

Humanitarian Situation Monitoring (HSM)

Bekaa and Baalbeck El Hermel Governorates

January, 2025 | Lebanon

Context & Rationale

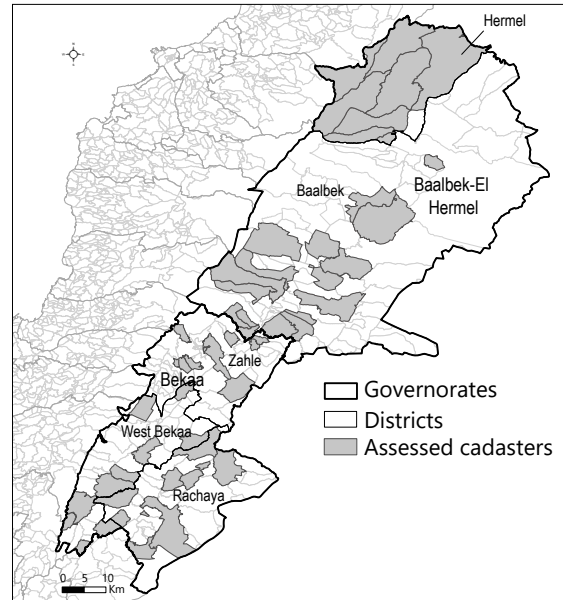
Between 7 October 2023 and 20 September 2024, Lebanon experienced a prolonged conflict that resulted in significant human casualties and extensive material damage. By the end of December, the country had recorded approximately 3,768 fatalities, 15,699 injuries, and more than 899,725 internally displaced people (IDPs).¹ The economic impact has been equally severe, with physical damages and economic losses estimated at US\$8.5 billion, according to a World Bank report.² Following the ceasefire, a large portion of IDPs - about 819,693 as of December 25, 2024 - began returning to their areas of origin, with Baalbek-El Hermel accounting for 17% of the total returnees.³ While the return of displaced populations signals a positive step toward recovery, many returning families continue to face considerable barriers in accessing basic services such as WASH (water, sanitation, and hygiene), healthcare, shelter, and education. Service provision remains hampered by widespread infrastructural damage and disruptions in supply chains and human resources. Furthermore, 160,000 individuals remain outside their cadasters of origin, underscoring the ongoing need for humanitarian support and assistance.³

In this volatile context, effective support for the most vulnerable hinges on timely and accurate data to ensure assistance is prioritized effectively. To address this need, REACH initiative in collaboration with Solidarités International continues to implement the Humanitarian Situation Monitoring (HSM). Through the HSM, population needs and access to essential services are closely tracked over time, enabling evidence-based decision-making to guide data-driven actions on prioritizing and targeting assistance.

Key Findings

- **Substantial infrastructure damage was concentrated in 6 cadasters in Baalbeck, West Bekaa and Zahle districts.** As in Round One, high **damage scores were driven by residential and market infrastructure destruction.** The most commonly reported shelter damages included broken windows and doors, as well as damage to walls and roofs.
- Limited access to basic services which include **cash, healthcare, markets, and food, has remained a critical challenge** since Round One. The primary barrier preventing households from meeting their basic needs was reported to be **financial constraints, driven by lack of income, limited cash availability, and rising prices of goods and services.**
- **The priority needs identified were heating sources, cash, food and health support.** As communities recover after the ceasefire, demand for livelihood opportunities is expected to grow, alongside ongoing needs for infrastructure rehabilitation and winter heating.
- **The Accountability to Affected Populations (AAP) index was high in the majority of assessed cadasters** (n=40/53), indicating substantial gaps in aid delivery. Notably, **23 cadasters reported receiving neither governmental nor humanitarian aid**, underscoring the urgent need to address these gaps and improve assistance reach.

Assessment Coverage



Methodology Overview

Data was collected through Key Informant Interviews (KIs) with individuals that hold extensive knowledge and experience within their respective cadasters. The profiles of the KIs included: government officials, education professionals, water utility staff, healthcare providers, and representatives from NGOs involved in emergency support. KIs were selected using a combination of purposive and snowball sampling techniques to ensure diverse and comprehensive representation across sectors.

