

Stakeholder analysis

Food security in Palestinian gatherings in Lebanon

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OCHA

Key Findings

- **Palestinian refugees in gatherings are one of the most vulnerable groups in Lebanon**
- **UNRWA's limited mandate central in failing to address needs**
- **Some stakeholders are currently too controversial to cooperate with.**
- **There are structural holes in the network of**

Figures

- 318 792 Palestinian refugees registered in Lebanon
- 12 official refugee camps
- 42 gatherings
- 140 000 people live in gatherings
- Palestine refugees represent around 8 % of the population of Lebanon.

A gathering is defined as a community with more than 25 households.

UNRWA was established in 1949 mandated to carry out health, relief, education and social programs for registered refugees in the official camps

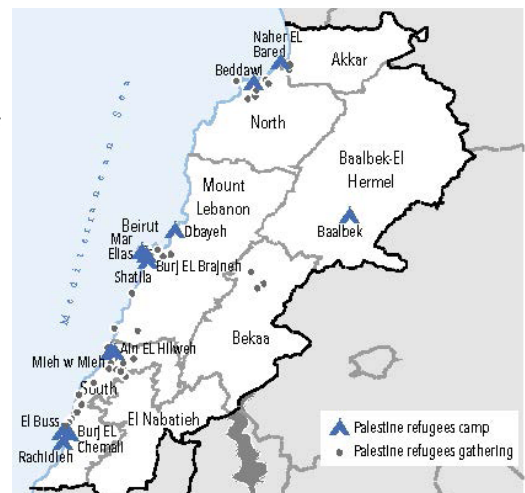
Executive Summary

Palestinian Refugees live under precarious conditions in Lebanon especially in the gatherings outside official camp borders. Food security is an area where the vulnerability of Palestinians stand out. 94,5 % are considered food insecure. The Food Security Sector led by Ministry of Agriculture and WFP are planning to address the need of the Palestinian refugees from Syria through cash vouchers but not the ones from Lebanon. This briefing paper have addressed the questions of what stakeholders are involved when it comes to the issue of food security in gatherings through vouchers? What stakeholders is OCHA collaborating with? Who would they benefit to work with, who could potentially pose a threat and how to mitigate that threat? Are there any structural holes in the OCHA network?

17 stakeholder have been identified where the governments position has been identified as a potential threat. The leading agencies UNRWA's and WFP's effective power is blocked by limited mandate and budget constraints. A number of actors are also considered too controversial to cooperate with. Number of recommendations has been identified to improve the existing stakeholder field.

Context

The history of the Palestinian people in Lebanon started in 1948 after the state of Israel was created in Palestine and war broke out. Around 700 000 Palestinians fled their homes and settled in the neighbouring countries. This event is referred to as "the catastrophe". Today around 277 985 Palestinians from Lebanon (PRL) live in 12 official refugee camps in Lebanon.¹ The 12 official camps can't house everyone and "gatherings" have emerged throughout the country. 140 000 Palestinians live in these 42 gatherings. Since the start of the war in Syria over 1,2 million refugees have fled to Lebanon. 40 807 Palestinian refugees from Syria (PRS) are among them and many of them have settled in the gatherings. The population in the gatherings is one of the most vulnerable in Lebanon, since the gatherings are located outside UNRWA's geographical mandate they are to a great extent excluded from the services



Source: OCHA

Political Security

The political climate in Lebanon is extremely fragile. Palestinian refugees have never had their political rights in Lebanon and are not considered as citizens.³

Economical Security

Two thirds of the population lives in poverty in 2010 and the current situation has worsened the situation.² With the influx of Syrians, competition over jobs and resources have increased. In the PRS community three quarters are borrowing money to survive.³

Health Security

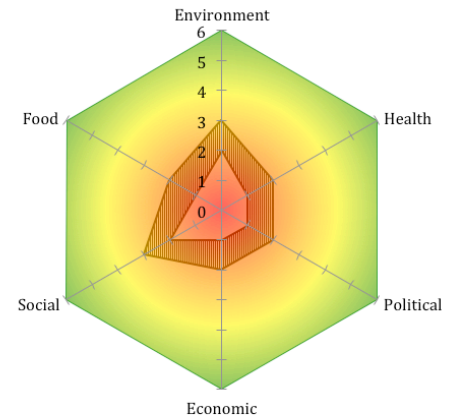
The already strained UNRWA health care system is under heavy pressure with the increased demand from the PRS.2 Palestinians used to get free health care but UNRWA's financial situation has forced them to start taking a patient fee which makes care inaccessible to many.⁴

