

Executive Summary

Independent Evaluation of the Strategic Approach to International Chemicals Management from 2006 - 2015

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INTRODUCTION: BACKGROUND AND CONTEXT

1. The Strategic Approach to International Chemicals Management (SAICM) is a policy framework, hosted by the United Nations (UN) Environment Programme, aimed at promoting the sound management of chemicals throughout their lifecycle, to achieve the 2002 Johannesburg goal agreed at the World Summit on Sustainable Development, that “by 2020, chemicals are produced and used in ways that minimize significant adverse impacts on human health and the environment”.
2. SAICM, although not legally binding, aims to build international cooperation and influence national policy through deliberation and consensus, between governments, industry, non-governmental organisations and civil society.
3. SAICM was launched in 2006 in Dubai, at its first international conference attended by representatives from 154 Governments, 20 intergovernmental organisations and 45 non-governmental organisations (NGOs). Two outputs were agreed: (1) the Dubai Declaration – affirming delegates’ commitment to the Johannesburg goal; (2) the Overarching Policy Strategy (OPS) – outlining the five objectives that would be the focus of action for meeting the Johannesburg goal addressing risk reduction, knowledge and information, governance, capacity-building and technical cooperation, and illegal international traffic.
4. A further output of the conference was the Global Plan of Action (GPA) that listed 273 specific activities, together with associated targets and indicators of progress, designed to support governments in the pursuit of the five OPS objectives.
5. The international community’s efforts to address the sound management of chemicals and waste, have been reflected in numerous UN initiatives. These included: International Labour Organisation (ILO) conventions on White Lead (Painting) (came into force in 1923); benzene (in 1973); occupational cancer (in 1976); air pollution, noise and vibration in the working environment (in 1979); use of asbestos (in 1989); chemicals at work (in 1993).
6. Other international conventions related to the sound management of chemicals include: the Basel Convention on Transboundary Movement of Hazardous Wastes and their Disposal (in 1989); Bamako Convention on the ban on the import of all hazardous and radioactive wastes into Africa (in 1998); Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in 1998); Stockholm Convention on Persistent Organic Pollutants (in 2001); WHO International Health Regulations (in 2007); Minamata Convention on Mercury (in 2017).
7. In addition to the international conventions and regulations there have been a number of international initiatives that promote the sound management of chemicals and waste. These included: the first World Health Assembly (1948) which included work on, air pollution, water quality, food standards, pesticide safety, and occupational health; the International Programme for Chemical Safety (IPCS) (1980); Agenda 21 Chapter 19 – laid out the plan of action to ensure the environmentally sound management of toxic chemicals, agreed at the Earth Summit; the Intergovernmental Forum on Chemical Safety (IFCS) established in 1994; the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) established in 1995; the World Summit on Sustainable Development (2002) that provided the goal that serves as SAICM’s mission; the 2012 Rio+20 Summit on Sustainable Development which addressed the sound management of chemicals and waste; the Sustainable Development Goals agreed in 2015 that has chemicals and waste embedded, or mainstreamed, throughout many of the goals, and specifically refers to the 2020 Johannesburg goal under SDG target 12.4: ‘By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment’.

OBJECTIVE AND METHODOLOGY OF THE INDEPENDENT EVALUATION

8. The objective of the evaluation is to provide an analysis of SAICM activities from 2006-2015 that will support SAICM stakeholders to take an informed decision on future arrangements for the Strategic Approach and the sound management of chemicals and waste beyond 2020.
9. The evaluation draws on lessons learned with respect to the implementation of the Strategic Approach, including in relation to the:
 - a. Impact of the Strategic Approach;
 - b. Strengths, weaknesses and gaps in implementing the Strategic Approach;
 - c. Progress towards targets;
 - d. Efficacy of the institutional arrangements within the voluntary multi-sectoral and multi-stakeholder approach of the Strategic Approach.
10. The methodology comprised a review of literature, online surveys, focus group discussions and one-to-one interviews. The literature review involved reviewing SAICM documents published over the period 2006 to 2015, documents published by SAICM stakeholders and documents and academic literature relating to the sound management of chemicals and waste. About 100 such documents were reviewed to develop the report.
11. An online survey sent to the database of SAICM stakeholders held by the SAICM Secretariat generated a total of 212 responses. Of those that indicated their affiliation (195), 64% were Government representatives from across the UN regions.
12. The online survey was followed up with 13 focus group discussions with SAICM stakeholders at the inter-sessional meeting held in Brasilia in February 2017 and in Geneva in April 2017. A total of 167 participated in these focus groups.
13. The results of these focus groups were shared with the focus group participants and they were invited to provide further details, amendments and comments.
14. The draft of the independent evaluation report (SAICM/IP.2/4) was presented to participants at the inter-sessional meeting held in Stockholm in March 2018. Following this meeting SAICM stakeholders were invited to comment and provide feedback on the draft report. A total of 245 comments/ inputs were received over the course of the following three months. The comments came from across the range of SAICM stakeholder groups.
15. A further round of engagement with Government National Focal Points (NFP) took place over the period May-July 2018. NFPs were emailed a summary document outlining NFP inputs received and were asked to reflect on this, and to provide further information. NFPs were invited to make written submissions or, if they preferred, to provide these submissions verbally through a telephone interview. These interviews were conducted in English, Spanish or French, at the request of the NFP interviewee. In all, 53 NFPs responded.
16. The analysis of findings from the literature review and interviews resulted in a review of the institutional and management arrangements of SAICM. Following on from the institutional review, an impact analysis was conducted.
17. The impact analysis was framed in terms of a Theory of Change. A Theory of Change maps the pathways by which SAICM seeks to deliver on the overall objective 'to achieve the sound management of chemicals throughout their life-cycle so that, by 2020, chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment'. The Theory of Change provides a framework to assess the degree of success that SAICM has had in achieving the overall objective.

