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NOTE ON THE AFRICAN STOCK PILE (ASP)

FOR THE CLEAN UP OF OBSOLUTE PESTICIDES IN AFRICAN COUNTRIES

(Prepared by the World Bank)

EXECUTIVE SUMMARY

The urgent clean up of stockpiles of obsolete pesticides and associated waste, and the prevention of further accumulation of these materials in countries across Africa requires a coordinated, multi-stakeholder approach.

The Challenge. Virtually every African country has a stockpile of obsolete pesticides and associated wastes that have been accumulated over periods as long as 40 years. These pesticides pose serious threats to the health of both rural and urban populations and contribute to land and water degradation. The stockpiles are made up of mixtures of POPs (covered by the Stockholm Convention) and other toxic pesticides and associated contaminated materials. An estimated 30% of the waste materials are believed to be Persistent Organic Pollutants (POPs), a new international and GEF concern under the Stockholm Convention. In nearly a decade of activity less than 5% of the estimated stockpiles have been disposed of and they continue to accumulate. Only three of the fifty-three African countries are thought to be entirely clear of obsolete pesticide waste. In addition to the above it is particularly important to address this problem because (i) available data show the problem is widespread in Africa, (ii) there is limited capacity to address the issues, and (iii), despite some early efforts, the problem continues to worsen.

New funds are required for clean up and prevention to help bring about a rapid and sustainable solution. It is estimated by FAO that a total of approximately $250 million will be needed for total clean up of all pesticides and to establish adequate prevention measures.

A multi–partner Steering Group including international and African NGOs, regional intergovernmental organizations and multilateral agencies, as well as the private sector and industry representatives is working to establish an "Africa Stockpile Program" (ASP) framework for rapid response to country-driven initiatives requesting clean up and preventive action on the ground. Preparation of the framework for action is being supported by members of the steering group and multilateral and regional organizations.

The African Stockpile Program. The key principle of the ASP is to *clean up* stockpiled pesticides and pesticide contaminated waste (e.g. containers and equipment) in Africa and to assist in building the *necessary capacity* and institutional strength to ensure sustainability of the results by *preventing* a recurrence of the problem through a multi-stakeholder partnership.

ASP activities are expected to fall primarily in three areas:

- Inventorying, disposal and/or destruction of stockpiled obsolete pesticides and associated contaminated materials and soil;
- catalyzing the development and implementation of appropriate prevention measures; and,
- capacity building and institutional strengthening to prevent future accumulation of these materials.

A phased program. These objectives will be achieved through a phased long-term program (10-15 years) that is expected to be implemented in three tranches, starting with a limited pilot tranche of 3-4 years, in conjunction with the initiation of capacity building to prevent re-occurrence of the problem once addressed. All African countries will be eligible for program funding. The program will adopt: (i) criteria for the selection and timing of country participation; (ii) expedited approval procedures; and (iii) verifiable benchmarks and monitoring indicators for the overall program between phases. It will be implemented through a "strategic partnership" financing and execution modality, involving multiple stakeholders and partners. The proposing country would identify country-wide projects for

clean up of existing wastes and prevention of recurrence. Eligible projects would be prepared and appraised under standard procedures before being submitted for expedited approval.

The ASP framework will help ensure full coordination of effort across the continent, and to help catalyze a wider group of stakeholders and interested parties. The key elements of the framework approach will be: (i) the up-front approval of funds and commitments by donors to establish a predictable envelope of grant financing for beneficiary countries and co-financiers to access; (ii) the bundling together of critical investment needs to promote higher political visibility and interest; and (iii) a design framework that takes advantage of existing expertise and on-the-ground learning to replicate and transfer investment experiences throughout the African continent. The ASP will help leverage additional resources from multilateral, bilateral, private sector and foundation resources. Partners would include financing institutions and specialized executing agencies and efforts are being made to fully engage NGOs and the private sector.

The Global Environment Facility, given its role as the interim financial mechanism for the Stockholm (POPs) Convention, is being approached to support the ASP by providing additional dedicated funds that would allow for its development and implementation. In addition to direct health and environment benefits, global benefits are also expected to accrue in two other GEF focal areas – biodiversity and international waters – and related to the cross-cutting issue of land degradation.

Background

Obsolete Pesticides: The Problem and Global Significance

1. During the last 40 years, the use of certain chemicals exhibiting adverse effects to both human health and the environment grew dramatically and awareness about the negative impacts of Persistent Organic Pollutants (POPs) has increased over time. Some of these substances are pesticides, while others are industrial chemicals or unwanted by-products of industrial processes or combustion. All persist for years - even decades - before breaking down and travel great distances through various media from their point of origin. These highly stable compounds circulate globally through a repeated process of evaporation and deposit, and are transported through the atmosphere and the oceans to regions far away from the original source. They accumulate in the tissue of most living organisms, which absorb POPs when they eat food, drink water or breathe air. They poison humans and wildlife; for wildlife, the effects of POPs exposure are already well documented. They include birth defects, cancers and dysfunctional immune and reproductive systems. For example, marine mammals such as the common seal, harbor porpoise, bottle-nosed dolphin, and beluga whale have suffered large population declines after being exposed to these pollutants. For humans, the weight of evidence suggests that some POPs may have serious health effects. These effects seem to parallel those found in wildlife and may include cancers, birth defects, fertility problems, a greater susceptibility to disease, and even a diminishing of intelligence. Especially vulnerable are fetuses and infants, exposed to POPs (mainly pesticides) via the placenta, breast-feeding, and other pathways during the early years of human development. The evidence of detrimental effects on living organisms at the level of entire populations demonstrates that these substances are a threat to biodiversity, and even have potential for disruption at the ecosystem level.

