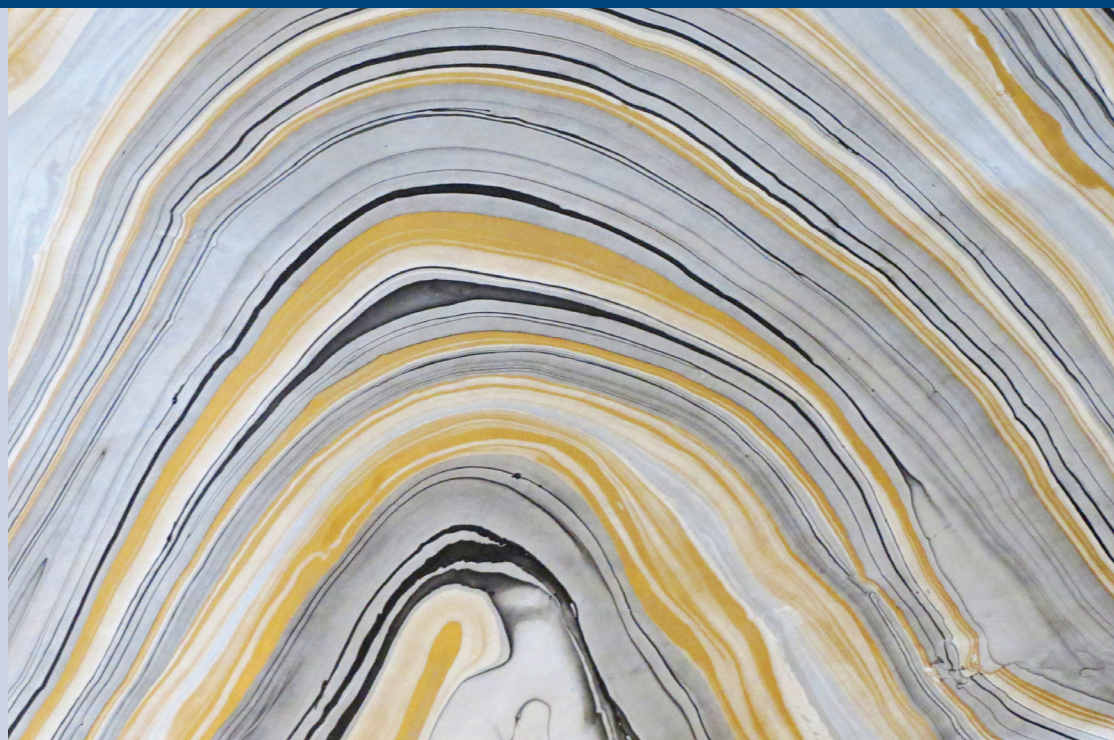


LEBANON

The Missing in Lebanon

Inputs on the Establishment of the
Independent National Commission for
the Missing and Forcibly Disappeared
in Lebanon

January 2016



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Justice
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Acknowledgments

ICTJ gratefully acknowledges the generous support of the Embassy of Finland in Lebanon, which made this project possible.

Gratitude also goes to the research team, which was composed of: Nayla Geagea, legal expert and lawyer; Dr. Sana Hajj Safa, finance expert; Elie Aoun, finance expert; and Dr. Luis Fondebrider, international forensic anthropologist and president of the Argentine Team of Forensic Anthropology. The team would like to thank the Committee on Missing Persons in Cyprus (CMP) and its members who received ICTJ's research team in Cyprus, particularly Paul-Henri Arni, the CMP Third UN Member; and Florian von Konig, CMP UN Permanent Secretary. The team would like to extend its gratitude to Ann Nee and Jack Davies for their contribution to the study respectively as researcher and copyeditor. ICTJ would like to thank the International Committee for the Red Cross in Lebanon, and particularly Fabien Bourdier and forensic advisors Stephen Fonseca and Pierre Guyomarc'h, for their valuable inputs.

About ICTJ

ICTJ assists societies confronting massive human rights abuses to promote accountability, pursue truth, provide reparations, and build trustworthy institutions. Committed to the vindication of victims' rights and the promotion of gender justice, we provide expert technical advice, policy analysis, and comparative research on transitional justice approaches, including criminal prosecutions, reparations initiatives, truth seeking and memory, and institutional reform. For more information, visit www.ictj.org

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ACRONYMS

CDL	The Consolidated Draft Law
CFKDL	Committee for Families of Kidnapped and Disappeared in Lebanon
CMP	Committee for Missing Persons in Cyprus
ICRC	International Committee of the Red Cross
ISF	Internal Security Forces in Lebanon
NSSF	National Social Security Fund in Lebanon
SOLIDE	Support of Lebanese in Detention and Exile

We say inshallah he will return

We say inshallah but 30 years have passed

*Some say they threw them in the sea, others say in
mass graves*

We went to the mass graves

We used to search through the swollen corpses

We used to come back smelling like the dead.

Sana I., Wife of a Missing Person,
"Living with the Shadows of the Past," p. 10

Foreword

Maybe if he was dead it would have been a totally different situation. You'd have known how to control your life and how to move forward. You wait every day, thinking he might come home today, or this year. The years pass by and you're waiting. Time passes.

- *Jeanette Salida Khawand*¹

One afternoon, Jeanette Salida Khawand's husband did not come home. There was no warning, no explanation. The long years since that afternoon have been filled with unimaginable uncertainty and pressure for her family.

Her family's experience mirrors thousands of others in Lebanon. For these families, the urgency to learn the fate of their missing relatives increases with each day and each year. Children like Jeanette's have grown up fatherless. Women like Jeanette are languishing, isolated and trapped in a bureaucratic limbo.

I was not able to withdraw more money to educate my children, and everything needed invoices for what I'd spent . . . So for 20 years I haven't been able to do any bank transaction, my assets were frozen [by the government]. [When] I asked why, they told me they are preserving his rights.²

The long years of waiting since the end of Lebanon's Civil War are a breach of Jeanette and her children's absolute right to know the truth about their missing loved one. This right is internationally recognized by a 2006 UN Convention, signed by Lebanon, which considers the family members of the missing, like Jeanette, to be victims of a crime.

It is for these families that the issue of Lebanon's missing and forcibly disappeared must be addressed.

It is for these families that ICTJ has prepared this study, to provide expert financial and operational input, firmly based on the Lebanese context, that can facilitate the establishment of an Independent National Commission for the Missing, such as the one envisaged in the current Lebanese draft legislation.

¹ ICTJ, "Living with the Shadows of the Past: The Impact of Disappearance on Wives of the Missing in Lebanon" (2015), 10.
² *ibid.*, 16.

Executive Summary

The Consolidated Draft Law for Missing and Disappeared Persons (CDL) presently before the Lebanese Human Rights Parliamentary Committee combines two earlier draft laws that sought to address the issue of the missing and forcibly disappeared persons in Lebanon. The key feature of the law is to establish an independent national commission to function as the primary institution responsible for coordinating an effective and meaningful response to the need of families to learn the truth about their missing relatives. The commission would constitute a major step towards fulfilling the right to know of families in Lebanon, as recognized in international law and by Lebanese courts.

Aside from drafting legislation, legal and civil society actors are building momentum on the issue of missing and forcibly disappeared persons in Lebanon. Recent judicial decisions have explicitly recognized families' right to know the fate of their missing and disappeared relatives. And local and international nongovernmental organizations have launched data-collection initiatives on missing persons and potential burial sites to prepare the way for a future commission. This study aligns with these efforts, providing a coherent overview of the current situation and presenting input on a future commission, informed by leading global- and local experts.