INSTITUTIONAL SET-UP OF SAICM

18. The institutional structure of SAICM was outlined in the original SAICM texts that were produced following the first International Conference on Chemicals Management (ICCM) in 2006. Figure 1 below presents that institutional structure.

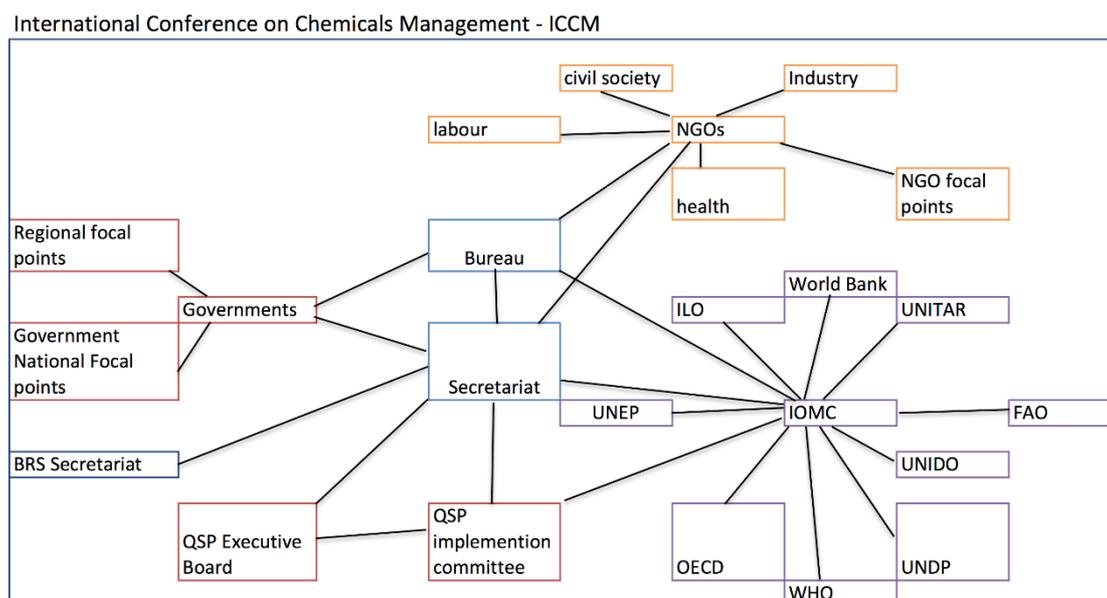
19. Reflecting the multi-stakeholder nature of SAICM, the institutional structure comprised: Government representatives – National and Regional Focal Points; members of the IOMC; NGO representatives from the health and labour sectors, industry, and civil society.

20. The SAICM Secretariat, located within the Chemicals and Health Branch (formerly the Chemicals and Waste Branch) of UN Environment, was mandated to serve the Bureau, the Quick Start Programme (QSP) Implementation Committee (IC) and the QSP Executive Board. The Secretariat functions also included the facilitation of meetings and supporting SAICM stakeholders, enabling them to participate effectively in SAICM. The Bureau was mandated to advise the President (of the Bureau) and the secretariat on the conduct of the business of the Conference and its subsidiary bodies.

21. The QSP IC was mandated to review applications for funding through the QSP and to monitor the delivery of the QSP project outputs. The QSP provided funding for projects that “support activities to enable initial capacity building and implementation in developing countries, least developed countries, and small island developing States and countries with economies in transition”. The QSP Executive Board provided oversight and accountability for the QSP trust fund.