The Situation in Africa

2. For the continent of Africa, the POPs pesticides in particular pose a considerable threat. Due to poor pesticide management practices and the imposition of bans in the use of particular chemicals, virtually every African country has a *stockpile of obsolete pesticides* and associated wastes that have been accumulated over periods as long as 40 years and are often in a severely deteriorated condition and thus pose serious threats to human health and the local and global environment (land and water pollution, marine environment, habitats of wildlife). Obsolete pesticide stockpiles exist in all of the 53 Countries of Africa; they are generally a mixture of different pesticides, some 30% of these are thought to be POPs and fall under the new Stockholm Convention on POPs[1]. If the organo-pesticide mix is incinerated under less than sub-optimal conditions, additional POPs may also be produced (dioxins, furans and HCBs). Most of the countries in Africa lack adequate technical, institutional and financial capacity to create the necessary regulations and associated infrastructure including enforcement, and to properly manage the clean up of contaminated wastes/sites and destroy obsolete stocks of pesticides in an environmentally sound manner. In particular, they suffer from weak import controls, inadequate storage and stock management, a lack of training and education on appropriate pesticide use. There is also widespread misuse of pesticides.

3. In 1994 FAO established a program on prevention and disposal of obsolete pesticides. This program aims to produce an inventory on obsolete pesticides stocks in every African country, and thus provide an established set of data acceptable to African countries and other stakeholders (including the pesticide industry) which could be used as the basis for a strategic clean-up program. It is now known that approximately 50,000 tonnes of obsolete pesticides as well as tens of thousands of tonnes of contaminated soil are stockpiled in African countries and progress in taking effective remedial action has been slow, due mainly to lack of funds.

[1]/ Current POPs Convention pesticides: Aldrin, Dieldrin, Endrin, Chlordane, Heptachlor, DDT, Mirex, Hexachlorobenzene and Toxaphene

4. FAO's data give a rough estimate[2]/ of what has been spent and what is actually needed to finish the clean-up (not prevention) of existing and known stockpiles of obsolete pesticides. The clean-up of approximately 50,000 tonnes is expected to cost in the order of US$150-175 Million. Another US$50-75 Million will likely be required to ensure sustainability via establishing prevention programs. Despite a number of clean up activities spanning nearly a decade, less than 2,500 tonnes of obsolete pesticides have been disposed of and only three African countries are thought to be entirely clear of obsolete pesticide waste (Gambia, Seychelles and Zambia).

5. Efforts have been made in recent years to improve control over pesticides in many African countries, including Integrated Pest Management (IPM): the careful consideration of pest control techniques that discourage the development of pest populations and keep pesticides and other interventions to levels that are economically justified and reduce or minimize risks to human health and the environment. In addition, some countries have developed regulation, centralized purchasing systems, and controls for illegal dumping of unusable pesticides but much remains to be done. Pesticides are still becoming obsolete and stockpiles continue to grow.

6. The continuing stockpile presence and accretion together with the lack of remediation, makes the problems acute. Contributing to the problem is the fact that the removal of old and obsolete chemicals (even toxic and dangerous ones) is not generally considered a priority development issue. Both recipient countries and donor agencies are often reluctant to divert funds allocated to poverty alleviation, food security or other elements of sustainable development to this issue of environmental, social and economic risk reduction and waste disposal. A strategic programmatic approach for the African continent, bundling activities and efforts from the international community as well as the provision of additional funds dedicated specifically to pesticide / hazardous waste management and environmentally sound disposal are therefore urgently needed.

Stockholm Convention on Persistent Organic Pollutants (POPs)

7. The Convention on (POPs) was signed in Stockholm, Sweden, May 23, 2001, by 91 countries (and one regional economic integration organization) with wide geographic distribution and representing a very high level of political commitment to move towards ratification. The Stockholm Convention was the culmination of many years of activity aimed at improving information on toxic and hazardous materials, making transportation safer, and reducing or eliminating their use. The Stockholm Convention (Article 6) addresses the identification and management of POPs waste and sets out obligations including: the reduction or elimination of the import, export, manufacture, use and the offering for sale of the pesticides Aldrin, Chlordane, DDT, Dieldrin, Endrin, Heptachlor, Hexachlorobenzene, Mirex, Toxaphene, and the industrial chemical, PCBs; restrictions on the production and use of DDT (temporary exemption being for DDT use for malaria vector control), PCBs (exemption being PCB-containing transformers in use); and, the development of management plans with a view to minimizing releases of by-product POPs (dioxins and furans) from destruction and industrial processes.

8. After the Convention enters into force Parties are required to develop national implementation plans (NIPs) and submit them within two years. These plans will essentially consist of inventories and a comprehensive management plan. Almost all countries will need to develop environmentally sound programs to clean up their POPs pesticide stockpiles. The Convention notes that "in many regions, particularly in the developing countries, society still lacks appropriate and adequate

[2]/ When detailed inventories are carried out the figures inevitably prove to be higher. In view of this, FAO continues to update the database as new information emerges.

destruction facilities and the costs associated with providing them may be greater than what the region can afford without technical assistance."

