 15% during the blockade.
- The price of imported foods rose on average by 10 – 20% to date.
- Port equipment & infrastructure is still functional, despite partial damage.
- Major traders lacked confidence during the blockade and remained sceptical of the ceasefire and are adopting a wait and see attitude before they get back to full scale operation.
- Some traders are bringing in imports by road on a small scale, owing to high costs, pending proper functioning of markets. There was an increase of about 25% in imports by road prior to lifting of the blockade. This is likely to revert back to normal.
- Majority of traders cancelled import orders or have cargo still stuck in foreign ports. It is likely that the big traders stocks may run out soon and the shortage is already being felt on the downstream markets.
- In Beirut, most supermarkets were receiving only 60% of orders from the traders during the blockade.
- Supplies to the peripheral markets are being rationed or simply cancelled, peripheral markets are only getting about 40% of requirements due to upstream shortages in particular of imported luxury food items such as premium tuna fish, processed cheese, high quality brands of pasta and high quality coffee.
- Shops in the primary market are still well stocked primarily because they have warehouse/stores which were well stocked before the war.

Market prices

Price increases of locally produced food such as fresh fruits and vegetables, were minimal, only necessitated by the increase in labour and fuel costs during the war. In addition, the supply has been marginally affected. Price increases for eggs were significant, but not other commodities as can be seen below.



Concerns about price increases in cooking fuel during the conflict and the effect this would have on the capacity of people to cook were not confirmed during the assessment as prices of cooking fuel have risen by about 20% (pre war price of 12,500 LL for a 12 litre gas bottle, post war price on average 16,000). The only commodity that doubled in price and has remained this high is candles (pack of nine candles from 1000LL to 1550), used for light in view of the destruction to the electricity networks.

Example of bread – the nation's staple

Wheat is distributed to the 13 millers in proportional quantities related to size of mill & storage capacities. The millers then distribute the wheat flour to bakeries in Beirut and throughout the whole of Lebanon. The big traders who import other food stuffs have warehouses in Beirut. Some traders have secondary warehouses in Tripoli, Tyre and Sidon as well. This creates a well integrated market with no barriers to internal trade, with good infrastructure such as all weather trunk roads and a well functioning transport system. Some shops in Beirut have other chains located in major centres, such as the Spinneys & Monoprix chain of supermarkets. Village shops are mainly family run stand alone entities, linked up to the supply chain by the middlemen.

Bread is eaten on a daily basis by all Lebanese and throughout the crisis the price of local bread has remained constant, at LL 1,500 (\$1) per pack of 10 pieces. In secondary markets such as Tyre, Sarafand and Sidon, the price remained the same but the number of pieces is sometimes 9 and sometimes 8, instead of 10. Another strategy is to reduce the size of each piece of bread. This makes the total weight of the packet less than the agreed 1.3kg per packet. This is an example of how the pressure on the wheat flour supplies in country have translated into minor changes for the consumer. The costs of labour, yeast and power to run the bakeries needed to be assumed. Bakeries in Tebnine mentioned that the price of wheat flour had risen from LL900 to LL1,200/kg.. The union of bakers expects bread packets to return to their normal weight in two weeks time. However, amongst all villages assessed, there was no evidence of shortage of the nation's staple and still at affordable prices

Sales of goods such as chocolates, sodas, beauty products were still quite high in some of the areas receiving food aid, which may suggest some sort of income substitution¹⁴.

The market value of the **WFP food ration** was calculated by the programme team and seen to have an equivalent average monthly value of just over \$110. This represents about 25% of a poor Lebanese family's income (USD \$300- 400 average monthly income) and can therefore be seen to contribute directly to the household so that this money can be used to compensate for damages suffered.

Example of market value of WFP basket in local market (\$1= 1500 LL)

	Daily ration (g)	30 day ration (kg)	Family ration 5 members	Local cost of commodity / kg	Total local market value of WFP ration
Wheat flour	420	12.6	63	1100	69,300
Vegetable oil	30	0.9	4.5	2871	12,920
Canned meat	30	0.9	4.5	7026	32,500
Lentils	30	0.9	4.5	10925	26,928
Salt	5	0.15	0.75	550	413
Canned vegetables	20	0.6	3	5976	17,928
TOTAL					169,981LL

¹⁴ This was also witnessed by other food security assessments in Lebanon

6. Livelihoods and household access to food

The conflict took place at the peak of the tourist, fishing and fruit harvest season, affecting these sectors both directly in terms of damage, but more importantly indirectly in terms of lost markets and labour opportunities. The effects of this have not been quantified yet, as this is not an easy exercise in a constantly changing environment.

The mass displacement during the hostilities put a halt to most economic activities and the coping mechanisms available to different socio-economic livelihood groups have revolved around reliance on savings and social networks. In the immediate aftermath of the conflict, the blockade and the presence of unexploded ordinances have left an access problem for most livelihoods linked to food production systems. Field visits confirmed that the most affected sector of the population are the daily wage labourers and those working in the coastal fishing agriculture sector (fruit, vegetables and cash crops such as tobacco).

The agricultural sector in Lebanon has yet to recover from the effects of civil war, accounting for some seven percent of GDP in 2004, compared to 12 percent in 1994. Agricultural output meets an estimated 30 percent of domestic food demand. Annual expenditure on food and agricultural imports totals USD 1.5 billion, compared to some USD 230 million earned through exports of agricultural products (mainly surplus production of apples, citrus and potato).¹⁵

Agricultural production is private, diverse and primary crops include: wheat, barley and maize for animal feed, vegetables, potatoes, fruit, olives, tobacco, minor amounts of cash crops such as flowers and avocado. Some 25 percent of the 400,000 hectares of cultivated lands are irrigated, with the main agricultural areas the Bekaa Valley, Akkar plan, coastal plain and central mountain range foothills. Goats, cattle and sheep are the primary livestock raised in Lebanon. Agriculture remains an important source of income in rural areas, and most families either conduct or participate in agricultural production and/or animal husbandry for livelihoods or part-time activity. Agricultural output in the southern region and Bekaa Valley were particularly affected by the civil war.