22. The joint Basel, Rotterdam and Stockholm (BRS) secretariat was established to support the conferences of the parties to the BRS conventions and their subsidiary bodies to enhance cooperation and coordination together. The goals of the three conventions are broadly aligned with the SAICM goal, namely, to protect human health and the environment from chemicals and waste.

Figure 1: SAICM Institutional Structure and Set-up

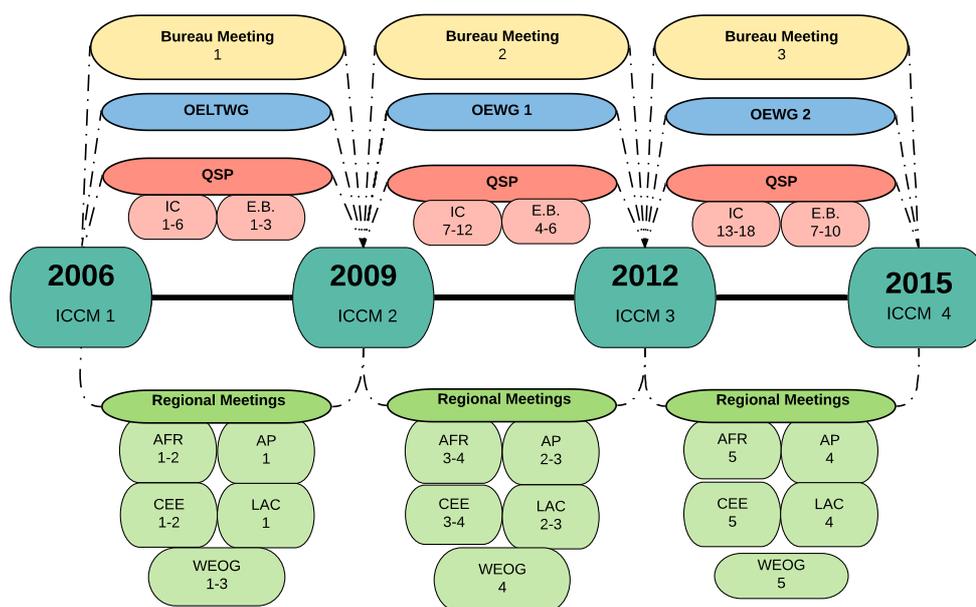


23. The timeline for the SAICM process over the period 2006-2015 is shown in Figure 2 below. The management and delivery of the process were primarily the responsibility of the SAICM secretariat. The three-yearly conferences (ICCM1-ICCM4) were interspersed with inter-sessional meetings – the Open-Ended Working Group and regional meetings. In total there were three OEWG meetings and four or five regional meetings per region.

24. The inter-sessional meetings were designed as a forum for SAICM stakeholders to deliberate and discuss strategies and issues pertinent to the sound management of chemicals and waste: preparing proposals, reviewing outcomes of regional meetings, identifying priorities and drafting resolutions for consideration at the International Conference on Chemicals Management.

25. The Quick Start Programme Implementation Committee convened six monthly meetings to review applications, monitor progress of funded projects and report to the Quick Start Programme Executive Board. The Executive Board met annually over the period 2006-2015.

Figure 2: Timeline of SAICM process (2006-2015)



THEORY OF CHANGE

26. The Theory of Change maps the pathways by which SAICM seeks to deliver on the overall objective ‘to achieve the sound management of chemicals throughout their life-cycle so that, by 2020, chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment’.¹ The Theory of Change provides a framework to assess the degree of success that SAICM has had in achieving the overall objective.

27. No Theory of Change was constructed at the outset of SAICM in 2006. The Theory of Change presented in this section has been developed from the original SAICM texts and resolutions.² Figure 3 depicts the Theory of Change for this evaluation.

¹ SAICM (2006) Strategic Approach to International Chemicals Management: SAICM texts and resolutions of the International Conference on Chemicals Management. UNEP, WHO, Overarching Policy Strategy, paragraph 13.

² The Theory of Change framework employed for the SAICM impact evaluation has been adapted from the UN Environment’s framework, see UN Environment Evaluation Office (2018) Introduction to Theory of Change.

28. The outputs from the SAICM process were the resolutions, procedures and modalities agreed upon at the conferences – ICCM1, ICCM2, ICCM3 and ICCM4. These outputs arose as a direct consequence of the activities undertaken – the Conference, associated Bureau meetings, and inter-sessional meetings (Open Ended Working Group and Regional meetings). Successful completion of these activities was expected to result in the delivery of the outputs shown in Figure 3.

29. The outcomes that were assumed to arise from successful completion of the outputs were: the delivery of the portfolio of QSP projects, delivery of the initiatives agreed upon for each emerging policy issue and an effective monitoring system for tracking progress in achieving the 2020 goal.

