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DRAFT PROJECT PROPOSAL:
PERSONS MISSING AS A RESULT OF CONFLICT
IN LEBANON

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Title of action:	Persons Missing as a Result of Conflict in Lebanon: A Pilot/Part 1
Location(s) of the action:	Lebanon
Target group(s):¹	Families of missing persons and society at large
Final beneficiaries:²	Relatives and families of the missing throughout Lebanon
Estimated results:	Improvement in data collection and management through the implementation of a fit-for-purpose forensic data management system Public awareness of missing persons issue Improvement in government and civil society coordination on issues of missing persons
Main activities:	Assessment of currently available data on missing persons Modification of forensic data management system Antemortem reference sample collection training and sample cataloguing Storage of antemortem data in a forensic data management system Media and public outreach campaign
Partner(s):³	The Support of Lebanese in detention and Exile (SOLODE), The Committee of Families of Kidnapped and Disappeared in Lebanon (CFKDL), The Lebanese Center for Human Rights (CLDH) – hereinafter: “Project Partners”
Total duration of the action:	Twelve (12) months

Organization: International Commission on Missing Persons (ICMP)

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Implementing Period: XXXX

¹ “Target groups” are the groups/entities who will be directly positively affected by the project at the Project Purpose level. See paragraph 2.3 in Section II for the list.

² “Final beneficiaries” are those who will benefit from the project in the long term at the level of the society or sector at large.

³ Add as many rows as partners.

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I. CONCEPT

1.1. Relevance of the Action

1. While there is no definitive number of persons missing from the Lebanese civil war, it is estimated that some seventeen thousand persons went missing during the fifteen-year civil war in Lebanon between 1975 and 1990. The overall human toll is well documented, with estimates ranging from 100,000 to 250,000 individuals killed. But the ambiguity that surrounds the fate of the missing continues. This uncertainty is particularly difficult for relatives and families of the missing. Since the end of the war, some steps have been taken to accommodate the needs of families, but little has transpired since the government Official Commission of Investigation in the Fate of the Abducted and Disappeared Persons of 2000. Despite the receipt of 2,006 applications from families of the missing, only a two page summary report has ever become available.⁴
2. It was not encouraging at the time that the report's summary concluded those missing for more than four years should be considered dead – in accordance with Law 434, the 'law on absences', passed in 1994 – while it instructed families to apply to judicial authorities to register missing relatives as deceased. Many families resisted this initiative due to a lack of evidence of death. Nonetheless, this went some way towards regulating the status of individuals and families in terms of marital standing, inheritance rights, and child custody, among other civil rights. However, the report fell short of designing measures for the protection of mass graves nor does it propose strategies to find, identify, and return the mortal remains of the missing. Administrative steps cannot replace the need for concrete evidence of identity, which enables progression in the course of grieving and, ultimately, can facilitate closure.
3. Recently, some forward momentum is at hand with a October, 2009, *Juge des Referes* decision calling on the Council of Ministers to provide the court with the full report and results of the investigation. The suit was filed in April of 2009 by two NGOs, *Support of Lebanese in Detention and Exile* (SOLIDE) and the *Committee of Families of Kidnapped and Disappeared in Lebanon* (CFKDL). It is at this handover of documentation that families of the missing would be able to view the report. Crucially, the report is likely to contain information that may lead to further exhumations, which may assist in determining what happened to these individuals and help identify them conclusively.
4. It is at this stage in this process where the International Commission for Missing Persons' (ICMP) expertise is to be brought to bear. In June 2010, under the auspices of the International Centre for Transitional Justice (ICTJ) and Friedrich Ebert Stiftung, ICMP hosted Lebanese parliamentarians, government representatives, and civil society representatives for a study visit. The purpose was to examine ICMP's unique DNA-led process of identification, and to learn of the social and political steps taken in Bosnia and Herzegovina (BiH) – where ICMP's main office is based – towards identification of the missing. The concept of the visit was to disseminate the experiences of the actors in BiH, and to use this information to explore modalities of addressing the issue of the missing in Lebanon.
5. As a result of discussions in Sarajevo, civil society representatives stressed the need to address the matter in a serious and comprehensive manner in Lebanon, but iterated that action was also urgent in view of an increasing risk of available information being lost. The NGO representatives suggested that ICMP provide assistance within the scope of a pilot project to collect relevant antemortem data on missing persons, including relatives' genetic data, as well as to adequately systematize existing data already collected.

