Mine Action in Lebanon

A review of the Lebanon National Mine Action Programme and UNDP support to mine action in Lebanon, Final Report, September 2011

Table of Contents

Executive summary

1 Background to the review

Lebanon suffer from a severe mine problem, with more than one million residents, one third of the population, directly affected by mines[1].

During the July 2006 hostilities, the South of Lebanon was bombarded with more than 4 millions cluster munitions. The estimated one million cluster munitions that did not detonate cause an ongoing terrible indiscriminate threat to civilians; deny access to agricultural land, the primary source of economy in the South and remain a constant reminder of the war.

The Mine Action programme in Lebanon is the responsibility of the Ministry of Defence. It is executed through the Lebanon Mine Action Centre (LMAC). The mine action centre is staffed with army personnel assigned to the mine action program from the Lebanese Armed Forces (LAF). Civilian personnel are made available through UNDP support to cover shortfall and ensure transfer of competencies.

In addition, UNDP provided from 2001 until 2010 technical expertise through the assignment of a Chief Technical Adviser with military background, the last CTA remained in position for 6 years. In 2010, UNDP also provided temporary technical support in Quality Management through the provision of a full time Quality Management expert, for one year. At the request of the LMAC neither positions were renewed in 2011.

Discussions between LMAC and UNDP on whether or not to renew these positions triggered the decision to call for the long overdue evaluation of the programme. Time-wise, the coming of the Second Meeting of State Parties to the Cluster Munitions Convention, of which Lebanon is the President, set a short deadline to have the review results available to inform the participants to the Convention on the status of the Lebanon National Mine Action Programme. In addition, the findings of the review provided essential and independent baseline information to the drafting of the revised 10-years Lebanon Mine Action Strategy.

A steering committee whose members include LMAC, UNDP, and engaged donors was set up. The steering committee approved the decision and the Terms of Reference, and monitored the evaluation process.

2 Main findings and conclusions

The review came across an excellent mine action programme, executed and implemented by remarkably *committed and dedicated personnel*, with a strong sense of *ownership*. The national mine action programme encompasses all relevant pillars[2] of mine action (there are

[1] To recall, in the current document, the term “mine” is used to refer to landmines, cluster munitions, unexploded ordnance and all explosive remnants of war.

[2] There are five aspects or "pillars" of mine action:

- Removing and destroying landmines and explosive remnants of war and marking or fencing off areas contaminated with them.
- Mine-risk education to help people understand the risks they face, identify mines and explosive remnants of war and learn how to stay out of harm's way.
- Medical assistance and rehabilitation services to victims, including job skills training and employment opportunities.
- Advocating for a world free from the threat of landmines and encouraging countries to participate in international treaties and conventions designed to end the production, trade, shipment or use of mines and to uphold the rights of persons with disabilities.

no stockpiles in Lebanon), implements well targeted activities on the basis of comprehensive information, and consistently demonstrates its *high relevance*, from land release (land is put into use immediately after release in nearly all cases[3]), to assistance to victims (whose basic needs (only) are met on a rights basis[4]). LMAC keeps control on operations and ensures access to all communities, in a sensitive environment.

The LNMAP benefits from a comprehensive baseline information. The Information Management System for Mine Action, is well fed and well managed and used, by LMAC, to plan activities. Information on social and economic impact exists but is not as accurate and comprehensive as it could be. It is not used to demonstrate the socio-economic effect of mine action in Lebanon; it is not shared with stakeholders.

In particular, in the area of land release, the LNMAP benefits from a *comprehensive identification of contaminated areas*. The LMAC estimates that 99% of contaminated land has been identified, surveyed and data verified. This provides a solid basis on which LMAC can plan for complete land release.

The review did not collect any complain or even comment on the *selection* of tasks while several stakeholders indicated they would appreciate to be consulted and informed on process, progress and plans. Remarkably, all visited and heard off tasks had been followed by immediate put into (valuable) use of the released land. LMAC post-clearance survey data confirms that 97% of released land is put into use within 3 months.

At the operational level, LMAC-led collaboration between NGOS and LAF results in efficient use of demining assets, with LMAC coordinating the use of NGOs manual demining resources with LAF mechanical and dogs teams. Sharing of expertise and experience remains limited to partnerships between LMAC and operators benefitting from a privileged relationship with the LMAC.

The LNMAP benefits from the emergence of local demining operators, specialised in survey and clearance. Within the International NGOS, transfer of competencies from international to local staff is leading to complete or nearly complete nationalisation of staff.

In the area of Victim Assistance also, the effective use of IMSMA is noteworthy. Several specific surveys have been supported by NPA and the quality of available information is excellent. It is questionable whether or not the information is used effectively for planning and fund raising. But what is remarkable is the involvement of the Ministry of Health and to a lesser extent of the Ministry of Social Affairs in ensuring the basic rights of victims are realised. The government of Lebanon assistance to victims has been (partially only) completed by the integration of survivors into well-designed socio-economic rehabilitations projects, which still need to be evaluated.

The Lebanon national mine action programme also fostered the emerging engagement of the Lebanon private sector with a very successful partnership developed between the BLOOM Bank and the LMAC.

- Helping countries destroy their stockpiles of mines as required by international agreements, such as the 1999 anti-personnel mine-ban treaty.

[3] IMSMA post clearance surveys results show that 97% of treated land is put into use within 3 months of release

[4] Victim satisfaction survey conducted by LMAP and NPA in 2010; pre-assessment survey results of UNDP project on socio-economic rehabilitation in the South documenting survivors request for socio –economic assistance, i-e, vocational training and aid to start small business

The Government of Lebanon is appraised as one of the early leaders in the Oslo process with the ratification of the Convention on Cluster Munitions in Nov. 2010 and the Presidency of the Convention in 2011. Lebanon also ratified the UN Convention on the Rights of People with Disabilities in 2011.

In brief, it seemed important and timely to acknowledge the achievements and strengths of the LNMAP, recognise the dedication of all the personnel involved despite shortage of staff and resulting work overload within the LMAC and the RMAC, and to listen to the wishes of the LMAC and comments of the other stakeholders. It is also the purpose of this review to identify areas that may need improvements, as well as opportunities and threats.

Higher-level coordination is defined in the 2007 Mine Action Policy. The Lebanon Mine Action Authority (LMAA), the Inter-ministerial Advisory Committee and the International Support Group (ISG) have been established by government decree in 2007. Due to the political situation prevailing in Lebanon in the last years, these institutions have been inactive. This has resulted in a *lack of integration of mine action at the higher level*, missed opportunities to pool *resources from other government sectors* serviced by the LNMAP, *lack of exposure and communication* of good tangible results, and weaker lobbying for mine action.

Also maybe as a result of the lack of a higher-level management of mine action, *socio-economic and other positive impacts* of mine action have not been well documented and communicated. *"Mine action is not about mines it is about people*[5]*".* Opportunities have been missed to collect valuable socio-economic information during non-technical and other surveys, and the collection of socio-economic data is the weakest point of the otherwise remarkable LMAC IMSMA. It is a truly missed opportunity as all involved actors agree on the high relevance of mine action in Lebanon.

Another missed opportunity to measure and communicate on the greater impact of mine action is the poor *use of International NGOs expertise* beyond their assigned tasks. While the LMAC complains on the cost of international NGOs, there is no system in place to use the International NGOs full capacities. For example, one of the NGOs had conducted two interesting researches, one on gender and mine action and another one the greater impact of mine action, without the LMAC requesting a presentation workshop of the results to all stakeholders. Another example, at least three of the international NGOs have highly recognised expertise in impact assessment, none of them has been requested to assist with developing a national impact assessment system for Lebanon. A final example, all international NGOs communicate on their own activities, inviting journalists, consultants, photographers, to document their activities, the LMAC should be the depository of a copy of all the material produced, this would have been particularly useful when preparing for the 2nd Meeting of State Parties to the Convention on Cluster Munitions held in Beirut in September 2011.

Communication is not only weak at the higher and execution level, but also with local authorities, local development actors, mine action and other NGOs. All interested parties would appreciate to be consulted and informed on decisions taken and progress, as it would inform their own planning for reconstruction, infrastructure, community development, agriculture etc.

Another area that needs improvement is the LNMAP strategic and operational planning and monitoring. In addition to the lack of ownership at the higher level, there is no monitoring system in place. Benchmarks, indicators and mechanisms need to be developed urgently.

[5] UN Mine Action Policy, 2005, quoted in Lebanon Mine Action Long Term Plan, 2008 - 2012

Other issues include the documentation of prioritisation to ensure transparency, demonstration of cost-effectiveness to inform further improvements, sourcing of LMAP services, in particular the salaries of UNDP-provided civilian staff, improvement of quality assurance and development of a quality management approach to mine action, the development of an exit strategy for those partners, UNDP and to some extent DynCorps, supporting the LMAC and RMAC.

3 General recommendations

In brief, the review recommendations include

Strengthening of the role of the LMAA and re-enacting the Inter-ministerial Advisory Committee and the International Support Group

Improvement of the overall management of the LNMAP

Coordination with relevant ministries

Monitoring and evaluation of the implementation of the strategy

Costing of management services and development of fund management capacity

Development of an exit strategy for international agencies

Development of partnerships and exchanges with think tanks, other MAP and mine action actors

Improvement of communication between all stakeholders at all levels

Increase of national government and private contributions

Identification of capacities required to manage long lasting residual risks

Positioning of the LNMAP as centre for excellence, providing training to other MAP, taking the lead on development of specific standards, inviting think tanks and experts to document lessons learned and best practices

4 Recommended UNDP support and assistance

The UNDP is uniquely qualified to support the Government of Lebanon in meeting its obligations against the Convention on Cluster Munitions; it can assist with developing baselines, strategies, plans and budgets, monitoring and progress and financial monitoring and reporting, and support the development of sustainable capacities in these areas.

