

Final Evaluation Report

Final Evaluation of the IOMC Toolbox for Decision Making in Chemicals Management-Phase II

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IOMC



INTER-ORGANIZATION PROGRAMME FOR THE SOUND MANAGEMENT OF CHEMICALS

A cooperative agreement among FAO, ILO, UNDP, UNEP, UNIDO, UNITAR, WHO, World Bank and OECD



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Preface

The IOMC Toolbox for Decision Making in Chemicals Management Project is a logical response to increasing needs and demands from policymakers working in developing and transitional economies. The toolbox was established to provide easy web-based access to various guidance and support material and provide a structured decision-making tool which would guide users towards the most appropriate, cost-effective chemicals management solutions in line with their own national resource constraints.

The project's second phase aimed to undertake in-depth piloting of the toolbox, develop and integrate more content within the system and undertake a significant programme of promotion and training. Funding for the project was provided by the European Union.

The final evaluation of the second phase found the project to be of high relevance and practical value to chemicals management-related policymakers, with high quality material developed and accessible online. In addition to these strengths, the evaluation also identified some areas for improvement. Seven recommendations and a set of lessons learned were issued.

Readership of this evaluation should not only include the immediate stakeholders of the project, but also a wider group of project managers and related stakeholders involved in the development and management of online gateways to access information and guidance material.

The evaluation was managed by the UNITAR Planning, Performance and Results Section (PPRS) and was undertaken by Mr. Ronnie MacPherson, Director and Lead Consultant at Greenstate. PPRS provided guidance, oversight and quality assurance, as well as translation and logistical support for the field work. Overall guidance of the evaluation was provided by the project's Project Management Group (PMG), comprised of representatives from the representatives from the seven involved Participating Organizations (POs), UNITAR and the WHO, responsible for the operational and technical cooperation. The PMG's response to the evaluation and its conclusions and recommendations are outlined in the Management Response.

The UNITAR Planning, Performance and Results Section is grateful to the evaluator, the IOMC participating organizations and the PMG, evaluation stakeholders interviewed, and the European Union.

Brook Boyer Manager, Planning, Performance and Results Section, UNITAR

Acronyms

CNPML	Centro Nacional de Producción Más Limpia (Colombia NCPC)
CMS	Content Management System
COP	Conference of the Parties
EC	European Commission
FAO	Food and Agriculture Organization of the United Nations
GHS	Globally Harmonized System of Classification and Labelling of Chemicals
ILO	International Labour Organization
IOCC	Inter-Organization Coordinating Committee (IOMC)
IOMC	Inter-Organization Programme for the Sound Management of Chemicals
LDC	Least Developed Country
MTE	Mid-term Evaluation
NCPC	National Cleaner Production Centre
OECD	Organisation for Economic Co-operation and Development
PMG	Project Management Group
PO	Participating Organization (IOMC)
PPD	Plant Protection Division (Myanmar)
PPRS	Planning, Performance & Results Section (UNITAR)
PRTR	Pollutant Release and Transfer Register
SAAS	Software as a service
SDGs	Sustainable Development Goals
SAICM	Strategic Approach to International Chemicals Management
TOR	Terms of reference
UNDP	United Nations Development Program
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
WHO	World Health Organization
ZEMA	Zambia Environmental Management Agency

Executive Summary

The Inter-Organization Programme for the Sound Management of Chemicals (IOMC) brings together nine UN and multilateral organizations that are involved in the coordination and promotion of chemical safety and sound chemicals management. Over time, these organizations have developed a significant quantity of publications, guidance, training material and decision-making tools relating to chemicals management. However, this material was dispersed across various online and offline platforms, and was difficult for policymakers and other prospective users to locate and access. Consequently, the IOMC established the Toolbox for Decision Making in Chemicals Management project to provide easier, web-based access to a consolidated, harmonised library of the various material and – just as importantly – to provide a structured decision-making tool that would guide users towards the most appropriate, cost-effective chemicals management solutions, according to their own national resource constraints.

This independent evaluation assessed phase II of the toolbox project, which ran from 2013-2017. The project's overall performance was reviewed against the standard evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. The evaluation applied a mixture of qualitative and quantitative methods through a combination of tools including documentation review, web traffic analysis, interviews, focus groups and – most significantly – four country-level case studies that explored use of the toolbox by policymakers in Colombia, Myanmar, Peru and Zambia. In addition to assessing overall project progress, the evaluation also aimed to identify recommendations to inform and strengthen any future project phases.

The evaluation found that the toolbox concept was highly relevant to the chemicals management-related needs of policymakers working in transitional and developing economies. Moreover, the content that was developed and consolidated through the project was routinely assessed as high quality, with significant practical value for policymakers. Importantly, this content has demonstrably been applied: the evaluation found that toolbox material has directly, explicitly informed national chemicals management legislation in at least three countries.

Despite the project's solid concept and the highly-regarded material, the project's effectiveness and impact are being seriously undermined by the toolbox's unpopular platform and interface. For the great majority of users the toolbox has categorically not been an effective mechanism for accessing and managing information. The system is cumbersome, not intuitive, and not user friendly, to the point where it may have exposed the IOMC to a degree of reputational risk.

The evaluation also found that the project's promotion and training strategy has not been wholly effective. In particular, it is not clear that maximising outreach to multiple audiences through a broad-brush strategy was appropriate, given the toolbox's explicit focus on servicing a specialised, limited audience (chemicals management policymakers). The toolbox is now well-known amongst the primary target audience in some countries, but relevant groups have not been reached in all target countries: 56 countries (including 49 developing countries) never visited the toolbox during the phase II project, with a further 48 countries (41 developing) logging less than 10 visits to the site during the entire project period. Additionally, survey data indicates that only around 30% of training attendees actually go on to use the system.

Based on detailed feedback from target users and on the evaluation's own findings, recommendations for strengthening the project were identified.

1. A **usability and options study** should be commissioned to identify technical alternatives for the toolbox. Significant resources have already been invested in the current platform and suitably motivated policymakers *will* use the existing system to access the guidance they need. But the system's technological limitations are defining how the platform develops, rather than *user needs* defining how the platform develops. Clearly, this is the wrong way around: humans should define how software works for them, rather than vice versa. The project now needs to decide whether to 'live' with the current system and its shortcomings, or to explore other options.
2. Regardless of whether the existing platform is retained or new software is adopted, the system should – at a minimum – **fulfil a series of technical requirements** identified through feedback from target users. These include – but are not limited to – adopting **standard web navigation functions and web design norms**, ensuring **comprehensive, consistent translation** into at least French and Spanish, **increased cross-refencing and cross-linking between toolbox schemes**, and the **development of a long-term hosting strategy**.
3. While the current system is explicitly focused on supporting chemicals management policymakers, the toolbox also contains content of clear relevance to other user groups. Moreover, the current approach of categorising all material *exclusively* against specific technical themes undersells the broader relevance and value of some material. A **broader typology and system of content 'tagging'** should be developed, thereby allowing users to filter and identify materials according to non-technical categories, in turn increasing the relevance and accessibility to a far wider audience. Content should – at a minimum – be categorised according to relevant **audience/s** and relevant **SAICM element/s**.
4. Given the limited effectiveness of the current, resource-intensive promotional strategy and the potential reputational risk that the IOMC is being exposed to, it is recommended that **high-profile promotion – particularly to large, multi-disciplinary audiences – be avoided** until the toolbox's technical flaws have been resolved, or a new system has been adopted.
5. Toolbox uptake appears to have been most effective and extensive where a country had clear, immediate incentives to use the toolbox, or received intensive, highly targeted and ongoing support that engaged all relevant national institutions. The project should **develop an alternative training strategy** that is explicitly – and possibly *exclusively* – **focussed on engaging and supporting the primary target audience of policymakers**. Any realigned strategy should be grounded in the following principles: within any given country or region, promotion and activity should be **based on a detailed stakeholder and needs analysis**; project partners should **exploit their convening role** to ensure that any workshops bring together all relevant institutions within the target country/region; and training provision should go beyond workshop delivery, to include formal **post-event support**, allowing participants to access ongoing tailored advice.
6. There is significant unmet demand amongst toolbox users for networking and peer-to-peer learning: the depth and detail of toolbox content was often seen as daunting, and users frequently felt that internalising and applying this level of technical detail was extremely challenging through the study of written material alone. The project should **initiate a toolbox-centred, global community-of-practice**: the highly specialised target audience and the relatively limited number of people within that audience is conducive to the development of a strong, collegiate and potentially self-sustaining network. Such a community could also

support **more frequent communications** from the project regarding sector, project and content developments.

7. The current logframe does not communicate or reflect the project's long-term vision or its location within the 'bigger picture' of international chemicals management harmonization. Moreover, the indicators – and pursuit of their associated targets – may have skewed the project's focus, model and delivery away from attaining substantive outcomes, and more towards achieving 'easy to measure' yet potentially inappropriate metrics. The project should **reformulate the results framework and monitoring strategy**. At a minimum, this should **identify intermediate outcomes** that can directly or plausibly be influenced by project interventions. **Indicators should be revised** accordingly, in turn supported by a **revised monitoring strategy that prioritises outcome rather than output measurement**.

1 Introduction

This report documents the final evaluation of the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) Toolbox for Decision Making in Chemicals Management – Phase II Project. The report commences with an overview of the IOMC and the toolbox project, followed by a description of the evaluation's methodology. Evaluation findings are then presented in detail against the five key evaluation questions and criteria. Building on these findings, the evaluation's conclusions are presented, along with recommendations for the Project Management Group (PMG) and the IOMC's Participating Organizations (POs).

2 Overview of the Toolbox Phase II Project

2.1 The IOMC

2.1.1 The IOMC brings together nine UN and multilateral organizations that are involved in the coordination and/or promotion of chemical safety and sound chemical management. Through the IOMC, partners aim to strengthen international cooperation on chemical safety, and improve coordination of their own chemicals-related policies and activities.

2.1.2 The IOMC's work is coordinated through the Inter-Organization Coordinating Committee (IOCC), which is comprised of representatives from all nine Participating Organizations (POs). The IOCC – and indeed the broader IOMC – is administered through the World Health Organization (WHO).

2.1.3 Since its formation in 1995, the IOMC's work has included the establishment and implementation of the Globally Harmonised System of Classification and Labelling of Chemicals (GHS), technical support to countries implementing international chemicals-related agreements (such as the Rotterdam Convention and the Stockholm Convention), and contributing to the development and implementation of the Strategic Approach to International Chemicals Management (SAICM), an internationally agreed policy framework promoting chemicals safety around the world.