Social Security

Social tension has always been high between Palestinians and Lebanese but with a 30 % increase in population in total due to influx of Syrian refugees together with a 60 % increase in people living in poverty since 2011 the social fabric of Lebanon is stretched to its limits.⁵ Palestinian refugees are forbidden to work with over 30 professions, they are not granted their civil/legal rights and are not allowed to own property. Palestinians live in social exclusion.³

Environment Security

Increasing air/water pollution, water demand, natural resource depletion, waste production and land degradation have been recorded throughout Lebanon as a result of the increase of population³.



Source: Andrej Zwitter, Comprehensive Context, Correlation and Effect Analysis Tool, ECFAR 2014



Food Security

The food situation among the Palestinians refugees in the camps and gatherings are difficult. The PRS have been reported to be 94,5 % food insecure and 63,5 % of them are severely food insecure adopting negative coping strategies like borrowing money for food, eating less, reducing food quality, buying overall cheaper and less nutritious food. All PRS are planned to be reached with the new Lebanon response plan, by UN and the government, through cash vouchers through UNRWA but the funding is still not there.⁶ The PRL have seen their support from UNRWA reduced and the ones in the gatherings are not being reached by UNRWA due to their mandate.²

Source: Uprooted Palestinians

Issue

Food security is one of the most urgent needs among the Palestinian refugees in gatherings. The Food Security Sector (FSS) plan to address the needs through the Lebanon Response Plan 2015-2016. The needs of PRS but not PRL are highlighted. Which stakeholders are involved when it comes to the issue of food security of PRS and PRL in gatherings through food vouchers? What stakeholders is OCHA collaborating with? Who would they benefit to work with and who could potentially pose a threat? Are there any structural holes in the OCHA network?

Stakeholders

OCHA

OCHA is the UN organ responsible for coordinating humanitarian actors to ensure a coherent response to emergencies.

Ministry of Social Affairs (MoSA)

Collaborating ministry of the Lebanese government in the FSS in charge of social services in the country

Action against hunger (ACF)

International NGO working with food security. No projects for Palestinians but member of the FSS.

UNRWA

Palestinian refugee agency mandated to carry out health, relief, education and social programs for registered refugees in the official camps.

Popular Aid for Relief and Development (PARD)

A Lebanese NGO working with food security. Projects in gatherings. Member of the FSS.

World Vision International (WVI)

International NGO working with food security. No projects for Palestinians but member of FSS.

Adventist Development and Relief Agency (ADRA)

International NGO working with food security. No projects for Palestinians but member of FSS.

Première urgence - Aide médicale Int (PU-AMI)

International NGO working with food security. No projects for Palestinians but member of FSS.

Red Crescent Societies

A cluster of societies from UAE, Qatar, Saudi Arabia and Iran. Assisting Palestinians in gatherings with food assistance. Not members of FSS.

Ministry of Agriculture (MoA)

Lead ministry of the Lebanese government in the FSS in charge of food security in the country.

Palestinians

Palestinian refugees from both Lebanon and Syria that live in gatherings outside official camp borders.

Norwegian People's Aid (NPA)

International NGO working with food security. Projects in gatherings. Member of the FSS.

WFP

UN coordinating agency in the FSS.

Popular Committees

Authority in Palestinian camps and gatherings. Consists of members of different groups like Fatah and Hamas. Some members are on European council's terror list.

Palestine Liberation Organization (PLO)

An umbrella organisation of different political parties where the biggest actors is Fatah. Provides social services and relief for its own members. Some members are on European council's terror list.

Hamas

A Islamic political party with a military and a social service wing with great influence in gatherings. Provides social services. On European council's terror list.

Hezbollah

A Shia political party in the Lebanese government with a military and a social service wing. Very powerful in the country and big provider of relief. On United States terror list.



Source: Lenseculture

Stakeholder description

Each stakeholder's position, salience and power on/in the issue have been investigated and assigned a number between 1-100. Each stakeholder's effective power have been calculated in the column to the right.