This study is a technical document that aims to contribute expert financial, substantial, and operational input on the discussion around the commission. It is a reference tool for those advocating for the passage of the CDL and the establishment of the commission. It should also prove useful for those planning the commission's final design and structure, drafting its bylaws, and preparing its operational budget.

The study describes the important and necessary features related to the commission's formation and operation as well as a detailed outline of its internal structure. This plan was formulated through extensive consultation with legal, financial, and technical experts—all with on-the-ground experience in Lebanon—as well as professional staff from comparable commissions overseas, most particularly the Committee for Missing Persons (CMP) in neighboring Cyprus. The consultative process included two international forensic missions in Lebanon, a mission to Cyprus, a roundtable discussion with international and local experts, and ongoing discussion with financial and legal consultants in Lebanon.

To maximize the efficiency and sustainability of the commission, the proposals and recommendations in this study reflect international best practices while remaining thoroughly tailored to the Lebanese reality and sensitive to Lebanese law, politics, and history.

Financial estimates accompany the study to offer an initial impression of the estimated cost of the commission's establishment and operation. All evaluations are based on market prices

in Lebanon, and projections adjusted for inflation. The modeling confirms the viability of the Independent National Commission, as conceived in the CDL, in Lebanon today.

In addition to ICTJ's publication of "Living with the Shadows of the Past: The Impact of Disappearance on Wives of the Missing in Lebanon" (2015), "Failing to Deal with the Past: What Cost to Lebanon?" (2014), and "Lebanon's Legacy of Political Violence: A Mapping of Serious Human Rights and Humanitarian Law in Lebanon, 1975-2008" (2013), this study affirms ICTJ's commitment to the families of the missing and to the right to the truth in Lebanon.

1. Introduction

October 2015 marked a quarter century since the end of Lebanon's brutal 15-year Civil War, yet the fate of thousands of people who went missing in the tumult of the war—and in subsequent violence—remains unknown. These are the missing and forcibly disappeared people in Lebanon.³ Despite attempts in 2000, 2001, and 2005, the issue of the missing and forcibly disappeared has not been adequately addressed by the Lebanese state, due in large part to postwar amnesty laws and a lack of political will. The absolute right of families to know the truth about their missing relatives is enshrined in the International Convention for the Protection of All Persons from Enforced Disappearance (2006).⁴ Recently Lebanon's State Shura Council, the country's highest administrative judicial authority, recognized the right to know for the first time in Lebanese law in a high-profile decision.⁵ This reflects the momentum building in Lebanon behind this issue, giving fresh impetus to those campaigning for thousands of families' right to know the truth about their missing relatives.

At the forefront of this campaign is draft legislation that would mandate the establishment of an independent national commission capable of fulfilling families' right to know the truth. Hikmat Deeb MP submitted the initial draft legislation to the Lebanese Parliament in 2012. In April 2014, in the wake of the State Shura Council decision, Ghassan Moukhayber MP and Ziad Kadri MP submitted a second version of the law titled, Law for the Missing and Forcibly Disappeared in Lebanon, drafted by organizations associated with families of the missing with input from ICTJ and other stakeholders. Neither draft was discussed in Parliament, but by April 2015 they had been reviewed and consolidated into a document referred to as the Consolidated Draft Law (CDL). Currently, the CDL is itself under review by the Lebanese Human Rights Parliamentary Committee. The legislative process is, therefore, still underway, as are the attendant political and social debates.

The key feature of the CDL is the establishment of an independent national commission charged with discovering the fate of missing and forcibly disappeared persons in Lebanon. The law would grant the commission important powers and protections, guaranteeing its independence, transparency, accountability, and financial security.⁶ Experience in Lebanon

³ For more on the history of the missing in Lebanon, see ICTJ, "Lebanon's Legacy of Political Violence," 2013.

⁴ International Convention for the Protection of all Persons from Enforced Disappearance, 2006. This right is considered an "absolute" right, meaning the state cannot evade its responsibility under any circumstances, including states of emergency; see: UN Commission on Human Rights, "Report of the Independent Expert to Update the Set of Principles to Combat Impunity," principle 2., Doc. E/CN.4/2005/102/Add.1. Lebanon has signed but not ratified the convention.

⁵ On March 4, 2014, the Lebanese State Shura Council annulled a previous decision by the Cabinet's Secretary that had denied families of the disappeared access to documents as well as acknowledged "the right to know." See ICTJ, "Living with the Shadows of the Past," 9.

⁶ ICTJ reviewed the CDL as it appeared in April 2015 and, upon request, provided recommendations to the Lebanese Parliamentary Human Rights Committee on a number of aspects.

and abroad shows that these features are fundamental to the success of an institution of this nature. Indeed, the very absence of many of these features led to the failure of previous mechanisms to address the issue of the missing set up by successive Lebanese governments in 2000, 2001, and 2005. These failures hold important lessons for the current process.

The 2000 commission was composed entirely of security officials and had a mandate that lasted only six months. While it recognized the existence of certain mass graves in Lebanon, it did not exhume any bodies or take any measures to protect the sites; and it is also uncertain whether it investigated any individual missing persons. The following year witnessed the establishment of a commission narrowly focused on those missing persons thought to be still living. This commission required families to provide sufficient evidence that their missing relative was alive. Unsurprisingly, this did not deliver a satisfactory response to families' unfulfilled right to know. It was also only mandated to last for six months, which was twice extended. Finally, a joint Syrian-Lebanese committee was commissioned in 2005 to investigate the fate of missing persons likely detained in Syrian prisons. It has never issued a public report and does not appear to have made any meaningful progress.⁷

Throughout these false starts, in a difficult political landscape, civil society and nongovernmental organizations have resolutely pursued the fulfillment of families' right to know. The CDL and State Shura Council decision mentioned above are the result of years of steadfast advocacy and projects aimed at advancing the families' cause. In addition to draft legislation, local organizations Support of Lebanese in Detention and Exile (SOLIDE) and the Committee of Families of Kidnapped and Disappeared in Lebanon (CFKDL) have filed judicial cases demanding that potential mass graves throughout the country are identified and protected.

The International Committee of the Red Cross (ICRC) is planning to launch its Biological Reference Samples Collection and Storage project with the Lebanese Government to collect and preserve saliva samples from relatives of the missing in order to aid a future identification process. The ICRC has also been gathering data about the missing and forcibly disappeared in Lebanon from over 2,100 interviews with families and friends of the missing, and has trained local experts on human identification procedures. In addition, local organizations like Act for the Disappeared are researching events and incidents that led to cases of missing persons during and after the Civil War, in an attempt to identify burial sites, file for their judicial protection, and document the circumstances of specific enforced disappearances—also to assist identification of remains in the future. This data will be handed over to the Independent National Commission for Missing and Forcibly Disappeared Persons when it is established.

In mid-2015, Act for the Disappeared also created an advisory group of archeologists, anthropologists, lawyers, doctors, and geneticists that is exploring—in consultation with civil society actors—legal and procedural frameworks related to the management of human remains in Lebanon with a view to bringing them in line with international standards. The ultimate aim is to develop standardized procedures for the care of human remains in Lebanon in preparation for a national mechanism and to enhance the likelihood of positive identification once a national commission is operational.

While these initiatives are invaluable, they cannot be considered an alternative to a centrally organized national commission with the necessary mandate and resources to address the full scale and complexity of this issue. Instead, each initiative looks to make a contribution to the establishment of an effective independent national commission. This study aligns with these efforts by providing concrete, technical information necessary for the commission's

7 ICTJ, "Living with the Shadows of the Past," 7–9.

effective establishment and sustainable operation. It describes the commission's mandate and composition as envisaged in the April 2015 CDL and proposes a detailed operational structure accompanied by rigorous financial estimates.

