

EXECUTIVE SUMMARY

The United Nations System has gained considerable experience of the past years in the field of mine and unexploded ordnance action in post-conflict situations, particularly in those countries and states in need of support in the initial phases of peace-keeping, and peace-building.

The UN has established a number of key focal points within the organization to assist those states in need. These focal points are the United Nations Mine Action Service (UNMAS) for all mine-related activities, the United Nations Development Programme (UNDP) for addressing the socio-economic consequences of landmine contamination and for supporting national capacity building, the United Nations Children's Fund (UNICEF) for mine awareness education, the World Health Organization (WHO) for the promotion of health service capacity building for sustainable victim assistance, and the United Nations Office for Project Services (UNOPS) as the principal service provider within the UN system for integrated mine action and capacity building programmes.

In recognizing Lebanon's need for assistance following the liberation of the southern part of the country from a sustained period of conflict and occupation, the UN system has responded to Lebanon's call for assistance in the task of mine action.

The immediate requirement to accelerate the process of mine and UXO clearance was clearly evident. In acknowledging this need a special mission from UNMAS and UNDP traveled to Lebanon in February 2001 to identify practical and realistic ways by which the process of mine action could be accelerated on the ground, particularly in the south, and to assist the Government of Lebanon in strengthening its capacity in all areas of mine action.

This United Nations Strategy document is intended to highlight those areas requiring immediate action and to propose practical ways in which that assistance can be delivered. This strategy focuses on the acceleration of activities and it should be seen as a first step in the process to assist the Government of Lebanon in defining and dealing with the landmine and UXO problem in order that a sustainable peace can be achieved and to clear the way for much needed development and reconstruction.

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List of Acronyms

AP mines	Anti-personnel mines
AT mines	Anti-tank mines
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
ISG	International Support Group
LRC	Landmines Resource Center
NDO	National Demining Office
NGO	Non-governmental organization
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNIFIL	United Nations Interim Force in Lebanon
UNICEF	United Nations Children's Fund
UNMAS	United Nations Mine Action Service
UNOCHA	Office of the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UXO	Unexploded ordnance
WHO	World Health Organization
WRF	World Rehabilitation Fund

OUTLINE STRATEGY FOR UN ASSISTANCE TO MINE ACTION IN LEBANON

BACKGROUND

Mr. Martin Barber, Chief of UNMAS, led the joint UNMAS/UNDP mission, which took place from 19 February to 24 February 2001. It included the following team members: Mr. Ian Mansfield, Team Leader Mine Action UNDP/ERD and Mr. Patrick Tillet, Programme Officer UNMAS

The mission met in Beirut with Government representatives, including the Minister of Foreign Affairs, Minister of Defense, the Commander of the Lebanese Army, the Ministry of Health, the Ministry of Social Affairs, the President of the Council of Development and Reconstruction and the Director of the National Demining Office. The team also met with representatives from the EU, UK, and US (USAID) diplomatic missions.

In addition, the mission met with the Personal Representative of the UN Secretary General and it consulted with various UN agencies and national and international NGOs operating in Lebanon, including *inter alia*, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Scientific and Cultural Organization (UNESCO), the World Health Organisation (WHO), the World Bank, the United Nations Interim Force in Lebanon (UNIFIL), the Landmine Resource Center (LRC) University of Balamand, the World Rehabilitation Fund (WRF) and the International Committee of the Red Cross (ICRC). Norwegian people's Aid (NPA), Mines Advisory Group (MAG). The mission also went on a field visit to UNIFIL in Naqoura where it observed the Ukrainian Engineer Battalion deminers in action.

The mission would like to acknowledge the support provided by the UN Resident Co-ordinator, the Office of the PRSG, and the UNMAS/UNDP staff throughout both the planning and the execution of the mission and to express its gratitude for their assistance. Full co-operation was extended to the mission by the authorities of Lebanon for which the mission was most appreciative.

This Strategy outlines the main objectives for an acceleration of Mine Action activities as a result of the mission's intensive consultations.