Related Conventions

9. ***The Basel Convention*** on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal was concluded in Basel, Switzerland on March 22, 1989. It entered into force in May 1992. 146 Countries have now ratified the original Convention including 22 of the 53 African countries. The focus of this Convention is to control the movement of hazardous wastes and to ensure their environmentally sound disposal. The parties to this Convention recognize the serious problems posed by stockpiles of unused and unwanted chemical products which, as a result of their obsolescence, are now considered wastes; especially obsolete pesticides. As noted, at a Ministerial level meeting held in Rabat, Morocco in January 2001, African countries declared their intent to work with other interested parties from all sectors of civil society to, over the next ten or so years, rid all 53 countries of Africa of these stockpiled hazardous wastes.

10. The Program of Action is to enhance the capacity of the region to:

- prevent the future accumulation of unwanted stocks of pesticides, including DDT, PCBs and used oils;
- dispose of existing stocks of unwanted pesticides, PCBs and used oils in a manner that is environmentally sound and socially and economically acceptable;
- consolidate a partnership with all stakeholders in view of the coordinated implementation of the activities related to the environmentally sound management of unwanted stocks of pesticides, PCBs and used oils;
- strengthen existing logistical and financial approaches, and pursue alternative and innovative approaches at the national, sub-regional, regional and global levels, to prevent and dispose of unwanted stocks of pesticides, PCBs and used oils.

11. ***The Bamako Convention*** on the Ban of the Import into Africa and the Control of Transboundary Movement and Management of hazardous Wastes within Africa was adopted on January 30, 1991 in Bamako, Mali. The Convention was created in response to the growing threat to human health and the environment in the region posed by the increased generation and the complexity of hazardous wastes and a sense that the most effective way of protecting human health and the environment from the dangers posed by such wastes is the reduction of their generation to a minimum in terms of quantity and/or hazard potential.

12. ***The Rotterdam Convention*** on the Prior Informed Consent Procedures for Certain Hazardous Chemicals and Pesticides in International Trade (PIC) evolved in response to concerns about the dramatic growth in chemical production and trade during the last three decades and the associated risks posed by hazardous chemicals and pesticides. The Convention was adopted and opened for signature in Rotterdam on September 8, 1998. The objective of this Convention is to promote shared responsibility and cooperative efforts among Parties in the international trade of certain hazardous chemicals in order to protect human health and the environment from potential harm and to contribute to their environmentally sound use, by facilitating information exchange.

13. ***The Montreal Protocol*** aimed at the elimination of ozone depleting substances has demonstrated useful lessons, especially the design and implementation of country or sector level strategies which combine capacity building, regulatory and legislative development and disposal activities.

14. ***The Convention on Biological Diversity*** is also highly relevant due to the risks of inherent persistence, toxicity and bio-accumulation posed by obsolete pesticides, and in particular the POPs component. They can impact adversely on plant life, wildlife, marine life, domestic animals and humans. POPs are known to hyper-accumulate in some plant species and affect generic flora and fauna diversity. POPs can travel very long distances and move upwards in the food chain to remote areas of the globe.

Development of the ASP Initiative

15. In the 1980's, Africa had the unfortunate distinction of being a dumping ground for hazardous waste. The continent fell victim to several trans-shipments of hazardous wastes that captured the headlines. Africa responded rapidly to the threat of such wastes. Throughout the Basel Convention negotiations the African States and the African Union (AU) called for bans on such practices noting that Africa contains many of the world's most impoverished countries that require protection via concerted international action. Africa has been recognized as a priority area for assistance in this regard and more generally by several development agencies.

16. As described above, the FAO Obsolete Pesticides Program has gathered preliminary data on stockpiles of obsolete pesticides for most African countries where there have been isolated clean up programs in a number of countries. Action to date has involved a number of multilateral agencies, several donor countries including Canada, Germany, Netherlands, UK and Denmark, NGOs and in a few isolated instances, the private sector. As noted, during this same period, the African countries made clear their intent to confront the obsolete stockpiles issue at a meeting of Ministers and other heads of delegations to the Parties to the Basel Convention (see Declaration and Program of Action, Annex B). The January 2001 meeting and its adoption of the program of action illustrates the strong support of countries in the region to taking actions on the clean-up of obsolete pesticides. Other activities have included FAO's consultations with governments on related issues; decisions arising from the Conferences of the Parties to the Basel, Rotterdam and Bamako Conventions, UNITAR's training and capacity building in the areas of chemicals and waste management especially guidance on the creation of national chemical profiles and action plans; UNEP Chemicals supported case studies and workshops (e.g., Mali 1997 and Zambia 1998); and FAO's Baseline Study on the Problems of Obsolete Pesticides.[3]/

17. In recognition of the priority accorded to Africa and need to make a more concerted effort, a group of regional and global NGOs, intergovernmental organizations, and multilateral agencies have been working over the past year to develop a multi-stakeholder "African Stockpile Program" (ASP). The NGOs participating, WWF, PAN-UK, and PAN-Africa, have played a major catalytic role in efforts to raise awareness and promote actions to tackle the problems. Other partners in this process include the AfDB, the Basel Convention Secretariat, FAO, UNEP Chemicals, UNIDO, and the World Bank. The private sector is also a key player and the pesticide industry is represented by Crop Life International (CLI, formerly Global Crop Protection Federation (GCPF)). The regional Africa bodies UNECA and AU are also involved. The World Bank, as a GEF Implementing Agency, has been asked to coordinate and help lead the development of the ASP under the leadership of a multi–partner Steering Group, with financial support from the GEF and other donors. (Annex 1 summarizes the current partners' involvement in the pesticides area and the competencies they can bring to the ASP).

