

Convention on Cluster Munitions

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Item 10 of the agenda

Presentation of requests for extension of deadlines submitted under Article 4 of the Convention and of the analysis of these requests.

Analysis and Draft Decision of Lebanon's Deadline Extension Request under Article 4.1 of the Convention on Cluster Munitions

Submitted by the Analysis Group for Article 4 Extension Requests – Italy, France, Netherlands, and Switzerland*, **

I. Background

1. The Republic of Lebanon signed the Convention on Cluster Munitions (CCM) on 3 December 2008 and ratified it on 5 November 2010. The Convention entered into force for it on 1 May 2011. In its initial transparency report, submitted on 27 October 2011, Lebanon reported a total of 54.97 km² of cluster munition contaminated area in three regions of the country.
2. Under Article 4 of the Convention, Lebanon was obliged to clear and destroy or ensure the clearance and destruction of cluster munition remnants (CMR) located in cluster munition contaminated areas under its jurisdiction or control as soon as possible and no later than 1 May 2021. On 12 December 2019, Lebanon submitted its first extension request to the President of the Second Review Conference, requesting a five-year extension of its Article 4 deadline. The request was granted, extending the deadline to 1 May 2026.

II. Consideration of the request

3. On 27 November 2024, Lebanon officially submitted its second request to extend the Article 4 deadline by four years, until 1 May 2030. Acting on behalf of the 13MSP President, the ISU informed States Parties of the submission on the same day. The request was subsequently published on the CCM website and transmitted to the Analysis Group for consideration.
4. The Analysis Group invited representatives of the International Committee of the Red Cross (ICRC), the Cluster Munition Coalition (CMC), the Geneva International Centre for Humanitarian Demining (GICHD), Mine Action Review, Norwegian People's Aid (NPA), and the Mines Advisory Group (MAG) to a meeting on 15 January 2025 to join them in considering the request.

As per established practice, the Analysis Group used the procedure established in the document "Methodology for requests of deadline extensions under Articles 3 and 4 of the

* The present document is being issued without formal editing.

** The present document was submitted after the deadline in order to reflect the most recent information.

Convention on Cluster Munitions” (CCM/MSP/2019/12) that was adopted at the 9MSP to analyse Lebanon’s extension request.

5. Following that meeting, on 11 February, the Analysis Group requested additional information/clarifications from Lebanon to facilitate further consideration of its request. On 24 April Lebanon submitted detailed responses to the questions posed by the Analysis Group. On 16 May, the Analysis Group requested further additional feedback and submitted final observations to Lebanon. On 2 June, Lebanon submitted clarifications, and additional information incorporated in response to the Group’s latest observations.

6. At the time the Convention on Cluster Munitions (CCM) entered into force for Lebanon on 1 May 2011, the initial total area containing cluster munition remnants was reported as 55.37 Km². However, this baseline has undergone continuous revisions and adjustments since then, due to newly discovered contaminated areas and the overlap of recorded areas.¹

7. Concerning progress since entry into force of the Convention, Lebanon presents conflicting information. In the extension request, Lebanon indicates that a total area of 51.63 Km² containing cluster munition remnants was released by the end of 2023, accounting for 91.93% of the total area registered in the LMAC database by mid-2024. In additional information submitted to the Analysis Group, Lebanon indicates having released a total of 23,654,771 m² since entry into force of the Convention, disaggregated into areas cancelled through Non-Technical Survey, reduced through Technical Survey and cleared. These activities have resulted in the destruction of 551,851 submunitions, with details broken down by type and year.

8. As of the end of 2024, the total outstanding area containing cluster munition remnants in Lebanon is estimated at 5,325,709 m², with figures subject to change based on ongoing surveys. This total comprises legacy contamination and new contamination. Legacy contamination accounts for 4,672,903 m², further disaggregated into 4,362,933 m² of Confirmed Hazardous Area (CHA) and 309,970 m² of Suspected Hazardous Area (SHA), and is predominantly located in the South of Lebanon (4,376,291 m²), with smaller areas in Mount Lebanon (45,304 m²) and Beqaa (60,546 m²). Additionally, there is 652,806 m² of new contamination resulting from recent conflict, specifically from explosions at ammunition storage sites belonging to non-state groups that have been bombed during the conflict. A survey of the SHAs resulting from new contamination is currently underway and is aimed to be completed within six months, subject to the security situation.

