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**Progress and gaps towards the achievement of the 2020
goal of sound chemicals management: overall orientation
and guidance on the 2020 goal**

**Background information: overall orientation and guidance for
achieving the 2020 goal of sound management of chemicals**

Note by the secretariat

The secretariat has the honour to circulate, for the information of participants, a report providing background information on the overall orientation and guidance for achieving the 2020 goal of sound management of chemicals (SAICM/OEWG.2/4). The report, which was developed by the secretariat as input for overall orientation and guidance, is based on a review of the information received from the stakeholder consultation processes, regional meetings and other sources. It has not been formally edited.

* SAICM/OEWG.2/1.

Annex

Background information: overall orientation and guidance for achieving the 2020 goal of sound management of chemicals

A. Introduction and background

1. In 2002, the World Summit on Sustainable Development (WSSD) agreed that “governments, relevant international organizations, the private sector and all major groups should play an active role in changing unsustainable consumption and production patterns” and adopted the *Johannesburg Plan of Implementation*¹ that, in paragraph 23, established the following 2020 goal for the sound management of chemicals throughout their life cycle and of hazardous wastes (the ‘2020 Goal’).

“23. Renew the commitment, as advanced in Agenda 21, to sound management of chemicals throughout their life cycle and of hazardous wastes for sustainable development as well as for the protection of human health and the environment, inter alia, aiming to achieve, by 2020, that chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment, using transparent science-based risk assessment procedures and science-based risk management procedures, taking into account the precautionary approach, as set out in principle 15 of the Rio Declaration on Environment and Development, and support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance. This would include actions at all levels to:

- (a) Promote the ratification and implementation of relevant international instruments on chemicals and hazardous waste, including the Rotterdam Convention on Prior Informed Consent Procedures for Certain Hazardous Chemicals and Pesticides in International Trade so that it can enter into force by 2003 and the Stockholm Convention on Persistent Organic Pollutants so that it can enter into force by 2004, and encourage and improve coordination as well as supporting developing countries in their implementation;
- (b) Further develop a strategic approach to international chemicals management based on the Bahia Declaration and Priorities for Action beyond 2000 of the Intergovernmental Forum on Chemical Safety by 2005, and urge that the United Nations Environment Programme, the Intergovernmental Forum, other international organizations dealing with chemical management and other relevant international organizations and actors closely cooperate in this regard, as appropriate;
- (c) Encourage countries to implement the new globally harmonized system for the classification and labelling of chemicals as soon as possible with a view to having the system fully operational by 2008;
- (d) Encourage partnerships to promote activities aimed at enhancing environmentally sound management of chemicals and hazardous wastes, implementing multilateral environmental agreements, raising awareness of issues relating to chemicals and hazardous waste and encouraging the collection and use of additional scientific data;
- (e) Promote efforts to prevent international illegal trafficking of hazardous chemicals and hazardous wastes and to prevent damage resulting from the transboundary movement and disposal of hazardous wastes in a manner consistent with obligations under relevant international instruments, such as the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal;
- (f) Encourage development of coherent and integrated information on chemicals, such as through national pollutant release and transfer registers;
- (g) Promote reduction of the risks posed by heavy metals that are harmful to human health and the environment, including through a review of relevant studies, such as the United Nations Environment Programme global assessment of mercury and its compounds.”

2. The WSSD 2020 Goal includes an aspirational goal in the main paragraph (“...to achieve, by 2020, that chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment...”) and objectives in paragraphs (a) to (g) that address a mix of activities and specific deliverables. As of July 2014, the following key results have been realized on these objectives:
 - a) the Rotterdam and Stockholm Conventions entered into force in 2004 and the WHO International Health Regulations entered into force in 2007;
 - b) the Strategic Approach to International Chemicals Management (SAICM) was adopted in 2006;

¹ *Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August – 4 September 2002* (United Nations publication, Sales No. E. 03. II. A. 1 and corrigendum), chap. I, resolution 2, annex.

- c) the Globally Harmonized System for the Classification and Labelling of Chemicals (GHS) was implemented in some form by 70 countries, but the 2008 target date was not met and implementation at the national level remains incomplete in most regions with the exception of Europe;
 - d) partnerships were developed to promote activities to enhance environmentally sound management of chemicals (e.g., DDT and PCBs under the Stockholm Convention, the Global Alliance to Eliminate Lead Paint) and hazardous wastes (e.g., the Global Partnership on Waste Management), implementing multilateral environmental agreements (e.g., the “synergies” initiatives of the Basel, Rotterdam and Stockholm Conventions), raising awareness of issues relating to chemicals and hazardous waste and encouraging the collection and use of additional scientific data;
 - e) the Basel and Rotterdam Conventions now have 181 and 154 parties, respectively, and the 25 parties to the Bamako Convention held the first meeting of the Conference of the Parties in 2013, where decisions were taken to link the programs of the Bamako, Basel, Rotterdam and Stockholm Conventions to prevent international illegal trafficking of hazardous chemicals and hazardous wastes;
 - f) information development and exchange are ongoing activities under SAICM in a multistakeholder and multi-sectoral manner; and
 - g) the Minamata Convention on Mercury was adopted in 2013 and the Intergovernmental Negotiating Committee continues to meet to assist early implementation activities pending entry into force of the convention.
3. The SAICM agreement was adopted in February 2006 at the first meeting of the International Conference on Chemicals Management (ICCM1). The agreement, which is not legally binding and is funded on a voluntary basis, acknowledges the essential contribution made by chemicals to modern societies and economies, recognizes the potential threat to sustainable development if chemicals are not managed soundly, and provides a policy framework to guide global efforts to achieve the 2020 Goal. The agreement was endorsed or accepted by the governing bodies of the IOMC participating organizations, industry groups and representatives of civil society.
 4. Implementation of SAICM is overseen by the ICCM, which met in 2009 (ICCM2) and 2012 (ICCM3) to guide global efforts to meet the 2020 Goal. Future meetings are slated for 2015 and 2020, when the terms of reference of the ICCM are due to expire. The High Level Panel discussion at ICCM3 recognized that much work remained to be done prior to the 2020 deadline and beyond, as efforts to promote sound chemicals management would be required as long as chemicals remain in use. ICCM3 requested the secretariat to prepare overall orientation and guidance, based on views expressed during the High Level discussion, on what needed to be done to achieve the 2020 Goal, which would be discussed before the fourth session of the Conference (ICCM4) in 2015 at regional consultations and the 2014 meeting of the Open-ended Working Group (OEWG2).
 5. The present document has contributed to the development of the overall orientation and guidance document (SAICM/OEWG.2/4). It is based on a review of the information received from stakeholder consultation processes, regional meetings and other sources. Section B addresses progress that has been made in pursuing the five objectives of the Overarching Policy Strategy (OPS) of SAICM (i.e., risk reduction, knowledge and information, governance, capacity-building and technical cooperation, and illegal international traffic). Section C addresses the institutional arrangements that support implementation of SAICM and Section D reviews financial considerations. Sections B, C and D include a review of progress, conclusions and lessons learned from activities to date for each issue, and recommendations that are pertinent to meeting the 2020 Goal. The final section (E) builds on the discussion in sections B, C and D and provides an overview of strategic considerations and recommendations for stakeholders at ICCM4.

B. Progress on the OPS Objectives

6. This section addresses progress made on each of the five objectives of the Overarching Policy Strategy (OPS) of SAICM and is based on a review of information from stakeholder consultation processes, SAICM regional meetings, the 2009-10 report on SAICM progress² and other sources.

B.1 Risk Reduction

7. In the 2009-10 report on SAICM progress, the highest number of reported risk reduction activities related to pesticides, persistent organic pollutants under the Stockholm Convention and mercury. Substantial use was reported of the chemical management tools and guidance published by the participating organizations of the IOMC³, which confirmed the importance of contributions from these organizations in achieving the 2020 Goal.

² SAICM/ICCM.3/4, page 6

³ A List of available IOMC publications is available at:
<http://www.who.int/iomc/publications/publications/en/>

8. During the 2013-14 SAICM regional priority setting meetings, progress was reported⁴ in:
- identifying and understanding national chemicals issues through the development of national profiles and implementation action plans for the sound management of chemicals (Africa, Asia-Pacific, Latin-America and the Caribbean);
 - strengthening of policy, law and regulatory frameworks and compliance promotion and enforcement, in particular in improved authorization procedures for groups of substances such as pesticides or regional harmonization of pesticide registration procedures (Africa, Central and Eastern Europe, Latin-America and the Caribbean); and
 - the relative improvement in capacity to deal with poisoning and other chemical incidents through such actions as establishing or improving poison control centres (Africa, Central and Eastern Europe).
9. The regional meetings identified several remaining risk reduction challenges, including the need for:
- basic legislation and a comprehensive regulatory framework;
 - access to a fully staffed and operational poison control centre;
 - measures to prevent the adverse effect of chemicals on the health of children, pregnant women, fertile populations, the elderly, the poor, workers, and other vulnerable groups and susceptible environments; and
 - the development of and better access to safer alternatives, including alternatives to chemicals of concern, and affordable sustainable technologies.
10. In 2013, UNEP published “The Global Chemical Outlook Report - Towards Sound Management of Chemicals” (GCO Report), which noted:
- the value of prioritizing chemicals of concern, recognizing that guidance documents for the preparation of SAICM national profiles assisted in prioritizing chemicals by hazard and exposure potential; and
 - methods have yet to be developed for assessing the risks of low dose chemical exposure, the effect of a cocktail of chemical mixtures, particularly on children, and multiple, continuous and synergistic exposure to chemicals in common daily life.
11. Under the emerging policy issue⁵ (EPI) for lead in paints, UNEP and WHO established the Global Alliance to Eliminate Lead Paint (GAELP) with the goal of stopping the manufacture, import, export, sale and use of lead paints and products coated with lead paints by 2020. A business plan was established with eight priority actions for 2012-2013 and additional actions for 2014-2020. The five focal work areas for action include: health, environment, workers’ health, legislation and regulation, and outreach to industry.
- a) Results include support for national capacity building, an effective outreach campaign involving articles in the national press in some countries and information on substitutes, and the adoption of legislation to eliminate these paints in several countries, although not all these regulations can be considered a direct consequence of EPI initiatives.⁶
 - b) UNEP facilitated the development of a GEF project (approved in December 2013, for implementation in Cote d’Ivoire, Cameroon, Ethiopia and Tanzania) to minimize - and ultimately eliminate - the manufacture, import, sale and use of decorative lead paints in participating countries and to develop strategies to replicate actions elsewhere in the African region and beyond.
 - c) GAELP has been instrumental in coordinating and supporting activities and there has been strong civil society engagement. However, only a few governments have participated directly in the GAELP activities and donor support is insufficient.
12. Cooperation between the secretariat of the Basel Convention and SAICM stakeholders under the EPI on hazardous substances in the life cycle of electrical and electronic products led to the development of a lifecycle approach to risk reduction. As a result of action under this EPI:
- ICCM3 added new activities on the life cycle of hazardous substances in the life cycle of electrical and electronic products to the Global Plan of Action and mandated the development of an international set of best practice resources, drawing on existing initiatives and opportunities for collaboration within SAICM and with other international forums; and
 - work will continue to identify, compile and create an international set of best practice resources on topics in this area in accordance with the mandate provided by ICCM3 and drawing on existing initiatives and opportunities (see SAICM.OEWG.2/INF/14).

⁴ The exact data are in Tables 1 and 2 of Annex A of SAICM/EB.9/4.rev1

⁵ General information on emerging policy issues (EPIs) is included in section C.3 and a brief history of ICCM decisions on EPIs is included in Annex A of this document. Specific information on each EPI is included within the appropriate part of section B on progress on OPS objectives.

⁶ Since 2009, Argentina, Brazil, the Republic of South Africa, Sri-Lanka and Uruguay have adopted lead paint regulations.

Conclusions and Lessons Learned

13. While recent regional meetings identified several remaining risk reduction challenges, they confirmed the value of the SAICM approach in making progress towards the 2020 Goal by:
 - enhancing risk reduction measures of a cross-cutting nature;
 - identifying risk reduction measures that are not necessarily covered by binding instruments;
 - strengthening policy, law and regulatory frameworks and compliance promotion and enforcement measures, in particular better authorization procedures for groups of substances such as pesticides or regional harmonization of pesticide registration procedures, and
 - making relative improvements in the capacity to deal with poisoning and other chemical incidents.
14. In general, more results are apparent where there is a national chemical focal point and active coordination.
15. Feedback has confirmed the value of the chemical management tools and guidance developed by the IOMC participating organisations in implementing risk reduction measures at the national and regional levels.
16. SAICM has been valuable in identifying and promoting risk reduction measures outside the multilateral environmental agreements (MEAs) through actions taken to address EPIs on lead in paints and e-waste.
 - a) The lead in paints EPI addresses a mature issue and with cost-effective alternatives available to support the elimination of lead in paint, the issue is inherently different than other EPIs. While the goal of eliminating lead in paints by 2020 can be reached with continued focus and attention, progress to date indicates that many countries have not yet tackled the issue.
 - b) In the collaboration between the lead organizations on the EPI on hazardous substances in the life cycle of electrical and electronic products, SAICM's broad scope enabled consideration of the full lifecycle of electronics, notably up-stream processes, to reduce the risks of electrical and electronic products and led to recommendations that are being implemented. This shows the added value of the SAICM approach.
17. There are inadequate methods available to predict the exposures and effects of chemicals and wastes under conditions in developing countries.

Recommendations for Setting the Stage for 2020

18. To achieve more results in risk reduction, national focal points should engage in active coordination of sound chemical management activities to establish or strengthen:
 - governance mechanisms and capacity at the national level to allow the development and implementation of effective risk reduction measures; and
 - involvement of the health sector to further the implementation of the International Health Regulations and establish poisons centres emergency response capacity.
19. IOMC participating organisations and other stakeholders should review chemicals screening models to ensure their adequacy in assessing the risks of low dose chemical exposure and the effects of chemical mixtures.
20. Stakeholders should make more use of guidance documents in prioritizing chemicals of concern by hazard and exposure potential to increase the adoption and efficiency of risk reduction measures.
21. Consistent with resolutions adopted at the African and Asia-Pacific regional meetings, current efforts to eliminate lead in paints by 2020 should be continued and reinforced, including: testing paints on national markets; promoting alternatives to lead; promoting national regulatory frameworks; providing support to national lead paint regulatory efforts, including by facilitating technology transfer; and establishing voluntary, third-party independent paint certification and labelling programs to enable consumers to identify paints on the market that do not have any added lead.
22. Future actions to address the hazardous substances within the lifecycle of electronics and electrical products EPI could include unifying and coordinating the actions of several forums, intergovernmental organisations and stakeholder groups, and securing seed funding for the implementation of preliminary foundational activities and coordinating mechanisms. Other groups and initiatives should take a leadership role in this EPI, complementing the role currently played by UNIDO.
23. Stakeholders should build on the success of Quick Start Programme (QSP) and EPI projects that identified needs and built foundational national capacities for the sound management of chemicals, and increase their focus on risk reduction measures in future SAICM implementation activities. In particular, results from QSP projects on non-chemical alternatives have the potential to accelerate the transition to safer alternatives in developing countries. The implementation of a fully operational SAICM clearing-house would be very beneficial in this regard.
24. Initiatives under the EPIs on hazardous substances within the lifecycle of electronics and electrical products, nanotechnology and endocrine disrupting chemicals should be supported as they could lead to the sound management of groups or classes of chemicals. If successful, this approach would mark a shift from the chemical-by-chemical approach to a more general approach to identifying the risks of chemicals and make a significant contribution to advancing the 2020 Goal.