⁴ A second commission, formed in 2001, received only 780 cases under restricted criteria.

1.2. Description of the Action and Its Effectiveness

6. Through its collaboration with the ICTJ, since 2006, ICMP has participated in activities relevant to addressing the issue of missing persons in Lebanon, including meetings with civil society organizations, victims' groups and decision makers in Beirut and hosting study visits to its facilities in Bosnia and Herzegovina.
7. The proposed pilot project would aim to assess the prospects of addressing Lebanon's missing persons' problem through a DNA-led identification approach. Thus, the project would be led by ICMP in cooperation with its Project Partners (CFKDL, SOLIDE and CLDH). Its outcomes and conclusions, including recommendations, would be presented to the Lebanese authorities and would first concern the current and potential availability of relevant antemortem data, including genetic data from relatives. Should these assessments be encouraging, ICMP would recommend assessing the availability of relevant postmortem information taking into consideration possible future DNA identifications. This would form a second phase to the pilot project and would require closer cooperation with the authorities. Based on both elements, the overall prospects of addressing the issue through a DNA-led identification process can be meaningfully assessed.

1.2.1. Phase I: Assessments on currently available data, prospects for improvement, database modification, and family reference sample collection

8. Currently, the Project Partners can make available limited information for some 2,500 missing persons. The pilot project would seek to systematically enter that information into a database, assess its quality and, if necessary, ascertain prospects of redressing current data collection or processing deficits. The pilot project would also seek to obtain family genetic reference samples for up to 2,500 missing persons. This entails collecting approximately 7,500 individual samples (in the form of blood stains) from relatives of the missing. Depending on the quality of available information and on possibilities for improvement in the number of samples collected from family members, this number may vary. Additionally, ICMP would make available its own forensic software programs, as well as provide specialized staff to act as trainers for local trainees to be identified by the Project Partners, who would be responsible for collecting reference samples from families of the missing and for processing non-genetic data.
9. It is estimated that this first phase of the pilot project could be completed in twelve months, the end of which ICMP, together with the Project Partners, would prepare a first phase summary report, among other things, assessing prospects of obtaining additional relevant missing persons' data and gauging the likelihood of sufficient postmortem samples for a DNA-led identification process.

1.2.2. Phase II: Assessments on the potential availability of relevant postmortem genetic data and DNA postmortem sample testing and matching

10. In the event that outcomes of phase one of the pilot project are encouraging, it would be appropriate to conduct DNA testing on a statistically relevant sample of postmortem remains of alleged missing persons. If analysed in conjunction with information regarding, *inter alia*, the circumstances of disappearance and any previous identification efforts, DNA results from that sample can provide an important indicator as to the prospects of engaging in a large-scale DNA-based identification process.
11. Subject to the outcome of phase one of the pilot project ICMP would propose continuing the project for an additional twelve months through Phase II. Thereafter, ICMP, together with Project Partners, would submit to the authorities a concluding report of both phases of the project and recommendations for future action.

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1.3. Sustainability of the action

12. Phase one of the pilot project will require a memorandum of understanding (MoU) between ICMP and the Project Partners, as well as notifying the Lebanese authorities – with the possibility of providing an opportunity for input. ICMP would prepare a draft MoU that could be presented to the government for comment and suggestions to ensure legality and transparency.
13. Phase two of the project would necessitate a formal agreement with the government, providing *inter alia* for an ICMP presence in the country.
14. All genetic data processing would be conducted exclusively through ICMP, which would also retain the data to ensure adequate levels of personal data protection in line with ICMP's Standard Operating Procedures (SOP). Family members of the missing would be asked to provide a genetic reference sample (i.e. a small drop of their blood) for DNA analysis and eventual comparison with DNA profiles to be obtained from the mortal remains of the missing. Participation would be voluntary, based on informed consent through a public outreach campaign, and subject to ICMP's data processing policies.
15. ICMP plans to seek donor funding for this project at this stage only for Phase I. It is estimated that the budget for the first phase would come to ???.