The UNDP is in a position to provide expertise and impartial policy advice in a range of mine action and management related issues.

The UNDP can assist the LNMAP in increasing visibility and mobilising resources, it can also facilitate exchanges with and exposure to other programmes thus fostering transfer and acquisition of global knowledge by key LNMAP stakeholders.

The UNDP can be a key partner to the LMAA and LMAC in influencing mine action engagement of the higher level of the government and in reaching key public institutions; introducing, coordinating and mainstreaming mine action and mine action resources, and assisting in managing national mine action funds.

In order to do so, and in terms of human resources, it is recommended UNDP

Identify and make available upon request a mine action resource person to support the CO and LMAC on specific points, this resource person would also assist the CO in monitoring progress in the implementation and measuring outputs of the UNDP mine action project

Create a national post filled with a highly qualified national expert who will

Manage UNDP's mine action project

Assist LMAC and the LMAA on specific aspects of mine action (strategy planning, implementation and monitoring; aid coordination; communication)

Advise the UNDP Office on mine action related issues

Maintains or increases its management support staff based at the LMAC and RMAC, according to identified and agreed upon needs

Introduction

5 Overview of mine action in Lebanon

Lebanon suffers from a severe mine problem, with more than one million residents, one third of the population, directly affected by mines.

The mine contamination of Lebanon dates back prior to 1975, the year civil war (1975–1990) began. During the July 2006 hostilities, the South of Lebanon was bombarded with more than 4 millions cluster munitions. The estimated one million cluster munitions that did not detonate cause an ongoing terrible indiscriminate threat to civilians; deny access to agricultural land, the primary source of economy in the South and remain a constant reminder of the war.

The Mine Action programme in Lebanon is the responsibility of the Ministry of Defence. It is executed through the Lebanon Mine Action Centre (LMAC) in Beirut that has a Regional Mine Action Centre (RMAC) in Nabatieh. The mine action centre is staffed with army personnel assigned to the mine action program from the Lebanese Armed Forces (LAF). Civilian personnel are made available through UNDP support to cover shortfall and ensure transfer of competencies.

The UN presence in mine action in Lebanon is now a combination of a small mine action cell based in the United Nations Interim Force Lebanon (UNIFIL), and UNDP support to the LMAC. The UNDP has provided inputs for the LAF such as an Information Mine System Mine Action (IMSMA) advisor. The LAF has also requested a number of positions in the RMAC be filled by Lebanese civilian staff provided by the UNDP whilst it develops its own management capacity.

In addition, UNDP provided until 2010 technical expertise through the assignment of a Chief Technical Adviser with military background, the last CTA remained in position for 6 years, and temporary technical support in Quality Management through the provision of a full time Quality Management expert, for one year. At the request of the LMAC neither positions were renewed in 2011.

Discussions between LMAC and UNDP on whether or not to renew these positions triggered the decision to call for the long overdue evaluation of the programme. Time-wise, the coming of the Second Meeting of State Parties to the Cluster Munitions Convention, of which Lebanon is the President, set a short deadline to have the review results available to inform the participants to the Convention on the status of the Lebanon National Mine Action Programme. In addition, the findings of the review provided essential and independent baseline information to the drafting of the revised 10-years Lebanon Mine Action Strategy.

A steering committee whose members include LMAC, UNDP, and engaged donors was set up, approved the decision, Terms of Reference and monitored the evaluation process.

6 Terms of reference

The Terms of Reference, full text attached in annex, instruct the following.

> *The overall objective of this review is to assess relevance, efficiency, effectiveness and impact of the UNDP mine action programme in Lebanon since its inception, and analyze the extent of the task that remains to be done.*
>
> *In addition to the UNDP mine action programme review, and to inform it, an assessment of the Lebanon Mine Action Programme will be undertaken, looking*

specifically at the established capacity of the LMAC under the UNDP mine action programme and LMAC present capacity to autonomously undertake its planning, coordination, implementation, and monitoring role with reduced external international technical support.

The overall objective of the assessment is to assess

- *UNDP capacity building process for LMAC, the organizational structure and its overall effectiveness as a coordination/oversight body to determine lessons learned and to make recommendations for the Government, UN and International donors.*
- *Achievements of the programme, including the degree to which objectives have been met and its overall impact on mine affected communities.*
- *LMAC present capacity to autonomously undertaken its Coordination and Monitoring role with reduced external international technical support*
- *How mine action donors in Lebanon view the LMAC, in terms of an efficient use of resources*

7 Methodology, scope and limitations

The review mission included a desk review of provided material. A mission in Lebanon took place between the 25 of July and the 20 of August 2011 that allowed for meetings with stakeholders and field visits to affected communities and operations sites.

Preliminary findings and recommendations were presented to the LMAC director and to the Steering Committee and well received, feedback incorporated in the final document.

A summary of relevant reading materials is provided in annexe, as well as the agenda of the visits and meetings.

Meetings and field visits

The Lebanon Mine Action Centre provided ample time and dedication to assisting with the review process. The LMAC director and officers in charge of Information Management, Victim Assistance and Risk Education, Operations, Quality Assurance, Administration and the Regional Mine Action Centre in Nabatieh patiently shared information and organized field visits with operators. Field visits included areas being released by DanChurchAid, DCA, in Bsous, east of Beirut, and by Handicap International in Toula east of Byblos; the Mines Advisory Group and Norwegian People Aid, NPA, operating in the South. LMAC also arranged meeting with DynCorp programme director.

UNDP assisted with organizing meetings with donors, ministries' officials, a community representative and representatives of the Mine Risk Education and Victim Assistance Committees. People met included representatives of the European Commission, UNDP mine action programme main donor, portfolio managers from the embassies of Belgium, Italy and Canada. Officials in charge from the Ministry of Health and of the Ministry of Education also kindly made time available. The Major from Taloussa municipality, the most affected community in the South, provided instrumental information and offered plenty of time to the review. UNDP also facilitated meetings with the Resident Coordinator Office personnel

assigned to coordination in the South, UNICEF former mine risk education project officer and UNDP former mine action project officer. UNDP arranged fructuous exchanges of information with key internal personnel, in charge of socio-economic rehabilitation in the South, the ArtGold programme in particular the LiveLebanon project that help funding initiatives through participation of Lebanese living abroad, and, of course, the UNDP Crisis Prevention and Recovery, in charge of UNDP mine action in Lebanon.

Finally the consultant contacted UNDP former Chief Technical Adviser and UNMACC former programme manager and met with UNDP former Quality Management Adviser.

Scope and Limitations

The review focuses on the overall performance and level of autonomy of the LMAC in managing the LNMAP. It does not aim to assess how the various elements of mine action are technically implemented. It aims to review UNDP mine action capacity building programme contributions and shortfalls and identify where and how UNDP can further assist, based on comparative advantages and consensually identified needs.

The duration of the review mission limited the scope and depth of the research work. In particular, the first week was spent mostly organising meetings and reading materials; it was possible to organise one meeting with one municipality major only, security situation in the South forced to postpone field visits to RMAC and operators several times, there was no opportunity to meet with residents of affected communities nor survivors. The person in charge at the Ministry of Social Affairs was not available to discuss victim assistance. Meetings with international NGOs focused mainly on operations aspects, as country managers were often not available on such short notice. Managers of local NGOs were not available. On the other hand there was an unexpected opportunity to meet with UNDP former quality management adviser to the LMAC. The meeting was fruitful as it allowed for insight in diverse aspects of the programme, in particular the history of stormy relationship between LMAC and various UN personnel, and a thorough review of issues pertaining to quality management or the absence of quality management.

The fourth and last week of the fieldwork was dedicated to the development of the 2011-2020 Lebanon Mine Action Strategy.

Full text of the minutes of meetings is attached in annex.

The Lebanon National Mine Action Programme (LNMAP)

8 Scope of the Problem

The mine contamination of Lebanon dates back prior to 1975, the year civil war (1975–1990) began.

In 1990, in an attempt to unite and rebuild the country, the Lebanese army initiated clearance of demarcation lines, dangerous areas and minefields.

In 2003, a Landmine Impact Survey (LIS) identified 306 mine-impacted communities, directly affecting the livelihood and safety of more than one million persons.

As of December 2005, it was estimated that over 70 percent of the country's contaminated land remained to be cleared; and it could be achieved by 2012.

In July 2006, the South of Lebanon was bombarded over 1,277 locations with more than 4 millions cluster munitions, contaminating approximately 54.9 square kilometres of land, affecting over 1 million people, one third of the population.

The estimated one million cluster munitions that did not detonate cause an ongoing terrible indiscriminate harm to civilians; deny access to agricultural land, the primary source of economy in the South and remain a constant reminder of the war.

9 Socio economic impact

A study[6] commissioned by the Bureau for Crisis Prevention and Recovery of the United Nations Development Programme estimates between US$33 million and US$122 million the economic losses in Southern Lebanon as a direct result of cluster munitions contamination. Lost agricultural production and death, injury and disability to individuals all serve to reinforce poverty and fear of movement in communities already amongst the poorest in the country.