Martin Barber
Chief of the United Nations Mine Action Service

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OUTLINE STRATEGY FOR UN ASSISTANCE TO MINE ACTION IN LEBANON

I. CONTEXT

The Israeli withdrawal from southern Lebanon in May 2000 uncovered pervasive socio-economic disparities and urgent developmental needs. A particular impediment is the significant presence of landmines and unexploded ordnance from years of occupation and conflict that continues to frustrate economic development, infrastructure rehabilitation and the reintegration of civilian populations in their home towns. More significantly, these weapons of war continue to claim the lives and limbs of the innocent long after the cessation of hostilities and the liberation from occupation.

The United Nations (UN) has been a key partner to the Government in this endeavor of the socio-economic rehabilitation and reintegration of southern Lebanon over the last couple of years. Working in close collaboration, the UN system assisted preparatory programming initiatives in 1998; implemented pilot activities in anticipation of the Israeli withdrawal in 1999; and critically supported the donors conference of July 2000 including the post-conference dialogue with partners from the private sector, civil society and the international community. Covering a wide array of sectors, the UN system in Lebanon focused on interventions targeting tangible results, through replicable modalities, with significant development impact. Working intensively on the ground, the UN has supported the capacity of our counterpart authorities at the national, local and municipal levels to reflect and address pressing needs.

In this context, urgent assistance in mine action is required in order to address emergency humanitarian concerns and encourage further integrated development efforts throughout the country and, in particular, the worst affected areas of southern Lebanon.

Although the Lebanese Government has not signed the 1997 "Mine Ban Treaty" to ban the use of antipersonnel mines, it has, since the Israeli withdrawal, indicated in writing a clear commitment to do so once peace and stability have been established in the region and when its neighbours also accede to the Convention.

The Government, through the efforts of the Engineering Regiment of the Lebanese Army, has already undertaken considerable work to clear affected areas of the country.

However, with the liberation from occupation of the southern part of the country in May 2000 the efforts of the Army have had to be redoubled in order to stem the constant flow of casualties and to free land for rehabilitation and development. With only limited human and technical resources available, the burden of clearing these mines and unexploded ordnance is weighing heavily on the country and its people.

In order to address the need for a more coordinated effort the Government of Lebanon, with assistance from the Government of the United States established a National Demining Office (NDO) in 1998. The NDO is the agency formally responsible for coordinating the clearance of landmines and unexploded ordnance in Lebanon. In addition to the work carried out by the Army Engineers, the NDO has been active in planning and coordinating the efforts of local NGOs and concerned community based organizations. However, given the scope of the problem, additional support is required to assist the NDO to respond effectively to their expanding role throughout Lebanon.

The United Nations, in recognizing the humanitarian nature of the problem of landmines and unexploded ordnance in Lebanon, through Security Council Resolution 1337 (2001), encouraged further assistance in mine action to the Government of Lebanon in support of the continued development of its national capacity and in emergency demining activities in the south.

In response to this call, and at the invitation of the Personal Representative of the Secretary-General for Southern Lebanon and the United Nations Resident Coordinator, the United Nations Mine Action Service (UNMAS) led a joint mission with UNDP to Lebanon over the period 19 to 24 February 2001. The purpose of the mission was to investigate, and recommend ways in which the UN system could assist the Government of Lebanon in strengthening the existing national capacity and provide immediate action in order to accelerate the demining process.

II. OBJECTIVES

The aim of this paper is to provide an outline strategy for United Nations assistance to mine action in Lebanon. Clarity of purpose regarding development assistance, as well as accountability and transparency in its application, are essential to successful international cooperation. The timely and efficient use of external assistance resources will help to accelerate the important work already begun by the Government of Lebanon through the NDO in addressing the impact of landmines and unexploded ordnance on the reconstruction and development of Lebanon.

To this end, the objectives of the strategy are:

- A. *To ensure the acceleration of mine action operations, particularly in the south.***

B. To assist the Government of Lebanon in strengthening its capacity in all areas of mine action.

III. CONCEPT

The UN strategy is designed to assist the Government, and in particular the NDO, to build on the capacity which has so far been established by utilizing the means already available to the UN within Lebanon. This will entail the coordination of support provided by the various UN bodies; UNMAS, UNDP, UNICEF, UNESCO, WHO, UNOCHA, UNOPS and UNIFIL, under the guidance of the Personal Representative of the Secretary General for Southern Lebanon, the UN Resident Coordinator, and the Force Commander UNIFIL. The programme of support will focus on what can be realistically achieved in the short-term to accelerate mine action on the ground and to enhance the national capacity in order to provide a medium-to-longer term sustainable response.

