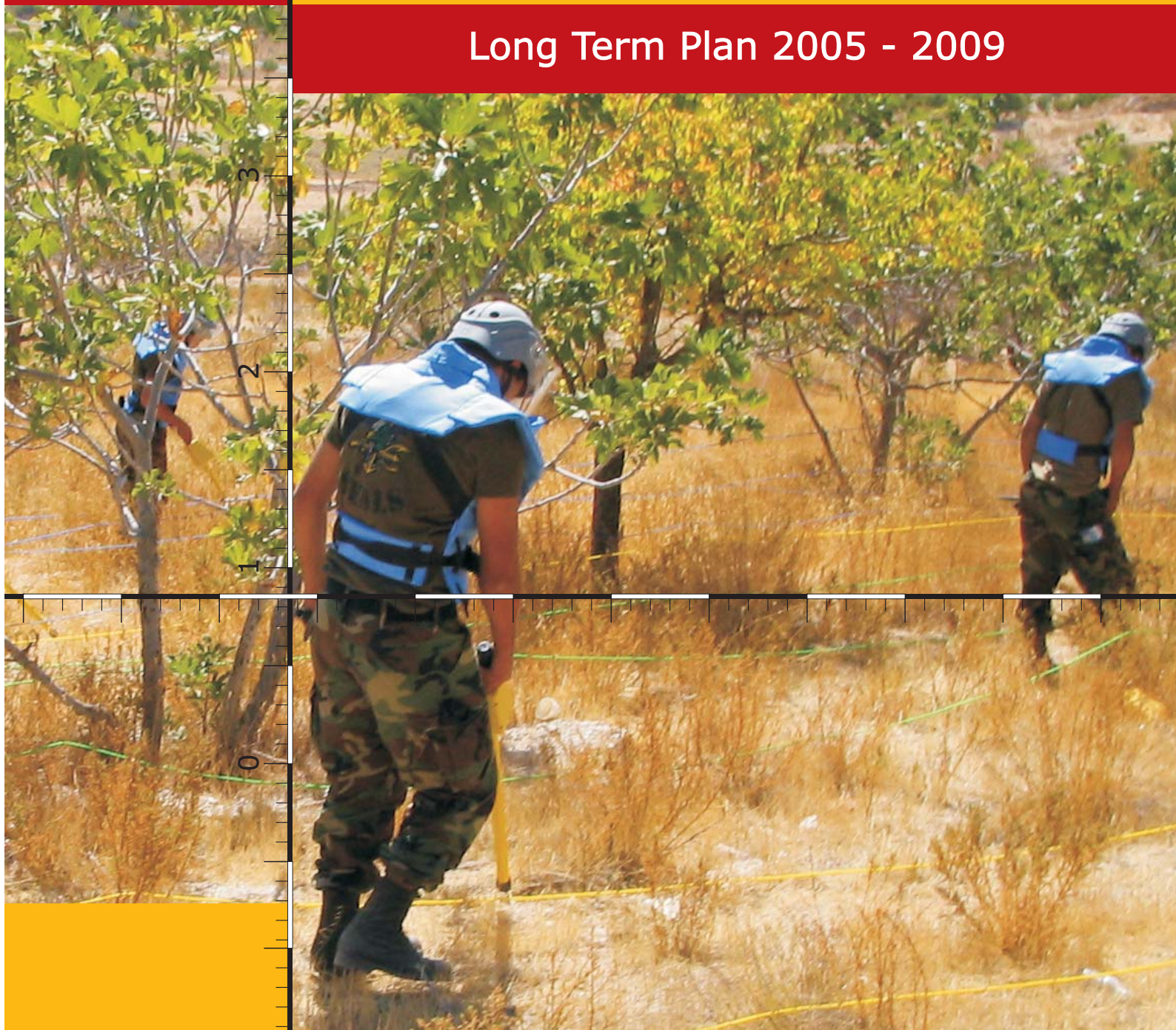




Lebanon Mine Action Plan  
National Demining Office  
Working for a  
Lebanon Free From The Impact Of Landmines

Long Term Plan 2005 - 2009



## References:

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- A. End-state Strategy for Mine Action in Lebanon August 2004 including Guidelines and Direction for Preparing the Long Term Plan 2005-2009 for Mine Action in Lebanon issued by MOD Lebanon August 2004 (Reproduced at Annex A)
- B. "A Guide to Mine Action" Geneva International Centre for Humanitarian Demining 2003
- C. Chapter II National Demining Office Lebanon Policy and Procedures Manual 2004 (Lebanon Mine Action Policy)
- D. Outline Project Charter Lebanon Mine Action Strategic Review MOD 26 December 2003
- E. Project Charter Lebanon Mine Action Strategic Review DNDO 09 January 2004 UPDATES

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## INTRODUCTION

1. The Long Term Plan 2005-2009 (LTP 2005-2009) is a production of the National Demining Office that identifies the total work to be executed during the aforementioned period in the context of the Lebanon Mine Action Program needs. The LTP 2005-2009 outlines defined goals and enabling objectives based on the End-state Strategy for Mine Action in Lebanon. Implementation of the LTP 2005-2009 will be achieved through yearly Individual Work Plans (IWP) coupled with a resource mobilization strategy designed to meet the requirements of mine action in Lebanon.

2. The National Demining Office (NDO) adopts the current United Nations definition of mine action as stipulated in the GICHD publication "A Guide to Mine Action". Mine Action, therefore, refers to "activities which aim to reduce the social, economic and environmental impact of mines and UXO". In the wider context of explanations the Guide to Mine Action states that mine action "is not just about demining; it is also about people and societies, and how they are affected by landmine contamination. The objective of mine action is to reduce the risk from landmines to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine contamination, and in which the victims' needs can be addressed".



## BACKGROUND

3. The 2001-2006 Five Year Strategic Plan was developed in the wake of a changing mine action environment in Lebanon. Many developments and achievements have taken place since the adoption of the 2001-2006 Five Year Strategic Plan including US sponsored programs, Operation Emirates Solidarity (OES), the adoption of project management principles by the Lebanon Mine Action Program through capacity building initiatives and increased technical knowledge. These developments, as well as the delivery of the Lebanon Landmine Impact Survey and the establishment of the End-state Strategy for Mine Action in Lebanon, have necessitated a revision of the 2006 Five Year Strategic Plan in order to reflect ongoing initiatives.

4. A Lebanon Mine Action Strategic Review (LMASR) was conducted by the NDO and the UNDP Capacity Building for Mine Action Assistance Project between November 2003 and June 2004. The LMASR identified the need for the development of policies, standards, strategies, work plans and reporting documentation as part of a new approach that identifies and prioritizes the goals and enabling objectives that will achieve the end-state condition for mine action in Lebanon.

5. The LTP 2005-2009 will implement a documented planning approach with achievable goals and objectives that in order to partially fulfill a portion of the enabling objectives of the Lebanon End-state Strategy (ESS). Subsequent long term plans will be complementary to the LTP 2005-2009 and will be aimed at achieving the end-state condition for mine action in Lebanon within the time period stipulated in the ESS (10-15 years).

6. The LTP 2005-2009 will be supplemented by yearly Integrated Work Plans that will enable the Lebanon Mine Action Program to achieve the goals and objectives of the five year plan. Integrated Work Plans will present corporate, mine action coordination and support plans that will be subject to monitoring and quality management.