1.4. Objectives

16. This proposal aims to engender a process to build capacity first within local civil society actors, and secondly with the authorities to address the issue of the missing in Lebanon. As considerable time has passed since the end of the civil war and in consideration of the recent legal ruling that calls for release of a government commission report on the fate of the missing, increased public awareness warrants action to support this process. This momentum among Lebanese NGOs to discover the fate of the missing is an important step in thawing the "frozen grief" that plagues thousands of families of the disappeared. In coordination with ICTJ, and Lebanese NGOs, ICMP proposes a pilot project to achieve two overall objectives in terms of the missing and disappeared in Lebanon. The first major objective is to bolster civil society's capacity to advocate for the rights of the missing and their families. It is proposed that this transpire through an assessment of existing data on the missing, improving techniques for gathering and processing this information, and assistance in the establishment of a database management system as a foundation for continuing this work.
17. The second overall objective is to begin to close the gap between civil society and the state on this issue. As the state is the primary responsible agent under international conventions pertaining to finding and identifying the missing, it is important that the ground up process create a framework for a common platform. With this objective in mind, through the transfer of knowledge and skills, ICMP intends to foster dialogue and consultation between victims/family associations to prepare them for discourse with government institutions, to create a shared understanding of the issue and a joint strategy for moving forward in its resolution. Through the assessment of available information on the missing, a media and public outreach campaign, training on how to conduct collection of antemortem reference samples from family members of the missing, its actual collection, and knowledge transfer through the creation of a data management system, ICMP aims to create the building blocks of a civil society movement that is skilled, effective, and successful in working with governmental authorities to comprehensively address the issue of the missing in Lebanon.

1.5. Relevance of the Action

18. Lebanon has passed a number of general amnesties as part of the post-civil war process. While this is generally regarded as politically expedient by civil society actors, it still serves to alleviate the criminal

aspect of enforced disappearances.⁵ However, beyond the criminal element, there is a persistent effect on victims' families. Outstanding civil affairs issues frequently deny family members who were dependent on the disappeared person from social benefits like inheritance, pension acquisition, recognised child custody, as well as the ability to claim other rights, such as the possibility to remarry, for instance. It is no secret that there is a predominant gendered component to the issue of missing persons as well, with the vast majority of missing spouses being men, often thrusting women into non-traditional roles as breadwinners and single parents.

19. From a psychological perspective, families of the missing often not only have to cope with the loss of loved ones, but also the pervasive feeling of frozen grief, unable to attain closure. These open wounds encourage a state of perpetual uncertainty. The societal implications are also a dire consequence, as families of missing persons are more typically vulnerable to political manipulation and radicalization, as politicians and extremist leaders – who understand the potentially explosive nature of the missing persons issue in fragile post-conflict societies – utilise the strong symbolism associated with the dead and the missing to advance their agendas.
20. It is in this type of post conflict environment that the International Commission on Missing Persons (ICMP) works as it promotes scientific objectivity in the process of locating, recovering, and identifying missing persons. ICMP seeks the active participation of families of surviving relatives in the development of support programs to provide assistance to the people who most aptly represent the government's failure to protect the right to life. ICMP also works to help establish accountability for the missing and to establish and implement relevant mechanisms, policies, and laws that not only determine the fate of the missing, but also strive to counteract the phenomenon altogether. This process of reckoning for the missing in Lebanon is in a relatively nascent stage, despite twenty years having passed since the end of the civil war. Yet, a series of increasingly positive signs, and an element of urgency, spell that the time is approaching that the missing persons issue may begin to be taken seriously.
21. There have been previous attempts to address some aspects of the missing arising from the Lebanese civil war. This includes a 1994 'law on absences', Law 434,⁶ and the commissions of 2000 and 2001, as well as various general amnesties passed over the years. Perhaps the most significant of these was the 2000 commission, formally the *Lebanon Official Commission of Investigation in the Fate of the Abducted and Disappeared Persons*. Although considered by many to be lacking in legitimacy, partially due to its largely military, intelligence services, and police composition, it was more productive than the subsequent 2001 commission. The 2000 commission cited the location of three mass graves,⁷ acknowledged the national and international element of the problem, and registered 2,006 cases. However, it failed to take the issue beyond acceptance of these simple facts. To date, only a two-page summary has ever been published and the results of the investigations, if any, remain withheld. The 2001 commission fared worse, with only 780 cases registered, chiefly due to restricted criteria that stipulated it would only handle cases of the disappeared that pertained to either Syria or Israel.⁸ The 2001 commission issued no public documentation.
22. The level of mistrust that families have towards the state institutions thus remains high. This lack of credibility has caused refusal on behalf of a large number of families to support processes that have been introduced as part of Lebanon's efforts to address cases of disappearances. Additionally, although largely overcome considering recent momentum, there are divergences between the victims' groups depending on the circumstances of the disappearance and the perpetrator of the act. There are generally three main contexts of disappearance: individuals taken by Lebanese militias; the Syrian Army and its proxies, or the Israeli Defence Forces (IDF) and its then ally, the South Lebanese Army (SLA). Each