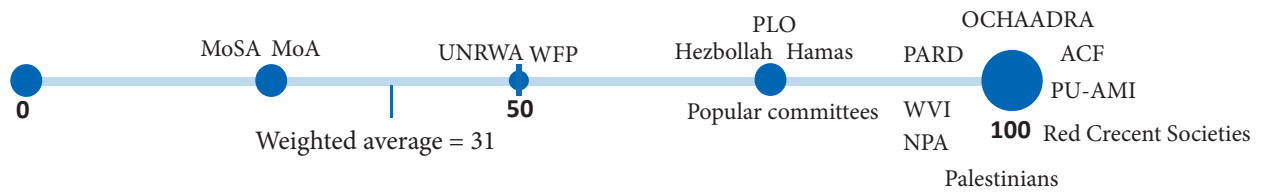
Figure 1

Stakeholder	Position	Salience	Power	Effective power
OCHA	Highlights the need for food assistance in both PRL and PRS. Their position is that all should be food secure. ⁶ (100)	One of many important issues. (50)	Only a coordinating agency, with power to empower other agencies. (50)	25
MoA MoSA	Highlights the needs for food assistance in PRS but not PRL. Their overall discriminatory position on Palestinians makes their position lower. ⁶ (25)	Not so important for these actors. Wants other actors to deal with it. (20)	Have power to change underlying factors that create the situation and have power to provide vouchers in collaboration with others. (60)	12
Palestinians	In need of food assistance. ⁶ (100)	Basic need for survival and want vouchers because they provide them freedom (100)	Limited power to change their situations. (10)	10
WFP	Highlights the need for food assistance for PRS. They fund UNRWA to take care of PRS but fail to do so with PRL which makes its position lower. ⁶ (50)	One of several important issues. PRS is an important group but not PRL. (40)	Have a lot of power to provide cash voucher to all but struggling with funding (90)	36
UNRWA	Highlights the need for food assistance in PRL/PRS. Assist PRS but don't have the mandate to do so for PRL in gatherings which makes their position lower. ⁶ (50)	A very important issue. High salience to assist all with vouchers. (80)	Underfunded and restricted by their mandate to assist PRL in gatherings. (30)	24
NPA PARD	Wants all to be food secure through vouchers. ^{7,8} (100)	One of many important issues. Provides cash voucher in gatherings. (50)	NPA - Limited power due to size of organization (20) PARD - Limited power due to size but more power than NPA. (40)	10 20
Popular Committees PLO Hamas Hezbollah	Wants all to be food secure but not necessarily through voucher. Don't oppose vouchers. ⁹ (75)	One of many important issues for all but slightly higher for Popular Committees (70). Others (50).	Different power due to size and reach. Popular Committees (20), PLO (30), Hamas (40), Hezbollah (50)	14 15 20 25
Red Crescent Societies	Wants all to be food secure through vouchers. ⁹ (100)	One of many important issues. (50)	Powerful actors with rich countries backing them (75)	37,5
ACF ADRA WVI PU-AMI	Wants all to be food secure through vouchers. ^{10,11,12,13} (50)	Don't work with Palestinians. ^{10,11,12,13} (0)	Different power due to size and reach. ACF (50), others (30)	0

Outcome continuum

The weighted average and theoretical compromise on the issue is 31, The theoretical compromise is far from the position of the majority of stakeholders and especially of the people of concern, the Palestinians themselves.