30. The realization of the SAICM outcomes depended on a number of drivers – that is factors that would influence the success in achieving the outcomes that were under the sphere of influence of the SAICM stakeholders. These were: the capacity of the secretariat to deliver on its functions; information sharing and collaboration between stakeholders; adequate financing available to deliver the outcomes.

31. The outputs and outcomes were the direct remit of SAICM and its stakeholders (shown in Figure 1). The wider goals of SAICM are shown in Figure 3 – Intermediate State I, Intermediate State II and Impact. SAICM, as an international voluntary agreement, was envisaged to contribute to these wider goals, with the recognition that SAICM’s contribution was one part of the broader international community’s efforts to achieve these goals. This evaluation also addresses how effective SAICM has been in contributing to these goals.

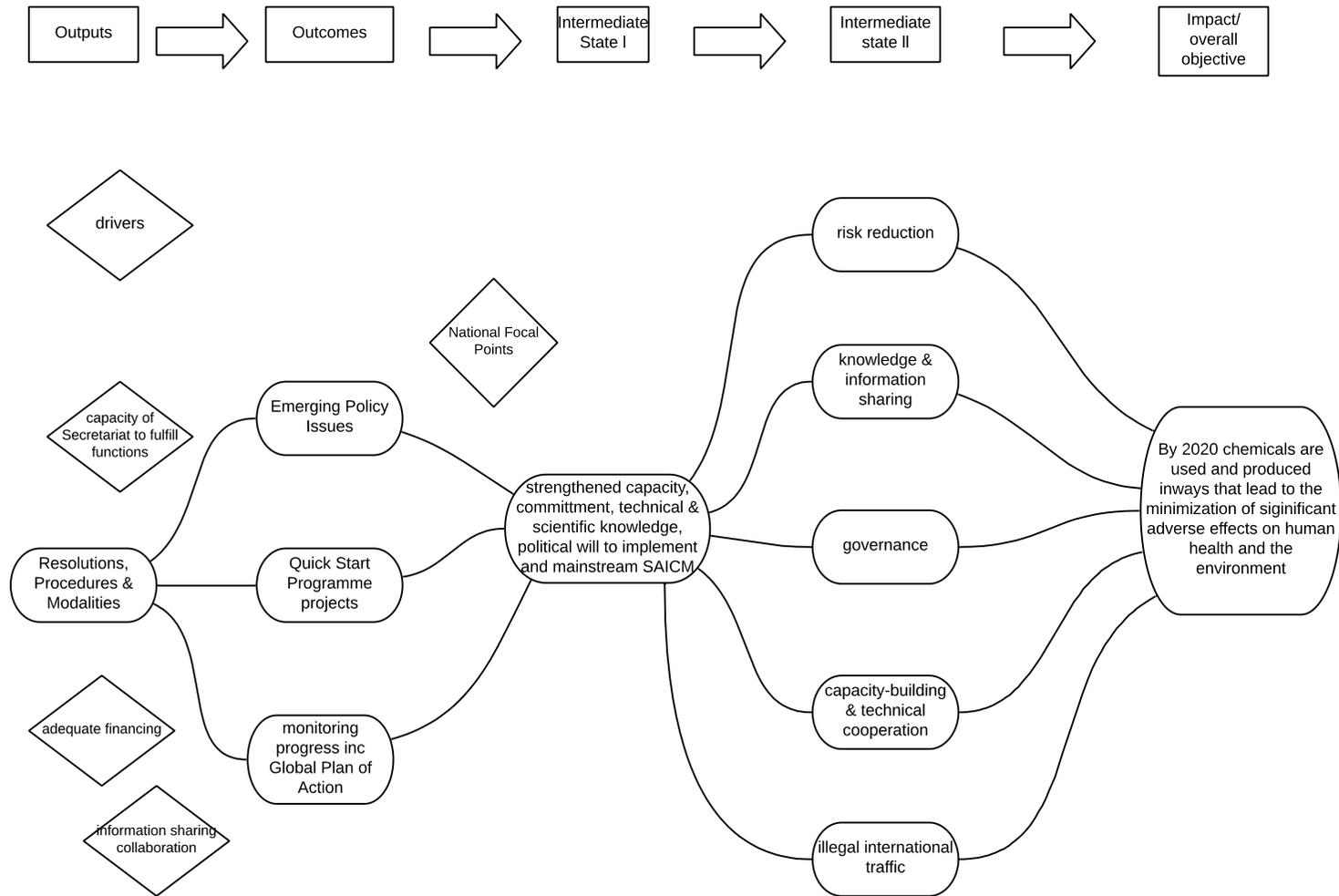
32. Successful realisation of the outcomes directly contributes to the achievement of Intermediate State I: strengthened capacity, commitment, technical and scientific knowledge, political will to implement and mainstream the sound management of chemicals and waste. However, a significant driver enabling SAICM outcomes to contribute to Intermediate State I is the ability and capacity of National Focal Point to “...act as an effective conduit for communication on Strategic Approach matters...” and “...to facilitate communication, nationally and internationally...”³