For geographic coverage, 28 cadasters in the Bekaa and 24 cadasters in Baalbeck El Hermel Governorates were selected. The selection criteria for the cadasters required a **population density of over 2,500 individuals** and a history of **5 to 25 recorded conflict related incidents** and accessibility for the field team.⁴ Data collection took place from December 10 to December 20, 2024, with 3 to 5 key informants interviewed in each settlement.

Damage, services and AAP indexes

Damage Index: Reflects the proportion of reported damages across various sectors within the cadasters, as reported by different KIs

Access to Services Index: Measures the proportion of access to essential services such as WASH, education, health, and market

Access to Humanitarian Assistance Index: Evaluates the extent of access to humanitarian assistance and disruptions in access.

Classification of Damage Levels and Sectoral Deprivation, by Index

1 (Low)

Minimal/none, mostly cosmetic issues; fully functional. Minor or no sectoral deprivation.

2 (Moderate)

Partial; Infrastructure remains functional but degraded. Borderline and Stressed sectoral deprivation.

3 (High)

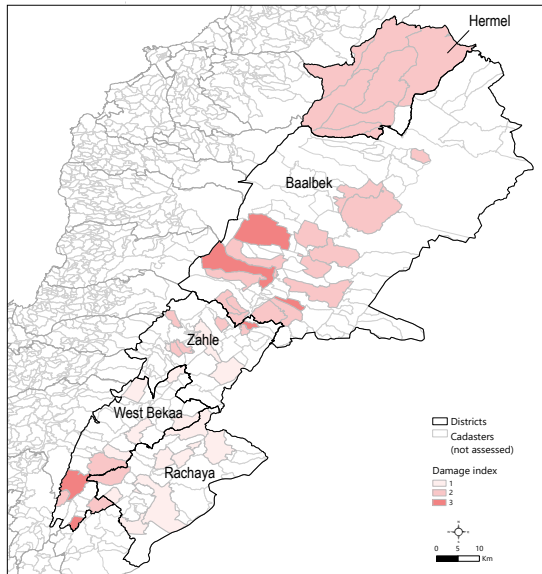
Severe; large portions non-functional, significant repair needed. Elevated sectoral deprivation.

4 (Critical)

Total or near-total destruction; infrastructure is non-recoverable. Extreme sectoral deprivations

Damage Index

Distribution of Cadasters Based on Damage Index Scores



The damage score represents the proportion of damaged infrastructure based on the interviewed KIs. This index incorporates multiple indicators assessing the level of damage across various types of infrastructure, including markets, roads, communication networks, and shelters. It also indicates the different types of damage to shelter, alongside the condition of water infrastructure.

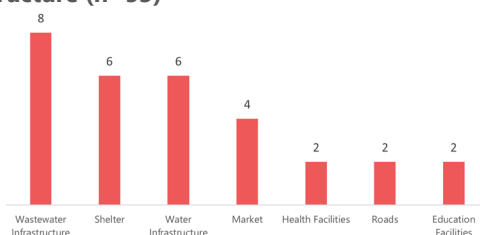
- Based on the reports of KIs, the **highest damage scores, classified as 3, were concentrated in 6 cadasters located in Baalbek, West Bekaa and Zahle districts.** These cadasters include **Khodr Baalbek, Bouday, and Taraiya in Baalbek-El Hermel and Ali En-Nahri, Qelaya and Machghara in Bekaa.** These scores reflect severe infrastructure damage and require extensive rehabilitation efforts to restore functionality and meet the needs of affected populations.
- In the remaining assessed cadasters across both governorates (n=47/53), KI reports indicated a score of 1 or 2, signifying minor damages such as broken windows or doors.

Damage to market and housing infrastructure was reported to be a major contributor to the high damage scores. This aligns with the findings of round one that was collected in November.

- Around half of the assessed cadasters in both governorates reported substantial damage to shelters (n=29/53) and markets (n=23/53)** due to the conflict, impacting residents' safety and living conditions.

