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Sida Decentralised Evaluation

NIRAS Sweden AB

Evaluation of the regional development programme “Towards a Non-Toxic Environment in South-East Asia”, Phase II

Final Report

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**Final Report
May 2019**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

APPPC	Asia-Pacific Plant Protection Commission
ASEAN	Association of Southeast Asian Nations
ASGM	Artisanal and Small-scale Gold Mining
AWGCW	ASEAN Working Group on Chemicals and Waste
CSO	Civil Society Organisation
EU	European Union
FAO HQ	Food and Agriculture Organisation Headquarters (based in Rome)
FAO RAP	FAO Regional Office for Asia and the Pacific (based in Bangkok)
FFS	Farmer Field School
GHS	Globally Harmonized System of Classification & Labelling of Chemicals
HCWH	Health Care Without Harm
HRBA	Human Rights-Based Approach
IPM	Integrated Pest Management
ITP	International Training Programme
KemI	Swedish Chemicals Agency
PAN	Pesticide Action Network
PAN-AP	Pesticide Action Network Asia Pacific
REACH	Registration, Evaluation, Authorisation and Restriction of Chemicals
REN	Regional Enforcement Network for Chemicals and Waste
SAICM	Strategic Approach to International Chemicals Management
SEK	Swedish Krona
TA	Technical Assistance
TFA	The Field Alliance
ToR	Terms of Reference
UNEP	United Nations Environment Programme
UNEP ROAF	UNEP Regional Office for Asia and the Pacific (based in Bangkok)
USD	United States Dollar
WHO	World Health Organisation

Preface

In January 2019, the Embassy of Sweden in Bangkok contracted NIRAS Sweden AB, to conduct the final evaluation of the Regional Programme: Towards a Non-Toxic Environment in South-East Asia Phase II (2013 to 2018). The evaluation was undertaken during the months of February and March 2019. Field visits were undertaken to Cambodia, Laos, Thailand and Vietnam.

The evaluation team consisted of the following experts: Ali Dastgeer (Team Leader), Dr. Katrin Homström and Dr. Le Thi Hoa Sen. Jérôme Gouzou managed the process at NIRAS Sweden and provided research support to the team. Ian Christoplos provided the quality assurance.

The team wants to thank the Embassy of Sweden in Bangkok and KemI for the excellent support received during the whole evaluation process.

Executive Summary

This is the final evaluation report of the Regional Programme: Towards a Non-Toxic Environment in South-East Asia Phase II (2013 to 2018). Phase II was funded by the Swedish Government to the sum of SEK 99.3 million over the 5 year period.

The aims of this evaluation were the following:

- To assess the Swedish Chemicals Agency's (KemI's) role and performance as a project coordinator for the programme.
- To assess the relevance of KemI's role as an expert agency, providing technical assistance (TA) support in this area of work, both in relation to the regional and national contexts in South East Asia as well as in relation to the present programme set up.
- To serve as one input for Sida in assessing the relevance, efficiency and effectiveness of KemI's role in the region as well as the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.
- To propose recommendations on how a Swedish agency of this kind or other potential actors strategically could operate and add value to improve Sound Chemical Management at national and regional levels in the region in an eventual future programme.

The evaluation was undertaken during the months of February and March 2019. Field visits were undertaken to Cambodia, Laos, Thailand and Vietnam. Interviews were conducted with programme partners, relevant government agencies (which included the ministries of health, environment, agriculture and industry), researchers contracted by the programme and UNEP. Discussions were also held with Sida and KemI in Stockholm, and the Embassy of Sweden in Bangkok.

The key findings are as follows:

KemI was highly relevant, efficient and effective as a technical expert. As a programme coordinator, it was not relevant or effective and only somewhat efficient. Part of this is because its roles and responsibilities as programme coordinator were not clearly spelled out in the design of the project, and secondly because it did not incorporate into the programme skills required for its coordination, especially with regards to engaging the higher levels of decision making in government. It should be noted in this regard that KemI believes it performed the roles assigned to it according to the agreed upon Programme Document, and if the vague descriptions of programme coordination in the Programme Document are interpreted quite narrowly, KemI did indeed perform, to varying degrees, the tasks entrusted to it.

Relevance

- KemI has been universally appreciated throughout the region as an organisation possessing unparalleled expertise; both as a repository of knowledge on chemicals management but also as a trainer and communicator of best practices on the topics. It is recognised as a government agency with a history of practical implementation. Its methodology of engagement and being responsive to the needs of individual countries are cited as excellent. It has built its trust amongst governments in the region, and is classed as neutral, skilled, helpful and trustworthy.
- As an alternative to KemI, there are no other organisations in the region or globally. There are some forums in the region, and the ASEAN Working Group for Chemicals and Waste, as well as the international agencies such as UNEP and FAO, all of which KemI should associate and collaborate with when needed. However, none of them can replicate its technical expertise on chemicals management or its experience of institution building.
- While the work that the two CSO partners, the The Field Alliance (TFA) and Pesticide Action Network Asia Pacific (PAN-AP), undertake has a direct focus on human rights, gender and environment, awareness raising on the human rights-based approach (HRBA) was muted in trainings and events for professionals, though it gained greater attention over time. Corruption, human rights and gender issues were discussed at regional forums, and were also a segment in the trainings on chemicals management organised at national level in three of the countries.

Efficiency

- Six regional forums were held during 2013-2018 – one per year. These were venues for networking and experience sharing, orientation to the conventions, information on best practice and current issues. Largely targeted at governments, they also included a smaller participation of CSOs and other stakeholders, and were found to be very useful and informative.
- Trainings in chemicals management were held for ministerial staff and the private sector in the three countries that were considered in most need of them i.e. Myanmar, Laos and Cambodia. Together with FAO, trainings of inspectors were done and guidelines developed or updated in Cambodia and Laos, three regional FAO toolkit trainings were delivered along with trainings on GHS, registers, databases and legislation.
- Over halfway through implementation, at the end of 2016, the KemI representative and overall programme coordinator relocated to Stockholm as planned. This led to reduced networking and inability to attend regional meetings/workshops. As project coordinator, KemI had no coordination role to play in the first three components of the programme, which related to community level pesticides awareness-raising and its reduced use. The programme was actually four projects under a funding facility: partners continued doing whatever their original organisational objectives were and expanded their activities to newer areas because of this Sida funding being available.
- Due to limited human resources allocated for the programme, the KemI project coordinator devoted significant time to report writing, administrative and budgetary issues. The coordinator's skills as a chemicals management expert could have been better utilised.

- There was little coordination among the four partners; it was the exception rather than the norm. FAO and KemI did cooperate on legal frameworks, trainings and other activities as they were envisaged to under component 4, but there was minor coordination of activities amongst the three partners undertaking field activities resulting in their local national partners not collaborating with one another. Opportunities for developing a critical mass of local CSOs in pesticides management were missed.
- As conceived in the Programme Document, the programme was largely tilted towards pesticides, with four out of the five objectives being pesticides oriented. Industrial and consumer chemicals were discussed in regional forums, and KemI trainings included topics relevant to all chemicals. Two small-scale studies looking at the use of mercury and its effects were carried out. These studies – on artisanal and small-scale gold mining (ASGM) and the detrimental use of mercury in hospitals – were not followed up, one reason being that the remaining period of the implementation period of the programme was short.

Effectiveness

- KemI, sometimes with support from FAO, provided input into individual countries' strategic plans and laws. Thailand used its learning from the regional forums as one input into its new draft chemicals act and the chemicals management strategy, while in Laos, Vietnam and Cambodia direct support was given in the form of comments and discussion to new laws, guidelines or regulations.
- There were very good results from the field activities of the three programme partners PAN-AP, TFA and FAO. They significantly exceeded their targets, even when the targets had been revised upwards. This work has catalysed additional funding from governments in Vietnam, Cambodia and Laos and donors to continue to support farmers trainings, curriculum development (Thailand) and community learning centres (Vietnam). Studies show reduced use of pesticides, improved health, more produce being sold and better incomes.
- Ministry staff have appreciated the work of both TFA and PAN-AP; stating they bring to their attention the realities of the work in the field and advocate in front of policy makers where government officials are unable to.
- No strong network or a mass of chemicals (or pesticides) management advocates was formed, even though there were six regional forums, not counting the forums held in Phase I. Most ministerial staff associated with the programme do not know their counterparts in the countries of the region, or even relevant staff in other ministries in their own countries. Reasons include that in the majority of cases, the same persons did not attend all or most of the forum events and also because there was no follow-up or action plan to be pursued after the forum. The few instances where inter-regional cooperation occurred include Laos reaching out to Thailand to review the latter's chemicals law and the Vietnam Chemicals Agency being approached by some of the other regional countries.
- The programme did not really engage with policy makers and decision makers; the target group for legislative and policy work was mid-level ministerial staff, a tier that is usually unable to influence change processes, unless the superiors are sensitised and in agreement. This is one cause of the slow progress on legislative reform in both Cambodia and Laos.

Recommendations for a future phase include the following:

- There is a need for fulltime presence of KemI in the region. In terms of human resources, administrative/financial functions should be separate from programme/technical implementation.
- The programme should put more focus on industrial and consumer chemicals, but because of the momentum and goodwill built in the four countries, focus on pesticides should also remain. This focus should be limited to KemI's core expertise; of providing legislative guidance and capacity building of relevant government institutions in areas such as registration, regulation and control.
- Collaboration with the ASEAN Working Group on Chemicals and Waste and UN Environment Regional Office of Asia and the Pacific should be explored. With ASEAN, the relationship should be a collaborative one, rather than structured within the confines of ASEAN's systems and procedures.
- Much more emphasis needs to be placed on working at the policy level. There has to be frequent engagement with the decision-making authorities, policy makers, and senior ministerial officials, e.g. vice-ministers or secretaries and those above them.
- More emphasis needs to be placed on developing a stronger regional network of government professionals working in chemicals management.

1 Introduction

1.1 INTRODUCTION

This is the final evaluation report of the Regional Programme: Towards a Non-Toxic Environment in South-East Asia Phase II which was implemented from 2013 to 2018. It was preceded by a first phase that lasted from 2007 to 2013. Phase II was funded by the Swedish Government to the sum of SEK 99.3 million over the 5 year period. Of this, KemI's allocation was SEK 27.6 million or around 28% of the total budget.

The evaluation has four primary purposes:

- To assess KemI's role and performance as a project coordinator for the programme.
- To assess the relevance of KemI's role as an expert agency, providing TA support in this area of work, both in relation to the regional and national contexts in South East Asia, as well as in relation to the present programme set up.
- To serve as an input for Sida in assessing the relevance, efficiency and effectiveness of KemI's role in the region as well as the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.
- To propose recommendations on how a Swedish agency of this kind or other potential actors strategically could operate and add value to improve Sound Chemicals Management at national and regional levels in the region in an eventual future programme.

The evaluation findings are presented responding to the 'evaluation criteria and questions' listed in Section 4 of the Terms of Reference (see Annex 1 for the ToR).

1.2 BACKGROUND

Proper management of chemicals has been a major problem in the region and it was in that context that Phase I of the programme was conceived. Problems still persist: laws relating to chemicals management are either lacking, deficient or without supporting guidelines; implementing and supervisory bodies are either non-existent or lack capacities to inspect and enforce; actors along the value chain, from producers to retailers to consumers such as farmers and the general public, lack awareness; and overall the issue of better chemicals management has not been a priority. The problems have manifested themselves in different ways – there is evidence across the region of effects on human health especially the vulnerable such as children and poor farmers; pollution of air, soil, rivers, lakes and seas has increased affecting the region, but also on a global level is contributing to climate change and the profound effects that follow it.

Phase II had similar objectives to Phase I and was implemented in the same countries, i.e. Cambodia, China, Laos, Thailand and Vietnam, with Myanmar being the new addition in Phase II.

The same four partner organisations implemented both phases:

1. a) FAO Regional Office for Asia and the Pacific (FAO RAP), which has been working for a long time in the region, actually since the nineties, with governments and NGOs on integrated pest management.
1. b) FAO Headquarters in Rome, which possessed expertise in providing countries support in policy and regulatory matters on pesticides management.
2. Pesticides Action Network Asia Pacific or PAN-AP, which is one of five regional centres of Pesticide Action Network (PAN), “a global network dedicated to the elimination of harm upon humans and the environment by pesticide use”. Under the programme, PAN-AP worked with some of its national partner CSOs on initiating or strengthening programmes on awareness raising, advocacy and monitoring of pesticides. It works at different levels: farmer, local, national and global levels.
3. The Field Alliance or TFA, which is a CSO network in South East Asia that works through the ministries of education and assists with the development of school curricula on pesticides, biodiversity, agro-ecology, etc. It has a focus on pesticides and also on promoting broader ecological agriculture as a route to achieve poverty reduction.
4. The Swedish Chemicals Agency or KemI, which has long established expertise in supporting government agencies to build their capacities in chemicals management and also in regulatory and policy reform.