10 Humanitarian impact

Information from the Lebanon Mine Action Centre Information Management System and results of specific surveys undertaken by the LMAC show that landmines have killed and maimed more than 3,843 persons in Lebanon since 1975, with 898 killed and 2,945people injured.

Between August 2006 and June 2011, cluster munitions alone have killed and maimed more than 407 people; 49 were killed and 358 were injured including children less than 12 years old (10%), adolescents between 13 and 18 years of age (19%), and adults aged 19 years and above (71%). Women account for 6% of the victims of cluster munitions in Lebanon.

11 Key milestones in the development of the programme

The Lebanon Mine Action programme has developed over three main phases, (1) the removal of Explosive Remnants of War (ERW) after the Lebanese civil war, (2) the clearance of minefield and booby traps between 2000 and 2006 from the Israeli occupation of southern Lebanon and (3) the clearance of sub munitions contamination and ERW from the 2006 conflict.

---

[6] Counting the Cost. The economic impact of Cluster Munitions Contamination in Lebanon, published in May 2008 by Landmine Action for UNDP Bureau of Crisis Prevention and Recovery/UNOPS

Phase one was a primarily Lebanese effort with the UN becoming involved through the request of the United Arab Emirates (UAE) Government for the clearance of ERW in southern Lebanon between 2000 and 2006 (Phase two). UNDP became involved in mine action in Lebanon in 2001 with a Capacity Building for Mine Action in Lebanon Project. It was only in June 2003 that UNDP reached agreement with the LAF to place a Chief Technical Advisor and assistant within the NDO. The institutional management of mine action developed in Lebanon during the 2000 - 2006 period with the creation of the Mine Action Centre South Lebanon (MACCSL). This brought in United Nations (UN) resource to assist in the management of the removal of minefields and booby traps.

The MACCSL was established as a Project Management Office (PMO) and as such managed commercial contracts for the clearance of the ERW contamination. It relied primarily on former military engineers as its technical and project management staff to oversee the contract management. This PMO was still in place when the 2006 conflict (phase 3) between Israel and Hezbollah occurred, and became the operational management entity for the clearance of the sub munitions and ERW from the conflict.

Throughout phase two and three the Lebanese Armed Forces (LAF) had officers through key positions in the MACCSL with the intention to develop the management capacity of the LAF to manage the clearance of ERW in Lebanon.

The MACCSL handed over management of work in southern Lebanon to the LAF in 2009 with the formation of the Regional Mine Action Centre (RMAC).

The UN presence in mine action in Lebanon is now a combination of a small mine action cell based in the United Nations Interim Force Lebanon (UNIFIL), and UNDP support to the LMAC (Formerly the National Demining Office (NDO)). The UNDP has provided inputs for the LAF such as an Information Mine System Mine Action (IMSMA) advisor. The LAF has also requested a number of positions in the RMAC be filled by Lebanese civilian staff provided by the UNDP whilst it develops its own management capacity, the highly experienced national staff worked previously in the MACCSL or for international mine action NGOs.

In addition, UNDP provided until 2010 technical expertise through the assignment of a Chief Technical Adviser with military background, the last CTA remained in position for 6 years, and temporary technical support in Quality Management through the provision of a full time Quality Management expert, for one year. At the request of the LMAC neither positions were renewed in 2011.

12 Management and current mine action capacity

The Lebanon Mine Action Authority and its associated structure comprising the Inter-Ministerial Advisory Committee and the International Support Group have been established by government decree in 2007, and are set as defined in the Mine Action Policy. Internal political situation has prevented the LMAA institutions to perform their duties in the past years.

The LMAC is based in Beirut, and, directly and through its Regional Mine Action Centre, RMAC, (former Mine Action Coordination Centre South Lebanon, MACCSL), based in Nabatyieh[7], manages demining operations, which in 2011, are implemented by 2 LAF engineering companies and 7 national and international NGOs. LMAC coordinates and tasks the LAF 9 mine detection dogs' pairs, and mechanical demining teams to complement the work of NGOs manual demining teams. As of 2009, the LMAC took full responsibility for managing and coordinating all clearances work in the south from the MACCSL.

[7] Concerning the staffing LMAC: 12 officers, 78 NCO and soldiers plus 15 civilians; including RMAC staff , 3 technical survey teams and 2 sampling teams.

LMAC manages risk education and victim assistance and chairs the two respective national steering committees. Committees' members include Ministries of Health, Social Affairs and Education, and local NGOs engaged in disability issues and socio-economic recovery. They implement activities planned through the annual workplans developed by the respective committees.

In order to implement its mandate as defined by the UN Security Council resolution 1701 (2006), UNIFIL carries out a range of operations across its Area of Operations in the south. These include EOD in support of operations and opening lanes through minefields to allow the posting of the "Barrels Points" that physically mark the "Blue Line". These clearance operations are conducted under the supervision of the LMAC.

13 Land release

In Lebanon, a highly densely populated area, where contaminated land denies access to livelihoods, essential agriculture resources and housing, the vast majority of contaminated area is high and medium priority[8]. Land release has focused primarily and firstly on clearing roads, the rehabilitation of infrastructures and houses, to allow for the prompt return of displaced population.

Focus is currently on releasing land for housing, for areas adjacent to houses and agricultural land. Uncultivated land is being tackled as third priority. Land is released upon request from landowners and municipalities. Post clearance survey results show that land is put into use immediately after release in over 97% of tasks.

As of July 2011, out of the 279,4 million square meters contaminated land, 53% had been released, and out of the 54.9 million square metres cluster munitions contaminated land, 67% has been released. A local NGO and the LAF demining regiment have conducted non-technical and technical surveys, while newly emerging national actors and well established international NGOs complement the clearance work. Available assets from all operators are pooled by the LMAC and tasked to ensure the highest possible efficiency.

14 Mine Risk Education

Mine risk education campaigns have been initiated all over the country since 1997. Under the coordination and close supervision of LMAC, MRE activities have reached directly over 1 million school children, farmers, and general population using appropriately targeted materials and approaches. Television broadcasts were also instrumental in conveying safety messages. A study in 2007 by UNICEF showed that 70% of the population had important knowledge of the problem but still lacked the skills of keeping safe. The number of accidents has decreased from 209 in 2006 but still reached 24 in 2010.

15 Victim assistance

There are 3,8469 registered landmines and cluster munitions casualties in Lebanon, including 2,946 survivors of which 775 suffered amputation.

---

[8] Contaminated land has been categorised as high, medium and low priority, initially, as one of the results of the Landmine Impact Survey. For each identified suspected hazard area, intended land use, humanitarian impact or socio economic blockages are scored against to a set of human and socio economic criteria; the score determines the rank that determines the category. Categories are revised as suspected hazard area situation changes.

[9] LMAC IMSMA

Victim assistance is being provided by the government and local NGOs and coordinated by LMAC. Emergency and medical care is provided free of charge by the Lebanese public health system. Local actors through international funding and small governmental subsidies undertake socio-economic rehabilitation and other services. Outreach to victims has been limited. Some income generation activities have been implemented through social and economic reintegration interventions. Psychosocial initiatives, presented as such, have not been well received by affected population; when integrated in recreational or other type of activities, beneficiaries have been more receptive and willing to engage.

The law 220/2000, "Access and Rights of the People with Disability", issued in May 2000, is comprehensive and includes all sectors; it addresses the rights of people with disabilities to proper education, rehabilitation services, employment, medical services, sports and access to public transport and other facilities. It also stresses the right to participation. The law 220/2000 has yet to be comprehensively put into practice, due in part to the lack of sufficient allocation within the public budget.

Table 1: Landmines and Cluster Munitions Casualties

	Injured				Killed				
	Till 2000	2001 till 13/8 2006	13/8/2006 till 2011	*Total*	Till 2000	2001 till 13/8 2006	13/8/2006 till 2011	*Total*	**Grand Total**
Male	2,091	207	332	*2,630*	683	43	50	*776*	**3,406**
Female	269	23	24	*316*	121	2	1	*124*	**440**
Grand Total	**2,360**	**230**	**356**	***2,946***	**804**	**45**	**51**	***900***	**3,846**

16 Advocacy

Common efforts by all national stakeholders under the leadership of the LMAC have resulted in Lebanon spearheading the Oslo Process, and ratifying the convention on Cluster Munitions in August 2010.

In addition, Lebanon has ratified in August 2011 the UN Convention on the Rights of people with Disability while advocacy to enforce the law 220/2000, "Access and Rights of the People with Disability", is still an important aspect of mine action.

Lebanon implements mine action "in the spirit of" the Ottawa Treaty.

17 Resources

The Lebanese Government contributes salaries; equipment and running costs for the LAF regiment 2 engineering companies, dog teams and machine, and salaries, equipment and running costs for the LMAC and RMAC. The Government of Lebanon contribution to mine action is estimated, conservatively, at about 6.5 M USD[10].

In addition, the Ministry of Health provides medical care to survivors, the Ministry of Social Affairs provide socio economic rehabilitation services and the Ministry of Education contributes to risk education through its trained health and teaching personnel. These contributions are not included in the Government of Lebanon estimated contribution.

[10] Source: Brigadier General Fehmi, LMAC director

International funding for victim assistance have been consistently little, failing to provide badly needed complement to the solid foundation provided by the government of Lebanon.