IOMC Participating Organizations

- Food and Agriculture Organization of the United Nations (**FAO**)
- International Labour Organization (**ILO**)
- United Nations Development Programme (**UNDP**)
- United Nations Environment Programme (**UN Environment**)
- United Nations Industrial Development Organization (**UNIDO**)
- United Nations Institute for Training and Research (**UNITAR**)
- World Health Organization (**WHO**)
- **World Bank**
- Organisation for Economic Co-operation and Development (**OECD**)

2.2 The IOMC toolbox

2.2.1 Over time, the IOMC's Participating Organizations had developed a significant quantity of publications, guidance, training material and decision-making tools relating to chemicals safety and sound chemicals management. However, this material was typically disseminated through each PO's own channels, which made it difficult for policymakers and other prospective users to locate and access guidance, and to identify the most appropriate material, particularly in instances where guidance from several POs was thematically similar or even overlapping.

2.2.2 The toolbox project was initiated to provide easier, web-based access to a consolidated, harmonised library of the POs' various material and – just as importantly – to provide

policymakers with a structured decision-making tool that would guide users towards the most appropriate, cost-effective chemicals management solutions, according to their own resource constraints. In doing so – and with a specific focus on policymakers in countries with developing and transition economies – the toolbox aimed to support implementation of SAICM, the preeminent international policy framework for sound chemicals management.

2.2.3 Supported by a €200,000 grant from the European Commission (EC), phase I of the toolbox project was led by the OECD and delivered over the two-year period 2011-2012. During this phase, the proof-of-concept was developed, a technical specification was prepared, and the first iteration of the platform was built, including initial content. Early promotional activities were also undertaken.

2.3 Toolbox Phase II

2.3.1 Following the first phase, a €2,000,000 grant was secured from the EC to deliver phase II of the project (the subject of this evaluation). Phase II was led by WHO, although only seven of the IOMC's nine Participating Organizations contributed to the project: UNDP and the World Bank did not participate, primarily because they do not produce chemicals-related guidance or material. Project delivery was overseen by a Project Management Group (PMG), comprised of representatives from the seven involved POs. The PMG met twice a year to develop strategy, review progress and agree on workplans.

2.3.2 In brief, the second phase aimed to undertake in-depth piloting of the toolbox with target user groups, develop and integrate considerably more content within the system (including material translated into French and Spanish), and undertake a significant programme of promotion and training. Work was originally scheduled for delivery over the 3-year period November 2013 to October 2016, although a no-cost extension was granted in 2016, and the project is now due to conclude in October 2017.

2.4 Toolbox structure and content

2.4.1 Initially built in phase I, the main toolbox is a platform developed by OECD using their in-house programmers. The toolbox provides a series of thematic '**schemes**' that – in turn – are comprised of decision-making trees and libraries of comprehensive, quality-assured content developed by POs. On accessing the toolbox, users are requested to define their country's level of resources for chemicals management (low, medium, or high). Based on that response, users are then guided towards the most relevant, cost-effective solutions and guidance. The resulting content is either hosted directly within the toolbox, or links are provided to external sites. Scheme content was typically developed and/or curated through a series of workshops led by POs, with contributions from target user groups (i.e. representatives from countries with developing and transition economies) and technical experts.

2.4.2 The phase II project also encompassed the development of a series of '**toolkits**'. Compared to the main toolbox's '**schemes**', the toolkits were originally conceptualised as resources for broader audiences (i.e. beyond just policymakers), without the toolbox's decision-making trees, and more akin to standard, freely browsable web resources. Moreover, most toolkits were developed and are hosted separately from the main toolbox platform. Despite the different approach to *technological* development, toolkit *content* was developed and curated using the same rigorous, consultation-based process as applied for toolbox schemes.

2.4.3 Table 1 summarises the status of toolbox content (as of July 2017), including the POs involved in content curation and development:

Title	Phase	Category	FAO	ILO	OECD	UNEP	UNIDO	UNITAR	WHO
National Management for Pesticides	Phase I	Scheme							
Occupational Safety and Health Management for Chemicals	Phase I	Scheme							
Chemical Accident Prevention, Preparedness and Response	Phase I	Scheme							
Setting up a Pollutant Release and Transfer Register (PRTR)	Phase II	Scheme							
Industrial Chemicals Management	Phase II	Scheme							
Implementing a Classification and Labelling System for Chemicals (GHS)	Phase II	Scheme							
Public Health Management of Chemicals	Phase II	Scheme							
Environmental Risk Assessment	Phase II	Toolkit							
Chemical Leasing	Phase II	Toolkit							
Pesticide Registration	Phase II	Toolkit							
Still under development (as of July 2017)									
Human Health Risk Assessment	Phase II	Toolkit							
Innovative approaches for the sound management of chemicals and chemical wastes	Phase II	Toolkit							

Table 1: Overview of toolbox content and lead POs

2.5 Promotion and training

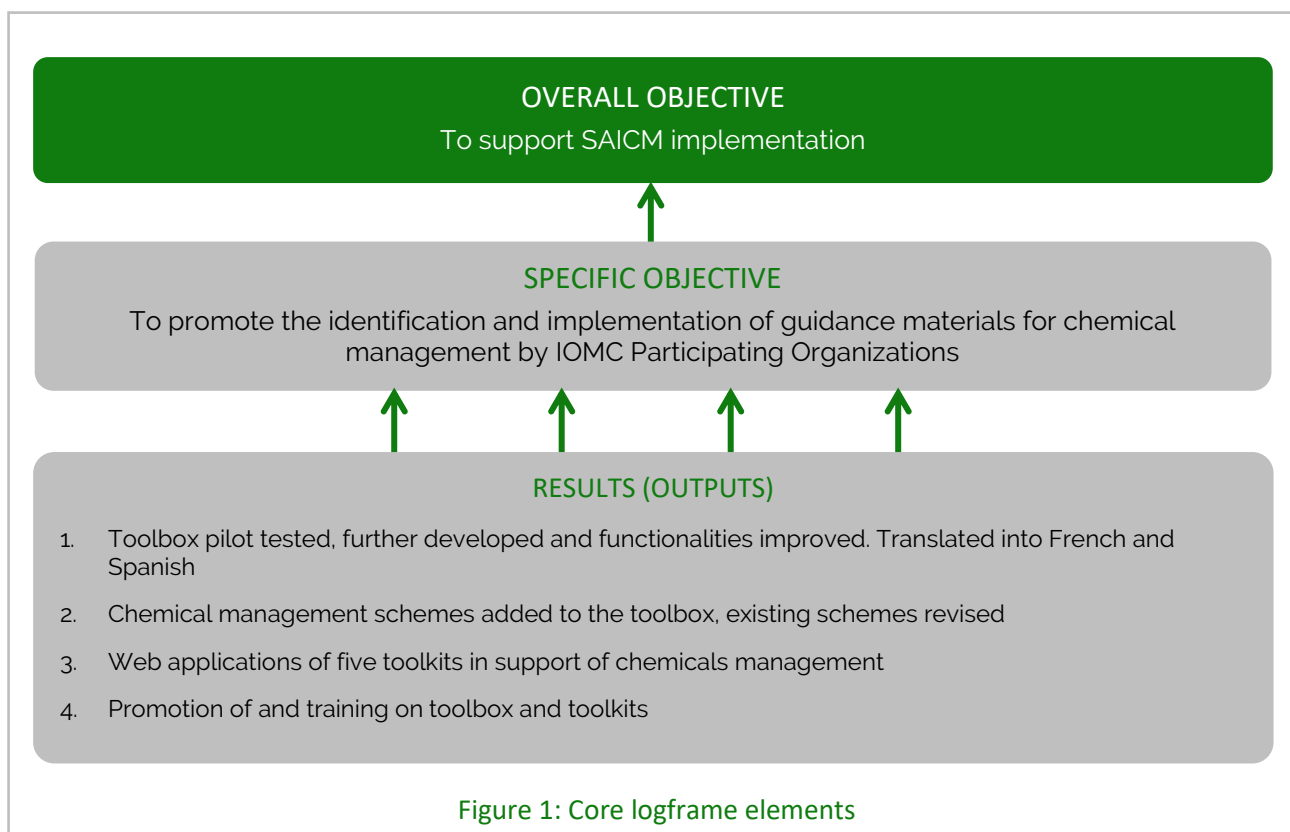
2.5.1 Significant phase II resources (approximately 24% of the overall budget, including PO contributions) were allocated towards the promotion of the toolbox and the training of target audiences in its use. Work encompassed the development of videos, flyers, generic presentations, and the delivery of promotional presentations and training at both dedicated events, and during relevant 'pre-existing' national, regional and international conferences. Activities ranged from short, 15-minute presentations during high-level forums, to multi-day, hands-on workshops with small, invited target groups. Additionally, project partners set-up and managed promotional 'booths' during longer high-level events such as Conferences of Parties (COPs), where audiences could interact directly with the toolbox and talk with delivery partners.

2.5.2 While UNITAR was the lead organization in the promotion and training component of the project, all POs were involved in the delivery of such activities. Some POs occasionally elected to subcontract – for example – organisation and delivery of training workshops to partner organisations, such and National Cleaner Production Centres (NCPCs).

2.6 Phase II Logic Model

2.6.1 The project is supported by a logical framework (logframe) that sets out phase II's main activities, targets and overarching objectives. As such, the logframe underpinned the project's

monitoring strategy and provided the basis for monitoring activities. The logframe also provides a concise expression of the project's overall delivery model, and is summarised in figure 1 below:



3 Evaluation methodology

3.1 Coordination, oversight and quality assurance

3.1.1 The evaluation's terms of reference were presented to the PMG in April 2017 prior to commencement of the exercise. The evaluation was undertaken by an independent consultant, commissioned by UNITAR's Planning, Performance and Results Section (PPRS). The consultant received translation and logistical support from the PPRS, and from government representatives within the evaluation's case study countries. The draft evaluation report underwent peer review and quality assurance by UNITAR's PPRS.

3.2 Purpose, scope and audience

3.2.1 The purpose of the evaluation was to assess the overall performance of the whole phase II project, applying the standard OECD-DAC evaluation criteria¹ of relevance, efficiency, effectiveness, impact and sustainability. In doing so, the evaluation aimed to identify the phase II project's achievements, strengths and weaknesses, in turn identifying recommendations and lessons that could inform future decision-making relating to the project.

¹ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

3.2.2 The primary target audience for the evaluation is the PMG, although the report is also likely to be of interest to the main donor (the EC), the broader IOMC, and – considering the project's overall objective – institutions and individuals that are involved in the development and delivery of SAICM.

3.3 Methodological approach

3.3.1 The evaluation purpose, scope and OECD-DAC criteria provided the basis for an evaluation framework, which in turn underpinned the whole methodological approach. Evaluation questions for each criterion were largely established within the evaluation terms of reference, but the evaluation's initial desk review and consultations allowed for some revision and refinement of those original questions.

1. **Relevance:** To what extent has the project reached its intended users and been relevant to the targeted countries' specific needs?
2. **Efficiency:** How efficient was project delivery?
3. **Effectiveness:** To what extent has the project achieved its objectives and produced the planned outputs and achieved the intended outcomes?
4. **Impact:** To what extent has the project contributed to harmonized chemical management?
5. **Sustainability:** To what extent are results likely to be sustained in the long term?