Central to this programme of support is the involvement of the NDO as the national authority responsible for mine action on behalf of the Government and the involvement of the donor community in partnership with the Government of Lebanon and the United Nations.

The UNMAS-UNIFIL Mine Action Coordination Cell (MACC), based in Tyre, will support the NDO in ensuring the acceleration of mine action operations in the south. The MACC will collect and process minefield information, assist the NDO to set priorities for clearance in the south, and facilitate effective operational coordination between the NDO and the Lebanese Army Units on the one hand, and UNIFIL and other actors in the UNIFIL area of operation on the other.

Support to the NDO in strengthening Lebanese national capacity for mine action will be provided by UNDP, through the services of a Technical Adviser and available resources.

In order to achieve the goals of this programme, it is intended that an International Support Group be established under the co-chairmanship of the Government and the UN. The International Support Group (ISG) would comprise those like-minded donors who are willing to assist the Government of Lebanon through the provision of resources or in-kind contributions, those UN agencies active in the field of mine action in Lebanon, and representatives of actors active on the ground, including civil society.

The technical aspects of the support programme, such as; standards, accreditation, quality control and quality management systems will be addressed by functional Technical Working Groups (TWG), established under the aegis of the NDO and with the assistance of the UNDP Technical Adviser. These Technical Working Groups will be comprised of representatives from the Lebanese Army, other relevant Government institutions, actors from the field and UN Agencies involved, with the NDO as the Chair.

IV. AREAS OF STRATEGIC INTERVENTION

The programme of support will be designed around the following functional areas:

Mine Awareness.

UNICEF will continue to be the lead UN Agency and will build upon the strong relationship it has already established with the NDO and national and international NGOs active in Lebanon. UNESCO, which is also playing a key role in mine awareness through its programmes in the schools and in concert with international NGOs, will continue to support activities in this field. UNIFIL will continue with its emergency mine and UXO awareness education in the various battalion locations to the local population in coordination with the NDO and the Lebanese Army. UNMAS will provide some limited resource capability to UNIFIL in order for UNIFIL to continue its vital support of this capability within the UNIFIL Area.

Victim Assistance.

WHO will remain the lead UN Agency for support in Victim Assistance. UNIFIL will continue its limited support to emergency situations in the UNIFIL area of operations through the Force Humanitarian Office and the battalion locations and coordinate their response with the NDO and WHO. UNMAS will provide some limited resource capability to UNIFIL to assist in this activity through the Force Humanitarian Office

Survey Operations and Database Operations.

UNMAS endorsed the decision for a full Level One – Socio-Economic Impact Study of the whole of Lebanon, which a key donor has indicated its willingness to support. This Study will build on the work that has already been carried out by the Landmines Resource Centre, World Rehabilitation Fund, and the NDO with generous funding from USAID. UNMAS and UNDP will support the completion and quality oversight of this project in accordance with internationally accepted standards and procedures. Information gathered during this project will be entered into the Information Management System for Mine Action (IMSMA) database that will be supplied to the NDO by UNMAS. The database will be owned by the NDO and will be used to assist the NDO and the Government with planning and prioritizing the mine action needs of the country. In this connection, UNDP will assist to develop a national strategy by implementing the survey utilization project.

A Technical Survey to delineate the known and suspected mined areas in southern Lebanon will be undertaken by an international NGO (Mines Advisory Group, MAG). The project will be coordinated through the Mine Action Coordination Cell (MACC) at UNIFIL and it will focus initially on areas inside the UNIFIL area of operations. The project will be co-funded by the Government of Norway and UNMAS (using contributions from the Government of Canada) for an initial duration of 10 months. The

survey data will initially be downloaded into the current MACC IMSMA database for transfer to the NDO central database. This information will be used for the tasking of clearance operations.