33. With strengthened capacity, commitment, technical and scientific knowledge, as well as the political will to implement and mainstream SAICM (Intermediate State I), SAICM stakeholders will be a position to contribute to the five OPS objectives of risk reduction, knowledge and information sharing, governance, capacity-building, illegal international traffic – Intermediate State II. The overall impact presented in the Theory of Change is the 2020 goal. Delivering on the five OPS objectives will contribute to the realization of the 2020 goal.

34. Typically, the timeline presented in a Theory of Change extends well beyond the initial project intervention and the delivery of the project’s outputs and outcomes. The intermediate states and overall impact may occur several years after the completion of the project. In the case of SAICM, the intermediate states and overall impact were envisaged to be achieved during the lifetime of SAICM.

³ SAICM/ICCM.1/7, p. 25, paragraph 23.

Figure 3: Evaluator's Reconstructed Theory of Change



CONCLUSIONS AND LESSONS LEARNT

35. This section reflects on the findings of the evaluation, identifying the ‘strengths’ and ‘weaknesses’ of the Strategic Approach. The framework provided in Figure 3 – the Theory of Change – is used to present this discussion. Strengths and weaknesses will focus on the outputs and outcomes of SAICM. This is followed by ‘lessons learnt’ which concludes by reflecting more broadly on SAICM as an international voluntary approach to international chemicals management and the contribution that it has made to the intermediate states and overall 2020 goal presented in the Theory of Change.

Strengths

36. SAICM is an ambitious initiative, is unique in its set-up as an inclusive multi-stakeholder, multi-sector voluntary global policy framework on sound management of chemicals and waste. It has provided a space and opportunity for government and non-government actors alike, to discuss and deliberate on the management of chemicals and chemicals in products throughout their lifecycle within an atmosphere of relative trust and cooperation.

37. The multi-stakeholder approach character of SAICM has been maintained since the initial meeting in Dubai in 2006. A particular strength has been the participation of non-government actors in the SAICM process, to the extent that they are represented in the decision-making bodies, allowing for their perspectives and priorities to be heard and considered as resolutions were framed and agreed. The numbers of non-government actors attending ICCM has nearly doubled from 45 representatives at ICCM1 to 93 representatives at ICCM4. This participation has been made possible because of the voluntary nature of SAICM.

38. SAICM delivered its outputs – the conferences and intersessional meetings have resulted in a set of highly relevant agreed resolutions. The initial resolutions at ICCM1 and ICCM2 provided the organisational structure and management that enabled SAICM to function, the mandate for the secretariat to carry out its work, the modalities for establishing an emerging policy issue and the management and organizational structure needed to establish the QSP.

39. The resolutions deliberated and agreed at ICCM2 and subsequent conferences established forums for discussing chemicals issues that were of significant concern – the Emerging Policy Issues (EPIs) – and agreeing action plans to address the challenges that they created. The forums established for each EPI also reflected the multistakeholder and multisector ambition of SAICM, with a number of IOMC participating organisations chairing the forums that comprised representatives from governments and non-government organisations including representatives from industry and civil society.

40. In addition to the resolutions agreed at each Conference, procedures were also agreed for inclusion of additional activities in the GPA. Modalities for reporting on a range of indicators that aimed to monitor progress of SAICM-related activities in promoting the sustainable management of chemicals throughout their lifecycle were also agreed. At ICCM4 (Resolution IV/1), the eleven basic elements of the Overall Orientation and Guidance (OOG) for achieving the 2020 goal were agreed. There was recognition that these elements were critical at the national and regional levels for the attainment of sound chemicals and waste management. The IOMC provided further contributions to the discussion on a system for monitoring progress through its proposed 10 quantitative indicators.

41. As well as having success in delivering the outputs identified in the Theory of Change (Figure 3), SAICM had notable successes in delivering on the outcomes. The adoption of resolutions creating EPIs and other issues of concern has resulted in raising their international profile.

42. Delivering on the Lead in Paint EPI is one of SAICM’s greatest successes. The establishment of a Global Alliance to Eliminate Lead in Paint under the auspices of the UNEP and WHO comprising a partnership of governments, intergovernmental organisations and NGOs. By 2019, the Alliance had achieved its 2015 target of 70 or more countries having put in place regulations to

control lead in paint. The Alliance has run effective annual international campaigns, raising awareness of the dangers of lead in paint, as well as conducting sampling of paints in the Africa, Asia-Pacific and Latin America and the Caribbean regions.