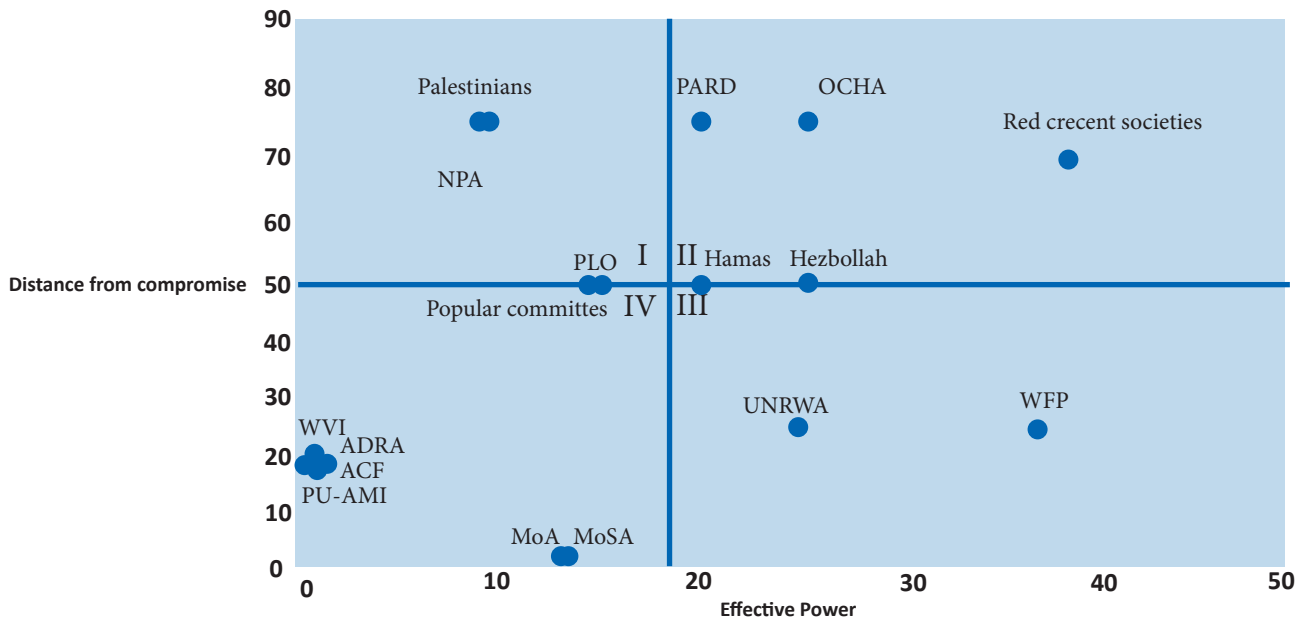
Figure 2 Outcome continuum



Stability Analysis

The cut off point in the analysis has been set at half the distance between the highest and lowest position/ effective power score: 50 and 18.

Figure 3 Stability Analysis



- I Care for the outcome, don't have power
- II Challenge the outcome
- III Cement the outcome
- IV Don't care, don't have power

I - In this quadrant we find the Palestinians and the small NGO NPA, who both don't want to compromise on food security but don't have any effective power to challenge the outcome on the issue.

II - In this quadrant OCHA along with the Red Crescent societies and PARD challenge a compromise and do have the power to push the issue further up on the agenda of other stakeholders.

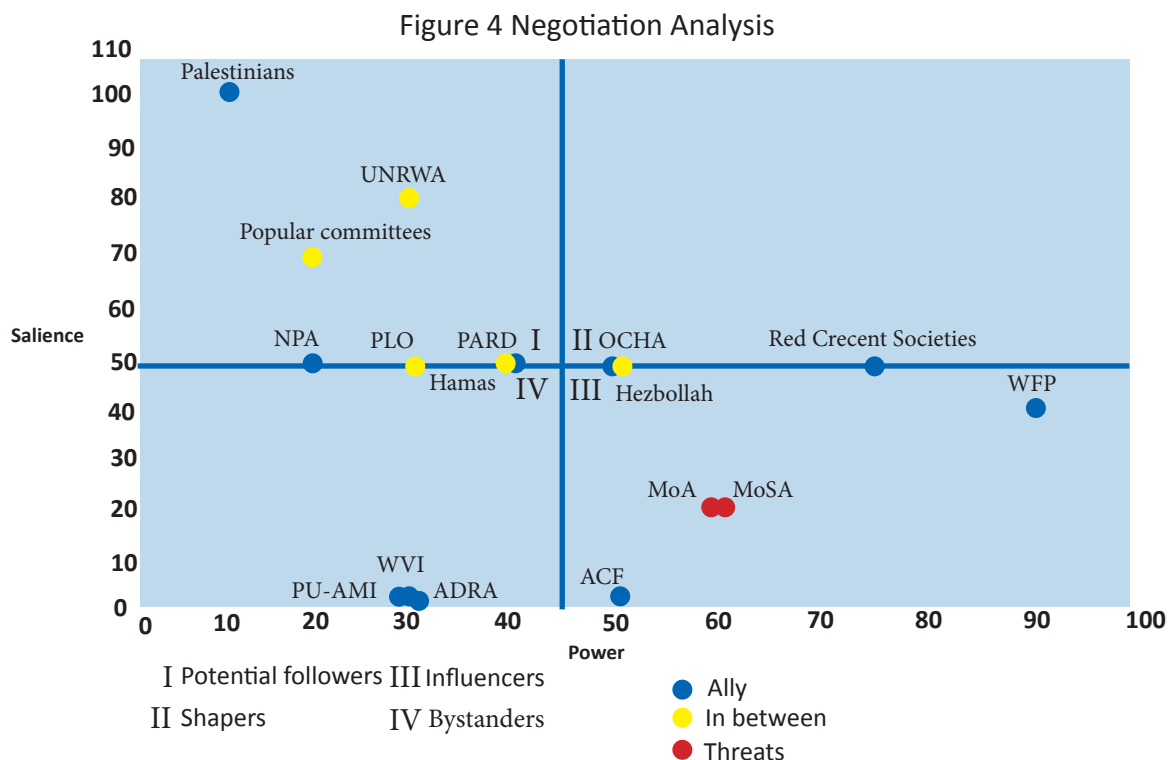
III - The two leading agencies for food security in palestinians gatherings pushes the issue to each other. Both stakeholders wants to challenge the outcome but can't. With increased funding and an updated mandate they are powerful stakeholders.