The programme’s aim was “efficient pesticide risks reduction and chemicals management within and among partner countries by strengthening capacity and regional collaboration.” This was to be met through five components:

1. Reduce the risk associated with pesticide use and enhanced use of alternatives (implemented by PAN-AP and TFA);
2. Enhanced international, national and local advocacy on sustainable pest management/agriculture (implemented by PAN-AP and TFA);
3. Strengthened capacity to innovate and scale-up Integrated Pest Management (IPM) and pesticide risk reduction training for sustainable intensification of crop production in partner countries (implemented by FAO RAP);
4. Strengthened regulatory framework for the control of pesticides in selected partner countries (implemented by FAO HQ and KemI);

5. Strengthened capacity for chemicals management within authorities, industries and among relevant CSOs in the partner countries (implemented by KemI).

However, it should be noted that the focus of this evaluation was not on the achievements of the broader programme as a whole but, as the ToR states, “to focus on the level of KemI’s relevance, efficiency and effectiveness as project coordinator and technical agency in the region during the second phase of the programme.” Thus the focus of the evaluation is on the role of one institution, but obviously to examine the programme’s implementation within that context.

1.3 METHODOLOGY

In the inception report the evaluation team analysed, based on programme documents and reporting, the underlying theory behind ways that outcomes were expected to be achieved through the five work streams mentioned below.

It was expected that following a multi-pronged approach, there would be strengthened capacity and regional collaboration for efficient pesticide risk reduction and chemicals management within and among partner countries. This approach included five key streams as follows:

1. Working at the grassroots level with farmers and consumers, and with institutions such as schools, to raise awareness of the harmful effects of pesticides and encourage the use of alternatives. This was undertaken by the partner CSOs, i.e. PANAP and TFA.
2. Promoting the concept of sustainable pest management/agriculture at national, regional and international platforms and encouraging public private dialogue, again to be undertaken by both partner CSOs.
3. Alongside the above two, i.e. awareness and advocacy, training was to be provided by the regional office of FAO on IPM and pesticide risk reduction to promote sustainable agriculture.
4. The government needs to ensure that training and awareness raising is transforming into action and regulatory reform was needed to control to indiscriminate use of pesticides and to encourage more sustainable methods of farming. FAO headquarters was to work alongside KemI for that.
5. Finally, the management capacities in chemicals management of authorities, industries and relevant CSOs in the partner countries also need to be strengthened. This was to be the mandate of KemI; it being an expert in this sort of capacity building.

Thus it was expected that awareness raising, advocacy, training, legislation and better capacities of institutions would lead to better management and more sustainable use of agricultural, industrial and consumer chemicals, reduced risks from chemicals to human health and the environment and more sustainable intensification of agricultural production and improved resilience to climate change. Underlying this were important assumptions:

1. Communities were interested and actively involved in programme activities;
2. National and local government would remain committed and make staff available for both their own capacity building and the training of farmers;
3. International and national attention to food safety, trade facilitation and sustainable crop production intensification would continue to motivate governments to promote and invest in IPM and pesticide risk reduction initiatives.

During the Inception Phase (4-20 March, 2019), a review of initially forwarded documentation was undertaken and kick-off meetings held with Sida, the Embassy of Sweden in Bangkok and KemI. The Inception Phase ended with the production and approval of the Inception Report that described how the evaluation was to be conducted. It also included an evaluation workplan and evaluation matrix which further elaborated, following the documentation review, the main 30 evaluation questions.

Two-day field trips were undertaken to, as proposed in the ToR, Thailand, Laos, Cambodia and Vietnam. 31 people from the government ministries and programme partners were met during these field visits. Additional meetings were also held with Sida in Stockholm. Skype interviews were conducted with stakeholders not present in these countries. A complete list of persons/institutions met is included in Annex 2. The organisations met included the four programme partners, organisations that had been contracted during Phase II to work on specific tasks and the primary ministries in the 4 countries related to chemicals management. The ministries associated with the programme could include most or all of the following: the Ministry of Health, Ministry of Environment, Ministry of Industry and the Ministry of Agriculture, though this varied from country to country.

During this period, further documentation continued to be shared by KemI. Two debriefings were undertaken at the end of the field phase: one for Sida (by videoconference) and the Embassy of Sweden in Bangkok on the 15th of March, and another by Skype for KemI in the following week.

There were two main limitations encountered during the evaluation:

1. It would have enriched the evaluation had Myanmar, which was part of Phase II but not of Phase I, been one of the countries assessed. The programme has undertaken a number of activities there, including capacity building and legislative

support, and Myanmar appears to have embraced the programme enthusiastically.

2. In Vietnam, while representatives from the Vietnam Chemical Agency were interviewed, it proved impossible to get time from the representatives of the Ministry of Agriculture and Rural Development (MARD) and the Ministry of Environment and Natural Resources (MONRE). Repeated attempts were made – by email, phone and text – but to no avail. It appears that these representatives, who are recently appointed focal points, either feel hesitancy due to lack of knowledge of the programme or are just disinterested.

2 Overall Findings

2.1 RELEVANCE OF KEMI AS PROJECT COORDINATOR

The selection of Kemi as project coordinator of the programme was not clearly relevant in several respects. Project coordination is a specialised task, which Kemi neither has nor professes to have.¹ Its designation as project coordinator preceded Phase II and continued within it.

According to the Programme Document of Phase II, the responsibilities of Kemi in terms of coordination included the following:

- a) *Serve as secretariat for the coordination group (arrange biannual meetings and act as chairman).*
- b) *Be responsible for joint communication and information regarding the programme.*
- c) *Be responsible for monitoring and reporting activities, including reports to Sida.*
- d) *Be responsible for evaluation activities of the programme.*²

Kemi states it believes it did perform the coordination role entrusted to it as per the Programme Document. However, the description of what coordination entails there is both brief and vague, and can be interpreted differently by different stakeholders. Kemi seems to have interpreted the role quite narrowly, e.g. that it organised regular partner meetings, consolidated reports for Sida, managed the distribution of partner's funds and hosted the programme's online pages on Kemi's website. A broader interpretation of coordination would be monitoring partner's activities at planning, implementation and completion stages, identifying and helping build synergies amongst the partners' efforts, urging FAO to use its influence at policy level more effectively and routinely disseminating lessons being learnt and good practices emerging from the programme's work.

Under efficiency and effectiveness below, it will be examined how Kemi performed in delivering on these responsibilities. Kemi is not an expert in integrated pesticide

¹

² Programme Document for Phase II, p.23

management, farmers' trainings and community awareness which are the major activities undertaken by PAN-AP, TFA and FAO RAP. Thus, it would appear to have limited capacity to oversee any monitoring and evaluation of activities undertaken under components 1, 2 and 3. Even though KemI works on international development projects, it has never managed a programme of such a structure before, where it has to coordinate such different project partners in a structured manner.

2.2 RELEVANCE OF KEMI AS EXPERT AGENCY

KemI was highly relevant as the expert agency for chemicals management, particularly in aspects related to regulatory reform and capacity development of government agencies. It is probably the only government national agency which offers this sort of support to other countries in a structured manner and has built up expertise in this regard.

KemI has had considerable experience in the region, with both bilateral programmes with Vietnam and Indonesia and several dozen graduates of its International Training Programme (ITP) originating from the region.

KemI is the national chemical agency of Sweden. It is mandated with supervising the manufacturing and import of chemicals, carries out investigations and inspections and supports the government in developing appropriate legislation. It is this practical experience that has been brought to the international level, and has been engaged in the capacity development of government institutions and their staff, and assisting in production of legislation in several different countries around the world. Thus, it has built up expertise – not only in chemicals management but in the ability to transmit that knowledge. It has also collaborated with several UN agencies, and is involved in the implementation of global chemicals strategy, the Strategic Approach to International Chemicals Management (SAICM) and the various conventions – being the designated national authority for the implementation of the provisions of the Rotterdam Convention.

Despite having had experience in several of the countries, not only during Phase I but as mentioned earlier through other projects, KemI has had limited experience at the regional level. During Phase I, there was no significant engagement with ASEAN or any other regional body, though the programme's regional forums were held which involved four of the five countries (not Myanmar).

2.3 EFFICIENCY OF KEMI AS PROJECT COORDINATOR

For the first two and a half years of the implementation of Phase II, KemI had full-time presence in the region based in Bangkok in the form of one Project Coordinator.

The Programme Coordinator then relocated to Stockholm for the remainder of the programme period. However, according to project partners this had no effect on the efficiency of coordination amongst the project partners.

The efficiency of KemI as a project coordinator has had its strengths and weaknesses. Based on the four main areas of work that KemI was responsible for, the following can be observed:

Secretariat: KemI regularly organised meetings both amongst the partners on a biannual basis and between the partners and Sida on an annual basis. Partner coordination meetings were minuted and action points were reviewed in subsequent meetings. Whether as the Secretariat, KemI was supposed to go further and actually provide overall strategic direction was not explicitly stated in the Programme Document.

Joint Communication and Information: This was undertaken in several ways and included updates at regional forums, a booklet on the programme updates, information and documentation on KemI's website and promotion of the programme during networking and meetings with other organisations.

Sida feels that more could have been done in this regard. Indeed, since at least 2015, minutes of the meetings between Sida and the partners show that Sida has been asking for joint communication and the development of a communication strategy. This was never developed. The four partners have been reluctant to have joint communication, which was explained by the statement that “due to the different roles and characters of each partner, there is little room and value of joint communication.” (minutes of 29/05/15). This could partially be explained by FAO's reluctance - as an intergovernmental UN agency - to be seen associating with PAN-AP which has been vocal in criticising governments for not doing enough to protect people and the environment from the harmful effects of pesticides.

Sida has continued to push for a communication strategy and in the 2017 meeting, partners once again were disinclined, stating “that one of the strengths of the current programme design is that each partner is independent and has different roles and strategies to achieve results. Mutual trust makes it possible to push things collectively from different angles, e.g. the SAICM resolution on HHPs (highly hazardous pesticides), which was a collaboration between PAN-AP and FAO. It's not always strategic to communicate like one programme, which is why partners have chosen to communicate separately in most cases.”

As a result of this, at the end of the programme the main platforms of dissemination to indirect stakeholders and the wider world are the webpages on KemI's website. These pages include the main reports produced by the programme, including annual progress reports, impact studies of the various partners' projects and e-versions of printed brochures. Links are also available to the three partner's websites.

Monitoring and Reporting: KemI did not monitor partners' activities at all.³ It was the conduit, however, through which partners reported progress to Sida – both through the annual progress reports and the annual meetings with Sida. The partners monitored their own activities whether it be through their fostered beneficiary communities or through their partner implementing CSOs. The annual progress reports were produced for all 6 years (the annual report for 2018 was being produced at the time of the evaluation) and were delivered on time to Sida. The reports contained progress against targets, provided highlights of major activities undertaken during the preceding 12 month period and reported against the priority areas of Sida's current strategy for the region i.e. gender, human rights-based approach, poverty reduction and environment and climate work.

Evaluation: Assessing the effects of their activities was undertaken by the partners themselves. This included e.g. FAO's study in 2016 assessing the impact of pesticide risk reduction and farmers' field schools in Cambodia and Vietnam, as well as other impact assessments that the three partners did of the work they undertook at the field level and the reductions in pesticide use as well as improvements in awareness, health and incomes.

KemI was however in charge of coordinating the 2016 mid-term evaluation and the current final evaluation.

Thus in summary, KemI was somewhat efficient in its role as project coordinator. It took the lead in coordinating some activities, while leaving others to the partners who had been undertaking those activities anyway as part of their own programmes preceding this collaboration with KemI.

2.4 EFFICIENCY OF KEMI AS EXPERT AGENCY

KemI has been highly efficient as an expert agency. The programme started in the region at the time when chemicals management was gaining prominence and governments had started or had already embarked upon chemicals and chemicals waste management. The Vietnamese Chemicals Agency was already established in 2009, however still needed further support on assisting the government to further improve the regulatory framework. In Thailand and Laos these were being drafted and Cambodia has been developing environmental codes, with a specific chapter on chemicals management. The provision of support to these countries was timely. In addition, the ASEAN Working Group on Chemicals and Waste was formed in 2015, and its TOR and workplan were developed in parallel with the time period of Phase II.