B.2 Knowledge and Information

25. Based on the 2009-10 report on progress, a lower overall level of activity was recorded for indicators related to knowledge and information than for indicators related to risk reduction and governance.⁷ Reports also showed a low number of reported activities and specific activities under the GHS or other means of providing information on internationally harmonized standards.
26. Although GHS implementation was a priority in the WSSD 2020 Goal, the 2008 target date proposed by WSSD was not met and, while implemented in some form by 70 countries, global GHS implementation at the national level remains incomplete in most regions with the exception of Europe.
27. Regional 2013-14 priority-setting workshops identified the following achievements:
 - improved education, training and awareness-raising activities (Asia-Pacific, Central and Eastern Europe, Latin-America and the Caribbean);
 - progress related to the GHS and classification systems for industrial chemicals, including the entry into force of EU standards for classification, labelling and packaging based on the GHS system (EU/JUSSCANZ, Central and Eastern Europe, Africa);
 - the European Chemical Agency database on risk assessment was made publicly available (Central and Eastern Europe, EU/JUSSCANZ);
 - the REACH and CLP (Classification, Labelling and Packaging) helpdesk supports the collection, management and sharing of data and information (Central and Eastern Europe, EU/JUSSCANZ); and
 - increased information flow on EPIs (Asia-Pacific).
28. The regional workshops also noted the following shortfalls:
 - inadequate in-country information management, such as up-to-date databases;
 - limited knowledge of and access to existing hubs and databases containing information relevant to sound chemical management;
 - the need to publicize further the existence of these information hubs and databases; and
 - the need to make available more information for consumers and users on chemicals in products.
29. In terms of support from the QSP, 22 projects have contributed to the labeling of chemicals according to internationally harmonized standards or evaluating and strengthening national and regional capacities for implementing the GHS. In addition, a number of projects address the preparation of a national GHS situation or gap analysis and support GHS capacity building.
30. At their regional meetings, the African, Asia-Pacific, Central and Eastern Europe and Latin-America and the Caribbean groups all expressed interest in actions to address highly hazardous pesticides (HHPs), and the Latin-America and the Caribbean and African regions adopted resolutions that: invite the FAO to develop an information paper on safer alternatives to HHPs that is targeted to the situation and needs of developing countries and countries with economies in transition; encourage countries to perform surveys of HHPs and recommend that respective coordination committees utilize the HHPs surveys to present successful cases of inter-sectoral cooperation in tackling phase-out of HHPs; and encourage the development of an on-line clearinghouse of registrations, restrictions, and prohibitions of HHPs in the respective regions. The Asia-Pacific region also invited countries to perform surveys of HHPs and encouraged information exchange.
31. The secretariat mainly used regional meetings and workshops as well as regular email updates to disseminate information and knowledge. While a clearing-house framework exists on the SAICM web-site, little progress was made in developing a more systematic information clearing-house due to resource constraints within the secretariat and the lack of a design to identify, acquire, manage and distribute priority information for the effective implementation of SAICM.
32. The establishment of national and regional centres of the UNEP-led Chemical Information Exchange Network (CIEN) highlighted the value of information exchange for all stakeholders and supported the creation of a sense of “chemical community” among national and regional stakeholders. However, technology platforms have evolved since the establishment of CIEN in 2006 and keeping the CIEN centres operational has proven difficult in the absence of sustainable and predictable financing.
33. Some stakeholders observed that confidential business protections are frequently overused by industry, product labelling remains rare, and chemical ingredients disclosure is limited in many industrial supply chains.
34. Actions are being taken under the chemicals in products EPI to develop a voluntary international programme for information on chemicals in products along the supply chain and throughout their life cycles (‘CiP programme’) to facilitate and guide the provision and availability of, and access to, relevant information on chemicals in products among all stakeholder groups. UNEP is leading this initiative and highlights of activities since ICCM3 include the following.

⁷ SAICM/ICCM.3/4, page 6

- a) An initial draft of underlying principles and guidance on implementation of the CiP programme was developed and a consultation meeting was held in December 2013 with key stakeholders to gain input and generate support for the programme. Based on feedback on the initial draft, the CiP programme was modified and comments on a second version have been gathered through the CiP project Steering Group and from sector experts. An Information Document will be available to OEWG2 that will reflect feedback on this second version..
 - b) UNEP plans to convene a multistakeholder workshop, as resources permit and as needed, to finalize and build broad support around the proposal for the CiP programme to be submitted to ICCM4. There has been considerable industry interest and engagement in this EPI, including US\$3.2 million in co-financing support and expertise from the Outdoor Industry Association and its member companies, chemicals suppliers to the sector and many leading apparel, footwear and outdoor-clothing brands towards a GEF project (approved in February 2014 with US\$1 million of support). This project will engage textile supply chains in China and other global stakeholders.
 - c) Information sessions on this EPI were presented during the 2013-2014 SAICM regional workshops. These sessions served to inform and to receive input from the meetings on the structure of the developing CiP programme, to highlight the importance for feedback through the Steering Group and to provide updates on systems in use by sectors and on engagement with partners.
35. ICCM3 adopted endocrine disrupting chemicals (EDCs) as an EPI to promote cooperative actions to increase awareness and understanding of the issue among policymakers and other stakeholders.
- a) In February 2013, UNEP and WHO published the reports: “State of the Science of Endocrine Disrupting Chemicals - 2012” and “State of the Science of Endocrine Disrupting Chemicals - 2012 Summary for Decision Makers”. These documents provide, respectively, a detailed report on the current scientific information on EDCs, and the key highlights of the scientific material in a summarized format to assist decision makers in determining key areas of concern. The latter document was circulated to SAICM focal points in April 2013 with a letter highlighting key findings and calling for additional information and expressions of interest.
 - b) UNEP, together with WHO and OECD, convened awareness raising workshops on EDCs back-to-back with SAICM 2013–2014 regional meetings in the African, Central and Eastern Europe and Latin-America and the Caribbean regions to provide information on the current state of scientific knowledge by lead authors of the State of the Science document. Regions agreed that there were limited or no controls on EDCs in most countries and that there was a need for increased awareness of this issue and for gathering information on levels of EDCs in the environment. The needs for further awareness raising and research activities were highlighted in all regions, with Africa, Asia-Pacific and Latin-America and the Caribbean developing resolutions setting out their respective priorities.
36. Information has been developed and distributed under the EPI on nanotechnologies and manufactured nanomaterials.
- a) In 2011, OECD developed a guidance manual for the testing of nanomaterials.
 - b) OECD and UNITAR held webinars on nanomaterials from 2009 to 2011.
 - c) UNITAR convened pilot projects in some countries on nanotechnology and manufactured nanomaterials, launched an e-learning course on “Introduction to Nanomaterials Safety”, and convened awareness raising workshops on nanomaterials back-to-back with SAICM 2013–2014 regional meetings in the African, Central and Eastern Europe and Latin-America and the Caribbean regions.
 - d) To address occupational risks of nanomaterials, WHO initiated development of Guidelines on "Protecting Workers from Potential Risks of Manufactured Nanomaterials".
37. Information was developed and distributed on the issue of perfluorinated and polyfluorinated chemicals (PFCs), which is discussed by the ICCM under the EPIs agenda as a ‘challenge of global concern’.
- a) The Global PFCs Group led by the OECD and UNEP developed a paper on PFCs that describes their uses in the industry, the negative impacts of such uses and potential alternatives. Non-OECD countries are now involved in this work.
 - b) The OECD has released guidelines for testing PFCs.
 - c) OECD and UNEP hold webinars on PFCs every 2 months.
38. The 2013 GCO Report was developed in cooperation with a wide range of international experts. This report addresses the work of the Basel, Rotterdam and Stockholm Conventions and SAICM, provides information on trends in chemicals production, use and disposal, and offers policy advice aimed at meeting the 2020 Goal, emphasizing challenges and opportunities for developing countries. The report documents the growth in the global chemicals industry from US\$ 171 billion in 1970 to over US\$ 4.1 trillion in 2012 and includes an economic analysis that compares the benefits of action to the costs of inaction in terms of improved management.

39. The GCO Report provides the following observations⁸ on knowledge and information.
- While the industry is generating health and environmental effects information for high production volume chemicals, thousands of lower production substances remain on the market with little or no information.
 - Large information gaps exist nationally and internationally on where and how chemicals are transported and used.
 - Confidential business protections are frequently overused, product labelling remains rare, and chemical ingredients disclosure is limited in many industrial supply chains.
 - While numerous new data sources that provide information on chemical hazards are available on the internet, expertise is needed to use the information effectively. For those without internet access, or who do not understand the majority languages, there is no access to such information.

Conclusions and Lessons Learned

- Regional meetings and the 2009-10 report on progress confirmed that while SAICM has made some progress in developing and exchanging knowledge and information, including the use of regional meetings and workshops to disseminate information, progress has been slow and several needs in this area remain to be addressed.
- The absence of a clearing-house has major implications for and impacts on mainstreaming, implementation and capacity building efforts.
- Experience from past information-sharing mechanisms, such as the CIEN, indicates that special attention must be given to the long term sustainability and relevance of any information sharing mechanisms or arrangement.
- There is an important role that could be played by legal and economic instruments, such as cost recovery mechanisms, to sustain the funding of national and regional mechanisms.
- The CiP working group has been addressing a number of challenges in the development of a CiP programme: the diverse and large number of consumer product sectors involved, and the different needs of various stakeholders for relevant information as well as for industry stakeholders for the protection of confidential business information.
- As SAICM is a broader global forum addressing nanotechnologies and manufactured nanomaterials, it can extend OECD and other discussions in relation to safety testing of nanomaterials, raise the issue's profile and support informed decision-making about the future use and regulation of these substances in countries at all stages of development.
- Actions to disseminate information on PFCs will foster coordination and cooperation among intergovernmental organizations (OECD, UNEP, UNIDO and Stockholm Convention) and expand stakeholder participation in discussions on this issue. With OECD taking the lead on ongoing activities on PFCs and UNEP injecting a developing country perspective into the matter, this partnership has the potential to bridge the knowledge gap between developed and developing countries on this issue.

Recommendations for Setting the Stage for 2020

- As knowledge, information and public awareness are basic needs for decision-making on the sound management of chemicals, including products and articles containing chemicals, adequate information must be made available on the intrinsic hazards and expected uses of chemicals in commerce so that chemicals may be managed in an environmentally sound manner and/or safer substitute products or processes may be used. Information should be made available detailing the existence and modes of access to pertinent databases and the exact nature of the information they contain to address these needs.
- Industry should:
 - make available relevant information on chemicals to distributors, workers, consumers and users at all levels in the supply chain concerning the intrinsic hazards and expected uses of chemicals in commerce, including in products and articles, so that chemicals, products and articles may be used safely and managed in an environmentally sound manner and/or safer substitute products or processes may be used; and
 - review its approach to classifying business information as "confidential" to ensure that, while its legitimate interests are protected, it is not preventing the dissemination of essential information to distributors, workers, consumers and users.
- Stakeholders should ensure that future actions build upon the significant contributions of QSP projects toward the 2020 Goal and that the results of these projects are integrated into national systems in a way that provides ongoing support and commitment. The implementation of a fully operational SAICM clearinghouse would be very beneficial in this regard.
- SAICM stakeholders should establish the terms of reference and budget for a fully operational SAICM clearinghouse mechanism for sharing information on QSP and EPI projects to scale-up successful approaches and further anchor results, minimize duplication of efforts, and improve accessibility to clear, timely and appropriate

⁸ UNEP Global Chemicals Outlook, page 183 (2013)

information to support decision-making in pursuit of the sound management of chemicals and wastes at all levels in society.

51. The CiP programme should address the diverse and large number of consumer product sectors involved, and the different needs of various stakeholders for relevant information as well as the need of industry stakeholders to protect confidential business information.
52. Consideration should be given on how to link more effectively the CiP programme initiatives with the UNEP Sustainable Consumption and Production programme.
53. Recognizing the importance of disseminating information and identifying knowledge gaps in addressing the policy aspects of the EPI on endocrine disrupting chemicals, SAICM stakeholders should provide the financial support needed for UNEP to conduct awareness raising activities to provide information on the key concerns identified in the State of the Science report, and to build networks of interested experts to develop additional data and to further raise awareness of the environmental concerns.
54. Stakeholders should consider actions to address the following actions proposed in the GCO Report to further progress on this OPS objective:
 - promote systems for tracking the production, transport, use and disposal of chemicals of high concern;
 - participate in national and regional actions to collect and exchange information on actions taken to reduce the risks of highly hazardous pesticides (HHPs);
 - promote the adoption of tools and methods that improve the flow of chemical information, the screening of chemicals of concern and the evaluation of safer alternatives;
 - develop central focal points (possibly the national SAICM focal points) and local programmes for international communication and information sharing on sound chemical management; and
 - promote instruments for sharing and making available public information on chemicals, including in products and articles, throughout their lifecycles.

B.3 Governance⁹

55. The OPS identified the importance of addressing governance to help SAICM promote a sustainable approach for the sound management of chemicals through:
 - a multi-sector and multistakeholder approach in pursuing the sound management of chemicals;
 - implementation of the international regime for the sound management of chemicals;
 - mechanisms to address the social and economic impacts of chemicals on human health, society and the environment;
 - the inclusion of chemicals issues in relevant national policy documents; and
 - the inclusion of all sectors of civil society and the private sector in SAICM implementation.

