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**Implementation of the Strategic Approach to International Chemicals Management:
strengthening of national chemicals management capacities**

**Strategy of the Inter-Organization Programme for the Sound
Management of Chemicals for strengthening national chemicals
management capacities**

Note by the secretariat

The secretariat has the honour to circulate for the information of the Conference, in the annex to the present note, a copy of the December 2008 edition of the strategy of the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) for strengthening national chemicals management capacities. The strategy is presented as received from IOMC and has not been edited by the secretariat.

* SAICM/ICCM.2/1.

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Annex

**IOMC Strategy
for Strengthening National Chemicals
Management Capacities**

For submission to ICCM-2

December 2008

IOMC



INTER-ORGANIZATION PROGRAMME FOR THE SOUND MANAGEMENT OF CHEMICALS

A cooperative agreement among **FAO, ILO, UNEP, UNIDO, UNITAR, WHO and OECD**

This publication was developed in the IOMC context. The contents do not necessarily reflect the views or stated policies of individual IOMC Participating Organizations.

The Inter-Organisation Programme for the Sound Management of Chemicals (IOMC) was established in 1995 following recommendations made by the 1992 UN Conference on Environment and Development to strengthen co-operation and increase international co-ordination in the field of chemical safety. The participating organisations are FAO, ILO, UNEP, UNIDO, UNITAR, WHO and OECD. The World Bank and UNDP are observers. The purpose of the IOMC is to promote co-ordination of the policies and activities pursued by the Participating Organisations, jointly or separately, to achieve the sound management of chemicals in relation to human health and the environment.

IOMC Strategy for Strengthening National Chemicals Management Capacities

For submission to ICCM-2

FINAL (December 2008)

1. This document outlines the strategy of the Participating Organizations (POs) of the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) to strengthen national chemicals management capacities in relation to SAICM. It is provided to ICCM-2 as a contribution to the discussion under (provisional) agenda item:

4. Implementation of the Strategic Approach to International Chemicals Management: (d) Strengthening of national chemicals management capacities

Background

2. The Inter-Organization Programme for the Sound Management of Chemicals (IOMC) comprises seven participating organizations (POs) - the Food and Agriculture Organization of the United Nations (FAO), International Labour Organization (ILO), United Nations Environment Programme (UNEP), United Nations Industrial Development Organization (UNIDO), United Nations Institute for Training and Research (UNITAR), World Health Organization (WHO), and the Organisation for Economic Co-operation and Development (OECD) - as well as two observer organizations - the United Nations Development Programme (UNDP) and the World Bank.
3. The IOMC is the pre-eminent mechanism for initiating, facilitating and coordinating international action to achieve the WSSD 2020 goal for sound management of chemicals. It provides a framework for complementarity among the POs and their contributions in supporting countries based on their differing mandates and expertise.
4. In particular, IOMC POs undertake the following tasks:
 - providing assistance in specific areas where countries have identified a capacity gap;
 - providing a forum for international agreements and the setting of global standards and codes;
 - providing support to the development of situation analyses and baseline reports;
 - supporting national governments in the formulation and discussion of policies and related instruments
 - providing access to information;
 - providing outreach and awareness raising for regional and international activities;
 - providing technical assistance to countries to develop their overall national chemicals management infrastructure (e.g. development and implementation of integrated and sustainable national programmes for sound chemicals management); and
 - assisting in the identification, development and transfer of (environmentally) sound technologies.
5. International assistance to developing countries and countries with economies in transition to meet the obligations to implement various international agreements and respond to national priorities has increased the awareness of the continued weakness and need for strengthening of chemicals management capacities in many countries.

6. In the context of SAICM, the IOMC POs are assisting countries in developing and undertaking a wide range of projects, especially under the SAICM Quick Start Programme.
7. This strategy reflects the experience and thinking of IOMC POs based on our history of assisting countries with a wide range of national chemicals management capacity building activities.
8. Included as Annex 1 to this document are a number of case studies that highlight areas in which IOMC POs have worked, individually or collaboratively, to strengthen capacities for sound chemicals management.