⁵ The August 1991 general amnesty law contains one provision, Article 2.3.f., that allows for judicial procedures in the instance that "crimes are repeated or uninterrupted".

⁶ This law declared that those missing for more than four years should be considered dead.

⁷ These are the Martyrs' cemetery in Herj Beirut, the Mar Mitr cemetery in Achrafieh, and the English cemetery in Tahwita.

⁸ This commission also restricted criteria by only accepting cases where families could provide conclusive evidence that their relatives were still alive in Syria or Israel.

context of disappearance has traditionally been taken up and represented by a different group. This has fostered the development of different victims' organisations focused on divergent outcomes, whether it be recovery of mortal remains or the return of detainees still believed to be alive. Groups representing families' rights have thus splintered, the byproduct being diffuse advocacy efforts before separate institutions, under varying administrative and judicial procedures, and focused upon different outcomes for the victims, depending on who commissioned the crime.

23. However, recent political permutations and developments in the legal sphere have begun to transform the landscape and shed light on the fate of the missing. Political overtures include fresh public contrition from the Palestinian Liberation Organisation (PLO) leadership in early 2008 – often chastised as one instigator of the war – a public apology in September, 2008, from the Lebanon Forces leader for his role in the war, and the inauguration speech by President Michele Suleiman, who on May 25th, 2009, acknowledged shortcomings on behalf of the government and the need to renew efforts to “release prisoners and detainees [and] disclose the fate of the missing”.⁹ This has coincided with political pressure from a consortium of seventeen NGOs, including the Project Partners, which have promoted a platform to establish a national commission to commemorate victims, investigate events, locate mass graves, establish a DNA database of the relatives of the missing, set up a reparations plan, and institute a truth commission. However, despite forward political momentum, the process has been stalled since mid-2009.
24. In the legal sphere, in April 2009, SOLIDE and the CFKDL submitted two motions on behalf of the families of the missing to address the content of the 2000 commission's two-page summary report. Specifically, the suit was initially brought to try and protect one of the three mass graves cited. In October 2009, a *Juge des Referes* court decision was brought calling on the Council of Ministers to provide the court with the full report and results of the investigation, acknowledging the families *de facto* right to know. This is positively viewed as the first step to view the report in its entirety. Armed with this information, Lebanese civil society can begin to advocate for the protection of the potential mass grave sites, raise awareness of the plight of the families of the missing, and, in turn, this may lead to an undertaking of the government in its obligation to find, identify, and return the mortal remains of the missing.
25. Working in concert with the International Centre for Transitional Justice (ICTJ) and Friedrich Ebert Stiftung, ICMP and ICTJ have jointly identified the need for a capacity building pilot project in Lebanon. Based upon a study visit to ICMP's facilities in June 2010, of parliamentarians, government representatives, and civil society representatives from Lebanon, including the Project Partners, a needs assessment project was identified arising out of the information shared in the experiences of BiH. The need for a pilot project was sketched upon recognition to establish a strong, ground up civil society movement to drive the process in the first phase, potentially backed up by the scientific surety of DNA-led identifications should the availability of postmortem samples warrant a second phase. The NGO representatives suggested that ICMP provide assistance within the scope of a pilot project to train partners in the collection of relevant antemortem data, as well as to systemize existing data already collected. Coupled with an outreach campaign and the establishment of a Forensic Data Management System (fDMS), this will provide a foundation from which to build a grassroots movement and, ultimately, assist the Lebanese authorities by establishing a better basis for decision making on the issue of missing persons.
26. Addressing civil society capacity building through the collection and collation of existing data will serve to enhance a skill base for future missing persons' cases as they become available. It will also provide a basis for antemortem reference sample collection, which will lead to a fuller understanding of the extend of the missing persons' issue in Lebanon, while simultaneously preserving antemortem samples for future DNA identifications through ICMP's integrated forensic data management system. These are key activities via phase one of this project. Enhancing the knowledge base of civil society actors, utilising ICMP's significantly experience in the Western Balkans and internationally may, in

⁹ Lynn Maalouf, “Enforced Disappearances in Lebanon: a nation's unyielding legacy”, July 2009.