IV - In this quadrant there is a cluster of FSS members that don't work with palestinians and with no salience and therefore do not have any power. OCHA could benefit from approaching them and increase their salience on the issue. Here we also find the two government department that do not care to change the outcome.

The middle group - Here we have four stakeholders in the community that have varying degrees of power that wants food security but not necessarily through vouchers. They would prefer to assist their people themselves but they do not oppose vouchers. These actors are controversial to work with for OCHA and other UN agencies due to their political nature.

Negotiation Analysis

The cut off point in the analysis has been set at half the distance between the highest/lowest Saliency/Power score: 50 and 45. The stakeholder classification have been conducted in a different manner. The cut off points, based on the nature of the stakeholder itself and their position on the issue are - Allies: 75-100, In between: 26-75 and Threats: 1-25. See figure 4. It might seem strange that OCHA has been placed as an in between actor but that just reflects OCHA's scope of issues, their nature of coordinating others as well as their funding constraints.



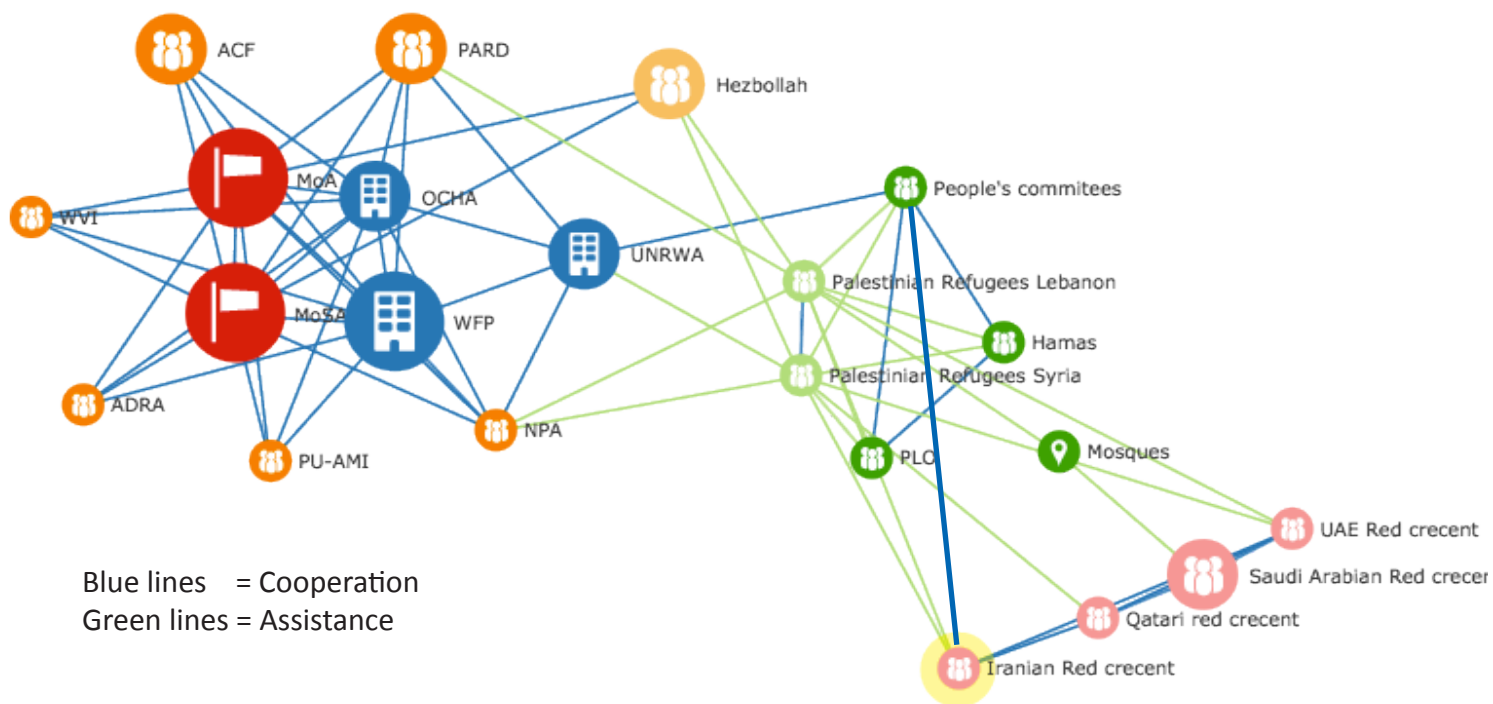
I - Naturally the Palestinians is an ally. Here we have four in between actors as well. Since UNRWA's mandate limits their reach this could be a potential way forward for OCHA. To advocate for an expanded mandate. The in between actor popular committees has an important authority inside the gatherings. It is a controversial stakeholder since the committee members consists of political groups of which some are on the European/US terror list. Same for Hamas and PLO. OCHA should advocate for removing the social wings of these political groups from the lists, which would make cooperation possible.

II - On the border between shaper/influencer we have the Red Crescent societies that have a lot of power in the issue but have a policy that says that they do not want to be coordinated in the sector system. OCHA should keep close to the them and collaborate when possible. Also on the border we have the actor Hezbollah. Although one of the most powerful political actors in the government, Hezbollah still is a controversial one. OCHA could cooperate with their social wing if they are removed from the terror list in the United states.