Farmers incurred losses, both direct and indirectly. Direct losses such as the damage to the fields during the bombing and the destruction of greenhouses account for a minor share of the agriculture loss. The major damage was done indirectly through impossible access to the fields during the 33 days of bombing as farmers fled their villages and left the crops unattended. Mostly cited losses were on tobacco and seasonal produce. Tobacco, which does not need regular watering was harvested once or, at best, twice (out of 4 times in a season) roughly averaging losses to 50-75%. Seasonal fruits and vegetables (melons, watermelons, cucumbers, tomatoes, etc) that need regular water have been 90%-100% damaged. In addition reports of cows no longer producing milk and poultry running out of feed have been heard but not quantified yet.

Source: earth trends 2003: Agriculture and Food - Lebanon

Average cropland (% irrigated)	308 000 hectares (39%)
Agricultural workers as a % of total labour force	7.3%

Reliance on agriculture as the sole source of income varies from one village to the other. Villagers in areas along the border are full-time farmers, as the villages become closer to a main town and/or with easier access to it, the diversification of income and livelihoods become more apparent. Indirect losses affecting farmers relate to cash flow as farmers usually repay

¹⁵ Middle East Review, World of Information, Quest Limited, 26 April 2006.

their debts during the harvest season (May- October) and secure credit for the following season. This year, their ability to repay these debts has been all but undermined and trade unions will need to negotiate compensation packages for agricultural inputs.

The villages along the border are exactly those where the unexploded ordnances (UXOs) remain a problem and make access to the fields even more problematic. The Lebanese Government estimates that an emergency mine/UXO cleaning project in the affected areas of the country could be completed by the end of 2006 if the funds (USD 4.1m) are provided¹⁶. Priority was reportedly given to clearing roads and residential areas and not to agricultural land.

An estimated 8,000 families rely on **fishing** as their livelihood, this includes fishermen themselves as well as fish cleaners, market sellers and boat repairers. Fishing communities congregate around Tirpoli, Beirut (Ouazai), Saida, Sarafand and Tyre. The fishermen are organised into cooperatives but reported that they were not entitled to compensation. Most fishermen spoken to felt the blockade was the main problem as it stopped them from going to sea. In Saida the fishermen claimed that if they kept their fibreglass boats out of the water for much longer, they would suffer irreparable damage. The ports of Ouazzai and Abdi were bombarded and 300 boats were destroyed. It is common for up to 4 families to share a boat. In addition the fishermen themselves, a loss of employment for related services such as transport and refrigeration must be factored in to assess the direct and indirect damage to the industry as well as the possible contamination to fishing waters due to the oil spill. At the time of writing, some bilateral donations have been pledged to repair the ports (Emirates/Qatar). In addition, fishermen have returned to sea to make the most of the remainder of the season.

The unskilled and semi-skilled **daily wage labourers** working in the seasonal tourism industry (hotels, restaurants, services, etc) were also affected as they mostly rely on the income made in the summer for covering their yearly needs. This sector will find it difficult to recover lost earnings over the peak summer months. Chouff and Aley's tourism revenues in the summer months have been non-existent and other than the service industry this will have affected craftsmen involved in making souvenirs and the entertainment industry that revolves around Lebanon's many summer festivals. It is difficult to quantify the indirect effects of this on employees who claim to make enough money in the summer season to see them through their smaller income generating activities the rest of the year. Other daily wage labourers involved in trade and construction have also been affected during the conflict, however these are the most likely to find work now that reconstruction is beginning.

Salaried employees continued receiving their salaries with minor alterations. The public sector continued on paying the salaries as usual. Some big private companies accounted half of the days lost to war as annual leave and the rest as loss to the company. However, the tourism sector down-sized operations and some did lay off part of their semi-skilled and unskilled staff. Small private businesses also down-sized or completely stopped their activities.

The unemployed, **retirees and senior citizens**, is a group cited as being most affected by the war, not only because of the physical losses possibly incurred to their properties but also because the associated health and psycho-social stress and the fact that many rely on family living abroad.

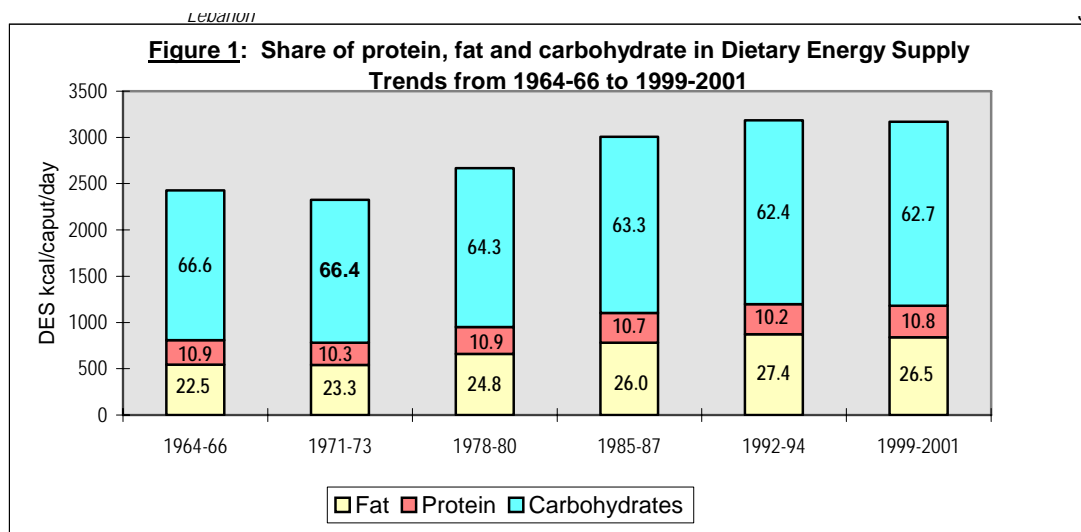
7. Food consumption, utilization, nutritional and health status

The traditional Lebanese diet is a typical Mediterranean diet rich in grains and cereals, fruits and vegetables and olive oil. As processed foods and items high in sugar and fat content become widely available, affordable and aggressively promoted by the food industry, they are being absorbed into the traditional diet, especially among the youth. The prevalence of obesity

¹⁶ Op cit GOL early recovery document

among adults is at more than 15%¹⁷. Childhood obesity is also expected to be on the increase¹⁸.