International funding has reached a pick in 2002 with over USD 41,000,000 and then immediately after the conflict in 2006 with USD 32,000,000 donations. In 2009 donations only accounted for USD 21,000,000 thus forcing the LMAP to reduce its demining capacity and victim assistance efforts, letting off committed and qualified technical and management civilian personnel.

Resource mobilization is undertaken conjointly by the LMAC director and operators, operators receive and manage funds directly while the LMAC task funded operators according to plans and emerging priorities.

The Lebanese private sector has recently started to engage in mine action. LMAC's very successful partnership with BLOM Bank resulted in raising more awareness on the subject. The bank launched a credit card that combines the benefits of a MasterCard credit card, with the ability to donate to the Lebanese Mine Action Centre. Donations are made whenever cardholders pay the card's annual fee and whenever cardholders use their card for purchases or for cash withdrawals. This partnership guarantees long-term income for demining activities in Lebanon. The bank also funded a $1 million nationwide risk education campaign and produced television ads promoting the special credit card.

Findings

Substantial progress has been made towards reaching the previously defined goals and ensuring a sustainable capacity to manage residual risks.

LNMAP Progress can be assessed against the objectives set in the last 10 years Long Term Plan (2009-2013) and towards reaching the previously defined End-State Situation

They were set as follows:

Goal 1 - Humanitarian Demining: Remove the impact of the estimated Cluster Munitions/ mine/UXO high and medium impacted areas.

Goal 2 - Mine Risk Education: Design, plan, provide and implement, in conjunction with the Government of Lebanon's stakeholders, a MRE system that reaches all residents of Lebanon at the basic mine/UXO hazard recognition and reporting level.

Goal 3 - Mine Victim Assistance: Provide Mine Victim Assistance to mine/UXO victims in all aspects (medical, social, psychological and economic) and support activities to provide them with their full legal rights.

Goal 4 - Advocacy and Regulatory Functions: Adopt a regulatory and managerial control mechanism that would define and monitor the transition to an end-state strategy through the development of policy formulation, strategic planning options, transparent reporting documentation and advocacy approaches.

Goal 5 - Resource mobilization: Adopt a dynamic strategy and a door-to-door transparent policy for effective resource mobilization.

Goal 6 - Communications and public relations: Boost the image and goodwill of the Lebanon Mine Action Programme through the adoption of a coherent public outreach system at the international and national level.

18 Land Release

The Long Term Plan 2009 -2013 had 2 enabling objectives directly spelled out as land release outputs:

> *LTP 2009 -2013* ***Enabling Objective 1.1****. Remove the impact of 100% of the high and medium estimated Cluster Munitions impacted areas by in 2011 according to International and National Standards trough Battle Area Clearance Operations.*
>
> *LTP 2009 -2013* ***Enabling Objective 1.2****. Remove the impact of 100% of the high and medium estimated mine/UXO impacted areas by end 2013, according to international and national standards, through humanitarian demining and the conduct of a technical survey for the purpose of defining boundaries, marking or fencing needed areas, area reduction and clearance.*

The Long Term Plan has not been turned into annual operational plans and there is no annual report, which makes it difficult to measure progress and even more difficult to analyse why objectives have not been met. The LTP does not include any budget either, instead it is stated that: *"The goals listed in LTP 2009-2013 have been designed to be achievable within the structure of a moderate level of donor funding".*

Enabling objectives 1.1 and 1.2 have not been met. It may be because international financial support had decreased, which may be because there was not budgeted annual plans to

support resource mobilisation, or because land release happened to be more time and resource consuming than initially estimated, or a mix of all.

Initially spelled out as demining, the concept of land release has been since then integrated and applied throughout the Lebanon Mine Action Programme with up to 30 millions square meters cancelled through survey.

Land Release is the process of applying all reasonable effort to identify or better define Confirmed Hazardous Area and remove all suspicion of mines/ERW through non-technical survey, technical survey and clearance using an evidence-based and documented approach[11]. The approach aims at ensuring the best use of assets and resources. It uses, first, (relatively inexpensive) techniques of non-technical survey, which consist in gathering and analysing data from different sources including records and community knowledge, to identify location and size of suspected hazard areas; then it uses technical survey to reduce areas, and finally clearance, only for areas that are confirmed hazardous areas.

In 2010, 86.10 km^2 of suspected mined area were cancelled by survey, with a total of 152.48 km^2 of SHAs released by survey only. Through technical and non-technical survey, by the end of April 2011 the number of SHAs had been reduced to 409 from 1,719 and the contaminated area from 164.54km^2 to some 12km^2, a reduction of 93%.

In 2011, the national survey has been completed, all relevant data is systematically entered into IMSMA and the Lebanon national mine action programme benefits from exceptionally comprehensive and accurate baseline information. Non-technical surveys and data verification have been completed throughout the country, except for the Blue Line minefields. As of July 2011, out of the 279,4 million square meters contaminated land, 53% has been released, and out of the 54.9 million m2 cluster munitions contaminated land, 67% has been released.[12]

Pending adequate funding all cluster munitions strike areas, dangerous areas and minefields, except the Blue Line can be cleared within a 5 and 10, respectively, deadline.

Note: initiation of Blue Line area clearance is pending a political decision by the Government of Lebanon

Pilots have been conducted and lessons learned used to identify best practices for the planning and implementation of land release. During the visit of DandChurchAid demining operations, the review had the opportunity to witness a constructive exchange of experience between DCA and LMAC that could benefit area reduction techniques for the entire LNMAP.

Also, the clearance work conducted by MMSC, on the old conventional minefields North of the blue line, in addition to the land released, resulted in the identification of assets and techniques required to clear the deeply buried antitank mines. The lessons learned inform LMAC planning of further clearance operations in the area.

Discussions take place between operators and LMAC Operation Officers during site visits but there is no mechanism in place to systematically share and record lessons learned among operators. Such a system would benefit the entire LNMAP.

Conclusions:

Lack of detailed plans against which to monitor progress

[11] IMAS 08.20 – Land Release
[12] Lebanon Mine Action Centre IMSMA database

Information sharing limited to bilateral exchanges between operators and LMAC Operations Officers

Lack of systematic monitoring and technical review, like monthly technical meetings on specific issues

A solid baseline information to plan complete land release in Lebanon; it includes contamination data and technical information from pilots and experimentations

A clear plan of work remaining to be done:

Cluster Bomb Strikes areas	*67% cleared* To be cleared: 462 areas (18,241,828 m2) Current dedicated capacity: 25 teams
Dangerous Areas (booby traps and nuisance mines)	*83% cleared* To be cleared: 420 areas (16,915,067 m2) Current dedicated capacity: 0
Mine Fields (excluding the Blue Line)	*70% cleared* To be cleared: 679 areas (22,362,701 m2) Current dedicated capacity[13]: 6 manual, 1 mechanical, 9 2-dog teams
Blue Line Minefields	*cleared: 0* To be cleared: 890 areas (7,415,199 m2) A pilot has been conducted to identify required techniques (manual clearance for deep excavation)

19 Rapid Response

LTP 2009 -2013 ***Enabling Objective 1.3****. Establish a quick reaction humanitarian mine action capability with the full range of demining, community liaison and education functions able to deploy or re-deploy on 16 hours notice anywhere in Lebanon.*

A Rapid Response Team is operational 24 hours a day throughout the year. All stakeholders consulted during the review agree that people's requests are answered immediately. The Rapid Response Teams are operational; they are composed of various elements of the LAF, LMAC and other Lebanese institutions as the Red Cross Rescue Teams. To ensure the timeliest response, mine action NGOs are requested to assist LAF with requests in their geographical area of operations.

Conclusion:

[13] Piloting and other lessons learned indicate the most effective combination of assets is Manual (20%) Mechanical (40%) MDD (40%)

The Rapid Response Team capacity is operational, fully established and sustainable.

20 Demining capacity and management of operations

> *LTP 2009 -2013* ***Enabling Objective 1.4****. Increase the national demining capability in-line with the estimates of clearance work remaining, as defined by the national technical survey.*

The LNMAP demining capacity consists of LAF engineer regiments and international and national NGOs. The Ministry of Defence contribution has remained identical in the preceding years. International and national NGOs mobilise resources, in collaboration with the LMAC, to provide demining teams and assets to the LNMAP. They report to donors individually. The ISG has not met, the LMAC has not had to report to the ISG and has not produced any annual plan or report since 2008. NGOs are responsible for developing their technical capacity individually, while the LMAC conducts compliance-based quality assurance.

The LMAC in 2011 is able to estimate the optimum number of demining teams to be deployed to meet the re-defined objectives of the new strategy. An analysis has been conducted and the selected option forms the basis of the strategic plan. The LMAC does not have sufficient adequate human resources to produce, in addition, a detailed management plan, including support staff needs, training and monitoring, and the related management budget.

> *LTP 2009 -2013 Enabling Objective 1.5. Increase the operational planning and execution capacity of the Lebanon Mine Action Center to include operational project planning and control, mine action accreditation, contracting and quality control and assurance.*

The LMAC has inherited the MACCSL management systems and has continued to use the methodologies that have been shown in the Clearance Review Boards lessons learned report to be inadequate for the LNMAP.