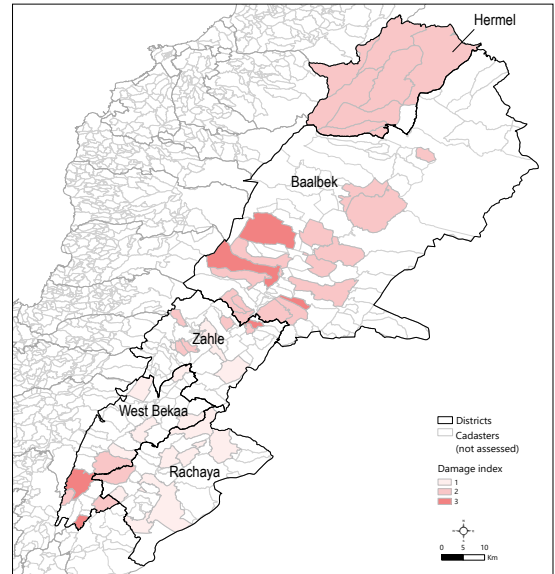
Specifically for shelter damages, the most commonly reported issues across the assessed cadasters included broken windows and doors as well as damage to walls or roofs. **In 16 cadasters, including Brital, Charbine El-Hermel, Hadath Baalbek, and Bouday, total building collapses were reported.**

Number of Cadasters with Damage Scores of 3 and 4 by Type of Infrastructure (n=53)



Access to Services Index

Distribution of Cadasters Based on Access Index Scores



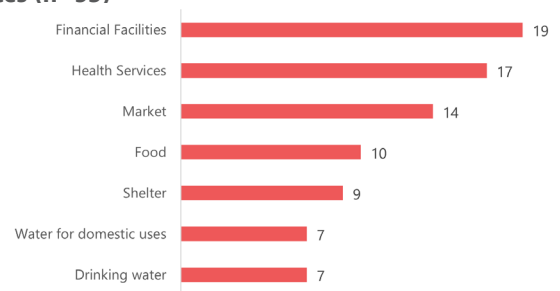
The access to services Index was derived from questions assessing the proportion of households with access to various services within the targeted cadasters as reported by KIs. This includes evaluating access to markets, cash, education facilities, WASH infrastructure, adequate housing,⁵ and other essential services.

- Cadasters reporting **high index scores for limited service accessibility were observed only in Baalbek-El Hermel**, where 14 out of the 24 assessed cadasters recorded a score of 3 or 4, indicating restricted access to basic services such as food, healthcare, education and water. Among these, **Chaat, Taraiya, and Zighrine were particularly affected**, with residents facing significant challenges in meeting their essential needs.
- In Bekaa, all assessed cadasters reported a score of 1 or 2**, indicating no to moderate stress and challenges in accessing basic services. In Baalbek-El Hermel, only one cadaster, Baalbek City, recorded a score of 1.

The most commonly reported inaccessible services across all assessed cadasters, as indicated by KIs, were **financial facilities (n=19/53), health services (n=17/53), markets (n=14/53), and food (n=10/53).** The combination of **financial constraints and the absence of basic services is likely to hinder households' ability to recover** to their pre-conflict state, prolonging economic instability and limiting access to essential needs.⁶

In both governorates, **access to medication (n=30/53) and cancer treatment**, including chemotherapy and radiotherapy (n=21/53), **were the most commonly reported top-priority health needs by KIs.** However, other priorities varied between the two governorates. **In Baalbek, mental health services emerged as a key concern**, reflecting the conflict's psychological impact and the urgent need for targeted support. **In Bekaa, primary health consultations for non-communicable diseases** were more frequently reported as a priority.

Number of cadasters with reported lack of access to basic services (n=53)

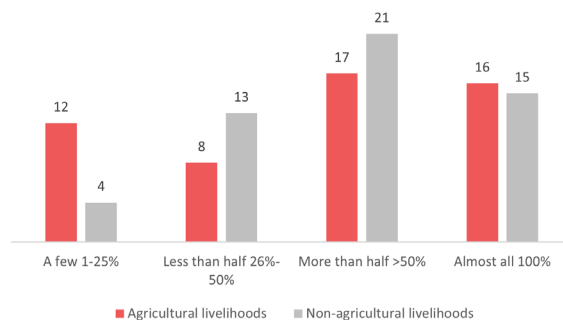


Overall, according to KIs, the primary barrier preventing households from accessing basic needs is **financial constraints driven by lack of income, limited cash availability, and rising prices of goods and services.**

