



*Empowered lives.
Resilient nations.*

The background of the cover features a photograph of an industrial facility, possibly a refinery or chemical plant, situated along a coastline. The facility includes several large buildings, tall chimneys, and cranes. In the foreground, the ocean waves are breaking onto a sandy beach. The image is overlaid with a decorative pattern of thin, light blue lines that form a grid and geometric shapes, particularly a large arrow pointing right that frames the title text.

The UNDP-UNEP
Partnership Initiative
**for the Integration of
Sound Management of
Chemicals into Development
Planning Processes**



INTRODUCTION

The UNDP-UNEP Partnership Initiative was established to support the Strategic Approach to International Chemicals Management (SAICM), a policy framework adopted in February 2006 by the International Conference on Chemicals Management (ICCM). SAICM was developed by a multi-stakeholder and multi-sectoral preparatory committee and supports the achievement of the goal on chemical management agreed to at the 2002 World Summit on Sustainable Development: *that by the year 2020, chemicals will be produced and used in ways that minimize significant adverse impacts on the environment and human health.*

Four major value-added features of SAICM, relative to the international management of chemicals work that preceded it, are:

- ▶ Strengthened focus on cross-sectoral governance at both the national and local level that addresses overall chemical management concerns rather than dealing with issues on a chemical-by-chemical basis.
- ▶ Emphasis on the role of sound management of chemicals in achieving sustainable development goals, including poverty eradication, improvement of human health, environmental protection and elevation of living standards.
- ▶ Recognition that in order to significantly advance the chemical management situation of countries, integrating sound management of chemicals into national and local development planning is essential.
- ▶ A more comprehensive and holistic manner of addressing the increasing gap in the capacity of developed and developing countries to manage risks posed by chemicals.



THE PARTNERSHIP INITIATIVE ON CHEMICALS: A PROGRAMMATIC APPROACH

The primary objective of the Partnership Initiative is to facilitate the integration of sound management of chemicals into national development planning processes in order to support sustainable development in developing countries and countries with economies in transition.

Integrating sound management of chemicals into development plans such as Poverty Reduction Strategy Papers and strategies to meet the Millennium Development Goals (MDGs) involves establishing the links between poverty and sound chemical management – such as improved human and environmental health, and increased economic security and income opportunities for the poor – and then identifying the policies and programmes needed to bring about pro-poor chemical management. It also involves looking at potential chemical risks arising from implementing sections of the development plans, and trying to mitigate such risks at the planning stage.

The Partnership Initiative's work on sound management of chemicals is targeted at influencing not only national development plans, but also sector strategies and local level implementation. The overall aim is to establish enduring institutional processes within government ministries and the wider stakeholder community to bring about sound management of chemicals – focusing on the government bodies responsible for poverty reduction and growth policies, and also strengthening the role of environmental agencies and non-governmental actors. The process will also foster national budget commitments, in partnership with donor assistance, following the integration of chemical management priorities into national policy and planning documents and in this way contributing towards Inclusive Green Growth and Green Economy.

The UNDP-UNEP Partnership Initiative on Chemicals is helping countries to:

- 1.** Identify specific areas of chemicals management that are likely to produce concrete environmental, health and economic benefits as a result of introducing sound management practices, and put in place a plan to begin addressing identified national priorities.
- 2.** Assess the adequacy of national development strategies in terms of protecting the environment and human health, and determine to what extent identified national chemical management priorities could be integrated into national MDG-based development planning.
- 3.** Improve the integration of chemicals management priorities into national discussions, development processes, policies and plans.

The UNDP-UNEP Partnership Initiative draws on these services provided by the cooperating agencies:

| UNDP | UNEP |
|--|---|
| <ul style="list-style-type: none">› Capacity development› Integrated policy design, programming and advisory services› Support to MDG-based national development assessment and investment planning processes› Guidance on environmental mainstreaming at the country level | <ul style="list-style-type: none">› Normative development› Technical assessment and analysis› Established collaborative arrangements with relevant inter-governmental organizations for sound management of chemicals› Piloting of innovative approaches – such as the UNEP-WHO Health and Environment Strategic Alliance (HESA)› Science-based guidance and knowledge services |

TECHNICAL GUIDANCE PROVIDED THROUGH THE UNDP-UNEP PARTNERSHIP INITIATIVE

UNDP

UNDP promotes the sound management of chemicals as an important component of global poverty reduction efforts. In line with its role as the UN's global development network, UNDP advocates for the importance of addressing issues related to chemicals management and chemically-linked pollution in developing countries by integrating rigorous chemicals management schemes into national development policies and plans. As an implementing agency of the Multilateral Fund for the Implementation of the Montreal Protocol, the Global Environment Facility, and the SAICM Quick Start Programme Trust Fund, and in cooperation with a multitude of bi-lateral donors, UNDP helps countries access, combine and sequence the financial resources necessary to improve their chemicals management regimes in order to achieve their goals and meet their commitments under international chemicals-related environmental agreements.