Based on the recommendations of the former CTA, in 2010, UNDP provided a quality management expert. However the foundation for the hiring of the advisor was not clear to the LMAC. The advisor conducted a well-documented assessment of the programme and developed a quality management proposal that unfortunately was not well received. It is timely and important to develop the LNMAP management system. There is a need to address the trust deficit between the management of mine action and the organisations that carry it out. This may be explained by problems that occurred with the post 2006 conflict clearance work and systems inherited from the former MACCSL, however, the use of a compliance approach to quality management slows the progress of clearance work and leads to missed opportunities to improve performance and productivity.

Some of the quality management advisor's recommendations have been put into practice since he has left the programme; one of them includes technical meetings with operators to review national standards on training. These LMAC and RMAC lead initiatives may reveal the beginning of a shift in approach from control to partnership. Through partnership, the LMAC can access to the so far under-utilised technical, human, networking resources of the well-established NGO working in Lebanon, which can benefit the entire LNMAP performance.

The advisor also participated actively in the Clearance Review Board research, identification of lessons learnt, and drafting of final report. The final draft of the report has not been made public yet. At the request of the LMAC the quality adviser position was not renewed at the end of the first year.

The Clearance Review Board[14]

In response to the findings of a LMAC post clearance analysis conducted in 2009, a review board was convened which examined the cluster munitions clearance that occurred during the period of August 2006 to December 2008.

The board was formed on behalf of the Government of Lebanon and comprised representatives from the Lebanese Mine Action Center (LMAC), the United Nations Development Programme (UNDP), and the United Nations Mine Action Coordination Centre (UNMACC).

Phase One consisted of the analysis of the data supplied by the LMAC, and the review of completion reports from clearance organizations between the periods of 2006 – 2008. This was complimented by a review of data held within the IMSMA system to identify if sub munitions located post clearance had been found on cleared land or had been attributed to that site due to additional clearance or the transport of munitions from other sites to that site for disposal.

The review board also designed procedures for the RMAC to follow for the identification and review of sites that had sub munitions found post clearance to determine the extent of contamination and also tasks that have had no findings, but may or may not have a residual threat, these are located at (Annex B, and C) and when utilised will be implemented by the RMAC Operations and Community Liaison Officers (CLO).

Phase Two started after the review board was suspended for a period of three months during the review period and subsequently shifted its focus to the management lessons learnt from the period of 2006 – 2008 utilising both UNMACC and LAF personnel who had been present during the period. This focused on identifying contributing factors that may have lead to cluster munitions being missed and the remedial actions required.

Analysis of Lessons Learnt

The review board analysed the systems and processes in place during the period 2006-2008 combined with experience from the field, (operations quality assurance, training, accreditation, and completions). The detail expressed is from the MACCSL perspective without reference to any organization; the board did not review the internal management of the MACCSL as it was outside of the terms of reference.

At the time of this review the only public planning document was the Long Term Plan 2009-2013, which was out of date. Its planning assumptions are obsolete. The document does not reflect realities on the ground, LNMAP achievements nor progress. It does not serve the programme. There is *no annual operational plan*, nor any document that shows how *mine action is linked to other national development priorities*. Maybe because the ISG did not meet, there has not been any annual report since 2008. The RMAC produces a quarterly report on operations in the South, which is forwarded to the LMAC in Beirut.

The LMAC is staffed with committed qualified personnel that include 12 Armed Forces officers, 78 non commissioned officers and soldiers and 10 civilians contracted by UNDP. In addition 3 technical survey and 2 sampling teams are deployed from the RMAC. Out of UNDP 10 staff, the IMSMA technical adviser is based in Beirut and assists the Information Management Officer, the other 9 personnel are based in Nabatieh and include: 1 QA data

[14] Clearance Review Board – Lessons Learned, Lebanon, 2006 – 2008 – Final Draft Report

entry clerk; 2 IMSMA data entry clerk; 1 Operations clerk; 1 Communications/radio operator; 2 Community Liaison Officers; 1 QA Completion Officer; 1 Coffee assistant/office cleaner. The UNDP-provided civilian support staffs bring *prior mine action experience* with the MACCSL or NGOs and some *institutional knowledge* to the RMAC. Their experience and knowledge compensate for the LAF officers and soldiers high turn over while their commitment and enthusiasm help them to cope with work overload. While it is very visible that LMAC and RMAC are understaffed and fully appreciate the support of UNDP personnel, there is a lack of clarity on the aim of the arrangement and its duration. LMAC and RMAC need the UNDP personnel to fill vacant positions while UNDP and the staff themselves intend to transfer knowledge and skills to build RMAC and to some extent LMAC operational management capacity. The role of the UNDP staff need to be clarified, with a proper needs assessment and development of a management and capacity-strengthening plan. The process would allow recognising and better applying their under-utilised skills and knowledge, it would clarify their roles, and provide benchmarks and timeframe. LAF officers' recent request to UNDP support team to develop SOPs and manuals for their position follows one of the QM adviser's recommendations and is an encouraging first step. Also, UNDP staff has been enthusiastically dedicated to mine action in some cases for 10 years, it would be fair for UNDP to offer a timeframe with deadlines that would allow for planning a professional reconversion for when mine action in Lebanon is no longer needed. The issue of reconversion applies to many other LNMAP personnel and assets and should be encompassed in the programme exit strategy.

Conclusions

Management of the LNMAP needs to be improved; there is an urgent need for documentation of the programme, for linking mine action to its development outcomes, and to initiate the development of comprehensive management systems to maintain and better LNMAP performance and productivity.

The Clearance Review Board report has not been made public, a decision about releasing it should be made. Its lessons learned provide a good baseline to develop an appropriate management system for mine action in Lebanon.

The UNDP support staffs seconded to the LMAC and RMAC are highly appreciated and badly needed, and probably not sufficient if LMAC is to meet its management, reporting and other obligations. There is a need to agree on their role and integrate their positions into the LMAC management and development plan, and the LNMAP exit strategy.

The LMAC provides management services, some of which are much visible such as accreditation and task completion certification. The service has a cost, most of which is covered by the Government of Lebanon contribution through the LAF, while UNDP covers the costs of civilian support staff. The management service cost does not appear in any document. It needs to be accurately calculated and sourced.

21 Risk education

> *LTP 2009 -2013* ***Goal 2 - Mine Risk Education****: Design, plan, provide and implement, in conjunction with the Government of Lebanon's stakeholders, a MRE system that reaches all residents of Lebanon at the basic mine/UXO hazard recognition and reporting level.*

The Mine Risk Education National Committee include includes NGOS and Ministries Representatives and is chaired by the LMAC with the assistance of the Landmines Resource Centre for Lebanon from the Faculty of Health Sciences of the University of Balamand and Norwegian People Aids, NPA. Most NGOs are involved in disability issues. All implementing NGOs are local NGOs; NPA is the only international NGO involved and has been since 2001.

NPA does not implement projects, instead NPA provides financial, managerial and technical assistance to national NGOs projects such as micro-credit to mine victims and community meetings about the risk of cluster munitions.

Committee meetings have been far and few in the recent years, there was no record available for the review. The Committee tends to meet when substantial external financial resources are available for MRE, which occurs when conflict arises. NPA has conducted bilateral consultations for allocation of small grants. NPA budget for MRE and Victim Assistance together amounted NOK 2 millions in 2003; NOK 2.5 to 3 millions until 2008; NOK 2 millions in 2010; to decrease to NOK 400,000 from Norwegian MoFA + 50,000 Euros from EU in 2011. NPA plans to withdraw from supporting MRE and Victim Assistance at the end of 2011. There is no resource mobilisation strategy for MRE. There is not either any annual plan nor annual report.

There is a consensual opinion that local NGOs have the technical capacity to implement projects but are still weak in planning, documenting, management and resource mobilisation.

There is a curriculum for MRE, standards and guidelines were developed in 2010 and are being finalised by the MAC

Safety messages are integrated in the training curriculum of health educators from the Ministry of Education and Higher Education. Until now, 600 health educators from Lebanon Public Education system have been trained; they execute two MRE activities per grade per year.

Safety messages are being integrated in health promotion campaigns initiated by the Lebanese primary health care centres and in the social health component of the social development centres spread throughout the country. Until now, 50 social workers from Social Development Centres from the Ministry of Social Affairs have been trained.

As a result of this review, discussions should be on-going with the Ministry of Education and Higher education, MoSHE, regarding the integration of mine risk education in the general education curriculum of students. The current plan is based on obsolete data collected for the 2007 UNICEF MRE survey. Decision is pending the results of an updated baseline assessment to inform and generate consensus on relevance and efficiency. The implementation of the survey to generate baseline is pending funding.

Conclusions:

There is a clear lack of documentation of MRE work in Lebanon, and even baseline data, which is available throughout the other components of the LNMAP seems to be short of when it comes to MRE.

The remarkable drop in accident rate is probably the result of efficient MRE, implemented by dedicated local actors, relayed by TV programmes, coupled with an effective rapid response capacity. It is very possible that because MRE is implemented by local NGOs staffed with truly dedicated personnel, the lack of documented baseline evidence has been compensated by NGOs' dedicated staff's knowledge of the local situation.

The only comprehensive baseline information for MRE comes from a UNICEF survey conducted in 2007. Still, it would be worth collecting up to date data on information needs of affected population, especially before engaging in long term programming with the Ministry of Education and the Ministry of Social Affairs.

