

Annex 5 : Action Fiche for Lebanon/ENPI/Demining and Unexploded Ordnance

1. IDENTIFICATION

Title/Number	Demining and Unexploded Ordnance		
Total cost	€7,000,000		
Aid method / Method of implementation	Project approach – Centralised and joint management		
DAC-code	15250	Sector	Demining

2. RATIONALE

2.1. Sector context

Landmine and unexploded ordnance (UXO) pollution in Lebanon dates back to the French occupation but the situation worsened during the 1975 civil war, during the Israeli occupation and lastly during the July 2006 conflict with Israel. From the beginning of the civil war in 1975 until the end of the Israeli occupation in 2000, mines and explosive ordnance was used extensively. In 2000, when Israel withdrew from South Lebanon, 400,000 landmines were left. Thanks to international commitment, part of this land was supposed to be cleared from landmines and booby traps (except along and adjacent to the Blue line) but during the 2006 conflict, about four millions cluster submunitions were fired on Lebanon, of which an estimated one million did not detonate.

On December 3rd 2008, in Oslo, Lebanon signed the Convention on Cluster Munitions (CCM), jointly with 93 others countries. Lebanon is the first country in the region to sign this treaty. The Lebanese Parliament should ratify it and the convention will enter into force six months after 30 states have ratified it. Whilst Lebanon has not yet signed the Anti-Personnel Mine Ban Treaty (Ottawa Convention), it has indicated willingness to do so as soon as there is regional stability.

The mine action sector in Lebanon is well established. Created in 1998, the Lebanese Mine Action Authority (LMAC) -as a part of the Lebanese Army- has the responsibility for implementing the national Mine Action policy and strategy, as well as it has to ensure the coordination, management and implementation of all demining action undertaken in Lebanon. In terms of capacity, Lebanese Army has an engineer regiment conducting all kind of demining (all type of mines, cluster bombs & UXO).

From August 2006, the *Mine Action Coordination Center South Lebanon (MACC SL)* provided needs assessments, planning, coordination and quality-assurance support to Mine Action operation in South Lebanon, especially below the Litani River. On December 2008, the Memorandum of Understanding signed between LMAC and UN (for a component of MACC-SL) ended, LMAC becoming the sole responsible of humanitarian demining in all Lebanese territory, including south Lebanon. UNDP has been supporting the institutional development of LMAC since

2003; this support is well appreciated by the authorities and by the main stakeholders.

Mine risk education is conducted by local and international NGOs under the supervision of LMAC- MRE section while support to mine victims is mainly done through the civil society.

So far, priority was given to cluster bombs in the south, heavily affected by the 2006 conflict. But tragically, the continued threat from explosive remnants of war, specifically unexploded sub-munitions and landmines, continues to pose a danger to the lives of locals and hinders development and reconstruction activities. In Lebanon, about 26% of the affected area is agricultural land.

LMAC is currently preparing its planning for the coming years. This planning will also be discussed with the government and the Parliament. The whole country is mapped and divided into three priorities (high, medium and low risk). Within five years all the land contaminated, either under high and or medium priority, should be cleared from UXO or mines.

2.2. Lessons learnt

Between 2002 and 2004, two grant contracts were signed with the *Mine Advisory Group (MAG)* under the rehabilitation budget line. This demining project was decided after the Israel's withdrawal from South Lebanon in 2000 and 72.000 km² were demined.

After the 2006 conflict, ECHO funded four international NGOs for clearance of cluster ammunition with a total amount of 6.9 million €. In 2007, on a request from LMAC, EC contributed with an additional 2.9 million €. Besides the clearance of cluster bombs, EC granted 1 million € to UNDP for capacity building of the Lebanon Mine Action Centre (*LMAC*). A regional evaluation of the EC funded mine action, in July 2008, confirms that EC intervention in Lebanon is relevant and that the EC had been flexible and reactive by ensuring a follow-up of ECHO activities with ENPI funds. An area of 5,2 million m² has been cleared by 10 teams under the supervision of UNMAC South Lebanon until December 2008. Further, the last result-oriented monitoring report, conducted in September 2008 confirms the relevance of these actions, their high impact on the communities, on the quality of the work and on the partners.

2.3. Complementary actions

By its nature, the project contributes directly to any relief, rehabilitation and development projects on the ground, specifically dealing with contaminated lands, agricultural development and environmental protection/recovery.

2.4. Donor coordination

For the demining in South Lebanon (mainly cluster bombs), the main donors were United Arab Emirates, Norway, Japan, US and Canada, with a major contribution from most of the EU member states. In this area of the country donors' operations are phasing out but EC still remains the main donor for demining.

Donors' coordination is ensured by LMAC with the support of the UNDP.