Minefield and Dangerous Area Marking

Immediate assistance in southern Lebanon will be provided by UNIFIL in response to the emergency situation to fence and mark those known mined areas where markings have been removed in order to warn the local population of the dangers. UNIFIL will require assistance from the Lebanese Army Engineers in order to achieve this task in the worst affected areas before the summer break. In addition to the services provided by the MACC, UNMAS will provide some limited resource capability to UNIFIL to assist in this activity.

Mine and UXO Clearance

The majority of mine and UXO clearance will continue to be coordinated by the NDO and conducted throughout the country by the Lebanese Army Engineers. The NDO and the Lebanese Army will benefit from bilateral assistance from several governments, including the USA (mine detection dogs programme), Italy (mine detectors), France (EOD training). However, emergency assistance is needed in southern Lebanon, particularly in the liberated zone and in areas north of the Litani River around Nabatieh, Jezzine, and West Bekka.

An international NGO (Mines Advisory Group) has been funded to conduct mine action activities in the Nabatieh area and has established a project to train a small national capacity to operate in this area. This project will require ongoing support in order to achieve the desired results in an area, which is heavily contaminated. The United Nations will actively seek support for the continuation of this project through the International Support Group as well as other avenues, such as the New York-based Mine Action Support Group.

UNIFIL, within its available capacity, will support emergency mine action in its area of operations, south of the Litani River, in collaboration with the Lebanese Army Engineers and the NDO. UNIFIL has proposed to work together with the Lebanese Army Engineers and the NDO to assist them in developing their capacity to deal with mined areas in emergency situations through a process of training and partnership.

In addition to mines and UXOs there are an estimated 288 booby traps, which also litter the former forward edge of the Israeli occupied zone. Some of these devices are sophisticated in their design and the clearance of these may require the skills of specialist operators who are only available in limited numbers to UNIFIL. UNMAS will investigate an option to fund a commercial contract to clear these booby-traps as a matter of urgency, if the resources to do the task cannot be found in UNIFIL or the Lebanese Army.

V. OPERATIONAL ACTIVITIES

a) Through UNDP

- Provide technical assistance, training, and logistical/procurement support to the National Demining Office in order to strengthen its ability to plan and coordinate the national mine action plan.
- Assist the NDO with the processes of quality control, quality assurance, registration and accreditation of mine action organizations working, or applying to work in Lebanon, through the provision and funding of technical expertise to train and develop these skills at the NDO.
- Promote and assist the NDO and the Lebanese Army with the adoption of the International Standards for Mine Action (IMAS) in order that the NDO can establish national standards for safe, effective, and efficient mine action operations.
- Assist the NDO to establish Technical Working Groups (TWG) in conjunction with UN Agencies and operators.
- Promote the organization and funding of national Level One Survey – Socio-Economic Impact (Landmines) Study and provide the required quality assurance and certification through the United Nations Certification Committee, in order to provide the Government and the NDO with a sound basis for the planning and prioritization of mine and UXO clearance activities which are fundamental to the development, rehabilitation, and reconstruction needs.
- Provide operational programme assistance for donor coordination and management services for the implementation of various mine-action activities.

b) Through UNMAS

- Provide the NDO with the internationally recognized and accepted Information Management System for Mine Action (IMSMA) Version 2.
- Utilize UNIFIL capacity where possible to strengthen the national capacity and accelerate mine action in southern Lebanon, as outlined in the UNIFIL document “Mine Action in South Lebanon” developed in February 2001 in support of SC Res 1337 of February 2001.
- Assist the NDO to implement demining activities in southern Lebanon by facilitating an arrangement/agreement between NDO/Lebanese Army and UNIFIL for the transfer of knowledge and technical skills through coordinated exchanges and joint operations inside the UNIFIL area of operations.

