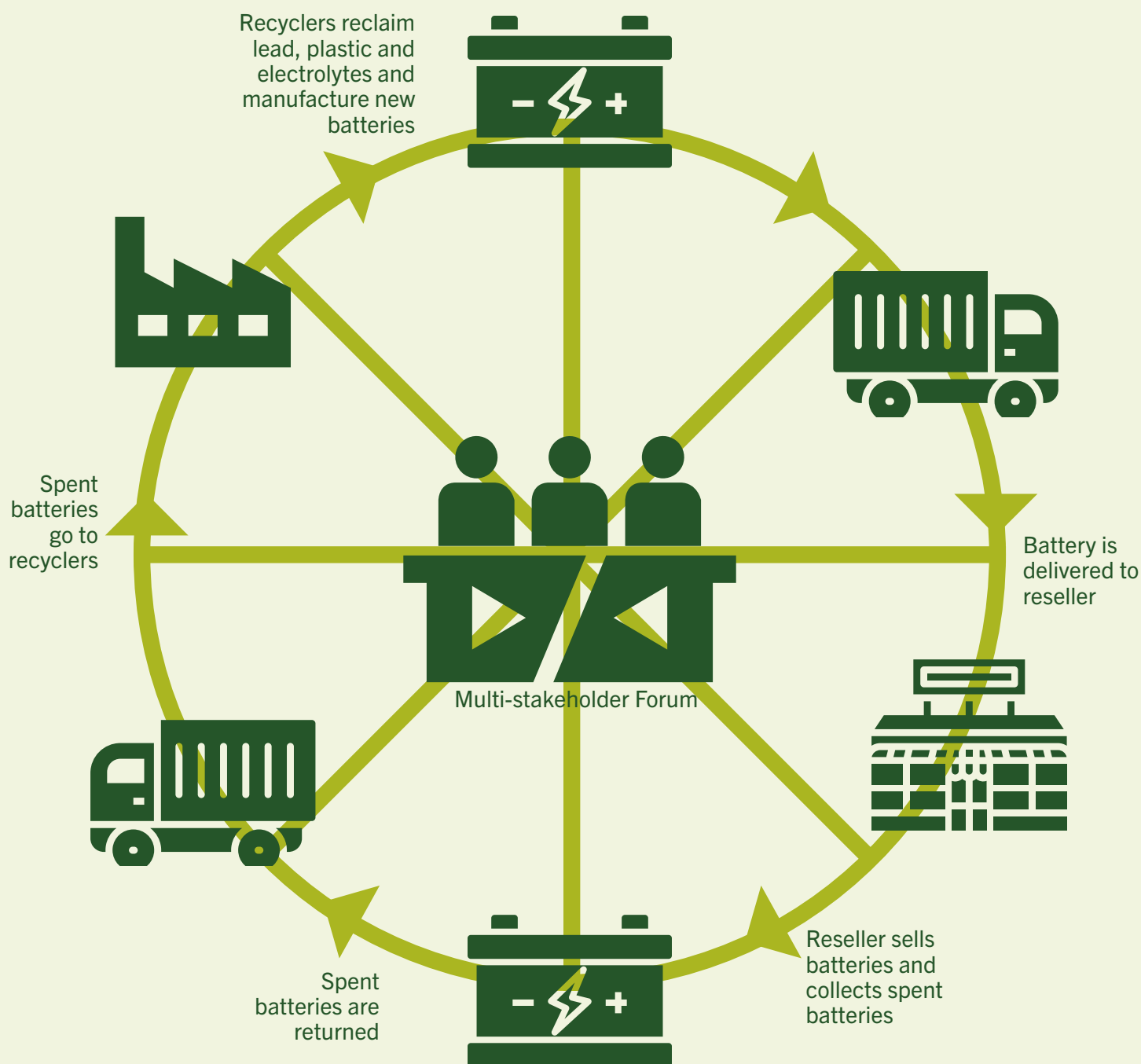


EXAMPLE: RECYCLING OF LEAD ACID BATTERIES



Promotion of a multi-stakeholder model and CSO participation, for the implementation of the 11 core elements of the SAICM Overall Orientation Guidance (OOG)



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The Project

The 11 core elements of the SAICM OOG, distilled from the SAICM GPA, and the Intersessional Process, are the basis for a project funded since 2020 by SIDA through SSNC. The project ended in 2021.