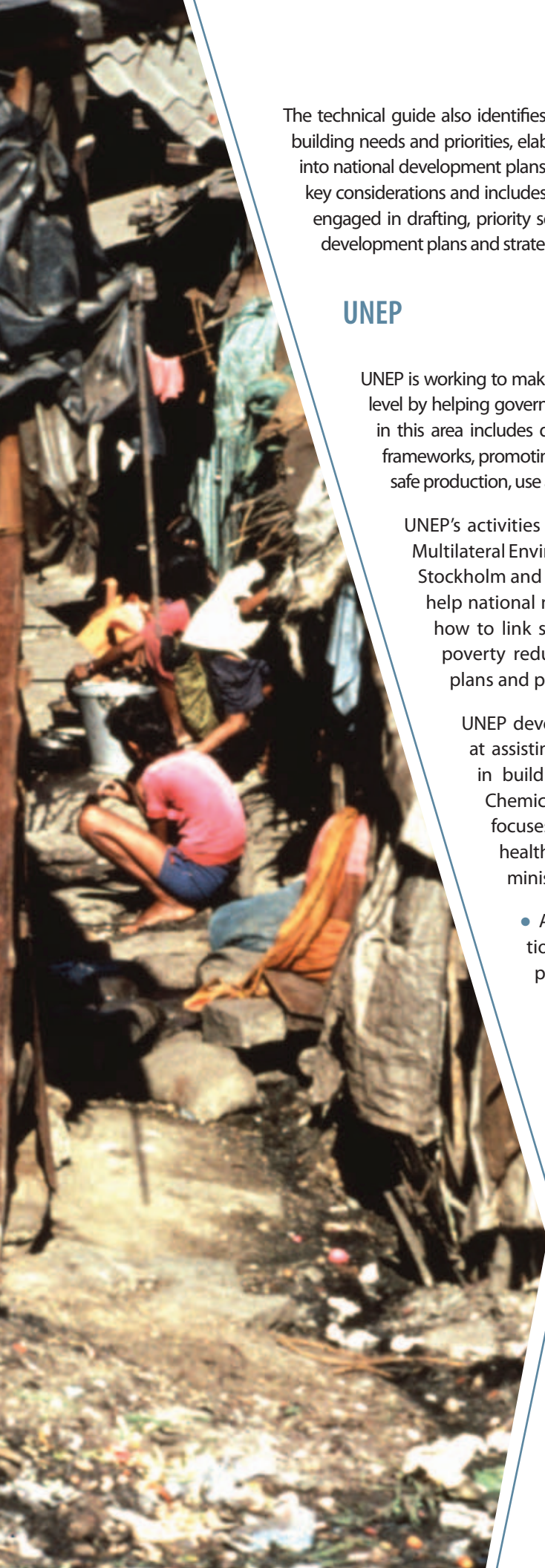
Following the adoption of SAICM in 2006, UNDP developed a guide to assist governments and UN Country Teams in recognizing and assessing opportunities for incorporating sound management of chemicals into national development planning processes:

the UNDP ***Guide for Integrating Sound Management of Chemicals into MDG-Based Development Planning (SMC Mainstreaming Guide)***. This is one of several tools that UNDP's Environment and Energy Group/Bureau for Development Policy has developed to enhance assistance to partner countries through a comprehensive approach to sustainable development.

The UNDP SMC Mainstreaming Guide is a "living document" building on applied, practical experience accumulated in countries under the UNDP-UNEP Partnership Initiative and was revised in preparation of the second session of the International Conference on Chemicals Management (ICCM2), and again for ICCM3 to reflect accumulated practical experience.