- Through the coordination services provided by the MACC, assist UNIFIL to use its available capacity to carry out emergency tasks, including the provision of survey, marking, fencing, and clearance tasks within the UNIFIL area of operations.

c) **Through UNICEF**

In the area of mine awareness:

- Provide technical and logistic support to the National Demining Office to ensure that it can plan, monitor and evaluate the mine awareness plan in South Lebanon and West Beqaa.
- Print copies of the posters, brochures and flyers already developed by the National Demining Office, and in conjunction with UNESCO, develop new materials addressed to school children aged 5-8 and 9-12 years.
- Produce spots for television on the dangers of landmines/UXO. These are necessary since television is the most widespread mass media channel in Lebanon and is accessible to all categories of the population.
- Produce billboards carrying mine awareness messages. These will be deployed in the regions that are most at risk from landmines/UXO.
- Organize training sessions for 70 community facilitators in mine awareness education. Those persons will be selected from among the personnel of the Ministry of Social Affairs and from among those of key NGOs.

In the area of victim assistance:

- Procure equipment for physiotherapy to the three institutions that provide services to landmine victims in South Lebanon, and ensure the access to medical services for landmine/UXO victims, by providing in particular a number of walking aids.
- Provide psychosocial support to landmine victims and their families, through training of social workers on psychological counseling and guidance to victims and their families.
- Support to the development of socioeconomic opportunities for the mine/UXO victims. The mine/UXO-affected areas in South Lebanon are economically underdeveloped with relatively low levels of income. Part of the project activities is aimed at improving the socioeconomic status of landmine victims and their families, by giving them vocational training opportunities and seed funding to start small income-generating projects.

d) **Through WHO**

- WHO will contribute to support a project aimed at increasing national capacity in the training of health care providers in South Lebanon. This project will contribute to the reconstruction of the health care infrastructure in South Lebanon by training health assistants to provide basic health services in the cities and villages of south Lebanon. The primary focus of the training will be to recruit and train a total of 30 health assistants, to fill the existing void of basic nursing care to the sick and the general population.
- A proposal for victim assistance will be prepared. An amount of USD 30,000 will be provided as a support to this initiative. It will include activities for effective victim assistance covering the establishment or reinforcement of a surveillance system or other appropriate methods of data collection, promotion of mine awareness and prevention programmes, strengthening of emergency and post-emergency management of injuries, and strengthening of rehabilitation services.

e) **Through UNESCO**

- UNESCO will continue its mine awareness campaign and programme in the schools during the current school year and the coming school year 2001/2002. In addition UNESCO will extend its programme to include development of related curriculum and materials. 190 schools will benefit from this programme.
- UNESCO is planning to organize training workshops for national media in collaboration with the NDO and other key partners (UNDP, UNICEF, Save Children-Sweden). The objective of the workshops is to enhance the role of media in landmine awareness.

f) **Through the International Support Group (ISG)**

- Actively seek financial resources and in-kind contributions with which to accelerate mine and UXO clearance operations in southern Lebanon, through the provision of commercial contracts, NGO contracts, or equipment leasing for immediate deployment on priority tasks.
- Encourage acquisition of critical equipment support and related training to the NDO and the national capacity through bi-lateral resources, including in-kind contributions

of specialist tools; including possible use of mechanical mine machines, mine detector dogs, manual detecting equipment, and personal protective equipment.

- Approach like-minded donors, UN agencies active in the field, and the NDO to support the Government through providing a coordinated donor response, which is responsive to the needs and priorities of the country and the short to medium term development and reconstruction needs.