Its main objective has been to build CSO capacity on selected relevant topics and to give them an active role in the formation of national, multi-stakeholder fora for the implementation of the 11 core elements of SAICM.

Capacity building of all stakeholders in the multistakeholder fora, in preparation of discussions at the meetings in the Intersessional Process, was another objective. Digital capacity building became more important as the Covid pandemic progressed, since it became harder to organise face-to-face meetings.

The project had three main legs:

Formation of national multi-stakeholder fora	Capacity building of CSOs and multi-stakeholder fora members on SAICM	Preparation of CSOs and multi-stakeholder fora members for the meetings in the Intersessional Process
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The Countries

The project was carried out in three African countries: Côte d'Ivoire, Ethiopia and Kenya.



Acronyms

SAICM: The Strategic Approach to International Chemicals Management is a programme that falls under the United Nations Environment Programme. It is a global policy framework aimed at fostering the sound management of chemicals. SAICM is under revision through an Intersessional Process. Intersessional means something that happens between two terms, and the mandate of SAICM came to an end in 2020. Because of the Covid pandemic, this process has been extended.

GPA: This Global Plan of Action comprises almost 250 actions, out of which 11 core elements for sound chemical management were identified as being priorities.

OOG: The Overall Orientation and Guidance for Achieving the 2020 Goal of Sound Management of Chemicals defined the 11 core elements contained in the GPA. It is expected that these will be carried over into whatever comes after SAICM.

SIDA: The Swedish Development Cooperation Agency.

SSNC: The Swedish Society for Nature Conservation.

CSO: A civil society organisation.

Clearing-House Mechanism: Such a mechanism seeks to provide tools that help people to find information from different perspectives to meet the differing needs of diverse potential users. It helps to promote scientific and technical cooperation between countries.

The Aspirational Impacts

1	The 11 SAICM OOG core elements are implemented and preventive chemicals control is in place at the national level.
2	The positions of country representatives or regionally coordinated positions for international chemicals agreements support regional priorities from, e.g., the Global Chemicals Outlook II and support further work with the 11 SAICM OOG core elements and preventive chemicals control.

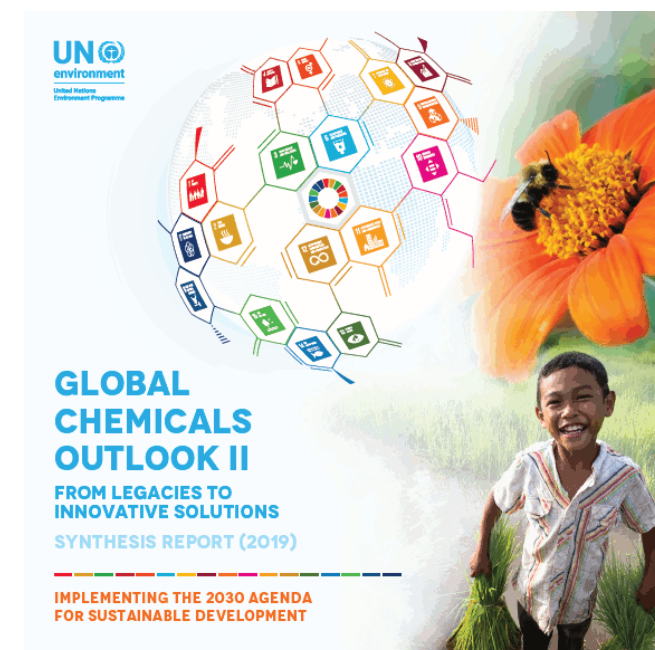
Acronyms

GCOII: The second edition of the Global Chemicals Outlook, which was released at the end of April 2019. It found that the goal of minimising the negative impacts of chemicals and waste would not be achieved by the targeted year of 2020 and that wider-reaching action across the world is urgently required.