³ Please see response to KemI's comments on this report in Annex 3

National stakeholders state that they find KemI responsive to their requests and have appreciated the timely support. KemI has been providing capacity building on Globally Harmonized System of classification and labelling of chemicals (GHS) and its enforcement, on legislative development, on the strategies and key elements of chemicals management, and has been organising annual regional forums. In these, KemI has provided existing expertise from its international, inspection and legal units – rather than having to contract external consultants.

In the transfer of knowledge, KemI displayed a high level of efficiency. Being a registration and investigation body, which as an example trains Swedish municipalities in how to carry out inspections, it was able to transfer its knowledge to the international level well, especially as it is familiar with the region. KemI's international unit has a longstanding experience in providing training to government officials from a large range of countries. During programme implementation, KemI also invited experts from the region to share information and experiences. Workshops on GHS and its enforcement, legal development, and strategies in chemicals management as well as the annual forums involved KemI's inspectors, lawyers, and international experts. In addition, inputs and comments on draft legislation on chemicals (of Lao and Myanmar) have been supported by its lawyers and other experts.

2.5 EFFECTIVENESS OF KEMI AS PROJECT CO-ORDINATOR

Particularly due to the fact that agricultural production is not KemI's core expertise, it was not effective as project coordinator. As the lead institution, it did not actively give direction to the other three partners, especially in trying to identify where they could build on each other's work or collaborate in field activities, even though all three i.e. PAN-AP, FAO and TFA, undertook similar activities in the form of community and farmer trainings. All have partner CSOs in the countries which implement the field activities. There were possibilities of knowledge transfer between their partner CSOs, which could have enriched their field trainings and practices as well as fostering country-level networks of those CSOs. Beyond that there was scope for urging FAO to engage more with policy makers, the lack of which was a weakness of the programme. Such policy makers could have been exposed to the work of TFA with schoolchildren and savings groups, provoking interest of the programme within them. This did not occur.

In terms of communication, there was little if any outreach to policy makers. The highest rank which engaged with the project was of a deputy director general of a department in a ministry. The decision and policy makers – whether in the ministries or elected assemblies – were not engaged in project activities in an active manner. This greatly limited the extent to which the direct beneficiaries of the project – whether they were trainees at workshops or participants in the annual regional forums – were able to influence their superiors and hence the ministry as a whole.

Coordination with the regional ASEAN Working Group for Chemicals and Waste could have been better. While KemI did try, inviting the ASEAN Secretariat to its annual forums and initiating dialogue with it, no joint concrete activities materialised.

2.6 EFFECTIVENESS OF KEMI AS EXPERT AGENCY

KemI was highly effective as an expert agency. It was able to provide support in legislation to countries in the region, capacity development in chemicals management issues and intra-regional experience sharing opportunities.

In terms of legislation, Thailand has been able to use the knowledge gained from the topics shared in the regional forums as input into its chemical strategy which is being developed and chemical law which has been approved. In Laos, KemI provided substantial advice to the Laotian authorities on the draft law both face-to-face and via written comments. The law has since been adopted and the Ministry of Industry now seeks further support from KemI to elaborate the guidelines under the law which the Ministry is currently undertaking. In Vietnam, the National Chemicals Agency has stated that KemI has provided active support in the development of a number of regulations related to chemicals management which have since been issued. In Cambodia, where inter-ministerial coordination is hampering progress, KemI has provided input into the national code on environment and in particular to the section on chemicals management – an input that the Ministry of Environment has found very useful.

KemI, in some cases with FAO, has been able to provide capacity building training at both the regional and the national levels. Regional trainings have included two on the Globally Harmonized System of Classification and Labelling of Chemicals (GHS) and three on the new FAO Pesticide Registration Toolkit. Regional workshops were also held on legislation, databases, inventories and financing of chemicals management. At the national level, trainings on ‘Strategies and Key Elements of Chemicals Management’ were organized for the countries in greater need of them i.e. Cambodia, Lao and Myanmar. Preparations for pesticide inspector trainings were done. Due to delays in development of revised legislation, trainings of inspectors had to be postponed.

These trainings have been much appreciated. Participants stated that they had benefited tremendously from them in terms of enhancement in knowledge and skills. However, translation into actual implementation has been more limited because of the lack of budgetary resources, equipment or priorities. In the case of inspectors’ trainings, they were unable to enforce safe handling of pesticides for example, because in Laos the supporting regulations are still not in place.

At the regional level, KemI has organised six forums on an annual basis bringing together relevant ministerial staff from the five countries, CSOs, experts and international organisations such as UNEP. These have been opportunities to share knowledge and experience as well as keep abreast of contemporary issues in chemicals management. The regional forums did not initiate a sustained process of intra-regional information sharing and collaboration. However, this was not a programme objective either and reasons for this not occurring included the lack of opportunities for participants to engage with one another between one annual forum and the next, and that the individuals participating every year, in most cases, were not the same.

3 Detailed Findings as per Evaluation Questions

The findings below are discussed in the same order as the questions posed in Section 4 of the ToR (Annex 1 of this report), though some answers may overlap and cross-reference is thus made.

3.1 RELEVANCE

3.1.1 What is the main additional value of KemI in the management of a programme of this kind and in relation to other alternative set-ups?

This question does not pertain the technical capacity of KemI and the results it achieved due to the support it provided to the partner countries; it asks about KemI's *management* of the programme. KemI was able to provide good *administrative* support to the three other partners. They did not experience any delays in funding, communication with them was frequent, and KemI regularly provided Sida with the annual progress reports both on implementation and on budgetary expenditures. Guidelines on how to produce financial reports were not provided by KemI until later in Phase II with the result that until then, each partner was reporting as they saw suitable, with KemI then consolidating the financial reports and its finance section then querying any issues they identified. Coordination meetings were held throughout the years between the four partners, and also with Sida in which sometimes the other three partners also participated.

However, what was lacking was KemI's role as a programme *coordinator*. There is little evidence that KemI gave direction to components 1, 2 and 3, which were about broader awareness raising amongst communities and farmers, trainings of farmers and advocacy initiatives. It let the other three partners, TFA, PAN-AP and FAO, basically determine for themselves what activities they wanted to conduct. Thus, the programme was largely an umbrella for four projects operating on their own with some instances where two of the partners would collaborate. This was especially in component 4 where FAO and KemI were required to work together on supporting regulatory reform in the countries, which they did. However, these instances were exceptions rather than the general rule. On the whole there was no additional value of KemI being the manager of a programme which had four partners with different objectives, albeit all on pesticides use and management, and whose target groups were different.

An alternative set-up could have been the appointment of one of the four other partners. This would not have been a better arrangement because the two CSOs PAN-AP and TFA do not have the expertise to coordinate activities 4 and 5 relating to

strengthening regulatory frameworks or institutional capacity building of public sector organisations, and FAO's systems and costs would have made the process of implementation slower and costlier.

A second alternative set-up could have been to have a specialised management firm undertaking this task. However, such an outfit would really have to have knowledge of the issues facing pesticides / chemicals management to really be able to lead the coordination and planning. As will be detailed later in 3.2.13 below, there are not really any such regional organisations that could undertake that role.

In sum, we find that KemI may not have been an appropriate coordinator, but alternatives would also involve significant limitations and risks.

3.1.2 How well is the programme delivering on the regional and national frameworks and priorities?

The programme was delivering well on regional and national frameworks and priorities. An ASEAN joint declaration on hazardous chemicals and waste management issued in 2016 called for “ASEAN Member States to continue working closely and strengthen cooperation in good faith, and further mobilize the capacity building, exchange of relevant information, including transfer of technology.”

This is exactly what the programme was doing. The six regional forums organised by the programme brought together the relevant key ministries from the five countries (Cambodia, Laos, Myanmar, Thailand and Vietnam) and also sometimes China on an annual basis to network, share experiences, increase their capacities and get oriented to international frameworks and agreements. Most attendees were government mid-level professionals from relevant ministries, but there was also attendance from NGOs and international organisations. The participants of these forums found the events extremely useful and enlightening.

At the national levels, the five countries had their own priorities and pace of reform. The programme was able to respond quite well to these when it came to pesticide management. At the field level, with communities and farmers, PAN-AP, TFA and FAO undertook good work through their local partner CSOs and government agriculture extension in the countries. At the policy and regulatory level, the pace of implementation was slower due to the number of agencies and departments involved, and the lack of awareness of the importance of chemicals management at the higher levels of decision making within government. Despite this, those working on policies and regulatory issues appreciated the support provided by KemI and FAO either directly through advise on the contents of legal drafts or guidelines (as in Vietnam, Cambodia and Laos) or indirectly through the experience sharing events (as in Thailand).

However, the attention was largely on pesticides, with much lower focus being given to industrial and consumer chemicals. See 3.1.3 below.

In sum, the programme was effective in delivering on frameworks within the scope achievable when working with mid-level agricultural authorities. It was less effective in issues relying on leveraging higher-level engagement and sectors outside of agriculture.

3.1.3 To which extent has the set-up of the programme been relevant in relation to the needs and priorities in the region?

The coordinator and manager of the programme, who was from KemI, was based in Bangkok for the first three years, then returned to Sweden and coordinated from Stockholm for the remaining period. While this did not have an impact on communication with its three programme partners, it did affect the ability of the programme manager to have more frequent engagement with the individual countries, meet with stakeholders both formally and informally and attend events related to chemicals management in the region. All the other regional capitals concerned are an hour or two's flight from Bangkok and the city is also home to a number of relevant regional and international organisations. In South East Asia, informal interactions are often an essential ingredient in helping move processes forward and the lack of a permanent presence of the programme did have a negative effect in this regard, though the Programme Coordinator did visit the region frequently.

The other partners i.e. TFA, PAN-AP and FAO that worked on pest management and ecological agriculture did so through their partner CSOs in the individual countries or, in the case of FAO, through the national FAO offices. Government extension staff was also involved. This was a sound way of working as the individual institutions in the countries were better informed of ground realities and better able to coordinate and implement activities such as farmer field schools, trainings and, in the case of TFA's work, engaging with local schools.

While the programme stated in the beginning that it would also focus on industrial and consumer chemicals, the focus remained largely on pesticides except during the regional forums and some trainings. One main reason for this was that, apart from KemI, the three other partners were rural development practitioners with mandates and focus on agriculture and pesticide management. The set-up did not include other full-time actors from other disciplines. Two region-based CSOs, namely Health Care Without Harm (HCWH) and Bantoxics, did some work on the negative effects of the use of mercury; one in hospitals and the other in gold mining. These were small studies, which could have been disseminated better and had no follow-up, partially because they were implemented so late in the programme. The programme was heavily skewed towards pesticides – more than 75% of the budget was consumed by it - even though industrial and consumer chemicals issues are of importance and increasing concern in the region. This, however, was in accordance with the Programme Document for phase 2 and the agreement with Sida.

In sum, the set-up was only partially relevant for both steady local engagement and communication, and also for achieving the intended scope of the programme (beyond agriculture).

3.1.4 Have KemI the capacity and regional know-how to deliver on the demands and needs from the respective countries?

KemI has been much appreciated both for its technical expertise and the ability to transmit its knowledge to its audience. It has been involved around the world in supporting the capacity development of institutions engaged in chemicals management, and support to regulatory and policy reforms. Within the region, it has been engaged in delivering parallel projects such as the International Training Programmes (ITPs) and earlier supported the establishment of the Vietnamese Chemicals Agency, the only national chemicals agency in the region which has attempted to replicate KemI.

Regarding regional know-how, KemI has provided targeted support to individual countries. It continues to support the Vietnamese Chemicals Agency to further strengthen itself and chemicals management in the country through support in the development of additional regulations. During Phase II, it has significantly supported the drafting of the guidelines and regulations and building capacity for developing guidelines in chemicals management in Vietnam and Laos, and to a lesser extent in Cambodia. It helped in the production of manuals for chemicals inspectors in Laos, and especially targeted Myanmar, Laos and Cambodia with 3-day trainings on issues of chemicals management as these three countries were relatively weaker in their knowledge in that area compared to Thailand and Vietnam.

Regarding capacity, KemI had one full-time person engaged on the programme responsible for both the technical delivery of components 4 and 5 regarding regulatory reform and institution building, respectively. This Programme Coordinator was also responsible for administrative, financial and reporting issues. The majority of the Coordinator's time was consumed by programme administrative and reporting issues, rather than the technical work, and this was an underutilisation of her technical knowledge. During the latter half of 2016, when the Programme Coordinator moved back to Stockholm, this further reduced the capacity present in the region. The Coordinator was supported by the Programme Manager of Phase I. Besides these two staff persons, a number of other experts from KemI's international, inspection and legal experts provided short-term inputs.

In sum, KemI's structure and capacity to deliver were somewhat insufficient to deliver on the demands and needs in the region.