There is still evidently a need for MRE in Lebanon. There are still too many accidents, some of which could be avoided if proper information was available to at-risk population. There is also a need clearly expressed by concerned citizens, for information on mine action, on

clearance progress, on LMAC plans. In addition, MRE is required to assist with the advocacy work still to be done, including at community levels, and where it meets victim assistance and the dissemination of information on the rights of people with disability.

There is an MRE component included in the 2011 – 2010 mine action strategy. It needs to be discussed more in details with all stakeholders and developed into action plans. Missing baseline information needs to be collected. A monitoring system needs to be put in place to assess progress. Already identified capacity gaps of local implementing partners may be addressed through civil society capacity development schemes or other types of partnerships.

Temporary well-targeted technical and financial support could assist the under-staffed LMAC in managing the implementation of the otherwise well-thought MRE component of the mine action strategy

22 Victim Assistance

> *LTP 2009 -2013* ***Goal 3 -*** ***Mine Victim Assistance:*** *Provide Mine Victim Assistance to mine/UXO victims in all aspects (medical, social, psychological and economic) and support activities to provide them with their full legal rights.*

Evacuation is taken care of by well-established government and auxiliary services.

Ambulatory care is taken care of by the national public health chain of ambulatory services throughout the country

Emergency care and medical treatment is provided free of charge in all hospitals in Lebanon as per a governmental decree

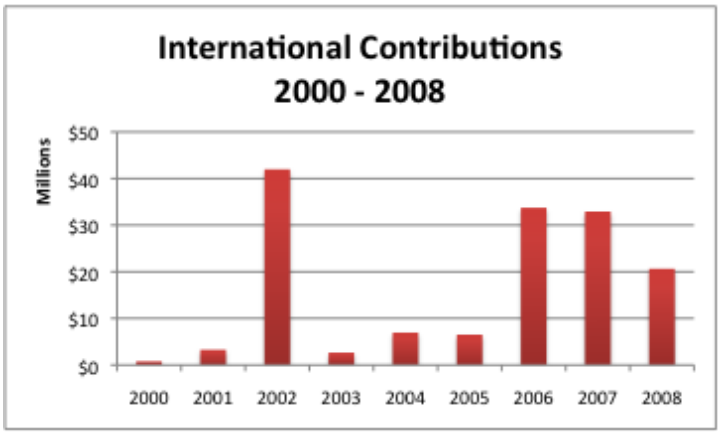
Psychosocial, social, and economic rehabilitation and inclusion are meant to be enforced as part of the law 220/2000, *"Access and Rights of the People with Disability"* and the *UN Convention on the Rights of Persons with Disabilities.* Substantial progress have been made, the Government of Lebanon has ratified the *UN Convention on the Rights of Persons with Disabilities* and voted the law 220/2000; most psychosocial, social, and economic rehabilitation and inclusion initiatives are undertaken by non governmental actors while the application of the law is still weak.

Conclusions:

Most survivors' basic needs are addressed, through a people with disability right-based approach, by Lebanon public services, generally free of charge. Financial resources are lacking to ensure the complete provision of services, like maintenance and replacement of prosthesis. These additional costs are not calculated. The greatest remaining issue facing survivors and victims is reintegration into the society; victims face financial difficulties and limited access to livehood and employment. The rights of victims to a healthy and dignified life should be realised through the inclusion of victims into relevant socio-economic and other rehabilitation and development programmes. The implementation of the law 220/2000 should guarantee the fulfilment of these rights. Victim assistance focus on lobbying for the implementation of the law, complemented by further lobbying for the inclusion of victims into relevant rehabilitation and development programmes is included in the 2011-2020 mine action strategy. The pertinent and reasonable strategy needs to be developed into operational plans, the quality available data used for planning and monitoring as well as lobbying. Well-targeted and temporary support could ensure the development of monitoring mechanisms and their application.

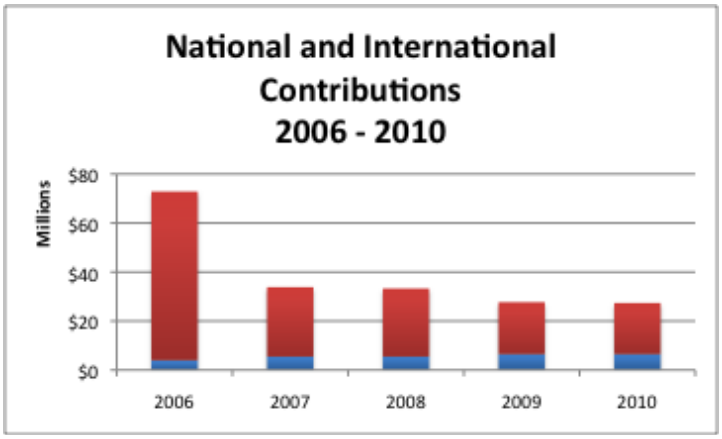
23 Resource mobilisation

In 2001, the United Arab Emirates engaged in a demining project named "Operation Emirates Solidarity in South Lebanon" with a grant up to $50 million. The UAE funding also covers the expenses of MACC SL, including all its components and an integrated mine awareness and risk reduction education program in South Lebanon and community liaison work. The total area to be cleared by the UAE demining project in South Lebanon was approximately 472 square kilometres containing 306 known minefields and a large number of unknown mined areas. Taking into account other donors contributions and trend it was then estimated Lebanon could be free of mine impact by 2008.



In 2006, to address most urgent needs caused by the conflict cluster munitions contamination, all funding was reallocated to emergency mine action to allow hundreds of thousands of displaced people to return home. International funding for mine action in Lebanon rose steeply; at the time the Landmine Monitor identified donations totalling $68,845,934 (€54,800,553) for emergency and other mine action.

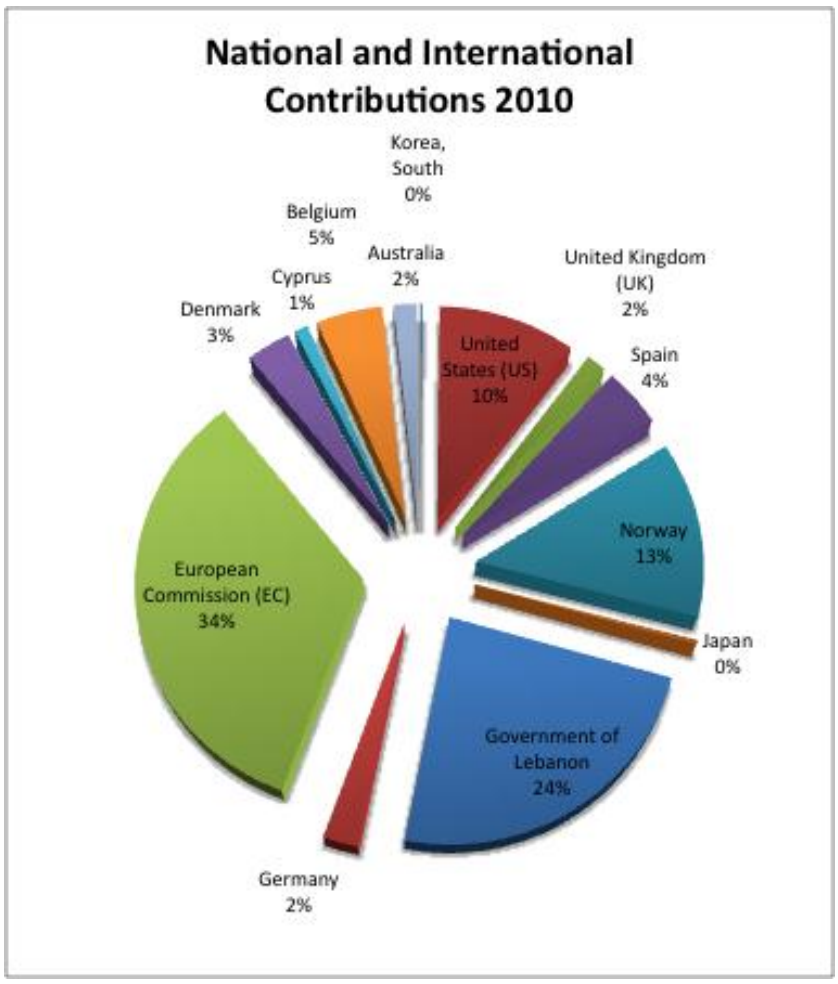
Unfortunate assertions by UN MACCSL personnel that the South would be freed of contamination from cluster munitions remnants, first by the end of 2007, and then by the end of 2008 resulted in a disengagement of donors and subsequent reduction of available funding.



Resource mobilisation work by the LMAC director in collaboration with mine action NGOs and with UNDP support has resulted in maintaining international funding to around USD 21 millions and national contribution to USD 6,5 millions. Funds have been made available from

emergency lines that allow for flexibility in allocation, and from funds linked to the Paris Accords II, which are expiring.

In 2001, main contributors to the LNMAP in addition to the Government of Lebanon are the European Commission, the US State Department, and Norway.



LTP 2009 -2013 ***Goal 5 Resource mobilization****: Adopt a dynamic strategy and a door-to-door transparent policy for effective resource mobilization.*

The LMAC director works closely with NGOs and international donor agencies and embassies as well as with representatives of the Lebanese private sector through exchange of information and visits to raise funds and enhance visibility. He has developed privileged relationships and boosted donors' sense of confidence towards the LMAC.