43. There is evidence of some success in delivering outcomes from other EPIs. For the Chemicals in Products EPI, UNEP the lead agency, succeeded in engaging representatives from the toy, electronics, clothing and construction sectors around the gaps, obstacles and common areas of interest. Efforts made under this EPI culminated in a voluntary international programme for information on chemicals in products along their supply chain agreed to at ICCM4.

44. Outcomes on the nanotechnologies and manufactured nanomaterials issue centred on awareness-raising workshops, pilot activities and production of a report, e-learning course and production of on-line assessment tools. Following on from UNITAR's awareness-raising workshops for nanotechnologies EPI, the Government of Thailand approved a five-year "National Nanosafety and Nanoethics Strategic Plan".

45. The QSP represents another notable successful outcome for SAICM. Over the 10 year period there were 184 approved projects with 70 completed by 2015. The portfolio of projects addressed all five OPS objectives.

46. There is evidence that political and technical awareness and understanding of the risk of chemicals, and the tools available to manage risks were enhanced through participation in QSP projects. Projects succeeded in creating an enabling environment for the sound management of chemicals at the national level in many developing countries. The QSP was attributed by many, across the stakeholder groups, to have enabled multi-sectoral exchange of information through the establishment of inter-ministerial and inter-agency coordination committees. There were instances where the QSP project resulted in the mainstreaming of chemicals management into national legislation and leveraging of external financing for continued work.

47. SAICM has made some progress in developing a monitoring and evaluation framework for assessing progress made towards the 2020 goal. This can be viewed as an evolving process, from the indicators defined within the GPA to the 20 indicators of progress presented at ICCM2, to the most recent OOG comprising the 11 basic elements presented at ICCM4.

48. SAICM stakeholders have had some success in effectively influencing the drivers affecting SAICM outcomes (see Figure 3). The SAICM secretariat (despite significant financial constraints) was effective in providing support to ICCM and its subsidiary bodies. This support was central to the success delivery of the SAICM outputs.

49. There has been much collaboration between SAICM stakeholders. The IOMC organisations have led on the EPIs and played the role of executing agencies for 76 of the QSP projects. The governing bodies of some IOMC organisations have passed resolutions in support of SAICM. Government and non-government agencies participate at conferences, the OEWG and regional meetings. The SAICM secretariat engages with all SAICM stakeholders.

50. Funding for the QSP represents an important success for SAICM. Over the 10 year period, donors contributed US\$ 41 million to support QSP projects. Four donors contributed 73% of this funding – EU, Sweden, Norway and the USA.

51. Stakeholders demonstrated their commitment to SAICM more broadly through in-kind contributions and cash for a range of SAICM-related activities. Several governments provided funding for specific activities under the EPIs, for example, to convene meetings and workshops and pilot projects. In-kind contributions included hosting regional and OEWG meetings and publication of SAICM texts. The GEF approval in 2018, of a project to address 'Global best practices on emerging chemical policy issues of concern under SAICM' represents a welcome contribution, including significant co-financing from multiple partners.

Weaknesses

52. Whilst much effort has been made by stakeholders to take forward the EPIs and to deliver on this SAICM outcome, the work plans (in cases where workplans were developed) and outcomes of some of the emerging policy issues were limited in their ambition and scope. Several activities were delayed because of lack of funds and/ or capacity of the lead organisations to take the agendas forward. In the case of hazardous substances in the lifecycle of electronics and electrical products (HSLEEP), the initial workshop called for in Resolution II/4 was delayed for a year while funding was secured. This EPI continues to be constrained by funding issues, and currently (2019) activities to address this EPI, agreed in Resolution IV/2, remain unfunded and several have not been implemented.⁴

53. The slow progress in formal recognition of highly hazardous pesticides (HHPs) as an EPI has been a cause of frustration for several SAICM stakeholders. A resolution addressing this issue was approved by the Conference at ICCM4 – Resolution IV/3. However, whilst welcoming the FAO, UNEP and WHO strategy to address HHPs, the Conference did not define HHPs as an EPI, but rather as an issue of concern.

54. The full potential of outcomes from the QSP was not realised for a number of reasons that included: many publications were produced as a result of QSP projects, these are yet to be made widely accessible through a centralized system of content management and retrieval; gender dimensions of chemical use and exposure were addressed in a small minority of the projects.

55. The third SAICM outcome – monitoring progress through the 20 indicators - had a number of weaknesses. Firstly, methodological issues related to a lack of clarity as to whether respondents to the data collection survey were reporting on the relevant period, and the interpretation of the questions asked for each indicator. Secondly, the 20 indicators are outputs based, with the absence of a complementary set of indicators that assesses outcome and impact.