B.3.1 Regional and National Governance

56. The multistakeholder and multi-sectoral nature of ICCM has enabled representatives of governments, civil society, industry and a range of international organizations to contribute to the effort to meet the 2020 Goal. The commitment and coordination of stakeholders was demonstrated by the continued increase in the number of national focal points among governments (175 by July 2014) and non-governmental organizations, and by the use of multistakeholder committees to coordinate matters relating to SAICM and chemicals safety.
57. Concerted efforts have started to strengthen systems for the sound management of chemicals at the national and regional levels. QSP projects, initiatives of participating organizations of the IOMC and other initiatives have assessed national situations in several countries and are beginning to develop financial mechanisms to cover the costs of chemical management regimes at the national level, among other activities. Multistakeholder initiatives have been developed to reduce the risks of toxic substances and enable access to chemical safety information.
58. Several QSP projects related to governance at the national level and raised awareness of sound chemicals management by requiring projects to be country-driven and aligned with country priorities. This resulted in key outputs such as national profiles and SAICM capacity assessments, which complement national chemical safety policies and demonstrate the country-driven nature of QSP projects. The proposal development process also fostered multistakeholder collaboration by requiring project implementers to submit letters of support from stakeholders in different sectors, resulting in new or strengthened partnerships and mechanisms, in keeping with SAICM objectives.

⁹ The term 'governance' is used here to include actions that have been taken to control and direct the making and administration of policy relating to the implementation of SAICM at the global, regional and national levels.

59. During the regional meetings held in 2013-2014, at least 3 regions identified the following as notable SAICM achievements:
- enhanced cooperation on the sound management of chemicals between governments, the private sector and civil society at the national, regional and global levels;
 - strengthened global/regional capacity and mechanisms that support sound management of chemicals;
 - mainstreaming, i.e., measures are being taken to integrate chemicals management into strategies for development assistance, sustainable development and poverty reduction papers;
 - development of national profiles and implementation of action plans for sound chemical management;
 - strengthened policy, law and regulatory frameworks and compliance promotion and enforcement measures;
 - enhanced active participation by all sectors of civil society, particularly women, workers and indigenous communities, in regulatory and other decision-making processes that relate to chemical safety; and
 - strengthened knowledge and information measures, including education, training and awareness-raising activities.
60. During these regional meetings, the following 11 activities were identified by at least 4 regions as the basic elements required at the national level to achieve sound chemicals management:
- legal frameworks that manage the life cycle of chemicals;
 - national, sub-regional and regional enforcement and compliance mechanisms;
 - implementation of relevant international conventions;
 - strong institutional frameworks and coordination mechanisms amongst relevant stakeholders;
 - collection and systems for sharing of data and information among all relevant stakeholders using a life cycle approach;
 - industry participation and responsibility, including cost recovery policies and systems as well as incorporation of sound chemicals management into corporate policies and practice;
 - implementation of the Globally Harmonized System of Classification and Labelling of Chemicals (GHS);
 - inclusion of chemicals in national budgeting processes and national development plans;
 - chemical risk assessment through the use of best practices;
 - strengthened capacity to deal with chemicals accidents, including poisonings; and
 - monitoring and assessing the impacts of chemicals on health and the environment.

Conclusions and Lessons Learned

61. Stakeholders identified 11 activities as the basic elements required at the national level to achieve sound chemicals management, including the need for industry participation and responsibility, including cost recovery policies and systems as well as the incorporation of sound chemicals management into corporate policies and practices, and the need for inclusion of chemicals in national budgeting processes and national development plans.

Recommendations for Setting the Stage for 2020

62. Consistent with the outcomes of the regional meetings, the SAICM stakeholders should address the following governance issues: enhancing industry involvement and the use of economic instruments¹⁰; and supporting full integration of chemicals issues into national development planning.
63. Measures should be taken to increase the interactions and relationships of contact points with financial institutions and other stakeholders to develop financial mechanisms to cover the costs of chemical management regimes at the national level, among other activities¹¹.

B.3.2 Sectoral engagement in SAICM

64. As part of its core mandate, SAICM provides opportunities for engaging institutions and stakeholders from relevant sectors in its decision-making processes to allow appropriate consideration of complex cross-cutting issues and to promote consistency and coherence among various efforts to achieve sound chemical management.
65. The term “engagement” is used here to convey a sense of the level of participation, ownership and involvement and is seen as a continuum along which individuals or groups move from a basic awareness, to personal, professional and institutional involvement and actions. The highest level of multi-sectoral engagement may be characterized as joint action and decision-making with SAICM stakeholders, often resulting in partnerships, alliances and joint plans of action to implement projects to meet SAICM priorities.¹²

¹⁰ ICCA, 2nd Update Report for the UN SAICM Implementation Indicators (August 2012), available at http://www.icca-chem.org/ICCADocs/120805_FINAL%20APPROVED_2nd_Update_SAICM_Indicators.pdf

¹¹ SAICM/ICCM.3/4

¹² SAICM/ICCM.3/20, para. 31

66. Eighty percent of SAICM national focal points are located in environmental ministries¹³ and the highest percentage of governmental participants in ICCM meetings has consistently been from the environment sector. While the number of delegations with health sector representatives has remained constant between ICCM1 and ICCM3, there were significant declines from the already low ICCM1 participation rates of other sectors, such as labour, agriculture, industry, energy and mining. While most QSP project proposals describe a multi-sectoral approach, the majority of projects are led by the environment sector and there has been wide variation in the level of engagement of other sectors in projects¹⁴.
67. Enhanced cooperation among IOMC participating organizations provided a policy framework for implementing SAICM projects and led to the development of tools for national management schemes for pesticides, occupational health and safety systems, and chemical accident prevention, preparedness and response systems. IOMC developed an internet based Toolbox for Decision-Making in Chemicals Management ('IOMC Toolbox') that provides guidance on themes such as the management of chemicals in agriculture, industrial accidents involving chemicals, occupational health in industries using chemicals, and international systems for chemicals management, such as the GHS. As activities of IOMC participating organizations must be mandated by their respective governing bodies, there can be delays in implementation due to the need to secure approvals for new activities, secure funding and adjust organizational workplans.
68. Chemicals manufacturers have been the primary industry participants to date and ICCA has financially supported approximately 60 projects through its Responsible Care programme and offered financial support the SAICM secretariat for two years. Manufacturers and retailers along the value chain have generally been underrepresented in the SAICM process, limiting the potential for achieving the 2020 Goal. Downstream users provided co-financing to GEF projects related to the EPIs on chemicals in products and on hazardous substances within the lifecycle of electric and electronic products.
69. The WHO secretariat has incorporated health-related priorities into GPA work areas on human health protection, children and chemical safety, and occupational health and safety. However, a number of key health sector organizations have not yet nominated a SAICM focal point, and it is not known to what extent health-related priorities have been incorporated into national SAICM implementation plans.¹⁵
70. Progress made under the following WHO activities will contribute to the 2020 Goal.
- a) The WHO International Health Regulations, which entered into force in 2007, are legally binding on the 194 Member States of WHO and are intended to prevent, protect against, control and provide a public health response to the international spread of disease. The regulations take a comprehensive approach to risks, including mechanisms to address chemical and radionuclear events of public health significance, and focus on the development of core capacities for surveillance and response to events likely to result in public health issues of international significance. The success of the regulations is dependent upon existing international disease control programs, including programs for environmental health, and on interactions between sectors at a national level. Engagement of various sectors at the national level would promote the implementation of the regulations and contribute to meeting the 2020 Goal.
 - b) In 2009, the Third International Conference on Children's Health and the Environment called upon WHO to facilitate the development of a global plan of action to improve children's environmental health and regularly monitor and report on its progress. This plan notes that broad collaboration at all levels is necessary and includes actions on data collection and analysis, collaborative research, advocacy, clinical capacity-building to increase service delivery, and awareness-raising.¹⁶
 - c) The WHO unit on Occupational Health and Chemical Safety supported multi-sectoral and multistakeholder workshops regarding chemical safety in the Central and Eastern Europe region and in South-East Asia.
71. The following regional health and environment initiatives provide opportunities for broader integration with other SAICM initiatives.¹⁷
- a) In Europe and the Americas, long-standing regional health and environment initiatives have addressed the adverse effects of environmental factors on children's health.
 - b) In South-East Asia and East Asia, regional health and environment ministerial processes have focused on sharing information and data on chemical impacts and on enhancing technical knowledge and skill among member countries to improve chemicals risk assessment and management.
 - c) At the 2010 WHO/Europe Ministerial Conference on Environment and Health, representatives adopted the Parma Declaration on Environment and Health,¹⁸ reiterating the commitment to tackle key environment and health challenges and identify new priorities.

¹³ SAICM/Health.1/INF/4

¹⁴ SAICM/ICCM.3/9, page 5

¹⁵ SAICM/ICCM.3/20, para. 18, 22 and 23

¹⁶ http://www.who.int/ceh/cehplanaction10_15.pdf?ua=1

¹⁷ SAICM/ICCM.3/20, para. 26

- d) The 2010 UNEP-WHO Health and Environment Strategic Alliance Program for the Implementation of the Libreville Declaration¹⁹ was designed to build the capacity of environmental and health professionals and policy makers in Africa on climate change and chemicals management.
72. ICCM3 adopted a strategy for strengthening health sector engagement in SAICM, especially at the national level, and called on SAICM stakeholders to implement it. ICCM3 also requested reports on its implementation to be submitted to ICCM4 and ICCM5.²⁰ The strategy envisioned key roles for the health sector in sound chemicals management²¹ and guiding principles, such as the need to focus on preventing human health impacts of current or future chemical use, and the need to ensure the protection of vulnerable groups, including women, children, older persons, indigenous peoples, and socially and economically disadvantaged groups.^{22, 23}
73. In response to the Rio+20 outcome and decisions of various intergovernmental processes that have called for a more systematic approach for cooperation and coordination in the implementation of chemicals-related agreements and instruments, the United Nations Environment Management Group (EMG) set up an Issue Management Group in January 2014, to provide coherent system-wide support to the efforts to achieve sound management of chemicals and waste.
74. Since 1995, the UN Human Rights Council has had a thematic mandate to explore the implications for human rights of hazardous substances and wastes.²⁴ The Council requested the Special Rapporteur on toxics to develop, in consultation with relevant stakeholders, a set of best practices on the human rights obligations related to environmentally sound management and disposal of hazardous substances and waste.²⁵ In 2012, the Special Rapporteur recommended that States should develop "...a comprehensive, legally-binding regime to ensure chemical safety throughout the lifecycle of all chemicals...with particular attention to the needs of the most vulnerable..."²⁶

Conclusions and Lessons Learned

75. There is a need to complement the high level of participation of environment sector representatives as national focal points, participants in SAICM meetings and project leaders in the QSP with active stakeholders from other sectors to address full lifecycle issues, embed sound chemical and waste management issues in national agendas and facilitate mainstreaming.
76. Implementation of SAICM activities could be improved by identifying and addressing barriers that delay or inhibit closer cooperation among IOMC participating organizations and by increasing support for SAICM initiatives at sessions of IOMC governing bodies.
77. Progress made under the Health Sector Strategy will be evaluated by ICCM4 and ICCM5. Although the broader vision of the health strategy has recently been constrained by financial challenges, it has provided an important basis for increasing the engagement of this essential sector. It is still too early to assess the overall value of this strategy as a model for increased engagement of other sectors.²⁷

Recommendations for Setting the Stage for 2020

78. SAICM stakeholders should review the report on progress of the health sector strategy, especially as its broader vision has recently been constrained by financial challenges, and apply any 'lessons learned' in developing a strategy to achieve fuller engagement of representatives of economic sectors in SAICM meetings, projects and initiatives to develop the broader ownership base that is essential to achieving successful and durable outcomes in pursuit of the 2020 Goal.
79. Countries should engage their representatives to the governing bodies of the IOMC participating organizations to secure additional support in implementing SAICM activities.
80. All industry sectors should be encouraged to participate fully in developing and implementing SAICM projects, the concept of stewardship of chemicals should be extended from primary producers to the downstream

¹⁸ Available from: www.euro.who.int/__data/assets/pdf_file/0011/78608/E93618.pdf.

¹⁹ Available at: <http://www.afro.who.int/en/media-centre/pressreleases/item/2422-the-second-inter-ministerial-conference-on-health-and-environment-in-africa-luanda-angola-23-26-november-2010.html>

²⁰ SAICM/ICCM.3/24, III/4, page 40

²¹ SAICM/ICCM.3/24

²² SAICM/ICCM.3/24 Annex V

²³ SAICM/RM/EUJ.5/2.rev1, para. 32

²⁴ Commission on Human Rights resolution 1995/81, "Adverse effects of the illicit movement and dumping of toxic and dangerous products and wastes on the enjoyment of human rights"

²⁵ Commission on Human Rights, Resolution 18/11 (2011), Available at: <http://daccess-dds-ny.un.org/doc/RESOLUTION/GEN/G11/166/61/PDF/G1116661.pdf?OpenElement>

²⁶ SR annual report, A/HRC/21/48 (2012)

²⁷ SAICM/ICCM3.24 Annex V

manufacturing sector, and sector strategies should be used to engage specific industrial chemical users in pursuing the 2020 Goal.

81. SAICM focal points should work proactively with the national focal point of the WHO International Health Regulations to coordinate activities on chemicals and health and maximize collective efforts relating to chemical emergencies.
82. As the Special Rapporteur on toxics of the UN Human Rights Council is neither part of the IOMC nor directly engaged in SAICM, efforts should be made to engage him/her in SAICM implementation, either directly or through the EMG Issues Management Group.