At the time of the review the LMAC had no resource mobilisation strategy document, nor any document including a plan and a budget. The recently produced 2011-2020 mine action strategy document partially addresses the gap, providing an overall estimation of budgetary needs based on comprehensive baseline data and building on lessons learned. It is necessary

to provide potential donors with a multi-annual projection of required funds, and to keep it up-dated.

Resource mobilisation has been the responsibility of the LMAC director without any support from the government itself. The recommended engagement of higher level of the government into mine action should also include the inclusion of mine action into the GoL resource mobilisation and coordination policy and efforts. In addition to access to international funding, the engagement of the higher level of the mine action structure should aim at accessing funding from other government sectors, those which are served by mine action, such as agriculture, infrastructure, recovery, community development etc.

The mainstreaming of mine action into other government sectors would also assist in reporting on the greater outcomes of mine action. Mine action is not an end state it is a service to human and community development and safety. This would also allow to more systematically access funds from international development programmes that need mine action as a preliminary service to their projects. Examples from other mine action programmes include the mainstreaming of mine action into cultural heritage and tourism development projects, or into environmental forest-fire fighting schemes.

It is also important that international assistance to mine action is coordinated at the government level. Until now, it is not, it seems the Ministry of Finances is not informed, as an example, when asked for information on funding the LMAC uses the Landmine Monitor Report figures.

The re-activation of the ISG or of another forum to exchange information and coordinate aid has been requested by contributing donors. The structure of the ISG should be review and if necessary revised to allow for the GoL to coordinate aid, mobilise donors, plan and budget needs and monitor contributions, allocations and progress.

Conclusions

The LMAC Director has developed excellent relationships with international mine action donors and with some representatives of Lebanon private sector. This has resulted in maintaining a stable level of the past years despite a difficult environment.

It is necessary though, to develop annual and multi-annual budgets, based on solid evidence and experience that will assist donors in planning and advocating for mine action funding for Lebanon, to continuously revise and update these plans and budget, as well as to report on the outputs and the outcomes of mine action operations. International NGO have the expertise and experience and can contribute in the development of indicators on the socio-economic impacts of mine action.

Another area that needs improvement are: ownership of the higher level of the government, mainstreaming of mine action into other development sectors, as well aid coordination.

24 Communication and public relations

Apart with donors and with some NGOs and international mine action institutions; communication is not the strong point of the LMAC. Almost all stakeholders appraise LNMAP and LMAC work but complain from a lack of information and communication.

People at risk need information to be able to manage that risk, individually, which is the purpose of mine risk education campaigns. Local authorities and community representatives need information on contamination and mine action progress and plans to be able to manage the risk for their community and plan their development accordingly. There is no system, except a very limited community liaison capacity, to inform and communicate with local authorities.

Local development actors, government and non-governmental, also need information on contamination and mine action plans and progress to plan their projects. They have a right to be informed and can contribute and advocate for mine action. LMAC does not participate in any development coordination meeting and does not publish any plan nor report.

Communication with mine action operators is bilateral, there is no coordination, even the MRE and VA committees do not meet eny more. Expertise and experiences are not shared and cannot contribute to improving the LNMAP.

Higher-level government is not involved in mine action, and government sectors are not informed and have no channel to communicate with LMAC.

The lack of communication hinders ownership and prevents contribution by all the institutions affected one way or another by mines.

Conclusions

The LNMAP is a good programme with very limited visibility. It can only gain from sharing information with all those who are concerned. Improved communication would enhance the realisation of the socio economic outcome if mine action, facilitate contributions by those concerned to the LNMAP and participate in giving a positive image of the programme.

The LMAP needs to develop a communication strategy that would also encompass public relation and resource mobilisation. Assistance with the development of the strategy and its implementation is needed; the services may be outsourced with a LMAC reference person to be identified.

25 UNDP Mine Action Programme and its contribution to the LNMAP

UNDP supported mine action beginning in 2001 with a Capacity Building for Mine Action in Lebanon Project. In June 2003 UNDP reached agreement with the LAF to place a Chief Technical Advisor and assistant within the LMAC, then named National Demining Office, NDO. UNDP support to the LNMAP carried on until 2011.

UNDP provided technical assistance through a Chief Technical Advisers. There were 3 CTA all with military background. The last CTA left his position in 2010 after 6 years with the LMAC. UNDP provided a Quality Management Expert for one year in 2010-2011.

In addition, UNDP supports the LMAC with 1 National IMSMA Technical Adviser, and the RMAC with 9 national management staff, as well as financial and logistic means.

As always with capacity building projects, it is difficult to identify accurately the results to be attributed to UNDP support in the LNMAP progress and achievements, but it can be safely said that UNDP capacity building programme failed to introduce strategic planning and project management mechanisms and to build up a capacity to develop such mechanisms for the Lebanon National Mine Action Program at the Lebanon Mine Action Centre. A policy and few planning documents and reports have been produced prior to 2009 and are now obsolete. The LMAC does not have any strategic planning technical capacity and project management mechanisms have not been developed.

UNDP has supported the development of the Regional Mine Action Centre in Nabatieh with logistical and financial means, and more importantly with the provision of experienced Lebanese civilian management staff. With the assistance of UNDP management staff, the centre is now capable of managing all clearances operations in southern Lebanon. The Operations and Quality Assurance Units based in Beirut complement the RMAC work, covering the other mine affected areas of the country. UNDP experienced Lebanese civilian management staff are a substantial contribution to the LMAC and the LNMAP.

UNDP has provided to the LMAC in Beirut a very experienced IMSMA expert. The IMSMA Technical Adviser assists LMAC Head of Information Management in technical aspects related to the management of information. The UNDP IMSMA TA work is highly appraised by the LMAC. It is reflected by the remarkable performance of the LMAC mine action database. In addition to serving the LNMAP, the LMAC IMSMA TA could assist the LMAC in providing assistance to other mine action programme, with, in particular, training for the region for IMSMA in Arabic. The IMSMA TA position is a national position.

One of the great achievements of the LMAC is the ratification by the Government of Lebanon of the Convention on Cluster Munitions. In this area again it is difficult to identify the role of UNDP CTA, national mine action staff, CPR or Country Office, as no report on specific activities or input was available, but the Government of Lebanon has become one of the first signatory nations of the Convention on Cluster Munitions, actively participated in the advocacy work of the campaign, assumed the Presidency of the CCM and hosted the 2MSP in September 2011. The UNDP Office was certainly very actively involved in the preparation of the 2MSP, as was the LMAC. There was a true sense of partnership in the preparation of the meeting. It created a momentum in collaboration and coordination between the two institutions that should be built on.

UNDP project has supported LMAC in the development of the management process for clearances of cluster munitions in southern Lebanon after the 2006 conflict and after the Nar Bared crisis in 2007. The LMAC, in 2011, is able to manage mine action operations, including land release and clearance independently. The LMAC keeps a close control over operators and applies methods that are effective, while they could be more efficient. The LMAC has reached a level of technical maturity and should be able autonomously to identify areas for improvement and seek support when required. Exposure to and exchange of information with other mine action programmes facing similar problems to address should participate in building confidence and identifying issues where there is room for improvement. Exchanges with the programmes in Bosnia and Herzegovina and in Croatia could be a start.

The UNDP CTA and the Country office to some extent, has provided support to the LMAC in coordinating with external donors and in the mobilisation of resources for cluster munitions and mine clearance. The LMAC director has developed relationships with donors, boosting trust and confidence. The UNDP capacity building programme has failed to develop resource mobilisation strategic planning and monitoring capacity, to engage the government higher level in the coordination of mine action and mine action resources, and in mainstreaming mine action on other priority development sectors. The programme also failed to assist the LMAC in articulating that mine action is not about mines, but is about people, and that mine action is not an end-state. Opportunities to include the collection of socio-economic data in the national survey have been missed, as numerous opportunities to ensure visibility of this otherwise excellent mine action programme.

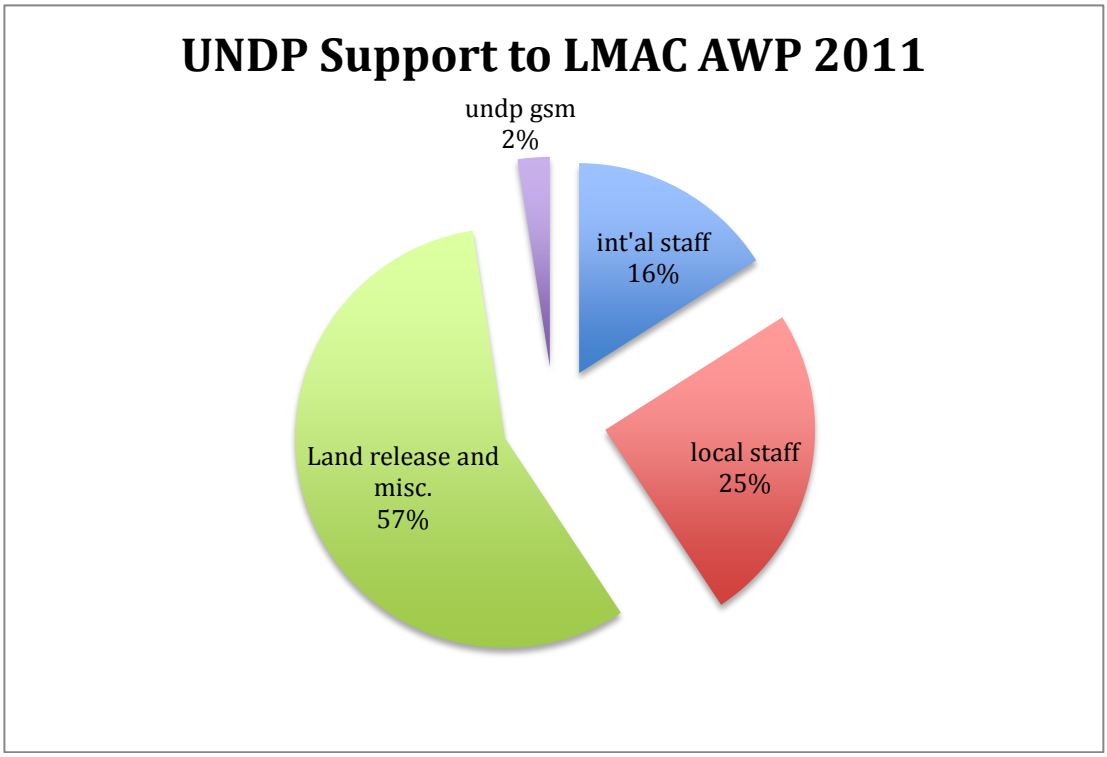
The UNDP capacity building programme did not include support to the development of LMAC communication strategy and public relation capacity, two areas in which the LMAC needs support.