The study proposes an independent, professional, and fully equipped body, at once reflecting the highest international standards and tailored to Lebanon's context. ICTJ anticipates many varied challenges will confront those seeking to establish any commission designed to address the issue of the missing and forcibly disappeared. The commission in this study, modeled on the CDL, is designed to prepare a future commission for as many of these challenges as possible and provide practical inputs for the future. In a word, the study looks to advance the preparation necessary for a commission of this kind and hopes to be useful for drafting bylaws and operational budgets.

Aware of previous failures and now equipped with the State Shura Council decision, draft legislation, the dedicated data-collection work of nongovernmental organizations, and the technical framework provided in this study, Lebanon has never been more prepared to meaningfully confront the issue of its missing and forcibly disappeared persons.

Methodology

The information in this study is the product of an exhaustive consultation process managed by ICTJ. The core team included internationally regarded forensic anthropologist Luis Fondebrider; two financial consultants, Sana Hajj Safa and Elie Aoun; lawyer Nayla Geagea; and staff from ICRC's mission in Lebanon. Local and international staff from ICTJ provided technical support, advice, and coordination.

Fondebrider based his recommendations on three missions conducted in 2014 and 2015: two in Lebanon and one in Cyprus. Both visits to Lebanon allowed Fondebrider to evaluate Lebanon's forensic capacity and broader political environment after a number of meetings and interviews with forensic scientists, politicians, families' association representatives, and other stakeholders. ICTJ arranged for its primary forensic and legal consultants, Fondebrider and Geagea, to visit Cyprus to review the work of the CMP. This last mission entailed meetings with the CMP UN Permanent Secretary, Greek Cypriot and Turkish Cypriot CMP Members, and family associations, in addition to visits to excavation sites and the CMP's identification laboratory facilities.

The mission to Cyprus was highly instructive. The CMP model provides a valuable learning opportunity for a future commission in Lebanon, given the quality of its technical personnel, experience, and success, as well as Cyprus' geographical proximity to Lebanon and detachment from the Lebanese political landscape. Naturally, there are some important differences, mostly connected to the scope of the commission's mandate as set out in the CDL, which is broader than the CMP's.⁸

The financial data in this study is modeled on Lebanese market prices and on the expenditure of comparable commissions overseas, most notably the CMP. It includes all manner of probable expenses: payroll, asset acquisition, utilities, insurance, auditing, etc. All projections are corrected for inflation and all figures are in US Dollars for ease of comparative analysis with overseas facilities.

In September 2015, an earlier draft of this study was presented to a roundtable of members from the CMP, ICRC, and various financial, legal, and forensic consultants. Their input and recommendations were highly valuable; many have been incorporated into the study. The study is comprised basically of three sections. The first discusses the composition and mandate of the Independent National Commission, including members of the commission,

⁸ For information on the CMP, visit its official website, www.cmp-cyprus.org.

its various components, and its legal status. The second section outlines the operational structure of the commission, detailing the activities and human resources of each operational unit within the commission, supplemented with payroll data. The examples, suggestions, and recommendations presented in this paper are based on the April 2015 CDL draft currently under review by the Lebanese Human Rights Parliamentary Committee. The final section presents additional data on start-up and operational expenses. It outlines assets the commission will need to acquire and expenses it will likely incur, other than payroll, over a ten-year period.

2. The Independent National Commission: Composition & Mandate

Mandate

On the broadest level, a future independent national commission in Lebanon needs a mandate that will enable it to perform its basic functions: to investigate the fate of the missing and forcibly disappeared, to locate and exhume burial sites, and to formally identify missing persons and establish the circumstances of their enforced disappearance or death.

This will require a broad legal mandate guaranteeing long-term administrative and financial independence and protection from interference of all kinds. The commission requires a sufficiently long mandate to execute its many difficult and delicate operations and a sufficient period of time to prepare before it becomes operational. Additionally, the commission's mandate should include the possibility of renewal and/or extension to meet best international practice. These features are absolutely essential to any commission of this nature, and particularly in Lebanon's politically sensitive landscape. Without a mandate underpinned by these principles, it is likely the next commission will meet the fate of its antecedents.

Furthermore, members of the commission must be granted immunity, nonliability for damages related to their tasks, and protection from arbitrary removal. Legislation must very carefully outline the legal protection offered to commissioners. It should limit any room for counterproductive interpretations and ensure that immunity applies only to actions done in the professional capacity of the commission while also protecting members from unfair judicial attacks unrelated to their work but possibly inspired by it.

Information about missing and disappeared persons and burial sites is often highly sensitive, and exhumation and identification processes can be extremely complicated. A commission without an extensive mandate to operate unhindered—from investigation through to exhumation and identification—will be unable to deliver the families' right to know the truth about their missing relatives.

As reflected in the April 2015 CDL, the commission should have two broad powers: to receive and demand information related to missing persons or burial sites and to exercise necessary investigative and judicial authority. The commission must have the authority to obtain all records and information about missing and disappeared persons and centralize it in a confidential database. Additionally, it should be authorized to compel testimony from any person or institution thought to have information about a missing person or burial site; noncompliance should carry legal sanction, such as a fine or imprisonment. More generally, it should be incumbent on individuals and institutions with information about the missing to offer it voluntarily to the commission.

When evidence indicates the existence of an individual or mass grave, the commission must be able to verify this evidence, mark and secure the grave, and appoint a judicial custodian to protect it from tampering or degradation. The commission should also supervise all excavation and disinterment and have the ultimate authority to identify and confirm the fate of a missing person and have scope to meaningfully support families throughout this process.

Without compromising the commission's absolute independence, its mandate should enable it to form cooperative frameworks with relevant Lebanese state institutions, such as ministries, security and police forces, judicial authorities, and local municipalities. This will likely relate to two major aspects of the commission's work: investigating and collecting information and identifying, protecting, and exhuming burial sites. As above, official entities should be legally compelled to cooperate and collaborate with the commission.

A set of guiding principles should attend the establishment of the independent national commission reaffirming the fundamental rights relevant to the issue of the missing and disappeared. This should include rights already recognized by the Lebanese constitution through the ratification of international covenants and conventions, such as: the right of any person not to be arbitrarily deprived of life or subjected to arbitrary arrest or detention; the right to protection against torture and other cruel or inhuman treatment; and the right to judicial guarantees. In line with the 2014 State Shura Council decision and Lebanon's signing of the 2014 International Convention for the Protection of all Persons from Enforced Disappearance, the commission's guiding principles should also affirm the right of families of the missing persons to learn the fate of their relatives and the circumstances of their disappearance and their right to have access to all related information and records.

Composition

A commission mandated with the broad powers described above will be responsible for strategic planning and decision making, investigation, forensic analysis, many other technical operations, and an array of managerial, communication, administrative, and clerical tasks. The complexity and diversity of the commissions' responsibilities requires a clearly defined operational structure.

This study bases its analysis on the model described in the April 2015 CDL, consisting of a core commission of ten members—three of whom make up a bureau. Informed by Fondebrider's recommendations, the study suggests that the commission's operations could be organized around four operational units with clearly defined responsibilities and resources, all supervised by a general secretary. Additionally, a national forum—also envisaged in the CDL—should review the work of the commission while remaining structurally separate. Refer to Figure 1 below.