3. DESCRIPTION

3.1. Objectives

The **overall objective** of the project is to assist Lebanon in restoring the conditions necessary for the security of its population and its economic and social development. The specific objectives are to increase possibilities of land use, alleviate mine risk and support mine victims.

3.2. Expected results and main activities

The main activities of this project are demining and capacity building.

However, the signature by Lebanon of the Convention on Cluster Munitions on December 2008 has now to be ratified by the Parliament. This treaty creates new commitments for Lebanon such as: clearance and destruction of cluster munitions remnants; risk reduction education and victim assistance. The project shall support Lebanon in the respect of those commitments and potentially help the process of ratification of the Convention on Cluster Munitions as well as the mobilization for the signature of the Ottawa convention on mine.

The expected results are:

- Landmine survey is updated;
- Demining teams are operational;
- LMAC is fulfilling its mandate in terms of management, planning, coordination and quality insurance;
- Mine-victims receive adequate support if needed;
- Mine risk education and awareness is provided.

3.3. Risks and assumptions

The main risk is the stability of Lebanon and the region. Despite the last *Doha Agreement* signed in 2008 by the political parties, 2009 will be an electoral year with foreseeing tensions.

The Lebanese government should continue to work in the spirit of the Ottawa Convention and which will ultimately sign and ratify.

3.4. Crosscutting Issues

Demining activities have a direct positive impact on environment and land use in the affected zones. Environmental consideration will be fully integrated into the demining operations.

3.5. Stakeholders

The direct beneficiary of this programme is the Lebanese population, especially those living in the remaining affected areas and mine victims. The LMAC will be the main beneficiary of the institutional support provided by the project.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

This project will be centrally managed by the EC delegation for the grant contracts (with NGOs) and jointly managed with an international organization (UNDP) for the contribution agreement.

The currently on-going EC project funded in 2007 supports demining actions (cluster bombs) through international NGOs (currently, there is no local NGOs ensuring demining activities). LMAC underlined that working with NGOs ensures flexibility and efficiency and decided to continue with this *modus operandi* through NGOs. LMAC will coordinate, assign the tasks and authorizations, supervise and monitor the demining actions and the NGOs will report directly to LMAC and EC.

For the capacity building component, LMAC wants to keep the same framework through UNDP -which has been providing support for the last year- which turns to be the most relevant partner in terms of continuity of the action.

The following contracts should be signed:

- Grant contracts with de-mining operators from the civil society will be either through a call for proposals or by direct award if justified.
- A contribution agreement with *UNDP* for technical assistance to *LMAC*. The contribution agreement will be concluded, in accordance with the Financial and Administrative Framework Agreement concluded between the European Commission and the United Nations, on April 29th 2003.

4.2. Procurement and grant award procedures

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by ENPI Regulation. Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in article 21(7) of the ENPI Regulation.

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the International Organisation concerned.

2) *Specific rules of grants*

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EC external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the general budget. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 80%. Full financing may only be applied in the cases provided for in Article 253 of the Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002 laying down detailed rules for the implementation of the Financial Regulation applicable to the general budget of the European Communities.
- derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 112 of the Financial Regulation applicable to the general budget.

4.3. **Budget and calendar**

The total financial contribution of the EC to the projects amounts to €7 millions. The implementation of the programme will last 48 months from the date of the decision of the Commission

The indicative budget breakdown is as follows:

Institutional support	650,000 €
Grants for demining, land release, support to victims and mines' risk education	6,300,000 €
Audit and evaluation	40,000 €
Visibility	10,000 €
TOTAL	7,000,000€

4.4. **Performance monitoring**

Progress will be monitored regularly by the EC delegation. The key indicators (internationally recognized) will be the total demined surfaces and the specific results indicators that will be defined in the implementing contracts. Furthermore, as indicated in the latest monitoring mission, best practices can from now on be identified, in terms of cost efficiency and effectiveness.

4.5. Evaluation and audit

The project will be subject to a final evaluation.

Audits of all grant contracts will be carried out in accordance with the provisions of the General Conditions applicable to European Community-financed grant contracts for external actions.

All auditing matters related to the contribution agreement with the international organisation are governed by the Verification Clause annexed to and forming an integral part of the Financial and Administrative Agreement concluded between the European Community and the United Nations (agreement signed 29 April 2003).

If necessary an *ad hoc* audit could be contracted by the EC.

4.6. Communication and visibility

The European Commission will ensure that adequate communication and visibility of the EC funding is given by the contracting parties. As far as the foreseen contribution to UN agencies is concerned, EU visibility will follow the visibility provisions of the Financial and Administrative Framework Agreement (FAFA), signed on 29 April 2003 between the United Nations and the EC, and respecting the Joint Action Plan on visibility concluded by the parties on 22 September 2006.