B.3.3 Links to other relevant initiatives

83. As the policy framework to guide global efforts to achieve the 2020 Goal, SAICM provides opportunities to develop linkages to other international agreements and relevant initiatives for sound chemical management.
84. Since SAICM was adopted in 2006, 56 countries became Parties to the Stockholm Convention, 47 to the Rotterdam Convention and 13 to the Basel Convention and these conventions now enjoy near universal ratification. In addition, in 2013, 25 Parties attended the first Conference of the Parties to the Bamako Convention, which entered into force in 1998. While 37 QSP projects were initiated to assist in the implementation of existing agreements and promoted measures to ratify and implement them, it is not clear whether, or to what extent, this support influenced the number of ratifications.
85. QSP projects were developed to strengthen capacities for the promotion of synergies between the Basel, Rotterdam and Stockholm Conventions and for their implementation, and to reduce risks related to mercury. In this regard, the QSP was instrumental in engaging IOMC participating organizations to work together and support Bolivia, Cambodia, Cote d'Ivoire, Mali, Peru and the Philippines to consider chemicals issues, namely mercury, when addressing artisanal and small-scale gold mining through: supporting development of relevant data for the Minamata Convention and the Global Mercury Partnership; supporting the initiation of and developing guidance materials for National Action Plans (to be required under the Minamata Convention); and distributing information and providing technical guidance in the field. By working together in a regional context, and with the Global Mercury Partnership and the IOMC participating organizations, countries maximized their collective efforts on mercury, scaled-up efforts and promoted efficient use of limited available technical and financial resources.
86. In addition, activities under the GPA have targeted obligations and objectives under legally-binding instruments for chemicals and waste, including those pending entry into force.
87. SAICM implementation is guided by principles and approaches in prior declarations on chemical management and environmental protection and this has resulted in the practical application of some of these principles, such as the lifecycle approach. Joint initiatives under the Basel Convention and SAICM on the EPI of hazardous substances in electrical and electronic products enabled consideration of the full life-cycle of electronics, notably up-stream processes, to reduce the risks of these products and led to concrete recommendations.²⁸
88. Efforts have been underway for several years to develop and improve “synergies” between the Basel, Rotterdam and Stockholm Conventions. In April 2014, UNEP Chemicals and the secretariat of the three conventions established a Joint Task Force to enhance cooperation and identify short, medium (6-18 months) and long term initiatives to strengthen the synergies between the groups. The Joint Task Force is guided in its work by relevant decisions of intergovernmental processes and policy bodies (e.g., Conferences of Parties, Intergovernmental Negotiating Committees, ICCM, UNEP GC, UNEA) and will address such issues as: fundraising and resource mobilization; scheduling, management and support for meetings of policy bodies; joint initiatives and events at major meetings; capacity building and technical assistance; and activities to support Parties in meeting their treaty obligations.

Conclusions and Lessons Learned

89. Joint initiatives under the Basel Convention and SAICM on hazardous substances within the lifecycle of electronics and electrical products enabled consideration of the full life-cycle of electronics, notably up-stream processes, and led to risk reduction recommendations. This approach is significant because up-stream efforts are not promoted under the Convention due to its application at the end of a product’s lifecycle. This demonstrates the added value of the SAICM approach.
90. Linkages established under the SAICM umbrella have been effective, and should be maintained and extended to improve effectiveness in addressing lifecycle issues for hazardous chemicals and wastes.

Recommendations for Setting the Stage for 2020

91. The added value of the SAICM approach to address the full lifecycle of products should be considered in addressing hazardous substances under other EPIs.
92. Continued efforts should be made to develop and/or strengthen linkages with other international agreements and relevant initiatives for sound chemical management to reduce overlap and duplication and achieve synergies in

²⁸ SAICM/OEWG.1/INF/7, pp. 14–15 (2011), and QSP project in Uruguay on sound management of mobile phones (12th round)

advancing progress towards the 2020 Goal. The UNEP Joint Task Force between UNEP Chemicals and the Basel, Rotterdam and Stockholm secretariat has the potential to enhance existing efforts.

B.4 Capacity-building and Technical Cooperation:

93. SAICM includes several objectives aimed at increasing the capacity for the sound management of chemicals throughout their life cycle in all countries, with a priority on narrowing the gap in capacities between developed and developing countries and countries with economies in transition, to achieve:
- partnerships and mechanisms for technical cooperation and the provision of appropriate and clean technology;
 - sustainable capacity-building strategies and cooperation among all countries;
 - coordination of and access to information on capacity-building and enhanced transparency and accountability;
 - programmes on chemical safety and scientific research and analysis;
 - appropriate use of work already done and chemicals management models already established by other countries and international organizations;
 - inclusion of capacity-building as a priority in social and economic development strategies, including national sustainable development strategies, poverty reduction strategy papers and country assistance strategies, and establishing chemicals as an important part of national policy (i.e., mainstreaming); and
 - awareness of donors, multilateral organizations and other relevant actors of the relevance of chemical safety for poverty reduction and sustainable development.
94. As noted in the GCO Report,²⁹ it is critical that capacity-building strategies be demand driven, results-oriented and 'country owned', where government leaders, local industry professionals and civil society organizations participate in planning strategies and in directing the implementation of resulting programs.
95. The two main initiatives that contributed to SAICM capacity building results are:
- the QSP (reviewed in section D.1), which was specifically designed to support initial enabling, capacity-building and implementation activities, contributed substantially to building and strengthening capacity in developing countries through 168 projects in 104 countries; and
 - regional awareness raising workshops on EPIs and other issues of concern, which were organized in the context of SAICM regional meetings and were among the recognized achievements of SAICM by regional stakeholders.
96. In 2008, the IOMC published its seven-part strategy³⁰ for assisting countries in strengthening their national management capacities to address all aspects of the lifecycle of chemicals in order to implement SAICM and achieve the 2020 goal. The strategy focuses on enhancing capacities for: engagement; generating, accessing, and using information and knowledge; development of policy and legislation; programme development; management and implementation; monitoring and evaluation; and mobilizing resources.
97. The 2011 UNEP-WHO Health and Environment Strategic Alliance Program for the Implementation of the Libreville Declaration³¹ was designed to build the capacity of environmental and health professionals and policy makers in Africa, under which an inter-sectoral programme was developed to reduce Chemicals Risks to Health and the Environment in Africa. Endorsed by the African Ministerial Conference on the Environment in 2012 to support the development and implementation of national actions to reduce health and environment risks caused by unsound management of chemicals, it is a comprehensive health and environment response to the essential capacity building and technical assistance needs to reduce health and environment risks caused by unsound management of chemicals. It addresses needed improvements to be made in knowledge and information on chemicals, institutional coordination, and regulatory frameworks and public policy to support and provide an enabling framework for the actions to be taken.
98. The use of e-courses, video classes and distance learning activities have allowed the development of low-cost, far-ranging capacity building programs that can be effective in decentralized economies. The UN Institute for Training and Research (UNITAR) e-course on treaties and webinars on the sound management of nanomaterials are examples of such activities.
99. During the 2013-2014 regional workshops, 11 activities were identified by at least 4 regions as the basic elements required at the national level to achieve sound chemicals management (section B.3.1). These activities could influence decision-making for capacity building and technical cooperation in the period to 2020.

²⁹ UNEP GCO Report, page 212

³⁰ IOMC strategy for strengthening national chemical capacities (March 2011), available at http://www.who.int/iomc/publications/strategy_english.pdf

³¹ Available at: <http://www.afro.who.int/en/media-centre/pressreleases/item/2422-the-second-inter-ministerial-conference-on-health-and-environment-in-africa-luanda-angola-23-26-november-2010.html>

100. Progress reported³² via the SAICM reporting tool based on 20 indicators noted relevant regional cooperation efforts in which two-thirds of the respondents identified at least one effort, notably activities relating to sharing knowledge and information, and capacity-building and technical cooperation. This form of cooperation appeared to be strongest in the Western European and Other Governments group, although the work of regional cooperation organizations in the African and Latin-America and the Caribbean regions was also mentioned.
101. In June 2014, the first meeting of the United Nations Environment Assembly (UNEA) adopted Resolution 1/5 that, in section VIII, invited parties to the Basel, Rotterdam, Stockholm and Minamata Conventions and SAICM and other stakeholders to promote an effective and efficient network of regional centres to strengthen regional delivery of technical assistance under these agreements and also invited UNEP, the parties to the Basel, Rotterdam and Stockholm conventions, the GEF and other relevant international financial institutions, instruments and programmes, to cooperate with the regional centres in implementing regional sound management of chemicals and waste projects.³³

Conclusions and Lessons Learned

102. The results of QSP projects provide an opportunity to identify good practices and lessons learned and subsequently to share them and avoid the duplication of efforts, maximize the use of existing resources, and share the knowledge that has been produced by different projects. The 2015 QSP Impact Evaluation will include good practices and lessons learned through the QSP projects. In addition, in terms of project reporting suitable indicators are required to enable proper assessment of performance.
103. Projects have to be connected to national needs and commitment if they are to be sustainable.
104. National capacity building for the sound management of chemicals can often be a net financial benefit for countries but an initial investment of financial resources is required. Progress towards the 2020 Goal will depend on resources provided at the country level and by bilateral and multilateral agencies or donors and the private sector, and may include the use of economic instruments such as cost-recovery systems on chemical importation, transportation, use and disposal.
105. While regional cooperation is improving, there is considerable room for improving capacity at the national level. In particular, the development of regional systems for chemical management - with a primary focus on risk reduction and information sharing - could improve the efficiency and effectiveness of activities for achieving the 2020 Goal.
106. The regional meetings identified 11 activities as possible basic elements required at the national level to achieve sound chemicals management. These could provide a focus for capacity building and technical cooperation in the period to 2020.

Recommendations for Setting the Stage for 2020

107. The IOMC participating organizations should continue to implement the seven point strategy in developing countries and countries with economies in transition to identify their capacity-building needs and promote adoption of chemical policy instruments and approaches that are appropriate to the economic conditions and strategies of these countries.
108. To meet the 2020 Goal, countries at all stages of development should have in place the capacity to achieve basic activities for the sound management of chemicals and wastes.
109. ICCM4 should define a compact set of basic activities for the sound management of chemicals and wastes at the national level, using the 11 activities identified during the 2013-2014 regional workshops (section B.3.1) as a starting point, for possible use in measuring progress in achieving the 2020 goal and focusing capacity building and technical cooperation in the period to 2020.
110. ICCM4 should, in cooperation with relevant entities, evaluate strategies to expand the network of regional centres to strengthen linkages and sectoral involvement and enlarge the base of involvement in the regional delivery of technical assistance. Consistent with section VIII of UNEA Resolution 1/5, this may be accomplished both by building on the existing centres of the Basel and Stockholm Conventions, and by engaging a broader range of centres and competencies, such as regional centres of WHO, FAO and UNIDO, and joint UNEP/UNIDO Cleaner Production Centres.
111. To increase the range of application of e-courses, video classes and distance learning activities, these programs and curricula should be translated into diverse languages to reach professionals in multilingual countries and improve legal and environmental literacy, at least in areas where there is internet access.

³² SAICM/ICCM.3/4

³³ UNEA Resolution 1/5, Chemicals and Waste: Section VIII, Regional Centres: mainstreaming and coordinated delivery (June 2014)

B.5 Illegal International Traffic:

- 112.SAICM includes objectives to prevent illegal international traffic in toxic, hazardous, banned and severely restricted chemicals, including products and wastes containing these chemicals, by strengthening mechanisms and domestic and regional implementation measures that support relevant existing multilateral environmental agreements (MEAs), promoting information sharing, and strengthening the capacity of developing countries and countries with economies in transition at the national and regional levels.
- 113.Measures have been taken by both governments and industry to promote compliance with relevant MEAs (Bamako, Basel, Rotterdam and Stockholm Conventions, Montreal Protocol, etc.), but these actions largely impact legitimate businesses that are normally willing to comply with legal requirements.
- 114.Most of the information reported to ICCM3 based on the indicator-based SAICM reporting system related to communication of information on exports of chemical wastes and the establishment of national legislation with regards to illegal trafficking.³⁴ For hazardous wastes, the level of activity relating to public information on and awareness of levels and cases of illegal trade and remedial actions being undertaken was reported least frequently.³⁵ Very little information on this issue was obtained at the SAICM regional meetings and, due to the illegal nature of the activity, insufficient information has been made available to determine the nature and extent of this issue, especially the frequency of incidents over time and the quantities of materials involved.
- 115.The GCO Report states³⁶ that an estimated 75 per cent of electronic waste generated in the EU (8 million tonnes) is not accounted for by recycling programmes and that a significant amount of unrecorded trade in banned chemicals and hazardous waste occurs even in countries with strong legislation, as inadequate and unclear government enforcement responsibilities and perverse market incentives encourage non-compliance.
- 116.The Green Customs Initiative is a multi-agency effort that is taking action to fight illegal international trade. This initiative includes the secretariats of the relevant MEAs, UNEP, the International Criminal Police Organization (Interpol), the Organisation for the Prohibition of Chemical Weapons, the World Customs Organization and the International Network for Environmental Compliance and Enforcement: Seaport Environmental Security Network. Contributions to the 2020 Goal were made through training, capacity-building and support to developing countries and countries with economies in transition.

Conclusions and Lessons Learned

- 117.There is little documented information to demonstrate the nature and extent of this issue, especially the frequency of incidents over time and the quantities of materials involved.
- 118.While measures taken by governments and industry to promote compliance with relevant MEAs largely impact legitimate businesses that are generally equipped to comply with legal requirements, it can be assumed that a significant amount of unrecorded trade in banned chemicals and hazardous waste occurs even in countries with strong legislation due to the difficulties in monitoring and enforcing effectively requirements for such movements. This demonstrates that when a precautionary approach is not followed, there can be significant health, environmental and economic costs.
- 119.There will always be some occurrences of illegal international traffic which cannot be prevented. In most cases, the perpetrators are criminals who are motivated solely by financial gain, are not willing to comply with legal requirements, and regularly exploit porous national borders to conduct their business without any concern for the health, environmental and economic consequences of their actions. International illegal trafficking in endangered species and narcotics demonstrate how prevalent such problems can become and how difficult it is to address them successfully by countries at all stages of development despite the allocation of large scale resources to compliance and enforcement activities.

Recommendations for Setting the Stage for 2020

- 120.Parties to MEAs for chemicals and wastes should ensure that they are fully complying with and enforcing their import and export obligations.
- 121.Countries that are uncertain about the content of movements of hazardous chemicals and wastes, or unable to respond to spills or accidents, should apply a precautionary approach and act on the basis that such shipments are hazardous and take appropriate measures, including not allowing movements to locations where risks cannot be managed.
- 122.Stakeholders should:
- expand the Green Customs Initiative and improve governance, capacity-building and technical cooperation to strengthen the capabilities of key players, including customs and border enforcement officers, designated focal points for hazardous shipment notifications and the designated national authorities under the Basel and Rotterdam Conventions;

³⁴ SAICM/ICCM.3/4

³⁵ SAICM/ICCM.3/4

³⁶ GCO Report, page 184 (2013)

- strengthen regional cooperation and implementation and enforcement of international MEAs by developing coordinated plans and synergies at the national and regional levels and regulating and monitoring production, transport and use of hazardous chemicals and wastes to prevent illegal traffic;
- increase emphasis on extended producer responsibility, in particular for considering the potential benefits in shifting the responsibility upstream to producers for electronic and electrical waste; and
- seek support for these institutional strengthening measures under the UNEA Special Programme.

123. Information reported to ICCM3 based on the indicator-based SAICM reporting system indicated³⁷ that consideration should be given to undertaking new and strengthened initiatives involving the Basel Convention and its regional centres, the Partnership for Action on Computing Equipment, the United Nations Industrial Development Organization (UNIDO), relevant sections of industry, non-governmental organizations and relevant networks, such as the European Union Network for the Implementation and Enforcement of Environmental Law and the International Network for Environmental Compliance and Enforcement. This could be developed around the network recommended in paragraph 110 of section B.3.