9. Lebanon is requesting a four-year extension, from 1 May 2026 to 1 May 2030, primarily due to severe financial constraints exacerbated by its economic crisis, a drastic deterioration of the security situation halting some operations for a period of time and introducing new contamination, and operational challenges posed by difficult terrain and the necessity to address other unexploded ordnance. Lebanon recognises that additional time might be needed and it will undertake a reassessment of the remaining contamination and operational needs at the end of this period, with the possibility of submitting a further extension request in 2029 if necessary.

10. Lebanon applies a comprehensive land release approach aligned with international and national standards. A detailed work plan is still being updated and will be finalized and shared after completion of the ongoing survey of the new contamination mentioned above. The plan will include yearly breakdowns by methodology, team numbers, productivity, deployment timelines, and priority areas.

11. Lebanon estimates that each team can clear about 200 m² per day over 210 working days annually. Accordingly, Lebanon plans to deploy 25 clearance teams annually in the first two years, and 20 teams in years three and four, assuming stable conditions. It also indicates that, currently, the Lebanese Army focuses on Battle Area Clearance to support the return of displaced populations, which may uncover more cluster munitions.

¹ See Analysis of Lebanon’s request of deadline extension under Article 4 of the Convention on Cluster Munitions, UN Document CCM/CONF/2020/7, 21 September 2020.

12. Lebanon estimates a total budget of approximately USD 25.6 million for cluster munition clearance during the proposed four-year extension period. This includes USD 24.6 million for standard clearance operations and an additional USD 1 million for areas with difficult terrain. The national government contributes significantly through indirect support estimated at USD 7 to 7.5 million per year, covering the salaries of the Lebanon Mine Action Center (LMAC) personnel, fuel, and equipment maintenance, as LMAC operates within the Lebanese Army. Additionally, for 2023–2024, around 28 billion Lebanese Pounds (roughly USD 310,000) were directly allocated to clearance operations, equivalent to the annual cost of one clearance team. Lebanon's ongoing economic crisis and currency devaluation make any direct future financial commitment uncertain.

13. Lebanon is requesting USD 25.6 million in international assistance, with USD 7.15 million needed annually for the first two years to support 25 teams (23 funded externally, 2 provided by the army), and USD 5.65 million annually for the third and fourth years to sustain 20 teams (18 requiring external funding). Beyond this, Lebanon identifies critical additional needs totalling approximately USD 7.6 million for technical equipment and related maintenance, training and team qualification, EORE and victim assistance efforts.

14. The financial plan presented in the request only addresses known contamination; further resources will be required to tackle the approximately 650,000 m² of newly discovered contamination referred to above. Lebanon has committed to updating its budget once the extent of this contamination is fully assessed.

15. Since recent hostilities, EORE activities have intensified through educational campaigns and community outreach, particularly targeting vulnerable groups like children. These efforts, supported by international partners, have contributed to a low casualty rate compared to post-2006 levels. LMAC also supports victims through medical care, rehabilitation, psychological support, and economic reintegration, identifying 542 victims in need of continued assistance. An estimated annual budget of at least USD 600,000 is required for these interventions.

16. Lebanon has drafted a resource mobilization plan focused on building partnerships, improving coordination, and expanding funding sources. This includes monthly meetings with partners, collaboration with UN agencies, targeted outreach to donors, and public engagement through social media and events. Progress is monitored through KPIs and milestone tracking to adapt the strategy as needed.

17. Despite its structured approach, Lebanon faces major risks. Financial constraints, worsened by economic collapse and inflation, have reduced the number of clearance teams. The security situation has also deteriorated, suspending some operations in affected regions since late 2023. As a result, priorities have shifted to emergency clearance for displaced populations, while difficult terrain and expanding hazard areas present further challenges.