UNDP Support to the LMAC 208 – 2010 - Donors & Budget

EC	$1,000,000.00
?	$474,925.00
Total	**$1,474,925.00**

UNDP Support to the LMAC 2010 – 2014 - Donors & Budget

ITA	$633,718.00
EC	$793,651.00
BEL	$1,373,626.00
Total	**$2,800,995.00**


UNDP Support to LMAC AWP 2011
undp gsm
2%
int'al staff
16%
local staff
25%
Land release and
misc.
57%

Key Issues and recommendations

The review has identified 4 key issues to be addressed:

- Higher Level and Resource Coordination
- Strategic Planning and Management
- Communication
- Sustainability

26 Higher Level and Resource Coordination

Socio-economic and other greater purpose of mine action need to be articulated, mine action is not about mines, it is about people. There is no document demonstrating links between mine action and socio economic development and recovery; some data exist but it not used for planning or resource mobilisation purpose.

There is no mechanism for the integration of mine action in infrastructure, agriculture, community development, recovery and development plans. There has not been any complain so far about the planning of mine action and data shows that 97% of the released land is put into use immediately, but communities have expressed the wish to be kept informed and consulted in the planning of mine action to be able to integrate mine action plans in their own development plans. Development and recovery NGOs have expressed similar needs for information. The higher level of the government is not involved in mine action, mine action is not part of the planning of government sectors not directly involved in mine action. Donors have expressed their wish and needs for coordination among themselves and with the government.

The Inter-ministerial Advisory Committee and the International Support Group should be re-enacted, and a focal point assigned for the follow up of the implementation of the CCM. Building up on the momentum offered by the Lebanon presidency to the CCM, coordination among ministries and institutions should be initiated and strengthened to foster engagement at the higher level, mainstream mine action into social development plan and government priorities; and allocate resources from other budget sources.

Lebanon presidency to the CCM offers the opportunity to also drive better communication nationally and internationally on mine action best-practices and results. In turn it should assist in mobilising resources from Lebanese private sector, Lebanese community abroad and international sources; advocating for the universalisation of the CCM especially in the region; and offering Lebanese expertise to other mine affected states.

27 Strategic Planning and Management

It is urgent that strategy planning and monitoring is owned at the higher level. The LMAC needs to develop its strategy planning and monitoring technical capacity and integrate it in its quality management policy and procedures. There is a need to develop indicators, benchmarks, and position mine action as a socio-economic and recovery enabler. The prioritisation process needs to be documented and made transparent. Quality management would allow to measure and improve cost-effectiveness of demining operations. It is also necessary to cost and show LMAC management services as such. The LMAC and RMAC are under-staffed, making their services visible and cost justified would allow mobilising resources for adequate staffing. It is also time to identify the capacity that will be required

to manage residual risks once the implementation of the new strategy is over, and ensure resources will be made available in a sustainable manner.

28 Communication

Communication is weak at all levels. At local level, local authorities are not consulted, the prioritization of tasks is based on information collected by the programme and stored in the centralized database, decision are made with inputs from army intelligence services. Demining tasks are getting more complex, and will put more demand on time and resources. It is important local authorities are consulted for the planning and informed of the plans and progress to plan their own community development. At the government level the strengthening of collaboration with different Ministries would allow for optimized use of mine action services and to tap resources for mine action from other sectors. Other actors involved in development and recovery also need information in mine action to plan their own projects and also to contribute. At the international level the LNMAP need to present a coherent image of the programme, its achievements, constraints, needs and lessons learnt. LNMAP lessons learnt and expertise can benefit other programme while ensuring the LNMAP visibility and promoting the Lebanese model, there are lots of resources to be shared.

29 Sustainability

The new10 year strategy is achievable assuming a reasonable level of funding is made available, including contribution by international donors similar to the last 2-3 year level of funding. The clearance of the Blue Line minefields is not included in the strategy budget. After these 10 years, residual risks and impacts will still have to be managed and for a very long time. It is time to plan for the capacity that will be required then.

Sustainability starts with ownership, at all levels, communities need to be involved and the higher level mine action structure re-enacted, mine action needs to be integrated in government priorities and plans. Exit strategies for those international actors supporting the LNMAP need to be developed now, to be implemented smoothly during the rest of the 10 tears timeframe.

Lessons can be learned from other programmes, mistakes to avoid and successes to replicate. Jordan, Albania, Croatia, Bosnia and Herzegovina are or have been faced with similar challenges. Reconversion of mine action expertise and assets, when mine action scales down, is also to be prepared now.

Recommendations for UNDP support to the LNMAP

As a follow up to this review UNDP has assisted the LMAC with the development of a 10-year strategic plan. The plan aims to contribute to the achievement of Lebanon development objectives and to guide the implementation of the Convention on Cluster Munitions and the Convention on the Rights of People with Disabilities.

The full document is in annexe. The strategy plan takes into account key issues and recommendations discussed above.

Based on its comparative advantages, UNDP still has a role to play and can be instrumental in supporting the government of Lebanon in meeting its obligations against the Convention on Cluster Munitions and in addressing the impact of mines in the country.

As stated in the United Nations Development Assistance Framework, UNDAF Lebanon 2010-2014, a UN important comparative advantage is the universal principles and values the UN embodies as explained in the internationally agreed treaty obligations and the Millennium Development Goals; financial monitoring and reporting in accordance with international standards. They include the Anti Personal Landmine Ban Treaty and the Convention on Cluster Munitions. The UN is the guardian of these instruments, advocates their implementation and monitors their adherence. In addition, the UN and UNDP in particular have undertaken important normative work, to cite for example the work on the International Mine Action Standards, IMAS, collection of baseline information on the impact of mines, the development of the Informational Management System for Mine Action, IMSMA. In Lebanon UNDP has commissioned the specific report on the cost of cluster munitions.

The UNDP also has recognized expertise, both international and national, combining high-level competence with national and local knowledge. The UNDP has offered impartial policy advice, based on technical expertise, international experience and good practice.

The UNDP has demonstrated strong convening power to mobilize and facilitate interaction with a range of national and international actors. The UNDP also provides an important platform for dialogue and exchange of knowledge, and has served as a bridge in the transfer and acquisition of global knowledge by national partners. In mine action, the UNDP is involved in supporting governments of over 46 countries.

More specifically, the Lebanon UNDP has the capacity to address the identified problems and to develop national capacity as demonstrated by strong and varied country presence, healthy mix of international managers and highly capable national professionals with local knowledge, backed by regional and international expertise, linkage approach (international expertise - public administration) within government to accompany reform initiatives and policy development, proximity approach at local and community level.

Moreover, the UNDP is strategically aligned with key national actors in government and civil society to influence national priorities and support UN action: UNDP is positioned in key public institutions at the decision-making level.

The UNDP is uniquely qualified to support the Government of Lebanon in meeting its obligations against the Convention on Cluster Munitions; it can assist with developing baselines, strategies, plans and budgets, monitoring and progress and financial monitoring and reporting, and support the development of sustainable capacities in these areas.

The UNDP is in a position to provide expertise and impartial policy advice in a range of mine action and management related issues.

The UNDP can assist the LNMAP in increasing visibility and mobilising resources, it can also facilitate exchanges with and exposure to other programmes thus fostering transfer and acquisition of global knowledge by key LNMAP stakeholders.

The UNDP can be a key partner to the LMAA and LMAC in influencing mine action engagement of the higher level of the government and in reaching key public institutions; introducing, coordinating and mainstreaming mine action and mine action resources, and assisting in managing national mine action funds.

In order to do so, and in terms of human resources, it is recommended UNDP

Identify and make available upon request a mine action resource person to support the CO and LMAC on specific points, this resource person would also assist the CO in monitoring progress in the implementation and measuring outputs of the UNDP mine action project

Create a national post filled with a highly qualified national expert who will

- Manage UNDP's mine action project
- Assist LMAC and the LMAA on specific aspects of mine action (strategy planning, implementation and monitoring; aid coordination; communication)
- Advise the UNDP Office on mine action related issues

Maintains or increases its management support staff based at the LMAC and RMAC, according to identified and agreed upon needs