The UNDP SMC Mainstreaming Guide is a learning tool. It is a primer that provides substantive background information on sound management of chemicals, as well as an explanation of the synergies that exist between chemicals management and sustainable development goals. The SMC Mainstreaming Guide addresses sectoral concerns that might exist at the country level, and provides tools to help countries assess their current capacity for sound management of chemicals.





The technical guide also identifies the steps that countries usually go through to determine their capacity building needs and priorities, elaborating “points of entry” for integrating sound management of chemicals into national development plans and sector-based strategies. Each step is accompanied by a description of key considerations and includes detailed “how-to” information targeted at decision-makers and managers engaged in drafting, priority setting, implementation, monitoring or reporting with respect to national development plans and strategies.

UNEP

UNEP is working to make the world safer from toxic chemicals at the global, regional and national level by helping governments take action for the sound management of chemicals. UNEP’s work in this area includes developing guidance on technical issues, building legal and institutional frameworks, promoting exchange of information on chemicals, and helping to build capacity for safe production, use and handling of chemicals in countries around the world.

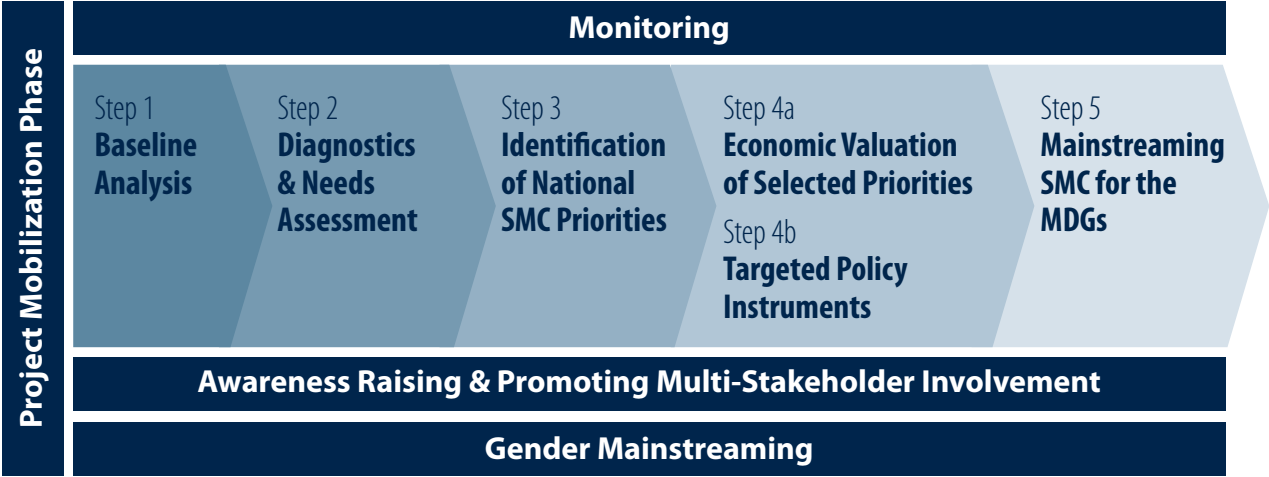
UNEP’s activities also include general guidance to assist countries in implementing Multilateral Environment Agreements relevant to chemicals management, such as the Stockholm and Rotterdam Conventions. Additional guidance is needed, however, to help national ministries of environment, health, finance and planning understand how to link sound management of chemicals to sustainable development and poverty reduction, and how to integrate such assessments into development plans and poverty reduction strategies.

UNEP developed interrelated and complementary streams of activities, aimed at assisting developing countries and countries with economies in transition in building their capacity for mainstreaming the Sound Management of Chemicals (SMC). Building on UNEP’s previous work, the approach adopted focuses on the clarification of the links between chemicals management, health and economic development, as well as the strengthening of inter-ministerial and inter-sector coordination:

- As part of the Partnership Initiative, UNEP has initiated a cost of inaction assessment to raise political awareness of the economic benefit of providing resources to sound management of chemicals
- The work of UNEP includes furthermore development of a “Guidance on Legal and Institutional Infrastructures for the Sound Management of Chemicals and measures for recovering costs of National Administrations”.
- UNEP also developed a supplemental Guidance on Cost Benefit Analysis which addresses economic cost benefit analysis of potential investments to improve the sound management of chemicals, including documenting the trade-offs of different approaches.
- The experience UNEP brings to the Partnership Initiative also includes UNEP’s recent work with the World Health Organization (WHO) on the Health and Environment Strategic Alliance, which promotes a proactive, inter-sectoral approach for catalyzing the policy, institutional and investment changes required to reduce environmental threats to health.