Since 1965 food availability has increased significantly, keeping in pace with the growing population, and even allowing for a rise in Dietary Energy Supply (DES) per capita of more than 25%, (from 2427 kcal/day in 1965 to 3180 kcal/day in 2000). -Cf. Fig 1



Discussion with the health and nutrition actors in country led to the conclusion that the nutritional resilience to the good overall pre-war situation. Indeed, the basic health and nutrition statistics in the country show a nationwide under-five mortality rates of 31 per 1000 live births¹⁹, fertility rates of 2.3 births per woman, stunting prevalence of 12.2%²⁰, underweight prevalence of 3%²¹, and low birth-weight rates of 6%. Gaps between rural and urban areas are acknowledged, for example 100% of the urban population has access to improved sanitation vs. 87% in rural areas.

Access to fresh fruits and vegetables, as main source of micronutrients, was maintained during the bombing and after the cease-fire. People reverted to economically inferior goods, but the essentials of their intakes remained good. Seasonal produce are currently available in the local markets (for example, watermelons were in season in August, September is the month of grapes and figs, apples are expected in October).

Whilst during the conflict people's ability to prepare their own food was severely affected by their displacement, reliance on the hospitality of friends and family and collective centres, the ceasefire allowed 70% of people to return to their homes and recover their cooking habits. Those who have lost their homes will need to replace everything, as is likely for those with partially destroyed homes.

Although malnutrition, in terms of under-nutrition, is not visible or mentioned as a problem in Lebanon, risk factors such as water, sanitation, care practices, infant feeding practices, elderly care practices, access to health facilities and access and availability to fresh produce were considered in this assessment.

¹⁷ Prevalence of adult (15 years and older) obesity is 14.3% for males and 18.8% in females.

¹⁸ Dr. Omar Obeid, American University of Beirut, personal communication

¹⁹ All statistics are from the State of the World's Children 2006, UNICEF and World Health Statistics 2006, WHO

²⁰ Prevalence of moderate plus severe stunting: height-for-age, -2 z-scores and below in children under 5 years of age.

²¹ Prevalence of moderate underweight: weight-for-age, between -2 and -3 z-scores in children under 5 years of age.

- Fresh fruits and vegetables: Even in the worst affected areas, fresh produce is available on the market and prices have not risen²².
- Ability to prepare foods: The vast majority of displaced people (up to 90%) have returned to their homes or to host families in case these were destroyed but their ability to prepare food is restored.
- Care: In terms of care, the elderly and young children were most affected. Senior people were the ones who stayed in their houses/villages throughout the bombing; they had limited access to chronic medications or health care should they have needed it. The care and feeding practices of young children were also affected, especially during the displacement. As people returned back to their villages, life seems to be returning to normal. The health workers interviewed mentioned parents' stress and worry to be the main issues reflecting on children's usual care.
- Water and sanitation: Water needs were consistently mentioned in all the villages visited. In semi-urban areas where the waste water is piped, destruction of the infrastructure led to waste water spillages, delays in the collection of garbage also led to infestation with insects, especially mosquitoes and roaches. The prices of insecticide sprays were noted to have increased in parallel.

OCHA led a joint assessment of damage to infrastructure and health and sanitation needs in August 2006. The results are expected to quantify the damage to water supply, sanitary facilities, education in location and health and sanitation. A section of the assessment also dealt with food, the aid situation and the needs as expressed by the municipalities interviewed.

The Ministry of Public health and the World Health Organisation conducted a comprehensive damage assessment to the health facilities (mainly primary health care) infrastructure and functional capacity as well as road access to these centres and availability of supplies. Results show that in addition to structural damage, power supply, water supply, sewerage system, and ambulance transportation are affected. Human resources are also in shortage, especially for obstetrics, surgery and qualified nurses. The assessment recommends a fast operation (before the end of 2006) to ensure continuity of care provision and free access to health in the affected areas. It also recommends strengthening the capacities in surveillance for early detection and subsequent control of communicable diseases, immunization and environmental health²³.

There were verbal reports on increased incidence of diarrhoea and respiratory diseases in schools and public areas during the displacement month; however, these reports have not been quantified and will be difficult to monitor retrospectively. Food safety, in the absence of reliable electrical supply and with the acute shortages in water and possible changes in its quality, will need to be monitored. But to this date, and despite the acute need for water (both drinking and common use) there have been no reported outbreaks of water borne diseases, except of 45 cases of non-complicated gastroenteritis in the village of Yahoune, Tyre caza.

The general thinking now is moving from relief general food distributions to targeted interventions related to needs. The interventions being planned/developed include those focusing on food security (ACF-E, Oxfam), promotion of breastfeeding and infant feeding (SCF-UK, UNICEF, LABA), and possible micronutrient supplementation (UNICEF).

²² If anything, fruit prices may have slightly decreased to the detriment of fruit tree farmers who were unable to sell to their usual markets during the conflict.

²³ Lebanon Crisis Service Availability Assessment, 29 August 2006, Lebanese Ministry of Public Health and the World Health Organisation

The role of the humanitarian rations

The food commodities and rations distributed as part of the humanitarian response were very diverse in terms of quantity and quality and were directed at the IDPs in collective centres or at the population trapped in the conflict area and cut off from their normal supplies.

Immediate response included ad hoc food parcels being distributed by local civil society groups and ngos, notably Caritas, based on local food purchases. The bulk of these were being distributed in the collective centres where over 150,000 IDPs had gathered and also informally through families hosting people during the conflict. It is difficult to quantify the aid delivered but it is undoubtedly this system that met the needs of the displaced during the first weeks of the conflict.

The High Relief Commission's distributed a family food basket and an infant food basket through own purchase and in-kind donations from various countries. At the time of writing the HRC has distributed 497,341 weekly adult food baskets and 25,282 weekly children baskets²⁴.