18. This group has been working closely, cooperatively, diligently over the last twelve months with a view to: formulating and defining the objectives and concept for an African Stockpile Program (ASP). Much has already been accomplished and key steps in the development of the ASP program through the multi-stakeholder group include:

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[3]/ Baseline Study on the Problem of Obsolete Pesticide Stocks, FAO, 2001.

- A meeting of the core working group (December 6-10, 2000, which took place in Johannesburg, South Africa, during the INC 5 meeting) to initiate development of the program concept, and more specifically, to explore the nature of the required partnership, related issues and required next steps.
- A series of meetings of the core working group took place in Rome, Italy, February 14-15, 2001, Washington, USA, April 2-3, 2001 and during the Stockholm diplomatic conference in May 22, 2001 to consider the scope of the problem; the opportunities; to assess the likely costs associated with a "clean sweep," funding, program design, program execution, monitoring and evaluation, the required prevention/capacity building requirements; the various technologies, timeframe; and, governance considerations.
- A recent meeting of core working group in London, UK, October 2-3, 2001, to establish core principles for the development of a multi-partner "Strategic Partnership" and to plan and initiate next steps in preparation process.

Program Description

Objectives and approach

19. No single country or agency has yet been able to cope with the problem of obsolete pesticides in Africa. The threats posed by these obsolete pesticides are clearly local, regional, continental and global in scope and will need to be addressed on a continental basis in harmony with the emerging global Convention on POPs. The historical country-by-country approach in dealing with this issue, relying on international development funds, slows progress due to the need for each country to seek funds, develop project proposals and deal with international agencies, contractors and other relevant bodies individually. A continental program delivered in partnership with international organizations, NGOs and regional partners would help to reduce or overcome many of these obstacles by building on shared experience, cooperation, economy of scale and synergy between actors. Such an approach should lead to cost-effective, timely and sustainable implementation of obsolete pesticide clean-up and prevention activities.

20. The **objective** of the "African Stockpile Program (ASP)" will be to:

- clean up all 53 African countries of currently stockpiled obsolete pesticides;
- dispose of associated wastes (contaminated containers/heavily contaminated soils); and,
- establish, where necessary, prevention programs (enabling / capacity development /institutional strengthening) to ensure that the problem is remedied in a sustainable manner thereby protecting the environment and human health from POPs.

21. **Approach**: Consistent with the POPs Convention obligations, the ASP envisions a program that includes:

- creation of awareness, public education and outreach;
- creation of, or enhancing capacity for, the safe management of pesticides;
- inventory/data base refinement or creation (for the stockpiled obsolete pesticides and the obsolete pesticide contaminated sites);
- storage, transport and disposal, consistent with the hierarchy of approaches required in Article 6(d)(ii) of the Stockholm POPs Convention, of all of the obsolete stockpiled pesticides; and,
- the development of prevention programs that will preclude future stockpiles of obsolete pesticides.

22. The ASP, which may require 10 or more years with a total budget of approximately US$250 million, is expected to be implemented in a series of tranches followed by sub-regionally-based program expansion. Funding will come from numerous sources.

- The first tranche, implemented over the first few years, would be an expedited program to clean up perhaps 4-7 countries of their obsolete pesticide problem (stockpiles and pesticide contaminated wastes) and build the necessary prevention programs so as to preclude any similar problem reoccurrence. This first phase would also serve to develop and test the modalities, guidelines, operating procedures etc., including those related to prevention programs and sustainability;
- This would be followed in perhaps three years by a second tranche that would address a much larger number of countries; and,
- The final tranche, or program expansion, would address all of the remaining countries.

23. The ASP would be a "Strategic Partnership" approach, aiming to increase the capacity to deliver timely and quality activities while expanding upon the opportunities to co-finance and mobilize additional finances. The principal stakeholders involved since the beginning of the process are expected to continue to play key roles in developing and implementing the program. The fully developed ASP will provide the details applicable to the partnership arrangements for delivering this project. Key elements of this approach include:

- Coordination among partners and within each agency's own programs according to their comparative advantage;
- Regional focus and phased approach to ensure that cost-efficiencies from economies of scale and streamlined execution are taken advantage of throughout design and implementation;
- A pre-approved set of criteria for the various program phases/tranches to allow for a cost-effective, holistic approach through "bundling" of activities to cope with identification and clean-up of obsolete stocks as well as the necessary prevention activities crucial to the sustainability of the clean-up. This approach will also promote higher political visibility and interest;
- Approval of funds "up front" to produce a predictable envelope of grant financing for beneficiary countries and co-financiers to access;
- A design framework that takes advantage of "on the ground" learning to replicate and transfer investment experiences throughout the continent. The ASP will be designed to take advantage of the existing knowledge, diverse experience and access to funds represented by the wide range of partners involved;
- A steering group comprised of a balance between African country representatives, IGOs, NGOs, industry and donors will guide the program, especially during its development phase and ensure that it builds on existing initiatives and programs. A proposed governance mechanism for a Strategic Partnership framework would be developed during preparation to assist in program design and implementation. During preparation, the roles and responsibilities of the different stakeholders will be determined for the ASP initiative as well as for the sub-projects on a case-by-case basis.