3.1.5 To which extent has KemI been relevant to play a role at regional level and influence and deliver on the regional agenda in the ASEAN?

Earlier, under Section 3.1.2, it was mentioned that the programme's work was in line with ASEAN's 2016 Joint Declaration on Hazardous Chemicals and Wastes Management. However, this was not because of any active collaboration between KemI or the programme and ASEAN. KemI has had interactions with the ASEAN Secretariat, though there has been little subsequent collaboration, despite KemI's work being relevant, as discussed above.

There has been some engagement with the ASEAN Working Group on Chemicals and Waste, a body established in 2015 which meets annually and consists of 1-2 mid-level government professionals from the ministries of environment in all the countries. A number of these professionals are also KemI's focal persons in the five countries, where KemI has focal points in the ministries of environment. In 2015, KemI provided input into the ToR developed by ASEAN for the working group, as well as on its first workplan. Though there have been intentions to attend the annual Working Group meetings and though the Working Group had been invited twice to attend the annual regional forum of KemI, this materialised only once. The ASEAN Secretariat has stated in a written response to the evaluation:

The project is relevant to the work of the ASEAN Working Group on Chemicals and Waste (AWGCW), and KEMI / Sida and AWGCW have been in communication with each other to update respective work and initiatives. ASEAN Secretariat is also discussing with KEMI a new project on chemicals management, and KEMI is invited to attend the open session of the AWGCW Meeting in May 2019 to further discuss the project design.

3.1.6 What administrative capacity does KemI have to manage a programme of this kind?

KemI did not have the administrative capacity to manage the programme and this meant that the programme coordinator/ technical expert had to perform this role, which actually demanded the majority of the coordinator's time. KemI also does not have past experience and capacity with this type of programme coordination; its skills are quite specialised in building the capacity of relevant institutions and also in supporting policy and regulatory reforms. It has never really engaged in broader community awareness and rural education and training, and neither does it institutionally possess project management skills for this sort of role.

Beside the support provided by another project manager of the project (the original programme manager during Phase 1) and oversight by the finance section of KemI, the communication section has been involved. Webpages devoted to the programme are now on KemI's website and include annual progress reports, e-versions of printed brochures, the original programme document and report of the mid-term review, as

well as selected impact assessments of FAO and PAN-AP activities. In addition, experts from the international, legal and inspection units of KemI have provide short-term inputs either in trainings or as presenters at the regional forums.

3.1.7 How has KemI succeeded to adjust, adapt the development of the programme to the Swedish Development Strategy for Asia and the Pacific 2016-2021?

The Strategy for Sweden's Regional Development Cooperation in Asia and the Pacific Region 2016–2021 is characterised by a human rights-based perspective and the perspective of poor people on development. It states that “Activities are to be conducted in a manner that strengthens the ability of regional actors to integrate an environmental and climate perspective into programmes related to human rights, democracy and gender equality, and that strengthens regional actors’ efforts to promote respect for human rights, greater opportunities for democratic participation and gender mainstreaming into programmes related to environment, climate and natural resources.”

In the work of TFA and PAN-AP, these cross-cutting issues are deeply embedded already. These CSOs came into being and grew on the goals of poverty reduction and improved human health, protection of the environment and gender equality. Work that they do includes advocacy for marginalised groups, blood-testing of students next to sites of heavy pesticide use, improving the livelihoods of poorer farming women and promoting ecologically friendly agriculture, amongst other things. Also FAO, with its farmer field schools and agenda of integrated pest management, aims to promote a healthier environment through empowerment of farmers through local knowledge. Again, it makes efforts to ensure consistent engagement of women farmers in its work.

Aside from this, the promotion of the various conventions by the programme, including the Basel, Stockholm, Rotterdam and Minamata Conventions are all aimed at promoting improved human health and improved human rights through transparent and accountable governance, including the right to information, a better environment and improved enforcement. These conventions were presented in the regional forums and participants were introduced to their substance and objectives. In addition, there have been two studies on the effects of mercury on human health; one on gold mining in Cambodia and the other on hospital equipment in Vietnam.

However, in the six regional forums that were held, there were only a couple of occasions on which the link between chemicals management and human rights was an explicit focus in discussion, e.g. in Cambodia, at the 9th forum held in 2015, where there was a presentation on corruption, and in Lao, at the 11th forum held in 2017, the Royal University of Law and Economics of Phnom Penh and the Raoul Wallenberg Institute of Sweden presented on human rights. At the same forum, there was also a presentation by the UN Environment Regional Office for Asia and the Pacific on the connection between gender equality and chemicals. One interviewee from Cambodia

stated that this was the first time he realised the connection between chemicals management and human rights.

On the whole, the links were not talked of as much as they could have been, but in implementation of activities, the emphasis on human rights, gender equality and climate/environment was inherent in the objectives of the programme. Regarding democratic participation, the region is still not at the stage of embracing democratic ideas and norms, and it would have affected the programme negatively if the topic had been openly discussed. The issue of democratic participation was not raised.

3.1.8 How relevant is KemI's established network in and know-how of the region for the delivery of the programme?

This has been discussed in Section 3.1.4. For how effective the regional forums have been as a network, please see section 3.2.8 below. Regarding other institutions working in the region, KemI has worked with a number of them or invited them to its activities, including the Raoul Wallenberg Institute, UN Environment Regional Office for Asia and the Pacific (UNEP ROAP), Bantoxics and Health Care Without Harm. The expertise of these institutions has been relevant for highlighting issues regarding human rights, the environment, the Minamata Convention and industrial chemicals, particularly mercury.

However, this also means that the established network beyond actors working with agro-chemicals was not very big. This was partly because of limited actors in the region, but also KemI's inability to devote time to networking outside its programme work due to time and human resource constraints.

3.1.9 What role and function has KemI had in the delivery at local, national and regional level? Has KemI been working to its full potential?

Local level: Here KemI had no role (and no potential). In the programme, activities in pest management issues and ecologically friendly agriculture such as training and awareness raising were undertaken by the other three partners. KemI itself had no partner CSOs at the local level either, unlike the other three partners. As such, KemI stayed within an appropriate niche.

National level: KemI was substantially involved in supporting legislative work in Vietnam, Laos and Cambodia. It also supported the development of guidelines for inspectors responsible of undertaking inspections of depots and retailers of pesticides in Laos. Trainings on 'Strategies and Key Elements of Chemicals Management' in three countries (Cambodia, Lao and Myanmar) were organised by KemI and over 200 people from both key ministries and selected industries participated. KemI's programme manager helped deliver the trainings on FAO's Pesticide Registration Toolkit, which was organised in three locations (Thailand, China and Vietnam).

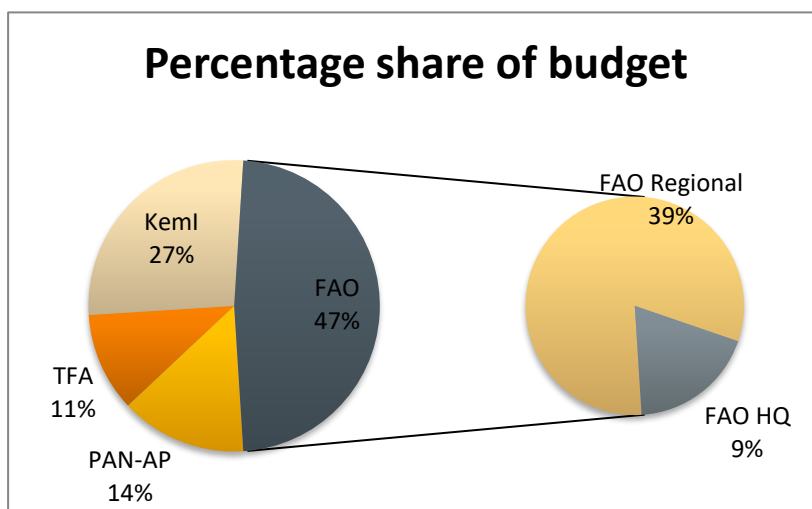
Regional level: Keml organised and oversaw the regional forums held annually. These were forums for experience sharing, learning of best practice, etc., as extensively discussed later in this report.

On the question of whether Keml was working to its full potential, there were two staff sharing programme responsibilities of which one was based full-time in the region for three years. There were also several experts providing short-term inputs from the international, inspection and legal units. Even then, had greater resources been made available, and had the programme manager been able to delegate administrative and reporting duties, Keml could have better built on the opportunities available.

3.2 EFFICIENCY

3.2.1 Can the costs for the project be justified by its results?

The total budget for the entire 5-year programme was just over SEK 99.3 million⁴. By the end of 2017⁵, just under SEK 77 million of that had been spent. There was an underspend of SEK 3 million by the end of 2017, which enabled a no-cost extension of the programme for a few months during the final periods of 2018. The budget was allocated amongst the partners as follows:



It should be noted:

⁴ This is around USD 10.62 million in current exchange rates, but was about USD 14.19 million in 2013. The Swedish Krona has substantially lost value against the US dollar in the last 5-6 years.

⁵ At the time of writing of this report, figures for the entire project period had not been finalised so 2018 figures are not available.

- Both PAN-AP and TFA got equal shares of the budget for their work with grass-roots beneficiaries, i.e. farming communities, schools, other institutions and consumers, however, PAN-AP was allocated four times as much as TFA for the advocacy component.
- FAO RAP received four times as much as both PAN-AP and TFA for its work with farmers and agriculture extension, i.e. on Integrated Pest Management (IPM) and pesticide risk reduction training.
- KemI's share included 5% for general technical support to the programme, and another 5% for overall programme coordination.

With regard to results, while they are still being compiled by KemI, at the time of the drafting of this report, they show:

- Several hundred thousand rural community members, farmers, school children, consumers and government extension staff have been made aware or trained in the importance of pesticide reduction and the use of alternatives. Directly or indirectly, several programme studies have shown that this has had a positive effect on incomes, health and the environment.
- The programme's work at the grassroots has further catalysed funding from either national governments or donor agencies, which is multiple times over the original funding provided by the programme.
- Advocacy work has contributed to the banning of highly hazardous pesticides, e.g. paraquat in China, Laos, Thailand and Vietnam.
- The programme has supported legal and policy reform in all four countries visited during the evaluation either indirectly (Thailand) or directly (the remaining four). This will have far-reaching consequences at national scales in the longer term.
- The awareness in the region, at least at the middle and lower levels of government, has substantially risen due to the forum events and other trainings.

A more detailed study would be required for a cost-benefit analysis, and even then the results of some qualitative or long-term impacts would be difficult, in fact impossible to quantify. However, from the above it seems the results have justified the costs.

3.2.2 How efficient has KemI been in delivering on the expected results in relation to the Results Framework of the programme?

KemI was partially responsible for component 4, namely strengthening regulatory frameworks for pesticides, and wholly for component 5, i.e. strengthening chemicals management capacity within authorities, industries and among relevant CSOs.

Delivery on the expected results identified in the Results Framework can be observed in the following table:

Indicator	Target	Achieved	Reasons for deviation
4.1 The number of legislative instruments that have been updated or newly introduced.	4 countries have new primary instruments.	Vietnam and Laos have adopted primary instruments. Myanmar and Cambodia await approval of theirs.	The passage of draft laws, regulations and guidelines is beyond the sphere of control of Keml or even its partner in this component i.e. FAO, or even those mid-level professionals in ministries who are supported in drafting this legislation by the programme. This does imply then that there is either a lack of political will, it is not a priority or that FAO/Keml have been unable to target policy makers effectively.
4.2 The number of inspectors trained and the number of inspections conducted with formulated recommendations (made public/presented to decision makers).	Inspection schemes established and scaled up in 3 countries.	Not achieved. Inspection schemes were established and scaled up in Laos, but even there programme support had to be halted, as government had not approved the inspection guidelines/regulations. In Cambodia, training was piloted in one province and partially in two other provinces.	Again, beyond the scope of FAO or Keml's control (or even influence) to meet these targets. Both did their best, even producing a booklet for pesticides retailers. The Lao government still has to approve the guidelines as of the time of writing of this report. Even in Cambodia, inspection guidelines/regulations are not clearly articulated. Again a lack of effective engagement with policy makers is one cause.
4.3 Percentage of pesticide labels in local language	Main distributors in two countries have labels in local language on their products.	Not achieved. Much work has been done in Cambodia, and surveys suggest the percentage of pesticides with Khmer labels has increased steadily. In Laos, while there is some labelling, guidelines on this under the 2017 PM Decree on	Both approval of legalisation and enforcement of it are needed. In Cambodia the 'Guidelines for Labelling and the Model of Pesticide Information' were published in 2018 with Australian support. In Laos, guidelines are still being

		Pesticide Management are in the process of being approved.	elaborated with the first of them on the management and storage of chemicals having been approved in February 2019.
5.1 Number of staff participating in programme activities on chemicals management	Approximately 80 % increase in the number of participants.	Successfully achieved. Total increase in the number of participants: 133 % (219 new participants, 56 % women) at forum meetings 2013-2018.	
5.2 Share of participants (men/women) who state that the activities have been useful or very useful to their work.	A majority of the participants consider the programme activities to be very useful in their work on chemicals management.	Successfully achieved. Evaluations show that over 80% found the topics and the networking useful or very useful	

It can be observed that some results were achieved. During the evaluation, extensive discussions were held with ministries and FAO representatives. Where results have not been achieved, it has not been because of KemI's inefficiency, rather the context prevented further progress to be made.