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turn, reduce the manipulation of the missing persons' issue, reducing the burden upon the victims of enforced disappearances, extrajudicial killings, and serious human rights abuses.

- 27. Should the phase one assessment prove fruitful, phase two would continue the work with civil society actors, but also engage the state in the process of identification of the missing. Well-established human rights conventions evidence the obligation for governments to take responsibility in these cases. Moving from antemortem reference sample collection to the search for and DNA-led identification of postmortem samples is the next stage in securing the right to know. The right to know the fate of family members is one component of individual closure and the initial move towards ending speculation surrounding victims, closing down avenues for political manipulation, and encouraging reconciliation. The impetus to secure societal requisites of truth-telling, reparation for victims, collective commemoration, viable democratic institutions, and the protection of human rights is crucial to the veracity of institutional reform and serves to stymie future human rights violations. Achieving these other elements of a holistic approach will ensure that the issue of persons missing in Lebanon does not return to derail future stability.

1.6. Description of the Action and Its Effectiveness

1.6.1. Main Activities

- 28. Four activities are proposed for the first phase of this pilot project.
- 29. ICMP will first implement a full review and assessment of available data on persons missing in Lebanon. This will focus on prospects for improvement in data collection. Partner organisations currently possess data for some 2,500 of the missing. This data will be assessed for its quality and, simultaneously, ICMP will also ascertain if there are deficiencies in current data collection or processing. It is the proposal that this assessment period transpire over a three week period under the guidance of one ICMP staff member.
- 30. The next activity is the adaptation of ICMP's specialised forensic data management system (fDMS) to collate and store the collected antemortem information, as well as existing data on the missing. This software is an exclusive in-kind contribution from ICMP for which only modifications to suit the particulars of the Lebanese process are required. Completion of the modification will require the engagement of two software developers for a one month period.
- 31. A concomitant third activity will be the establishment of a training program for antemortem sample collection. Working from the premise that information exists for 2,500 missing persons, training of thirty members of future genetic reference collection teams for a minimum of three weeks by two ICMP experts is designed to equip executing partners to collect approximately 7,500 individual antemortem reference samples from relatives of the missing over the subsequent nine months. This training activity will require select partner staff to come to ICMP's headquarters in Sarajevo, and ICMP experts to visit Beirut for the interim. Training on antemortem sample collection also ensures the development of capacity for future collection drives.
- 32. The number of 7,500 is based on ICMP's experience that an average of four antemortem reference samples per missing person need to be taken depending on the nature of the relationship to the missing person. ICMP will also work with the Lebanese civil society actors to explain the process of genetic reference collection and its relationship to DNA test results. Thus, the fourth activity will be the collection of genetic reference samples using customized ICMP collection kits, in a concerted effort to obtain appropriate references for as many victims as possible.¹⁰

¹⁰ ICMP has a suite of materials, forms, protocols and informatics systems that have been designed for efficient and effective collection of reference samples and associated necessary information. This system has been proven effective in similar projects for large scale mass grave identification operations elsewhere. (delete: in the Western Balkans, as well as in for disaster victim identification projects).

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33. ICMP will supply custom designed genetic reference sample collection kits by which small drops of blood are blotted onto purpose-made paper cards. These kits have been widely used for effective sample collection, and will be supported with instruction information adapted to Lebanese-specific use.
34. ICMP will provide standard forms for this purpose, which can be modified early in the project for Lebanese-specific use. The forms record information on the family reference donor and the missing person, establishing a unique registry of the missing person, the occurrence of multiple related missing persons, the relationship of the donor to the missing person and other donors, and the consent of the donor for their sample to be DNA-typed for the purposes of identification. The hard copy forms are directly complementary to the information fields in the custom designed digital database developed by the ICMP, as described below.