Food basket/family/5persons/week:

Rice 3kg , sugar 2kg , tea 1/2kg , cheese 2kg, tuna cans 185g, meat 500g , spaghetti 3 rolls , peas 2kg , ghee 1kg, oil 1.5L , jam 2kg, milk 1.8kg

Children basket under 2 years/week:

Children milk 3 small cans, cerelac 2 cans, 1 baby milk bottle , 1 biscuit box, pampers 1 bag, children powder 1 can , underwear 2 sets, 2 pairs of socks, children soap 2 bars.

The list of NGOs and their main activities can be found on the HRC's website²⁵ and include:

- ICRC (monthly family food parcels and relief items for over 52,000 families to date²⁶)
- Mercy Corps (providing food and relief items for 180,000 people);
- Islamic Relief (providing food and relief items for 130,000 people);
- World Vision (providing food and relief items for 40,000 people)
- WFP has distributed more than 4,500 tons of food (an estimated 300,000 monthly rations)

Milk and milk products widespread distributions (mostly powder milk and some UHT milk) raised concerns among health workers and the Health and Nutrition Cluster members about possible disease outbreaks and the negative effects on breastfeeding practices. Lebanese mothers are no strangers to infant formula and milk powder, only 27% of the Lebanese mothers exclusively breastfeed for 6 months²⁷ and milk consumption is high among children, however, the precarious water situation, unavailability of cleaning facilities and the electricity outages present clear risk of contamination. None of the distributions came with caution messages or handling tips. The distribution of bottles with the milk was potentially encouraging mothers to bottle-feed rather than breast-feed at a time when protection and promotion of breast-feeding was much needed. A joint statement on infant feeding was recently endorsed (07 Sep 06) by the MOPH giving the go-ahead to advocacy and training interventions aiming at limiting the inappropriate use and handling of milk.

In addition, special attention to outbreaks of water-borne and food-borne diseases should be given, especially where crowding is still an issue (host families) and where access to safe water, adequate toilet facilities and safe preparation and handling practices are not ensured.

²⁴ www.lebanonundersiege.gov.lb 9 September 2006

²⁵ www.lebanonundersiege.gov.lb

²⁶ ICRC Bulletin no. 16/2006 www.icrc.org

²⁷ *State of the World Children 2006*, UNICEF; Batal *et al* (2006) Breast-feeding and feeding practices of infants in a developing country: a national survey in Lebanon, *Public Health Nutrition* 9 (3): 313-319.

This is particularly important for young children, pregnant women and the elderly who are most susceptible to food-borne diseases ²⁸.

Some agencies are now planning/developing targeted interventions in areas and for groups depicted by their assessment as most vulnerable. These tend to be small-scale and limited in duration, such as cash coupons for purchase of fruits and vegetables (ACF-E), promotion of breastfeeding and infant feeding (SCF-UK), possible supplementation (UNICEF).

8. Responses for livelihood recovery

Civil society, local ngo and GoL response during the crisis has been extremely generous. International aid agencies have been able to complement relief efforts²⁹ through generous **donor response** for the Lebanon crisis. The Flash appeal was 60% funded within a month and pledges to the GoL early recovery programme has raised \$940 million in pledges (more than the asking figure). The following projects expect funding:

- a) Providing pre-fabricated housing units for 30,000 families
- b) Unconditional cash transfers to 52,000 vulnerable individuals (women-headed households, elderly and people with disabilities) and support to micro-finance programs
- c) Loan guarantee scheme for small and medium enterprises
- d) Emergency assistance to farmers in the South, Nabatiyeh and Bekaa area, and to fishermen in the damaged coastal areas (Tripoli to Naqoura) with a focus on the Ouzai area
- e) Support to the rehabilitation of the agro-industrial sector³⁰.

Whilst the UN revised Flash appeal has clearly identified water, sanitation and shelter needs as the most urgent with UXO clearance and employment next in line, the phasing of humanitarian to recovery operations is underway.

In addition UNDP has a proposal for Quick delivery- high impact projects starting immediately after the ceasefire worth \$446 million³¹.

Within Lebanon the donations will be disbursed through various agencies, much of the recovery work being directed to the reconstruction effort. Cash compensations to those whose houses were destroyed are already in the process of being paid out by Hezbollah. Amounts vary between USD 7000 and USD 12000. This is intended to cover the rental of an apartment and minimal furnishing for 1 year time and the assessment team confirmed that payments had begun, and more importantly, that those registering for the scheme had full confidence that it would be implemented.

Informal support structures are very good in-country. Extended families, neighbours and friends are the traditional networks to fall back on when immediate cash is needed, and this method is preferred to reliance on welfare.

Families with an immigrant member are likely to receive financial support from them. Traditionally, remittances are sent as cash either with the family member themselves returning to the country, or when a friend or extended family relative returns. Most travellers and family members come during the summer time (June to September) and as this overlapped with the fighting time the remittance flow is likely to have been slowed down. Wire transfers are less common and only in town areas transfer and banking options are available.

²⁸ Communicable Diseases: Risk Assessment and Interventions Middle East Crisis: Lebanon, July 2006, WHO

²⁹ \$81million raised as part of the UN Flash appeal for relief operations by the end of August; bilateral aid donations to the GoL; and ngos able to operate through their own sources of funding.

³⁰ GoL Early recovery document

³¹ It is unclear if this is a stand alone project or part of the GoL early recovery plan

However, it is expected that with the coming month of Ramadan (last week of September) and later the Christmas and New Year's season, that remittance transfer will catch-up.

At the moment (more than 20 days after the ceasefire) was established, cash continues to be an issue in isolated areas where access to the banking system is not possible. Remittances filtering through at the moment are believed to be in small amounts to cover subsistence needs rather than to invest in physical damage to assets and livelihood investments. This may be due to a combination of small amounts getting through and the need to wait some more before investing in recovery activities.