UN STRATEGY OF SUPPORT TO MINE ACTION BY AGENCY/ACTIVITY

SERIAL	UN AGENCY	ACTIVITY	FUNDING	TIMEFRAME	REMARKS
<i>(a)</i>	<i>(b)</i>	<i>(c)</i>	<i>(d)</i>	<i>(e)</i>	<i>(f)</i>
1	UNDP	Capacity Building Support to the NDO	\$272,000	12 months	Funding not yet secured
2	UNDP	QA/QC Support to NDO	\$480,000	8 months	Funding not yet secured.
3	UNICEF	Mine Awareness including support to NDO	\$245,000	12 months	Plus additional \$50,000 Support Costs including activities in Serial 3.
4	UNICEF	Victim Assistance	\$250,000	12 months	Funding not yet secured.
5	UNESCO	Mine Awareness	\$220,000	12 months	Funding not yet secured.
6	WHO	Victim Assistance	\$30,000	12 months	\$300,000 allocated to health care training in collaboration with AGFUND. \$30,000 for direct action victim assistance.
7	UNMAS	Support to the NDO Provision of IMSMA Version 2	\$50,000 To be funded through MACC Budget	April – May 2001	Currently under assessment and procurement action
8	UNMAS	Direct Support to UNIFIL	\$50,000 To be allocated to UNIFIL for Mine Awareness, Victim Assistance, Marking	April – July 2001	Funding to be confirmed. Method of allocation to be confirmed.
9	UNMAS	MACC Operations UNIFIL AO	\$342,000	Funded to 30 June 2001	Funding to December 2001 to be confirmed
10	UNMAS	Level Two Survey	\$500,000 50% Co-funded by Government of Norway	10 months commencing April/May 2001	Mines Advisory Group (MAG) UK has been given a grant to conduct this activity.
11	UNIFIL	Emergency Clearance	Activities funded through current UNIFIL Budget	April– July 2001	Time frame indicates current mandate period.
12	UNIFIL	Mine Awareness	To be funded through UNMAS Allocation	April – July 2001	\$5,000 As for serial 10
13	UNIFIL	Victim Assistance	To be funded through UNMAS Allocation	April – July 2001	\$5,000 As for Serial 10
	UNIFIL	Mined area Marking	To be part- funded through UNMAS Allocation	April – July 2001	As for Serial 10
14	UN SUPPORT PACKAGE	ALL ACTIVITIES	\$2,439,000	COMMENCEING APRIL 2001	