3.3.2 The evaluation framework also identified more detailed sub-questions, and an overview of potential tools for addressing questions. The complete framework is presented in Annex 7.

3.3.3 Guided by the evaluation framework, several tools were applied to gather and analyse qualitative and quantitative information. The primary tools were:

- **Interviews:** 60 individuals were interviewed either face-to-face or remotely, including several focus group discussions with toolbox users and target groups (for example, staff teams within national Ministries), as well as representatives from the POs.
- **Case studies:** A series of case studies were undertaken to identify and analyse 'real life' applications of the toolbox. Four country-level studies were undertaken in Colombia, Myanmar, Peru and Zambia, all supported by short country visits. These visits allowed the evaluator to engage directly with toolbox users and target groups, and – where possible – to gather direct evidence of (for example) policies and legislation that had been directly influenced by the toolbox. The visits also proved to be invaluable for collecting user feedback on the toolbox's structure, content, and overall usability.
- **Web analysis:** Google Analytics was used to examine the main toolbox site's web metrics.
- **Usability analysis:** Basic usability analyses were undertaken of the toolbox and the toolkits, closely informed by detailed feedback from toolbox users.
- **Desk review:** A literature review considered documentation including project progress reports, PMG minutes, and financial data.
- **Project monitoring data analysis:** The evaluation took into consideration monitoring data gathered by POs during project implementation, including – most substantially – the results

of post-event surveys administered by UNITAR's PPRS. Given that the project's logframe underpinned the whole monitoring strategy and approach to data collection, an assessment was also undertaken of the quality and appropriateness of the logframe.

- **Survey of SAICM Focal Points:** Following production of the zero draft evaluation report, a short survey was circulated to SAICM Focal Points in order to gather further evidence of toolbox uptake, and to collate another 'strand' of user feedback. The survey was circulated in English, French and Spanish to 350 individuals identified as current or previous SAICM Focal Points for countries, regions or NGOs. However, only 21 responses were received (6% response rate), with only 5 respondents indicating that they had actually used the toolbox. Consequently, the survey results do not represent a key evidence source for the evaluation; however, the full results are presented in Annex 6.

3.4 Mid-term Evaluation

3.4.1 The evaluation also drew on the phase II project's Mid-term Evaluation (MTE), which reviewed project progress up to the end of 2015. The MTE presented four recommendations to the PMG, some of which have subsequently been addressed, but all of which provide important context for this final evaluation. As such, the MTE recommendations are presented here in full, along with their implementation status:

MTE Recommendations	Status (as of June 2017)
<p><u>1: Further develop and implement the strategy on training (and training follow-up) on the Toolbox.</u> The strategy should build on the approach developed by participating organizations in 2015/early 2016, with learning opportunities more closely tailored to specific country or (sub) regional needs and stakeholder characteristics, including language, sectors represented (in addition to government), chemical risks and management needs, etc. The roll-out of the strategy should also include blended approaches, combining face-to-face training with follow-up webinars, as well as more regular monitoring/assessment of feedback from participants having attended the training.</p>	<p>Project outreach now places more emphasis on training, as opposed to general promotion work. A consistent monitoring strategy is being implemented, comprised of immediate post-event surveys, with follow-up surveys around 6 months later.</p>
<p><u>2: Develop short cases/illustrations on how targeted groups are using the Toolbox to serve as concrete examples that can be potentially replicated by other targeted users.</u> The cases/illustrations could be presented in various formats, including short e-newsletters sent to SAICM country focal points and other contacts, links inserted directly in the Toolbox, presentations made in face-to face training events or webinars, etc.</p>	<p>A limited number of scheme/toolkit-specific case studies have been developed to demonstrate potential uses, most notably as part of the Chemical Leasing Toolkit. The case studies developed through this evaluation were also undertaken partly in response to this recommendation.</p>
<p><u>3: Fine-tune functionalities/links to further facilitate navigation within the Toolbox.</u> Fine-tuning should include reviewing hyperlinks to tools located on participating organization websites, facilitating navigation back to prior pages, inserting links to cross-reference tools/toolkits in different management schemes and inserting hyperlinks in web-based toolkits to enable users to easily return to the Toolbox.</p>	<p>The PMG indicated that there would be continual review of hyperlinks and cross-referencing. However, the PMG also indicated that some functional recommendations (e.g. toolbox navigation, offline content) would not be addressed due to technological constraints.</p>
<p><u>4: Enhance real-time monitoring of the Toolbox's use throughout the remainder of the project period.</u></p>	<p>A pop-up survey was developed, is live, and is presented to users every time they visit the toolbox.</p>

Enhanced real-time monitoring could include, for example, inserting a pop-up survey in the Toolbox for visitors to respond to several short questions that could provide more meaningful feedback than web statistics.	
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Table 2: Status of Mid-term Evaluation Recommendations

3.5 Limitations

3.5.1 There were several limitations on the evaluation. The initial intention was to develop up to 10 short case studies to support the evaluation. However, as the evaluation proceeded it became apparent that – even in countries and contexts where there has been toolbox use – the evidence base was insufficient to extract enough findings to support 10 case studies. Moreover, the nature of the chemicals management sector means that there will always be a significant time lag before social and economic impacts are evident and measurable. Even countries that used the toolbox during the 2011-2012 phase I project (e.g. Zambia) are still 'rolling out' policies developed using the toolbox's support, and are not yet in a position to determine the influence and impact of those policies. More generally, it also became clear that – beyond a handful of specific countries and institutions – toolbox usage had not been extensive. As the limitations of the evidence base became clear, it was therefore decided to undertake only four country-level case studies (presented in annexes 1-4).

3.5.2 Second, the use of Google Analytics data was constrained as 'exclude filters' had not been placed on the toolbox's Analytics account. Typically, exclude filters are used to remove data from sources that should not be considered in any given website's traffic analysis (for example – and most commonly – the main office locations of the website's owners). Consequently, the IOMC toolbox web data includes all site visits from PO Headquarters and staff offices. Unfortunately, the proportion of site visits from these locations appears to be considerable, and is therefore likely to skew much of the data that is extractable from the toolbox's Google Analytics account. For example, the combined number of visits from Geneva (ILO, UNEP, UNITAR, WHO), Paris (OECD), Vienna (UNIDO), and Austin (UNITAR project focal point) represented 27% of all toolbox visits during the reviewed period (1 Nov 2014 – 31 May 2017). Of course, some visits from these 4 cities would have been 'genuine' visits external to the project team (for example, new users visiting the site immediately after a Geneva-based workshop or promotional event), but it is likely that a considerable proportion of those visits came from PO premises. The use of web data in the evaluation was therefore limited. However, the web analysis that *is* presented minimises or completely avoids any skewed data effects.

3.5.3 Third, as with many evaluations, a considerable amount of the qualitative data collected was based on individual, subjective perceptions and opinions. To mitigate any subjective bias, findings have been triangulated across sources, and across tools (interviews, different case study countries, surveys, etc.).

3.5.4 Fourth, the response rates of surveys administered were low (similar to the MTE). For example, of the surveys deployed by UNITAR's PPRS to participants of training events organized between January 2016 and June 2017, only 76 responses were received (16% response rate), and only 21 of those responses were from individuals that subsequently used the toolbox. Consequently, findings associated with the surveys should be treated with caution. This point is reiterated whenever survey data are discussed.

3.5.5 Finally, there were also significant delays in information provision, with several pieces of critical data (including access to Google Analytics) taking over one month to be delivered. Some requested data was never received, most notably details regarding the toolbox registrants; in this instance, the absence of data resulted in a missed opportunity to contact and/or undertake evaluation surveys with a broader range of verified toolbox users.

4 Findings

4.1 Relevance

EVALUATION QUESTION 1:

To what extent has the project reached its intended users and been relevant to the targeted countries' specific needs?

4.1.1 The evaluation found that the toolbox concept was highly relevant to the chemicals management-related needs of countries with transitional and developing economies. Institutions that were actively developing their national legislative infrastructure routinely praised the depth and quality of content accessible via the toolbox. Moreover, the toolbox was also relevant at a global level: its consolidation and curation of quality-assured material provided an important contribution towards the international harmonization of chemicals management. However, it was also found that the toolbox was only directly relevant to a very limited audience (national policy-makers) and that a broader appreciation of the toolbox's relevance could be achieved through a wider range of thematic and user-specific navigation options. In some countries the toolbox is now well-known amongst relevant target audiences, particularly national policy and decision-makers. However, the relevant audiences have not been reached in all target countries.

Highly relevant to national chemical management needs

4.1.2 The toolbox's overarching concept of consolidating and curating quality-assured material - and guiding users towards the most *appropriate* material - was highly relevant to the national chemicals management needs of countries with transitional or developing economies. Evaluation correspondents confirmed that they were previously obliged to trawl through numerous websites (sometimes also offline, paper documentation) to identify relevant guidance and resources. Even where relevant material was identified, users were often not in a position to make a fully-informed, objective assessment as to whether the identified resources were sufficiently rigorous, appropriate or up-to-date. Consequently, target users consistently identified the overall toolbox concept as highly relevant, directly addressing basic research problems that they had faced in their own work.

4.1.3 The toolbox *content* was similarly found to be highly relevant to national chemicals management needs. Guidance and material extracted from the toolbox was commonly identified by target users as being extremely valuable, often providing comprehensive solutions to the respective user's research needs or policy problems.

4.1.4 Target users also felt that the relevance of content was essentially assured given that toolbox-hosted material was – by definition – grounded in global standards and/or internationally accepted best practice. When developing their own policies, users frequently researched and drew on other countries' legislation, but would invariably return to toolbox material to ensure that their policy was ultimately benchmarked against international standards.

4.1.5 This approach to policy benchmarking (noted amongst several evaluation correspondents) also provides evidence that the toolbox is contributing to the global

harmonization of chemicals management. By adopting – or at least referencing – IOMC-curated guidance, target users are indirectly supporting the IOMC's own efforts to disseminate and embed internationally agreed standards and best practices.

Relevance not as clear for non-governmental audiences

4.1.6 The project and the toolbox (particularly the toolbox's decision-making pathways) were all squarely aimed at – and were highly relevant to – national policy-makers. However, the project promoted the toolbox to a far broader audience than just government. As noted within the original project proposal document, "*chemicals management is cross-cutting involving many sectors, stakeholders and disciplines*"². The project therefore sought to raise awareness of the tool amongst likely partners and participants in any given country's chemicals management processes. Consequently, significant project resources were allocated to, for example, industry-specific conferences, and toolbox training events for private sector companies, academics and NGOs.

4.1.7 However, the evaluation found that the toolbox only had limited relevance to these other, non-governmental user groups. The toolbox was not structured to cater for non-governmental audiences, or for audiences not directly involved in national policy-making processes. While the toolbox contains material that is relevant to other user groups, the navigational structure of the toolbox is not designed with those groups in mind. Correspondents interviewed who had taken part in the project's training events often identified this limited relevance – and the toolbox's explicit targeting of policy-makers – as a barrier to use for non-governmental users.