## SCOPE OF THE LANDMINE PROBLEM

7. Although the initial contamination of Lebanon is difficult to determine, approximately 150 million square meters of land has been affected by mines and unexploded ordinance (UXO) since 1975. To date, 30 million square meters of land has been returned to the Lebanese people through a combination of Lebanese Army, Operation Emirates Solidarity (OES), non-governmental organization demining resources and the national technical survey. Notwithstanding the work done to date, it is estimated that over 70% of the nation's contaminated land remains to be cleared (This includes a highly contaminated area of Lebanon along the United Nations demarked 'Blue Line' that will not be cleared until the political climate allows)

8. Socio-economic development in Lebanon continues to be substantially affected by mines/UXO. While mine-casualty figures have fallen dramatically since 2001, 35 percent of affected areas have not received mine-risk education and the remaining 65 percent require mine-risk education refresher sessions. Victim assistance continues to suffer from a lack of funding; however, the NDO is supporting the inclusion of mine victim specific language in the treaty on the rights of the disabled through the Ministry of Social Affairs. The NDO continues to support reconstruction and other socio-economic projects Lebanon.

9. The NDO actively pursues the implementation of mine-action pillars through national and international policies, participation in the Lebanon International Support Group (ISG) and establishment of national committees to coordinate mine-risk education and mine-victim assistance and to disseminate information

## VISION STATEMENT

Lebanon free from the impact of landmines and explosive remnants of war.

## MISSION STATEMENT

To maintain a sustainable mine action capability able to solve the Lebanon mine action problem in 15 years through clearance, mine-risk education, mine victim assistance and advocacy according to national, international and mine action best practices.

## PLANNING CONSIDERATIONS

10. For the purposes of identifying the mine action end-state conditions and strategy for Lebanon, the following assumptions were accepted for the development of the ESS. The ESS assumptions apply to the LTP 2005-2009.

**A. ESS Assumption 1. Risk Acceptance and Management and the ALARA Principle:** A level of risk associated with people and animals encountering undiscovered

**Definition of ALARA** The acronym ALARA stands for the phrase "as low as reasonably achievable". This term is used internationally, mainly in reference to radiation exposure levels but also to chemical exposure; however, ALARA can also be described as a work principle or a philosophy and has application to mines and UXO which contain explosive chemicals and the potential to explode. In a risk free or perfect world, exposure to dangerous situations, substances (explosives) or items could be reduced to zero. In the real world, reducing exposure to such threats to zero is usually not practically possible; there are always public policy, technical, economic, practical, or social considerations that result in a small but acceptable level of risk. Human beings usually cannot or will not pay the price to reduce the risks to life or limb to zero; the best way to minimize the impact of mines and UXO is to reduce the potential for exposure to a hazard such as mines and UXO to a level that is ALARA through application of mine action processes using international and national standards and quality work in achieving them. Both prior to,

mines and UXO will remain in Lebanon following the completion of the dedicated mine action program. This is due to the pervasive nature of the conflicts experienced, the variety of munitions employed by all sides, the normal effects of nature and the probability in practical terms that the dedicated mine action program cannot and will not discover and eliminate or mark 100 percent of the mines and UXO that are buried or exist within Lebanon. The existence of mines or UXO, of which the exact nature and location are unknown, is the case in nearly every country in the world that has experienced war or preparation for war, and requires a means to react to the situation. This residual risk is managed by maintaining public reporting systems and explosive ordnance disposal (EOD) capabilities that embody a range of skills providing mine/UXO response and also may service other requirements. Determining what is ALARA, based on national and international standards, is a National decision and will depend upon further technical survey, development progress, analyses, resources and other factors.

**b. ESS Assumption 2: National Commitment and Need for Mine Action.** There is a clear and unchanging commitment by the Government of Lebanon to rid its land of the impact of landmines/UXO. The Government of Lebanon has included mine action in its National Five Year Developmental Plan and commits up to four million US dollars yearly for this purpose. This is related to saving life and limb (humanitarian requirements), and to permit the achievement of an improved quality of life through socio-economic development in all of its required dimensions. So long as this need exists there will be a requirement for the Lebanon Mine Action Program to coordinate the execution of mine clearance operations (clearance, mapping, marking and survey), mine -risk Education campaigns and the provision of assistance to the mine victims of Lebanon.

**c. ESS Assumption 3: Presence of Continuing Mine Action Program Support.** Support for mine action will continue from international and/or national sources until the time that the national capacity is such that full management and technical operation of the LMA Program is able to complete all necessary activities, including generation of resources from appropriate sources, to achieve the end-state mine action goals as defined by the Lebanese Authority, using the principle of ALARA.

**d. ESS Assumption 4: Nature of the End-State Approach.** The approach to define a Lebanon mine action end-state strategy using fixed goals which are a condition for success is valid. Use of this approach carries risks in implementation due to the level of system discipline that is necessary to make the transition to the ESS concept, and the substantive attention to analysis of data, and preparation of the long term plan that is required. Also, some training and familiarity with long-term planning is essential to the process. As long as the long term planning process and defined end-state strategy are adhered to, achievement of the end state is possible.

**11. LTP 2005-2009 Assumptions.** For the purposes of generating the LTP 2005-2009 for Lebanon, the following assumptions are accepted without need of further examination or proof.

**a. LTP Assumption 1:** International Support to mine action in Lebanon will continue during the planning period so that a fully functional, credible and robust mine action organization capable of international representation and attracting donor support as appropriate exists. Resources available are subject to wide fluctuations and will remain the critical factor in the conduct of a mine action campaign in Lebanon.

**b. LTP Assumption 2:** The technical judgment of ALARA for mine action will be made by the Lebanese Government in accordance with international and national mine action standards by mid-2006.

**c. LTP Assumption 3:** As far as national mine action is concerned, the border/Blue Line minefields within the echo road zone will remain under the supervision of the United Nations Interim Force in Lebanon according to agreements between the UN and the Government of Lebanon. Border area mine\UXO data will be recorded in the national IMSMA database as made available by UNIFIL. Planning for removal of these minefields will not be considered as an active part of the national clearance plan except in the case of UN withdrawal. Contingency planning for all mine action activities within the echo road zone, including demining, will remain at the full discretion of the Lebanese Government.

**d. LTP Assumption 4:** Lebanon is a small country; every square metre of land is important. Therefore, physical elimination of known mine\UXO contamination is required. Interim marking of all hazardous areas is required.

**e. LTP Assumption 5:** Close liaison with national governmental authorities including concerned ministries, developmental organizations and planning departments will be maintained in order to produce a concise and coherently structured planning framework that will be in-line with national policies, goals and strategic considerations. Coordination with international organizations, donor countries, institutions and organizations involved in mine action, mine action centers and the Engineer Regiment of the Lebanese Army will also continue.

## **12. Responsibility.**

The Minister of National Defense and Lebanese Armed Forces Headquarters has made the Director, National Demining Office responsible for preparing and implementing the LTP 2005-2009.



**13. Preparation.** Annex A contains the direction and guidelines used in the development of the LTP 2005-2009. The 12 guidelines were extracted from the ESS for Mine Action in Lebanon. In the preparation of LTP 2005-2009, the internationally accepted framework for definitions and mine action philosophy, as well as basic program and project management techniques were used. See references B and C respectively. The Lebanon Mine Action Planning Cycle, as see in Annex B, was used to ensure consistent development of the LTP 2005-2009.

**14. Relationship to ESS.** LTP 2005-2009 is the first long-term plan based on the ESS. UN mine action management theory and current international program and project management methods plus capacity building techniques have been modified to harmonize with Lebanese Armed Forces procedures where needed. As an implementation document, the LTP 2005-2009 remains flexible and responsive to change. However, all changes must converge towards the end-state conditions described through the strategic goals and objectives of the ESS.

**15. Estimating Techniques.** The NDO assessment as of June 2004 for the amount of time required to achieve the end-state conditions at current funding levels is estimated at ten years, or two or three evolutions of long/medium term plans. Completion of the ESS priority activity, the national technical survey including verification and area reduction, will eventually allow more accurate computation of the remaining clearance

work required. This level of information is essential to estimate the costs of achieving the ESS. Therefore, it is a credible basis for attracting financial support and a reduction in the ten-year estimated time requirement.