3.2.3 How efficient has KemI been as a project coordinator of the programme? What have been the positive and negative aspects?

and

3.2.4 How does the partner- organisations and partners in the programme perceive KemI's role as a project leader and expert?

This has already been discussed to a large extent under 3.1.1 and 3.1.6. The programme partners have been appreciative of the role of KemI. There were no complaints of slow release of funds, or responses in communication. Annual reports were produced and delivered on time, giving adequate coverage to all partners' activities and reporting was done against the results framework with adequate attention in reporting to issues relevant to the current Swedish Development Strategy for the region. However, KemI was unable to fully assume its roles in giving strategic direction to partners and to identify and explore possible synergies, primarily because as it admits, it does not have expertise in those areas. Coordination was better with full-time presence in the region during the period 2014-2016.

3.2.5 How efficient has KemI's role been as an expert in providing guidance and expertise in sound Management of Chemicals to the respective countries and at regional level?

and

3.2.6 Has KemI as an organization been well positioned to deliver on the national, regional and global processes?

This question relates to efficiency of input, rather than its effectiveness. With respect to component 4 on regulatory frameworks, and component 5 on strengthening capacity for chemicals management within authorities, industries and among relevant CSOs in the partner countries, KemI's support was considered timely. In Thailand, for example, a new chemicals act was being developed. One of the authors of the act states that the KemI provided exposure to the EU regulation, Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH) amongst other issues, benefitted the drafting of the new act. Similarly, while Myanmar is only party to the Basel and Stockholm Conventions, the other four countries are party to all the conventions (Basel, Stockholm and Rotterdam). The trainings and forums gave participants useful exposure to these conventions, to the Globally Harmonized System of Classification and Labelling of Chemicals (GHS), to REACH, and to the Strategic Approach to International Chemicals Management (SAICM) at a time when the countries were starting to become more aware of the issues and their obligations under these global agreements. All the regional countries are in various stages of legislation development – either primary or secondary - and some are developing strategies for chemicals management such as Thailand and Cambodia. Interviewees state that in this context, the support of KemI has been efficient but they need more. Some went as far as stating they wanted full-time presence of KemI experts within their ministries or divisions.

Please also refer to answer in section 3.1.9.

3.2.7 How has KemI been able to strategize and create partnerships with similar programmes in the region to generate larger outreach?

There are really no similar programmes in the region. Both TFA and PAN-AP, that were KemI's project partners, are themselves networks of CSOs and/or work with local partner CSOs in the different regional countries, and PAN-AP itself is part of the global PAN International. Both are members of several platforms and PAN-AP has been active at the Conference of the Parties of the Stockholm and Rotterdam conventions and other gatherings. This has contributed, as one example, to the banning of paraquat, a weed killer which is toxic to both humans and animals – a ban that KemI too has been supporting. At the local level, the programme has obtained larger reach in components 1, 2 and 3 regarding pesticide use and awareness through local level CSO partners of TFA, PAN-AP and FAO.

The programme has also been supporting the Asia Pacific Plant Protection Commission (APPPC). The APPPC is a regional forum which coordinates and promotes development of regional plant protection systems, assisting member countries to develop effective plant protection regimes, setting standards for phytosanitary measures, and facilitates information sharing. The programme has funded the holding of its events and participation of attendees in them, though what the programme gained in return is not clear. FAO RAP, KemI's programme partner, is the secretariat for APPPC.

However, these partnerships are within the framework of the programme itself. Beyond the programme, there are some forums and working groups existing. The Sida-funded and UNEP implemented Regional Enforcement Network for Chemicals and Waste (REN) worked with 25 Asian countries and concluded in 2018. It was an informal network serving as a platform on information exchange and experience sharing for the participating countries as well as the partners in order to enhance the capacity of the participating countries for improved prevention and control of illegal transboundary traffic of wastes and chemicals. It gave a presentation at KemI's regional forum in 2015. There is also the WHO-UNEP implemented Asia Pacific Regional Forum on Health and the Environment which is a venue where ministers of health and environment meet every three years for sharing knowledge and experiences, improving policy and regulatory frameworks and promoting policy dialogue to implement integrated strategies on environment and health. As with REN, a presentation on this forum was given in 2016. However, the programme did not develop strategic partnerships with either of them.

The third body worthy of mention is the ASEAN Working Group on Chemicals and Waste (AWGCW). This has already been discussed above under Section 3.1.5. Until now, interaction with the Working Group has existed largely of exchange of information and sharing of workplans. KemI attended the Working Group's annual meeting in 2018, and will do so again in 2019. The Working Group views KemI as its future strategic partner and has already indicated that in the 10 action areas it has drawn up in its workplan (one area to be led by each of the 10 ASEAN member countries), it foresees KemI working with it on hazardous chemicals, which currently Thailand is the lead of.

3.2.8 What added value has the Regional Forum generated in terms of cooperation between the different countries and at regional level?

KemI organised six Regional Forums during the duration of Phase II. They were held in Cambodia, Myanmar, Vietnam, Thailand, Laos and then again in Thailand. A total of 439 persons of which around 45% were women, attended these 3-day gatherings. It was thought that the Forum would not only be a venue for regional experience sharing, but also for strengthening collaboration. Whilst experience sharing has happened, and all participants have appreciated that, strengthened regional collaboration has

been found very much lacking. During the evaluation, there were only a couple of instances identified where this had occurred – where one country had approached counterparts in another country beyond the confines of the Forum days, to request information or support, or to work together. In both cases, the persons involved had attended all or at least five of the regional forum meetings.

This was an issue with the Forums. Depending upon both the themes of the Forums, as well as the focal national ministries' abilities or willingness to invite officials from other concerned national ministries, the profile of the attendees varied from year to year. Most of the attendees did not regularly attend the Forums, and thus there was no opportunity to once again engage with a participant met at last year's Forum. Then, back in their home countries, their own day-to-day workload prevented them from devoting time to reaching out to counterparts in other countries. There is also an element of ministries protecting their turfs or not being willing to collaborate or share. This is evident in some of the countries. Of the people interviewed in lists provided by KemI to the evaluation team, officials in one ministry did not know those in another ministry in the same country, even though both ministries were engaged with the programme. Few knew officials from the other regional countries involved in the programme. People knew the project managers from KemI or FAO as they organised the events, but very few knew who TFA or PANAP were, apart from those working on pesticides issues in the field. An exception is Thailand where the Executive Director of TFA has been involved with government officials in the development of the Strategic Plan on Chemicals Management and so is familiar to them.

This is all despite the fact that a number of the participants of these Forums do have the opportunity to meet each other at other regional or international events, meaning that the KemI-led Forums are not the only instances where they have met. In reality, thus, no network as such was created.

Another reason for lack of collaboration is that the forums ended without any follow-up, and participants did not need to engage or interact with each other until the next meeting – unless they needed to. In sum, it does seem unrealistic to expect that a regional forum such as this will trigger concrete collaboration.

3.2.9 To which extent has KemI strategically selected issues at the Regional Forum which link up to the Regional Agenda?

All the issues that were discussed in the Regional Forums linked up to the regional agenda. Even when there were discussions on global frameworks such as the various conventions, these were relevant as the five countries of the region are parties to these conventions. Evaluations undertaken showed that over 80% of the participants found the Regional Forums useful or very useful in terms of the topics discussed and the knowledge gained. Topics included:

- *Global best practice*, e.g. EU regulations on chemicals in products, waste management in Sweden.

- *International frameworks and agreement:* discussions and presentations were held on all the conventions (Basel, Stockholm, Rotterdam & Minamata), as well as on the Globally Harmonized System of Classification and Labelling of Chemicals (GHS), and SAICM.
- *Knowledge on practical implementation* was shared, such as on enforcement and substitution of hazardous chemicals.
- *Regional experiences* including Vietnam's positive and negative experiences of its chemicals law, chemicals management in Thailand, examples of e-waste handling in Cambodia and collection of pesticide containers in Vietnam were shared.

There was a Forum Working Group consisting of focal points drawn from the regional countries. This Working Group would meet much before the annual forum meeting, and in participation with KemI, decide the topics and agenda of the forthcoming forum.

3.2.10 Have the selection of the participants to the Regional Forum been selected strategically?

The selection of participants was at the discretion of the countries, and depending upon the focal ministry, the nominees could have been selected strategically or otherwise. All, if not most of the participants, were from the relevant ministries (industry, health, agriculture or environment) and were working on issues of chemicals or waste.

However, they were all mid-level professionals. The evaluation did not come across any evidence that the participants were higher in rank than deputy director-general. Thus, they are implementers and cannot take ministerial level decisions or even perhaps initiate regional collaboration. There was only one incidence where it was mentioned that a vice-minister, now no longer in his post, may have attended the Regional Forum.

This limited the level of influence the Forum was able to have, as decision and policy makers and approvers were absent from the sessions, thus possibilities that they would return to their ministries and influence change was limited.

Also, participants were not expected by their parent ministries to, on return to office, share with their superiors or peers the knowledge they had gained at the Forums. This was not done, except maybe informally, even though KemI did provide material from the trainings to enable further use and distribution. This again restricted the influence the Forums could have on the institutions the participants represented.

3.2.11 Does KemI have the trust and buy-in by the countries to support the development of a sound chemicals management in the region?

Across all the ministries visited in the four countries, there was immense praise for KemI. The demands for further and longer support from it, and that draft laws and strategies were shared with it for feedback reflects the trust that is present.

The countries view KemI as the leading expert organisation in the area of chemicals management; a credible European/Swedish government agency with a long history of development and management in the region and globally, therefore possessing immense experience. Its staff are considered experts in chemicals research and management.

3.2.12 How is KemI positioned in the region to drive a programme of this kind?

Please see responses to 3.2.5 and 3.2.6

3.2.13 Could any other organization in the region take on this role?

This issue was explored in detail and discussed with interviewees in the region. It has also been partially dealt with in response to question 3.1.1. above.

There really is no other organisation that could take over the role of KemI as an expert in the capacity development of institutions dealing with chemicals management and regulatory frameworks. The two UN agencies FAO and UNEP, which both have regional offices in Bangkok, are competent in regulatory and policy support, and they have better access to higher levels of government but are quite specific when it comes to the types of chemicals they deal with. FAO largely focuses on pesticides, while UNEP on industrial waste. They do not have the comprehensive technical expertise of management in agricultural, industrial and consumer chemicals that KemI possesses. That would have to be contracted in. Added to that, both these organisations are costly and have tedious administrative procedures adding to time and cost. They do not have the expertise of institution building that KemI has built up over the years.

Then there are the forums mentioned earlier. There was a Sida-funded and UNEP implemented REN; this has now ended, though Sida has been approached for funding for a follow-on phase. The WHO-UNEP implemented Asia Pacific Regional Forum on Health and the Environment functioning since 2004 focuses on broader issues of health and environment than just those pertaining to chemicals management. It is really a forum for discussion and experience sharing, with little ability to replicate KemI. It is a useful forum, though, for any future chemicals management programme to associate with.

Lastly, the ASEAN Working Group on Chemicals and Waste, which was established in 2015 and meets annually, is also not a suitable alternative. It does not have the capacity or the structure to undertake the tasks required – in fact it looks to KemI to support it to implement the agenda it has developed in its action plan. Working

through the ASEAN systems, which because of ASEAN's intergovernmental nature, are mindful of individual governments' positions and sensitivities and are cumbersome have their own disadvantages.

3.3 EFFECTIVENESS

3.3.1 To which extent have the project contributed to intended outcomes? If so, why? If not, why not?

Keml's contributions to project outcomes have already been described under section 3.2.2. Regarding the other three project partners, the following achievements have been assessed. It should be noted that these figures may be revised upwards, as the final report of 2018 of the programme is still in the process of compilation and further data is expected.