4.1.8 Beyond the toolbox however, the project-supported toolkits (hosted externally to the toolbox) were far more relevant to non-governmental audiences. In particular, the Chemical Leasing toolkit was identified by a number of evaluation correspondents as more relevant to private sector companies. The fact that the toolkit was developed and hosted separately from the main toolbox system, and hence was not bound by the toolbox's policymaker-focused interface, may explain this higher degree of relevance.

Broadening the toolbox's relevance

4.1.9 While currently organised by scheme, the content within each scheme is extensive and, on occasion, is of relevance beyond the immediate scheme or toolkit with which it is nominally associated. Target users indicated that the ability to identify relevant information would have been greatly improved if there had been an option to filter and access content according to user group, or according to certain strategic considerations. For example, if material have been categorised/tagged by user group (e.g. policy-maker, industry, technical/on-the-ground, academia) this could have immediately demonstrated the relevance of the toolbox to target audiences beyond policy-makers, and would have improved access to the toolbox's deep reserves of material.

4.1.10 Similarly, applying other categories, tags and filters of a more strategic nature would have demonstrated the broader relevance of material, even to the core target audience of policymakers. Several evaluation correspondents indicated that categorising material by SAICM

² IOMC Toolbox for decision making in chemicals management - Phase II: Modification, Expansion and Promotion: EC Grant Application Form, pp8, (2012), WHO

elements³ or, potentially, by Sustainable Development Goal (SDG) target would have improved relevance, and could have increased the toolbox's uptake and buy-in, particularly amongst higher-level decision-makers whose focus is not necessarily as technical and specific as that offered through the current toolbox schemes.

4.1.11 Some correspondents also felt that toolbox materials and guidance could be better contextualised to the experience of countries with transitional and developing economies. While the current examples and case studies incorporated within the toolbox were assessed by users as highly informative, these examples were invariably from OECD countries with well-developed chemicals management systems. Users felt that examples from countries with 'weaker' chemicals management regimes would also be useful, whether to demonstrate how problems were overcome within low-resource environments, or just to highlight 'bad' practice and its implications.

Mixed performance on audience reach

4.1.12 In some countries the toolbox is now well-known amongst relevant target audiences, particularly amongst national policy and decision-makers. For example, in Colombia it is probable that *all* policymakers involved in national chemicals management regulation are at least aware of the toolbox, even if they haven't actually used the system. Moreover, in the two instances where the evaluation found the broadest level of uptake and awareness – namely Colombia and Zambia – the initial awareness of the toolbox can be directly attributed to specific project-supported promotional events. Following these events, the individuals that were first 'exposed' to the toolbox returned to their institutions, raised awareness of the toolbox amongst colleagues, and advocated for its use.

4.1.13 Achieving such a comprehensive awareness amongst any given country's policymakers is plausible, as the target audience is often very small: introductory material to the project-supported Pesticides Registration toolkit notes that within 77% of countries, the toolkit's primary target groups (i.e. pesticide registration authorities) only have 1-2 staff members⁴. While this specific group is considerably more specialised than other scheme / toolkit target groups (for example, the number of individuals involved in health-related chemicals policy will be considerably higher), the broader point is still valid: invariably, in target countries there are only a small number of individuals belonging to the primary target audience (i.e. chemicals management policymakers).

4.1.14 However – and despite the potentially small, even tiny target audience – those audiences have not been reached in all countries. Google Analytics data confirms that from the project start date of 1st November 2013 to 31st May 2017, the toolbox was not directly accessed from a significant number of countries with transitional and developing economies. A total of 31 countries did not log any visits to the toolbox, 27 of which are classified as developing countries. This rises to 56 countries (49 developing countries) when taking into account countries that exclusively logged *only* visits with a 100% bounce rate⁵. A further 48 countries (41 developing) logged less than 10 visits to the toolbox during the entire reviewed period (the full list of non-

³ SAICM Implementation – 11 basic elements: <http://www.saicm.org/Implementation/Towards2020/tabid/5499/language/en-US/Default.aspx>

⁴ An introduction to the Pesticides Registration Toolkit, video available at <http://www.fao.org/pesticide-registration-toolkit/tool/home/>

⁵ The 'bounce rate' is the proportion of visitors that leave a site immediately or – at best – after only viewing the homepage.

visiting and low activity countries is presented in Annex 5). Conversely, the same data set confirms that the toolbox was used relatively frequently in some countries. 25 countries (including 11 developing countries) logged at least 100 visits during the reviewed period.

4.1.15 In one stark example of non-usage, policymakers in Myanmar were completely unaware of the main toolbox: Google Analytics data confirms that the toolbox received zero visits from Myanmar during the phase II project period. Any promotional events that Myanmar officials attended therefore had little effect on use. But this non-usage is even more surprising given that the Myanmar authorities were *deeply* engaged with the Pesticides Registration Toolkit which, although hosted separately from the main IOMC toolbox (and thus not reported in Google Analytics data), was nevertheless still an important component of the broader toolbox project. The main toolbox was not promoted to policymakers in Myanmar, despite the lead PO's direct and relatively intensive engagement with those same policymakers.

4.1.16 The evaluation also found that extensive delays to the project's translation activities have curtailed audience reach and usage in non-Anglophone countries. Several evaluation correspondents reported that their non-English speaking colleagues had not returned to the toolbox after their initial visits, when they were faced with an absence of translated material and/or inconsistently applied translation across the system. While there is recognition of this problem amongst the POs, it is not clear as to why project translation delays have been so extensive. One potential factor may have been the highly limited translation budget: reasonable resources are allocated for individual schemes and toolkits, but the budget for '*translation of Toolbox website into French and Spanish*' (i.e. the core system, including introductory and navigation text) was only €4,080.

4.2 Efficiency

EVALUATION QUESTION 2: How efficient was project delivery?

4.2.1 The majority of phase II project resources were allocated towards the rigorous development of quality-assured material and guidance on chemicals management. The evaluation found that the corresponding activities resulted in the delivery of an extensive amount of high quality material that was greatly appreciated by target audiences, and was arguably the project's strongest achievement. However, there have also been notable and sometimes significant inefficiencies. From an implementation perspective, the cost-effectiveness of the project's promotional strategy has not been adequately monitored or demonstrated. Closely linked to this, the project's logframe was very weak, with vague or missing baselines and targets, as well as weak monitoring processes that were not well-aligned to the project's overarching objectives. Finally, hugely delayed report submissions from individual POs resulted in the whole project having to be extended by 12 months and – just as seriously – caused considerable frustration across the project team.

Majority of project resources supported development of high quality materials

4.2.2 The great majority of project resources – human, financial and time – were allocated towards the development of toolbox schemes and the external toolkits. These activities aimed to achieve the project's primary goal, namely the consolidation and harmonization of the extensive yet disparate material produced by POs. This typically involved the convening of working groups comprised of technical experts, representatives from countries with developing and transitional economies, and PO staff. The working groups were then tasked with identifying and reviewing all relevant material, pinpointing the most appropriate material for developing and transitional economy contexts, and editing existing or developing new material, as required.

4.2.3 The evaluation found that the ultimate output from all this work – the *content* of the toolbox and toolkits – was of very high quality. Unanimously, evaluation correspondents were highly complimentary and appreciative of the material produced, and of the basic guidance on the appropriateness of material according to national resource levels. Those correspondents that had been involved in chemicals management policy for a longer time – i.e. from *before* the toolbox's introduction – were particularly positive about the material, given the previous difficulties in locating and assessing the appropriateness of guidance and material. Moreover, correspondents were equally positive about toolbox and toolkit content regardless of whether their usual operating context was within a developing, transitional or developed economy.

Cost effectiveness of promotion and training has not been demonstrated

4.2.4 Considerable resources were also allocated towards the project's promotion and training activities, with a budget of around €620,000 (or 24% of the overall budget, including PO contributions). If training costs are excluded, the proportion allocated to promotion events would be 14% of the overall budget (around €350,000). However, the evaluation found that there was considerable crossover between activities labelled as 'promotion' and those labelled as 'training'. Sometimes, 'training' activities consisted of 30-minute, one-way presentations or demonstrations on the toolbox, which does not meet the definition of training. Indeed, some evaluation correspondents that participated in such events were even surprised that they had

been categorised as 'training'. But even if training costs are excluded, 14% of the overall budget still represents a significant investment for promotion. In addition to being a financially significant investment, considerable human resources and time were allocated to the project's promotional work. A key plank of the promotional strategy was the delivery of short presentations at relevant, pre-existing conferences and seminars across the world. While using these pre-existing events reduced potential costs, the approach still required extensive travel – and hence a significant time investment – by PO staff members and contractors.

4.2.5 The project's monitoring data indicates that by April 2017 promotion and training activity combined had resulted in almost 6,000 individuals being exposed to the toolbox to varying degrees through 145 events. While this figure indicates a certain general level of exposure to the toolbox and confirms a degree of efficiency in converting inputs (money) to outputs (individuals reached), the project data is not sufficiently detailed to confirm the specific groups that were reached (policymakers, private sector, academia, etc.). Neither was this data systematically linked to actual usage of the toolbox via, for example, regular analysis of Google Analytics. Consequently, the project's monitoring systems were not capable of delivering an overview as to whether or how promotional activity influenced toolbox uptake and usage. This discrepancy was first noted by the mid-term evaluation (MTE), and – in response to an MTE recommendation – a post-event survey was implemented in order to trace usage of the toolbox by event participants. However, responses to this survey have been rather limited and – in any case – it is not clear that the PMG has been routinely applying this data to inform their ongoing assessments of project efficiency and cost-effectiveness, or their decisions regarding the delivery of or the approach taken to promotional and training activity. Moreover, no efforts have subsequently been made to link event monitoring data with web traffic data.

4.2.6 Given the scale of financial, time and human resources investment in promotional and training activity, these gaps in project monitoring should be considered a significant oversight. The following evaluation section (effectiveness) provides an ex-post assessment of the promotional strategy, but this kind of performance management data could and should have been collated and monitored continuously throughout project delivery.

Logframe outputs and targets not well-aligned with intended outcomes

4.2.7 As with many projects, a central tool for the phase II project's ongoing management and oversight was the project logframe. Typically, logframes should provide management with an overview of project progress, specifically the extent to which the 'results chain' is being achieved: are **inputs** funding the agreed **activities**? Are the **activities** delivering the agreed **outputs**? Are those **outputs** contributing towards the intended **outcomes** and – ultimately – **impact**? Progress against each step of the results chain is monitored through **indicators** that, as far as possible, should be based on metrics that can be directly attributable to the project's interventions.