NMSF: National Multi-Stakeholder Forum

The Project Outcomes

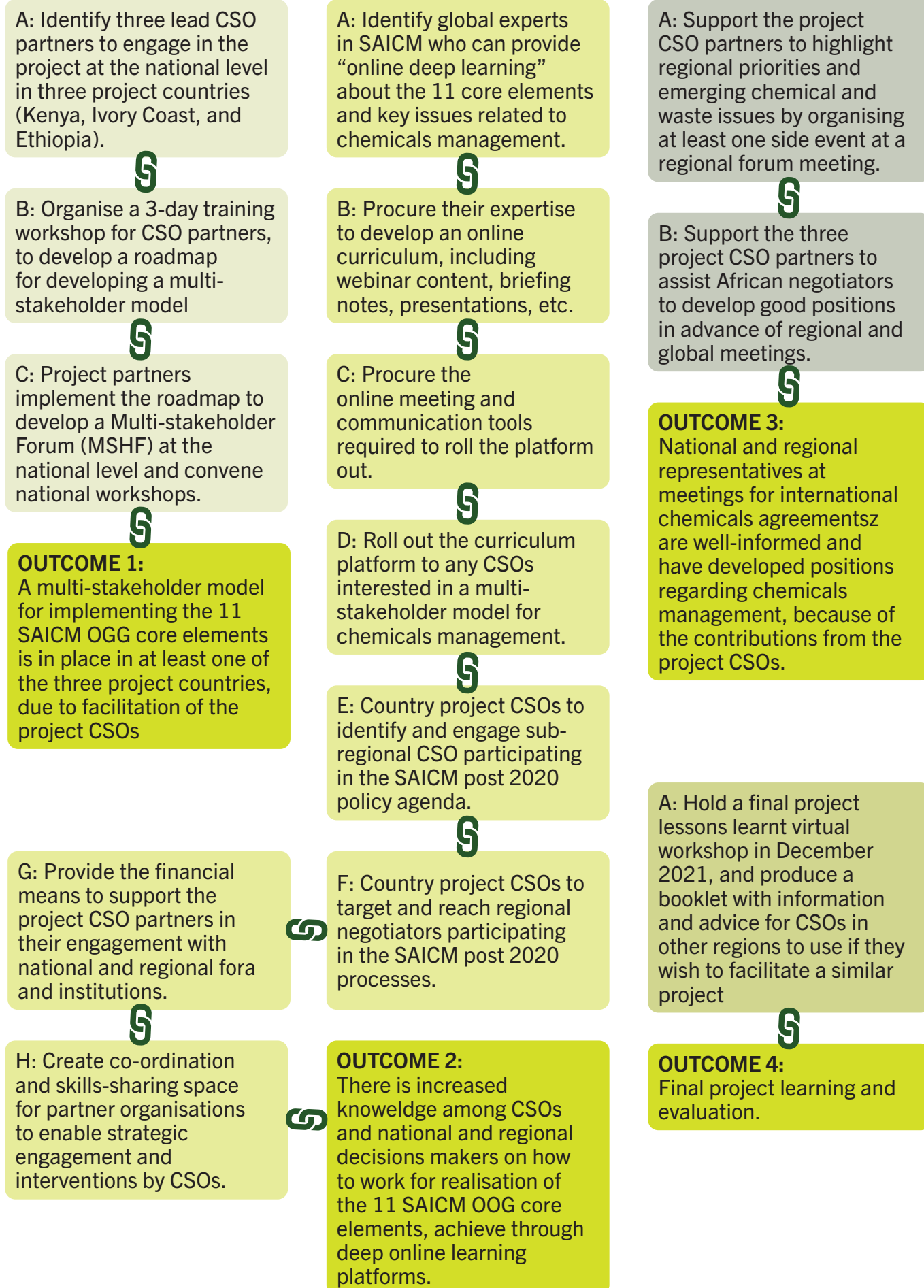
1	A multi-stakeholder model for implementing the 11 SAICM OOG core elements is in place in at least one of the three project countries, due to facilitation of the project CSOs.
2	Increased knowledge among CSOs, national and regional decision makers on how to work for the realisation of the 11 SAICM OOG core elements, through a systematic and deep online learning platform procured by experts in the global chemicals and waste objectives of a post-2020 global chemicals and waste framework.
3	National and regional representatives in meetings for international chemicals agreements are well-informed and develop positions in support of regional priorities drawn from the GCOII, the work with the 11 OOG core elements, and preventive chemicals control, due to contributions from the project CSOs.
4	Final project learning and evaluation.