The ten-member commission should be comprised of experienced and independent members from all relevant areas of expertise, including representatives from the families and civil society. It should be staffed in accordance with the gender-equality goals in the National Action Plan for Human Rights in Lebanon (2014–2019), which should inform all of the commission's hiring practices. The commission membership outlined in the April 2015 CDL is a sound model:

- a judge of at least the tenth degree
- a former judge or tenth degree civil servant with experience in criminology and public prosecution

- a lawyer
- an ambassador
- a director for the forensic laboratory
- a first category public servant
- two representatives of associations for the families of the missing and forcibly disappeared
- an expert on forensic medicine
- a person, possibly from outside Lebanon, experienced with establishing the identity of disappeared persons to act as “identification coordinator”

The three-person bureau should be composed of the commission’s president (the judge), the identification coordinator, and one of the two family associations’ representatives serving on the ten-person commission. This will ensure that judicial powers, technical expertise, and the families’ interests remain forefront in the commission’s administration.

If the legislation mandating the establishment of the commission addresses members’ payment structure, it should carefully consider all implications. Salaries should reflect the expertise and profile required by each position, as determined by assessing pay for comparative positions in the public sector and Lebanese market; they should ensure full-time dedication and independence. This equally applies to commission members’ terms: any limits or guarantees should look to promote efficiency and sustainability. And as with the commission as a whole, members’ terms should include the possibility of extension.

The bureau and the plenary commission should form the key strategic decision-making apparatus of the commission, and all activities of the broader commission must be accountable to them. It is paramount that the commission’s by-laws clearly and sensibly articulate decision-making processes and the division of power between the three-person bureau and ten-person commission.

Considering again the breadth of the commission’s activities, its operational structure should be divided into clearly defined units—each managed by a head officer and supervised by the office of a general secretary. This study recommends four such units:

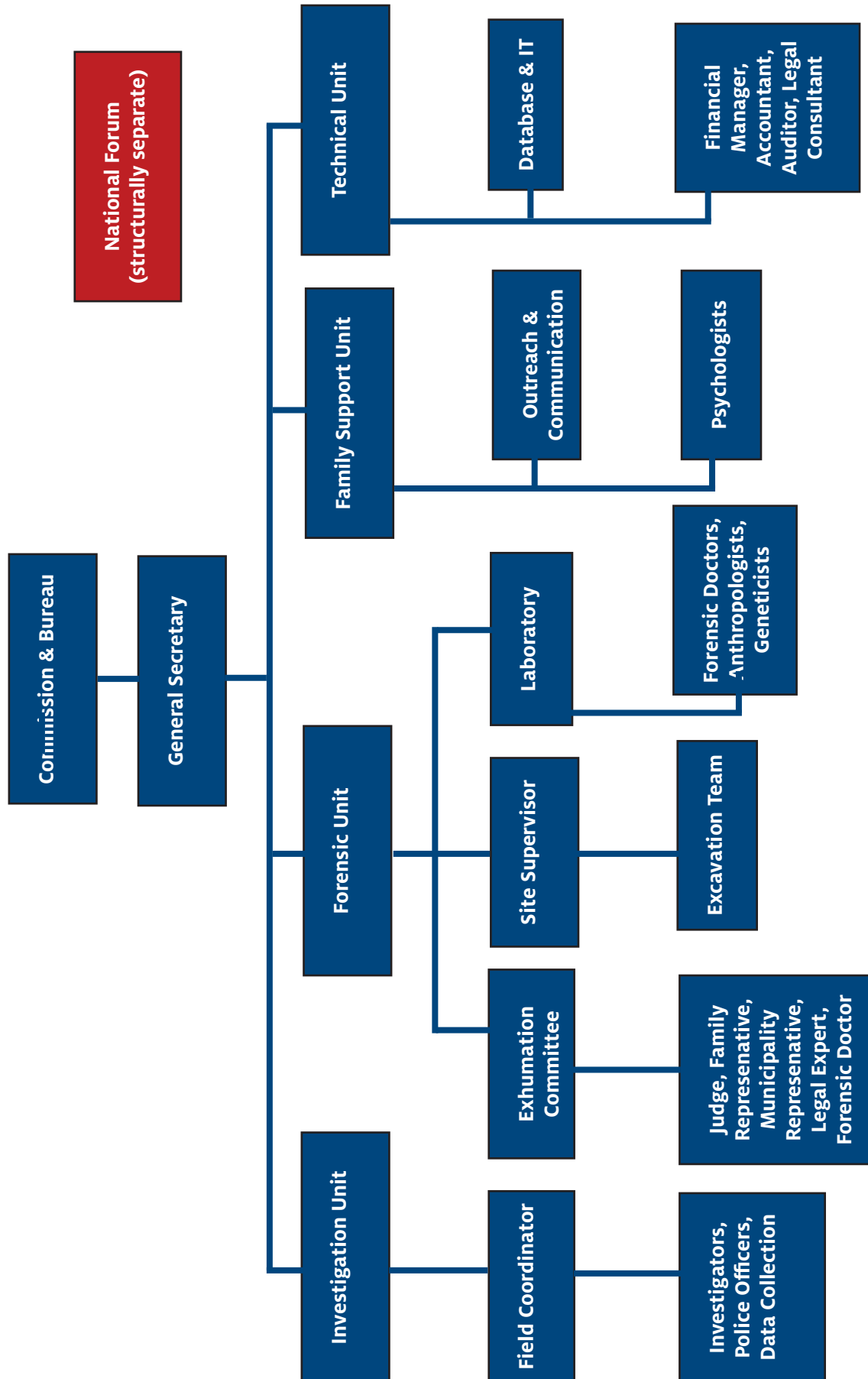
- Investigations
- Forensics
- Family Support
- Technical

The following section outlines the core human resources and activities of each unit and gives a sense of the financial commitment each requires. It also explains the role of the general secretary.

The national forum, derived from the CDL, should review the work of the commission, prepare annual reports on the commission’s activities, and entrench the link between the commission and Lebanese civil society. It should not be structurally connected to the commission and should consist of representatives from associations for the families of the missing and disappeared, youth organizations, other local and international nongovernmental organizations, and government ministries.

Ultimately, the finer details of the commission's operational structure, strategic planning, and budgeting cannot reasonably be mandated in legislation. The commission (bureau and plenary), with input from civil society and other relevant actors, will need to clearly articulate these aspects, along with the independent national commission's bylaws and broader vision. The remainder of this study, which explores the technical and administrative operations of the commission, is specifically aimed at informing that process. The failure of previous commissions in Lebanon proves the fundamental importance of the pre-operation planning phase. When the time comes, this study can serve as a reference tool for those planning the establishment of the independent national commission by offering suggestions and examples informed by leading global anthropological experiences, yet tailored to the Lebanese landscape.

Figure 1 :Composition and Structure of the Independent National Commission



3. The Independent National Commission: Operational Structure

The General Secretary

This study recognizes the need for a full-time position to supervise and manage the heads of the four units that comprise the commission's operational structure as well as a representative empowered by the Bureau to negotiate with external stakeholders on behalf of the commission. The general secretary position derived from the April 2015 CDL should serve these functions.

Activities

The primary function of the general secretary position is to oversee the execution of the commission's plans and policies. The general secretary should have the skills and competencies to establish necessary strategic liaisons with external stakeholders, such as local and national politicians, in order to facilitate the commission's operation. An example of his or her contribution might be expediting the process of obtaining legal permits required for excavation. Similar commissions in many countries have operated under significant political and administrative pressure. Therefore, the general secretary position will require sound judgment, political acumen, and strong negotiation skills. The scope of the position might include, but would not be limited to:

- collaborating with the bureau to foster an efficient administrative and operational environment
- supervising and managing the heads of each operational unit and facilitating effective communication across them
- providing strategic oversight of operations, reports, meetings, and monitoring visits
- developing and implementing internal policies and procedures with a view to maximizing the commission's effectiveness
- managing strategic liaisons and cooperation with the four key external groups, family associations, government ministries, youth groups, and international organizations such as the United Nations, ICRC, ICTJ, etc.
- collaborating with subcontracted laboratories in Lebanon and abroad
- interviewing and proposing job candidates
- training and managing executive and support staff, volunteers, and interns

Budgetary Information

The financial analysts working on the study determined an annual budget of \$46,587 for the general secretary position. This is based on the wage earned by Directors of Public Service in Lebanon, taking into account the general secretary's eligibility for the National Social Security Fund (NSSF) and transportation and housing allowances. This is summarized in Table 1 below.