International actors in food security have identified the need to support those directly affected by the conflict and are aligning their interventions to meet the needs of those indirectly affected. Some agencies have decided not to intervene in the area of food security at all because other than agriculture, the focus of interventions would need to address structural employment issues that are not normally seen as recovery operations. It will be up to development agencies to ensure the transition from food aid to self-sufficiency is smooth.

9. Conclusions

Overall food availability

The assessment covered Beirut and all areas south, including those not directly affected by the conflict, so as to capture immediate needs and the likely food security situation in the coming months. The targeted and violent nature of the conflict resulted in a loss of normal access to food for half the population in country, notably for the almost one million IDPs who sought refuge elsewhere. People relied on savings and social networks including humanitarian aid during these stages. Daily waged labourers were left without work and the GoL estimates 75% of the population was not working during the conflict. Normal trading patterns were severely curtailed but did not come to a standstill and the country was able to operate on existing food stocks, which resulted in minimal price increases of between 15-20% on average.

The risk for food supplies and market integration was mainly due to the air and sea blockade and this assessment confirmed that selected imported items were beginning to be in short supply, but cheaper alternatives were still to be found in all outlets visited. The GoL recognised the threat to the country's wheat stocks and asked WFP to secure 12,500MT of wheat on its behalf. This has resulted in an increase in the value of bread of 10% (at the time of writing a \$1 packet of bread contains 9 flat breads instead of the usual 10 – this measure is likely to be reversed within 2 weeks as the blockade has now been lifted and the GoL is expecting 25,000Mt of wheat). There is evidence that food prices have been kept stable through a combination of solidarity among the affected population as well as a dynamic market that was able to operate at 50% capacity using existing stocks.

Overall, the market assessment revealed that food availability has been more of a problem than food access, but that this has largely been solved by the lifting of the blockade. Shortages were most evident in the south of the country but no evidence was collected to suggest that price hikes had pushed consumers out of the markets even in these areas, rather it reduced their choice of products. The market is likely to be able to meet demands now that the blockade has been lifted but for its full operation road and shop repairs will be necessary. The increase of fuel prices by \$2 (from \$15.5 to \$17.5 per gallon)³² is likely to be borne by the consumer in increased prices for both food and non-food items.

Overall food access

Loss of income is the main threat to food security in Lebanon. During the assessment people were more concerned about future prospects than immediate food needs. Low wage earners in the agriculture, construction and small trade with little savings are the people who will find it most difficult over the coming months until employment opportunities increase. Those who have lost their homes can expect compensation to cater for their shelter needs, however it is getting an income that will allow them to secure their household needs. Humanitarian support in water, food and non-food items over the next 6 weeks will allow households to pursue income related activities. The level of social support and remittances cannot be underestimated at this stage, and is likely to be of continued importance as recovery programmes to in terms of grants and replacement of productive assets and loans for micro-enterprises are put in place. International agencies working with affected populations are tailoring their programmes to these future needs that will allow people to be self sufficient once more.

Nutrition

The assessment concludes that while the diet of the IDPs and returnees was compromised during the conflict, nutritional status has not been threatened. Access to cooking utensils and cooking fuel was identified as a real problem during the conflict but was consistently reported to have now been eased. For those who lost their homes, the investment in getting their kitchens up and running to pre conflict standards will be considerable, and reliance on fully equipped rented homes and host families will continue during the recovery phase.

Children under two were identified as a vulnerable group because they require special weaning foods, however agencies working the health sector have not reported any negative impacts to date. The start of the new school year of 9 October will be a good opportunity for education and health authorities to ensure that nutritional wellbeing of school age children is maintained as the institutional set up allows for closer surveillance than at a household level. There is still a possibility that other vulnerable groups such as the elderly, the injured and those who have suffered loss of appetite due to trauma will be identified by the health and social network system. This is likely to represent a small proportion of the population. Seasonal produce should be available at affordable prices for families to complement their diets in terms of micronutrients. This assessment has not attempted to analyse micronutrient levels prior to the conflict, but assumes they remain the same.

10. Recommendations

WFP food assistance response and targeting options until 24 October 2006

- This assessment confirms the need for WFP to continue with its food assistance programme until the 24 of October to a diminished caseload since food aid needs have been significantly reduced by the cessation of hostilities, but can continue to provide some support as people recover over the coming weeks.
- WFP should revise the planning figure during the conflict of 500,000 down to 350,000 based on the directly affected populations in the four municipalities of the southern Suburbs and in kadas of Tyre, Bint Jbail, Marjaaon, Nabatiyeh, Saida and Jezinne. Food assistance is also needed although in lesser amounts in the kadas of Bekaa West, Zahle, Balbek, and Hasbatiyah. It is unclear whether Rachaiya should be included but the programme monitoring visits could ascertain this.

The WFP programme team current revised caseload suggestion is as follows:

- Southern Beirut: 130,000 beneficiaries
- Southern Lebanon: 200,000 beneficiaries
- Other isolated affected areas and remaining IDPs: 20, 000 beneficiaries

Although it is acknowledged that the Southern Suburbs host a large proportion of the poor people in Lebanon, it is likely that the planning figures for the Southern Suburbs may be too high and that part of the food could be redirected to Southern Lebanon where access and availability of food have been identified as slower to recover.