The way we produce and use chemicals today has brought us outside the safe operating space for chemical pollution. This comes at a high cost in terms of impacts on human health and the ecosystems that we depend on, and constitutes a risk for new chemical surprises with unexpected effects on the planet. The only way forward for us on a limited planet spells sound and sustainable chemicals management in all countries.

Linn Persson
Head of International Department
Swedish Society for Nature Conservation

Project Outcomes and Chains of Activity



The Participating Organisations

Centre Africain pour la Santé Environnementale (CASE)

CASE is an NGO based in the Ivory Coast. It is a regional think tank for chemicals and waste policies, and works for the elimination of particularly hazardous substances in articles, processes and in agriculture, and sustainable management of natural resources.



The Centre for Environmental Justice and Development (CEJAD)

CEJAD is a Kenyan NGO that promotes rural development and environmental justice in Kenya, through sound chemicals and waste management and sustainable use of natural resources.



Eco-justice Ethiopia

Eco-justice Ethiopia is an NGO that has recently been established for environmental advocacy.

Its vision is to see an environment conscious society that recognizes its right to live in a clean and healthy environment as well as its responsibility to protect it for future generations.



groundWork (gW)

gW is a South African NGO that has been a partner in the SSNC Global Programme since 2009. gW plays a prominent role in working with multiple stakeholders in chemicals management in Africa (including African governments and civil society) and especially in mobilizing grassroots organizations and supporting them with training and awareness raising, as well as in policy development and implementation.



The Funding Organisations

Swedish International Development Co-operation Agency (Sida)

Sida is a an agency of the Swedish Ministry for Foreign Affairs. Most of Sweden's official development assistance to developing countries is handled by Sida.



Swedish Society for Nature Conservation (SSNC)

SSNC is a non-partisan, non-profit environmental organisation. It works for sustainable production and consumption cultures within the planetary boundaries, for changed norms and behaviors based on equality and equity, as well as solidarity between generations and countries.



Method of Evaluating Country Data

In order to evaluate process and outcomes, the information was tabulated according to a set of questions on which the participating organisations were asked to reflect. Individual country experiences are summarised in the country reports on pages 8 to 12.

QUESTIONS	SUMMARY HEADING
Were there any particular conditions that created a favourable environment or context for the setting up of a MSHF? Consider a) Policy or law b) Political c) Finances d) Civic space/status of your NGO e) Understanding of sound chemical management. If there were not positive conditions, what was done to put conditions in place?	Environment
Were there any particular obstacles, and how did you overcome them.	Obstacles
Which were the key stakeholders that you needed to involve? a) Government b) Private Sector c) Other CSOs	Key Stakeholders
How were roles and responsibilities among the stakeholders defined and distributed, and how did that relate to sustainability of the MSHF?	Roles and responsibilities
Were there hierarchies or status differences between the stakeholders that affected how the MSHF operated? If so, did you have to overcome obstacles and how was this done?	Hierarchies
What role did the participating organisation finally obtain in the MSHF, and why did that happen?	Final Role
Is there a long-term solution for the financing of the MSHF? If not, what are the obstacles to solving the financing situation?	Financing
Component 1: Did you achieve the goals for this component? If so, what were the key conditions/elements that needed to be in place? If not, what obstacles did you meet and what did you do to overcome them? What kind of training materials and methods were most efficient and appreciated? Were there differences between the participants in how they could digest the training materials, and how did you adjust your training to cater for the differences? Is there a difference in how the stakeholders value training materials that come from different sources, for example inter-governmental organisations, academia or CSO experts? What was your NGOs role in the training and was it the role that you had anticipated? If not, how and why did the role differ? How did the Corona pandemic affect the possibilities for training and how were problems overcome? Were some stakeholders particularly badly affected by the conditions dictated by the Corona pandemic?	Component 1
Component 2: Did you achieve the goals for this component? If so, what were the key conditions or elements that needed to be in place? If not, what were the obstacles and how did you address them? See Component 1 above for the additional questions.	Component 2