Role of African Countries and Regional/sub-Regional Organizations

24. Most African countries have participated in FAO and UNEP awareness-raising workshops addressing the prevention and disposal of obsolete pesticides. As a result of FAO intervention most countries have completed preliminary inventories and with its guidance these are being continually

updated. FAO has also supported several countries in formulating project proposals for cleanup operations and in a number of cases those projects have been funded and executed with FAO support.

25. In addition to these and other previous capacity building activities, each party to the Stockholm Convention on Persistent Organic Pollutants (POPs) will designate a national focal point. The majority of African States have already identified to UNEP interim focal points. These units are likely to play a key role in the execution of the ASP and provide a center for sub-regional and country-level coordination of the program. Countries have shown their commitment, as well, through signing of the "Rabat Declaration on the Environmentally Sound Management of Hazardous Wastes" and its Program of Action which communicate the urgency of this issue and the continent-wide commitment to addressing it on the highest political level.

26. To tap into this commitment, the informal steering group of the ASP has included agencies such as the AU, UNECA and AfDB. The intent is to involve the AU Secretariat and sub-regional organizations (e.g. ECOWAS, SADC) and others in project design and implementation. The AU has been actively engaged in the ASP program design to date and will provide the liaison link with various sub-regional organizations and act as the vehicle for securing further country commitment to this program.

27. At the national level, project activities will be country lead/driven under the leadership of the appropriate governmental agency. Extensive public consultation and stakeholder involvement are seen as key elements in project execution. There will be consultation and involvement from relevant and local NGOs, CBOs; the private sector; representatives of relevant government owned enterprises; representatives of the scientific and academic communities; and all other relevant stakeholders. This consultation and involvement will, among other things, help in the refinement (where necessary) of the existing obsolete pesticide inventories and local clean-up priorities; and national work plan preparations. Provision will be made to extend technical assistance, consultation, and training to country-based NGOs, CBOs, and other elements of civil society as required.

Proposed Criteria for Eligible Activities

28. All 53 countries will be eligible for program funding, but the ASP will be phased over a number of years. Priorities among countries for the first tranche could be established using the following criteria: (i) signing and/or ratification of the relevant Conventions (especially POPs, Rotterdam and Basel); (ii) existing stockpile size and composition; (iii) availability of data in stocks and inventories; (iv) level of risks posed to both human health and the environment, (v) the need for experience within different regions/sub-regions; (vi) the need for a designated sub-regional "hub(s)" to facilitate implementation and transfer of lessons learned for subsequent tranches. Additional criteria may include the level of country awareness and commitment to the issue; existing capacity or needs; commitment of counterpart contributions; and existence of on-going programs, such as the development of National Implementation Plans.

29. The focus of this program is to clean up Africa of these stockpiled pesticides and pesticide contaminated waste (containers etc) and to assist in building the necessary capacity or institutional strength to ensure sustainability of the results by preventing a reoccurrence of the problem. Activities are expected in all three of these areas: stockpiled waste disposal/destruction; waste containers/heavily contaminated soils disposal/destruction; and capacity building and institutional strengthening. These may not be separate projects but components of individual projects in order to address the problems holistically. Otherwise, there will be a risk of incomplete implementation (e.g. disposal without prevention). Four types of activities will likely be deemed eligible for funding:

- data collection/refinement; site identification; waste quantification; priority setting;

- collection, transport en route;
- capacity building / institutional strengthening for prevention and waste minimization programs; and,
- environmentally sound disposal of the obsolete pesticides and associated waste.

30. Disposal presents a unique set of challenges. Historically, the majority of obsolete pesticides disposed of from Africa have been shipped to Europe for destruction via high temperature, long residence time incinerators. The flow of this waste has been slow and its shipment has always been in compliance with Basel Convention requirements with respect to hazardous waste movements. Similarly, destruction has been carried out in licensed facilities with the capacity to treat imported wastes. Once the ASP commences implementation, a much higher flow of waste is expected. For example, instead of 2,500 tonnes over 10 years (the flows to date), up to 5,000 tonnes would need to be disposed of each year to meet a 10-year target for cleaning up Africa. Such an increase in demand is likely to create opportunities for exploring new and improved ways of disposal in Africa.

31. However, the construction of hazardous wastes disposal facilities (incinerators) is seen by many African Governments as posing a number of problems, namely:

- given economies of scale a newly constructed facility would need to import hazardous wastes to operate efficiently with implications for transport and storage
- disposal of highly concentrated residues presents another set of challenges
- poor management and monitoring of the facility could result in (e.g., air-borne) pollution
- investment in such a facility might slow investment in upstream waste-minimization solutions
- Transfer of polluting industries to developing countries may be seen as contrary to the spirit, philosophy and intent of the principles of the Basel Convention, and a way to by-pass the Ban Amendment adopted by the Parties at Basel Convention COP3 (DIII/1).