56. The drivers of change were constrained in their effectiveness to facilitate the SAICM outcomes. The SAICM secretariat was hampered in its capacity to deliver on its mandate, primarily because of a chronic shortage of funds throughout the 10 year period. The annual shortfall in approved funding for the secretariat was at least 43% for six of the 10 years. This shortfall resulted in an under-capacity of staff for all but 10 months of the 10 year period. This under-capacity impacted on the management of the QSP. It also resulted in the lack of a SAICM information clearing house, which itself affected the second driver ‘information sharing and collaboration’.

57. The full potential of the driver of ‘information sharing and collaboration’ was limited in enabling the outcomes to be fully realised. By 2015, at ICCM4, SAICM stakeholders continued to raise concerns over the lack of commitment at the highest levels of some UN agencies to formally commit to SAICM and called for this commitment in Resolution IV/1. Strengthening formal collaboration between the SAICM and BRS secretariats was slow. It was not until 2014 that a taskforce was established to assess possible areas of collaboration and cooperation.

58. Limited sharing of information between SAICM stakeholders on chemical composition of products as well as hazard and risk assessment data, was flagged by many stakeholders. These concerns were also raised in 2019, in the Global Chemicals Outlook II – Summary for Policymakers, as was the lack of agreed methodologies for chemical hazard and alternatives assessment.⁵

59. Despite the multi-stakeholder ambition of SAICM, several important groups of stakeholders are missing from the SAICM process and structure, in particular academia. Offers were made at ICCM2 to host a scientific meeting prior to ICCM3 but these were declined. No scientific body is integrated into SAICM to support its work.

60. Industry representation at SAICM is limited to the chemical producing industry. Many organizations with an interest in the SAICM agenda are absent. These include: downstream uses of

⁴ SAICM/OEWG.3/6, paragraph 33

⁵ UNEP/EA.4/21, p. 2

chemicals, retailers, downstream users that have created labeling schemes often driven by consumer demand.

61. Throughout the 10 year period (2006-2015) the issue of secure and sustainable financing has been discussed at each Conference. Insufficient progress had been made on taking forward the mainstreaming and industry involvement components of funding identified in the integrated approach to the sustainable financing of sound management of chemicals and waste proposal, welcomed by ICCM3. The findings from this evaluation (and the QSP evaluation of 2015) reveal that many Governments are yet to fully mainstream SAICM into national plans and budgets, and few governments have applied economic instruments to fully internalize the externalities generated by chemicals production, use and disposal.

62. The potential of SAICM to deliver its outcomes has been limited by insufficient external donor funding. With the exception of the QSP, SAICM stakeholders have been limited in their ambition to take forward the EPIs, supported by a fully funded secretariat.

Lessons Learnt

63. The previous section reflected on the strengths and weaknesses of the SAICM project to deliver on its outputs and outcomes, as articulated in the Theory of Change developed for this evaluation. In this final section, the contribution of the SAICM project to the broader goals of SAICM are discussed.

64. Strengthened capacity, commitment, technical knowledge and political will to implement and mainstream SAICM (Intermediate State 1) was reflected in: progress in coordination within government and stakeholder engagement and collaboration; development of strategic plans to address chemicals and waste; progress in regional cooperation.

65. Much of the success of SAICM in contributing to this intermediate goal depended upon the NFPs. The structure of SAICM was such that it is through the NFPs that the SAICM agenda was promoted and taken forward at the national level. Their role was to bring together all stakeholders, encouraging buy-in and mobilizing resources. Through this networking NFPs were expected to support the preparation of national strategic plans and to support the integration of the sustainable management of chemicals and waste at the regional level.

66. Evidence from this evaluation indicates that NFPs were constrained in their ability to fulfill their role by a number of factors. Firstly, over 80% were located within the environment sector. The relative lack of power and influence of this sector to shape national agendas, together with the sectoral structure of government, constrained NFPs in delivering on their mandate. Furthermore, little guidance was provided to NFPs in fulfilling their role. The Africa region presented a proposed set of guidelines (job description) at ICCM2. However, this was not formally approved and remained a proposal.

67. SAICM was conceived as a multi-stakeholder approach. Integration across sectors is a key factor to achieving the 2020 goal. Greater capacity and increased representation of the health, agriculture, finance and industrial sectors within government national and regional focal points will support efforts to mainstream the sound management of chemicals across government departments. Within non-government stakeholders, continued efforts to communicate with and reach out to downstream businesses and industries as well as civil society.

68. A second factor constraining the functions of the NFPs was the low political priority accorded to SAICM objectives. This was reflected in many NFPs holding relatively junior positions with multiple responsibilities. The low budgets allocated to SAICM-related activities resulted in the NFP role being 'invisible' with the agencies that they were situated.