SUMMARISED LESSONS LEARNT



The most important lesson learnt is that it is possible, with a focussed plan, to create multi-stakeholder fora in three African countries, even during difficult times like the COVID-19 pandemic and internal political troubles.

In Africa, social mores and values mean that physical discussions can be more successful than online or telephonic discussions.



In the context in which this project ran, webinars and other online training have limited appeal. Not all participants are comfortable with working on-line, and issues of connectivity can make it difficult and stressful. In addition to that, online capacity building meetings sometimes coincide with professional tasks of participants.

For training to be really effective, there needs to be personal interaction between trainers and trainees, so in-person training sessions and meetings tend to be more successful.



Education and proficiency in English differ vastly amongst stakeholders, which means that the ability to interact with training and training materials, and to participate in meetings can be impacted. For knowledge to be more easily accessed, some materials should be produced in languages spoken locally, training courses should potentially be tailored for different groups, and in-person follow up should be done to explain concepts in the local language.

An NGO already involved in discussion and work in chemical and waste management, and that already has relationships with many of the stakeholders, is in a good position to act as a catalyst and facilitator of the process of creating a multi-stakeholder forum. However, this is not imperative, as new entrants may be given a chance to prove themselves without there being pre-formed ideas or expectations of them.



Political will and commitment are vital, and having an already-favourable country-level regulatory and institutional framework in place makes the establishment of a multi-stakeholder forum easier than if there is nothing already existent.

Inadequate funding hinders the processes leading towards the formation of a multi-sectorial committee. Conversely, funds that are clearly demarcated for the process facilitate the formation and the operation of the committee.





COUNTRY SUMMARY

CÔTE D'IVOIRE

Environment	The Minamata Convention has been ratified in the country, and this is advantageous. CASE's knowledge and previously established relationships relating to chemicals and waste knowledge allowed the NGO to act as a catalyst in the facilitation process. Unclear functioning and distribution of ecotaxes meant that extra funds were needed for the establishment of the MSHF.
Obstacles	Delays were caused because of both COVID-19 and political issues.
Key stakeholders	Government: Ministries of Environment; Health; Industry and Commerce; Agriculture; Scientific Research; Labour; and Transport, as well as finance by budget for issues relating to customs and tax. Private: House of Commerce, CROPLife, large private enterprises, the media. CSOs: Environmental and health based NGOs, consumer groups, as well as groups promoting women and leadership.
Roles and responsibilities	Chairing positions were taken by representatives from the ministries of Environment and Health. Representatives from other entities were always present, even if the main person was not available.
Hierarchies	Hierarchy and status did not have any particular impact within the forum.
Final Role	Because CASE initiated the MSHF process, the co-ordination and secretariat functions devolved to the organisation.
Financing	No budget has been allocated. CASE has provided all the funds to organise meetings so far. It is hoped that through ecotaxes the government can increase the SAICM budget and incorporate funds for the MSHF.
Component 1	The objective was achieved to a certain extent Most participants in the organised meetings knew little of SAICM and its objectives. Meetings and training sessions served to narrow the gap. Establishing the MSHF and co-ordinating activities with the Scientific Committee of the National Programme of Chemicals Management catalysed knowledge. Webinars proved useful to some participants, but others found it difficult to attend these. They preferred in-person training. The materials most appreciated were those related to Hazardous pesticides, GHS, LAB, LiP and illegal trade, as these had been translated into French. There was no specific preference for material from multilateral or academic organisations over NGO materials.