Figure 2: Typical project 'results chain'

4.2.8 The phase II logframe was developed against a standard, EC-provided format that used the terminology of 'results' (analogous to outputs), 'specific objective' (outcome) and 'overall objective' (impact). However, the phase II logframe contains flaws. While the project's four 'results' could be interpreted as 'outputs', the project's 'specific objective' was *also* analogous to an output, with the project's 'overall objective' only comparable to an outcome (rather than an impact). Most seriously, there is a considerable 'logic jump' between the specific objective (*promote identification and implementation of guidance materials*) and the overall objective (*support SAICM implementation*). Consequently, the logframe does not articulate how the identification and implementation of guidance materials will actually support SAICM implementation. Inferred from project documentation and interviews with PMG members, these intermediate outcomes are most likely to have been:

INTERMEDIATE OUTCOMES (INFERRED)

1. Toolbox provides an effective mechanism for accessing guidance.
2. Countries adopt policy guidance provided through the toolbox.
3. Countries are able to resolve chemicals management problems using toolbox materials.

Figure 3: Inferred intermediate outcomes

As a result of this gap, the logframe failed to locate the project in the 'bigger picture' of national and international chemicals management.

4.2.9 The logframe's conceptual weaknesses were exacerbated by a poor selection of indicators. These were often not sufficiently detailed or specific enough to support accurate measurement and, in some instances, did not provide metrics or appropriate metrics. Most seriously, the indicators were exclusively input, activity or output focussed, with no allowance for the measurement of the toolbox's influence on policy or legislative outcomes or – in the longer term – economic, social or health outcomes.

4.2.10 The evaluation found that these shortcomings – the lack of a fully articulated results chain, along with poorly formulated indicators – meant that the logframe could not inform crucial project management and delivery decisions. While the logframe *did* measure the extent to which training and promotion participants subsequently go ahead and use the toolbox, no further monitoring was undertaken to measure the remainder of the results chain. For example, does the toolbox adequately address the users' needs, priorities and knowledge gaps? And does the toolbox ultimately inform or influence the policies and legislation that they are developing?

4.2.11 Critically, an implication of the incomplete project logic and inappropriate indicators is that the project model and delivery was potentially skewed away from working towards substantive outcomes (e.g. countries adopting strong chemicals management policies), and

more towards the delivery and monitoring of 'easier', more immediate targets such as '*number of participants*' at promotional events.

Partner reporting delays greatly undermined project efficiency

4.2.12 While POs were generally positive about overall project performance and efficiency, aspects of internal project management and administration were commonly singled out as highly problematic. Specifically, considerable concern was expressed on the lack of timely project reporting by some POs, and the implications this had for project delivery. In one instance, a project partner's report submission was delayed by over 12 months. Consequently, the consolidated project report could not be submitted to the EC, and the EC's next tranche of funding could not be released. While this did not delay all POs' work, in some cases POs' financial regulations prevent any expenditure until grant monies have been received, so for some POs the delayed reporting completely stalled project delivery. Ultimately then, the delayed report from one partner delayed the entire project, and resulted in the project timeframe having to be extended by 12 months. The reporting delays have been the cause of frustration amongst project partners, and was commonly cited by POs as the project's single biggest weakness.

4.3 Effectiveness

EVALUATION QUESTION 3:

To what extent has the project achieved its objectives and produced the planned outputs and achieved the intended outcomes?

4.3.1 The evaluation found that most outputs were delivered or are on track for delivery, and that some progress is being made towards the project's overall objective. However, the evaluation also found that project effectiveness – and the project's potential for delivering the intended intermediate outcomes and long-term impact – is being seriously undermined by the toolbox's unpopular system and interface. For the great majority of users the toolbox has categorically not been an effective mechanism for accessing and managing information. The *content* is highly valued by users, but the system for accessing that content is cumbersome, not intuitive, and not user friendly, to the point where it may have exposed the IOMC to a degree of reputational risk. The evaluation also found that the promotion and training strategy has not been wholly effective, with events sometimes inappropriately targeted.

Some progress towards outputs, objectives and intermediate outcomes

4.3.2 Notwithstanding the above findings regarding the project logframe and the implications this may have had on the project model and delivery, the evaluation found that the project is on track to deliver its **activities** (labelled '**results**' in the logframe) and its **output** (labelled '**specific objective**' in the logframe). The evaluation also identified instances of progress towards the project's **outcome** (labelled '**overall objective**' in the logframe).

4.3.3 Although not explicitly reflected in the logframe, the project necessarily worked towards a series of **intermediate outcomes**, as outlined in figure 3 above. Some examples of progress towards the second and third intermediate outcomes were identified, most notably in Colombia and Zambia, where the toolbox has had a direct influence on aspects of those countries' chemicals management legislation. However, progress towards the first intermediate outcome – '*toolbox provides an effective mechanism for accessing guidance*' – was poor, to the extent that overall project effectiveness is being seriously undermined.

Toolbox is not an effective mechanism for accessing information

4.3.4 Through a combination of extensive interviews with target users from the four selected countries, post-event survey results, and a basic usability study, the evaluation found that the main toolbox system has not been an effective mechanism for accessing and managing information. The system was found to be unpopular with target groups, regularly assessed by users as cumbersome, not intuitive and not user-friendly: it was often seen as being as much a *barrier* to accessing information as a *facilitator* to accessing information.

4.3.5 Criticisms were extensive, ranging from the general to the specific. The most significant problems are presented in figure 4 below. This list is not exhaustive, rather these issues were identified by more than one user and/or were assessed as a particularly problematic aspect of the toolbox's functionality.

1. **Exclusive focus on policymakers:** The toolbox is explicitly designed for use by policymakers, yet there is relevant, valuable content within the system for non-policymaker audiences. However, there is no way for those audiences to filter or easily identify the relevant content.
2. **Limited cross-referencing between schemes:** Individual users often access multiple schemes within the toolbox, and/or seek to develop a broad understanding of multi-sectoral chemicals management considerations. However, users commonly reported that the system does not support cross-scheme comparison and analysis, due to the lack of cross-referencing and cross-linking between schemes and materials within schemes. The gap is even more marked when it comes to toolkits: beyond simple, high-level links between the toolbox and toolkit homepages, there is essentially *no* cross-referencing between the toolbox and toolkits.
3. **Inability to switch between resource paths:** The categorisation of guidance according to a country's resource level was welcomed by users, but it was also seen as overly deterministic: often, the national resource situation is more nuanced and/or sector-specific. Users frequently wanted to see the corresponding guidance being 'offered' under different resource scenarios, yet could only access that guidance by restarting their navigational journey from scratch.
4. **Lack of transparent navigation structure:** Closely linked to the previous criticism, users were frustrated by the absence of 'standard', transparent navigation options such as (e.g.) collapsible side menus or sitemaps. This was particularly frustrating during return visits to the toolbox, when users had to restart and re-navigate their 'journey' to the desired material.
5. **Lack of search functionality:** A standard, frequently used function for any web-based system.
6. **Lack of back-button:** A standard, frequently used function for any web-based system.
7. **Does not follow 'web grammar':** Users often found the site layout confusing and non-intuitive, partly because the interface does not follow relatively standard web design norms. Examples include 'next page' buttons located within the left pane, rather than at the standard position of bottom or bottom-right of the main content pane; radio buttons used as navigation buttons, rather than as selection buttons; multiple horizontal menus located at various screen positions.
8. **Inconsistent / incomplete translation:** A significant barrier for non-English speakers.
9. **Multiple click-throughs to content:** Where a link to a document is provided, the user often has to subsequently click through multiple pages / links until they actually retrieve the initially referenced document.
10. **Broken links:** Internal and external to the toolbox.
11. **Cosmetically unattractive:** This is not a trivial problem, as unattractive or dated interfaces can affect user attitude and willingness to use any given system.

Figure 4: Toolbox functionality – primary criticisms (non-exhaustive list)

4.3.6 While there is a degree of recognition within the PMG as to the toolbox's functional and presentational shortcomings, it is not clear that addressing these discrepancies is seen as a project priority. For example, the MTE recommended incorporation of a back-button within the system, yet the PMG response to this recommendation was that it was "*technically not possible as [the toolbox] is not a webpage, but an application*". This response cannot be justified. The shortcomings are foundational to the user experience, and failing to address them risks compromising the outreach, effectiveness and impact of the entire project investment. Regardless of whether it is a webpage or an application, if any web-based system cannot meet fundamental user needs such as search functionality and basic navigational requirements, then that system is simply not fit for purpose. The absence of a back-button may seem to be trivial criticism within the context of a €2.5m investment, but the toolbox is the face of the project and the means through which the target audience accesses the project's extensive reserve of knowledge. Such 'trivial' design flaws can and *have* defined target user groups' experience, attitude and – ultimately – their willingness to use the system.

4.3.7 The marked disconnect between the PMG's assessment and the target groups' assessment of the technology could be partly explained by what appears to be software 'path dependency' within the toolbox project. Early in phase I of the project (2011-2012) a specific software platform and solution for the toolbox was adopted. Considerable time and resources have subsequently been invested in developing the toolbox within that software platform. As more and more resources are invested in the platform, it becomes more and more difficult to step back and reconsider the platform's appropriateness. With such a large amount already invested in the platform, the opportunity cost of switching to another platform grows and it becomes increasingly difficult to even conceive of a potential switch, and ultimately there is software 'lock-in'. Unfortunately, the result of this lock-in and path dependency is that technological limitations define how the platform develops, rather than user needs defining how the platform develops. Clearly, this is the wrong way around: human beings should define how software works for them, rather than vice versa.

4.3.8 Although a reluctance to consider switching software is understandable, it is at least technically possible, as there is nothing unique or complex about the core functions provided through the current platform. Providing the three decision-making pathways that users are guided on (low, medium or high resources) could be easily serviced by most current content management systems (CMSs), including the dominant open source options.

4.3.9 Despite the system's limitations, it should be reiterated that the *content* within the toolbox was consistently recognised as highly valuable. The primary target audience (national policymakers) *will* persevere with using the toolbox, particularly if they have an immediate incentive to retrieve appropriate information (e.g. they are in the midst of a time-bound process to develop national legislation). Consequently, even in its current form the toolbox should continue to support the delivery of at least some intermediate outcomes and long-term impacts. However, it is highly likely that the depth and quantity of those outcomes is being curtailed by the toolbox's current format.

Potential reputational risk for the IOMC

4.3.10 The toolbox may have introduced a degree of reputational risk for the IOMC: awareness has been created about the system, yet the end-product is not likely to meet the expectations raised amongst target audiences. Promotion has been extensive with many people reached, but

the toolbox interface is so flawed that first-time visitors are likely to come away with a negative impression of the system. It is highly plausible that 'light' or secondary target users (e.g. companies, academics) whose interest was piqued during the phase II promotional drive will be disappointed on reaching the system, and may not return.