1.6.2. Expected Results

35. The expected result of phase one of this pilot project are threefold: improvement in data collection and management through the creation of a fit-for-purpose forensic data management system and database, raising public awareness of missing persons' issues, and improvement in government and civil society coordination over issues of missing persons. Through the activities described above, ICMP believes the initiatives founded with civil society and the surviving relatives of victims of enforced disappearance will serve to develop mutual understanding among actors and will enable civil society to constructively engage in serious dialogue regarding the search for missing persons. ICMP expects also that it will provide critical mass to the process, leading to more serious governmental consideration of mass grave location and protection, exhumations and skeletal re-associations, and the establishment of a DNA database from which to pursue definitive DNA-led identifications. Longer term results include some element of truth telling, compensation – be it symbolic or financial – and greater recognition of the need for commemoration of the missing.
36. The results gained in phase one of this pilot project will amend the often negligent treatment of surviving relatives and recalibrate how the country, as a whole, deals with its recent war-torn history. This project aims to strengthen civil society and family associations and build their capacity to defend their rights and fulfill their common objectives by first working with these associations on issues related to enforced disappearance as a violation of human rights, and second by helping these associations provide effective assistance to surviving relatives. The project activities will also produce the following results:
 - Sustainable, professional and impartial civil society organisations are in place and capable of addressing the issue of missing persons regardless of the circumstance of disappearance, or religious affiliation of the person missing;
 - Civil society is better equipped to process and collect data on the missing and are in a position to provide the government and other authorities with accurate and reliable information regarding numbers of missing persons as well as regarding the process of locating, recovering and identifying missing persons;
 - Civil society organisations are capable to lobby for sustainable funds and resources to institutions tasked with addressing the issue, as well as provisions that allow for compensation to families of the victims;
 - Heightened awareness of the missing persons' issue lends itself to the creation of legislation that allows family members of the missing to exert their right to information regarding a missing relative as well as access to social and economic benefits;
 - Associations of surviving family members are strong, united and educated about their rights and capable of advocating for those rights and raising awareness of the issue;
 - Society is actively involved in the process of advocating for the rights of surviving family members and the proper functioning of institutions and legislation;
 - Commemoration of the missing is universal in scope and efforts are made to transcend the remembrance of victims only by religious group, association or specific event.

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37. The possible second phase will address greater civil society coordination with the government. As ICMP possesses significant experience working with state institutions responsible for locating and identifying missing persons and for providing services and benefits to surviving relatives to improve their outreach to victim communities, this experience will form the backbone of expected results in phase two. The expectation is that ICMP will facilitate inclusive dialogue when bringing representatives of the government and civil society together. This process of dialogue will spur a multiplier effect – a belief that the political process begun under phase one continues after the project's closure, whether it graduates to the second phase or not.
 38. The strategic result will therefore be that concerned parties at all societal and governmental levels will discuss relevant issues, examine current legislation and administrative procedures, and determine whether they are actually effective or not. The process will produce an across-the-board reexamination of the matter to consider new ways to address Lebanon's missing persons' predicament, based on the conclusions of Phase I. The activities of phase two will therefore produce the following results:
 - Technical assistance in the management and testing of postmortem samples to secure DNA matches therein facilitating the partnering of DNA-led identifications with modalities to redress human rights violations;
 - End debate and speculation over the fate of the missing, grounded in the scientific surety of DNA-led identifications; create space for exploration of transitional justice activities;
 - Foster dialogue between the government and the family members of the missing through strengthening the abilities of Lebanese civil society institutions to address the missing persons issue with governmental authorities.