Component 1 (continued)	Not all participants had an equal knowledge of chemicals in general, or of SAICM specifically. CASE provided additional information via follow-up calls or improvements to documents when necessary. The content of documents was more important to participants than the person presenting the information. CASE served as organisers of and main trainers in sessions. COVID-19 made meetings and travel difficult and many participants were not comfortable with virtual interactions.
Component 2	Although there was some preparation, it is difficult to assess how successfully as the intersessional process was delayed. A key challenge was that government SAICM focal point personnel take on many roles and have heavy administrative burdens, and so this process was not their priority. Connectivity issues made attendance of meetings difficult for some, but materials sent out after the meetings helped stakeholders keep abreast. Online debate was valuable. Many stakeholders were not familiar with SAICM. Training materials were valued both in Côte d'Ivoire and by other francophone countries, especially Guinea, Benin, Togo and Senegal. CASE organised sessions, and facilitated the sub-regional debate. At times, CASE drafted or reviewed the position paper and national policies. Not being able to travel for face-to-face meetings, lack of connectivity, illness with COVID-19 and curfews because of unrest limited interaction and debate.





COUNTRY SUMMARY

ETHIOPIA

Environment	There was already a government structure responsible for chemical management, as well as laws. Some stakeholder showed a political will, while others did not. Generally, sound chemicals management was low priority and there was limited understanding of the issues. Workshops and training sessions were run to bridge that gap. It was possible to hitch to an already existing project dealing with lead acid batteries and scale up from there.
Obstacles	COVID-19 restrictions made face-to-face work hard. Stakeholders were generally reluctant to engage online, or had problems with connectivity. As a result, in-person events were arranged whenever feasible. Government restructuring meant that contact people changed often. Visits with new personnel were arranged wherever possible.
Key stakeholders	Government: The Environment, Forest and Climate Change Commission (EFCCC); other ministries; representatives from the private sector and academia; regulators; CSOs. Private: As there are no functioning private sector associations or available databases, finding the right private stakeholders was a challenge. CSOs: Various NGOs. ECO-Justice Ethiopia was only recently established, so it took time to find our footing. However, its novelty meant we were given a chance and to some extent facilitated success.
Roles and responsibilities	EFCCC took the lead and ECO-Justice Ethiopia facilitated. Other stakeholders played a participatory role.
Hierarchies	Hierarchies and status did not have any significant impact.
Final Role	ECO-Justice has taken on the role of facilitation, filling a gap that already existed.
Financing	Fund from government institutions was not forthcoming, meaning that the process was largely funded by CSOs, meaning that funds were not always consistent.
Component 1	Knowledge about SAICM 1100G was increased to a limited extent. There were already departments and laws for chemical management in place, but stakeholders willing and able to join online training and webinars were limited. In-person training with hard-copy materials was the most effective way to reach stakeholders. Because of a wide variation in English language proficiency, not all stakeholders could benefit from the materials equally.

Component 1 (continued)	To attempt to bridge the gap, materials content was explained in local languages in workshops and training sessions. Not all stakeholders could benefit equally from the training materials. Eco-Justice Ethiopia served as the main trainer at in-person sessions. COVID-19 limited opportunities to hold in-person events and meetings, especially in the early part of the project. Government participants were hard to engage with because of a lack of connectivity or lack of interest in online activities.
Component 2	Some preparation was done, but it was limited by the challenges already expressed. There is a SAICM focal point, but SAICM was low on the priorities list as other responsibilities took precedence. Stakeholders were generally not available to join online training sessions or webinars. To address this, in-person sessions were held where feasible. Not everyone was able to use the materials effectively. Where possible, these were explained in local languages. A significant challenge in achieving this component was internal conflict within Ethiopia, which had organisations as well as officials and individuals, preoccupied. As expected, ECO-Justice Ethiopia served as the main trainer, and acted as facilitator for online engagement. ECO-Justice Ethiopia also took on funding responsibilities.



