

Review Conference of States Parties to the Convention on Cluster Munitions

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

Explosive Ordnance Risk Education (EORE) in the Convention on Cluster Munitions: Five years of the Lausanne Action Plan and priorities moving forward*

Submitted by the Coordinator on Risk Education (Lebanon)

I. Background

1. Risk education is critical for the protection of civilians from the effects of cluster munitions, particularly where clearance is not feasible due to resource constraints and/or ongoing hostilities. It also remains an important component in the management of residual contamination.
2. At the Twelfth Meeting of States Parties (12MSP), States Parties appointed a dedicated Risk Education Coordinator, separate from clearance coordination. Lao PDR held the role through the 13MSP cycle. Lebanon has held it since.
3. This paper draws on Lebanon's 2025–2026 Work Plan, on reporting by States Parties, which shows risk education has been consistently delivered in the communities most exposed to risk, contributing to increased safer behaviour, and on the Consultation Workshop on Risk Education held in Geneva and online on 10 June 2026, with specialist contributions from Lao PDR, Bosnia and Herzegovina, Colombia, and Lebanon. The workshop took stock of implementation of the risk education-related actions of the Lausanne Action Plan (LAP, Actions 27–30) across its full five-year cycle and fed proposals into the dedicated risk education action of the draft Vientiane Capital Action Plan (VCAP).
4. This paper reviews progress and challenges in risk education across the LAP's implementation period (2021–2026) and outlines priorities for continuing and building on this work in the new cycle.

II. Five years of the Lausanne Action Plan: progress and challenges

5. Since 2021, EORE approaches and methodologies have evolved into an increasingly professionalized field of expertise, working with communities and improving the sector's ability to protect the people most exposed to risk. This is reflected in the development of digital risk education guidelines, the drafting of an EORE competency framework under IMAS, the roll-out of a social and behaviour change

* The present document is being issued without formal editing.

communication toolkit, monthly knowledge-sharing webinars organised by the EORE advisory group (AG) and the piloting of AI and open-source tools for risk mapping and message development.¹

6. The period is characterized by growing leadership of risk education by States Parties' national risk education experts, demonstrated at a 2025 workshop where States Parties shared experience and good practice and highlighted increasing national leadership, innovation, and community engagement. There is more visibility of what works well thanks to the role of the CCM RE coordinator: the designation of a dedicated Coordinator marked a significant step in strengthening focus, providing a platform for the exchange of good practice, and improved visibility of risk education within Convention implementation. Efforts to sustain national leadership and capacities for risk education must continue.
7. The cycle saw growing integration of EORE with Conflict Preparedness and Protection (CPP)² in active conflict settings. Lebanon's own experience illustrates this: during the 2024 escalation of hostilities, LMAC delivered emergency risk education alongside CPP for internally displaced persons, contributing to a reported reduction in casualties.³ In 2027, Lebanon will assess the impact of this approach with the support of the GICHD.
8. Mental health and psychosocial support (MHPSS) deserves greater attention within EORE: both for conflict-affected communities, and for the EORE workforce delivering it in emergency and conflict settings, under sustained exposure to conflict and displacement themselves.
9. The EORE Advisory Group (AG), comprising more than 18 organizations - including elected representatives of national mine action authorities - continued to support the risk education sector with tools, resources, and technical guidance, serving as a platform to professionalize and advocate for EORE. Its 2025 survey of 130 practitioners across 30 countries identified emergency risk education, CPP, and cross-sector integration as the leading priorities.
10. Notwithstanding this progress, challenges persisted throughout the cycle: (a) measurement: more reporting is needed on behavioural or outcome-level change; (b) funding: dedicated EORE funding remains a small share of overall mine action funding, and 2025 brought funding disruptions in several States Parties at a moment of greatest protection need; (c) access: active conflict and insecurity continued to constrain the delivery of risk education; and (d) coordination: national coordination arrangements remained uneven across States Parties.
11. The human cost underlines the urgency of closing these gaps: 1,063 cluster munition casualties were recorded in 2025 in a total of nine countries, one of the highest annual totals since the Convention entered into force - in both States Parties and non-States Parties.
12. Considering the above, continuing and reinforcing the following actions is particularly important:
 - (a) integrate EORE and CPP in national mine action strategies as a key mechanism to ensure ownership, sustainable funding, and measurable results;
 - (b) strengthen the integration of EORE in broader humanitarian and protection, development, human rights, climate adaptation, environmental, and education efforts, to optimize resources, strengthen national ownership and contextualization of the response, and expand reach.
 - (c) deliver agile risk education and CPP in emergency contexts to save lives, while strengthening social and behaviour change communication approaches to drive behaviour change and address the barriers faced by at-risk groups;
 - (d) increase qualitative-level reporting on EORE and CPP results, to capture lessons learned, improve programming, and demonstrate value for money to donors;

¹Cluster Munition Monitor 2026.

²Conflict 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.

³Response to Cluster Munition Monitor questionnaire by Ali Makki, EORE Section Head, LMAC, April 2026.

(e) institutionalize regular States Parties peer exchange, through the establishment of an annual EORE national experts meeting convened by the Risk Education Coordinator;

(f) strengthen cross-convention synergies with the APMBC, CCW, and the EWIPA Political Declaration.

13. Lebanon thanks Lao PDR for establishing this role and for its foundational leadership, and, together with Lao PDR and with the support of the GICHD and the ISU, looks forward to co-hosting a side event during this Review Conference to take this agenda forward.
14. Lebanon reaffirms its commitment, in partnership with the EORE AG and all stakeholders, to advancing effective, adaptive, and nationally led EORE and CPP as the Convention enters its next implementation cycle.

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