Objectives of the Strategy

9. The core objective of this strategy is to assist countries in strengthening their national chemicals management capacities in order to effectively implement SAICM and achieve the 2020 goal for sound chemicals management. The strategy will benefit individuals (e.g. resource users, owners, consumers, community and political leaders, private and public-sector managers and experts), institutions, and national organizations.
10. The strategy also provides the opportunity to enable the IOMC to further identify the role of the POs to assist with identified capacity-building needs.

The Strategy

11. The strategy has seven action areas:
 - (i) *Strengthening capacities for engagement*: strengthening capacities to engage proactively and constructively with one another in sound chemicals management.
 - (ii) *Increasing capacities to generate, access and use information and knowledge*: increasing capacities to research, acquire, communicate, educate and make use of pertinent information to be able to diagnose and understand chemicals management challenges and identify potential solutions.
 - (iii) *Enhancing capacities for policy and legislation development*: enhancing capacities to plan and develop effective policies and legislation, related strategies and plans – based on informed decision-making processes for sound chemicals management.
 - (iv) *Strengthening capacities for programme development*: strengthening capacities to develop and implement effective programmes for integrated and sound chemicals management.
 - (v) *Strengthening capacities for management and implementation*: strengthening capacities to enact chemicals management policies and/or regulation decisions, and to plan and execute relevant sustainable chemicals management actions/solutions.
 - (vi) *Increasing capacities to monitor and evaluate*: increasing capacities to effectively monitor and evaluate project and/or program achievements against expected results and to provide feedback for learning, adaptive management and to suggest adjustments to the course of action if necessary to achieve sound chemicals management.

- (vii) *Improving capacities to mobilize resources*: improving capacities to effectively mobilize resources at the national level to support actions to strengthen implementation of chemicals management activities.

Key Issues Shaping the Strategy

12. Since its establishment in 1995, and based on its experience assisting countries with sound chemicals management, the IOMC has identified a number of key issues that shape and inform the strategy, including:
- (i) Commitment and coordination at the national level, both among ministries and between different stakeholders (including government, the private sector and civil society) is essential for sound management of chemicals, but achieving it has been a major and on-going challenge for many countries.
 - (ii) The IOMC should ensure complementarity of activities across the sectors represented by the IOMC POs, and avoid duplication.
 - (iii) In some IOMC POs, more activity is taking place at the country level (e.g. through country and regional offices) and less at “headquarters”, where concentration is shifting from project implementation to policy advice and programme and project development. While this can result in more effective delivery on the ground, it can also pose coordination challenges which must be addressed.
 - (iv) While ongoing and predictable funding is desirable for delivery of programmes of assistance, this has become difficult to achieve given the shift over time from resources being available from regular budgets to activities requiring extra-budgetary funding (see Annex 2 for an example of key funding sources for chemicals management). Moreover, while some activities (e.g. outreach and awareness raising) may require relatively modest inputs, the establishment and/or strengthening of core chemicals management infrastructures at the national level is dependent on the priority it is given by national governments (see also next point).
 - (v) Development assistance for chemicals management increasingly requires “mainstreaming” and integration with national development priorities and plans (e.g. for UN organizations, to be linked to United Nations Development Assistance Framework, UNDAF) and to be “country driven” (countries showing priority given to sound chemicals management). See Annex 3 on the rationale for integrating chemicals into development planning and assistance. In addition, the GEF has more recently engaged in providing support to specific international conventions (such as the Stockholm Convention) thereby impacting traditional approaches to development assistance for chemicals management.
 - (vi) Initiatives should also seek to integrate sound chemicals management into other thematic issues such as climate change, energy, food availability (agriculture), economics, etc.
 - (vii) In relation to SAICM, the scale of the Global Plan of Action (GPA) and the absence of clear priorities provides challenges in defining a focus on capacity building.

13. In order to assist with the identification of capacity needs, it can be helpful to identify the situation that will exist *without* a capacity intervention. The cost of inaction in managing chemicals is not fully recognised or understood in development planning processes, including within the industrial, health, labour and agricultural sectors. For example, if capacity for sound chemicals management is not strengthened, what can be the possible negative impacts on the environment, energy use, human health, and economic growth?