- WFP should continue to provide food to the municipality authorities until the end of the programme as they are in the best position to determine food aid needs. The current system of the municipalities providing the list of people in need of food assistance is a good short term measure as most humanitarian aid has been channelled through them and recovery assistance will soon become their priority.
- By making the total planned amount of food available (500,000 rations for 3 weeks and 350,000 rations for 10 weeks) to the municipalities, WFP should continue to increase its monitoring procedures to keep a track of how municipalities distribute the foods. Now that the situation has stabilised and food monitors have been trained the programme will be able to better assess coverage and targeting of the food.
- WFP should take stock of the food aid commodities sourced from abroad and limit further humanitarian imports to let the food market recover.
- WFP should continue to liaise with the HRC, ICRC and UNWRA to align their food rations and ensure complementarity of their food distribution systems.
- WFP should continue to expand its bread delivery programme in the southern suburbs of Beirut. This venture with a private baker has been able to grow from 250 packets of bread on the first day to over 4000 packets 10 days later. The extent to which this can continue to grow to meet the daily bread needs of the population should continue to be monitored. To date acceptability of the bread and logistical capacity dictate coverage, monitoring visits over the next few weeks should help decide if the bread needs to go beyond Beirut. This decision should be made according to need and added value to the beneficiaries through some household interviews as well as programming capacity.
- WFP should continue to maintain informed of any newly identified food insecure populations by continuing to work in close contact with the food sector actors, notably the High Relief Council, ICRC and agencies such as Mercy Corps, Islamic Relief, World Vision. The programme team are tracking the observations made by other actors and should continue with their strategy of visiting new locations if signs of possible food availability such as the recent visit to Balbek.
- WFP should come to an agreement with UNWRA on the exact amount of food they require to complement the food ration of their Palestinian refugee caseload for the duration of WFP EMOP while UNWRA secures recovery funds.
- WFP should aim to disburse its food stocks within the EMOP time period and should there be any left over stock, should consider keeping a small contingency for a few months or identify actors involved in food security recovery activities that could use it to complement their programmes with vulnerable sectors of the community affected by the conflict. Some other agencies are adopting a similar approach and WFP should quantify any excess by mid October so that it can be handed over to the government or food security agencies.
- WFP should keep abreast of any school feeding initiatives pursued by UNICEF, although it is not recommended that WFP play a role here unless specific food commodities requested by the education sector can be procured.

- WFP should not use its food stocks to address problems of inequality and poverty in Lebanon, whilst recognising that a sector of the population requires welfare support and that investment in improving labour opportunities is required in country.

ii) The role for WFP in the recovery process, with particular emphasis on social protection

- WFP food has no clear role in the recovery process in Lebanon as evidenced by the GoL recovery document. Whereas the country has suffered damages and the people will need to engage in a process of livelihood recovery, assistance in the form of food is not an appropriate solution. The assessment team was repeatedly told this at various stages during the assessment.
- Job creation in terms of food for work is not applicable as manual labour is usually provided by cheaper immigrant labour. Other agencies are better placed to address the problems of unemployment and lost livelihoods in the tourism and agriculture and fishing sector. FAO's upcoming indirect damage assessment to all the food production systems in country (agriculture, fishing, livestock and forestry) will provide a much more accurate picture of losses to these sectors and the inputs required for their recovery. WFP should expect these results before the end of the EMOP.
- The current system in place to support the needs of vulnerable sectors of the community is geared towards institutional welfare support for limited special cases such as orphans, elderly and disabled. The GoL recovery programme includes cash grants for up to 52,000 people as well as support to micro-finance programmes. These are pertinent interventions that are likely to help get people on the road to recovery again much more rapidly than any form of institutional food aid support programme. The Ministry of Social affairs has made requests to WFP in terms of food aid needs as part of relief and not longer term programming, even though both parties acknowledge that poverty issues in country need to be addressed through other means.

iii) Analysis of the GoL/market capacity to deal with the blockade

- At the time of writing the blockade has been lifted and air and it is expected sea traffic is beginning to return to pre conflict levels. The GoL has put in place measures to help prioritise ships coming in to help with the recovery process and food as well as building materials will continue to be part of the priority.
- The Lebanese private sector market is expected to be extremely dynamic, making this assessment almost out of date almost as it is being written because of the expected changes in business and trader confidence. Whilst WFP played a key role in ensuring commodity imports during the conflict, and the GoL acknowledged this by asking for support to import wheat, it is expected that normal importing capacity will resume. Exports of fruit and tobacco products will decline this year and dent the livelihoods of those involved in these sectors. It is too early to know what compensation measures will apply.

WFP assessment follow-up

The WFP assessment took place over a two week period in which there were several changes to the situation due to the precarious ceasefire giving way to a lifting of the blockade.

- The WFP team still need to monitor trigger factors that might reverse the signs of recovery over the remainder of the EMOP such as security, compensation payments by various actors, price changes.
- The assessment preliminary findings (5 September) recommended working on a more thorough joint analysis with the Ministry of finance on the affects of the blockade on food

availability and access. This recommendation is no longer valid now that the blockade has been lifted, but the WFP team should continue to liaise with the Ministry of Finance to keep up to date with the developments in the sector.

- WFP should continue to keep up to date with the results of ongoing assessments to enhance its understanding of the food security prospects in Lebanon as the situation is far from stable in terms of recovery. Upcoming assessment results include the OCHA led rapid assessment of the south Lebanon (23 villages) and the FAO assessment of damages to crops, fisheries, livestock and forestry sectors planned for end of September. In addition the programme should keep up ties with UNICEF and WHO in case any nutritional issues are flagged up in the coming weeks.
- The assessment preliminary findings suggested the need for a coordinated food security assessment in December - February involving food sector agencies should there be any signs that food security recovery is at risk. This recommendation is still valid and should be considered by agencies involved in the recovery process.

Annexes

- A1 List of site visits and key informants
- A2 List of documents consulted
- A3 Map of the affected areas and assessment site visits
- A4 WFP EMOP background information
- A5 Terms of Reference and members of the assessment team