Table 1 General Secretary | Annual Remuneration

POSITION	UNIT	#	UNIT COST	ANNUAL TAX-ABLE SALARY	SOCIAL SECURITY	TRANSPORTATION & HOUSING ALLOWANCE	TOTAL ANNUAL REMUNERATION
General Secretary	M	12	\$3,317	\$39,804	\$5,183	\$1,600	\$46,587
Total				\$39,804	\$5,183	\$1,600	\$46,587

Investigation Unit

The commission must be able to access and gather information if it is to fulfill its mandate to address the issue of the missing and forcibly disappeared persons in Lebanon. The April 2015 CDL would provide the commission with information-collecting powers that resemble a parliamentary inquiry or law-enforcement body. To facilitate the above, this study recommends the establishment of one operational unit dedicated to investigating cases of the missing and potential burial sites. Its overall function would be to collect and respond to information and, as necessary, protect witnesses and commissioners.

As the Cypriot experience demonstrates, effective information collection depends on a favorable legal and political environment. More than 15 years after the CMP was established, general prosecutors from the Turkish and Greek communities agreed not to prosecute any individual who gave self-incriminating evidence related to the missing or forcibly disappeared. This was an important step towards the finalization of an official list of over 2,000 missing person and over 1,000 burial sites. This list became the basis for the CMP's operations and an important reason for its success. Experiences such as the one in Cyprus demonstrate that the issue of self-incrimination remains a major challenge the Lebanese commission will need to carefully consider and discuss with prosecutorial authorities. Despite its controversies, this discussion should analyze the applicability of the 1991 general amnesty law for crimes committed during the Lebanese Civil War.

Human Resources

The investigation unit should have permanent teams stationed at the commission's headquarters ready to receive requests and testimonies as well as capacity to set up mobile teams to approach individuals, witnesses, local authorities, and other parties for information. While in other countries it is likely that police forces with investigative experience would form the core of this unit, this could be highly problematic in Lebanon. Some members of Lebanon's Internal Security Forces (ISF) have links with current political and religious leaders who are directly involved in the issue of the missing and forcibly disappeared. The investigative unit must, therefore, be very carefully composed to avoid compromising the commission's independence. This study suggests the unit will need an independent field coordinator who supervises a team of five investigators.

Activities

The investigation unit should act as a funnel for all information and requests for information about the missing and forcibly disappeared. It is likely that initial work would revolve around compiling a list of missing persons and burial sites—work already underway by the ICRC and Act for the Disappeared—before investigating individual cases and sites, although burial sites should be quickly secured. As mentioned, the commission should have the power to compel testimony from any person or institution suspected of possessing information and sanction noncompliance or deliberate impediment to access with fines or imprisonment, as the case warrants. The role of implementing this power should fall to the investigation unit. Naturally, this would require cooperation between the commission and the General Prosecutor’s office as well as the judiciary police and the ISF. At the same time, the investigation unit should provide the opportunity for anonymous and confidential tips to encourage disclosure and establish effective witness-protection mechanisms. These last measures will greatly encourage disclosure and expedite the work of the investigation unit and commission as a whole.

Lastly, the field coordinator and investigators working in this unit should seek to comply with a strict quality-assurance system for the commission’s data and work alongside the database coordinator (see Technical Unit below) and IT staff in order to minimize the incidence of double counting, oversight, and other statistical errors. The ultimate responsibility for monitoring the data-entry process from the investigation unit would fall to the field coordinator. He or she must ensure investigators are operating from standard statistical assumptions, developed in collaboration with the database coordinator, and provide periodic reports to the general secretary.

Budgetary Information

The field coordinator and five investigators will be entitled to NSSF and housing and transportation allowances. Basing wages on the Lebanese average for similar positions, the annual budget for the investigation unit comes to \$105,030, as detailed below.

Table 2 Investigation Unit | Annual Remuneration

POSITION	UNIT	#	UNIT COST	ANNUAL TAX-ABLE SALARY	SOCIAL SECURITY	TRANSPOR-TATION & HOUSING ALLOWANCE	TOTAL ANNUAL REMUNER-ATION
Field Co-ordinator	M (1)	12	\$1,500	\$18,000	\$3,330	\$1,600	\$22,930
Investiga-tors	M (5)	12	\$1,000	\$60,000	\$14,100	\$8,000	\$82,100
Total				\$78,000	\$17,430	\$9,600	\$105,030

Forensics Unit

The forensic work involved in securing burial sites and exhuming and identifying remains is the most technical of the commission’s operation. It is essential that a forensic unit is established with sustainability to suit the specific needs of such a commission in Lebanon and, therefore, established with a very clear understanding of Lebanon’s capacity. The following are the major points of forensic anthropologist Fondebrider’s report on Lebanon’s forensic capacity. It should be read as an impartial and up-to-date assessment:

Lebanon does not have an Institute of Legal Medicine, which is the usual way in which expert services are organized abroad; instead, there are two separate areas

with completely different modes of work. One is the Internal Security Forces, whose forensic experts basically carry out criminalistic tasks both in the field and at the lab, i.e. they work in the scene of the crime and then analyze any evidence recovered (other than corpses). On the other hand, in Lebanon there are approximately 80 physicians (forensic doctors) who perform forensic tasks; however, the departments to which they report and the way in which they are organized vary enormously and their expert tasks are carried out ad hoc, when so required by the judiciary. In other words, they do not work full-time as forensic physicians.

In addition, there is some confusion in the judicial sphere about forensic experts' skills. It should be made clear that there is no specific specialization in forensic medicine in the country. Those having such qualification have been trained abroad. This is why physicians are many times summoned to give their opinion about topics outside their scope of expertise, for example, about dental issues, the analysis of bone remains or identification processes. They are quite unacquainted with either the advantages or constraints of genetics, and have little relationship with the professionals working in the crime scene.

Moreover, there are genetics laboratories, most of which operate within the purview of the universities; only one lab belongs to the police. None of them is exclusively specialized in forensic genetics, except for the one under the police force, and their capacity to process bone remains is apparently limited.

Finally, the fact that the Directorate General of Antiquities under the Ministry of Culture has archaeologists and physical anthropologists among its staff members is a very important piece of information in looking toward future exhumations and analyses.

Given this fragmented and poorly coordinated organization, it is absolutely necessary to plan a major reform of the expert [forensic] services, particularly if they are to be summoned to exhume and identify the remains of victims of enforced disappearance.

In light of Fondebrider's frank assessment, the commission should establish a permanent forensic unit, including a forensic laboratory and highly skilled and trained staff capable of exhuming and identifying human remains with necessary expertise and sensitivity. It is advisable that a training program for forensic staff is organized at a well-equipped commission or laboratory with trained staff, such as the CMP in Cyprus, before operations begin in Lebanon.

The April 2015 CDL provides for ad hoc Special Exhumation Committees composed mostly of local professionals to be formed each time a burial site is excavated. However, the experience in Cyprus, where hundreds of graves have been exhumed—as well as Fondebrider's assessment of Lebanon's forensic capacity—demonstrates that ad hoc committees are not a satisfactory alternative to a dedicated forensic unit. Special exhumation committees should be viewed as adjuncts of the broader forensic unit that complement its work.