C. Institutional arrangements to enable SAICM implementation

124. This section addresses institutional arrangements to support SAICM implementation, including the ICCM, taking stock of progress in SAICM implementation, cooperative actions on emerging policy issues (EPIs) pursuant to paragraph 24(j) of the OPS, and actions taken by the secretariat in supporting SAICM implementation.

C.1 The International Conference on Chemicals Management (ICCM)

125. The ICCM is responsible for guiding global efforts to meet the 2020 Goal and its multistakeholder and multi-sectoral nature has enabled representatives of governments, civil society, industry and a range of international organizations to contribute to this effort. The level of attendance at all three ICCM meetings has been maintained, indicating sustained interest in the SAICM process.

126. While ICCM2 was held in conjunction with the World Health Assembly in 2009, it has since proven to be difficult to realize the aspiration contained in paragraph 25 of the OPS, to hold, where appropriate, sessions of the ICCM back-to-back with meetings of the governing bodies of relevant intergovernmental organizations in order to enhance synergies and cost-effectiveness and to promote SAICM's multi-sectoral nature. This has been due to practical issues that interfere with planning, such as inadequate suitable meeting spaces and hotel accommodations, and shortfalls in financial contributions to cover meeting expenses.

127. ICCM2 established the Open-Ended Working Group (OEWG) as a subsidiary body to further the implementation, development and enhancement of SAICM by meeting inter-sessionally to resolve issues and make submissions to future ICCM meetings on: emerging policy issues (EPIs); new activities for inclusion in the Global Plan of Action (GPA); initiatives to address progress and gaps in achieving the 2020 Goal; and outcomes of regional meetings. The first OEWG meeting (OEWG1) was held in 2011 to review progress under the Quick Start Programme (QSP), develop proposals for consideration at ICCM3 on EPIs and consider the addition of several activities to the GPA.

128. To ensure that SAICM implementation continues effectively between ICCM meetings, the OPS mandated the conduct of regional meetings to review progress on SAICM implementation, provide guidance on implementation to regional stakeholders, and facilitate technical and strategic discussions and exchanges of information. All five regions held regional meetings in the periods between ICCM meetings that have served the identified functions.

Conclusions and Lessons Learned

129. Practical difficulties and a chronic lack of predictable and reliable financial contributions have interfered with attempts to organise ICCM meetings back-to-back with meetings of policy bodies.

130. The difficulty faced in delivering planned activities in the absence of funding is illustrated by the preparations for OEWG2, which is scheduled to take place in December 2014. As of August 2014, only about 45% of the meeting costs had been pledged. In any case, as the OEWG follows an agenda similar to the ICCM except for final decision making, this raises questions of the practicality, affordability and utility of holding an OEWG meeting within one year of a full ICCM meeting at time and financial costs approaching those for a full ICCM meeting, especially in light of limited overall SAICM financial contributions.

Recommendations for Setting the Stage for 2020

131. SAICM stakeholders should revisit the need for the OEWG and explore options and models for maximizing the effectiveness of the ICCM, especially in light of limited overall SAICM financial contributions.

C.2 Taking stock of progress

132. ICCM2 agreed to 20 indicators of progress that were used by the secretariat in fulfilling its function of developing periodic reviews on SAICM implementation by all participants. For the 2009–2010 period, a total of 124 stakeholders submitted information electronically to the secretariat: 108 submissions were complete and formed the basis for analysis, with 78 from governments (there are now 175 focal points), 11 from intergovernmental

³⁷ SAICM/ICCM.3/4, page 7

organizations and 19 from non-governmental organizations, including the private sector. Most of the reported activities related to implementation of key international priorities, in particular conventions and agreements on chemicals, with the highest level of reported activity for the Vienna Convention and its Montreal Protocol and the Stockholm and Basel Conventions.

133. For the 2011–2013 period (SAICM/OEWG.2/INF/4), a total of 127 stakeholders registered electronically to the secretariat: 94 submissions were complete, a further 8 were partially complete, and these submissions formed the basis for analysis. Of the full submissions, 78 were from governments, 4 from intergovernmental organizations and 12 from non-governmental organizations, including the private sector.³⁸

134. The secretariat is making improvements to the 2011-2013 report on progress based on experiences with the 2009-2010 report.

Conclusions and Lessons Learned

135. While current SAICM reporting mechanisms are useful in assessing progress toward the 2020 Goal, they cannot fully capture overall progress, or provide an adequate basis for assessing remaining needs and prioritizing future actions. This conclusion is supported by a study³⁹ that examined progress in implementing SAICM in Cambodia, which stated that “looking at the global implementation of SAICM, we conclude that the current follow-up and reporting does not fully capture progress toward the 2020 goal”.

136. As the 20 indicators of progress focus on a mostly quantitative approach and activities related to binding agreements, the non-quantitative progress reported by, for example, IOMC, IPEN and ICCA, needs to be recognised more fully and brought together with the quantitative material in the SAICM reporting process.

Recommendations for Setting the Stage for 2020

136. SAICM stakeholders should assess the further use of the current 20 indicators of progress to monitor overall progress towards the 2020 goal, evaluate their usefulness and consider their link to the sustainable development goals (SDGs) in particular with regard to assessing non-quantitative aspects of progress. This would support the need identified in the outcome document⁴⁰ of the country-led consultation process on strengthening the sound management of chemicals and wastes in the long term to “first take stock and evaluate progress in achieving the 2020 goal, taking into account the relevant evaluations in the chemicals and wastes cluster”.

C.3 Cooperative action on Emerging Policy Issues (EPIs)

137. ICCM2 established⁴¹ an inclusive multistakeholder process for reviewing nominations for emerging policy issues (EPIs), under which proposals are submitted to the Secretariat using a questionnaire that addresses specific criteria. The means for addressing agreed EPIs is through specific ICCM decisions, details of which are summarized in the Annex to this report. Reports on progress in implementation of the EPI activities are included in the sections on Risk Reduction (B.1) and Knowledge and Information (B.2).

138. ICCM2 agreed to actions on four EPIs: lead in paint, chemicals in products, nanotechnologies and manufactured nanomaterials, and hazardous substances within the lifecycle of electric and electronic products. While the issue of perfluorinated chemicals (PFCs) was not accepted as an EPI at ICCM2, it is being addressed under the EPI agenda item at ICCM meetings as a ‘challenge of global concern’. ICCM3 agreed to take action on endocrine disrupting chemicals as an EPI. The issue of environmentally persistent pharmaceutical pollutants has been nominated for consideration as an EPI at ICCM4.

139. Progress reports on EPIs were considered at ICCM3, OEWG1 and regional meetings. Substantive progress is being made on this SAICM core function as reported in the OEWG2 meeting document (SAICM/OEWG.2/6).

Conclusions and Lessons Learned

140. Establishing an issue as an EPI or as a ‘challenge of global concern’ raised the level of attention to the issue at national, regional and global levels and resulted in synergies, formal and informal networks among stakeholders, identification of possible sources of funding and mainstreaming the use of resources on the issue. Formalizing the coordination and management of an EPI resulted in streamlined activities and a results-oriented focus for SAICM work.

141. The EPI process has demonstrated the capacity and broad scope of activities that can be undertaken under SAICM, as its non-binding nature provided a suitable forum to address the risks and measures for EPIs and led to increased awareness and regional and global responses. However, success in addressing a specific EPI relies heavily on tailoring the activities to the needs identified by stakeholders and this presents challenges when trying to replicate successes in subsequent issues.

³⁸ At the time of writing this report, document SAICM/OEWG.2/INF/4 was not available for wider analysis into this document.

³⁹ L. Persson, A. Persson and C. Sum, Int. Environ. Agreements, DOI 10.1007/s10784-014-9254-5 (26 April 2014):

“Implementation of the Strategic Approach to International Chemicals Management in Cambodia: effects of regime design”.

⁴⁰ UNEA Resolution 1/5 (June 2014)

⁴¹ ICCM2 meeting report; Resolutions II/4 and II/5.

142. The design, implementation and results obtained for a particular issue depend on existing political will, the coordinating mechanism established, the capacity of stakeholders to forge consensus on actions, and the resources available to undertake actions.
143. The SAICM agreement and ICCM resolutions and decisions do not indicate any period or other criterion for reviewing the status of EPIs, nor whether it is appropriate to take actions on an EPI when there are related activities included within the GPA.
144. Some SAICM participants have expressed concerns about the amount of time taken to discuss EPIs in ICCM and OEWG meetings and the resources allocated to implement actions on EPIs relative to the resources allocated to other essential core issues and the overall SAICM programme of work.

Recommendations for Setting the Stage for 2020

145. As current EPIs have relied on a limited number of donors, impacting the availability of resources to support the implementation of agreed activities,⁴² a broader base of donors, and participation in general, for EPIs needs to be developed to pursue successfully the 2020 Goal.
146. SAICM stakeholders should:
- develop a process for reviewing the status of EPIs and assessing whether it is appropriate to establish an EPI when related activities are already included within the GPA; and
 - examine the relative levels of resources allocated to implement actions on EPIs and other core issues to ensure that resources are balanced between EPI activities and other key core functions.
147. EPIs on hazardous substances within the lifecycle of electronics and electrical products, nanotechnologies and manufactured nanomaterials and endocrine disrupting chemicals offer the prospect of addressing large groups of chemicals at the same time which could lead to measures that would impact the sound management of groups or classes of chemicals. If successful, these initiatives would mark a shift from the chemical-by-chemical approach to a more general approach to identifying the risks of chemicals. This shift would constitute a significant contribution to advancing sound chemicals management and could offer the prospect of significant progress towards the 2020 Goal.

C.4 SAICM Secretariat

148. To fulfil the functions specified in paragraph 28 of the OPS, the secretariat has: organised and supported meetings and intersessional work related to three sessions of the ICCM, one OEWG and five series of regional meetings; maintained a network of SAICM stakeholders and facilitated their participation; developed and disseminated guidance materials on SAICM implementation and reports and recommendations of the ICCM; provided guidance in the initiation of project proposals and administered the QSP; supported inter-sessional work on issues including the EPIs; managed the reporting system and submitted reports on progress by all stakeholders to the ICCM; established and maintained a working relationship with IOMC participating organizations; promoted the exchange of relevant scientific and technical information; and provided information clearing-house services, including the SAICM website.
149. UNEP has overall administrative responsibility for the SAICM secretariat, which is located within the Chemicals Branch of the Division of Technology, Industry and Economics. Locating the secretariat within the chemicals and waste cluster in Geneva offers several logistical and practical advantages in supporting SAICM meetings and facilitating implementation initiatives.
150. The steady increase in the workload of the secretariat has strained its resources and, coupled with limited available funding, hindered its capacity to fulfil its functions in a timely manner and, ultimately, to assist stakeholders in reaching the 2020 Goal. The following two key functions were especially impacted.
- a) A basic information clearing-house was established, but as the objective was never clearly defined, it was unclear what should be delivered. A lack of resources meant that development work could not take place and, as a consequence, work performed was largely ad hoc. The clearing-house has not been developed further, nor updated, nor does it receive new contributions or requests for information. The secretariat provided access to information through technical sessions at regional meetings, side events at high profile conferences and dissemination of regular information broadcasts and newsletters. Participants at the 2013-2014 regional meetings expressed their appreciation for the opportunity to have technical experts share latest news and developments.
 - b) The number of projects in the QSP portfolio has more than doubled since 2009, resulting in a significant increase in the secretariat and UNEP's administrative and management obligations and its operational duties.

⁴² SAICM/OEWG.1/9, para 17

Conclusions and Lessons Learned

151. The secretariat delivered results on a wide range of tasks, despite an increasing workload and financial contributions that were significantly less than the budgets agreed to at ICCM meetings and that have steadily decreased over time. The secretariat cannot perform all its required functions while being underfunded. SAICM stakeholders need to address this because the secretariat must be supported sufficiently to facilitate effectively the achievement of the 2020 Goal.
152. More resources need to be found if the secretariat is to fulfil its functions in a timely manner and, ultimately, assist stakeholders in reaching the 2020 Goal. Donor support would be necessary for WHO to resume its role in the secretariat.
153. The secretariat demonstrated its ability to guide stakeholders in initiating project proposals under the QSP and in coordinating EPIs.
154. The lack of progress in developing the information clearing-house has undermined the ability to build on investments through the results of the QSP and EPIs.

Recommendations for Setting the Stage for 2020

155. Given the central role played by the secretariat in supporting SAICM implementation, stakeholders should provide the secretariat with stable, predictable and adequate financial resources to attract and retain the human resources needed to coordinate ICCM meetings, support inter-sessional activities and all SAICM stakeholders in pursuing the 2020 Goal.
156. The secretariat's expertise gained in guiding stakeholders in developing QSP project proposals and in coordinating EPIs should be applied to guiding stakeholders in exploring alternative and new funding mechanisms, especially with implementation of the integrated approach to financing.
157. The information clearing-house mechanism should be expanded into a more developed and sustainable system for sharing information to encourage all stakeholders to increase contributions and exchanges of information. A plan should be developed to define the objective, overall approach, components, budget, responsibilities and means of delivery and operation of a clearing-house, and assess the use that can be made of existing mechanisms. In the absence of additional funding, consideration should be given to complementary mechanisms, such as the joint clearing house of the Basel, Rotterdam and Stockholm Conventions or the Global Sustainable Consumption and Production (SCP) Clearinghouse hosted by UNEP's SCP Branch. This would avoid duplication and expand the network of SAICM stakeholders.

D. Financing SAICM implementation

158. Financing SAICM implementation activities has remained a challenge, particularly due to the voluntary nature of SAICM. This section examines developments since 2006 concerning:
- the actual amount of financial support provided from 2006-2014;
 - the QSP Trust Fund;
 - support from the GEF;
 - the integrated approach approved by ICCM3 that includes mainstreaming of sound management of chemicals and wastes into national development plans, industry involvement, and external financing; and
 - the prospects for the Special Programme to support institutional strengthening at the national level for implementation of the Basel, Rotterdam, Stockholm and Minamata Conventions and SAICM.

D.1 Financial support from 2006 to 2014

159. Since 2006, funds were made available for SAICM implementation during a period of unprecedented international financial turmoil, which is a significant accomplishment given the cutbacks that were made in many countries. The bulk of the financial support to developing countries and countries with economies in transition was channelled through contributions to the MEAs and the Quick Start Programme (QSP), bilateral arrangements and the Global Environment Facility (GEF) focal area on chemicals and wastes. However:
- the donor base for SAICM and the QSP has been limited to 28 donors, with over 90% of funding coming from ten⁴³ EU-JUSSCANNZ donors and the remainder coming from other EU-JUSSCANNZ countries⁴⁴, India, Kenya, Madagascar, Nigeria, Pakistan, the Republic of Korea, South Africa and the International Council of Chemical Associations (ICCA); and
 - the joint SAICM and QSP overall donor base has not grown since it peaked in 2012, and there were only 11 and 13 contributors in 2012 and 2013, respectively.
160. Financial contributions to support the secretariat have been significantly less than the budgets agreed to at ICCM meetings and have steadily decreased over time, despite an increasing workload.