MAPPING THE INTEGRATION OF SOUND MANAGEMENT OF CHEMICALS INTO NATIONAL DEVELOPMENT PLANNING

In conceptualizing the UNDP-UNEP Partnership Initiative, UNDP and UNEP contemplated the steps that countries typically go through to advance their national chemicals management regimes. These steps can generically be described as follows:



STEP 1 Baseline Analysis

Purpose: Determine what information is available on a country’s chemicals management situation and record it. Relevant information could be contained in a National Chemicals Profile, National Implementation Plan (NIP) under the Stockholm Convention on Persistent Organic Pollutants, State of the Environment Report, Millennium Development Goals (MDGs) report, Poverty Reduction Strategy Plan (PRSP) or other information sources.

Goal: Development of a National Chemicals Management Situation Report that provides information on the degree of integration of sound management of chemicals into national development planning.

Rationale: A National Chemicals Management Situation Report is an essential prerequisite for an integrated assessment and analysis of the linkages between chemicals management and related economic, health and environmental impacts.

STEP 2

Needs Assessment

Purpose: Identify high risks of chemical exposure affecting biodiversity, vulnerable ecosystems, and human health (both acute and long term effects) using information gathered through a multi-stakeholder approach.

Goal: Preparation of an in-depth assessment of chemicals management issues relevant to national MDG-based development planning.

Rationale: The root causes of human and environmental health issues should be taken into consideration from the outset to ensure that they are fully addressed in policies to integrate sound management of chemicals into development planning.

STEP 3

Identification of National SMC Priorities

Purpose: Undertake a qualitative analysis of the links between major chemical problem areas and human health and environmental quality to identify opportunities and priorities for national decision making on sound chemical management.

Goals: List and description of opportunities (legal, technical and institutional) that can strengthen the national chemical management regime. Decision taken on highest national priorities based on the opportunities identified and a priority-setting exercise.

Rationale: Describing the links between improper management of chemicals and its effects on the environment and public health is a necessary foundation for identifying the full range of actions that can help a country improve its environmental and health conditions. A priority chemical management issue will be one that is significant to national health, environment and development objectives. An assessment focusing on the identification and evaluation of opportunities and policy interventions, rather than following a purely research driven approach, will improve decision making. With the assessment focusing on the identification and evaluation of opportunities and policy interventions, rather than following a purely research driven approach, makes it into an assessment that improves decision making.

STEP 4a

Economic Valuation of Selected Priorities

Purpose: Estimation/quantification of the costs of action to pursue identified chemical management opportunities versus the costs of human suffering and environmental degradation when no action is taken.

Goals: Determination of economic costs and benefits of policy options to address chemical management problems identified as national priorities (including potentially 'hidden' costs). Buy-in of the government's central finance and economic development agencies, for which valuation is a crucial decision-making tool.

Rationale: Demonstrating a threat does not in itself provide a solution. Identifying and measuring environmental and health impacts is often not sufficiently convincing to ensure that these threats are given the attention they require when policy decisions are made. Actions to address environmental and human health impacts have financial implications — from the direct financial costs of interventions to the negative or positive effects they have on economic development. Determining economic costs and benefits of policy options will help decision makers understand and act on the outcomes of a sound management of chemicals assessment.

STEP 4b

Targeted Policy Instruments

Purpose: Development of targeted policy and regulatory responses for selected chemicals management priorities considered from a national development planning perspective.

Goal: Initiation of legislative and institutional reforms to facilitate the implementation of selected priorities and their integration into national development planning.

Rationale: It is important to consider the wide range of potential interventions that could be implemented. In addition to economic incentives, these include technological interventions, social measures such as health promotion, and legal and regulatory measures.



Purpose: Integration of sound management of chemicals priorities into national development planning to address the most serious problem areas, while making the utmost use of opportunities that link sound management of chemicals with sustainable development factors. Fostering national budget commitments, in partnership with donor assistance, following the integration of priorities into national policy and planning documents.

Goals: Making clear to national finance and treasury departments, and aid agency officials, the linkages between sound management of chemicals and progress in achieving the Millennium Development Goals. Awareness-raising targeted to political decision makers. Inclusion of priorities for sound management of chemicals in national policy and planning documents.