Human Resources

The complex and sensitive nature of the forensic unit's work will likely require cooperation with government bodies and support from international laboratories.⁹ Nonetheless, this study suggests the commission's forensic unit should have six full-time archaeological staff (including one to serve as site supervisor) as well as a geologist, photographer, two drivers, two site workers, and a team of ten intern archaeologists. The opportunity to use intern

⁹ Examples of suitable international laboratories include the International Commission on Missing Persons laboratory in Bosnia-Herzegovina and Bode Technology in the US. See Additional Financial Information below.

archeologists to support senior staff will also help to address Lebanon's lack of qualified forensic archeologists.

The special exhumation committees envisaged in the CDL would be comprised largely of local officials so that local interests and sensibilities are respected as much as possible and to facilitate the forensic unit's work in particular local contexts. Each committee would include a local judge, lawyer, municipality expert, forensic doctor, and a representative of a families' association.

Activities

The activities of the forensic unit should be divided into four distinct phases: archaeological phase, multidisciplinary forensic phase, genetic phase, and identification and return of remains. Each phase requires different human resources and infrastructure to operate effectively.

Based on information gathered by the investigation unit, archeologists working under the site supervisor would begin excavating a potential burial site. Any located human remains should be exhumed by hand with careful archaeological techniques (to avoid the destruction and loss of essential information); this task would naturally fall to archaeological staff and their interns. The special exhumation committee should work to promote compliance and leniency from the local community and preempt any tensions that may arise from the local political landscape. The exhumation process should be thoroughly documented by photographers, and sketches and records should be made of all relevant details. Field documentation increases identification rates and saves time and money in the laboratory. It is essential that archaeological staff in the forensic unit communicate regularly with Lebanon's Directorate General of Antiquities (Ministry of Culture). This study recommends a collaborative framework whereby the latter is integrated into the forensic unit in a consultative function and possibly into each ad hoc special exhumation committee.

Once exhumed remains are transferred to the commission's laboratory, forensic doctors and anthropologists would begin the identification phase. This process starts with assessing a biological profile of the individual, ascertaining characteristics like age, sex, and stature, and then moves to more specific analysis of the remains (i.e., pathologies and distinguishable features) and any personal belongings like clothing. The information derived from this process is called post-mortem data, and it is compared with data collected by the investigation unit about the missing persons (e.g., data already collected through ICRC's interviews and ACT for the Disappeared's research). This last stage should also include preliminary genetic comparisons between the remains and samples collected from biological relatives of the missing and forcibly disappeared.

The genetic phase refers to the broader creation of a DNA Profile Bank (which would be subsequent to the ICRC project on collection of saliva samples) and a rigorous genetic comparison with bone and teeth samples of exhumed remains. It is likely that the complexity and sheer volume of genetic analysis, both in terms of storing DNA samples from relatives and analyzing exhumed remains, will demand a specialized laboratory for certain cases, particularly where remains are commingled. It is unknown whether the commission can develop a laboratory with this capacity within a reasonable time frame. Therefore, this study recommends that any future commission consider different international options for subcontracting services. However, this does not imply that every case requires international attention. The establishment of the commission presents a unique opportunity to strengthen local capacity. Wherever possible, local laboratories should be preferred to subcontracting international expertise.

Finally, after anthropological and genetic analysis, scientists should meet with the identification coordinator—one of the three-person bureau members (see above)—to reconcile post-mortem data with available information gathered by the investigation unit. If the

comparison generates a conclusive identification, the coordinator has the capacity to officially declare it. A comprehensive and formal report must be submitted to the commission's bureau. Families will be contacted and notified pending the bureau's approval, and every possible support will be offered to the family (see family support unit below).

Budgetary Information

An annual budget of \$329,320 is forecast for the payroll of the forensic unit, based on average Lebanese wages for these positions. All positions are due NSSF and housing and transportation allowances. See Table 3 below.

Table 3 Forensic Unit | Remuneration

POSITION	UNIT	#	UNIT COST	ANNUAL TAX-ABLE SALARY	SOCIAL SECURITY	TRANSPOR-TATION & HOUSING ALLOWANCE	TOTAL ANNUAL REMUNER-ATION
Site Su-pervisor (archeolo-gist)	M (1)	12	\$3,000	\$36,000	\$4,860	\$1,600	\$42,460
Geologist	M (1)	12	\$2,000	\$24,000	\$3,840	\$1,600	\$29,440
Archeolo-gist	M (5)	12	\$1,500	\$90,000	\$9,450	\$8,000	\$107,450
Intern Archeolo-gist	M (10)	12	\$500	\$60,000	\$14,100	\$16,000	\$90,100
Photogra-pher	M (1)	12	\$700	\$8,400	\$1,974	\$1,600	\$11,974
Car Driver	M (2)	12	\$700	\$16,800	\$3,948	\$3,200	\$23,948
Site Worker	M (2)	12	\$700	\$16,800	\$3,948	\$3,200	\$23,948
Total				\$258,000	\$42,120	\$35,200	\$329,320

Family Support Unit

Many aspects of the commission's operation will give rise to the need for psychological support. The commission should be equipped to meet this vital need. It should also have capacity to contribute to funeral costs if and when it is needed. It is also advisable to house outreach and communication operations within the family support unit to encourage dialogue between the families and the commission's public face.

Human Resources

The family support unit will require at least two part-time psychologists and one full-time position for outreach and communication. Experience with analogous commissions overseas, notably in Cyprus, proves the fundamental importance of community outreach and individualized family support.

Activities

The commission should offer psychological support to families at all stages of the investigation and identification process, in addition to the opportunity for families to meet scientists to understand the process and receive detailed information about their relative's file.

The outreach and communication strategy should publicize the work and function of the commission throughout Lebanon and communicate as clearly as possible the rationale behind its work, namely to deliver families their absolute right to know the truth about their missing relative. It should convey the legal, social, and economic dimensions of the issue of the missing and forcibly disappeared and assist in memorialization efforts. It is essential that this work is equally focused throughout the diverse regions of Lebanon with a view to achieving public consensus on this issue, as much as possible, and to preempt local actors who might look to impede the commission's work.

Budgetary Information

The annual budget for the family support unit amounts to \$68,790. All members of the psychological and outreach teams would be eligible for NSSF and transportation allowances. Figures are based on average Lebanese wages for these professions.

Table 4 Family Support Unit | Annual Remuneration

POSITION	UNIT	#	UNIT COST	ANNUAL TAX-ABLE SALARY	SOCIAL SECURITY	TRANSPORTATION & HOUSING ALLOWANCE	TOTAL ANNUAL REMUNERATION
Psychologists (part time)	M (2)	12	\$1,000	\$24,000	\$5,640	\$3,200	\$32,840
Outreach & Comm.	M (1)	12	\$2,500	\$30,000	\$4,350	\$1,600	\$35,950
TOTAL				\$54,000	\$9,990	\$4,800	\$68,790

Technical Unit

The technical unit should ensure the good management of the more quotidian, but still fundamentally important, aspects of the commission's work. This includes safeguarding data collection and data management and ensuring all legal and financial operations are in accordance with the commission's mandate and bylaws.

Human Resources

The technical unit should be comprised of a full-time database administrator, financial manager, senior accountant, secretary, and office assistant as well as a subcontracted legal consultant and auditor.