III - WFP stands out in this quadrant as a powerful ally and the leading agency on food security but due to the UNRWA responsibility of Palestinians they are not as invested in the issue. OCHA should advocate for especially the needs of PRL within WFP and increase their saliency. Here we have also have the potential threat of the Lebanese government. They are unlikely to put up barriers but they are gatekeepers that need to give their approval on all interventions. Due to the discriminatory policies towards Palestinians they are unpredictable actors.

IV - We have four bystanders that are allies (including ACF due to their low saliency) that could be potential followers/shapers. They are members of the FSS but are not working with Palestinians. If OCHA would approach them and advocate for needs of PRS/PRL their saliency might increase.

Structural holes and brokers in the network



When looking at the network of actors above we can see that there are structural holes between the FSS and the Palestinian actors. Closing that hole could prove to be beneficial for OCHA in gaining more knowledge about the needs and increasing its reach. Here UNRWA is a broker since they have a collaboration with the Popular Committees. Also through the Iranian Red Crescent could the Popular committees be reached if a collaboration starts between the Red Crescent societies. The structural holes of the four small NGO's in the FSS that do not work with Palestinians should be closed by OCHA.

Recommendations

- Advocate for expanding the mandate of UNRWA to also include gatherings
- Increase awareness in WFP to increase their salience in supporting PRL.
- Increase cooperation with PU-AMI, ADRA, ACF and WVI. Together they could provide much needed food assistance through cash vouchers
- Advocate for removing the social wings of the Palestinian political parties affected including Hezbollah from the terror list and approach them as potential allies.
- Keep close to the potential threats in MoA and MoSA and advocate for the rights of the Palestinian people
- Appeal to donor countries to fund OCHA, UNRWA and WFP operations.

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