32. No African country, to date, has expressed its willingness to host a regional hazardous waste treatment facility that could/would accept waste from other African countries. Through the ASP, there may be opportunities for the development of disposal technologies that do not produce other POPs byproducts. A UNIDO/UNDP GEF project will pilot and demonstrate non-incineration (e.g. bioremediation) POPs destruction technology in developing countries. This may offer the promise of technology attractive to one or more African countries as a regional facility, thereby responding to concerns raised by African countries, provided that such projects are economically viable, socially acceptable and environmentally sound.

33. The anticipated ASP program scope covers several elements of countries' obligations under the Stockholm Convention on POPs, but destroying obsolete pesticide stockpiles is one element of a broader set of issues related to hazardous waste management. As currently envisioned, the ASP will not cover the implementation plan obligations relating to PCB, dioxins and furans. Whether or not to undertake any waste-related activities under the auspices of this program (ASP) with respect to PCBs could be assessed during preparation and/or on a case-by-case basis during ASP implementation where operational considerations suggest that mixed pesticides/PCB stockpiles might best be dealt with together.

Technology/Product/Process-Related Criteria

34. Such criteria will be established to ensure consistency with the hierarchy of approaches required in Article 6(d)(ii) of the Stockholm POPs Convention:

- Selection of destruction/disposal technologies that when utilized to dispose of these polluting and hazardous waste stockpiles will not create, or will reduce to the lowest possible level, other forms of pollution;
- Reduction of emissions via the utilization of more environmentally appropriate and cost effective replacement products or process technologies;
- Application of best available techniques to address these by-product emissions.

Monitoring, Evaluation and Audit Benchmarks of the ASP

35. Each project financed within the framework of the ASP, must include monitoring, evaluation and audit considerations (performance measurement) as an integral part of the project design. Similarly, the overall program design will incorporate monitoring, evaluation and performance measurement as an integral part of the design. This will require the establishment, with the countries and regional organizations involved, of performance measurement criteria that will provide the basis for taking decisions with respect to project termination, completion, expansion etc. It will also be used as the basis for determining the state of readiness for moving to the next tranche and impact upon the design of future program initiatives (lessons learned).

Lessons Learned under other Conventions

36. Lessons learned from the experience gained to date under the existing chemicals conventions and institutional programs will serve as a basis for the ASP program design. In particular ASP will:

- Focus on capacity building on the distributor/pesticide user and ecosystem managers;
- Recognize and capitalize on the crucial role of local governments and community organizations to organize, promote, monitor and even assess implementation;
- Utilize existing institutional structures to organize project activities and deliver outputs; and,
- Help develop market incentives, legislation and/or regulatory frameworks to promote prevention.

Rationale for Global Environment Facility Support

37. The involvement of the GEF in addressing these global contaminants started in 1995 and was demonstrated through its Contaminant Based Operational Program 10 under its International Waters Focal Area. At present, a few GEF pilot projects under OP 10 have focused on poorly addressed contaminants. These pilots have: utilized demonstrations to overcome barriers to adoption of best practices; addressed waste minimization strategies and pollution prevention measures; fostered innovative policies and the use of economic instruments; targeted technical demonstration and supported capacity building projects; and, promoted private sector involvement to leverage needed investments .[4]/ The new draft cross-cutting GEF OP 14 on POPs aims to achieve multiple global benefits in the area of transboundary contamination of water-bodies, the conservation of biodiversity and the prevention of land degradation.

38. The GEF's initial assistance for Enabling Activities will support the preparation of National Implementation Plans (NIPs) within the first two years of the Stockholm Convention's entry into force. The ASP conforms with these enabling activities and interim arrangements in particular through *the establishment of multi-country, donor, institutional and stakeholder commitments to implement expected baseline and additional actions*.

[4]/ GEF Portfolio includes the following projects (i) Regionally Based Assessment of Persistent Toxic Substances (UNEP), (ii) Reducing Pesticide Runoff to the Caribbean (UNEP), (iii) comprehensive Action Program to Phase out DDT and Reduce the long term effects of Exposure in Mexico and Central America (UNEP), (iv) Assessing National management Needs of Persistent Toxic Substances (UNEP).

39. Beyond this, the GEF, given its role as the interim financial mechanism for the Stockholm (POPs) Convention, is being approached to provide additional dedicated funds that would allow for the development and implementation of the ASP. The ASP is being designed to enable African countries to deal with the obsolete pesticides problem without having to drain or divert their existing, limited development funds. It is estimated that up to 30 percent of the costs (i.e.$75 million over 10 years) would be eligible for funding by the GEF as this is representative of the approximate percentage of POPs in the mix of obsolete pesticide stockpiles.

40. Consistent with the GEF O.P. 10 and 12 and the draft GEF OP 14, the ASP will include cost-shared incentives for leveraging government, private sector, and donor action to achieve implementation in Africa. The GEF is expected to play a key role in leveraging additional funding within the overall financing framework of the ASP. As described in earlier sections, the ASP would aim for approval of funds "up front" to produce a predictable envelope of grant financing for beneficiary countries and co-financiers to access. Through a process of established criteria the aim would be to facilitate approval, through a delegated GEF CEO authority for (sub)-project(s).