Activities

The database administrator, who would also serve as the head of the IT department, should be responsible for the performance, integrity, and security of the commission's central database. The position is ultimately responsible for maintaining an effective, consistent, and accurate database. The importance to the commission of systematic data management cannot be overstated. The database administrator's roles might include:

- mapping out the conceptual design of the database so that it serves the needs of users and guarantees security
- monitoring database performance in accordance with the Data Protection Act and refining and improving design and security

- ensuring appropriate physical design to meet storage requirements
- developing, managing, and testing back-up and recovery plans
- providing efficient troubleshooting
- preparing database documentation including data standards, procedures, and definitions for meta-data data dictionaries;
- maintaining regular communication with technical and operational staff to ensure database performance, integrity, and security, including assessments of data sources and inputs

The financial manager's overarching responsibility should be to manage the commission's cash flow, control budget variance, and finalize all transfers, tax declarations, and contracts. His or her tasks may include:

- supervising all bookkeeping and accounting processes and ensuring their compliance with commission bylaws, legal authorities, and international accounting standards
- reviewing and approving expenditure, transfers, payment vouchers, and checks
- advising on all tenders with high financial impact such as the purchase of equipment, rent contracts, medical insurance, etc.
- updating and controlling budget variance
- preparing yearly budget forecasts, periodic financial reports, internal audits, and financial statements
- preparing social security, VAT, salary, tax, and other government declarations

The commission will also require a senior accountant to prepare monthly payroll records, including salary deductions due to employee loans, penalties, uniforms, fuel, and mobile phones. The senior accountant should be responsible for preparing bank and third-party reconciliations as well as checks and payment vouchers for the financial manager's approval. Inventory transfers and file maintenance also fall within the senior accountancy role.

A secretary, supervised by the head of the technical unit, is required to provide administrative support to the general secretary and each of the four operational units. The secretary should assist the general secretary and the four heads of units and submit an annual report to the general secretary. It would be prudent to hire a full-time office assistant to aid the secretary and other permanent members of the technical unit.

Every year, the commission should hire a consultant internal auditor to ensure that all processes follow Lebanese law and the commission's bylaws. The consultative aspect of this role should also include recommendations on how management can improve its systems and processes, like external communications with stakeholders and the public. The auditor would need to travel to the many sites of the commission's operation to document its processes.

Finally, the commission should engage a legal consultant annually to assist the general secretary to review all legal aspects of the commission's operations and advise on contracts, legal permits, statutes, etc.

Budgetary Information

All permanent employees in this unit will have to be registered in the NSSF and receive transportation and housing allowances. The two consultants should not receive these benefits. The total annual budget for the technical unit was calculated at \$169,280, based on the average wage for these positions in Lebanon. See Table 5 below for more details.

Table 5 Technical Unit | Annual Remuneration

POSITION	UNIT	#	UNIT COST	ANNUAL TAX-ABLE SALARY	SOCIAL SECURITY	TRANSPOR-TATION & HOUSING AL-LOWANCE	TOTAL ANNUAL REMUNER-ATION
Data Base Administrator	M	12	\$3,000	\$36,000	\$4,860	\$1,600	\$42,460
Financial Manager	M	12	\$3,000	\$36,000	\$4,860	\$1,600	\$42,460
Senior Accountant	M	12	\$1,500	\$18,000	\$3,330	\$1,600	\$22,930
Secretary	M	12	\$800	\$9,600	\$2,256	\$1,600	\$13,456
Office Assistant	M	12	\$700	\$8,400	\$1,974	\$1,600	\$11,974
Auditor	L.S.	1	\$18,000	\$18,000	\$0	\$0	\$18,000
Legal Consultant	L.S.	1	\$18,000	\$18,000	\$0	\$0	\$18,000
Total				\$144,000	\$17,280	\$8,000	\$169,280

4. Additional Financial Information

Previous bodies and commissions similar to the one described in this study have encountered problems from the time they began operating simply because they did not have sufficient time and resources to adequately prepare. This included matters discussed above—such as formulating strategic plans, internal operational structures, and bylaws—but also planning for asset acquisition and other start-up and running expenses. Crucially, it also includes pre-operation outreach and communication, because legitimacy and credibility are not conferred merely by law.

Although legislation should allow the commission necessary time to perform this preparatory work, the work itself is purely operational and administrative and not a matter of law. The following section, once again produced after extensive consultation and thorough financial modeling, should be useful to those charged with the commission's vital preliminary planning.

Start-up and Pre-Operation Expenses

The commission will need to acquire a number of assets before it begins operation. It will also need to undertake pre-operation information dissemination to maximize its visibility, transparency, and public support.

This section offers an indicative list of assets and pre-operating expenses and their approximated costs based on the Lebanese market. It is intended to illustrate the kind of planning and preparation necessary for the establishment an effective commission for missing and forcibly disappeared persons, but in no way claims to be exhaustive. All estimates are based on information available at the time of publication.

General Start-up Expenses [L3]

The commission will require premises to serve as its head office for all activities. This should be large enough to appropriately accommodate all staff, have an area suitable for storing and analyzing the findings collected from burial sites, and be close to Beirut. Approximately \$120,000 will probably need to be allocated to lease expenses, based on the cost of leasing a three-story building near Beirut. This study calculates a further \$25,000 for leasehold improvements, such as internal fixtures, design, decoration, and the acquisition of furniture. Naturally, the commission will require extensive computer and communications hardware. This might include servers, mirroring servers, laptop computers, printers, scanners, photocopiers, routers, etc., that the study estimates will cost approximately \$50,000. Necessary computer software—for accounting, taxation, inventory control, security, licenses, etc.—will likely cost an additional \$25,000.

Due to frequent and continuous electricity cuts throughout Lebanon, the commission will require generators and a 2,000-litre petrol tank. The primary generator should have a 100KVA capacity and the back-up generator a 50KVA capacity. Both generators should be fitted with a silencer. Additionally, the commission should acquire two 5KVA-capacity generators for use at remote sites. In total, this would cost approximately \$25,000. The commission will also need three vehicles: two smaller cars for the office clerk and remote visits and a four-wheel-drive pick-up vehicle for transporting light equipment. Cumulatively, this should cost approximately \$60,000.

Finally, \$5,000 cash should be allocated to a project manager to be disbursed to pay official and miscellaneous invoices as necessary.

Technical Equipment

The commission will need to acquire specialized archeological and anthropological equipment to effectively run its investigative and forensic functions. Field tools, protective equipment, mobile containers, and storage boxes are some of the items necessary for archeological work. International consultants put this expense at approximately \$30,000, whereas anthropological field tools should amount to another roughly \$20,000.

Anthropological laboratories depend on a diverse range of tools and equipment. The commission will need to acquire biological safety cabinets, laminar airflow fixtures, cytotoxic cabinets, extraction arms, filtration arms, and other likely assets. These will cost approximately \$15,000.

Table 6 Start-up Expenses | Acquisition of Fixed Assets

FIXED ASSETS	AMOUNT
Leasehold Improvement & Furniture	\$25,000
Central Storage Equipment	\$25,000
Generators	\$25,000
Cars	\$60,000
Archaeology Equipment	\$30,000
Anthropology Field Equipment	\$20,000
Anthropology Laboratory Equipment	\$15,000
Office Computer & Communications Equipment	\$50,000
Computer Software	\$25,000
Total	\$275,000

Pre-Operation Information Dissemination

Before the commission begins operation, it is important that it advertise its mandate, role, and tasks. To garner ongoing public support, the commission needs to be transparent and visible. Importantly, communications work should be performed under the family support unit to ensure the public understands and supports the families' right to know the truth about the fate of their missing and disappeared relatives.

This process will involve the production and dissemination of press releases and billboard and print advertisements as well as establishing and maintaining a website and a strong and coordinated social media presence. Additionally, business cards, brochures, and flyers should be printed and disseminated. This study estimates this will cost approximately \$32,000.