Annex A1 List of site visits and key informants

Village/Locality	Mohafaza	Casa	Code	People met
Al Ghazieh	Saida	Saida	LBN 61029	Mr. Mohammad Ghaddar, mayor 03-646360 / 07-220250
Sarafand	Saida	Saida	LBN 61096	Mr. Hassan Ali Hoteit 03-304278 / 07-420209
Ouzai Tebnine	Mount Lebanon Nabatiyeh	Baabda Bint Jbeil	LBN 41042	Mr. Shakib Fawwaz, municipality counsel member; Mr. Ali Dakhlah Al-Maaz and Mr. Ibrahim Khalil Fawwaz, farmers
Chakra Qabrikha	Nabatiyeh Nabatiyeh	Bint Jbeil Marjayoun	LBN 41012 LBN 43032	Mr. Talaat Hadi, mayor Mr. ALI ZEIN, mayor 03-222251
Naqura	South Lebanon	Tyre	LBN 63084	Mr. Hussein Darwish, mayor and 2 municipality counsel members
Alma el-Shaab	South Lebanon	Tyre	LBN 63003	Mr. Nicolas Farah, mayor 03-347849 / 07-460130
Yarine Marouahine	South Lebanon South Lebanon	Tyre Tyre	LBN 63111 LBN 63074	- 3 members of the municipality counsel
Shihine Jibban Khiam	South Lebanon South Lebanon Nabatiyeh	Tyre Tyre Marjayoun	LBN 63033 LBN 63057 LBN 43020	- - Mr. Ali Zreik, mayor 03-379292 / 07-840028
Debbine	Nabatiyeh	Marjayoun	LBN 43014	Mr. Ali Hijazi, mayor ; 3 municipality counsel members and the deputy mayor 01-305143 / 07-764444
Marjayoun	Nabatiyeh	Marjayoun	LBN 43024	Mr. Fouad Hamra 03-243901 / 07-830014
Haret Hreik	Mount Lebanon	Baabda	LBN 320058	Mr. Ali Harakeh, mayor 70-989453
Merayjeh	Mount Lebanon	Baabda	LBN 320077	Mr. Mohammad Annan, mayor 03-374270
Borj El Barajneh	Mount Lebanon	Baabda	LBN 320015	Mr. Adel Annan, mayor 03-160353
Ghobairi	Mount Lebanon	Baabda	LBN 320049	Mr. Rabi El Khansa, mayor 03-500533
Deir Beba Beit Eddine	Mount Lebanon Mount Lebanon	Chouf Chouf	LBN 33058 LBN 33030	- Beha Najim 03 838 556
Aley	Mount Lebanon	Aley	LBN 31022	-
Souk El Ghareb	Mount Lebanon	Aley	LBN 31110	-

Key Informants met in Beirut

Organisation	Name	Title
Ministry of Finance	Salim Bala	Adviser to the Minister
Ministry of Social Affairs	Fadi Yara'	Adviser to the Minister
	Jumanan Halot	NGO coordinator
	Sawsan Masri	Assistant Project Manager
(UNFPA)	Mireille Rahme	Senior Assistant Researcher
High Relief Council	Nathalie Zaarour	Senior legal Advisor
Lebanese Red Cross	Abdallah Zogheib	First Aid team, Head of Beirut district
	Hussein Hammoud	Operations manager, Tebnine
Caritas Liban	Georges Massoud Khoury	Director
Cali Food company	Ali K Ibrahim	Marketing & Export Manager
ICRC	Brian Tisdall	UN Liason
	Herve Maraux	EcoSec
	Janet Foyle	Programme officer - Beirut
UN agencies		
OCHA	Vicki Metcalf	Assessment officer
	Stewart Sheppard	
	Rosemary Willey- Al'sanah	
FAO	Mona Chaya	Emergency Officer
UNICEF	K-Chris Hirabayashi	Senior PO, Health and Nutrition
	Najib Nimah	Health Consultant
	Sylvaine Chaperon	Nutritionist
UNWRA	Zein Zikaly	Programme officer
WHO	Omar Obeid	Nutritionist
Mercy Corps	David Holdridge	Regional director
Oxfam	Nathalie Wirt	Food and Nutrition Adviser
Save the Children	Michael O'Donnell	Food Security Adviser
	Ali Maclaine	Nutritionist
Accion contra el Hambre	Luan	Head of mission
	Elena Rivero	Nutritionist
Donors		
USAID	Miriam Lutz	DART Team Leader
	Ngoc Clark	
ECHO	Cyprien Fabre	Representative
EU delegation	Sybille Bikar	Representative
British embassy	William Hopkinson	Third Secretary

Annex A2 List of documents consulted

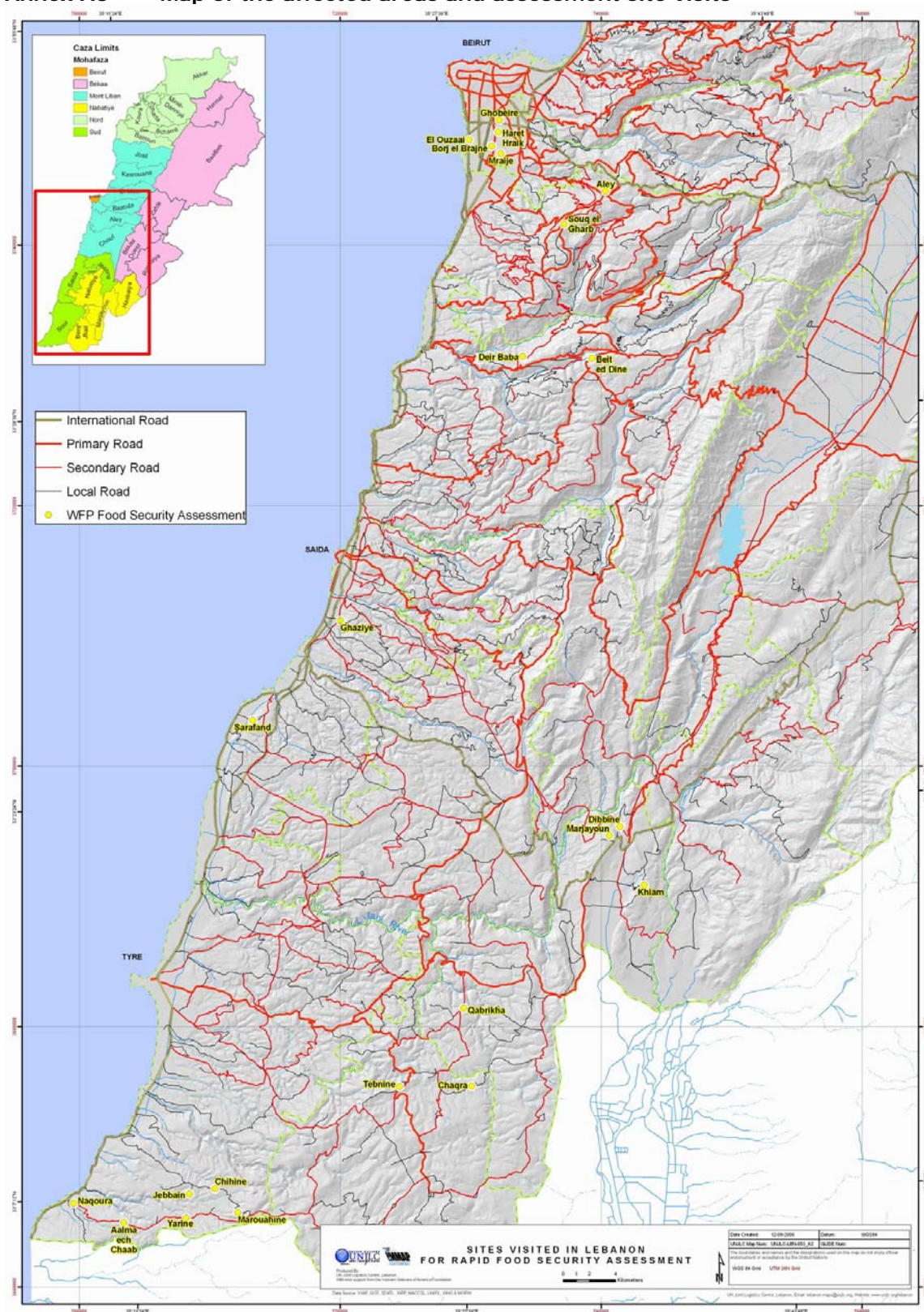
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WFP documents:

- Food and Agriculture Market perspectives for Emergency Food Security Assessment – Lebanon Crisis, J. Nyberg 18 July 2006
- EMOP 10537 24 July 2006 and Budget Revision 31 July 2006

Annex A3 Map of the affected areas and assessment site visits



Annex A4 WFP EMOP background information

- **EMOP (24 July 2006) input into UN Flash appeal³³ launched on 22 July 2006**

A regional EMOP was approved for 310,000 beneficiaries (260,000 in Lebanon and 50,000 in Syria) based on initial assumptions that an estimated 900,000 had been displaced in the first 12 days of the conflict; that WFP would not be the sole food provider; that cooking fuel and water shortages were expected and that high energy biscuits would be suitable for targeted groups; that the EMOP would not be limited by any ceiling figure.

IDPs	95,000	45 days
Isolated cases	100,000	90 days
Host families	65,000	90 days

Total food tonnage required: 9,186 (\$2,386,900)

Cereals	Pasta	Canned Meat	Salt	Pulses	Oil	HEB
8,033	95	128	96	540	270	25

- **Budget revision (31 July 2006)**

The initial EMOP was revised 1 week later when hostilities were seen to continue, increasing the case load to 500,000; standardizing the food ration for all types of beneficiaries; deciding to work through the Government of Lebanon.

IDPs	180,000	81 days
Isolated cases	200,000	81 days
Host families	120,000	81 days

Total food tonnage required: 19, 643mt ; (\$9,214,043)

Cereals	Pasta	Canned Meat	Salt	Pulses	Oil	HEB
17,010	-	2,430	203	-	-	-450

- **Revised UN Flash appeal (22 August 2006)/ likely budget revision**

Options include reducing the caseload to 350,000 people, (including some 200,000 in the South, 120,000 in the southern parts of Beirut and 30,000 currently hosted in support facilities - groups with low purchasing power and/or situated in areas with low availability of food). WFP may also consider shifting canned meat for pulses in the food basket.

South Beirut Suburbs	130,000	75 days
Southern Lebanon	200,000	75 days
Remaining IDPs	120,000	75 days

Estimated total food tonnage required: 13,519mt (to be confirmed by finance and logistics)

Cereals	Pasta	Canned Meat	Salt	Pulses	Oil	HEB
11,025	0	0	131	1575	788	0

³³ See project documents for Regional Emergency Operation ODC 10537.0

Annex A5 Terms of reference and team composition

DRAFT TOR for Rapid Food Security Assessment - Lebanon Crisis (28 August 2006³⁴)

The **objective** of the assessment is to describe and assess the current food security situation of the affected population so as to determine any immediate shortfalls in food availability and food access in the recovery process.

Assessment team:

- | | |
|------------------------------------|---|
| ▪ Simon Denhere (markets) | ODK / Ethiopia / PO |
| ▪ Soha Moussa (nutrition) | HQ / PDPN / PO |
| ▪ Jacqueline Frize (food security) | ODC / Regional Assessment Officer – food security |

With additional support from:

- | | |
|--------------------|---------------------------|
| ▪ Etienne Labande | Lebanon programme officer |
| ▪ Marwan Abi-Samra | ODC – Consultant |

Assessment dates:

26 August – 15 September 2006 (changed to 10 September)

The **overall assessment objectives** are to estimate the severity of the food insecurity due to the conflict, with specific focus on:

- i) To whom, where and how food assistance should be targeted until the end of the EMOP³⁵
- ii) The likely development of the food security situation and implications in the next few months including an appropriate exit strategy for WFP

This will entail a specific focus for WFP programming decisions on:

- i) The time frame of food assistance needs (until 24 October or beyond);
- ii) The role for WFP in the recovery process, with particular emphasis on social protection
- iv) A specific analysis of the GoL / market capacity to deal with the blockade

The assessment should build on any ongoing interagency, food security sector and multi-sectoral initiatives so as to maximise resources and avoid duplication.

Methodology:

- Three to four programme staff will complement the assessment team
- Key informant interviews will be complemented with field visits to affected areas and main trading locations.

Expected Outputs:

A report outlining the findings of the assessment of the food security situation with specific focus on recommendations to WFP on:

- Appropriate target groups for WFP food assistance (IDPs in public spaces, host families, isolated/trapped families and refugees in and returning from Syria).
- The response and capacity of people, communities, the government and other organizations to cope with the crisis in terms of meeting immediate food needs of the affected population.
- The role and capacity of communities, the government and other groups in the recovery process with respect to meeting food needs.

³⁴ This is a revised version of the TOR drafted on 3 August 2006

³⁵ 24 October 2006