

Convention on Cluster Munitions

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Agenda item 10(d)

Review of the status and operation of the Convention and other matters
important for achieving the aims of the Convention

Risk reduction education

Explosive Ordnance Risk Education (EORE) in the Convention on Cluster Munitions: from national ownership to national leadership, Report by the Risk Education Coordinator

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I. Background

1. Explosive ordnance risk education (EORE) is an essential, life-saving pillar of mine action and an obligation under the CCM. In recognition of its centrality to the protection of civilians and based on the rationale provided in a working paper submitted by the Article 4 Coordinators at the Twelfth Meeting of States Parties (12MSP) to the CCM,¹ States Parties decided to appoint a dedicated Risk Education Coordinator, separating this responsibility from coordination on clearance.²

2. Lao PDR was appointed as the first Risk Education Coordinator under the CCM. Lao PDR is uniquely placed in this role due to its longstanding experience and leadership in risk education, and the scale of cluster munition contamination on its territory. In its 2024-2025 Work Plan, Lao PDR set out to promote existing strategic leadership in risk education by States Parties, facilitate the exchange of good practice, and galvanize States Parties' EORE efforts, thereby supporting the implementation of the risk education actions within the Lausanne Action Plan (LAP).

3. This working paper outlines key progress and challenges in the implementation of EORE since the 12MSP and presents suggested next steps aiming to set the basis for a more systematic and strategic approach to the protection of civilians within the Convention.

II. Report and Outlook

4. The international context for EORE has grown more challenging, as the world faces multiple complex emergencies and increased civilian exposure to explosive threats. In

* The present document is being issued without formal editing.

¹ Explosive Ordnance Risk Education (EORE) in the Convention on Cluster Munitions (CCM), submitted by Article 4 Coordinators, UN Document CCM/MSP/2024/WP.1, 16 July 2024.

² While EORE addresses threats stemming from a wide range of explosive hazards or devices, this paper focuses on EORE as it pertains to cluster munitions remnants (CMR), in line with the scope and obligations of the Convention on Cluster Munitions.

emergency contexts, where clearance is slow or suspended, EORE – often complemented by Conflict Preparedness and Protection (CPP)³ – has become one of the few immediate responses available to reduce civilian harm.

5. Recognizing these realities, States Parties and operators have intensified the integration of EORE and CPP, reflected in shifts towards community preparedness and anticipatory action. A recent example is the Lebanon Mine Action Centre, which for the first time implemented CPP interventions alongside EORE to protect internally displaced person, significantly strengthening community preparedness and reducing risks. This initiative illustrates both the flexibility of mine action programming and its capacity to adapt to evolving contexts.

6. The EORE Advisory Group (AG), comprised of more than 18 organizations, including national authorities and expert institutions, continued to serve as a platform to professionalize EORE, provide technical guidance, and facilitate peer-to-peer support. In this context, the EORE sector continued to innovate through initiatives such as the drafting of an EORE competency framework under the IMAS, the roll-out of a social and behaviour change communication toolkit, and the piloting of open-source intelligence and artificial intelligence tools for data collection, analysis, risk mapping, targeting, and message development, particularly in emergencies.

7. In June 2025, Lao PDR convened a hybrid workshop on “Moving from National Ownership to National Leadership of Explosive Ordnance Risk Education (EORE)” under the Convention on CCM. Representatives from Lao PDR, Colombia, Lebanon, and Somalia presented concrete examples of how their national leadership has resulted in strategic investments in EORE, whether facing active conflict, post-conflict recovery, or managing residual contamination.

8. EORE leadership was illustrated during the workshop through a range of concrete measures adopted by States Parties: Lao PDR integrating EORE as a strategic goal into successive National Strategic Plans for the UXO sector and establishing a national EORE technical working group with multiple ministries; Colombia developing a robust quality management system with an accreditation framework for all national, ethnic-territorial, and international organizations, updating EORE national standards and models for emergencies, clearance, and the education system, and integrating EORE with broader policies such as the 2025 Comprehensive School Risk Management Policy, and as a tool for peacebuilding efforts; Lebanon demonstrating national ownership evolving into leadership through joint integration of EORE and CPP for IDPs, helping achieve a reported 97% casualty reduction, and representing national authorities in the EORE AG; and Somalia advancing leadership by conducting an EORE baseline assessment to define priorities, updating its EORE national standard aligned with IMAS 12.10, and producing innovative IED risk education guides. Collectively, these examples show how States Parties are strengthening EORE through national leadership. The workshop demonstrated that by strategically investing in EORE, States Parties both enhance civilian protection and advance collective progress under the Convention, laying the groundwork for more systematic and sustained implementation of the LAP.

³ Conflict Preparedness and Protection (CPP) refers to the measures and actions taken to help civilians prepare for, and protect themselves from, the risks and dangers associated with armed conflict, particularly in populated areas. It aims to empower individuals and communities to mitigate the negative impacts of conflict by promoting safety awareness, risk reduction strategies, and resilience-building.

9. Notwithstanding these advances, the sector faces persistent challenges:

- (a) Little integration of EORE and CPP into sustainable funding streams, with dedicated, tracked funding. This includes integration into national budgets, UN Humanitarian Response Plans (HRPs) and pooled donor mechanisms;
- (b) Access constraints and insecurity for operations in remote or conflict-affected areas;
- (c) Bottlenecks in reliable data collection and measurement of impact, particularly in emergencies;
- (d) Insufficient prioritization of EORE and CPP at the political level.

10. Considering the above, the Risk Education Coordinator proposes the following actions:

- (a) Establishing an “Annual EORE National Experts Meeting” to the CCM, led by the Risk Education Coordinator, to review progress, share innovative solutions, and address evolving challenges in EORE/CPP;
- (b) Report, whenever possible, on access constraints of EORE/CPP interventions to improve operational resilience and share good practice;
- (c) Encouraging more active engagement with the EORE AG to pool expertise, access tools, and create peer exchange opportunities;
- (d) Promoting continued cross-convention synergies with the APMBC, CCW, and the EWIPA Political Declaration to reinforce EORE and CPP as cross-cutting protection interventions;
- (e) Integrating EORE and CPP into anticipatory action, preparedness, and other relevant frameworks, in coordination with other Conventions and humanitarian systems and institutions.

11. The separation of RE coordination and its elevation within the CCM machinery since the 12MSP marks a significant evolution. The lessons and proposed next steps set out in this paper are intended to serve as a concrete, action-oriented roadmap for States Parties as they prepare for the Third Review Conference of the Convention (2026).

12. Lao PDR reaffirms its commitment, in close partnership with the EORE AG and all stakeholders, to advancing effective, adaptive, and nationally led EORE and CPP - ensuring their central place in mine action and humanitarian disarmament and strengthening protection of civilians.