**16. Communications and Public Relations.** The existing function of communications and public relations is the responsibility of the Director, NDO and is subject to the regulations of the Directorate of Orientation of the Lebanese Army. The establishment of an independent communications and public relations section that provides an international and national multi-medium coherent public outreach information system shall be included in the LTP 2005-2009.

**17. Resource Mobilization.**

a. The success of the Lebanon Mine Action Program is very much dependant on resource mobilization. As the Government of Lebanon does not have an allocated budget for mine action and the expenses of the NDO are covered through the budget of the LAF, it is imperative that the LTP 2005-2009 contains goals and enabling objective based on a realistic level of resource mobilization. The International Support Group meetings will continue to be used as a forum for resource mobilization on the national level.



b. A new policy that involves direct participation of the NDO in resource mobilization needs to be adopted. The LMAA supports the creation of a National Mine Action Trust Fund for Lebanon that will be used as a pool of funds to be used for mine action.

**18. Capacity Building Mine Action and Management of Mine Action.**

a. The focus of the capacity building initiatives towards the NDO have been the strengthening of the indigenous technical knowledge of the national capacity in the field of mine action and the transition of the Lebanon Mine Action Program to a nationally run stand alone program.

b. Capacity building assistance to the NDO has been provided by the United States Departments of State and Defense and by the United Nations Development Programme (UNDP) and the United Nations Mine Action Service (UNMAS). The NDO will continue to rely on capacity building assistance during the implementation of the LTP 2005-2009, with the goal of reduction of such support as quickly as possible.

**19. Adjustments to LTP 2005-2009.** LTP 2005-2009 will require constant adjustment according to circumstances such as available resource levels, availability of technical support and the normal influences of national and international political, technical and social developments.

**20. Relationship to Integrated Work Plans.** The annual corporate work plan (Integrated Work Plan (IWP)) which is based on the LTP 2005-2009 will usually remain valid throughout its life of one year since plans will be based on resources available and information related to the near future. This plan includes all activities required to plan, implement, support, and otherwise enable mine action in Lebanon.

## **PRIORITIES**

**21. LTP 2005-2009 Mine Action Priorities.** The mine action priorities for Lebanon are: 1) Humanitarian; 2) Developmental 3) Mine Victim Assistance 4) Mine Risk Education and 5) Elimination of the mine\UXO problem in Lebanon. Long Term Plan 2005-2009 priorities in support of these major national priorities are:

**a. LTP Priority 1:** Planning and implementation of a national technical survey, in support of more rapid development and based on a stand alone capability (that following survey completion will become a clearance resource), within two years and according to national and international standards to verify, reduce mark and otherwise quantify the remaining mine problem in Lebanon.

**b. LTP Priority 2:** Maintenance of a humanitarian mine action response capability capable of deployment anywhere in Lebanon; and capacity building of the national mine action capability.

**c. LTP Priority 3:** Coordinating mine action in Lebanon to save life and limb as a first priority and in support of the national developmental priorities that have been produced by the Government of Lebanon as a second priority taking into consideration the impact of mines/UXO on socio-economic development and the displacement of people.

**d. LTP Priority 4:** Providing assistance to mine victims through the coordination of mine victim support provided by concerned ministries, international and national governmental and non-governmental organizations and institutions.

**e. LTP Priority 5:** Coordinating Mine Risk Education activities in Lebanon to reduce the occurrence of mine incidents and accidents amongst the community using a holistic approach that involves the launching of MRE campaigns, the training of key MRE activists and the integration of MRE into the national educational system of Lebanon.

**f. LTP Priority 6:** Elimination of the impact of mines\UXO on the country through humanitarian mine clearance (marking, fencing, mapping, and survey based on national and international standards) and mine action best practices.

## **GOALS AND ENABLING OBJECTIVES**

22. Overarching End-state Goal and Goals and Enabling Objectives of the Long Term Plan 2005-2009 for Mine Action in Lebanon are as follows:

**a. Goal 1 Humanitarian Demining:** Reduce the impact of 100% of the estimated mine/UXO high and medium threat impacted areas identified by the 2003 Landmine Impact Survey (LIS) according to ALARA (As Low as Reasonably Achievable) and best practice safety guidelines.

## **Enabling Objectives:**

**Enabling Objective 1.1.** Define ALARA through a thorough research approach and according to the recommended options and variables.

**Enabling Objective 1.2.** Establish a quick reaction humanitarian mine action capability with the full range of demining, community liaison and education capabilities able to deploy or re-deploy on 16 hours notice anywhere in Lebanon

**Enabling Objective 1.3.** Remove the impact of 100% of the high and medium estimated mine\UXO impacted areas by 2009, according to ALARA and international and national standards, through the conduct of a technical survey for the purpose of defining boundaries, marking or fencing needed areas, area reduction and clearance.

**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.

**Enabling Objective 1.5.** Development of the Lebanon Mine/UXO humanitarian clearance standards, based on the International Mine Action Standards (IMAS), through the revision of the Lebanon Technical Safety Guidelines (TSG) for Humanitarian Mine Clearance, and fully compatible with existing or newly developed national laws or technical standards and regulatory processes as defined in Goal 4.

**Enabling Objective 1.6. Increase the operational planning and execution capacity of the Lebanon Mine Action Office (see Enabling Objective 4.6) to include operational project planning and control, mine action accreditation, contracting and quality control and assurance.**

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

## **Goal 2 Enabling Objectives:**

**Enabling Objective 2.1.** Integrate Mine Risk Education sessions into the national school curriculum in coordination with the Ministry of Education.

**Enabling Objective 2.2.** Train and build a MRE capability within the Ministry of Social Affairs that can participate in refresher campaigns and can function independently in the course of achieving an End-state condition for mine action in Lebanon.

**Enabling Objective 2.3.** Establish a hotline for the efficient transfer of information with a database of all contact information of mine action activists and involved NGOs.

**Enabling Objective 2.4.** Implement yearly refresher campaigns amongst the main targeted groups in Lebanon.

**Enabling Objective 2.5.** Develop the Lebanon Mine Risk Education National Standards that will incorporate lessons learned and comply with international standards.

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

**Goal 3 Enabling Objectives:**

**Enabling Objective 3.1.** Advocate in coordination with the Ministries of Social Affairs and Health the provision of funding by the Government for the implementation of the "Access and Rights of the Disabled" law.

**Enabling Objective 3.2.** Coordinate the functions of the National Steering Committee for Mine Victim Assistance through the allocation of victim assistance projects including the provision of prosthetics, orthopedics, micro-credit grants and psychological rehabilitation.

**Enabling Objective 3.3.** Development of the Lebanon Mine Victim Assistance National Standards.

**d. 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 documentations and advocacy approaches.

**Goal 4 Enabling Objectives:**

**Enabling Objective 4.1.** Advocate through high level coordination with the concerned ministries and mine action stakeholders for the adoption of mine action best practice principles.

**Enabling Objective 4.2.** Develop mine action publications including a national policy for mine action, national country specific standards that are in line with international standards, work-plans and reports.



**Enabling Objective 4.3.** Establish the new structure of the National Mine Action Coordination function to include policy and legislative measures.

**Enabling Objective 4.4.** Establish a fully nationalized mine action regulatory policy and system harmonized with international mine action standards.

**Enabling Objective 4.5.** Establish international program and project management principles and processes as a standard operating system in the NDO

**Enabling Objective 4.6.** Conduct restructuring initiatives at the NDO to be gradual and consistent with the developing Lebanon mine action requirements.