Rationale: Decision makers are far more likely to opt for sustainable modes of development when health and environmental costs of alternative policies are fully valued in terms of natural resource depletion/conservation, human mortality and morbidity, health care costs, lost wages, etc. Significant responses to hazards often only occur when a long-standing environmental risk erupts into a health crisis, or economic or political emergency. By moving from a reactive to a proactive policy approach, risks that might develop into full-scale environmental and health emergencies can be mitigated, and crises that otherwise might have serious implications for a country's economic, political and physical infrastructure can be limited or even prevented.



Awareness Raising & Promoting Multi-Stakeholder Involvement

Stakeholder consultations and awareness-raising throughout the step-by-step approach to integrating sound management of chemicals into development plans will enable a country to ensure that identified priorities are an accurate reflection of emerging needs, and place chemical management priorities at the core of national development debates. Without stakeholder consultations, the result could be partial and unsustainable. Stakeholder involvement can lead to better policy options by fostering alternative, pro-poor choices, and ensuring the participation of vulnerable populations in policy development and decision making processes.

Gender Mainstreaming

Efforts to ensure the sound management of chemicals within a context of sustainable development have important gender dimensions. In daily life, men, women, and children are exposed to different kinds of chemicals in varying concentrations. Levels of exposure to toxic chemicals—and resulting impacts on human health—are determined by social as well as biological factors. Determined by social roles, women, men, and children are exposed differently to toxic chemicals in daily life. The differences include the kinds of chemicals encountered as well as the level and frequency of such exposures. In addition men, women, and children vary in their physiological susceptibility to the effects of exposure to toxic chemicals.

Therefore, it is critical to raise awareness about the linkages between chemical exposure, human health, environmental threats, and gender differences in risks and impacts. Integration of gender considerations throughout all stages of a country's process to strengthen its national chemical management regime will ensure that women's, as well as men's, concerns and experiences are taken into account in the design, implementation, monitoring and evaluation of chemical management policies and programmes, so that they can benefit equally and gender inequality is not perpetuated.



Monitoring & Evaluation

Monitoring and evaluation throughout the step-by-step approach will allow countries to track progress in meeting goals, measure results in achieving established goals, codify lessons learned, evaluate feedback, ensure accountability vis-à-vis project partners, donors and stakeholders and ultimately improve the quality of follow-up programmes and projects for sound management of chemicals. Identifying and/or developing the “right” indicators that can be linked to national development goals and targets is particularly important for monitoring a country’s progress in integrating sound management of chemicals into its Millennium Development Goal targets and national development plans. A multi-stakeholder approach during the identification and/or development of such indicators will ensure that a variety of potential indicators are proposed for selection.

PARTNERSHIP INITIATIVE ACTIVITIES

In its initial phase, the UNDP-UNEP Partnership Initiative collaborated with selected pilot countries in the application and testing of UNDP guidance materials with the ultimate objective of integrating sound management of chemicals into national development plans and policies.

Pilot countries that were selected had a National Chemicals Management Profile or similar document in place as a starting point, as well as a Poverty Reduction Strategy, MDG-based National Development Plan, or other national development planning document that was due to be updated. The countries also had relatively good information available on existing chemical management problems and the populations, environmental resources, and economic sectors most at risk due to chemical exposure.

The Partnership Initiative is piloted in 17 countries, including: **Belize, Burkina Faso, Cambodia, Ecuador, Honduras, Kazakhstan, Kyrgyzstan, Liberia, FYR Macedonia, Mauritania, Mauritius, Moldova, Nigeria, Suriname, Uganda, Viet Nam and Zambia.** Funding was provided by the SAICM Quick Start Programme (QSP) Trust Fund, as well as the Swedish Government (through the Swedish Chemicals Inspectorate – KemI).

Through their participation in the Partnership Initiative, these countries have made progress to integrate the sound management of chemicals into national development planning processes. The results have been used to revise and update the UNDP *Guide for Integrating Sound Management of Chemicals into MDG-Based Development Planning*.

The Draft Report on the Costs of Inaction on the Sound Management of Chemicals has incorporated the findings of the work of the country projects included in the Partnership Initiative in its estimation of the cost of inaction on pesticide management for the Sub-Saharan countries. The estimation points towards substantial hidden cost of the unsound management of chemicals.