1.7. Methodology

39. ICMP proposes to run the project in cooperation with the Project Partners. All financial and reporting accountabilities will rest with ICMP, certain activities, such as the antemortem reference sample collection may be carried out on the behalf of ICMP by its Project Partners. All wages for staff, as well as training equipment, genetic reference collections kits and computer equipment for the database modification will be covered through the grant. Outstanding material at the close of phase one of the project will either be returned to ICMP's warehouse facilities, or should phase two be deemed necessary, will continue to be used in the relevant context. It is likely, in any case, that ICMP's forensic data management system (fMDS) along with the equipment within which it runs, will be donated pending adequate data protection measures and the establishment of an appropriate and responsible public authority on the issue of the missing.
40. It is important to note, moreover, that ICMP's standing facilities and laboratories represent a repository of knowledge and expertise for civil society and the authorities of Lebanon. The antemortem reference sample training program will include educational transfer of knowledge and skills put forward as principles and best practices, and then allow those principles to be applied to the unique and specific context of Lebanon. The overall concept therefore creates an environment for improvement in forensic capacity and data management, which provides the tools to identify the missing in the future.
41. The project will be subject to constant evaluation in its progress toward stated goals. The aim of evaluation is twofold, to ensure the project meets the expectations put upon it by ICMP, as well as donors and local partners; and to establish, through integrated evaluation mechanisms, Lebanese ownership of the project, leading ultimately to a transfer of knowledge and capacity in data management, forensic techniques, and other relevant steps leading to finding the missing and potentially future DNA identifications. The technical assistance provided to civil society will serve as a method to draw attention to the issue of persons missing in Lebanon, as well as enable the Lebanese government to take appropriate administrative and legislative steps to address the missing and the needs of their families. A key ancillary result will be strengthening the rule of law, as governmental

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authorities take the right to know and transitional justice issues more seriously.

42. The ICMP monitoring and evaluation plan seeks to institutionalize, within the scope of the project, periodical internal stock-taking seminars. The objectives of these are to test key assumptions, evaluate activities, integrate feedback from local authorities, and to describe the qualitative aspect of project implementation. Key points include beneficiary reaction to program activities, depth of internalization, key assumptions assessment, budget usage appraisal, and donor feedback.
43. The ICMP Lebanon Monitoring and Evaluation Plan also institutes mid-term and final evaluations by an independent program evaluator. The goal of these reviews will be to independently assess the project's implementation and, specifically with regard to the mid-term assessment, to test key assumptions and suggest corrective measures or reposition directional signposts in order to steer ICMP's work towards maximum budget utilization and operational efficacy.
44. As part of the proposal herein, ICMP shall issue recommendations based on an over-all assessment of the situation at the grassroots level to consider available data, with a mind to help local NGO and the government in the long term to formulate a broader response. In addition to guiding the preliminary assessment exercise, it would be the responsibility of an ICMP staff member during the initial phase to ascertain, together with the NGOs, possible ways forward regarding the broader issue.

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Persons Missing as a Result of Conflict in Lebanon
Timeline and Activity Chart:
Phase 1

Activity by month	1	2	3	4	5	6	7	8	9	10	11	12	Implementing body
Preparation, Activity 1: Assessment of available data													ICMP: Two ICMP staff member
Execution, Activity 2: Modification of fDMS													ICMP: Two software developers
Execution, Activity 3: Public outreach													Project Partners
Preparation, Activity 4: Training in antemortem reference sample collection and data entry in fDMS													ICMP: Two ICMP trainers
Execution, Activity 5: Antemortem reference sample collection and data entry in fDMS													1: Thirty antemortem reference sample collectors and data entry employees (TBD)

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1.8. Sustainability

45. One of the biggest challenges Lebanon faces regarding the issue of enforced disappearance is the weak dialogue, coordination, cooperation and exchange of information between the victims and the authorities. If this lack of trust and credibility of the victims in the authorities is not overcome and if the state does not overcome its weaknesses regarding adequate, continued, and sufficient consultation with victims, it will be very hard to obtain specific advancement with regards to the right to know the truth, to justice and reparation as well as obtaining specific results in the search and identification of the disappeared persons and their handover to families.
46. The project aims to establish sustainability through the creation of a skill set to maintain future identifications and sustainable mechanisms to continue the search for the missing. Integral to this proposal is the provision of information to the victims, in advance, on the procedures and services which they can access during the action, which other family members should also participate, provision of general information on the legal and forensic aspects of the search and identification process, as well as manage their expectations and offer information on possible recoveries or reparations.
47. Sustainability and forward momentum will also be maintained through the creation of a strategy for evaluating how many missing individuals are sufficiently represented by the antemortem reference samples collected, which will inform the implementation of future policy. The fashioned database will be used to institutionalise the registry of new cases and collect analytical information on both disappearances and potential locations of mass grave sites. This will create a foundation for propulsion based on gathered facts and will serve to underpin future discussion of the missing in Lebanon within civil society. It is also the expectation that this knowledge base will influence future coordination with the government, in the sense that it will have a bearing on the manner that administrative and legal constructs are formulated to deal with the problem.

II. BUDGET

N/A

famulaire pr les familles