Other Running Expenses

It is natural that the commission will incur many diverse running expenses. A number of likely expenses are detailed in this section, evaluated according to the Lebanese Consumer Price Index and Lebanese market prices. As with the start-up and pre-operational expenses described above, this does not constitute a conclusive set of expenses. It simply seeks to be indicative of the annual charges the commission will incur.

Given Fondebrider's assessment of Lebanon's forensic capacity (see forensic unit section above), the commission will likely incur operational charges for subcontracting certain anthropological and genetic identification services to local and international laboratories. The other primary operational charge will likely be costs associated with assisting families to hold funerals for identified missing persons whose remains are returned.

The commission will also incur a large range of support charges, including:

- annual rent fees
- remote area rent
- municipality tax
- subcontracting excavation machinery
- advertising
- fuel for cars and generators
- electricity
- water
- phone and internet
- cleaning
- office supplies
- maintenance and repairs
- travel expenses
- events and office receptions
- insurance
- training
- external auditing
- miscellaneous/unforeseen

Table 7 details the annual estimated cost of both operational and support charges, forecasted for ten years. While costs are based on the Lebanese market, the Cyprus model was considered where appropriate and with consideration of the larger scale of a commission for missing persons in Lebanon. Specific yearly inflation rates are applied to each item to give the most accurate forecast possible

Table 7 Operational and Support Charges | Ten-Year Forecast

CHARGE	COST/ MONTH	ANNUAL IN- CREASE	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	YEAR 7	YEAR 8	YEAR 9	YEAR 10
OPERATIONAL CHARGES												
Anthropology: Subcontracting Fees	N/A	1.21%	\$108,000	\$109,303	\$110,622	\$111,956	\$113,307	\$114,674	\$116,058	\$117,458	\$118,875	\$120,309
Genetics: Subcontracting Fees	N/A	1.15%	\$600,000	\$606,900	\$613,879	\$620,939	\$628,080	\$635,303	\$642,609	\$649,999	\$657,474	\$665,035
Funeral Costs	N/A	0.00%	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000	\$200,000
Subtotal			\$908,000	\$916,203	\$924,501	\$932,895	\$941,387	\$949,977	\$958,666	\$967,456	\$976,349	\$985,344
SUPPORT CHARGES												
Annual Rent	\$10,000	5.00%	\$120,000	\$126,000	\$132,300	\$138,915	\$145,861	\$153,154	\$160,811	\$168,852	\$177,295	\$186,159
Municipality Tax		8.50%	\$10,200	\$10,710	\$11,246	\$11,808	\$12,398	\$13,018	\$13,669	\$14,352	\$15,070	\$15,824
Remote Area Rent (2 sites)	\$800	2.00%	\$9,600	\$9,792	\$9,988	\$10,188	\$10,391	\$10,599	\$10,811	\$11,027	\$11,248	\$11,473
Excavation Machinery	\$4,167	2.00%	\$50,000	\$51,000	\$52,020	\$53,060	\$54,122	\$55,204	\$56,308	\$57,434	\$58,583	\$59,755
Advertising	\$2,000	-5.00%	\$24,000	\$22,800	\$21,660	\$20,577	\$19,548	\$18,571	\$17,642	\$16,760	\$15,922	\$15,126
Fuel: Cars and Generators	\$2,500	4.00%	\$30,000	\$31,200	\$32,448	\$33,746	\$35,096	\$36,500	\$37,960	\$39,478	\$41,057	\$42,699
Electricity	\$1,500	2.25%	\$18,000	\$18,405	\$18,819	\$19,243	\$19,675	\$20,118	\$20,571	\$21,034	\$21,507	\$21,991
Water	\$250	2.25%	\$3,000	\$3,068	\$3,137	\$3,207	\$3,279	\$3,353	\$3,428	\$3,506	\$3,584	\$3,665
Phone and Internet	\$1,500	3.00%	\$18,000	\$18,540	\$19,096	\$19,669	\$20,259	\$20,867	\$21,493	\$22,138	\$22,802	\$23,486
Cleaning	\$1,000	2.00%	\$12,000	\$12,240	\$12,485	\$12,734	\$12,989	\$13,249	\$13,514	\$13,784	\$14,060	\$14,341
Office Supplies	\$1,200	2.50%	\$14,400	\$14,760	\$15,129	\$15,507	\$15,895	\$16,292	\$16,700	\$17,117	\$17,545	\$17,984
Maintenance	\$2,000	5.00%	\$24,000	\$25,200	\$26,460	\$27,783	\$29,172	\$30,631	\$32,162	\$33,770	\$35,459	\$37,232
Travel Expenses	\$1,500	2.00%	\$18,000	\$18,360	\$18,727	\$19,102	\$19,484	\$19,873	\$20,271	\$20,676	\$21,090	\$21,512
Events & Receptions	\$2,500	2.50%	\$30,000	\$30,750	\$31,519	\$32,307	\$33,114	\$33,942	\$34,791	\$35,661	\$36,552	\$37,466
Misc. & Unforeseen	\$1,250	3.00%	\$15,000	\$15,450	\$15,914	\$16,391	\$16,883	\$17,389	\$17,911	\$18,448	\$19,002	\$19,572
Insurance	\$800	1.50%	\$9,600	\$9,744	\$9,890	\$10,039	\$10,189	\$10,342	\$10,497	\$10,655	\$10,814	\$10,977
Training	\$7,000	-2.00%	\$84,000	\$82,320	\$83,555	\$84,808	\$86,080	\$87,371	\$88,682	\$90,012	\$91,362	\$92,733
External Auditor	\$7,000	1.00%	\$84,000	\$84,840	\$86,113	\$87,404	\$88,715	\$90,046	\$91,397	\$92,768	\$94,159	\$95,572
Subtotal			\$573,800	\$585,179	\$600,504	\$616,487	\$633,151	\$650,520	\$668,618	\$687,472	\$707,111	\$727,565
TOTAL			\$1,481,800	\$1,501,381	\$1,525,005	\$1,549,383	\$1,574,538	\$1,600,497	\$1,627,284	\$1,654,929	\$1,683,460	\$1,712,908

Conclusions

With the 25th anniversary of the end of the Lebanese Civil War comes the reminder that families of missing and disappeared persons have been denied the right to know the truth about their relatives for a generation or more. This has left families in financial trouble and legal and emotional limbo. This is starkly evident in the stories of 23 women documented in ICTJ's 2015 report "Living with the Shadows of the Past."

Experience in Lebanon and abroad demonstrates the need for an independent, neutral, and financially secure national commission to investigate cases of missing persons and deliver relatives the right to know. Such a commission must be sufficiently funded and staffed with diverse and highly trained experts who can operate safely and free of political interference.

To this end, ICTJ has consulted a range of local and international professionals to provide important technical, operational, and fiscal input on the establishment of such a commission. This is intended to assist those advocating for government to fulfill families' right to know by advancing the discussion around the technical aspects of establishing a commission for the missing and disappeared and by highlighting features that will be essential to the success of any future commission. It is also hoped that the study will answer the doubts of detractors and prove useful to future commissioners preparing bylaws and operational budgets and possibly to discussions about the right to know in other countries.

The draft legislation currently before the Lebanese Parliamentary Human Rights Committee, the recent legal victory of families' associations in Lebanon's judicial system, and the work already underway to collect data in Lebanon all indicate a clear preparedness in the country to come to terms with this issue. The concrete input provided in this study show that an independent national commission, like the one envisaged in the CDL, is viable in Lebanon today. ICTJ urges the passage of legislation to enable the establishment of an independent national commission with the elements necessary to finally confront the issue of Lebanon's missing and forcibly disappeared persons in all its social, legal, and economic dimensions.

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