Toolkits are popular and effective

4.3.11 In contrast to the main toolbox, the evaluation found that the externally hosted toolkits were uniformly popular with user groups, to the extent that no criticisms were gathered. This can be at least partly explained by the fact that the two currently 'live' toolkits (Chemical Leasing, Pesticides Registration) were developed using mainstream web software / CMSs, and use standard 'web grammar', with everyday navigation options. Any user with even basic web experience will be able to intuitively navigate the toolkits and quickly understand their structure.

Promotion and training strategy was not entirely appropriate or effective

4.3.12 The above assessment of 'relevance' noted that the project's performance on audience outreach has been mixed: within some countries it is probable that *all* of the target audience are aware of the toolbox, yet in a large number of other countries *none* of the target audience has visited the toolbox. Importantly, the assessment of relevance also noted that the toolbox's highly specialised, primary target audience – chemicals management policymakers – is small (even tiny) within any single country.

4.3.13 Given the highly specific primary target audience and the toolbox system's *explicit* focus on servicing that target audience, it is not clear that the project's broad-brush promotional strategy was the most appropriate or effective means for reaching the primary target audience. Within many toolbox promotional events national policymakers were only ever a small subset of the overall audience and, in some instances, policymakers were not present at all. While the rationale for reaching out to a broader audience was strong – chemicals management is a multi-sector, multi-discipline concern – the toolbox system itself is categorically not targeted at any audience other than policymakers. As above, promoting the toolbox to user groups who are not actually serviced by the toolbox may have introduced a degree of reputational risk for the IOMC.

4.3.14 The project's post-event survey data also indicates potentially inappropriate targeting and limited effectiveness of the project's training (as opposed to promotional) events. Efforts were made by the project to further develop the training strategy following the MTE, with the number and proportion of events labelled as training increasing from the phase's first 1.5 years of implementation. However, it does not appear that the actual approach taken to training (including follow-up to the training) changed considerably or produced different results, with survey data continuing to indicate limited usage of the toolbox by trained participants. Out of 76 respondents to the post-training survey administered between January 2016 and June 2017, (16% response rate) only 21 attendees (28% of the sample) indicated that they subsequently used the toolbox after the training. This is broadly in line with the project's MTE, which found only 33% of survey respondents using the toolbox after training.

4.3.15 Additionally, numerous training events were directly, even solely targeted at companies, yet the toolbox is explicitly designed for policymakers, not companies. The evaluation found that – perhaps unsurprisingly – those companies that attended such training typically did not subsequently use the toolbox due to its limited relevance. Some companies *did* identify

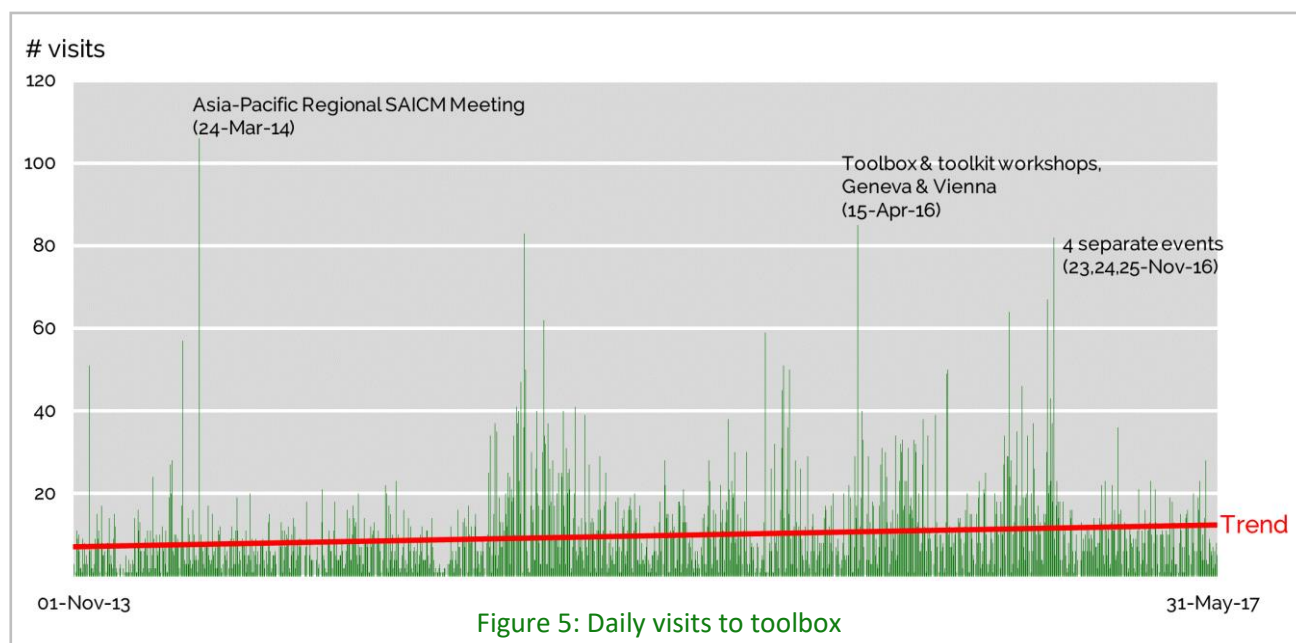
valuable content that went on to influence or inform company policy, but this content was invariably identified *during* the training event, rather than independently by the company, post-training.

4.3.16 Closely related to this, the project placed considerable emphasis and effort on achieving two specific logframe targets, namely '*number of participants who attended promotional events*' and '*number of participants who attended training events*'. Notwithstanding the above-noted concerns as to whether these were appropriate indicators, project monitoring data indicates that the combined promotion and training target of 4,000 was well exceeded, with nearly 6,000 individuals reached. However, the original grant application explicitly states that the intention was to reach 4,000 *policymakers*, not 4,000 individuals. It is not clear that the original (and more appropriate) target of reaching 4,000 *policymakers* has been achieved.

4.3.17 There was also a limited amount of criticism regarding the general approach of toolbox promotion during events such as conferences and seminars. Some evaluation correspondents were concerned that toolbox promotion came across as 'top-down', with presentations sometimes incongruously bolted-on to the main event agenda, insufficiently contextualised to the theme or audience. With so much information disseminated at conferences, the toolbox was 'one more thing' for audiences to take home: without sufficient contextualisation, the likelihood reduces that audiences will remember to explore the toolbox at a later date.

4.3.18 At the same time, the evaluation found that project promotional events at least have the *potential* to act as the 'trigger' for initiating toolbox uptake in countries. For example, the toolbox's initial adoption in Zambia can be attributed to one policymaker's attendance at a promotional event (albeit during the project's phase I). That individual subsequently shared the toolbox with colleagues in Zambia, and uptake in the country has been broad and ongoing.

4.3.19 Google Analytics data also confirms that promotion and training can – at least in the short term – generate interest and drive traffic to the toolbox. The data shows 'spikes' in toolbox visits that can be directly attributed to specific promotional and/or training events: figure 5 below presents some examples.



4.3.20 However, figure 5 above also demonstrates that long-term trends are not encouraging. Events clearly generate immediate interest and traffic to the toolbox, but this has not been translated into any noteworthy momentum or increase in the long-run average number of daily visits.

4.3.21 More positively – and although only partly-financed by the project – the training model adopted to support the Pesticides Registration Toolkit appears to have been more successful in both reaching appropriate audiences, and in building an ongoing, active user base. In contrast to the relatively light-touch, generic and often very short training events undertaken for the main toolbox (sometimes only 30 minutes in length), training on the Pesticides Registration Toolkit tended to be initiated through an intensive 4-5 day workshop. Moreover, these initial workshops were invariably targeted at a highly specific audience with clear priorities and needs. Although these workshops featured generic content and activities, their highly targeted nature allowed each workshop to be tailored directly towards the needs of each audience. Additionally, the provider responsible for delivering the training was contractually obliged to provide ongoing, post-event support to training participants for 12 months following the workshop. This 'helpdesk' type support appears to have been an important factor supporting the ongoing usage of the Pesticides Registration toolkit. Conversely, it is also a support function that many *toolbox* users felt was needed to improve the 'main' toolbox training.

4.4 Impact

EVALUATION QUESTION 4:

To what extent has the project contributed to harmonized chemical management?

4.4.1 The evaluation identified a limited number of policy-related achievements attributable to the project, but no broader impacts such as long-term social, health or economic outcomes. However, the lack of evidence on long-term impacts is fully understandable, as it is too early to expect such outcomes from toolbox-influenced policies that – at best – are only just coming into effect. Also related to the evaluation question, there was only limited evidence of improved harmonization of chemicals management materials *across* POs: there was a degree of collaboration between POs, but this could have been stronger.

Demonstrable policy influence

4.4.2 The evaluation found that the toolbox project has directly and *substantively* influenced chemicals management policy, legislation and/or practice in at least three countries (Columbia, Myanmar, Zambia). The case studies presented in Annexes 1-4 explore the country-level experiences in detail, but the main achievements are outlined here.

4.4.3 **Colombia's** national chemicals risk management policy (Política de Gestión del Riesgo Asociado al Uso de Sustancias Químicas, 2016) is *explicitly* based on guidance and material provided through the toolbox. Moreover, the toolbox has supported the country's ongoing efforts to attain OECD membership: in March 2017, the OECD's Chemicals Committee confirmed that Colombia had met the chemicals-related requirements for accession to the OECD. Colombian authorities stated that the IOMC toolbox was a central resource for them during their work to meet these requirements.

4.4.4 The toolbox-supported Pesticides Registration toolkit directly informed the development and formalisation of **Myanmar's** pesticide registration process in 2016. Moreover, the toolkit's 'Information Sources' component is an *integral* reference step within that registration process - i.e. the toolkit *actively underpins* pesticide registration within Myanmar.

4.4.5 In **Zambia**, the toolbox directly informed the Environmental Management Act (2011) and the related Statutory Instrument (2013). However, an important caveat here is that the Zambian authorities first engaged with the toolbox - and used it to inform these national policies - during phase I of the project, i.e. *prior* to the period covered by this evaluation.

4.4.6 These examples of legislative development are directly attributable to the toolbox and toolkits. Given the rigour, quality and internationally-benchmarked nature of toolbox content, it therefore follows that – in instances where countries adopt toolbox material – the project can be said to have contributed to harmonized chemical management.

Too early to assess longer-term outcomes and impacts

4.4.7 Although the toolbox has supported harmonized chemicals management in some countries, it is still too early to assess whether and how those legislative improvements have influenced longer-term economic, social or health outcomes. The toolbox-informed legislation in Colombia and Myanmar was only adopted in 2016, and even in Zambia – where the

Environmental Management Act was adopted in 2011 – elements of that policy are still to be enacted.

4.4.8 At the same time, anecdotal evidence from Myanmar indicates *how* toolbox/toolkit-influenced legislative improvements could *potentially* influence national outcomes over the longer term. Evaluation correspondents indicated that their more rigorous pesticides registration and monitoring processes should improve food safety, which in turn should improve the agriculture sector's access to export markets. With the more rigorous registration process in place, farmers in particular should also stand to benefit from reduced exposure to hazardous substances.