Preparatory Activities and Next Steps

41. Preparatory activities have already started as indicated above. In order to maintain the momentum established to date, following the approval of a Concept Note by the GEF CEO in July 2001, the GEF has been requested to provide support through a PDF, and the process is expected to move along the following lines:

- PDF-B request for $300,000 was submitted to the GEF in early November 2001.

- PDF-B activities will focus on the preparation of a framework ASP. These activities will consolidate, reinforce and promote the vision through the Strategic Partnership process and will:

    - Establish the baselines and develop the basis for decision making (criteria);
    - Define technical and country-specific program considerations for preparation of projects;
    - Design the institutional and other coordination and sub-project expediting arrangements;
    - Develop the management systems;
    - Develop the performance measurement and monitoring systems;
    - Develop the accountability regimes;
    - Raise awareness through the media and other channels;

- PAN-UK and WWF will facilitate and coordinate these activities under guidance and with the active involvement of the WB as Implementing Agency and the steering committee partners. Meetings, round-tables and other means will be used to develop the proposals and identify co-financing and other resources necessary for effective implementation of the ASP.

- The World Bank will aim to present the framework program brief together with an initial set of projects for the first tranche to the GEF and other co-financiers during 2002.

ANNEX 1

THE INITIATING PARTNERS

The following are the Partners that are currently most actively involved in the development of the program or that are expected to participate. Additional partners are being actively sought and the respective roles of the partners will be worked out during the definition of the program.

INTERGOVERNMENTAL ORGANIZATIONS:

The **African Development Bank (AfDB):** The African Development Bank is the premier financial development institution of Africa, dedicated to combating poverty and improving the lives of people of the continent. It is engaged in the task of mobilizing resources towards the economic and social progress of its Regional Member Countries.

The **African Union (AU) (**formerly the Organization of African Unity, OAU): The AU is anticipated to be the forum for discussing and receiving advice on the overarching and strategic aspects of the program. It will also be the vehicle through which country "buy in" on a broad scale will be achieved.

The **Basel Convention Secretariat (SBC**) is a key player due to its responsibilities regarding the transport, storage and destruction / disposal of hazardous wastes (including obsolete pesticide). It has a special concern that African countries be dealt with effectively and in accordance with the requirements of the Basel Convention and guidance related to it. In January 2001, the SBC organized a continental conference in Rabat, Morocco where the issue of obsolete pesticides, POPs and other hazardous waste matters was discussed and a "Program of Action" agreed. The SBC is a key partner in the implementation of the Convention on POPs especially regarding the transboundary movement and sound disposal of wastes. The SBC also operates several regional centers (Egypt, Nigeria, Senegal and South Africa) that will likely serve as project delivery nodes.

The **Food and Agriculture Organization (FAO)** is a lead organization dealing with obsolete pesticides in developing countries. Its work has been invaluable in raising awareness, quantifying, facilitating and managing operations. The FAO Obsolete Pesticides Program has been running since 1994. FAO led activities on obsolete pesticides include:

- Organizing and running workshops and consultation meetings to raise awareness and generate action on obsolete pesticides in affected countries and regions;
- Publishing guidelines on prevention and management of obsolete pesticides;
- Initiating and coordinating completion of national inventories of obsolete pesticide stockpiles;
- Initiating and formulating disposal projects for FAO member countries;
- Supervision, monitoring and follow up of disposal and prevention operations in the field; and,
- Public outreach to raise awareness of the problems of obsolete pesticides globally.

In addition, FAO has initiated the formation of a *tripartite facility on obsolete pesticides* that brings together FAO, CLI and Pan UK, representing the international community, industry and NGOs respectively. This group discusses barriers to progress and attempts to stimulate action on obsolete pesticides through the members' respective constituencies.

FAO is also a key participant in the IOMC coordinating group on obsolete pesticides. In the broader context of plant protection, FAO published and is in the process of updating, the *International Code*

of Conduct on the Distribution and Use of Pesticides. Many of the causes of accumulation of obsolete pesticides can be directly attributed to non-compliance with articles of the Code of Conduct. The new version will address, in several Articles, the issues of prevention and disposal of obsolete pesticides directly.

FAO also promotes IPM as the most acceptable form of pest management in agriculture through its own programs and as a partner in the Global IPM Facility, which is based at FAO headquarters in Rome. FAO also hosts the joint UNEP/FAO Secretariat for the Rotterdam Convention on Prior Informed Consent. Compliance with this Convention will help to prevent unwanted pesticides from arriving in developing countries and will reduce trade in older and more hazardous pesticides, which make up a high proportion of obsolete pesticide stockpiles.

UN Economic Commission for Africa (UNECA): The UNECA is very much concerned with the sustainable development of Africa. The Commission is interested in the ASP project because obsolete pesticide stockpiles affect development. Through the financial support of FAO, WB and WWF-US, the UNECA has participated in the meetings of the ASP. The UNECA will assist in the creation of awareness among African countries and help build capacity for prevention through training and workshops.

UNEP Chemicals is a lead player because of its interest in POPs and other hazardous waste management issues in African countries and because of its designation as the interim Secretariat for the Stockholm Convention on POPs. UNEP has also designated Africa as a region meriting special emphasis. It has held dozens of awareness raising workshops on POPs, many of them in Africa, and has more planned. It also has a proposal in the pipeline for support to help African countries with NIPs. The POPs negotiations, under UNEP leadership, engaged the G77 + China countries in discussions closely related to the obsolete pesticides issue. Implementation of the POPs Convention, follow up on POPs Convention obligations, and implementation of the Basel Convention are all under the auspices of UNEP.