- Among those who reported an inability to access **cash** or financial facilities, the most commonly cited barrier was the long distance to the nearest facility (n=16/19).⁷ In Baalbek-El Hermel, the challenge was further exacerbated by **bank, OMT, and ATM closures due to security concerns**, with 5 cadasters reporting cash inaccessibility. Additionally, in both governorates, **9 cadasters had no cash facility even before the conflict**, indicating that this barrier predated the crisis and had already been a longstanding challenge for residents.
- Challenges in accessing **health services** were primarily linked to **financial constraints due to reduced income** (n=10/17). This is likely driven by the return of displaced populations to the affected areas and their ongoing adaptation to lost livelihoods. Additional barriers included the **increased cost of medication** (n=9/17) and other **healthcare services** (n=7/17). In 10 cadasters, **medications for chronic diseases were reported as unavailable**, with this issue being particularly prevalent in Bekaa governorate.
- Access to **Markets** was also hindered by **financial constraints**, either **due to reduced income** (n=11/14) or **inability to access available funds** (n=10/14). Additionally, **increased prices of essential goods** (n=9/14) further restricted access to market supplies. **In Baalbek-El Hermel, physical damage to market infrastructure was reported in 6 cadasters**, forcing residents to travel long distances to obtain basic necessities.
- The inability to access **food items** was primarily attributed to **financial constraints and increased prices of essential food items** (n=7/10). Additionally, **market destruction** (n=5/10) and **Increased demand for essential food items** (n=4/10) were also major concerns. This surge in demand is likely driven by the arrival of returnees and new IDPs in affected areas, where markets and food supply chains remain disrupted, further exacerbating food accessibility challenges.¹
- For **shelter**, the most commonly reported barrier in both governorates was **damaged shelter infrastructure** (n=5/9). Additional challenges were more prevalent in Baalbek-El Hermel, including **lack of financial means to afford rent or rehabilitate shelters** (n=5/9), driven by **income loss and high rental costs** (n=6/9). These factors further constrained households' ability to secure adequate housing.
- Inaccessibility of **domestic and drinking water** was reported to be driven by both physical and financial factors. **Damaged water containers** emerged as the primary barrier across all the 7 cadasters where water access issues were reported. Additionally, **financial constraints**, a recurring challenge limiting access to essential services, were cited as a key factor in all affected cadasters.
- **Compared to the previous HSM round, cash assistance remains the most inaccessible need, while reports of healthcare inaccessibility have increased.** Previously, security concerns and physical damage were the main barriers, whereas in this round, financial constraints are the most reported challenge. This shift suggests that as security concerns fades, people are focusing more on meeting their basic needs, but financial hardship remains a key obstacle.

Livelihood Opportunities

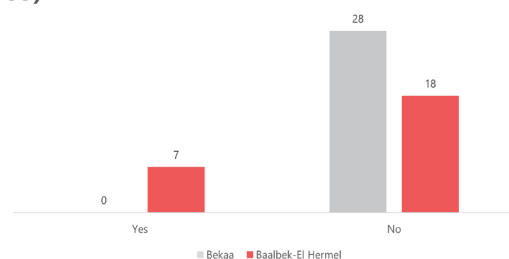
Number of cadasters by livelihood opportunities accessibility, as reported by KIs (n=53)



- **A substantial number of cadasters in Baalbek El Hermel governorate (n=11/24) showed limited access to livelihoods compared to Bekaa (n=3/28) based on KI reports.** This includes households either struggling to return to their previous livelihoods or facing challenges in establishing new ones. The higher number of affected cadasters in Baalbek may be linked to the concentration of conflict along the borders, where key livelihood sources were disrupted, further restricting economic recovery in the region.⁸
- Barriers to accessing these livelihood opportunities were primarily attributed to **reduced demand for daily labour** (n=22/53), **workplace closures following the conflict** (n=10/53); and **damage to workplace assets essential for continuity of work** (n=9/53). These barriers undermine recovery efforts and further exacerbate households' vulnerability, not only by constraining their ability to achieve financial stability but also by limiting access to essential basic services, particularly healthcare and food, which was commonly reported as a critical yet inaccessible need.⁹

Protection Concerns

Cadasters with reported protection concerns, as reported by KIs (n=53)