⁴³ European Commission, France, Finland, Germany, Netherlands, Norway, Spain, Sweden, Switzerland, United States of America.

⁴⁴ Australia, Austria, Belgium, Czech Republic, Denmark, Hungary, Japan, Romania, Slovenia, United Kingdom.

- a) The actual funds available for the period 2009–2012 were only 40% of the US\$ 7.3 million budget agreed upon at ICCM2⁴⁵. The funds available for 2013 were below the agreed budget and, as of February 2014, the secretariat had received less than half of its agreed 2014 indicative budget of US\$ 2.4 million, consequently impacting its operations.^{46,47}
- b) Apart from the SAICM coordinator post funded by UNEP, staffing for the secretariat is reliant on voluntary contributions. WHO contributed one senior staff member to the secretariat from 2006 to 2012, after which support was no longer possible due to lack of donor funds. The International Council of Chemical Associations (ICCA) is providing some financial support to the secretariat for a period of two years.

Conclusions and Lessons Learned

161. Maintaining a base level of financing for implementation activities has remained a challenge, particularly due to SAICM's voluntary nature, and budgets agreed through the ICCM process have not translated into actual contributions. In particular, contributions to support the secretariat have been significantly less than the agreed budget amounts and have steadily decreased over time, despite an increasing workload.
162. While dedicated resources for the sound management of chemicals and wastes have expanded and the GEF focal area on chemicals and wastes now includes SAICM within its scope, additional resources will be needed to respond to multiple challenges associated with meeting the 2020 Goal.

Recommendations and Setting the Stage for 2020

163. To maintain momentum in SAICM implementation, SAICM stakeholders should, as a high priority, engage a broad base of donors and secure predictable, sustained and timely financing and in-kind contributions to support implementation of SAICM to the year 2020, including financing to sustain operation of the secretariat at the level needed to support stakeholders throughout this period.

D.2 The Quick Start Programme (QSP)

164. ICCM1 established the QSP to support initial enabling, capacity-building and implementation activities. Virtually all projects supported by the QSP Trust Fund contributed to establishing foundational capacity.⁴⁸ The QSP Trust Fund was not intended to support the full implementation of the Global Plan of Action, activities on emerging policy issues (EPIs, section C.3) or other elements of the SAICM work programme.⁴⁹
165. Implementation of enabling and quick start actions has been a significant achievement for SAICM with 168 QSP Trust Fund projects approved for funding in 104 countries, with 52 projects in the African region, 38 in Asia-Pacific, 13 in Central and Eastern Europe and 41 in Latin-America and the Caribbean. A further 24 projects are multi-country in nature. Of these projects, 59 projects were awarded to least developed countries or small island developing States and 149 were led by governments and 19 by civil society. The benefits of active regional focal points and well integrated coordinating mechanisms that helped countries match their needs to available funding were apparent in the higher proportion of projects awarded to the African and Latin-America and the Caribbean regions in comparison to other regions⁵⁰.
166. The 2012 mid-term review of the QSP determined that completed projects have largely reached their expected outputs, both in terms of quantitative and qualitative measures.
167. To implement the QSP, a trust fund was established within UNEP in 2006 as a time limited, voluntary funding mechanism to be supported by all stakeholders. At that time, it was the only funding mechanism dedicated to SAICM implementation. A detailed Business Plan with a resource mobilization plan was developed for the Trust Fund and, although all funds were to have been disbursed by 2013, ICCM3 extended the date to 2015 and broadened the eligibility criteria to include implementation activities. The QSP also receives Non-Trust Fund contributions that range from being project-oriented to administrative in nature.
168. The following strategic priorities were established for the QSP Trust Fund:
- A. developing or updating national chemical profiles and identifying capacity needs for sound chemicals management;
 - B. developing and strengthening national chemicals management institutions, plans, programmes and activities to implement SAICM; and

⁴⁵ SAICM/ICCM.3/21rev1, at 6

⁴⁶ SAICM /RM/EUJ.5/INF/11

⁴⁷ SAICM/ICCM.3/INF/17 at 35.

⁴⁸ "List of QSP Trust Fund approved projects by region", available at:

http://www.saicm.org/index.php?option=com_content&view=article&id=109&Itemid=504

⁴⁹ SAICM, Decision I/4 Quick Start Programme, adopted at ICCM1 (4–6 Feb. 2006), available at:

http://www.saicm.org/images/saicm_documents/ICCM%20decision%20I.4%20QSP%20Eng.pdf

⁵⁰ SAICM/ICCM.3/INF/17 at p. 25

- C. undertaking analysis, inter-agency coordination, and public participation activities directed at enabling the implementation of SAICM by integrating (i.e., “mainstreaming”) the sound management of chemicals in national strategies, and thereby informing development assistance cooperation priorities.
169. Governance of the QSP comprises the ICCM as the senior body, the QSP Executive Board and the QSP Trust Fund Implementation Committee. The Executive Board sets operational rules in line with ICCM negotiated parameters, reviews progress and directs administrative changes. The SAICM secretariat provides operational support and facilitates meetings of the Trust Fund Implementation Committee and the Executive Board, provides administrative support for the Trust Fund and Non-Trust Fund, and screens project proposals for completeness and eligibility. The support for the QSP by a wide range of stakeholders demonstrates that a strong trust has been built in the governance structure and in the conduct of business of the bodies it comprises. While these implementation arrangements have proven to be efficient and effective, the secretariat has coped with a much heavier workload than originally foreseen and has been limited by its chronic low level of resources.
170. While civil society projects were originally limited to 10% of the overall funds per application round, the Executive Board increased this to 20% in 2012, coinciding with a period where Trust Fund resources were more limited.
171. The Trust Fund has served as a catalyst for encouraging co-financing and in-kind resources from other sources including governments, IOMC participating organizations, other IGOs, NGOs and ICCA. In addition, most QSP projects have created or are enhancing synergies with other initiatives and processes carried out under relevant chemical and waste multilateral environmental agreements (MEAs) and have resulted in achievements and ‘lessons learned’ that can be shared with the global community.
172. Projects to date have focused primarily on strategic priorities A (35%) and B (51%) and have facilitated a better understanding of the chemicals management situation of respective countries by developing basic infrastructure, especially for countries where chemicals management is not a sufficiently high priority or where there is significant lack of information about chemicals issues. Recent project proposals indicate a continued need for capacity building in some countries before projects that focus on mainstreaming the sound management of chemicals in national strategies (priority C) can be implemented. At least 12 QSP projects were approved to address priority C and they resulted in a higher allocation of domestic resources to sound chemicals management.

Conclusions and Lessons Learned

173. The QSP contributed substantially to building and strengthening capacity in developing countries and countries with economies in transition through seed money provided for concrete activities that were essential to support the identification of capacity needs and establish basic capacity for further implementation of SAICM objectives.
174. The QSP demonstrated the effectiveness of a multi-donor funding mechanism that responds to defined needs and its practice of securing wide stakeholder ownership of projects and initiatives has broader implications for other SAICM implementation activities.
175. QSP projects resulted in establishing foundational capacity, strengthened governance at the national level, increased awareness of sound chemicals management, national profiles and capacity assessments, and new or strengthened partnerships and mechanisms for the further implementation of SAICM objectives. These results provide a basis on which to build, but, unless there is an effort to embed the results and to make the lessons learned widely available, there is a risk of repetition and lost investment.
176. The QSP Trust Fund Implementation Committee follows standard procedures for appraising proposals and monitoring implementation of projects. In relation to project evaluation, additional benefits would be gained if indicators and measurable targets against which progress can be assessed are agreed upon. Having such tools is likely to enhance project support and outcomes by providing relevant methodologies that optimize technical and administrative work.
177. Implementation of SAICM enabling and quick start actions under the QSP has been a significant achievement. With the QSP Trust Fund set to close for contributions in 2015, predictable and sustained new sources of funds for SAICM implementation are essential even though the GEF will provide US\$ 13 million for the period 2014-2018.

Recommendations for Setting the Stage for 2020

178. SAICM stakeholders should:

- review the 2015 QSP impact evaluation⁵¹ to identify measures and approaches that can be replicated and scaled-up to support institutional strengthening at the national level following the termination of the QSP;
- ensure that future actions build upon the significant contributions of QSP projects toward the 2020 Goal and that the results of these projects are integrated into national systems in a way that provides ongoing support and commitment; and
- consider whether and how the secretariat experience gained during the QSP should be applied to service

⁵¹ Terms of reference for the impact evaluation of the Quick Start Programme, SAICM/EB.9/6, Para. 11 (2014)

future approaches to financing, such as in assisting stakeholders in exploring funding options and developing funding proposals.

D.3 The GEF

179. When SAICM was adopted, the GEF was invited to provide financial support for SAICM implementation. During the fifth replenishment of the GEF Trust Fund (GEF-5) for the period 2010-2014, allocations were made for the Stockholm Convention (US\$375 million), Montreal Protocol (US\$ 25 million), SAICM (US\$10 million, for projects on electronic waste, lead in paint, and chemicals in products), and projects related to the negotiation of the future Minamata Convention on Mercury (US\$10 million).⁵²
180. ICCM3 invited the GEF to consider SAICM priorities during the sixth replenishment (GEF-6) for the period 2014-2018, which was finalized in May 2014 and includes allocations for the Stockholm Convention (US\$375 million), Montreal Protocol (US\$ 25 million), SAICM (US\$13 million) and Minamata Convention on Mercury (US\$141 million).⁵³
181. To put into perspective the US\$13 million for GEF-6 between 2014 and 2018, the QSP provided approximately US\$36 million⁵⁴ for SAICM implementation and GEF-5 provided US\$10 million for SAICM and US\$10 million for mercury-related projects. With the QSP set to close for contributions in 2015, the GEF-6 funds, which are available for all aspects of SAICM implementation, will be well below what would be needed to address the currently identified implementation needs and make significant progress towards the 2020 Goal. However, the creation of the Special Programme by the United Nations Environment Assembly (section D.4) may provide new funding to offset that lost with the closure of the QSP.

Conclusions and Lessons Learned

182. While dedicated resources for the sound management of chemicals and wastes have expanded and the GEF focal area on chemicals and wastes now includes SAICM within its scope, additional resources will be needed to respond to multiple challenges associated with meeting the 2020 Goal.
183. The US\$ 13 million to be provided by the GEF for the period 2014-2018 is one source of predictable and sustained new sources of funds for SAICM implementation.

Recommendations for Setting the Stage for 2020

184. SAICM stakeholders should provide guidance on the use of GEF-6 resources and develop funding strategies for future SAICM implementation to sustain and build upon successful QSP project results and attract funds from new sources.

D.4 Integrated Approach on Financing

185. ICCM3 concluded that financing SAICM activities will require a strong commitment to all three elements of an integrated approach on financing that includes:
- mainstreaming of sound management of chemicals and wastes into national development plans;
 - industry involvement; and
 - external financing.
186. While this integrated approach provides an opportunity to institutionalise support for sound chemicals management and to stabilize financing, experience so far with leveraging financial and technical resources from the different funding streams remains varied.

D.4.1 Mainstreaming

187. The objective of "mainstreaming" is to include priorities for sound chemicals management within national development planning processes to achieve a strengthened focus on improved cross-sectoral governance for sound chemicals management at national and local levels, which is essential for achieving sustainable development. While some progress has been made in this area, chemicals are still generally not a priority within cooperative aid agency activities.
188. Mainstreaming was implemented in 17 countries⁵⁵ through the UNDP-UNEP Partnership Initiative for the integration of the Sound Management of Chemicals (SMC) into Development Planning Processes. With guidance from UNEP and UNDP, 10 countries⁵⁶ incorporated sound chemicals management into their national development plans, Moldova incorporated chemicals into its sectoral development strategies, and an important

⁵² See http://www.thegef.org/gef/sites/thegef.org/files/documents/document/GEF-5_POPs_strategy.pdf

⁵³ Available at:

http://www.thegef.org/gef/sites/thegef.org/files/documents/GEF.A.5.07.Rev_.01_Report_on_the_Sixth_Replenishment_of_the_GEF_Trust_Fund_May_22_2014.pdf

⁵⁴ SAICM/EB.9/3

⁵⁵ SAICM//ICCM.3/INF/10

⁵⁶ Cambodia, Belize, Kazakhstan, Kyrgyzstan, Liberia, Mauritius, the Former Yugoslav Republic of Macedonia, Uganda, Viet Nam and Zambia.

chemicals management link was included in the Concept for Transition of Republic of Kazakhstan to a Green Economy.

189. The UNDP/UNEP Partnership Initiative is demonstrating that successful mainstreaming is a key to attracting economic development funding for chemicals management. While institutionalizing the approach is occurring in some countries and tangible outcomes are emerging, the approach needs to be replicated widely and scaled up within the post Rio+20 agenda to demonstrate that sustainable development principles as applied to chemicals management are implementable.
190. A resolution on financing adopted in 2013 at the fifth African regional meeting encouraged governments to dedicate resources at the national level to the sound management of chemicals to raise the profile of the chemicals agenda and enhance mobilization of both internal and external resources.
191. The Rio+20 Conference in 2012 reaffirmed the commitment of governments to SAICM but did not create any significant new goals, institutions or arrangements to further catalyze the achievement of the 2020 Goal. However, the Conference agreed to develop a set of sustainable development goals (SDGs) for the period after 2015, when the Millennium Development Goals end. Using the SDGs process to highlight the importance of sound chemical management for development prosperity represents a valuable opportunity to achieve mainstreaming.
- a) The SDGs present an opportunity to ensure the sound management of chemicals by 2020 - and beyond - by explicitly linking SAICM implementation activities to the SDGs, in particular to the following relevant “focus areas”: poverty eradication; sustainable agriculture, food security and nutrition; health and population growth; water and sanitation; energy; economic growth; industrialization and promoting equality among nations; sustainable consumption and production; decent work for all; and ecosystems and biodiversity; and means of implementation/global partnership for sustainable development.
 - b) Targets for chemicals are already being discussed within these focus areas under such actions as “eliminate toxic substances” and “phase-out harmful substances.”⁵⁷
192. In 2013, UNEP released ‘The Costs of Inaction on the Sound Management of Chemicals’ to raise political awareness of the economic benefit of providing resources for sound chemicals management, including strengthening the rationale for mainstreaming and building capacity for ongoing assessment of the costs of inadequate chemicals management at the national and international levels.
- a) The report provides decision makers at all levels of governance with the information necessary to fully consider increasing investments in sound chemicals management, consistent with international agreements and decisions, and to address national priorities to protect human health, the environment and the sustainability of development.
 - b) At present, there is no consensus on the costs of inaction on sound chemicals management stated in monetized or at least quantitative accounts, making the prioritization of sound chemicals management at the national and international levels substantially more difficult.