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

#### **Goal 5 Enabling Objectives:**

**Enabling Objective 5.1.** Coordinate donor support initiatives through the adoption of a direct and transparent donor relations approach. This approach will require the NDO to build on personal relations with donors through the exchange of information and visits; boosting the donor's sense of confidence towards the NDO.

**Enabling Objective 5.2.** Represent Lebanon at international mine action fora and establish Lebanon as a source of mine action expertise suitable for deployment internationally. The NDO, through its attained knowledge in high level coordination of mine action projects, shall offer its advice and share its experiences with other international mine action projects. In addition, Lebanon as a pioneer country in adopting an end-state approach to solve its mine problem shall present itself as a leading model in the world of mine action and shall participate, if required, in international mine action symposiums, conferences and training programs.



**Enabling Objective 5.3.** Support the establishment of a Lebanon Mine Action Trust Fund (LMATF). The LMATF will be used as a pool for resource mobilization through which both international and national donors could support mine action in Lebanon. The trust fund will be managed and monitored according to international standards in a transparent manner and would be used for funding the LMAP according to the prioritization process of mine action needs in Lebanon.

**Enabling Objective 5.4.** Support the establishment of a Lebanese demining Non-Governmental Organization (NGO). The Lebanese demining NGO will be used to increase existing national mine clearance resources that could be tasked to conduct humanitarian mine clearance both nationally and internationally according to mine action best practices. The NGO will also facilitate in exposing the Lebanese programme to international donors and mine clearance NGOs.

**Enabling Objective 5.5.** Advocate and support the allocation of budgetary funds for mine action by the Government of Lebanon. This budget should be independent of the Lebanese Army Forces allocation for the support of mine action and should reflect Lebanon's commitment to mine action in the context of a developmental framework. The inclusion of civilian support to the mine action in Lebanon could be supported under this enabling objective.

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

#### **Goal 6 Enabling Objectives:**

**Enabling Objective 6.1.** Development of periodic newsletters and publications encompassing the developments of mine action in Lebanon.

**Enabling Objective 6.2.** Coordinate the development and presentation of the Lebanon Mine Action Program as a regional mine action training and development center for mine action.

**Enabling Objective 6.3.** Update the NDO website for the dissemination of coherent and concise mine action information with linkages to electronic mine action networks.

## PLANNING CALENDAR

23. Benchmarks for the LTP 2005-2009 are attached at Annex E. Only the major activities and goals associated with the completion of enabling objectives and goals are listed. Yearly IWP will have detailed calendars for each year included as of the IWP 2006.

24. Options for major mine action activities are resource dependent. Contingency plans will be developed for multiple scenarios including the development of a project management/operations organization to undertake the planning, control and quality assurance aspects of large scale projects. The completion of the national technical survey will aid in the development of discreet projects that can be tailored to meet excess capacity in either in-kind or international resources.

## SUPPORT RESOURCE MOBILIZATION

25. The ability to complete the enabling objectives and reach the goals listed in the LTP 2005-2009 is almost entirely dependent on the resources available for mine action operations. The Government of Lebanon is currently not capable of meeting the resource requirements for the LTP 2005-2009, nor is the Government of Lebanon capable of internally allocating the resources necessary to reach the end-state for mine action in Lebanon in a reasonable time. It is expected that external resource support will be necessary to reach the goals of the LTP 2005-2009.

26. Operation Emirate Solidarity provided the Government of Lebanon with a generous single donor which enabled the completion of a unique project. In this time of increased demand for donor resources, it will likely be difficult to locate donor of this magnitude in during the planning time associated with LTP 2005-2009. Therefore, the goals listed in LTP 2005-2009 have been designed to be achievable within the structure of a moderate level of donor funding. However, the completion of enabling objectives like the national technical survey will enable the NDO to better plan for projects and provide donors with an increased level of accuracy in the resource requirements for mine action tasks.

27. Changes in levels of resources mobilized for mine action projects will directly influence the goals and enabling objectives of the LTP 2005-2009 as well as the completion of the ESS. Under funding of the mine action programme will prolong mine action activities; causing increased risk of additional mine/UXO strike casualties and slower socio-economic rehabilitation of contaminated areas. Funding beyond the current scope of mine action activities can be easily absorbed, at the donor's discretion, by the development of addition mine action tasks or be incorporated into the trust fund for future tasks.

## CONCLUSION

28. The LTP 2005-2009, as part of a documented planning approach with a set of achievable goals and enabling objectives, will ensure that the path to the ESS for mine action in Lebanon is followed using current mine action theory and modern program and project management methods within a framework of socio-economic rehabilitation for the nation. The ability to utilize available resources in a transparent and cost-effective manner will place the NDO in the advantageous position of mobilizing all possible resources to achieve the stated goals while generating a sustainable policy and resource framework for the future.

29. The success of the LTP 2005-2009 will depend on its subsequent implementation via the detailed direction received through the yearly issued Integrated Work Plans. Although the success of the LTP 2005-2009 is dependent on the amount of resources mobilized for mine action purposes, the realistic goals and enabling objectives are achievable utilizing historical levels of support from the international community.

## **List of Annexes**

- Annex A. Implementation Direction and Guidelines for the End-state Strategy for Mine Action in Lebanon
- Annex B. Lebanon Mine Action Program Planning Cycle
- Annex C. Program and Project Management Principles and Processes
- Annex D. Conceptual Framework for Mine Action in Lebanon
- Annex E. Benchmarks 2005-2009
- Annex F. LTP 20065-2009 Resource Mobilization

## **Annex A: DIRECTION AND IMPLEMENTATION GUIDELINES TO BE APPLIED IN THE DEVELOPMENT OF LONG AND MEDIUM TERM AND ANNUAL MINE ACTION PLANS INCLUDING PRIORITIES FOR MINE ACTION IN LEBANON**

1. **Direction:** The Director NDO is responsible for development of the Lebanon Long term Mine Action Plan 2005-2009 in accordance with this End-state Strategy and Guidelines by 30 November 2004. He is also responsible for proposing options for organizational changes in line with the Conceptual Framework for Administration of the Lebanon Mine Action Program (Annex E) to enable this end-state strategy efficiently and cost effectively. General implementation and organizational options should be generated to allow approval by 31 October 2004. General options from the LMASR Process to enable the implementation of this ESS including organizational and infrastructure implications are required by 30 August 2004. The selected and approved option incorporating the concept for the Long Term Plan 2005-2009 and the organizational adjustments required to support implementation of the 2005-2009 Plan will be introduced using a phased introduction with a transition period extending to full implementation commencing in early 2005. The Director will also prepare attendant support plans and reports as necessary together with a general resource generation concept to support the LMAP End-state Strategy and, in particular, a focused resource mobilization plan to enable quicker solutions using the flexibility inherent in the Lebanon Long Term Plan for Mine Action 2005-2009.

2. **Implementation of the ESS General.** The LMAA guidelines and specific direction which follows shall be incorporated into the Lebanon Long Term Plan for Mine Action 2005-2009 and all other plans as may apply. The general approach to be used wherever possible will be to follow the same structure as used to express the mine action end-state strategy goals and their enabling objectives. Additional activity-specific factors and information plus the conclusions reached during the Lebanon Mine Action Strategic Review process are also part of the platform for developing the Long Term Mine Action Plan 2005-2009. Additional information, such as historical data, analysis and planning tools and data such as the Landmine Impact Survey 2003 also will be used. Reference will also be made to the Lebanon Mine Action Strategic Review (LMASR) Analysis Report conclusions.

3. **Enabling Activities and the Need for Effective Management as an essential mine Action Enabling Function:** Essential elements include general management and coordination including policy, regulatory, planning and operations functions including assessment; information management with a focus on the IMSMA; active and effective mobilization and prioritization of resources; human skills development and training including management training and quality management. Funding for these activities is essential to LMAP success.