Operationalising the Strategy

14. In operationalising the strategy, the IOMC recognises a number of key entry points and actions:

Entry points

- (i) The SAICM GPA includes a large number of activities to which IOMC POs may contribute.
- (ii) At the international and national levels, it is crucial to identify how sound chemicals management contributes to general issues of sustainable development, including the Millennium Development Goals (MDGs)
- (iii) At the national level, operationalising the strategy will require linkages to national development planning processes/plans (Poverty Reduction Strategy Paper (PRSP)/Country Assistance Strategy (CAS), Country Environmental Assessments (CEA), Common Country Assessment (CCA), Strategic Environmental Assessment (SEA), Decent Work Country Programmes (DWCP)) in the UNDAF context to ensure strategic engagement of these initiatives for access to resources and disbursement of funds for specific issues. Annex 4 provides an example of how the World Bank approaches the development assistance planning process.

Actions and next steps

15. The IOMC POs will:

General

- (i) Promote SAICM in national activities (e.g. in their relevant sectors).
- (ii) Update the governing bodies of IOMC POs regarding progress made with SAICM implementation.
- (iii) Identify, in collaboration with countries and other partners and building upon existing frameworks such as SAICM, defined goals as part of the strategy (e.g. implementation of specific tools, such as GHS, at the national level) since the overall objective of sound chemicals management is broad.
- (iv) Ensure improved use of existing capacity-building activities to advance and implement the strategy (e.g. using existing projects as a platform in the first stages) in order to achieve poverty reduction, sustainable development and the protection of human health and the environment.

- (v) Promote the uptake and use of IOMC products and tools by countries (including existing materials such as the IOMC SAICM Resource Guide and guidance for developing a National SAICM capacity assessment).
- (vi) Review existing guidance and training materials for consistency, gaps, etc. and update as necessary.

QSP-related

- (vii) Identify “One U.N.” pilot countries to collaborate with in the context of developing QSP projects that would be linked to their UNDAF (or PRSP, CCA, DWCP, etc.) as a catalyst.
- (viii) Ensure that materials and tools to be developed from the ongoing mainstreaming pilot projects are made available and incorporated into other QSP projects.

Annex 1: Case Studies

Case-study 1 - The Global Cleaner Production (CP) Network

Cleaner Production (CP) was endorsed in the international community in 1991 as a key strategy to prevent the generation of pollution and thereby contribute to decoupling economic growth from environmental pressure. At its core, CP is a preventive environmental strategy that increases eco-efficiency and reduces risks to humans and environment, a notion that is also present in other comparable terms used by other agencies, like Green Productivity, Green Growth, Pollution Prevention, 3R (Reduce, Reuse and Recycle) or Waste Minimization.

The Cleaner and Sustainable Production Unit of the United Nations Industrial Development Organization (UNIDO) and the Business and Industry Unit of United Nations Environmental Programme (UNEP) are the principal focal points for CP in the United Nations system. In 1994 the agencies launched a joint Programme to establish National Cleaner Production Centres (NCPCs) as a follow up to the Rio Conference on Environment and Development in 1992 (<http://www.unido.org/cp>; <http://www.unep.fr/scp/cp/>).

Hosted by national institutions, NCPCs work to raise awareness on Cleaner Production (CP), train company staff and other professionals, conduct in plant assessments (in particular in Small and Medium Enterprises (SMEs), lobby for policy change and support the transfer of Environmentally Sound Technologies (ESTs). Since 1994 National Cleaner Production Centres/Programmes (NCPCs/NCPPs) have been established in 37 developing countries and countries with economies in transition. UNIDO and UNEP view the CP Programme as a cornerstone of their activities to foster sustainable industrial development. There is a richness of experience and expertise in the Cleaner Production Centres and progress has been made in the past 14 years in putting CP on the agenda, delivering professional training and implementation in particular of low to medium technology options. In addition, the Programme has managed to effectively capture and disseminate best practices.