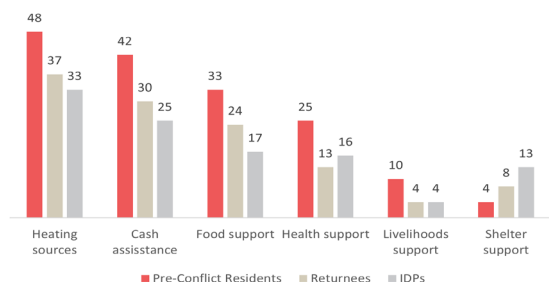


Protection-related issues were reported exclusively in Baalbek-El Hermel, affecting 7 out of the 28 assessed cadasters. The impacted areas include **Nabi Chit, Brital, Serraine Et-Tahta, and Qsarnaba.**

Type of Protection Concern as reported by KIs (n=7)	Baalbeck El Hermel
Theft of empty homes abandoned due to the conflict	6
Presence of unexploded ordnance or landmines	5
Increased violence or armed clashes	4
Safety of roads and neighbourhoods, ie. damaged streets with no electricity	3

Priority needs

Top reported priority needs for each population group, by cadasters (n=53)

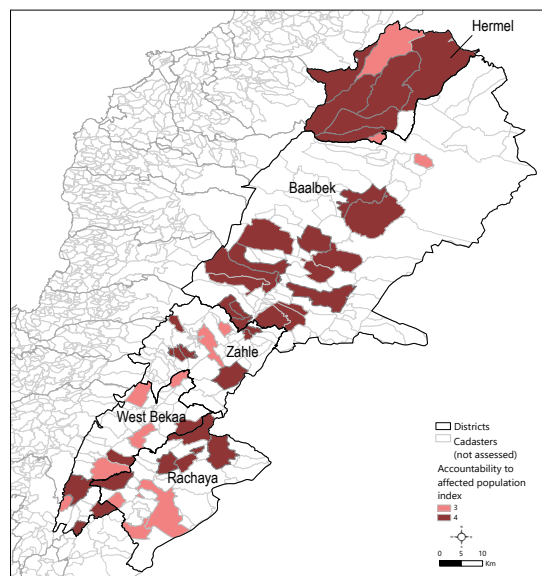


The top three priority needs that includes **heating sources, cash and food support were consistently reported across all population groups**, highlighting universally pressing necessities regardless of individuals' backgrounds or situations. Beyond these shared priorities, needs varied by population group, with shelter support being a higher priority for IDPs, while health services were more critical to returnees and pre-conflict residents. Livelihood support also emerged as a key need, particularly among residents who had been living in the cadasters before and during the conflict.

Specific priority needs included:

- Heating Support:** Assistance with heating sources and appliances was identified as a top priority need, with barriers to access reported across the assessed cadasters. The main challenges included **high prices** (n=32/53), **lack of financial resources due to reduced income** (n=43/53), and **limited fuel stock** (n=12/53), all of which hindered households' ability to secure adequate heating materials or appliances. In general, the reported **heating sources used** throughout the assessed cadasters **included diesel or fuel oil heaters, wood stoves, and gas heaters.**
- Cash assistance was identified as one of the highest priority needs**, further validated by the fact that financial constraints were consistently cited as the primary barrier to accessing basic services. Cash assistance would provide households with flexibility to access other essential services reported as inaccessible, such as healthcare, education, and shelter.¹⁰ **Despite cash being a major barrier to accessing basic needs, both governorates report notably low levels of cash-based aid.** This challenge is further exacerbated by either a lack of income or the inability to access available financial resources, limiting households' capacity to meet essential needs.
- Food Assistance:** Among the 48 cadasters reporting food as a priority need, the most urgent food-related items identified by KIs included **cooking oil** (n=28/48), **rice** (n=23/48), and **meat** (n=16/48). These needs were consistent across both governorates. In 23 cadasters, KIs suggested that providing **cash assistance would be more effective**, allowing households to purchase the specific food items they require.
- Health Needs:** In 33 cadasters, healthcare was reported as a priority, with **medicine** (n=24/33) being the most frequently cited need, followed by **healthcare equipment and specialized treatments** (n=21/33). Additionally, in 7 cadasters, **mental health care** was identified as a priority, reflecting growing recognition of the need for targeted mental health support in the aftermath of the emergency.