4. **Implementation Guidelines and Direction including Priorities and Determination of ALARA for Lebanon.** These will be applied throughout the Lebanon Mine Action Program.

a. **Guideline 1: Apply National Mine Action Priorities**

The following **Mine Action Priorities for Lebanon** will be used in the development of mine action plans with effect from August 2004.

1) **National Mine Action Priority 1:** Reducing loss of life or injury from mines/UXO through application of the national humanitarian demining and MRE capabilities as may be required

2) **National Mine Action Priority 2:** Mine action assistance to socio-economic development in accordance with the national development plan.

3) **National Mine Action Priority 3** Provide assistance to mine/UXO victims through direct (coordination) and indirect (lobbying and representation) support.

4) **National Mine Action Priority 4:** Reduce the overall threat of mine/UXO contamination permanently according to the ALARA principle as nationally defined\*.

**\*LEBANON: ALARA for Mine Action:** Determining what is ALARA for mine action based on national laws and standards and international mine action standards is a National decision and will depend upon further technical survey, development progress, resources and other factors. The Director NDO is responsible for preparing draft technical levels (for approval by mid 2006) associated with mine/UXO clearance, hazard awareness and mine risk education and national marking or other protective measures as may be necessary.

**b. Guideline 2: Continue use of International Mine Action Standards and Maintenance of Support to International Mine Action.** International Mine Action Standards (IMAS) will continue to be used as the basis for development of national technical guidelines, procedures and protocols. Where national participation in international fora will permit a contribution of national mine action experience or other benefit, the LMAP will continue to be represented internationally. Additionally, mine action administrative, technical and operational policies and procedures will be developed in accordance with national laws and technical standards and include application of international mine action standards. Harmonization of standards will be achieved. Where considered beneficial to improved international or national communications concerning mine action issues, use of international terminology and approaches is encouraged strongly.



**c. Guideline 3: Use all Mine Information Data Lebanon Landmine Impact Survey (LIS) and IMSMA.** The existing data will be used as necessary for planning. Where advisable, data analysis will be used to update planning figures and provide more accurate estimates for project proposals. The Lebanon Landmine Impact Survey provides a national ranking of mine/UXO impact on the Country. There is also additional IMSMA data concerning cleared land, dangerous and suspected dangerous areas. This data will provide a level of planning accuracy not normally available and must form the basis for the initial Lebanon Long Term Plan for Mine Action 2005-2009.

**d. Guideline 4: Support Socio-economic Development Plans.** Mine action supports the central national priority of socio-economic development which is the responsibility of the Lebanese Government through the Council for Development and Reconstruction. Pro-active close coordination and cooperation with the development entities will be

maintained and factored into plans according to national development and mine action priorities.

e. **Guideline 5: Continue, and accelerate Resource Mobilization.** The Lebanon Mine Action Authority will continue to fully support the International Support Group (ISG) for Mine Action in Lebanon, formed in 2001, and to be chaired by the Minister of National Defence. To fulfill the role of macro level donor coordination and provision of mine action information it will continue to be supported by a UNDP provided Secretariat based on the NDO UNDP Advisor Office. All mine action resource mobilization activities within Lebanon will be coordinated first with the Director NDO. A clear resource mobilization strategy based on Reference XXX will be developed and included in both the 2005-2009 long term plan and annual IWPs. Resource mobilization will be based on solution oriented proposals to achieve the ESS.

f. **Guideline 6: Use of Program and Project Management Principles and capacity building through National Staff Training and Human Skills Development.** Program and project management principles are internationally understood and have been adapted to meet the needs of the LMAP and NDO to work in Arabic and to communicate in English internationally. International communication is essential to maintaining international support for the Lebanon Mine Action Program. This includes the program planning and control system adopted in 2004. Some basic training of LMA Program staff at all levels is required to support an appropriate level of activity and efficiency that will enable effective resource mobilization and the end-state to be achieved in as short a time as possible, and thus to allow Lebanon to develop more quickly. Continued participation in UN and other mine action training is required. See also Guideline 12 at sub-paragraph k.

g. **Guideline 7: Implement Mine\UXO Survey, Verification, Area Reduction and Marking on a priority basis.** The Lebanon Land Mine Impact Survey estimate of the remaining mine\UXO problem currently estimated at more than 130,000,000 square metres of land requires a much increased level of follow-on technical survey, area reduction, verification and marking work. The figure quoted represents what the LIS lists as the land actually *believed to be contaminated by those who live in the affected areas*, the technical reality of which remains unknown. Available mine/UXO data contains known contaminated areas, areas suspected by mine action survey to be contaminated and areas that people living within believe to be contaminated (LIS data). There are also unknown areas not yet discovered which will form part of the residual threat.

1) A focused approach leading to the end-state solution for clearance work in particular, and full application of ALARA is required to quantify the amount and type of work remaining before the Program can be wound down. This is necessary so that proposals acceptable to donors can be planned.

2) Extensive survey work is required including verification of areas believed to be contaminated, area reduction of suspected and known contaminated areas and, related to casualty reduction and safety, plus a national campaign to mark surveyed and known dangerous areas. This is especially so in the wake of the major clearance effort achieved by the OES Project 2002-2004. *Therefore priority will be placed on establishment of a stand-alone national survey project to accomplish this on complete solution basis by mid-2006.*

h. **Guideline 8: Establish Cost Control and Value for Money as Operating Principles.** Increasing competition for mine action resources means that Lebanon will have to demonstrate its ability to solve the mine/UXO problem in an efficient and timely manner. Program control methods provide transparency and assist effective planning and implementation based on a national solution. The NDO planning system established

in 2004 fosters transparency, assists in maintaining priorities and permits an ordered approach to seeking donor support while protecting against piecemeal or inappropriate short term fixes. Project proposals must demonstrate cost effectiveness and all plans will include a cost capture and reporting mechanism that records both donated and in-kind costs (standard cost table to be developed).

i. **Guideline 9: Provide for Sustainment.** Adequate resources must be earmarked for sustainment of all needed mine action or enabling capabilities in accordance with the plans to achieve end-state conditions. This is particularly so for capabilities requiring a planned program to maintain proficiency of individuals and animals such as use of mine detectors, mine detection dogs and EOD skills. Sustainment and maintenance of equipment and vehicles will also be considered.

j. **Guideline 10: Obtain International Technical Advice (SME).** Where needed, plans will include a technical advisory requirement that will include an exit strategy for international advisors. As of mid-2004 the following international technical advice is required: Chief Technical Advisor (to Director NDO); Senior Operations Advisor; Demining Planning Advisor; Demining field technical advisors; Quality Assurance Advisor, Donor and Public Relations Advisor; project Advisors; Information Management Advisor. Notwithstanding the existence of several of these advisors under various arrangements, a backstop plan will be developed under the long term UNDP Capacity Development Project 00013399 to provide the full suite of advisors required.