69. Ultimately, the success of SAICM rests on national governments having the political will to legislate for the sound management of chemicals and to ensure that such legislation is fully implemented. SAICM stakeholders play several roles in pushing chemicals management higher up the political agenda: governments signing up to international conventions and forums (i.e. SAICM) and

developing regulatory frameworks that Government have the capacity to monitor and enforce; engaged and responsive UN agencies supporting national and regional implementation; a strong and independent civil society, enshrined in law, advocating for sound chemicals management.

70. Building capacity and skills of NFPs to engage with all stakeholders, government, civil society and business, raising the profile of the NFP role and allocating adequate resources, will enhance SAICM's effectiveness at contributing to the intermediate goals of strengthened capacity, technical knowledge and political will to implement SAICM.

71. This evaluation has found much evidence of SAICM stakeholders contributing to the five OPS objectives – Intermediate State II in the Theory of Change. Governments have introduced legislation, have signed up to international conventions; donors have contributed significant resources, including for the QSP, that has resulted in projects that addressed all five OPS objectives; IOMC participating organisations have provided skills and capacity training, provided a wide range of manuals, guidelines and technical expertise; civil society has supported the most vulnerable members of society, collecting evidence of practices and processes that have led to damaging health and environmental impacts of chemicals, and introduced projects aimed at avoiding such impacts; industry has provided resources, training programmes and introduced its Responsible Care programme aimed at promoting safe chemicals management throughout the chemical supply chain.

72. Despite these efforts, this evaluation has found that there is broad consensus among SAICM stakeholders and others that the 2020 goal, the overall impact that SAICM seeks to support, will not be achieved. Further, the evidence suggests that the gap between countries in achieving this goal is widening with the poorest countries and communities being left behind.

73. Reducing inequality within countries in regard to chemicals management will require further efforts by SAICM stakeholders to reduce vulnerable and marginalised groups to chemicals exposure at work, in the home and in the environment.

74. There are some 168 million working children aged five to 14, 100 million of who work in agriculture.⁶ A substantial body of evidence demonstrates the risks to the health of millions of women and children in developing countries from exposure to chemicals on the farm, and in the home, as well as the risks of fetal death and birth defects through mothers' exposure.⁷ Increased effort of SAICM stakeholders' to work in partnership to take action on highly hazardous pesticides and promote agro-ecology, will both protect and enhance biodiversity and minimize the adverse impacts on health from exposure to chemical inputs for these vulnerable groups.

75. Reducing inequality between countries, will require strengthened adaptive management regimes in developing countries. Such regimes depend on access to knowledge, science and technology. Continuing the progress made in building national technical capacity as well as supporting the provision of technical infrastructure (such as poisons centres) will support such regimes. Effective monitoring and evaluation systems, together with sound science, will provide the information and assessments needed to shape future management regimes.

76. A particular challenge highlighted in this evaluation has been the contested nature of the risks and hazards associated with chemicals. In the early days of ICCM offers were made by institutions to host a science forum, enabling a scientific perspective to be incorporated into the Conference's structure. Discussions about such a forum have now come to the fore.⁸ Such a forum has the potential to develop internationally agreed methodologies for risk and hazard assessment that SAICM stakeholders can agree to, and to adhere to the decisions made by such a forum across all regions.

⁶ UNEP (2019) Global Chemicals Outlook II: from legacies to innovative solutions: Implementing the 2030 Agenda for Sustainable Development. United Nations Environment Programme, Nairobi. p. 159

⁷ For example, see Unicef (2018) Understanding the Impacts of Pesticides on Children: a discussion paper. United Nations Children's Fund.

⁸ UNEP (2019) Global Chemicals Outlook II: from legacies to innovative solutions: Implementing the 2030 Agenda for Sustainable Development. United Nations Environment Programme, Nairobi. p. 268

77. Realising the objectives and goal of SAICM depend on sufficient levels of financing and resources. Securing sufficient funds has been a constant challenge for SAICM over the 2006-2015 period. Further success of SAICM will require secure and sustainable funding through: Governments mainstreaming SAICM objectives and activities into national development plans with associated budgets; introduction of appropriate economic instruments based on principles of polluter pays; donors continuing to deliver on external finance commitments.

78. The SAICM secretariat has been constrained in delivering on its functions over the period 2006-2015 because of a persistent shortfall in resources. Beyond 2020, a fully functioning secretariat at full capacity will be required to support any future mission of protecting human health and the environment from harmful effects of chemicals and waste.

79. SAICM is an ambitious initiative, is unique in its set-up as an inclusive multi-stakeholder, multi-sector voluntary global policy framework on sound management of chemicals and waste. A particular strength has been the participation of non-government actors in the SAICM process, allowing for their perspectives and priorities to be heard and considered as resolutions were framed and agreed. Retaining this strength and character beyond 2020 will support the future mission.