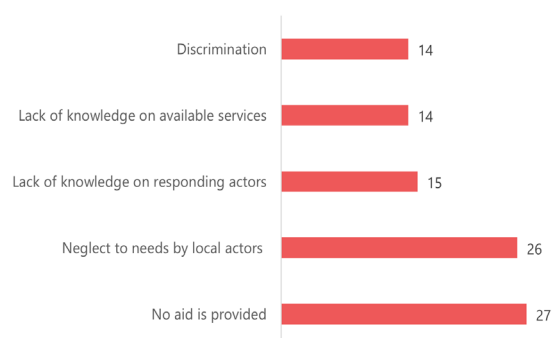
AAP index



The Accountability to Affected Populations (AAP) index revealed the highest severity scores, with all but two cadasters receiving a critical rating. This index comprises three key sets of indicators: the availability of NGO and government assistance, the extent of disruption to such assistance, and the sufficiency of the assistance provided.

- Out of 53 assessed cadasters, 40 had a high AAP index score** as per the KI reports, indicating that households were not receiving adequate humanitarian or governmental assistance at the time of data collection.
- The high index score was reported to be primarily driven by the lack of assistance reaching affected populations. Of the 53 assessed cadasters, KIs reported awareness of humanitarian aid being received in 19 cadasters, while governmental support was reported in 30 cadasters. In 20 cadasters, including Zighrine, Chaat, Machghara, and Qelaya, no aid - either humanitarian or governmental - was reported as received. Even where aid was received, it was often reported to be insufficient to meet the needs of affected populations. **In almost all cadasters that reported receiving aid (n=32/33), assistance was described as limited or inadequate.** Specifically, 23 cadasters, including Hadath Baalbek and Taraiya in Baalbek-El Hermel, as well as Rियाق and Taalbaya in Bekaa, were reported to have received aid that did not address their needs at all.
- In 14 cadasters where humanitarian assistance was received, it was reported that **aid delivery was disrupted to a great extent**, preventing it from reaching those in need. Notable examples include **Hazerta, laat, and Zighrine Debbeh.**

Top barriers accessing assistance, by cadaster who reported experiencing callendes (n=53)



Endnotes

1. OCHA, Lebanon: Flash Update #47, Escalation of hostilities in Lebanon (25/11/24): [Flash Update #47 | OCHA](#)
2. World Bank Group, Lebanon: New World Bank Report Assesses Impact of Conflict on Lebanon's Economy and Key Sectors (14/11/24): [World Bank Group](#)
3. OCHA, Lebanon: Flash Update #52, Escalation of hostilities in Lebanon (26/12/24): [Flash Update #52 | OCHA](#)
4. The data sources used included GHI data for population density estimates prior to the conflict and ACLED data for the recorded number of incidents.
5. Adequate housing includes a safe structure (roof and walls), functional services (water, sanitation, energy for cooking and heating), privacy, and protection from external elements.
6. OCHA, Lebanon: Flash Appeal Lebanon (01/10/24): [OCHA Flash Appeal](#)
7. The denominator of "n" represents the number of cadasters where Key Informants reported that a high proportion of households were unable to access the corresponding service.
8. NRC, A lost harvest (24,02,2024): [NRC report](#)
9. REACH, Lebanon: Conflict and Displacement Overview (02/10/24): [Conflict and Displacement Overview](#)
10. Mercy Corps, Cash in Armed Conflict (10/2024): [Mercy Corps report](#)
Mercy

ABOUT

REACH Initiative facilitates the development of information tools and products that enhance the capacity of aid actors to make evidence-based decisions in emergency, recovery and development contexts. The methodologies used by REACH include primary data collection and in-depth analysis, and all activities are conducted through inter-agency aid coordination mechanisms. REACH is a joint initiative of IMPACT Initiatives, ACTED and the United Nations Institute for Training and Research - Operational Satellite Applications Programme (UNITAR-UNOSAT).

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Relevant HSM Documents:

HSM Round 1 Cleaned data set: [Link](#)

HSM Round 2 Cleaned data set: [Link](#)

HSM Round 1 Factsheet: [Link](#)