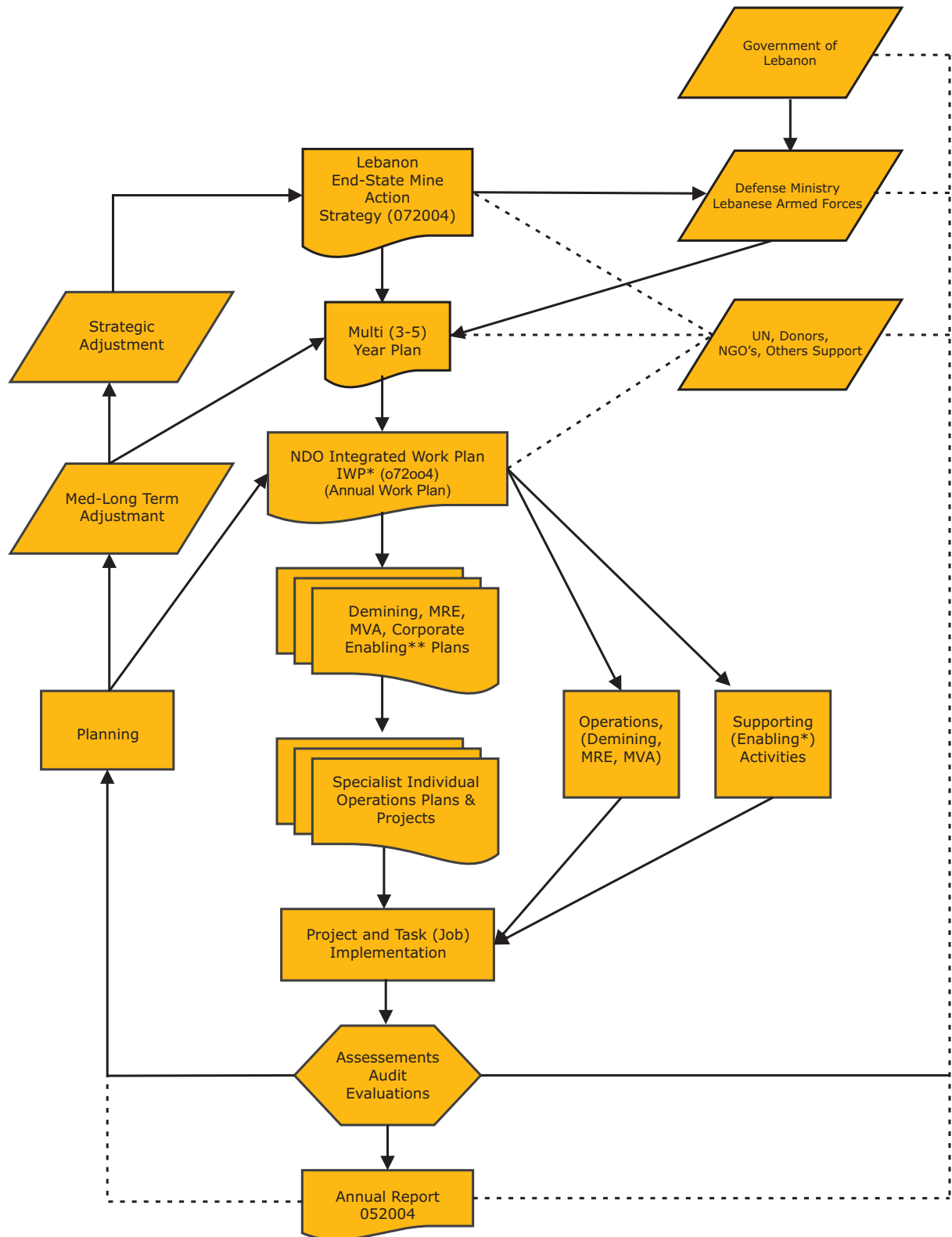
k. **Guideline 11: Employ Civilian National Subject Matter Experts (SME) in the Mine Action Program.** The nature of military service demands that personnel are trained and ready to fulfill their roles in support of the LAF missions of national defense, security and support to national development. Maintaining continuity of personnel in the mine action organization may often be difficult. Therefore, where necessary, employment of civilian SMEs is authorized to provide continuity, training and specialized support in key functional areas. Consideration will be given to how the costs of this support can be lowered through donor involvement, especially where this approach may be suitable to replace an international position, and of the longer term effects such as supporting salary costs for several years.

l. **Guideline 12: International and National Communication.** Mine action is strongly supported internationally, including financial, technical and administrative elements. Communication internationally is therefore an important factor in the conduct of the LMAP. While communication in Arabic is the normal means of conducting national work within the program, the demonstrated need also exists to communicate in English to the international community both resident in and external to Lebanon. The means to do this effectively will therefore be included as a fundamental requirement so long as the need exists.

# Annex B: Lebanon Mine Action Program Planning Cycle

(Planning, Organizing, Implementing, Reporting, Reacting)

Reference: NDO Lebanon Policy & Procedures Manual 2004



Legend: \*\* Enabling activities support or make possible other activities  
 \* Lebanon Mine Action Program Control document: Contains NDO corporate enabling and mine action plans.



## ANNEX C: Excerpt from NDO Administrative Instructions (AI) Lebanon Mine Action Program and Project Management System

### Introduction and Background Mine Action Program Management

1. Internationally, the concepts of program and project management are among the major approaches to managing enterprises. As an enterprise, the Lebanon Mine Action Program (LMAP) matches the internationally accepted description of a **Program\*** because it is: complex; large; using a program office (the NDO); geographically dispersed; using contractor services; assuming a total life cycle perspective (the end-state strategy) and, finally, it is visible to the public and uses many projects to accomplish its purposes. *This is in contrast to a **project\*\***, which is "a temporary endeavour undertaken to create a **unique product**, service or result".* Also see "Notes" below.

### NDO Program Control

2. To help meet the need for program control measures that will facilitate efficiency and management of ongoing processes and individual activities, the NDO has adopted a **program and project management approach** (see paragraph 7 below) that will facilitate overall coordination and/or enable identification of discrete types of activities in the mine action program. Note that a program can also exist at a lower level, as in a "Mine Risk Education Program", which itself can exhibit several or all of the characteristics of a program as described at paragraph 1.

3. Overall and continuing mine action **coordination** is the primary mission of the NDO. This overall coordination requirement is enabled in part through the employment of **pure operations functions** (see paragraph 7 below) such as planning, coordination and control and project inventory management. In general, the term "operations" can also describe the activities within a particular function, such as the activities needed to *operate* the administrative function.

4. The overall coordination needed uses an approach that identifies, manages, and coordinates all of the activities that make up the mine action program. Some useful activities and methods contribute to enabling effective coordination including the Lebanon mine action end-state strategy and longer term plans, an efficient annual planning and reporting cycle and a project identification system for projects within the program or supporting the program. Cost and budget information will normally be provided within each project document, including identification of in-kind support required. All of the projects planned by the NDO or executed through the NDO will appear on the **LMAP Master List of IWP Projects** (attached to this IWP as Annex H). The NDO project numbering system for this list is described below and is controlled through the NDO Information Management Section as follows:

a. **Identification of a Project and the LMAP Master List of IWP Projects.** Once the project (not an ongoing activity) is identified as a planned project and accepted as so by the Director NDO (and which may not yet have a funded budget), a project number is assigned by the Operations Section from the **LMAP Master List of IWP Projects**. This List contains a Project Status Code such as planned, (implementation or closed...see paragraph 4b below) that identifies the current status of a particular project. Note that once a Project is finally approved and funded and implementation has begun, the project status changes from "planned" to "Implementation" and then to "Accomplished" once the project mission is achieved. The project cannot be closed until it is certified by the Director NDO or Project Sponsor that all financial, reporting and other obligations have been met. Once these actions are complete the project is "closed" and the status changed. *Note: The Project Sponsor is the individual or organization which is overall responsible for the project; this is often who is paying for the project but not necessarily. Note that the*

project is controlled through the appropriate NDO Section and implemented by the Project Implementer, who designates the Project Manager. (Example: Clearance by MAG as implementer of a clearance project, the MAG STA for Lebanon is the Project Manager). The project Sponsor is the Donor, who may request that the Director NDO act on their behalf.

b. **Accomplished Status and Closed Status.** Accomplished status means that the project deliverable (product or action) is received or completed. Closed projects are changed to status "Closed" when the project Sponsor and Director NDO are satisfied that all administrative and reporting requirements are complete including actions such as budget and accounting, handovers and completion certificates, and that the project deliverable requirement is met. Once the paperwork and bills are finished and paid the Sponsor/Director NDO will approve the closure and the closed project is placed on a **LMAP Project Archive "Closed Projects"**.