Monitoring challenges

4.4.9 While the evaluation case studies confirmed these examples of policy-level influence, the process of developing the country case studies *also* highlighted the project's lack of systematic outcome-level monitoring and reporting. Individual POs and PMG members were able to point the evaluation towards these country-level examples of toolbox outcomes, but the examples were identified on a relatively informal, ad-hoc basis: there was no project-wide, systematic, ongoing process for monitoring and recording examples of the toolbox's outcome-level influence. The emphasis on activities and the delivery of outputs is also reflected in the project's narrative progress reports, with comparatively much less (and sometimes no) discussion, on progress towards achieving outcome level objectives. This represents a missed opportunity to develop and improve a consistent PMG-level understanding as to where the toolbox is delivering results (and why) or – just as importantly – where the toolbox is *not* delivering results (and why).

Only limited harmonization of PO materials achieved

4.4.10 The project also aimed to deliver improved 'harmonized chemicals management' through deeper collaboration between POs: indeed, a core driver of the whole project is the consolidation and minimising of duplication across PO material.

4.4.11 There has been a limited degree of collaboration between POs, particularly during development of *individual* schemes such as the PRTR scheme and the Industrial Chemicals Management scheme. As a matter of course, all draft schemes are also shared with and reviewed by all partners, and schemes are routinely reviewed during PMG meetings. However, there has been no substantive work to, for example, compare and link content *between* schemes/toolkits, or – where only a single PO developed a scheme/toolkit – to ensure coherence of 'their' material with the material of *other* POs. It could be argued that the very limited efforts to ensure cross-PO, cross-scheme/toolkit harmonization of materials is a significant departure from the spirit of the original project proposal. Moreover, the gaps here can be linked to a central user criticism of the toolbox system and interface: namely the lack of cross-referencing and cross-linking between schemes.

4.5 Sustainability

EVALUATION QUESTION 5:

To what extent are results likely to be sustained in the long term?

4.5.1 The ultimate, longer-term results of improved chemicals management (e.g. social, economic, health outcomes) are to a large extent beyond the direct control of the project. However, project strategy clearly has a direct influence on the extent to which the toolbox continues to be used, and hence the extent to which the toolbox can at least *influence* longer-term results. The toolbox's technological limitations need to be resolved in order to assure continued and increased use of the system. However, the evaluation also identified other opportunities for building project sustainability. Most notably, there is significant unmet demand amongst toolbox users for softer, 'offline' support such as networking, peer learning, and more intensive, tailored training.

Unmet demands for soft, 'offline' support

4.5.2 The above assessment of 'effectiveness' identified the extensive technical problems with the toolbox system. However, the evaluation found that it is unlikely technological 'fixes' alone will be sufficient to assure the project's sustainability. Toolbox user groups consistently identified a key project gap as being the lack of an 'offline' support ecosystem. For the majority of users, access to chemicals management guidance – even the high-quality guidance available within the toolbox – did not fulfil all of their capacity requirements.

4.5.3 Toolbox users consistently expressed a desire for more learning opportunities, whether through formal training or informal peer-to-peer exchange. The depth and detail of toolbox content was often seen as daunting, and users frequently felt that internalising and applying this level of technical detail was extremely challenging through the study of written material alone.

4.5.4 The most frequent request from users was for extensive, targeted training on chemicals management policy development. Moreover, correspondents regularly identified a convening role for the project, whereby (for example) a PO would identify all the key policymakers within a given country, and bring them together for a tailored, intensive workshop. In some countries, merely bringing together all the necessary actors was challenging, but an 'external', independent, international organization could be in a better position to support such a meeting. The workshop could potentially then serve as a trigger for improved country-level collaboration, policy harmonization, and long-term sustainability, even before usage of the toolbox itself. Such an approach *was* applied during introduction of the Pesticides Registration toolkit in Myanmar, whereby the PO helped to convene all the relevant national authorities and – through a tailored, 4-day workshop – facilitated the development of the national pesticides registration process.

4.5.5 Several evaluation correspondents also felt that the toolbox was conducive to the development of a global community-of-practice or peer learning network. Moreover, the toolbox's highly specialised target audience (chemicals management policymakers) and the relatively limited number of people within that audience would arguably provide a solid foundation for a particularly strong, 'tight', collegiate and – potentially – self-sustaining community. At the least, correspondents routinely requested a greater flow of communications

from the toolbox 'centre': users did not feel that they received sufficient updates or reminders regarding the toolbox's development.

Long-term hosting strategy required

4.5.6 Perhaps the most immediate *technical* sustainability consideration relates to the post-project hosting and maintenance of the toolbox. However, the evaluation found that no long-term strategy has been developed for post-project hosting and/or maintenance. These considerations are relatively complex for the toolbox, given the quantity of information held within the platform and the fact that the toolbox and toolkits are already distributed and hosted across multiple servers and domains. Even if a decision is made to 'freeze' toolbox content when the project eventually concludes (i.e. no further content additions or amendments), the toolbox's large quantity of external links will need continuous maintenance. Clearly then, the ostensibly 'long-term' decisions on post-project hosting and maintenance actually have *immediate* implications on the *current and ongoing* toolbox development.

5 Conclusions and recommendations

5.0.1 The toolbox concept is solid. It is a logical response to clear, *increasing* needs and demands from policymakers working within developing and transitional economies. The concept is also highly complementary to the IOMC's broader mandate, and to the overarching SAICM framework: theoretically, the toolbox should be a central tool underpinning the delivery of SAICM's objectives. Moreover, the content that has been developed and curated through the toolbox project is routinely assessed as being of high quality and of significant practical value to policymakers. The development of this large reserve of quality-assured, targeted material represents an important contribution to the international harmonization of chemicals management, and is arguably the project's strongest achievement. Indeed, the evaluation found that toolbox and toolkit content has directly, explicitly informed national chemicals management legislation in at least three countries.

5.0.2 However, the toolbox platform – the means through which users actually access this high-quality material – is fundamentally flawed. It is cumbersome, not intuitive, not user friendly, and is unpopular with target users, *including* those individuals that have ultimately used the toolbox to develop and strengthen national chemicals management legislation. Suitably motivated policymakers *will* use the current toolbox system to access the material: after all, the interface represents an improvement over the previous situation, whereby material was dispersed over multiple online and offline sources, and was not specifically geared towards developing countries. But the system in its current form has also introduced a degree of reputational risk for the IOMC: the interface is so flawed that first-time visitors are likely to come away with a negative impression of the system, and even users that want (even *need*) to use the system often find that the platform is as much a barrier to accessing information as a facilitator to accessing information.

5.0.3 The evaluation also found that the project's promotion and training strategy was not wholly effective. In particular, it is not clear that maximising outreach and training for multiple audiences through a broad-brush strategy was appropriate, given the toolbox's explicit focus on servicing a relatively specialised, limited audience (i.e. chemicals management policymakers). Even with this resource-intensive, broad-brush promotional strategy, 56 countries (including 49 developing countries) never visited the toolbox during the phase II project, with a further 48 countries (41 developing) logging less than 10 visits to the site during the entire project period.

5.0.4 Based on detailed feedback from target users and on the evaluation's own findings, the following recommendations are made.

Usability and options study

5.0.5 Significant resources have already been invested in the current toolbox platform and – as above – suitably motivated policymakers *will* use the existing system to access the guidance they need. Clearly, any decision to 'switch' technologies at this stage would have major implications for project resources and management. The PMG therefore needs to decide whether to maintain the current system with its shortcomings, or to explore other options. Any switch is at least technically possible, as there is nothing unique or complex about the core functions provided through the current platform. However, the PMG's decision should at least be informed by up-to-date knowledge of the alternatives available to them.

Recommendation 1

The PMG should commission a usability and options study from a specialist provider with comprehensive knowledge of the current market for web development software and knowledge management solutions. The usability part of the study should identify core user requirements, and assess the technical strengths and weaknesses of the current system. It is likely that the existing data from the project's own piloting phase and the findings from this evaluation could underpin that analysis.

Technical improvements

5.0.6 If the current system is retained, then there are several technical improvements that need to be implemented. Equally, if an alternative platform is adopted, user feedback gathered through the evaluation suggests some basic functionalities that should be integral to any new system (these requirements are mostly grounded in the 'primary criticisms' identified in figure 4, above).

Recommendation 2

Regardless of whether the existing platform is retained or new software is adopted, the system should – at a minimum – fulfil the following technical requirements:

- **Standard web navigation functions**, including a **transparent navigation structure** that allows users to easily switch between the 'low, medium, high' resource paths; **comprehensive site search**; a **back-button**; and an overall **cosmetic design that follows web design norms** and standard 'web grammar'.
- **Comprehensive, consistent and continuously monitored translation** from English into – at least – French and Spanish.
- **Minimised number of click-throughs** to any content, whether internal or external to the toolbox.
- **Automatic link auditing** to ensure that the toolbox's internal and external links are continuously monitored and maintained.
- **Increased cross-referencing and cross-linking between schemes**, with a long-term objective of *comprehensive* cross-referencing and cross-linking between schemes, and between the toolbox and toolkits.
- **Development of a long-term hosting strategy** for the toolbox and its supported toolkits.

Broadening the system's relevance

5.0.7 The current system is explicitly focused on supporting chemicals management policymakers. However, the toolbox also contains content of clear relevance to other user groups. Moreover, the current approach of categorising all material *exclusively* against specific technical themes undersells the broader relevance and value of some material.

Recommendation 3

A broader typology and system of content 'tagging' should be developed, thereby allowing users to filter and/or identify materials according to non-technical categories, in turn increasing the relevance and accessibility to a far broader audience. As a minimum, the following new content categories/tags are recommended:

- **Audience** (e.g. policymaker, decisionmaker, industry, technical/on-the-ground, academia)
- **SAICM elements** (11 elements for attainment of sound chemicals and waste management)

Realigning the promotion and training strategy

5.0.8 To a large extent, the project's promotion and training strategy was premised on maximising outreach. Yet it is not clear that this was either effective or *appropriate*, given that the primary target audience – chemicals management policymakers – is relatively specialised and often very small in number within any given country. Toolbox uptake appears to have been most effective and/or extensive where a country had clear, immediate incentives to use the toolbox (as in Colombia), or received intensive, highly targeted and ongoing support that engaged all relevant institutions (as in Myanmar). Rather than continuing with the current broad, relatively high-profile promotional strategy, evaluation findings imply that toolbox uptake would be improved through events that are squarely targeted at the primary policymaker audience. POs could also better exploit their convening role and power, identifying and bringing together all relevant institutions and policymakers within individual countries.

Recommendation 4

Given the limited effectiveness of the current, resource-intensive promotional strategy and the potential reputational risk that the IOMC is being exposed to, it is recommended that high-profile promotion – particularly to large, multi-disciplinary audiences – be avoided until the toolbox's technical flaws have been resolved, or a new system has been adopted.