Indicators	Target (2018)	Results 2013-2018
Number of cases where field data from programme areas have been fed into national and international processes related to chemicals management.	Approximately 22 more cases (Original target value: 3 additional cases)	Significantly overachieved Total: 33 additional cases (150 % of new target value). Result from 2018 (8 additional cases): • 1 case in Laos (PANAP) • 2 cases from Vietnam (PANAP) • 1 regional report (PANAP) • 1 case in Central/Southern Laos (FAO) • 2 cases in Thailand (TFA) • 1 case in Vietnam (TFA)
Various measures taken by target communities and partner organizations to create awareness and reduce pesticide use	New target value: Approximately another 80,000 persons (Original target value: Approximately another 65,000 persons)	Significantly overachieved Total: Approximately another 170,842 persons (213 % of new target value) Result from 2018: • Outreach to another 44,544 persons (PANAP) • 108 Communities with 18,948 persons (8,990 females) (TFA)
The number of farmers, women, youth and other sectors participating in schemes to apply alternative and ecological practices	New target value: Approximately another 50,000 persons (Original target value: Approximately another 35,000 persons)	Significantly overachieved Total: Approximately another 76,307 persons (152 % of new target value) Results from 2018: • 345 farmers, women, youth and other sectors participating in schemes to apply alternative and ecological practices (PANAP) • 16,462 persons (8,478 females) (TFA)
The degree of institutionalization of IPM in the partner countries	Approximately 100 % increase of government annual investments in Integrated Pest Management – Farmer Field Schools	In Vietnam, the government has invested USD 595 million for projects with IPM/FFS and farmer education components through World Bank loans. Also Vietnam has institutionalized IPM policies and capacity building programmes, financed by national and local governments. The Laos Government has invested approximately USD 1 million in an IFAD grant.

The level of use of IPM and biological control options by farming communities	Approximately 90 000 IPM farmers trained to date have reduced pesticide use (50 %) and 90 % of trained farmers have made increased use of biological control	Slightly underachieved. Total: A cumulative total of 84,131 IPM farmers (91 % increase) have reduced pesticide use and associated risk and made increased use of biological control and other agroecology-based pest management practices. Result from 2018: Another 4,199 farmers (64 % female) have reduced pesticide use and made increased use of biological control. Lasting Impact: Confirmed by longer-term impact studies, IPM adoption among FFS graduate farmers has led to a more than 50% reduction in total pesticide use; elimination of the use of WHO Class I pesticides; reduced exposure due to less mixing of pesticides; improved disposal of pesticide containers and increased use of protective clothing.
	Approximately 90 % of trained farmers have stopped use of WHO Class I pesticides. Revised target value in 2015; originally 70 %.	Overachieved 100 % of trained farmers have stopped the use of WHO Class I pesticides.

In Section 3.2.2, the contributions to outcomes of components 4 and 5 were discussed. Above are the quantifiable achievements of TFA, PAN-AP and FAO in components 1, 2 and 3. As can be observed, generally there has been significant overachievement, especially in outreach and adoption.

3.3.2 In what aspects has the programme succeeded in generating learning and contributed to “formal institutional” capacity building?

Learning occurred at many levels from the local to international.

At the local level, through the efforts of TFA, PAN-AP and FAO, several hundred thousand farmers, communities, consumers, schoolchildren, teachers, government extension staff and others were made aware of the harmful effects of pesticide use on health and environment. Tens of thousands of farmers were trained in ecological agriculture and integrated pest management. In addition, farmers – especially women farmers – were provided support in alternative livelihoods and trained in rice-fish farming systems, weaving traditional skirts, home vegetable gardens, cricket, fish and frog harvesting, record and book-keeping, and product marketing and some were organised into women’s groups to enhance their incomes, incentivising them to find alternative means of income generation without the use of harmful substances.

Experiences and results learnt from these activities were shared by PAN-AP and TFA in their various platforms with national, regional and even global CSOs and partners.

Learning occurred for mid-level professionals and technical staff associated with the ministries of health, agriculture, environment and health on chemicals management tools and processes. Two regional workshops were held on the Globally Harmonized System of Classification and Labelling of Chemicals (GHS) and three were held on the new FAO Pesticide Registration Toolkit. Regional workshops were also held on legislation, databases, inventories and financing of chemicals management. These were apart from the regional forums that were organized annually and the topics covered in them have been mentioned in 2.2.9.

At the national level, trainings on ‘Strategies and Key Elements of Chemicals Management’ were organized for the countries in greater need of them, i.e. Cambodia, Laos and Myanmar. Topics introduced in these 3 day trainings included background to the need for chemicals control, international work, hazard assessment and communication, GHS, exposure and risk assessment, risk management occurrence and use (inventories and registries) and enforcement.

In trainings, such as those on GHS, Strategies of Chemicals Management, the FAO toolkit and for the inspectors, groups of staff members from the same departments were trained. In these instances, “formal institutional” capacity building was to some extent occurring. Still, there was no structured way in which they then went back to their parent ministries and systematically shared the knowledge gained or institutionalised it. There were also other impediments. While trainings in FAO toolkits may have been found useful, countries – like the poorer ones – lacked the supporting infrastructure and resources to perform the functions required. There is also the issue of lack of enough manpower, given that there may be other priorities in the department or division.

Keml’s approach of choosing one person per ministry as focal person, while understandable, restricted the spread of knowledge of Keml’s work within the institutions and in the event of retirement or transfer meant that a key institutional resource was lost. During the evaluation, a few ministerial staff mentioned the need for guidance in restructuring of the institutions or divisions responsible to make them more effective. In addition, the fact, as previously mentioned, that those engaging in learning were mid-level professionals, i.e. deputy director generals, - or more often their juniors - meant they did not have the authority or influence to promote change in their organisations.

3.3.3 How effective has the programme been in triggering learning between different countries and are there examples of transfer of knowledge between the different countries?

Formal settings for intra-regional learning were the six forums where participants were introduced to experiences in different countries of the region such as e-waste handling in Cambodia, green rice landscapes in Laos or collection of pesticide containers in Vietnam.

However, as mentioned above in response to question 2.2.8, only a handful of cases are known where one country approached another for transfer of knowledge. Laos did approach Thailand to learn from its legislation and one or two countries have also turned to the Vietnam Chemicals Agency for advice. There may be other examples, but they were not apparent during the evaluation or in the programme reports.

3.3.4 Assess if KemI has been able to facilitate the delivery on policy development at regional, national and/ or local level?

The support that KemI has provided on legislative frameworks has been discussed above in this report several times. Regarding policy development, Thailand drew on useful information for its latest Chemicals Management Strategy from the topics introduced by KemI, such as REACH. KemI also supported Cambodia by providing feedback on the chapter in the Code of Environment and Natural Resources related to Pollution and Waste Management. The code is currently in its 11th draft version.

Generally, KemI was thus not involved in policy development at any of the levels, if policy refers to the development of strategies and not legislation. This was a role envisaged for FAO, but it largely focussed on legislation and guidelines to reinforce that legislation. Policy development was a deficiency of the programme, and it again points to the lack of engagement with policy makers and senior officials in the ministries in the region.

3.4 SUSTAINABILITY

3.4.1 Has the design and set-up of the programme been conducive to achieve long-term impact in the respective countries?

At the local level amongst rural communities, improved agricultural practices are likely to sustain. Farmers are reducing the use of hazardous pesticides and observing, first hand, the benefits of ecological agriculture and pest management. In Laos, Cambodia and Vietnam, the national governments or international donors, such as IFAD, have provided additional funding for scaling up of such activities.

Legislative improvements, once made, are unlikely to be dismantled – rather they may be further improved as the guidelines and secondary legislation to support the main law are introduced and approved. This is the case in Vietnam, where several legislative improvements have been made with programme support, and Laos which currently is drawing up guidelines to support the main Chemicals Law approved in 2016.

The knowledge and skills acquired by the attendees of training events, whether they were government staff for components 4 and 5, or extension staff and CSOs for components 1, 2 and 3, will also be retained with, albeit, staff attrition over time.

Sustained long-term impact will only be possible if there is government commitment to support - through policies, legislative frameworks, enforcement, awareness raising and budgetary resources – the efforts this programme has made over both Phase I and II. There is still more to do to in that regard.

3.5 FUTURE LOOKING

3.5.1 Are there any other projects/ organisations in the region that could provide similar expertise in chemicals management to the countries as Keml?

Please refer to response to question 3.2.13 above.

3.5.2 In what set-up would Keml be able to provide best support at regional and eventually at national level to the countries?

Please see Chapters 4 and 5 which provide key recommendations for any future phase.

4 Conclusions

Keml has been universally appreciated throughout the region as an organisation possessing unparalleled expertise; both as a repository of knowledge on chemicals management but also as a trainer and communicator of best practices on the topics. It is recognised as a government agency with a history of practical implementation. Its methodology of engagement and being responsive to the needs of individual countries are cited as excellent. It has built its trust amongst governments in the region and is classed as neutral, skilled, helpful and trustworthy.

Six Regional Forums were held during 2013-2018 – one per year. These were venues for networking and experience sharing, orientation to the conventions, information on best practice and current issues. Largely targeted at government, they also included a smaller participation of CSOs and other stakeholders, and were found to be very useful and informative.

KemI, sometimes with support from FAO, provided input into individual countries' strategic plans and laws. Thailand used its learning from the Regional Forums as one input into its new draft chemicals act and the chemicals management strategy, while in Laos, Vietnam and Cambodia direct support was given in the form of comments and discussion to new laws, guidelines or regulations.

Trainings in chemicals management were held for ministerial staff and the private sector in the three countries that were considered in most need of them, i.e. Myanmar, Laos and Cambodia. Together with FAO, trainings of inspectors were done and guidelines developed or updated in Cambodia and Laos, three regional FAO toolkit trainings were delivered along with trainings on GHS, registers, databases and legislation.

There was very good results from the field activities of the three programme partners PAN-AP, TFA and FAO. They significantly exceeded their targets, even when the targets had been revised upwards. This work has catalysed additional funding from governments in Vietnam, Cambodia and Laos, and donors to continue to support farmers trainings, curriculum development (Thailand) and community learning centres (Vietnam). Studies show reduced use of pesticides, improved health, more produce being sold and better incomes.

In fact, ministry staff have appreciated the work of both TFA and PAN-AP; stating they bring to their attention the realities of the work in the field and advocate in front of policy makers where government officials are unable to.

As an alternative to KemI, there are no other organisations in the region or globally. There are some forums in the region, such as the ASEAN Working Group for Chemicals and Waste, as well as the international agencies such as UNEP and FAO, all of which KemI should associate and collaborate with when needed. However, none of them can replicate its technical expertise on chemicals management or its experience of institution building.

The programme did also have its shortcomings. Over halfway through implementation, at the end of 2016, the KemI representative and overall programme coordinator, relocated to Stockholm as planned. This led to reduced networking and inability to attend regional meetings/workshops. As project coordinator, KemI had no coordination role to play in the first three components of the programme which related to community level pesticides awareness-raising and its reduced use. The programme was actually four projects under a funding facility: partners continued doing whatever their original organisational objectives were and expanded their activities to newer areas because of this Sida funding being available.

Due to limited human resources allocated for the programme, the KemI project coordinator devoted significant time to report writing, administrative and budgetary issues. The coordinator's skills as a chemicals management expert could have been better utilised.

There was little coordination between the four partners; it was the exception rather than the norm. FAO and KemI did cooperate on legal frameworks, trainings and other activities as they were envisaged to under component 4, but there was minor coordination of activities amongst the three partners undertaking field activities resulting in their local national partners not collaborating with one another. Opportunities for developing a critical mass of local CSOs in pesticides management were missed.

The programme was largely tilted towards pesticides as conceived in the Programme Document. Industrial and consumer chemicals were discussed in regional forums, and KemI trainings included topics relevant to all chemicals. Two small-scale studies, looking at the use of mercury and its effects, were undertaken. These two studies – on artisanal and small-scale gold mining (ASGM) and the detrimental use of mercury in hospitals – were not followed up, one reason being that the remaining period of the implementation period of the programme was short.

No strong network or a mass of chemicals (or pesticides) management advocates was formed even though there were six regional forums, not counting the forums held in Phase I. Most ministerial staff associated with the programme do not know their counterparts in the countries of the region, or even relevant staff in other ministries in their own countries. Reasons include that in the majority of cases, the same persons did not attend all or most of the forum events and also because there was no follow-up or action plan to be pursued after the forum. The few instances where inter-re-

gional cooperation occurred include Laos reaching out to Thailand to review the latter's chemicals law and the Vietnam Chemicals Agency being approached by some of the other regional countries.