Conclusions and Lessons Learned

193. As chemicals are generally not a priority or specifically identified within cooperative aid agency activities, resulting in limited support from these institutions for sound chemicals management, it is essential to improve the understanding of the need for sound management of chemicals and to include sound chemical management priorities in national development plans in order to raise the profile of the chemicals agenda and enhance mobilization of both internal and external resources.
194. While mainstreaming was implemented in at least 10 countries with support of the QSP Trust Fund, chemicals are generally not a priority within cooperative aid agency activities. The economic value of sound chemicals management has not been established and demonstrated in terms that are understandable by all players in the national planning process. The message of the “cost of inaction” has not been understood or heeded and, given the importance of this to the SDGs process, the UNEP guidance⁵⁸ on this subject may need to be reviewed and updated on an urgent basis, to ensure that is understandable and makes the proper arguments: it then should be distributed more widely.
195. Mainstreaming creates strong links with national development planning priorities, processes and plans and can influence multilateral and bilateral development assistance cooperation by supporting the inclusion of sound chemicals management in funding priorities, either as a priority area or as a cross-cutting issue, and in developing and enforcing legislation controlling chemicals production and use.
196. Several SAICM participants have indicated that they lack the capacity to develop sound project proposals to support the national and sub-national actions that are essential in building capacity for mainstreaming.
197. The Rio+20 process to develop SDGs by 2015 presents an opportunity to achieve mainstreaming by explicitly linking SAICM implementation activities to the SDGs. Meaningful inclusion of chemicals and wastes in the

⁵⁷ http://sustainabledevelopment.un.org/content/documents/3402Focus%20areas_20140319.pdf

⁵⁸ The Costs of Inaction on the Sound Management of Chemicals, UNEP (2013)

SDGs process is essential if mainstreaming is to meet its potential within the integrated approach to financing, as such inclusion would signal to governments, donors and intergovernmental organizations the crosscutting nature and importance of sound chemical management in the sustainable development agenda.

Recommendations and Setting the Stage for 2020

198. Stakeholders should ensure that the sound management of chemicals and wastes are included as priorities within national development planning processes, poverty reduction strategies and the SDGs to contribute to mainstreaming and signal to governments, donors and intergovernmental organizations the crosscutting nature and importance of the sound management of chemicals in the sustainable development agenda and to enhance mobilization of both internal and external resources.
199. The economic value of sound chemicals management should be communicated in terms that are understandable by all players in national planning processes and the issue of the “cost of inaction” should be addressed as a priority, which may require review of the UNEP guidance on this subject.
200. Countries should take measures to develop financial mechanisms and economic instruments to cover the costs of chemical management regimes at the national level.

D.4.2 Industry Involvement

201. Industry has a special responsibility for sound chemicals management as it designs, produces, uses and profits from chemicals and related products. It has always been a stakeholder in SAICM, primarily through the manufacturers of chemicals, and has contributed to the financing of its implementation through several means.
202. When SAICM was adopted in 2006, the ICCA launched the Responsible Care Global Charter and the Global Product Strategy as part of Responsible Care, its environmental health and safety initiative, which is managed at the global level by members of associations that implement Responsible Care at the national and regional levels. From 2008 to 2012, ICCA financially supported approximately 60 Responsible Care projects and ICCA is providing some financial support to the SAICM secretariat for a period of two years.
203. Industry contributed to partnerships to advance SAICM implementation, in many cases under a UNEP-ICCA memorandum of understanding, and is also exploring prospects for cooperation with National Cleaner Production Centers to effect real improvements in the capacity to manage chemicals safely in countries that lack that capacity.
204. Efforts to engage distributors, users and the manufacturers of products have resulted in downstream users co-financing GEF projects related to EPIs on hazardous substances within the lifecycle of electronics and electrical products and Chemicals in Products. This extended the concept of stewardship of chemicals from primary producers to downstream manufacturing sectors, a strategy that can be used in the future to engage specific chemical sectors in SAICM in a targeted manner.
205. SAICM can serve as a framework for industry to foster effectively the incorporation of sound chemical management into corporate policies and practices and to encourage industry and governments at the national and sub-national levels to share the responsibility and costs for social and economic development. Enhancement of industry partnerships and participation in the financing of sound chemical management can be effected through the taxation structure and by internalizing the costs to national health systems associated with chemicals that are currently borne by the community. In this regard, UNEP guidance⁵⁹ should be consulted for options on legal and institutional infrastructures, including cost-recovery measures and other economic instruments, to support sound chemical management at the national level.

Conclusions and Lessons Learned

206. There is a need for more direct measures through economic instruments that link the profits from manufacture, marketing and use of chemicals to their sound management. Enhancement of industry participation in the financing of sound chemical management can be effected through the taxation structure and by internalizing the costs to national health systems associated with chemicals that are currently borne by the community. UNEP published guidance⁶⁰ provides options on legal and institutional infrastructures, including cost-recovery measures and other economic instruments, to support sound chemical management at the national level.

Recommendations and Setting the Stage for 2020

207. The potential contribution of industry should be pursued more actively through:
- direct industry engagement, fostering partnerships and dialogue as well as encouraging industry and government cooperation to share information, responsibility and costs for social and economic development;
 - recognition by governments of the significance of the chemical industry's contribution through taxation, and allocation of resources commensurate with that contribution to the management of chemicals; and

⁵⁹ Guidance on the Development of Legal and Institutional Infrastructures for Sound Management of Chemicals and Measures for Recovering Costs of National Administration, UNEP (Test Version, 2012)

⁶⁰ Guidance on the Development of Legal and Institutional Infrastructures for Sound Management of Chemicals and Measures for Recovering Costs of National Administration, UNEP (Test Version, 2012)

- greater use of economic instruments to ensure that costs of sound management of chemicals and wastes are internalised by industry.

D.4.3 External Financing

208. Some progress has been made in the use of economic instruments to generate external financing for supporting sound management of chemicals at the national level.
209. UNEP has developed the “Guidance on the Development of Legal and Institutional Infrastructures for Sound Management of Chemicals and Measures for Recovering Costs of National Administration,” (Test Version 2012⁶¹, the ‘LIRA Guidance’), which reviews options for legal and institutional infrastructures to support sound chemical management of at the national level. The scope of the LIRA Guidance includes “agricultural and industrial chemicals, with a view to promoting sustainable development and covering chemicals at all stages of their life-cycle, including in products”. Since these legal and institutional infrastructures provide the implementation framework for chemical management policy, they can form the backbone of national efforts towards sound chemical management.
210. The GCO report⁶² recommends strengthening national capacities to facilitate the appropriate use of economic instruments to internalize the cost of chemical management, create financial incentives to improve chemical management strategies and promote safer alternatives.
211. To gain important insights from national stakeholders on the relevance of the LIRA Guidance, national workshops were held in 2009-2010 in Cambodia, Zambia and Uruguay and it is also being tested in Nigeria and Uruguay and used in QSP projects in Belize and Cambodia. Pilot projects in Uganda, Zambia and Burkina Faso concluded with an African experts’ meeting that identified a stepwise approach to use the Guidance for the implementation of SAICM objectives within a developing country context.

Conclusions and Lessons Learned

212. While the Guidance document has proved useful in supporting the durability of national project outcomes by encouraging governments to adequately share chemical management responsibilities and costs with the industry, regional SAICM meeting discussions have shown that the knowledge and use of the LIRA Guidance are still limited among possible government users.

D.5 Special Programme to support institutional strengthening

213. In June 2014, the United Nations Environment Assembly (UNEA) adopted a Special Programme that is time-limited and funded by voluntary contributions to support institutional strengthening at the national level for implementation of the Basel, Rotterdam, Stockholm and Minamata Conventions and SAICM. This programme can be considered as one component of the third element of the integrated financing approach that includes mainstreaming, industry involvement and external financing. It will also be supported by a better and more effective use of existing sources, such as the GEF. Efforts to establish the Special Programme are underway at UNEP.
214. The objective is to support country-driven institutional strengthening at the national level, within the context of an integrated approach to address the financing of the sound management of chemicals and wastes, taking into account the national development strategies, plans and priorities of each country, to increase sustainable public institutional capacity for the sound management of chemicals and wastes throughout their life cycle.
215. This programme is designed to enhance the sustainable institutional capacity of governments to develop, adopt, monitor and enforce policy, legislation and regulation, and to gain access to financial and other resources for effective frameworks for the implementation of the chemical and waste international instruments, including SAICM for the sound management of chemicals and wastes throughout their lifecycle.
216. The programme will receive voluntary contributions and applications for support for seven years from the date it is established and, subject to a satisfactory review and evaluation and a recommendation from the UNEA Executive Board, it may be eligible for a one-time extension not to exceed an additional five years.
217. Support from this programme will be available for developing countries, taking into account the special needs of least developed countries and small island developing states, and for countries with economies in transition, with priority given to those with the least capacity.

Conclusions and Lessons Learned

218. The Special Programme can be considered as one source of the external financing component of the integrated approach and the period until 2020 will be critical in making this approach operational and maximizing its potential, as stable and predictable funding at the global and national levels is necessary for SAICM to achieve its 2020 mandate. Furthermore, the Special Programme has the potential for supporting institutional

⁶¹ Available at :

www.unep.org/chemicalsandwaste/UNEPsWork/Mainstreaming/UNEPLIRAGuidance/tabid/79269/Default.aspx

⁶² Global Chemicals Outlook (UNEP, 2013)

strengthening that can function across the breadth of chemicals and wastes management and, as such, provides an opportunity to move away from single issue initiatives that have been the result of narrowly focussed funding structures in the past.

Recommendations and Setting the Stage for 2020

219. It is not known what amount of funds will be made available under the Special Programme to support institutional strengthening at the national level for implementation of the Basel, Rotterdam, Stockholm and Minamata Conventions and SAICM. However, ICCM4 should reinforce with the Executive Board of the Special Programme the need for institutional strengthening initiatives to be supported through the programme to address the breadth of chemicals and waste management issues and the achievement of the 2020 Goal, while recognizing that the programme is not intended to support the full range of SAICM implementation actions.

E. Strategic Considerations

220. As ICCM4 is the last SAICM decision-making meeting currently scheduled to take place before 2020, stakeholders must utilize the meeting to identify remaining challenges and make strategic decisions to enable the international community to achieve the WSSD 2020 Goal.

221. In its eight-year history, SAICM has engaged a wide range of sectors and stakeholders in pursuing the 2020 Goal. Many accomplishments were reported in previous sections of this document and, while considerable progress has been made, changes that have occurred since the WSSD goal was established in 2002 result in a need to review plans and strategies.

222. In order to secure durable achievements by 2020, and beyond, stakeholders must respond to the advancements made in the overall chemicals and waste cluster, build on the foundational capacity and momentum that SAICM and the QSP have helped to create, and fully optimize resources, including making operational the integrated approach to financing the sound management of chemicals and wastes.

223. This section builds on the discussion in earlier portions of this document and provides an overview of strategic considerations and recommendations for stakeholders at ICCM4 that would:

- enhance multistakeholder and multi-sectoral commitment, cooperation and coordination;
- strengthen national chemicals legislative and regulatory frameworks;
- mainstream sound management of chemicals in the sustainable development agenda;
- advance actions on identified emerging policy issues;
- promote information access; and
- assess progress in SAICM implementation.

E.1 Risk Reduction

224. National focal points should engage in active coordination of sound chemical management activities to establish or strengthen governance mechanisms and capacity at the national level to allow the development and implementation of effective risk reduction measures.

225. IOMC participating organisations and other stakeholders should review chemicals screening models to ensure their adequacy in assessing the risks of low dose chemical exposure and the effects of chemical mixtures.

226. Current efforts to eliminate lead in paints by 2020 should be continued and reinforced.

227. Future actions to address the hazardous substances within the lifecycle of electronics and electrical products EPI could include unifying and coordinating the actions of several forums, intergovernmental organisations and stakeholder groups, and securing seed funding for the implementation of preliminary foundational activities and coordinating mechanisms.

228. Initiatives under the EPIs on hazardous substances within the lifecycle of electronics and electrical products, nanotechnology and endocrine disrupting chemicals should be supported as they could lead to the sound management of whole groups or classes of chemicals. This approach would mark a shift from the often criticized chemical-by-chemical approach to a more general approach to identifying and managing the risks of chemicals and offer the prospect of significant progress towards the 2020 Goal.

E.2 Knowledge and Information

229. Stakeholders should ensure that future actions build upon the significant contributions of QSP projects toward the 2020 Goal and that the results of these projects are integrated into national systems in a way that provides ongoing support and commitment. The implementation of a fully operational SAICM clearinghouse would be very beneficial in this regard.

230. SAICM stakeholders should agree to a plan to define the objective, overall approach, components, budget, responsibilities and means of delivery and operation of a fully operational SAICM clearinghouse mechanism for sharing information on QSP and EPI projects to scale-up successful approaches and further anchor results, minimize duplication of efforts, and improve accessibility to clear, timely and appropriate information to support decision-making in pursuit of the sound management of chemicals and wastes at all levels in society.

231. Industry should make available relevant information on chemicals to distributors, workers, consumers and users at all levels in the supply chain concerning the intrinsic hazards and expected uses of chemicals in commerce, including in products and articles, so that chemicals, products and articles may be used safely and managed in an environmentally sound manner and/or safer substitute products or processes may be used.
232. Industry should review its approach to classifying business information as “confidential” to ensure that, while its legitimate interests are protected, it is not preventing the dissemination of essential information to suppliers, distributors, workers, users and consumers. In this regard, stakeholders should support the Chemicals in Products EPI project to develop a voluntary international programme for information on chemicals in products along the supply chain and throughout their life cycles in order to facilitate and guide the provision and availability of, and access to, relevant information on chemicals in products among all stakeholder groups.