In terms of capacity building the CP Programme tackles the following areas:

1. *Resource Productivity*: the efficient utilization of natural resources (materials, energy, water, etc.) for the production of goods and services that bring quality of life;

2. *Environmental Management*: minimizing the impact of business on the environment to protect the health of workers and community and the ecological integrity of the natural environment;
3. *Entrepreneurship*: skills, tools and systems of the owners/operators of businesses to run their businesses in a rational and planned way achieving a solid balance between short term profit and medium to long term viability; and
4. *Public Private Partnership*: recognition by government and business sector that collaboration on issues of national concern (including environmental management and productivity) is necessary and skills to do so.

NCPCs deliver training on CP and CP-related topics to build local capacity in various target groups. Target groups include: technical staff and/or management representatives from companies, future CP auditors (e.g. from consultancies, universities, technical institutes and/or government agencies) and government representatives (legislators, policy makers, etc., at national, regional and/or local level). Practical implementation is part of the training activities, in order to strengthen national capacities to plan and execute CP-related actions and solutions.

Upon conclusion of their initial financial support from UNIDO and UNEP, NCPCs are expected to achieve their financial self-sustainability. Capacity building for resource mobilization to support the continuation of their operation is therefore another area of intervention of UNIDO and UNEP. Positive results of this capacity building effort are already being recorded in almost 50% of the NCPCs.

Case-study 2 - WSSD Global Partnership for Capacity Building to Implement the GHS

In April 2002, UNITAR and ILO, in collaboration with OECD, initiated the *WSSD Global Partnership for Capacity Building to Implement the GHS*. The recently adopted Globally Harmonized System of Classification and Labelling of Chemicals (GHS) has the ultimate goal of ensuring that information on chemical hazards - such as labels and safety data sheets - is made available to workers and consumers in a harmonized and understandable format in countries around the world. The preparations for and convening of the World Summit on Sustainable Development catalyzed the development of "Type 2 Partnerships", which were intended to enable all stakeholders to make a concrete contribution to the outcomes of the WSSD. In response to a call for Partners prior to the WSSD, over 25 governments, international organizations and NGOs responded with an interest to participate in the Partnership.

The goal of the WSSD Global GHS Partnership is to mobilize support and catalyze partnerships for coordinated activities at the global, regional and national levels to strengthen capacities in developing countries and countries in transition towards effective implementation of the GHS. In the medium and long-term, the Partnership is expected to lead to a decrease in environmental and human health related effects attributable to the use of hazardous chemicals. It thus makes a direct contribution to important objectives of sustainable development including protection of marginalized groups, protection of water supplies and drinking water, poverty eradication and the UN Millennium Development Goals (MDGs).

Specific objectives of the Partnership include mobilization of resources for:

- awareness raising and capacity development for GHS implementation at the regional level;
- awareness raising and capacity development for GHS implementation at the national level;
- and
- development of GHS guidance, training and resource materials.

In addition, projects and activities executed through the UNITAR/ILO GHS Capacity Building Programme are directly linked to the above objectives and constitute a core contribution to the Partnership (for more information: <http://www.unitar.org/cwm/ghs/index.html>).

To date, the Partnership has held two Meetings of the Partners (2003, 2007) and has issued Annual Reports since 2002 detailing the progress made and results achieved. For more information: http://www.unitar.org/cwm/ghs_partnership/index.htm.

Case-study 3 - Integration (mainstreaming) of Sound Management of Chemicals into National Development Planning Processes

UNDP and UNEP developed in 2006 a Partnership Initiative for implementation of SAICM that draws upon the unique support services that can be provided by each of the cooperation agencies. The Partnership Initiative seeks to facilitate the integration of the sound management of chemicals into national development planning processes to support sustainable development in developing countries and countries with economies in transition.

The Partnership Initiative helps countries to:

- Identify specific areas of chemicals management likely to result in demonstrated environment, health and economic benefits and put in place a plan to begin addressing the identified specific areas;
- Assess their national development strategies for protecting the environment and human health from adverse effects from adverse effect through sound management of chemicals;
- Improve the integration of chemicals management priorities into the national development plans.

The Partnership Initiative draws on the unique support services that can be provided by the cooperating agencies.