III. Conclusions

18. The Analysis Group commends Lebanon for submitting an extension request and subsequent information that provide a clear illustration of the outstanding challenges in completing Article 4 implementation and is aligned with the criteria outlined in the "Methodology for requests of deadline extensions under Articles 3 and 4 of the Convention on Cluster Munitions" document (CCM/MSP/2019/12) adopted at the 9MSP. It also commends Lebanon's commitment to Convention implementation, despite the significant challenges and ongoing conflict, as well as its constructive engagement with the Analysis Group.

19. The Analysis Group expresses great appreciation for Lebanon's significant progress since entry into force of the Convention and the application of IMAS-aligned methodologies for land release operations. It also notes with great appreciation Lebanon's consistent engagement and national contribution – including financial – to mine action operations despite severe economic and security challenges.

20. The Analysis Group welcomes the general outline of the activity plan for the requested extension, and acknowledges that a more detailed work plan will be provided later on, based

on the results of ongoing surveys, providing yearly breakdowns by methodology, team numbers, productivity, deployment timelines, and priority areas.

21. The Analysis Group notes with concern the severe financial constraints Lebanon is facing and expresses regret at the significant reduction in international assistance experienced in recent years by the country. In this regard, the Group welcomes Lebanon's initiative in drafting a resource mobilization plan focused on building partnerships, improving coordination, and expanding funding sources to address critical additional needs.

22. The Group also notes the drastic deterioration of the security situation, which has halted some operations in affected regions since late 2023, introduced new contamination, and shifted priorities to emergency clearance for displaced populations.

23. The Group welcomes Lebanon's intensified Explosive Ordnance Risk Education (EORE) activities particularly targeting vulnerable groups, which have contributed to a low casualty rate. It also notes Lebanon's support for victims through medical care, rehabilitation, psychological support, and economic reintegration.

24. The Analysis Group notes that the Convention would benefit from Lebanon reporting annually through its Article 7 reports and at Meetings of States Parties or Review Conferences on the following:

- (a) Progress in the ongoing survey operations and related update on remaining cluster munition contamination based on their findings;
- (b) Updated work plan with details on projected outputs broken down by year, method of release, timeline and prioritization;
- (c) Updated information on resource mobilization efforts for international assistance and on resources provided through the national budget;
- (d) Other relevant information.

25. The Analysis Group notes the importance, in addition to Lebanon reporting to the States Parties as noted above, of Lebanon keeping the States Parties regularly apprised of other pertinent developments as necessary.

IV. Draft Decision on the Article 4 Extension Request submitted by Lebanon

26. The Meeting assessed the request submitted by Lebanon for an extension of its deadline for completing the clearance and destruction of cluster munition remnants in accordance with Article 4.1 of the Convention, agreeing to grant the request for an extension until 1 May 2030.

27. In granting the request, the Meeting noted Lebanon's strong and consistent commitment to the full implementation of the Convention, despite severe economic and security challenges.

28. In granting the request, the Meeting acknowledged that a detailed work plan for the requested extension will be finalized based on the results of ongoing surveys and shared with the States Parties. At the same time, the Meeting noted that the outline of the planned activities is clear and aligned with national and international standards.

29. In granting the request, the Meeting noted with concern the severe financial constraints Lebanon is facing and the critical reduction of international assistance in the past years that, together with the drastic deterioration of the security situation, have negatively impacted progress in clearance operations.

30. In granting the request, the Meeting welcomes that Lebanon has continued to carry out Explosive Ordnance Risk Education and assist victims, while acknowledging that further financial resources will be needed for these efforts to be funded fully.

31. In granting the request, the Meeting noted that the Convention would benefit from Lebanon reporting annually through its Article 7 reports and at Meetings of States Parties or Review Conferences on the following:

- (a) Progress in the ongoing survey operations and related update on remaining cluster munition contamination based on their findings;
- (b) Updated work plan with details on projected outputs broken down by year, method of release, timeline and prioritization;
- (c) Updated information on resource mobilization efforts for international assistance and on resources provided through the national budget;
- (d) Other relevant information.

32. In granting the request, the Meeting noted the importance, in addition to Lebanon reporting to the States Parties as noted above, of Lebanon keeping the States Parties regularly apprised of other pertinent developments as necessary.

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