UNIDO is concerned with, and provides advice and assistance to, developing countries on cleaner production and waste management. UNIDO has recently had a PDF- Block B request approved by the GEF Council for a project to demonstrate the viability and removal of barriers that impede the adoption and effective implementation of available non-combustion technologies for destroying POPs. Specifically, the agency has an interest in promoting safe and cleaner production of pesticides in and developing countries, formulation of environmentally friendly products and non-chemical pesticides, e.g. bio botanical pesticides, and piloting non-incineration hazardous waste disposal. The seven National Cleaner Production Centers (NCPCs) in Africa (and the four to come on stream over the next year) could serve as future "nodes" contributing to capacity building to the ASP. The Centers' knowledge of agro-chemical industries and chemical users and producers could help them provide logistical support for technology transfer and for the promotion and implementation of non-combustion technologies.

The **World Bank** is being called upon by the Steering Group to assume the lead for this program. It is a GEF implementing agency that can play a key role with regard to enabling activities and in development and management of large projects. The Bank also manages a trust fund that has resources dedicated to the POPs program area. It is expected to:

- catalyze contributions from donors in support of activities complying with ASP's objective;
- promote the use of the partnership funds in country-based dialogues with governments;
- promote inclusion of relevant issues (in this case obsolete pesticides) in the ongoing country assistance strategy (CAS);
- promote policies that address integrated pest management issues; and

- integrate closely the Bank's work in agriculture/rural development/pest control/water/industrial processes and infrastructures and sanitation/environmental health (the new Environment Strategy).

GOVERNMENTS:

National governments. The governments of the countries themselves where the problems exist as well as national and local stakeholders will be key partners in achieving the success of the ASP.

NON-GOVERNMENTAL ORGANIZATIONS:

Crop Life International (CLI) formerly known as the **Global Crop Protection Federation (GCPF).** This pesticide industry association**,** a private sector organization, is active in various disposal projects by contracting out to waste management companies and has made financial contributions to some. Currently, CLI and its member companies have promised to make contributions on a country-by-country and case-by-case basis. Changes in this approach, (such as contributing to a new fund for African hazardous waste disposal) will need to be discussed with CLI and its member companies. Regardless of its decision on contribution of funds to this initiative, CLI would very likely be interested in providing support and assistance in project planning and implementation.

PAN-UK is an NGO that is primarily concerned with the health and environmental impact of pesticides and the promotion of safe and sustainable alternatives. It initiated the ASP initiative in partnership with the WWF and has extensive expertise and experience that it has built up over a period of more than six years working on obsolete pesticides in developing countries. PAN-UK was instrumental in initiating discussions on obsolete pesticides at OECD and also prepared the baseline study on obsolete pesticides for IOMC and the discussion papers that were used in the early development phases of the ASP concept.

PAN-Africa is an African-based network of non-governmental organizations with extensive experience of addressing the problems of pesticides in use and obsolete pesticides, and promoting sustainable alternatives. PAN-Africa has a keen interest in the potential of the ASP and is participating actively in the launching of this program.

The World Wildlife Fund (WWF), an international NGO, initiated discussions on developing the ASP. WWF is a high profile and well-respected international environmental organization able to facilitate the mobilization of extensive resources, both technical and financial that could support the implementation of such a program. Its Africa Regional Program, through four sub-regional offices (Western, Central, Eastern, and Southern Africa) is well positioned to help advance ASP objectives. WWF has played a key role in raising awareness of these issues and in establishing the informal Steering Group.

ANNEX 2

LIST OF ACRONYMS

AfDB	African Development Bank
ASP	African Stockpile Project
AU	African Union
CAS	Country Assistance Strategy
CBOs	Community Based Organizations
CLI	CropLife International (formerly GCPF – Global Crop Protection Federation)
DANCED	Danish Ministry of the Environment
DANIDA	Danish Aid Agency
DFID	Department for International Development
EA	Executing Agency
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
GTZ	Gesellschaft fuer Technische Zusammenarbeit (German Technical Assistance)
HCB	Hexachlorobenzene
IA	Implementing Agency
IFCS	Intergovernmental Forum for Chemical Safety
IGOs	Intergovernmental Organizations
ILO	International Labour Organization
INC	Intergovernmental Negotiating Committee
IPM	Integrated Pest Management
MOU	Memorandum of Understanding
NCPCs	National Cleaner Production Centers (UNIDO)
NIPs	National Implementation Plans
NGOs	Non-governmental Organizations
OECD	Organization for Economic Cooperation and Development
PAN	Pesticide Action Network (NGO)
PCBs	Polychlorinated biphenyls
PDF-B	Project Development Funds block B (Grants program for project preparation at the GEF)
PIC	Prior Informed Consent
POPs	Persistent Organic Pollutants
SBC	Secretariat for the Basel Convention
UNCED	United Nations Conference on Environment and Development Rio 1992- Earth Summit)
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Program
UNEP GC	United Nations Environment Program Governing Council
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
WHO	World Health Organization
WB	World Bank
WWF	World Wildlife Fund (NGO)