c. The status of "**Cancelled**" means a project has been deleted and will not be undertaken for at least one year or not undertaken ever. The system administrator will cancel projects and file them in a **LMAP Project Archive "Cancelled Projects"**

5. All of the projects planned by the NDO or executed through the NDO will appear on the **LMAP Master List of Projects**; these projects will be numbered using the following method:

a. the initial designator "**IWP**";

b. followed by a number consisting of the **project serial number** beginning each year at the number "1" and followed by the year in full (e.g. **1-2004, 2-2004...**) *This number is automatically controlled and cannot be changed or erased*;

c. the **major activity designator** for the project type (as listed below at paragraph 6a) followed by a hyphen (e.g. **DEM for demining or CPM for corporate management related projects or TRG for training projects**);

d. the **sub-activity designator** (as listed below at paragraph 4b2) for the detailed project activity (e.g. **CLM mine clearance-manual or technical development TDL or information management**);

e. Enter the **Project Implementer** (e.g. **UNDP, MAG, IMI, NDO, GOL, IMSECT, OPER or as needed**), followed by a hyphen;

f. Project Dates; Enter the dates when the project is accepted by the Director NDO as part of the LMAP. Enter the planned completion date for the project; if unknown enter 00/00/00

g. Note that once a project is funded the **project status** changes from "Planned" to "Implement" and finally to "Accomplished" and then "Closed" when the project is finally closed as described at paragraph 4b.

h. Enter the **Project Title**: *{insert descriptive name of the project}*, project titles (names) should accurately describe the intended outcome or service provided by the project.

h. Example project number:

**IWP 1-2004 DEM-CLM-IMI - 15/03/04-15/06/04-  
Project Title: Clear 60,000 m2 Land in Nabatieh**

6. Project Codes are as follows:

a. **Major Activity** codes are for the pillars of mine action from the GICHD publication "A Guide to Mine Action" and enabling functions;

1) Demining	DEM
2) Mine Risk Education	MRE
3) Mine Victim Assistance	MVA
4) Advocacy	ADV
5) Training	TRG
6) Corporate Management	CPM
7) International Support	ITL
8) Other or Miscellaneous	OTM

b. **Sub-Activity** (Project Detailed Type):

1) Mine Clearance - Manual	MCL	10) MVA Coordination	CRD
2) Mine Clearance - Mechanical	MCM	11) MVA Other	VMS
3) Mine Clearance - Dogs	MDD	12) Technical Development	TDL
4) Impact or Technical Survey	TIS	13) Regulatory Function	REG
5) Area Reduction	ARR	14) Information Management	IMT
6) Marking	MRK	15) Technical Development	TDL
7) MRE Campaign	CAM	16) Capacity Development	CAP
8) MRE Refresher	REF	17) Omnibus(+ different elements)	OMM
9) MRE Miscellaneous	RMS	18) Other	OTH

## **Definitions**

7. *Program and project management terminology is specific and necessary for clear reference to activities and for control purposes. The notes below reflect standard program and project management accepted definitions. The book titled "Project Management Memory Jogger" and other references are available in the UNDP advisor office on a loan basis, as are other reference books.*

a. How to tell a program from a project? *A program usually involves several projects and these characteristics:*

- 1) *A program is ongoing;*
- 2) *The program purpose is related to an outcome or future state of being rather than a specific deliverable;*
- 3) *The cost and time may not be specifically known or specified;*
- 4) *Programs are complex and require ongoing support functions such as operations, logistics and specialized functions that endlessly perform their functions as long as the program exists. A big part of the Program is operations and maintenance of the activity. In a project, operations and maintenance are not a part of the deliverable.*

b. A project from a program? *A project differs from a Program in that it has three main characteristics:*

- 1) *A project is a temporary, organized effort that creates a unique product service, process or plan.*
- 2) *A project has a clearly defined purpose and deliverable*
- 3) *The cost and time (start and finish) are specified (may be expressed as amount of work*

*in time available).*

*c. How to tell a program or project from an operation? An operation is an ongoing function that acts to coordinate, control and ensure necessary support is provided as directed by a program or project manager. It constantly repeats its function whereas a project does not.*

*1) While a project is a temporary, organized effort that creates a unique product service process or plan, the operations function goes on after a particular project is finished. It does not have a deliverable but is used as a tool to facilitate the overall goals of the program. The purpose of operations is to support the program and the constituent projects; any program function can have "operations" going on.*

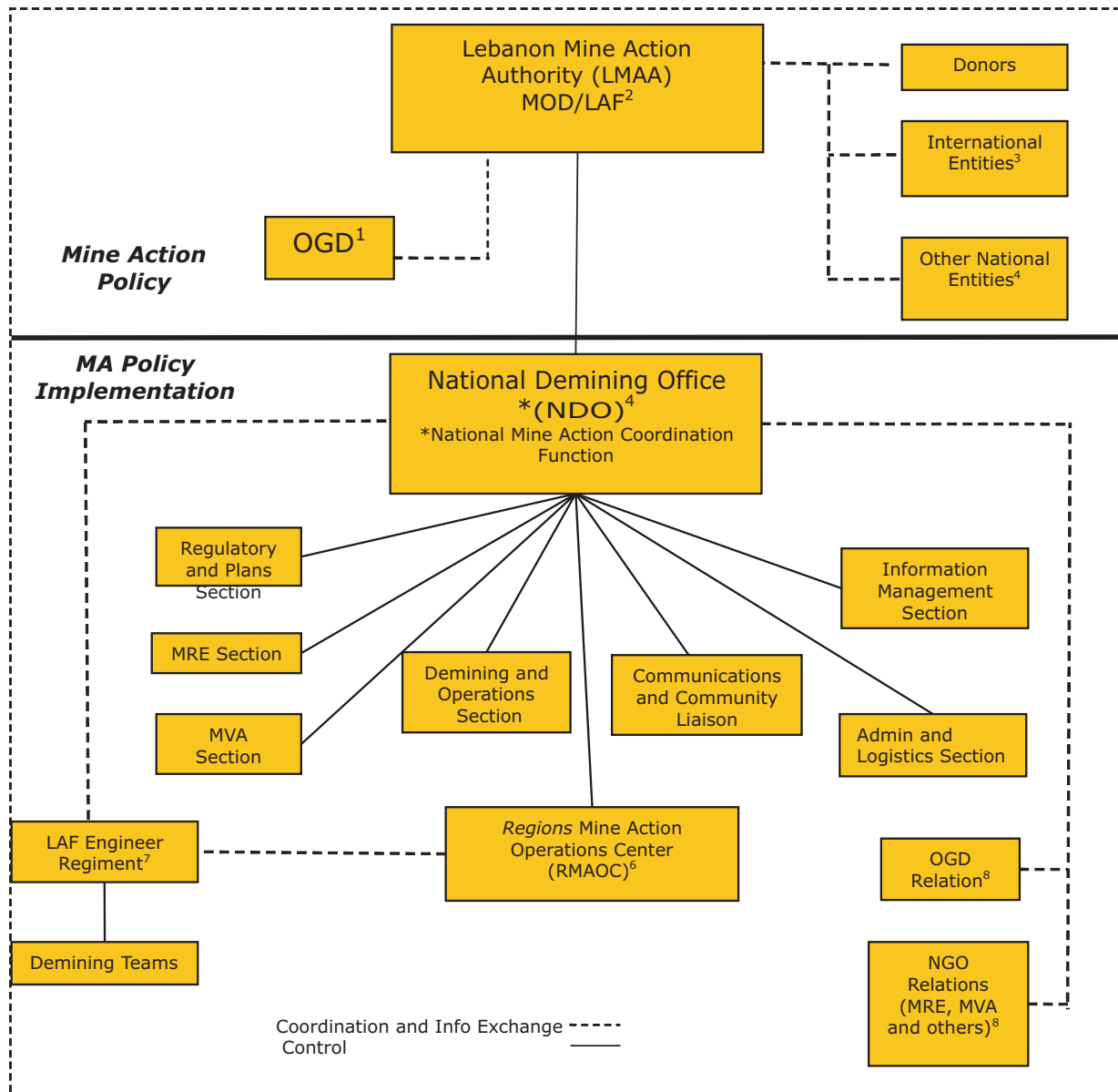
References:

A. Internet searches will produce extensive returns by searching for "project management" or "program management"

B. References are available in the UNDP Advisor office located at the NDO

C. The website [www.mineaction.org](http://www.mineaction.org) contains extensive references to mine action topics

## Annex D: Conceptual Framework for Mine Action in Lebanon



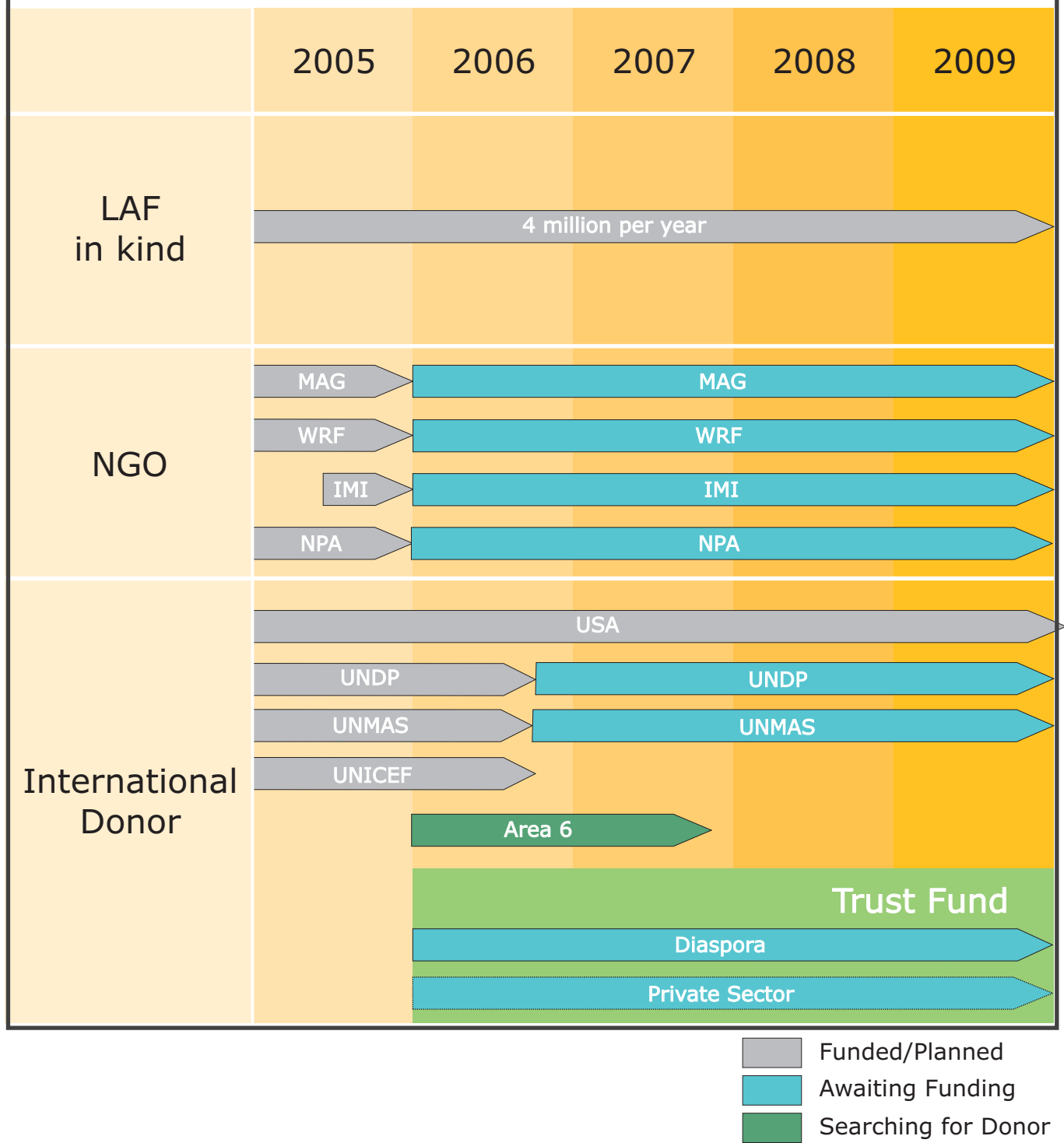
### Notes:

1. Other Government Departments (OGD)
2. The Lebanon Mine Action Authority chaired by MOD/LAF operates as a virtual office, meeting when necessary, supported by the National Demining Office Staff.
3. UN, International NGOs and foreign governments not included under Donor category
4. National entities include NGOs and private supporters
5. LMAO is based on the current Government approved 1998 NDO organization with organizational and institutional adjustments required to achieve the Lebanon mine action end-state strategy.
6. Lebanese geography, lines of communication and availability of communications and positioning technology require only a single entity to plan and implement demining and MRE operations for all of Lebanon. The location of the Centre is in Nabatieh reflecting the distribution of the mine\UXO contamination as of mid 2004. Based on LMAO personnel with UN technical assistance, Engineer Regiment representation, the RMAOC incorporates planning, operations support, and ground coordination functions for all field mine action activities.
7. The services of the Engineer Regiment demining teams and demining staff are made available to the mine action program according to Lebanese Armed Forces procedures.
8. Virtual offices composed of committees using organization representatives and points of contact interacting but not permanently or physically present at the mine action coordination location, except for meetings held when needed.

## Annex E: Benchmarks 2005-2009

Activity	2005		2006				2007				2008				2009				2010		Implementing body	
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2		
<b>Project Management</b>																						
Management of Mine Action Projects																						NDO, UNDP, UNMAS
Policy Development																						NDO, UNDP
Creation of National Standards																						NDO, UNDP
<b>National MA Coordination &amp; Monitoring</b>																						LMAA, NDO, UNDP, UNMAS
Development of National Capacity																						LMAA, NDO, UNDP, UNMAS
IMSMA Management																						NDO
<b>Clearance</b>																						
National Technical Survey																						NDO
Clearance (beyond Capacity of LAF Engineer Regiment)																						NDO, IP
<b>Mine Risk Education</b>																						
National awareness and refresher campaigns																						NDO
Establish MRE capacity within Ministry of Social Affairs																						LMAA, NDO, Ministry of Social Affairs
Integrate MRE into School Curriculum																						LMAA, NDO, Ministry of Education
<b>Mine Victim Assistance</b>																						
Coordinate the functions of the National Steering Committee through the allocation of victim assistance projects																						LMAA, NDO, Ministry of SA, Ministry of Health
Advocate with the Ministries of Social Affairs and Health for the implementation of the "Access and Rights of the Disabled" law.																						LMAA, NDO, Ministry of SA, Ministry of Health

## Annex F: LTP 2005-2009 Resource Mobilization



Current resource mobilization requirements are based on data found in the Portfolio for Mine Action Projects, 2005, and LAF data on in-kind contribution (NDO and Engineer Regiment).

Resource mobilisation for 2006 and beyond is uncertain. This uncertainty will affect the rate of completion of mine action tasks.

Details of the Lebanon Mine Action Trust Fund will be issued through the NDO Resource Mobilization Strategy.



United Nations Development Programme  
Capacity Building for Mine Action Assistance



Lebanese Armed Forces



National Demining Office