Countries interested in cooperating with the UNDP-UNEP Partnership Initiative and in securing necessary financial resources for SMC mainstreaming activities are welcome to contact the UNDP and UNEP focal points indicated on the back cover of this brochure.



ENHANCING UNDP-UNEP JOINT PROGRAMMING: BROADENING THE PARTNERSHIP INITIATIVE

Coordination with specialized agencies

Integration of sound management of chemicals into national development planning processes requires partnership and harmonization, not only among national agencies within countries, but also among the specialized international agencies that are involved in aspects of chemical management. Throughout the preparation and implementation of national projects, the UNDP-UNEP Partnership Initiative seeks substantive input from other international agencies on chemicals-related policy and economic issues. The Partnership Initiative works in concert with a number of other specialized agencies, including the World Health Organization (WHO), the Food and Agriculture Organization (FAO), the United Nations Institute for Training and Research (UNITAR), the United Nations Industrial Development Organization (UNIDO)—to name a few—and the Secretariats of Multilateral Environmental Agreements dealing with issues related to chemical management.

Partnering with bi-lateral donors

The Government of Sweden is supporting work by the Partnership Initiative, through the Swedish Chemicals Inspectorate (KemI), by providing funding towards development of key guidance documents: SMC Mainstreaming Guide, Report on Cost of Inaction, Guide on Legal and Institutional infrastructures as well as country projects in **Burkina Faso, Cambodia, Moldova, Nigeria** and **Zambia**.

The Government of Norway has, in addition to support of early stages of the Partnership Initiative, supported the development of the Report on Cost of Inaction.

Linking to the UNDP-UNEP Poverty Environment Initiative (PEI)

The **UNDP-UNEP Poverty - Environment Initiative (PEI)** is a joint programme that provides financial and technical support to countries to build capacity for integrating poverty and environment linkages into national development planning processes such as Poverty Reduction Strategy Papers (PRSPs) and Millennium Development Goals (MDGs) achievement strategies. Principles and considerations on the sound management of chemicals require further incorporation into PEI's approach and methodology for providing support to countries on integrating poverty-environment linkages into national development planning processes.

Over the past years PEI has supported 22 countries in Africa, Asia, Europe & CIS, and the Latin America/Caribbean region with the launch of sustainable programmes to mainstream poverty and environment linkages into national development plans, budget processes and sector implementation programmes. Currently, working closely with key donors and other partners, PEI is undertaking efforts to expand its services to other countries and regions.

To ensure that PEI-supported countries benefit from the UNDP-UNEP programmatic approach to the integration of sound management of chemicals, the Partnership Initiative either builds on PEI mainstreaming activities or incorporates SMC mainstreaming activities into ongoing PEI country support (as is the case in Burkina Faso and Uganda, for example). UNDP and UNEP are also in the process of ensuring that SMC considerations are fully integrated into the UNDP-UNEP Guidance on Mainstreaming Environment into National Development Planning.

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Photo credits:

Cover photo: Discharge from a wood pulp plant in Japan causes a layer of scum to cover the entire surrounding harbour area. Many rivers and lakes, as well as the sea, in industrialized areas are polluted with chemicals and human waste, and the problem has become a matter of universal concern. UN Photo

Interior:

Page 1: Methane gas Plant. Gisenyi, Rwanda. Arne Hoel/World Bank

Page 2: View of smoke rising from chimneys of the Kirkvine Aluminum works, which contributes pollution to surrounding countryside. A Fisher / UN Photo;

Page 3: Sri Lanka man with canister of pesticide. Dominic Sansoni,2002/World Bank

Page 4: Slum in India. Mark Edwards / UNDP Photo Library

Page 7: Women sorting solid waste that will later be turned into organic compost. UNDP Photo Library

Page 8: A woman in Ba Trang, Viet Nam, makes biomass briquettes, a cooking tool, to sell in her village. Made from agricultural waste, biomass is often used in the developing world as a substitute for charcoal. Kibae Park / UN Photo

Page 9: Alphonsine Rasoampamonjy (right) and Marie Thérèse Rasoamanabelo from Madagascar are organically growing rice and vegetables to sell in the local markets. Adam Rogers / UNDP Photo Library

Page 10: A nun at the Wat (temple) Suondron Barami checking her crop of vegetables and medicines grown with the use of organic pesticides and fertilizers instead of chemicals. Adam Rogers / UNDP Photo Library.

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