UNDP, the UN's global development network and on the ground in 166 countries, brings to the partnership Initiative its experience in supporting capacity development for countries to ensure that environmental considerations, such as the sound management of chemicals, are integrated into core institutional thinking and decision-making. UNDP's environmental mainstreaming approach involves providing support to countries in integrating sustainability objectives into poverty reduction practices, building necessary capacity, enhancing environmental soundness and sustainability of MDG-based national policies, programmes and operational processes, and improving the quality of environment programmes overall in achieving broader socioeconomic and human development goals.

Following the adoption of SAICM in 2006, UNDP, with support provided by the Norwegian Government, invested in the development of a guidance document to assist Government and UN Country Teams to recognize and assess opportunities for integrating the sound management of chemicals (SMC) into national development planning processes. Besides providing substantive background on SMC, the "*UNDP Technical Guide for Mainstreaming the Sound Management of Chemicals (SMC) in MDG-Based Policies and Plans*" provides among other topics an explanation of the synergies that exist between SMC and development goals and suggests steps in determining

national SMC capacity building needs/priorities and “points of entry” to facilitate the integration of SMC into national development plans and sector-based strategies.

UNEP is working to make the world safer from toxic chemicals the global, regional and national level by helping governments take action for sound management of chemicals through development of guidance on technicals issues and the building of legal and institutional frameworks together with the promoting the exchange of information on chemicals, and by helping to build capacity for safe production, use and handling of chemicals around the world.

UNEP brings to the Partnership Initiative its recent work with WHO on the Health and Environment Initiative on how to link sound management of chemicals to sustainable development and poverty reduction, and how to integrate such assessment into development plans and poverty reduction strategies.

With support of funding secured through the SAICM Quick Start Programme Trust Fund, the partnership has been launched in Macedonia and Uganda, while activities in Belarus, Belize, Honduras, Ecuador, Liberia and Mauritania will start in the first quarter of 2009. In addition, thanks to support provided by the Government of Sweden through the Swedish Chemicals Agency (KEMI) two more countries has been added: Zambia, where implementation was launched in 2007, and Cambodia, where activities began in June 2008.

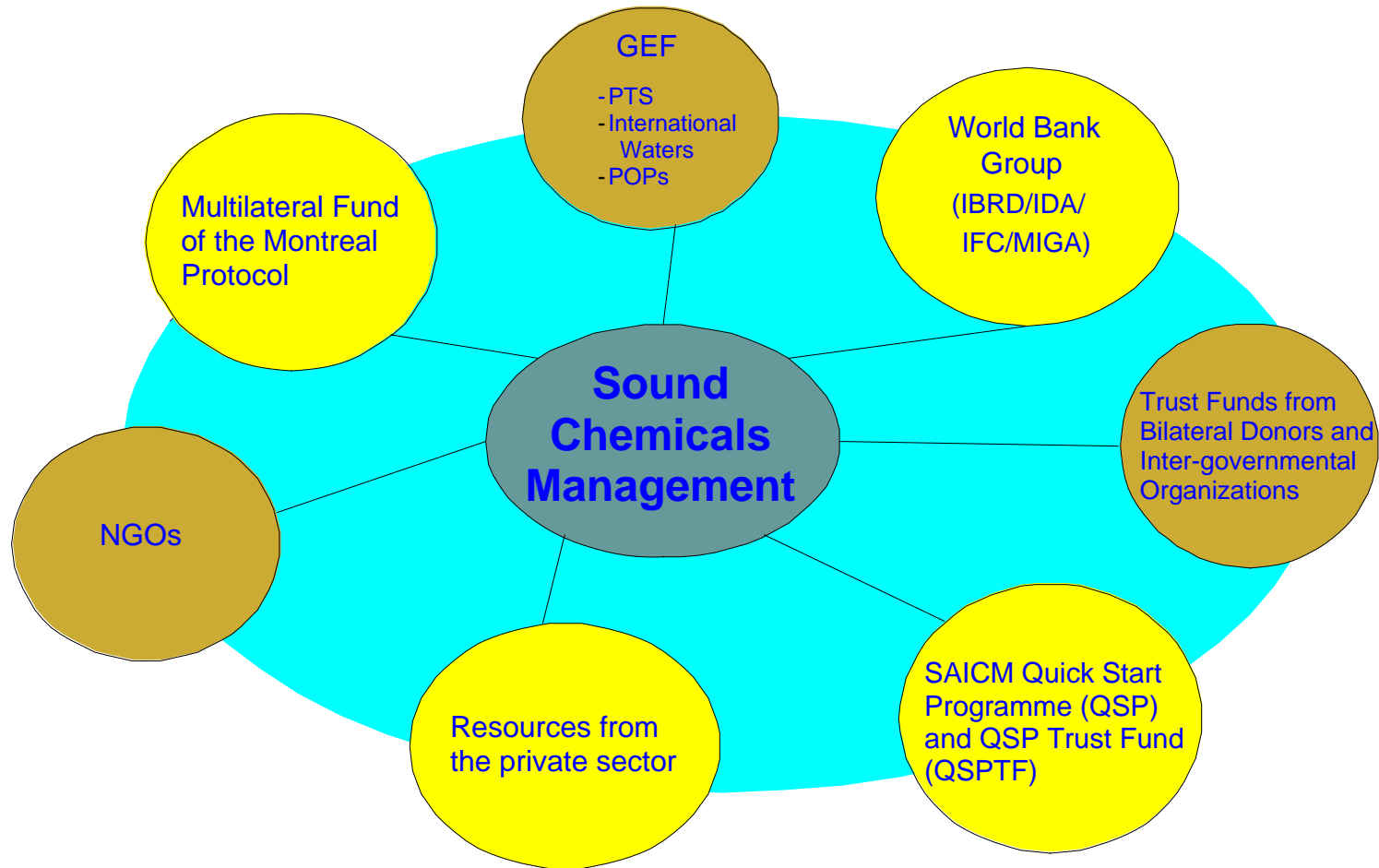
UNEP and UNDP are, in parallel with the country activities, organizing four regional workshops for facilitating understanding between officials responsible for development planning and officials responsible. The workshops have been made possible through support from the Norwegian Government.