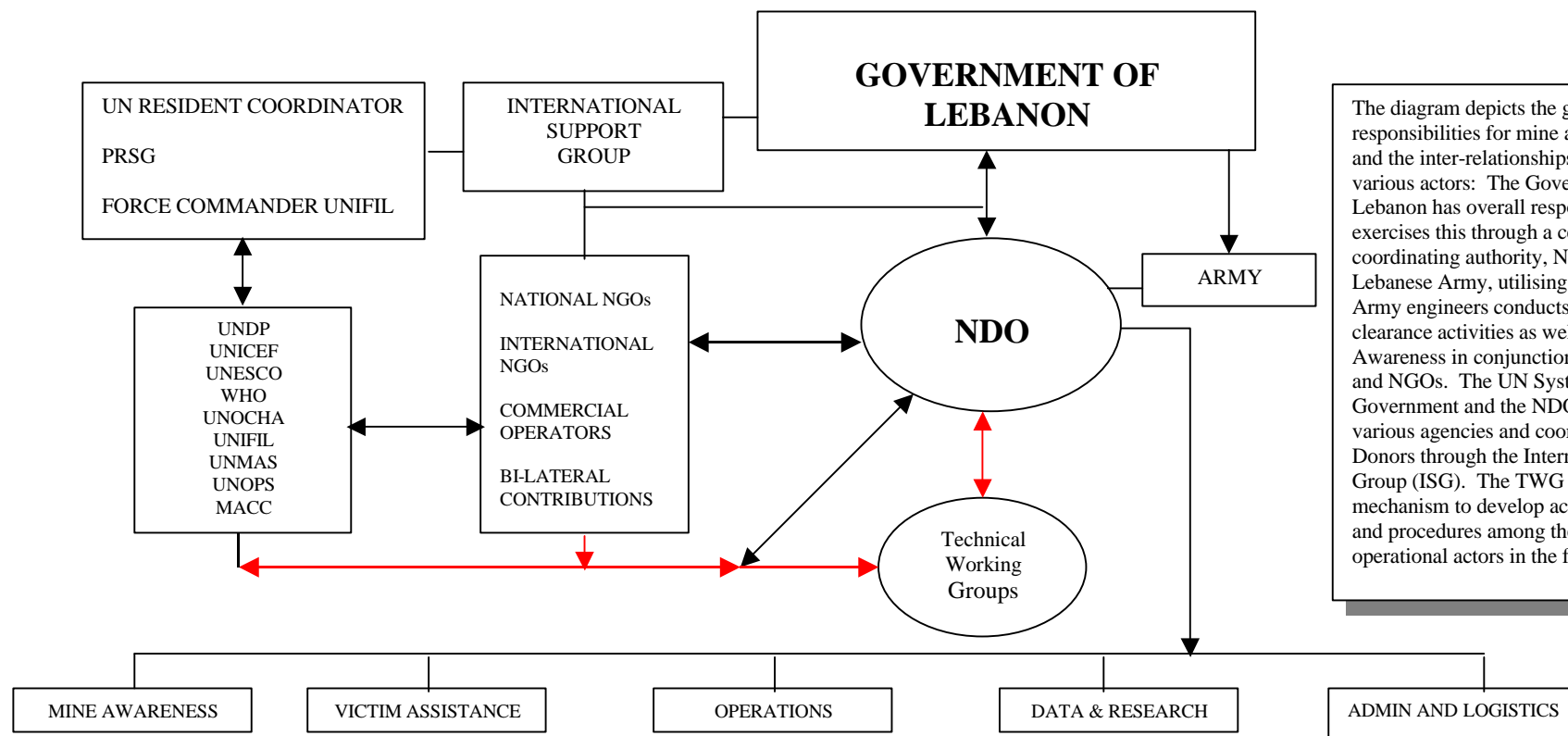


ADDITIONAL PLANNED ACTIVITES IN LEBANON BY AGENCY/ACTIVITY

SERIAL	AGENCY	ACTIVITY	FUNDING	TIMEFRAME	REMARKS
<i>(a)</i>	<i>(b)</i>	<i>(c)</i>	<i>(d)</i>	<i>(e)</i>	<i>(f)</i>
1	Mines Advisory Group (MAG) UK	Phase One. Establish, Train and Deploy 15 x Man Mine Action Team (MAT) Clearance Operations	\$500,000 ECHO funded	6 months	Based in Nabatieh, north of Litani River. Tasking coordinated through NDO.
2	MAG	Conduct Level One Survey- Socio-Economic Survey of whole of Lebanon	\$1,400,000. Possible EU contribution.	Possible start June/July 2001	Funding to be confirmed. Project proposal approved. UNMAS to support Certification. Project proposal also includes follow-up Level Two.
3	To be selected	Phase Two MAT Clearance operations continuation north of Litani River	\$500,000	Continuation of Phase One Activity.	Funding not yet secured. UNMAS to assist in resource mobilization
4	To be selected	Phase Three MAT Clearance south of Litani River, UNIFIL AO	\$500,000		Funding not yet secured. UNMAS to assist in resource mobilization.
5	To be selected	Booby Trap Clearance in UNIFIL AO	\$480,000	Immediate Action required.	Funding not yet secured. Possible commercial contract. UNMAS to assist in resource mobilization.
6	To be selected	Phase Two Survey Operations (Level Two)	\$500,000		Funding not yet secured. UNMAS to assist in resource mobilization.
7	TOTAL		\$3,880,000		\$500K allocated; \$1.4 Million Pledged, \$1.98 Million not yet secured.

OUTLINE RELATIONSHIPS AND COORDINATION IN MINE ACTION

ANNEX C



The diagram depicts the general responsibilities for mine action in Lebanon and the inter-relationships between the various actors: The Government of Lebanon has overall responsibility and exercises this through a central coordinating authority, NDO. The Lebanese Army, utilising the skills of the Army engineers conducts the physical clearance activities as well as Mine Awareness in conjunction with the NDO and NGOs. The UN System supports the Government and the NDO through its various agencies and coordinates with Donors through the International Support Group (ISG). The TWG provides a mechanism to develop acceptable standards and procedures among the various operational actors in the functional fields.

LEGEND

TWG	TECHNICAL WORKING GROUPS	■	UN SYSTEM
■	Operations	■	OPERATIONS
	Mine Awareness	■	GOVERNMENT
	Victim Assistance	■	DONOR SUPPORT
	Database/ Survey		
—	TECHNICAL COMMUNICATION		



FUNCTIONAL GROUPINGS OF KEY ACTORS IN MINE ACTION

This chart shows the main functional areas of mine action and identifies the current actors. It is important to note the linkages from the NDO, with support from the UN System and the ISG, to the actors on technical and policy matters such as standards, quality assurance, certification, and accreditation.