E.3 Governance

233. SAICM is the overarching policy framework for guiding global actions on the sound management of chemicals and wastes and the following actions are recommended to further enhance multistakeholder and multi-sectoral cooperation and coordination at the national, regional and global levels.
234. Stakeholders should ensure that SAICM involves a balance of sectors and stakeholders and that sectors other than the environment increase their active participation, including by developing and/or strengthening linkages with other international agreements and relevant initiatives for sound chemical management, to contribute to the achievement of the 2020 Goal and support the mainstreaming of chemicals in the broader development agenda.
235. Countries should engage their representatives to the governing bodies of the IOMC participating organizations to secure additional support in implementing SAICM activities.
236. Industry engagement should be extended to include more downstream distributors and manufacturers using chemicals.
237. SAICM stakeholders should:
- define a compact set of basic activities for the sound management of chemicals and wastes at the national level, using the 11 activities in paragraph 13 that were identified during the 2013-2014 regional workshops as a starting point, for possible use in measuring progress in achieving the 2020 goal and to provide a focus and set priorities for the implementation of the GPA;
 - review the 2015 QSP impact evaluation to identify measures and approaches that can be replicated and scaled-up to support institutional strengthening at the national level; and
 - review the progress report on the health sector strategy and apply any ‘lessons learned’ in developing a strategy to achieve fuller engagement of representatives of economic sectors in SAICM meetings, projects and initiatives to develop the broader ownership base that is essential to achieving successful and durable outcomes in pursuit of the 2020 Goal.

E.4 Capacity Building and Technical Cooperation

238. The IOMC participating organizations should continue to implement the seven point strategy in developing countries and countries with economies in transition to identify their capacity-building needs and promote the adoption of chemical policy instruments and approaches that are appropriate to the economic conditions and strategies of these countries.
239. To meet the 2020 Goal, countries at all stages of development should have in place the capacity to achieve basic activities for the sound management of chemicals and wastes.
240. SAICM stakeholders should draw on the compact set of basic activities for the sound management of chemicals and wastes at the national level, the development of which was recommended in paragraph 237, to focus capacity building and technical cooperation in the period to 2020.
241. SAICM stakeholders should, in cooperation with relevant entities, evaluate strategies to expand the network of regional centres to strengthen linkages and sectoral involvement and enlarge the base of involvement in the regional delivery of technical assistance. Consistent with section VIII of UNEA Resolution 1/5, this may be accomplished both by building on the existing centres of the Basel and Stockholm Conventions, and by engaging a broader range of centres and competencies, such as regional centres of WHO, FAO and UNIDO, and joint UNEP/UNIDO Cleaner Production Centres.

E.5 Illegal International Traffic

242. Sound governance is a key element in combating illegal traffic. Parties to MEAs for chemicals and wastes should ensure that they are fully complying with and enforcing their import and export obligations.
243. Countries that are uncertain about the content of movements of hazardous chemicals and wastes, or unable to respond to spills or accidents, should apply a precautionary approach and act on the basis that such shipments are hazardous and take appropriate measures, including not allowing movements to locations where risks cannot be managed.

244. Stakeholders should:

- expand the Green Customs Initiative and improve governance, capacity-building and technical cooperation to strengthen the capabilities of key players, including customs and border enforcement officers, designated focal points for hazardous shipment notifications and the designated national authorities under the Basel and Rotterdam Conventions;
- strengthen regional cooperation and implementation and enforcement of international MEAs by developing coordinated plans and synergies at the national and regional levels and regulating and monitoring production, transport and use of hazardous chemicals and wastes to prevent illegal traffic;
- increase emphasis on extended producer responsibility, in particular for reducing illegal international traffic in electronic and electrical waste by shifting the responsibility upstream to producers; and
- seek support for these institutional strengthening measures under the UNEA Special Programme.

E.6 Institutional arrangements to enable SAICM implementation

245. SAICM stakeholders should:

- assess the further use of the current 20 indicators of progress to monitor overall progress towards the 2020 goal, evaluate their usefulness and consider their link to the sustainable development goals, in particular with regard to assessing non-quantitative aspects of progress;
- revisit the need for the OEWG and explore options and models for maximizing the effectiveness of the ICCM, especially in light of limited overall SAICM financial contributions;
- develop a process for reviewing the status of EPIs and assess whether it is appropriate to establish an EPI when related activities are already included within the GPA;
- examine the relative levels of resources allocated to implement actions on EPIs and other core issues to ensure that resources are appropriately balanced between EPI activities and other key core functions in implementing SAICM; and
- engage a broader base of donors, and participation in general, for EPIs to pursue successfully the 2020 Goal.

246. Given the central role played by the secretariat in supporting SAICM implementation, stakeholders should provide the secretariat with stable, predictable and adequate financial resources to attract and retain the human resources needed to coordinate ICCM meetings, support inter-sessional activities and all SAICM stakeholders in pursuing the 2020 Goal.

E.7 Financing SAICM Implementation:

247. To maintain momentum in SAICM implementation, SAICM stakeholders should, as a high priority, engage a broad base of donors and secure predictable, sustained and timely financing and in-kind contributions to support implementation of SAICM to the year 2020, including financing to sustain operation of the secretariat at the level needed to support stakeholders throughout this period.

248. In moving forward, SAICM stakeholders should take into account the following considerations.

- a) In 2015, the QSP Trust Fund will close for contributions, and it will be necessary to identify how to build upon the many QSP achievements and protect the investments that have been made in pursuing the 2020 Goal.
- b) The GEF has a SAICM budget of US\$ 13 million for 2014-2018, which represents an increase of US\$ 3 million over 2010-2014. The expiry of the QSP in 2015 will result in a larger drop in funding than the increase in the GEF budget. SAICM stakeholders should provide guidance on the use of GEF-6 resources and develop funding strategies for future SAICM implementation to sustain and build upon successful QSP project results and attract funds from new sources.
- c) It is not known what amount of funds will be made available under the Special Programme to support institutional strengthening at the national level for implementation of the Basel, Rotterdam, Stockholm and Minamata Conventions and SAICM. However, SAICM stakeholders should reinforce with the Executive Board of the Special Programme the need for institutional strengthening initiatives to be supported through the programme to address the breadth of chemicals and waste management issues and the achievement of the 2020 Goal, while recognizing that the programme is not intended to support the full range of SAICM implementation actions.
- d) The UNEA Resolution 1/5 specified the promotion of an effective and efficient network of regional centres to strengthen regional delivery of technical assistance and cooperation with regional centres in implementing sound management of chemicals and waste projects.
- e) The engagement of regional development banks should be explored in SAICM implementation.

249. There is a need to address each of the three components of the SAICM integrated approach to financing the sound management of chemicals and wastes.

- a) To mainstream chemicals in the sustainable development agenda, stakeholders should ensure that:

- chemicals and wastes issues are included as priorities within national development planning processes, poverty reduction strategies and sustainable development goals (SDGs) to signal to governments, donors and intergovernmental organizations the crosscutting nature and importance of the sound management of chemicals in the sustainable development agenda and to enhance mobilization of both internal and external resources; and
 - all players in national planning processes understand the economic benefits of providing resources for sound chemicals management, including the rationale for mainstreaming, and of developing capacity for assessing the costs of inaction on chemicals issues at the national and international levels.
- b) The potential contribution of industry should be pursued more actively through:
- direct industry engagement, fostering partnerships and dialogue as well as encouraging industry and government cooperation to share information, responsibility and costs for social and economic development;
 - recognition by governments of the significance of the chemical industry's contribution through taxation, and allocation of resources commensurate with that contribution to the management of chemicals; and
 - greater use of economic instruments to ensure that costs of sound management of chemicals and wastes are internalised by industry.
- c) In seeking external financing, SAICM stakeholders should:
- attract funds from a broad base of donors;
 - provide guidance on the use of GEF-6 resources;
 - use the SAICM framework, with its overarching global perspective and multistakeholder platform, to promote and support the institutional strengthening of the chemicals and wastes cluster in the Special Programme; and
 - consider whether and how the secretariat experience gained during the QSP could be applied to service future approaches to financing, such as in assisting stakeholders in exploring funding options and developing funding proposals.

250. Countries should take measures to develop financial mechanisms and economic instruments to cover the costs of chemical management regimes at the national level.

E.8 A global approach for continued collaboration in the long term

251. Projections show increasing chemical production and use worldwide, continuing beyond 2020, with the largest increases in countries with economies in transition and developing countries. The need for strong governance, knowledge and information sharing as well as risk reduction to promote the sound management of chemicals will not end in 2020.

252. The need to prevent or minimize the significant adverse effects from chemicals and hazardous wastes on human health and the environment will require a strong basis for sound chemicals and waste management beyond 2020. Thus, there is a need to actively pursue SAICM implementation to strengthen the institutional structures at the national, regional and global levels, and the capabilities of those structures, to deal with ongoing and future challenges. Overall, the need to prevent or minimize the significant adverse effects from chemicals and hazardous waste on human health and the environment will continue to provide a strong basis for sound chemicals and waste management beyond 2020 and could be accompanied by supplementary targets and indicators, within a defined time frame.

Annex: Summary of ICCM Decisions on Emerging Policy Issues (EPIs)

1. ICCM2 established⁶³ an inclusive multistakeholder process for reviewing nominations for emerging policy issues (EPIs), under which proposals are submitted to the Secretariat using a questionnaire that addresses specific criteria. The means for addressing agreed EPIs is through specific ICCM decisions.
2. ICCM2 agreed to actions on four EPIs: lead in paint, chemicals in products, nanotechnologies and manufactured nanomaterials, and hazardous substances within the lifecycle of electric and electronic products. While the issue of perfluorinated chemicals (PFCs) was not accepted as an EPI at ICCM2, it is being addressed under the EPI agenda item at ICCM meetings as a ‘challenge of global concern’. ICCM3 agreed to take action on endocrine disrupting chemicals as an EPI. The issue of environmentally persistent pharmaceutical pollutants has been nominated for consideration as an EPI at ICCM4.
3. Progress reports on EPIs were considered at ICCM3, OEWG1 and regional meetings. Reports on progress in implementation of the EPI activities are included in the sections on Risk Reduction (section B.1) and Knowledge and Information (section B.2). The following summarizes the main decisions taken in developing the respective EPIs.

Lead in paint

4. In accordance with ICCM2 resolution II/4, UNEP and WHO established the Global Alliance to Eliminate Lead Paint (GAELP) with the goal of stopping the manufacture, import, export, sale and use of lead paints and products coated with lead paints. The resolution was consistent with the commitment⁶⁴ in the WSSD plan of implementation to phase out lead in lead based paints and in other sources of human exposure. ICCM3 recognized the need for continued efforts to eliminate the use of lead pigments and lead in paints. UNEP and WHO provide overall secretariat support and also contribute to this EPI in accordance with their programmes of work. This EPI contributes to the OPS objective on risk reduction.
5. A business plan was established with eight priority actions for 2012-2013 and additional actions for 2014-2020. The focal work areas for action include: health, environment, workers’ health, legislation and regulation, and outreach to industry.

Chemicals in Products

6. ICCM2 agreed to establish an EPI on Chemicals in Products and to develop a project, overseen by a multistakeholder steering committee led by UNEP, to assess the need to improve the availability of and access to information on chemicals in products in the supply chain and throughout their life cycle. This EPI contributes to the OPS objective on knowledge and information.
7. UNEP prepared relevant background documents, facilitated a workshop in 2011 to implement the project objectives, and submitted a report to OEWG1 and ICCM3 containing project outcomes and recommendations for action to promote SAICM implementation.
8. Based on the progress report, ICCM3 invited UNEP to continue to lead this project, prepare relevant documents for and facilitate a multistakeholder workshop, and submit to ICCM4 a proposal for a voluntary international programme for information on Chemicals in Products along the supply chain and throughout their lifecycles to facilitate and guide the provision and availability of, and access to, relevant information on chemicals in products among all stakeholder groups.

Hazardous substances in the life cycle of electrical and electronic products

9. As requested when ICCM2 agreed to establish this EPI, UNIDO and the secretariats of the Basel and Stockholm Conventions convened a workshop in 2011 to consider issues related to hazardous substances in the life cycle of electrical and electronic products based on a lifecycle approach. The workshop⁶⁵ led to recommendations to: identify tools and best practices that advance design for hazardous chemical reduction, elimination and substitution; compile and communicate lists of chemicals of concern to human health or the environment; develop and adopt policy instruments at the country level; and promote actions that support hazardous chemical reduction, elimination and substitution in electrical and electronic products.
10. Based on the outcomes of the workshop, ICCM3 added new activities to the Global Plan of Action on this topic and mandated the development of an international set of best practice resources, drawing on existing initiatives and opportunities for collaboration within SAICM and with other international forums. This EPI contributes to the OPS objective on risk reduction.

⁶³ ICCM2 meeting report; Resolutions II/4 and II/5.

⁶⁴ WSSD Plan of Implementation, para 57

⁶⁵ SAICM/OEWG.1/INF/7, pp. 14–15 (2011)

Nanotechnologies and manufactured nanomaterials

11. ICCM2 established an EPI on nanotechnologies and manufactured nanomaterials to address an issue that is truly at an early stage of development due to the limited availability of scientific information and the lack of consensus on whether this information may be used for risk management decision-making. This EPI contributes to the OPS objective on knowledge and information.
12. ICCM2 invited governments and other stakeholders to develop a report for ICCM3 on nanotechnologies and manufactured nanomaterials including issues of relevance to developing countries and economies in transition. ICCM3 reviewed progress and called for stakeholders to take measures to enhance the sound management of nanomaterials by: facilitating information exchange to improve global transparency and allow for better decision-making processes; developing international technical and regulatory guidance and training materials; facilitating information exchange; having industry continue and enhance their stewardship role and responsibilities and research on risk; and furthering pilot projects to be developed at the national level.
13. Based on the information generated, ICCM3 added 13 new activities to the Global Plan of Action on this topic.

Endocrine disrupting chemicals

14. ICCM3 adopted endocrine disrupting chemicals as an EPI and agreed to promote cooperative actions to increase awareness and understanding of the issue among policymakers and other stakeholders. This EPI contributes to the OPS objective on knowledge and information.
15. IOMC participating organizations were invited to lead and facilitate cooperative actions, develop a plan of work in consultation with the ICCM Bureau, make this work plan available on the SAICM website, and report to ICCM4 on cooperative actions, achievements and recommendations for further possible cooperative actions.

Managing perfluorinated chemicals (PFCs) and the transition to safer alternatives

16. PFCs were not formally accepted as an EPI by ICCM2, thereby limiting the consideration, prioritization and resources that the ICCM is able to afford them within SAICM. Nevertheless, this issue is discussed under the EPIs agenda as a 'challenge of global concern' and contributes to the OPS objective on knowledge and information.
17. ICCM3 urged the Global PFC Group led by the OECD and UNEP to broaden participation beyond the member countries of the OECD, to work in close collaboration with UNIDO and the secretariat of the Stockholm Convention on activities related to PFCs, and to report on its progress at ICCM4.