The regional workshops have two main objectives:

1. Advance the mainstreaming of sound management into development planning through increased dialogue and understanding between national agencies responsible for chemicals management and national agencies responsible for development planning.
2. Contribution to an Information document to be provided to the 2nd Session of the International Conference on Chemicals Management (ICCM2) in order to assist in the strengthening the discussions at ICCM-2 on mainstreaming from the practical experience perspective of developing countries and countries with economies in transition.

For more information see: <http://www.undp.org/chemicals/> and <http://www.chem.unep.ch/>.

Annex 2 Key Funding Sources for Chemicals Management



Annex 3

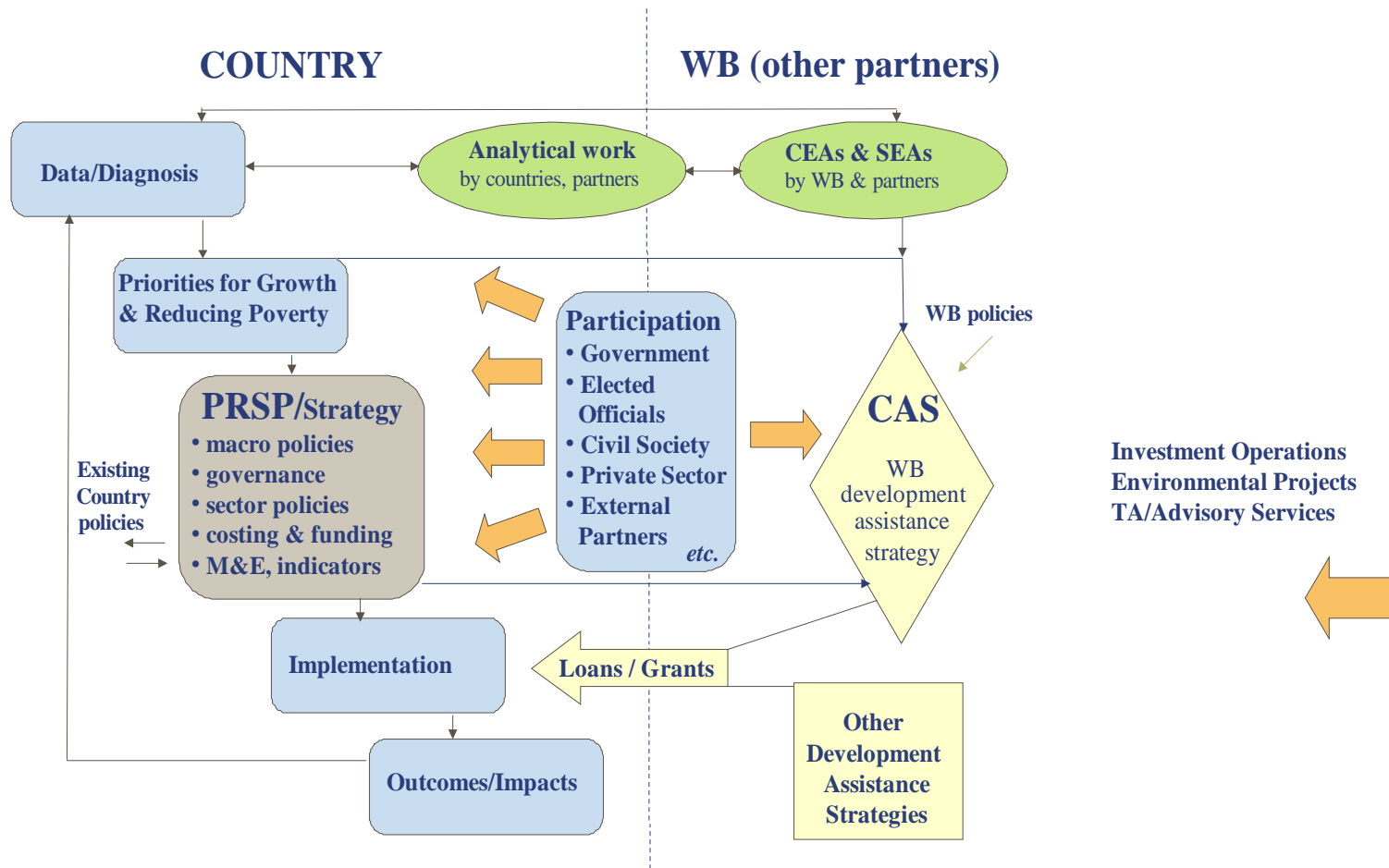
Rationale for Integrating Chemicals into Development Planning & Assistance

- Chemicals are cross-cutting in nature and fundamental to sectoral and national development
- Managing and reducing risks arising from chemicals exposures as a result of national paths of economic and social development are essential to public policies

Sector	Examples of Sector Relevant Chemicals / Chemical Classes