The programme did not really engage with policy makers and decision makers; the target group for legislative and policy work was mid-level ministerial staff, a tier that is usually unable to influence change processes, unless the superiors are sensitised and in agreement. This is one cause of the slow progress on legislative reform in both Cambodia and Laos.

While the work that TFA and PAN-AP undertake has a direct focus on human rights, gender and environment, awareness raising on the human based rights approach (HRBA) was muted in trainings and events for professionals, though it gained greater attention over time. Corruption, human rights and gender issues were discussed at regional forums, and were also a segment in the trainings on chemicals management organised at national level in three of the countries.

5 Recommendations

Based on the lessons learnt from the experience of Phase II, the following recommendations are made for any follow-on phase.

For Sida

1. It is an appropriate time to broaden from pesticides to industrial and consumer chemicals, which are becoming a growing concern in the region. However, the pesticides related work on policy/regulatory strengthening and institution building should not be abandoned at this stage given that momentum and goodwill has been built.
2. In programmes in the future where there are several partners, the roles of and expectations from the lead implementing partner need to be elaborated in more detail. Their Terms of Reference need to include what is expected of them in terms of programme coordination, steering the programme, identifying areas of collaborative work with each other, joint communication strategy and how to engage as a programme with other institutions.
3. While the work that KemI does in terms of regulatory support and capacity building of public institutions is important, awareness raising of the citizens of South East Asia regarding the importance of good chemicals management and the hazardous effects of chemicals waste is important. Sida should continue to entertain requests for funding for public awareness in this regard.
4. Until the organisation is able to demonstrate that it possesses the skills necessary, KemI should not be tasked with coordinating multi-partner programmes where most of the work relates to issues outside KemI's expertise. Thus, any next phase should not be placing any such responsibilities on KemI.

For KemI

5. There is need for a full-time presence of KemI in the region. It will facilitate formal meetings and informal networking, responsiveness to the needs of individual countries, and greater collaboration with networks and with ASEAN. It will also be more efficient and effective for engaging policy-making levels of government (see below).
6. One KemI staff member, to handle both the technical implementation of a future programme and to be responsible for administrative and financial issues, is inadequate.

quate and a poor use of resources. The functions of administration, communication, logistics and finance should be handled separately so that the technical officer can focus on chemicals management issues.

7. For industrial chemicals, collaboration with UNEP Regional Office for Asia and the Pacific (UNEP ROAP) would be beneficial because of its engagement in the region at policy levels of government and its status as a UN programme. The same applies for FAO Regional Office for Asia and the Pacific (FAO RAP) if continued engagement in pesticides is undertaken.
8. The anticipation of the ASEAN Working Group for Chemicals and Waste that KemI will collaborate with in implementation of its Action Plan is positive. Any collaboration should be flexible and should not force KemI being drawn into ASEAN's complex bureaucratic procedures.
9. At the same time as working at the regional level, KemI needs to provide tailored support to the weaker countries at the national levels, i.e. Cambodia, Lao, Myanmar and Vietnam. These countries continue to need support in both building their capacities and regulatory reform. Working at the regional level will allow KemI to draw upon the experiences and practices of the more advanced countries in the grouping to share with the less advanced ones.
10. Much more emphasis needs to be placed on working at the policy level. There has to be frequent engagement with the decision-making authorities, policy makers and senior ministerial officials, e.g. vice-ministers or secretaries and those above them. This has been lacking until now. The Regional Forums should be seen as at most a component within a much more comprehensive process (and not as drivers for policy formation). It could take other forms, e.g. short, informal meetings whenever KemI is in the country concerned or study tours. This may need an additional set of skills within the KemI offices in Bangkok, or including this as an activity in the joint work programme with AWGCW, if such a programme is established, or collaborating with agencies such as UNEP to use their existing influence at such levels.
11. The fact that there is poor regional collaboration and that officials of the various ministries engaged in chemicals management even in their own countries are not familiar with one another is a problem. This needs to be addressed. Regional Forums could conclude with action plans on how regional engagement will continue on certain issues or, as suggested by Vietnam during this evaluation, national working groups on chemicals management could be fostered.
12. Regional Forums, if to be continued in any future phase, need to have follow-on activities to be carried out by groups of participants so that the engagement developed during those forums can be sustained. In its absence, poor regional networking, as evidenced until now, will ensue.

Annex 1: Terms of Reference

Terms of Reference for the Evaluation of the regional development programme “Towards a Non-Toxic Environment in South-East Asia”, Phase II.

DRAFT

Date: 18 December 2019

1. Evaluation object and scope

The first phase of the regional programme “Towards a Non-Toxic Environment in South-East Asia” started in 2007 as a response to the increased production and use of pesticides and other chemicals in South East Asia. The programme has aimed to contribute to reduced health and environmental risks from chemicals through better management of agricultural, industrial, and consumer chemicals and sustainable intensification of agricultural production. The programme has both been operating at regional and national levels in the region, more specifically with focus on the following countries: Cambodia, China, Lao PDR, Myanmar, Thailand and Vietnam. The current phase of the programme has had a total budget of 99,3 MSEK over a 5 year period. Sida has been the single donor to the programme.

Since the beginning of the programme, the Swedish Chemicals Agency (KemI) has been managing and implementing the programme activities in collaboration with three partners in the region. The second phase of the programme (2013-2018) has been funded within the framework of the Swedish Regional Development Strategy for South East Asia 2011- 2015 and the Swedish Regional Strategy for Development Cooperation in Asia and the Pacific 2016-2021. During the last implementation phase, the programme has adjusted and strived to strengthen the integration of a human rights discourse as well as including a human rights based approach and gender perspective according to the Swedish Regional Development Strategy for Asia and the Pacific 2016- 2021.

The current programme has a strong focus on pesticides and agriculture, and the pesticides issues are tackled from three angles that mutually reinforce each other: (i) broad awareness raising; (ii) strengthening of regulatory control; (iii) capacity building for pesticide risk reduction training and promotion of integrated pest management to make farming communities less dependent on pesticides and to help them move away from hazardous products.

General chemicals management and industrial and consumer chemicals are, at present, a smaller part of the programme. The Swedish Chemicals Agency provides sup-

port to government authorities in Cambodia, Lao PDR, Myanmar, Thailand and Vietnam and has created a regional chemicals management forum for capacity building, networking and information sharing in the area of chemicals management.

The programme has been a joint collaboration between four organisations with different mandate and modus operandi to reach the overall objective of the programme. The different implementing organisations of the programme have had different roles and responsibilities in the implementation of the programme as well as different geographical outreach. These has both been the programme's strength and weakness. The following organisations have been involved in the implementation of the programme:

- **FAO Regional Office for Asia and the Pacific:** has worked directly with relevant government departments and NGOs in the countries concerned in developing and implementing national IPM programmes, and provides the Secretariat for the Asia and Pacific Plant Protection Commission.
- **FAO Headquarters, Pesticides Risk Reduction Group:** works directly with government departments responsible for regulatory control of pesticides and receives assistance from the FAO Legal Development Service and the Secretariats of the Rotterdam Convention and the International Code of Conduct on the Use and Distribution of Pesticides.
- **Pesticide Action Network for Asia and the Pacific (PANAP):** a civil society organisation with longstanding programmes on awareness raising about pesticides and on community involvement in monitoring pesticide use. Under this programme, PANAP assists national partner CSOs in the programme countries with initiating or strengthening programmes on awareness raising, advocacy and monitoring.
- **The Field Alliance (TFA)** is a CSO network in South East Asia that works through the Ministries of Education and assists with the development of school curricula on pesticides, biodiversity, agro-ecology, etc. The underlying strategy is that education of children in rural areas in these subjects will influence not only their own approach to farming later, but also has a proven direct positive effect on the farming practices of their parents as the approach is designed to question practices of their parents and to encourages discussion towards change.
- **The Swedish Chemicals Agency (KemI):** the government agency responsible for chemicals management and pesticides issues in Sweden. Besides its administrative responsibilities and overall programme coordination, KemI itself also plays an active technical role in Objective 4 and is responsible for implementation of Objective 5.

The current programme comprises five components that contribute to awareness-raising and capacity building on pesticides, industrial and consumer chemicals in the Mekong region countries through multiple pathways.

Since its conceptualization the programme, “Towards a Non-Toxic Environment in South-East Asia” the long-term vision has been :

- Better management and more sustainable use of agricultural, industrial and consumer chemicals
- Reduced risks from chemicals to human health and the environment
- More sustainable intensification of agricultural production and improved resilience to climate change

The programme’s mid-term objective has been “Strengthened capacity and regional collaboration for efficient pesticide risk reduction and chemicals management within and among partner countries” While the programme’s short-term objective is “Increased awareness and enhanced capacity in farming communities, schools, institutions and among consumers within partner countries”. This has been done under the following:

1. Reduce the risk associated with pesticide use and enhanced use of alternatives (implemented by PAN-AP and TFA)
2. Enhanced international, national and local advocacy on sustainable pest management/agriculture (implemented by PAN-AP and TFA)
3. Strengthened capacity to innovate and scale-up Integrated Pest Management (IPM) and pesticide risk reduction training for sustainable intensification of crop production in partner countries (implemented by FAO RAP)
4. Strengthened regulatory framework for the control of pesticides in selected partner countries (implemented by FAO HQ and KemI)
5. Strengthened capacity for chemicals management within authorities, industries and among relevant CSO’s in the partner countries (implemented by KemI)

The direct target group of the programme have been small- scale farmers living in poorer rural areas in Mekong region who are directly dependent on sound ecosystems for their livelihoods and whose health often are threatened by overuse and mismanagement of pesticides. Direct target group/enablers of change have been Ministries and other government agencies, which are involved directly or indirectly and responsible for overall planning and decision making as regard the use of pesticides and other chemicals.

Working with both governmental agencies at different levels and with civil society organisations (CSOs) increases the opportunity to change behaviours and policies at all levels of society. Informed and empowered farmers, consumers and local community leaders enhance change from the bottom-up, while strengthening of regulatory

control and enforcement of legislation simultaneously addresses the issues from the top-down.

The KemI programme has been subjected to a few assessments and reviews during its years of implementation. In 2011 the (Professional Management and the FAO Office of

Evaluation) carried out an evaluation of part of the programme. An overall Mid Term Report of the programme was also carried out in 2016. The reviews have been relatively positive in relation to the delivery of the results framework of the programme. Nevertheless, issues such as ownership, the level of strategic management of the programme and regional delivery have continuously been brought up in the dialogue with the organisations among a few others. Currently (November 2018-January 2019), FAO is undertaking an evaluation of their part of the programme. This evaluation will cover the period 2013-2018 and focus on FAO's delivery of results within the programme.

The aim of this evaluation is to focus on the level of KemIs relevance, efficiency and effectiveness as project coordinator and technical agency in the region during the second phase of the programme.

2. Evaluation rationale

The regional programme “Towards a Non-Toxic Environment in South-East Asia” has strengthened and contributed to improved conditions for a sound chemical management in South East Asia. The Swedish Chemicals Agency (KemI) has had a key role as a project coordinator and technical expert in this programme managing and implementing the programme activities in collaboration with the partners in the region. The aim of this evaluation is to assess how relevant, efficient and effective the Swedish Chemicals Agency (KemI) has been in its different capacities contributing to the overall goal of the programme in South East Asia.

Based on this, this evaluation will be limited to look at KemI's role in the implementation of the programme

3. Evaluation purpose: Intended use and intended users

The evaluation has three primary purposes:

- To assess KemI's role and performance as a **project coordinator** for the programme
- To assess the relevance of KemIs role as an **expert agency**, providing TA support in this area of work, both in relation to the regional and national contexts in South East Asia as well as in relation to the present programme set up.

- To serve as one input for Sida in assessing the relevance, efficiency and effectiveness of KemI's role in the region as well as the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.
- To propose recommendations on how a Swedish Agency of this kind or other potential actor strategically could operate and add value to improve Sound Chemical Management at national and regional levels in the region in an eventual future programme.
- The Swedish Embassy in Bangkok
- Sida HQ in Stockholm
- KemI

The primary intended users of the evaluation are:

The evaluation is to be designed, conducted and reported to meet the needs of the intended users, and tenderers shall elaborate in the tender how this will be ensured during the evaluation process.

4. Evaluation criteria and questions

The objective/objectives of this evaluation is to evaluate the relevance, efficiency and effectiveness of the programme, with special attention to the role of KemI, and formulate recommendations as an input to upcoming discussions concerning the preparation of an eventual new phase of a chemical programme. The questions are expected to be further developed during the inception phase of the evaluation.