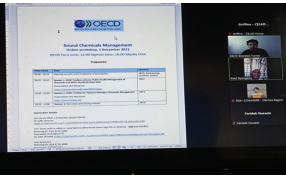


COUNTRY SUMMARY

KENYA

Environment	There was pre-existing knowledge, and positive political will, from three key government ministries: Environment, Health and Industrialisation. This meant that chemicals management could be mainstreamed in government budgeting and planning. The draft chemicals policy, initiated in 2009, envisaged the establishment of multi-sectoral co-ordination of the policy. The policy has not yet been gazetted. A UNEP-funded project supported the creation of a multi-stakeholder committee, and this provided an enabling environment for our project.
Obstacles	COVID-19 meant that face-to-face interactions were limited.
Key stakeholders	Government: Ministries of Environment and Forestry; Health; Agriculture; Trade, Industry and Enterprise Development; Finance. National Environment Management Authority; Pest Control Products Board; Water Resources Authority; Kenya Revenue Authority; Kenya Bureau of Standards; Government Chemist; Department of Occupational Health and Safety. Private Sector: Kenya Association of Manufacturers; Agro Chemicals Association of Kenya (CROPLIFE). Various NGOs.
Roles and responsibilities	The Ministry of Environment and Forestry and the Ministry of Health co-chaired the forum. They co-financed the MSHF through provision of secretariat functions.
Hierarchies	Hierarchies and status issues did not affect how the MSHF operated.
Final Role	CEJAD supported the Ministry of Environment in various activities.
Financing	There is no clear plan for the financing of the MSHF, especially after the UNEP-funded project ends. The chemicals and waste agenda is low on the list of environmental priorities.
Component 1	The goal was achieved in that the MSHF was established. This was facilitated by the existence of political will, multilateral environmental agreements and project finances. The genuine interest among stakeholders to increase knowledge and capacity was demonstrated through co-operation between members of the committee in identifying priorities and responding promptly to requests for information.

Component 1 (continued)	Stakeholders gained a lot of knowledge from training organised by OECD/IOMC. The online format remained a challenge as it limited participation and there were connectivity challenges. No differences were observed in the way in which participants could digest training materials. CEJAD facilitated some of the topics during MSHF meetings, and some of the activities of the forum. COVID-19 restricted participation and in-person meetings, which would have made the processes easier.
Component 2	The goal was achieved. There was already political will to achieve sound chemicals management. Kenya is already part to the various chemicals conventions. Multilateral agreements between departments that house chemical sections already exist. The UNEP-funded project meant that money was available to facilitate the process. OECD/IOMC training helped participants gain relevant information. Hierarchies and status did not impact on the activities of the forum.



CHALLENGES

Formation of national multi-stakeholder fora		
Côte d'Ivoire	Ethiopia	Kenya
It is necessary to meet key stakeholders in person if buy-in is to be achieved. Covid-19 made such meetings difficult. Political problems before and after the presidential elections in 2020 caused further postponements to meetings. The death of two prime ministers in the period (one in July 2020 and the other in March 2021) further exacerbated political instability and caused a delay in the establishment of the National Multi-Stakeholder Forum (NMSF). No government funds were made available and CASE had to fund the process.	Covid-19 restricted progress. Many stakeholders were reluctant to engage online, or often had connectivity issues. Institutions were being restructured by government in the period and this, along with human resource migration at some stakeholder institutions, hindered progress. Incorporating private stakeholders was difficult because of a lack of functional private sector associations and no proper database of companies. Internal conflict has stakeholders preoccupied with other matters.	Members of the committee seemed unclear of their mandates from the organisations that they represent and were therefore unable to confidently play meaningful roles on the committee. The lack of a fully-funded secretariat with adequate personnel and equipment made it difficult to properly coordinate the committee's functioning.

Capacity building of CSOs and multi-stakeholder fora members		
Despite the fact that CASE, having received the necessary input to be able to lead the debate on chemicals management, share information about capacity building with the members of NMSF and NGO partners, few attended the scheduled training. Reasons for this are: - Problematic internet connectivity - Clashes with professional obligations - Language barriers as meetings were largely held in English - Course materials not being read before meetings results in poor understanding.	Willingness by government institutions to commit funds for the running of the processes needed was lacking. This meant that funding came largely from the CSO sector, which poses challenges of sustainability.	