Agriculture & Pest Mgmt	Organophosphates, POPs, PTSs, ODS
Energy	SO ₂ , NO _x , PCBs, Dioxin, HAPs, VOCs,
Extractive Industries	Heavy metals
Healthcare	Dioxin, DDT
Households	Particulates (SO ₂ , NO _x), dioxin
Industry	All (heavy metals, POPs, other toxics)
Infrastructure	Heavy metals, POPs, asbestos
Manufacturing	Solvents, Heavy Metals, PVCs, ODS
Telecommunications & Info. Technology	Heavy metals, solvents
Transportation	Lead, SO _x , NO _x , dioxin, hydrocarbons, PAH
Waste Management	Dioxin, organic solvents, PCBs
Water Resources	PAH, Heavy metals, PCPs, PCBs

Abbreviations: POPs: persistent organic pollutants; PTS: persistent toxic substances; ODS: ozone depleting substances; SO₂: sulfur dioxide; NO_x: nitrous oxides; PCB: polychlorinated biphenyls; HAP: hazardous air pollutants; VOC: volatile organic compound; DDT: dichloro diphenyl trichloroethane; PVC: polyvinyl chloride; PAH: polyaromatic hydrocarbon; PCP: phenylcyclohexylpiperidine.

Annex 4 The Development Assistance Planning Process (World Bank)



Abbreviations: WB: World Bank; PRSP: Poverty Reduction Strategy Paper; CAS: Country Assistance Strategy; M&E: monitoring and evaluation; CEA: Country Environmental Assessment; SEA: Strategic Environmental Assessment.