The evaluation questions are:

Relevance

- What is the main additional value of KemI in the management of a programme of this kind and in relation to other alternative set-ups?
- How well is the programme delivering on the regional and national frameworks and priorities?
- To which extent has the set-up of the programme been relevant in relation to the needs and priorities in the region?
- Have KemI the capacity and regional know-how to deliver on the demands and needs from the respective countries?
- To which extent has KemI been relevant to play a role at regional level and influence and deliver on the regional agenda in the ASEAN?
- What administrative capacity does KemI have to manage a programme of this kind?
- How has KemI succeeded to adjust, adapt the development of the programme to the Swedish Development Strategy for Asia and the Pacific 2016-2021?
- How relevant is KemI's established network in and know-how of the region for the delivery of the programme.
- What role and function has KemI had in the delivery at local, national and regional level? Has KemI been working to its full potential?

Efficiency

- Can the costs for the project be justified by its results?
- How efficient has KemI been in delivering on the expected results in relation to the Results Framework of the programme?
- How efficient has KemI been as a project coordinator of the programme? What have been the positive and negative aspects?
- How does the partner- organisations and partners in the programme perceive KemI's role as a project leader and an expert?
- How efficient has KemI's role been as an expert in providing guidance and expertise in sound Management of Chemicals to the respective countries and at regional level?
- Has KemI as an organization been well positioned to deliver on the national, regional and global processes?
- How has KemI been able to strategize and create partnerships with similar programmes in the region to generate larger outreach?
- What added value has the Regional Forum generated in terms of cooperation between the different countries and at regional level?
- To which extent has KemI strategically selected issues at the Regional Forum which link up to the Regional Agenda?
- Have the selection of the participants to the Regional Forum been selected strategically?
- Does KemI have the trust and buy-in by the countries to support the development of a sound chemical management in the region?
- How is KemI positioned in the region to drive a programme of this kind?
- Could any other organization in the region take on this role?

Effectiveness

- To which extent have the project contributed to intended outcomes? If so, why? If not, why not?
- In what aspects has the programme succeeded in generating learning and contributed to "formal institutional capacity building"?
- How effective has the programme been in triggering learning between different countries and are there examples of transfer of knowledge between the different countries?
- Assess if KemI has been able to facilitate the delivery on policy development at regional, national and/ or local level?

Sustainability

Has the design and set-up of the programme been conducive to create improved conditions for chemical management in the region? Has KemI enhanced institutional capacity among the partners?

- Has the design and set-up of the programme been conducive to achieve long-term impact in the respective countries?

Future looking

- Are there any other projects/ organisations in the region that could provide similar expertise in chemical management to the countries as KemI ?
- In what set-up would KemI be able to provide best support at regional and eventually at national level to the countries?

Delimitations

The evaluation shall have a focus on Phase 2 of the programme, but results and lessons learned from the previous Phases should be included when relevant. For in - country trips and studies, Thailand, Vietnam, Laos and Cambodia would be interesting countries to visit as well as the ASEAN Secretariat.

An average of approximately 2 days in each country is expected, covering local and national levels.

5. Evaluation approach and methods for data collection and

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully presented in the inception report. A clear distinction is to be made between evaluation approach/methodology and methods.

Sida's approach to evaluation is utilization-focused which means the evaluator should facilitate the entire evaluation process with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

Evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

The evaluator is expected to read previous reviews commissioned by Sida of the programme. It is envisaged that during visits to programme countries independent interviews with key stakeholders are conducted, including representatives at relevant government institutions, members of civil society, private sector and others. These interviews should be organised by the evaluator in collaboration with KemI and programme partners..

6. Organisation of evaluation management

This evaluation is commissioned by the Embassy of Sweden in Bangkok. KemI has contributed to the ToR and will be provided with an opportunity to comment on the

inception report as well as the final report, but will not be involved in the management of the evaluation. Hence, the commissioner will evaluate tenders, approve the inception report and the final report of the evaluation.

7. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation⁶. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation⁷. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

8. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out 1 February december – 31of March 2019. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The table below lists key deliverables for the evaluation process. Deadlines for final inception report and final report must be kept in the tender, but alternative deadlines for other deliverables may be suggested by the consultant and negotiated during the inception phase.

⁶ DAC Quality Standards for development Evaluation, OECD, 2010.

⁷ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.

Deliverables	Participants	Deadlines
1. Start-up meeting, 1 February 2019	Swedish Embassy in Bangkok Sida HQ	1 of February 2019
2. Draft inception report		Tentative 11th of February 2019
3. Inception meeting : Bangkok- video meeting	The Swedish Embassy in Bangkok, Sida, HQ	Tentative, the 13 th of February 2019
4. Final inception report		Tentative : 20 February 2019
5. Debriefing workshop	The Swedish Embassy in Bangkok Sida HQ	Timing and modality to be agreed during Inception period
6. Draft evaluation report	Embassy of Sweden, Sida/HQ	Tentative mid- March 2019
7. Presentation and discussion on evaluation report	The Swedish Embassy in Bangkok Sida HQ KemI, FAO, TFA och PANAP	Tentative mid -March
8. Comments from intended users to evaluators	Embassy of Sweden collects from intended users	Tentative – end March
9. Final evaluation report		Tentative 31st of March

The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology, methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings

and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation⁸.

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Citrus (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to sida@citrus.com, always with a copy to the Sida Programme Officer as well as Sida's Chief Evaluator's Team (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the evaluator needs to include the invoice reference "ZZ610601S," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas.

9. Evaluation Team Qualification

The required team qualifications are specified in the Call-off inquiry.

It is important that the competencies of the individual team members are complementary.

The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.

10. Resources

The maximum budget amount available for the evaluation is 400.000 SEK.

The Swedish Embassy in Bangkok will be responsible for the whole call off inquiry of the evaluation. The contact person is Göran Schill, who should be consulted with questions or if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by The Swedish Embassy in Bangkok.

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by the Swedish Embassy in Bangkok.

⁸ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

The evaluator will be required to arrange all the logistics related to the evaluation that is to be undertaken in Cambodia, Lao PDR, Thailand and Vietnam with partners, including any necessary security arrangements.

11. Annexes

Annex A: List of key documentation

KEMIs Programme Document :

MTR 2011

MTR 2016

Annual Progress Reports 2013-2018

Reports from Regional Meetings 2013-2018

SEI-rapporten 2017

KemI's draft proposal

FAO and PANAP Concept papers

The documents can be found under the following link:

[//www.kemi.se/en/about-us/our-task/international-work/regional-cooperation-in-south-east-asia](http://www.kemi.se/en/about-us/our-task/international-work/regional-cooperation-in-south-east-asia):

Annex B: Data sheet on the evaluation object

Annex C: Decentralised evaluation report template

Annex 2: List of persons interviewed

Sida

Paulos Berglöf, Coordinator for Cooperation with Government Authorities

Alexandra Wachtmeister, Focal Point for the Swedish Chemicals Agency

Göran Haag, Former Programme Manager at the Embassy of Sweden in Bangkok

Louise Herman, Programme Manager at the Embassy of Sweden in Bangkok

Åsa Hedén, Counsellor, Head of Regional Development Cooperation in Asia

KemI (Swedish Chemicals Agency)

Ingela Andersson, Head of International Unit

Ule Johansson, Adviser & Programme Manager 2007-present

Jenny Rönngren, Adviser, Programme manager, 2011-present

Programme Partners

Jan Willem Ketelaar, Chief Technical Adviser/Team Leader, FAO Regional Office for Asia and the Pacific, IPM/Pesticide Risk Reduction Programme

Sarojeni Rengam, Executive Director, Pesticide Action Network Asia Pacific (PAN-AP)

Deeppa Ravindran, Programme Officer, Pesticide Action Network Asia Pacific (PAN-AP)

Rosmah Ismail, Administrator, Pesticide Action Network Asia Pacific (PAN-AP)

Marut Jatiket, Director, The Field Alliance (TFA)

Food and Agriculture Organisation (FAO)

Harry van der Wulp, ex-Senior Policy Officer, Plant Production and Protection Division

Piao Yongfan, Senior Plant Protection Officer, Executive Secretary Asia Plant Protection Commission

Marjon Fredrix, Agricultural Officer, Plant Production & Protection Officer, Plant Production & Protection Division

Ngo Tien Dung, Good Production Practices Advisor/Monitoring and Evaluation expert, FAO Vietnam

Other Partners

Ramon San Pascual, Executive Director, Health Care Without Harm (HCWH) Asia

Kakuko Nagatani-Yoshida, Regional Coordinator for Chemicals, Waste and Air Quality, UN Environment Regional Office for Asia and the Pacific

Richard Gutierrez, Executive Director, BanToxics

Malin Oud, Team Leader, Economic Globalisation and Human Rights, Raoul Wallenberg Institute (RWI)

Linn Persson, Senior Research Fellow, Swedish Environment Institute

National Partners

Thailand

Yaowares Oppamayunm, *National Focal Point Industrial and Consumer Chemicals*, Head of Chemical Safety Group, Food and Drug Administration, Ministry of Public Health

Kirana Roonnaphai, Pharmacist, Chemical Safety Group, Food and Drug Administration, Ministry of Public Health

Aurus Kongphanich, Pharmacist, Chemical Safety Group, Food and Drug Administration, Ministry of Public Health

Yuwaree Inna, Independent consultant

Jirapan Thongyord, *National Focal Point Pesticides*, Scientist, Ministry of Agriculture and Cooperatives

Prakit Chuntib, Scientist, Scientist, Ministry of Agriculture and Cooperatives

Sukanya Khomkong, Scientist, Ministry of Agriculture and Cooperatives

Teeraporn Wiriwutikornm, *National Focal Point Industrial and Consumer Chemicals*, Director of Hazardous Substance Division, Waste and Hazardous Substance Management Bureau, Pollution Control Department, Ministry of Natural Resources and Environment

Laos

Viengsamay Syleuxay, Director of Narcotic, Chemical & Cosmetic Control Division, Food and Drug Department, Ministry of Health

Somphong Soulivanh, *National Focal Point Industrial and Consumer Chemicals*, Deputy Director General, Department of Industry and Handicrafts, Ministry of Industry and Commerce

Thongdam Khounoudom, Director Environmental and Chemical Division, Department of Industry and Handicrafts, Ministry of Industry and Commerce

Vaiyakone Sysavath, Deputy Director Environmental and Chemical Division, Department of Industry and Handicrafts, Ministry of Industry and Commerce

Vanhxay Phiomanyvone, Director Hazardous Chemicals Management Division, Pollution Control Department, Ministry Of Natural Resources and Environment

Phengkhamla Phonvisai, Deputy Director General Pollution Control Department, Ministry Of Natural Resources and Environment

Souliya Souvandouane, *National Focal Point Pesticides*, Acting Director Regulatory Division, Department of Agriculture, Ministry of Agriculture and Forestry

Khamphoui Louanglath, *previous National Focal Point Pesticides*, former Director of Regulatory Division and currently World Bank/FAO consultant, Department of Agriculture, Ministry of Agriculture and Forestry

Cambodia

Sophal Laska, *National Focal Point Industrial and Consumer Chemicals*, Deputy Director Department of Hazardous Substances Management, Ministry of Environment

Ngin Chhay, *National Focal Point Pesticides*, Director General of General Directorate of Agriculture, Ministry of Agriculture, Forestry and Fisheries

Chou Cheythyrit, IPM Coordinator & Deputy Director of Department of Rice Crop of General Directorate of Agriculture, Ministry of Agriculture, Forestry and Fisheries

Long Rithirak, *National Focal Point Industrial and Consumer Chemicals*, Deputy Director General, General Directorate of Environmental Protection, Ministry of Environment

Moch Chanta, *National Focal Point Pesticides*, Deputy Director Department of Agricultural Legislation (DAL), Ministry of Agriculture, Forestry and Fisheries

Vietnam

Le Viet Thang, Official of Division of Chemical Management, Vietnam Chemicals Agency, Ministry of Industry and Trade

Nguyen Thi Ha, Director of Convention and International Cooperation, Vietnam Chemicals Agency, Ministry of Industry and Trade



Evaluation of the regional development programme “Towards a Non-Toxic Environment in South-East Asia”, Phase II

The evaluation report of the Regional Programme: Towards a Non-Toxic Environment in South-East Asia Phase II (2013 to 2018) serves as an input for Sida in as-sessing the relevance, efficiency and effectiveness of Keml's role and proposes recommendations on how a Swedish agency of this kind strategically could operate and add value to improve Sound Chemical Management at national and regional levels in the region in an eventual future programme. Field visits were undertaken to Cambodia, Laos, Thailand and Vietnam. Among the findings are that Keml has been universally appreciated throughout the region as an organisation possessing unparalleled expertise and highly relevant, efficient and effective as a technical expert, while as a programme coordinator, it was not relevant or effective and only somewhat efficient.

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