CONCLUSIONS AND RECOMMENDATIONS

Sound chemical management has not been given the priority it needs in the project countries. This is generally due to a lack of proper awareness and sensitisation among government ministries and agencies other than the focal ministries of the Chemicals Multilateral Environmental Agreements. However, there are already existing environmental regulatory institutions, tools and laws that can be harnessed to set up multi-stakeholder processes to support sound chemical management processes if ever they are rendered more operational. Financing of the multi-stakeholder forums as well as activities dedicated to chemicals and waste management remain a big challenge, undermining the sustainability of the multi-stakeholder approach in promoting sound chemicals and waste management.

The project clearly highlighted the role of SAICM in addressing the challenges faced by countries trying to address chemicals and wastes not covered by others conventions, as well as the need for another instrument / agreement which will reflect the OOGs and their strengthening at certain points. The project produced excellent resources that have been made available online and can be utilised for information, knowledge exchange and training tools.

Recommendations

- 1 All stakeholders (government, private sector and CSOs) should be made aware of and sensitised to the chemicals and waste MEAs. This process can start from one-on-one meetings with stakeholders and grow into workshops with multi-stakeholder participation.
- 2 The media should be involved in this process to reach a wider audience and make especially government stakeholders more responsive. This momentum can be a catalyst for governments to secure more funds to address chemicals and waste issues.
- 3 Existing laws and tools for setting multi-stakeholder forums should be harnessed by examining existing infrastructures that can be utilised to support such endeavours. Beginning by working on issues that are already prioritised by stakeholders and building from that can be productive.
- 4 National laws and regulations that impact on chemicals management should be made fully effective – laws, decrees, orders, decisions, regulations and so on put in place – so that established structures are working efficiently.
- 5 Any similar processes or committees that have been initiated for similar purposes in the past should be acknowledged. Coordination among responsible stakeholders can be a challenge that can be overcome by such a process.
- 6 Future projects should make use of the excellent resources that were assembled on the project website. These can be accessed at <https://safechemicals.africa/>.
- 7 The collaboration between entities inside the national multi-stakeholder forums and the partners that support the training is a frame to be explored and consolidated at national / regional level to consolidate the members' knowledge and shape the actions implemented at ground level in regards to chemicals and waste management.
- 8 Whenever possible, it is preferable to plan for in-person events rather than online ones, as these generally proved to be more productive.
- 9 It is also good to have capacity-building workshops with local expertise involved to give language and contextual interpretation for participants. This approach can help better the utilisation of the resources provided on the project website.
- 10 In continuation with the post SAICM work, the national multi-stakeholder forum could serve as an advisory committee for an existing or to be created institutional body to make it work efficiently through the negotiation process to the implementation of a new instrument.

Thanks and Acknowledgements

Cover photographs: During unrest in South Africa in July 2021, the UPL chemical factory in Durban North was set alight and toxic chemicals flowed into rivers and onto beaches, killing marine life. The photograph of the burned-down factory was taken by Tony Carnie, and the picture of the dead fish in the background was taken by Ben Carnie.

Links to further information



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Main project website with links to a wide variety of training courses, webinars and information



Webinar: Highly Hazardous Pesticides (HHPs) – a global challenge



Industrial Chemicals Management - IOMC Toolbox. The recording of the session and all presentations shared during the webinar can be accessed [here](#).



on-line learning courses on the Strategic Approach to International Chemicals Management



Due to their particular hazardousness and global significance, highly hazardous pesticides (HHPs) are a priority topic under SAICM.



Transparency or “right-to-know” is a fundamental concept in protecting public health against exposures to toxic chemicals.



Nature offers many solutions to reduce the impacts of disasters and climate change, such as protecting forests on steep slopes.



A series of tutorials designed to increase the knowledge of civil society organisations (CSOs), national and regional decision-makers on how to systemically work toward the realisation of SAICM’s core elements.



The overarching purpose of the global minimum transparency standard (GMTS) is to achieve an equal level of access to information about the presence of the most hazardous chemicals in products, irrespective of country, and within and outside the supply chains for the products.