Recommendation 5

The PMG should develop an alternative training strategy that is explicitly – and possibly *exclusively* – focussed on engaging and supporting the primary target audience of policymakers. It is recommended that any realigned strategy is grounded in the following principles:

- Within any given country or region, training activity should be based on a detailed stakeholder and needs analysis.
- POs should exploit their convening role to ensure that any workshops bring together all relevant institutions within the target country/region.
- Training provision should extend beyond immediate workshop delivery, to include formal post-event support, allowing participants to access ongoing tailored advice.

Strengthening the 'offline' toolbox support ecosystem

5.1.1 There is significant unmet demand amongst toolbox users for networking and peer-to-peer learning. Moreover, the highly specialised target audience and the relatively limited number of people within that audience is conducive to the development of a strong, collegiate and potentially self-sustaining community-of-practice.

Recommendation 6

The PMG should initiate a toolbox-centred, global community-of-practice. It is likely that this will require central, PO-mediated coordination in the short-term, but the long-term vision should be to achieve a self-sustaining network. Network communications should not necessarily be based on the toolbox platform, and alternative communication channels should be explored (e.g. listservs, messenger app groups, periodic face-to-face events). The network could also support more frequent communications from POs and the PMG regarding sector, project and content developments.

Reformulating the results framework, and the monitoring strategy

5.0.10 The current logframe does not communicate or reflect the project's long-term vision or its location within the 'bigger picture' of international chemicals management harmonization. The intermediate outcomes necessary to deliver the project's overall objective are not articulated, and many indicators are inappropriate, too often focused on inputs, activities and outputs rather than the outcomes and changes that the project seeks to influence. Moreover, the indicators – and pursuit of their associated targets – may have skewed the project's focus, model and delivery away from attaining substantive outcomes, and more towards achieving 'easy to measure' yet potentially inappropriate metrics such as event attendance levels. Accordingly, monitoring systems are not adequately focused on outcome measurement.

Recommendation 7

The PMG should reformulate the results framework and monitoring strategy. At a minimum, the revised results framework should identify intermediate outcomes (located between the project's 'specific' and 'overall' objectives) that can directly or plausibly be influenced by project interventions. Indicators should be revised accordingly, in turn supported by a revised monitoring strategy that prioritises outcome rather than output measurement.

6 Lessons learned

6.1.1 In addition to identifying conclusions and actionable recommendations, the evaluation also sought to identify generalisable lessons: findings of potential relevance beyond the immediate project and/or findings that could be particularly valuable for organizational improvement and learning. The following findings were assessed as potentially valuable learning points for the IOMC Participating Organizations and indeed for all project stakeholders.

- Arguably the *single most important driver* of substantive toolbox usage is not user-friendliness or adequate training, but whether or not a user has an immediate, tangible policy-related objective or problem to address. **Reaching users at exactly the right time in their policy development cycle is therefore critical.**
- **The quantity of toolbox users is not as important as the profile of the users.** If the 'right' user accesses the toolbox at the 'right' time, that user's work could have more impact than tens or even hundreds of users that do not necessarily have influence over, for example, potentially transformative policy decisions.
- **National dissemination and uptake is likely to be more effective when led by a high-level individual or institutional 'champion'** with knowledge of ministerial mandates and potential opportunities for cross-sectoral collaborations. Ideally, these 'champions' should also be in a position to talk about their own direct experience of applying the toolbox.
- While considerably more resource intensive than standardised training, **workshops are more likely to support longer-term impacts if they are targeted at - and directly tailored towards - a highly specific audience** with a direct, well-defined motivation to use the toolbox. Similarly, tailored workshops - particularly if held over several days - can allow participants to move beyond merely receiving information, and towards starting to actually apply knowledge to their specific objectives and problems.

- The content of the IOMC toolbox and its associated toolkits is necessarily bounded, and the systems will never be able to address all country-specific needs and priorities. However, it is highly probable that **countries 'graduating' from the toolbox will continue to require a degree of technical support.** The broader project would benefit from a consistent strategy for providing support - or at least signposting - to countries whose technical needs have outstripped the content of the toolbox.
- **Neglecting to define and track clear outcome-level results can lead to project strategy being 'locked-in' to delivery of outputs that may no longer be appropriate.** Outputs should always be conceived (and continuously monitored) against the actual changes and transformations (outcomes, impacts) that the project is aiming to bring about. Without maintaining a focus on the desired long-term changes, projects risk losing sight of the 'bigger picture', and may even risk working towards inappropriate outputs.

Final Evaluation of the IOMC Toolbox for Decision Making in Chemicals Management – Phase II

Annexes to the Draft Evaluation Report

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Annex 1: Case Study – Colombia

Key points

- The toolbox made a clear, important contribution to the development of Colombia's national policy on chemicals risk management, and contributed to the country's ultimately successful efforts to meet the OECD accession requirements relating to chemicals management.
- Colombian policymakers applied the toolbox independent of external support: while individuals attended two toolbox webinars, no formal training was provided by IOMC Participating Organizations to the authorities.
- Only a small number of individuals used the toolbox within the country, but those individuals were directly responsible for development of national policy.
- Despite extensive promotional efforts, it is not clear whether any actors beyond government have used the toolbox in Colombia.

Overview

As the toolbox first came online, the Colombian government was aiming to achieve a set of clear chemicals management related objectives. Specifically, the country was in the midst of the OECD accession process, working against a roadmap of terms and conditions established by the OECD Council. The roadmap included a requirement to align Colombian chemicals management policies and institutional infrastructure to standards established by the OECD's Chemicals Committee.

Colombian authorities first became aware of the toolbox through their participation in the project pilot testing phase in 2014. As a result of the pilot, the toolbox was adopted by the technical group leading the national effort to meet the chemicals-related OECD accession requirements.

The toolbox was only used by a limited number of individuals: essentially only one or two individuals per thematic area (particularly industrial chemicals management, classification & labelling, and public health management). However, those individuals were the most appropriate users, as they also had responsibility for advising or even leading on policy development within their respective thematic areas. Consequently, the toolbox was directly relevant to – and added clear value to – these users' immediate work objectives.

Aside from the initial pilot testing and attendance during an English-language toolbox webinar, there was essentially no interaction between the Colombian authorities and the IOMC project team. No formal training or support was provided by IOMC Participating Organizations to government staff – rather, the responsible individuals trained themselves on the use of the system. This extended to identifying references and material *beyond* the toolbox: for example, locating national policies and resources from other countries, and attending thematic OECD-led webinars (i.e. webinars focused on specific subjects, delivered completely independent of the toolbox project).

Outside government, IOMC project partners also promoted the toolbox across industry and the private sector within the country. In particular, UNIDO subcontracted the Centro Nacional de

Producción Más Limpia (Colombia's National Cleaner Production Centre, NCPC) to deliver a half-day workshop, which brought together around 130 attendees from the private sector and academia. Subsequent to the workshop a Spanish-language webinar was also delivered, including representation from Peru's NCPC, allowing for exchange of experience between the countries. However, no post-event monitoring has been undertaken (whether formal or informal), so there is no evidence as to whether workshop and/or webinar participants subsequently used the toolbox. It was also concerning that the Colombian governmental authorities were unaware of the Spanish-language webinar that was delivered by the NCPC.

Results

- Adopted in October 2016, Colombia's national chemicals risk management policy (Política de Gestión del Riesgo Asociado al Uso de Sustancias Químicas) is *explicitly* based on guidance and material provided through the toolbox.
- The toolbox continues to guide Colombia's ongoing action plan, including the development of four specific regulations relating to Industrial Chemicals Management, Major Accidents, GHS and PRTR.
- In March 2017, the OECD's Chemicals Committee confirmed that Colombia had met the chemicals-related requirements for accession to the OECD. Colombian authorities stated that the IOMC toolbox was a central resource for them during their work to meet these requirements.
- Given that the national chemicals risk management policy was only established recently – and that legislative infrastructure is still being developed – it is too early to ascertain (for example) health or economic impacts arising from the adoption of the policy and its related regulations.

Lessons

- The timing of the toolbox launch was highly fortuitous for Colombian policymakers: the toolbox came online at the same point that national chemicals management work relating to the OECD accession process was intensifying.
- Although the good timing implies an element of luck, this should not detract from the fact that the toolbox proved to be a highly useful resource. In particular, the toolbox and its content served as a launchpad for Colombian authorities, providing a baseline of knowledge upon which their policy approaches could be developed. While the toolbox's resources did not comprehensively address all the authorities' questions and requirements (and several other resources / inputs were required), it certainly provided foundational concepts and material upon which the national policy was ultimately based.
- Only a limited number of individuals (probably less than 10) have used the toolbox substantively. However, the quantity of users is not important here: the right people used the toolbox at the right time for the right purpose.
- Government representatives – almost certainly the most important users of the toolbox in Colombia – were unaware of the Spanish-language toolbox training that was delivered in the country. This oversight appears to have been a function of no country-level planning

between Participating Organizations, and/or limited communication or coordination between Participating Organizations.

Annex 2: Case Study – Myanmar

Key points

- The work of the Myanmar pesticide registration authority - and, by extension, chemical safety in Myanmar - has benefited significantly from the application of the Pesticides Registration toolkit. Indeed, components of the toolkit are applied as an integral step within the national pesticides registration process. The authorities' engagement with the toolkit is therefore likely to continue in the long-term.
- A critical factor that supported this deep engagement with the toolkit was the relatively long (4-day), tailored workshop, delivered to introduce the toolkit to the authorities. Moreover, and subsequent to the workshop, the authorities have benefited from ongoing, on-demand technical support from the original workshop providers.
- However, the Myanmar authorities were completely unaware of the broader IOMC toolbox, despite the system being of clear relevance and interest to them. This represents a significant missed opportunity to broaden uptake of the toolbox.

Overview

Myanmar authorities' only interaction with the IOMC toolbox project has been exclusively via the FAO-led Pesticides Registration toolkit. From the outset, it is important to note that the pesticides toolkit is hosted separately from the main IOMC toolbox, was developed using different technology from the IOMC toolbox, and was also supported by funding from other, non-IOMC sources (primarily Sweden and the FAO itself): the IOMC Phase II project's contribution amounted to less than 50% of the pesticide toolkit's development costs.

The authorities were first exposed to the toolkit via a 4-day workshop held in the country in April 2016, organised by FAO and led by the consultancy responsible for developing the toolkit. The Plant Protection Division (PPD) of the Ministry of Agriculture were the primary workshop participants, given their role as the national pesticides registration authority. However, participation was broader than just PPD, with attendees from other relevant institutions including the Department of Health, Department of Livestock, Fishery Department, and the Department of Medical Research. The workshop was relatively intensive, covering all components of the toolkit, and even allowing participants to initiate work on their immediate post-workshop objectives, using the toolkit material to analyse and inform their own processes and policy.

Subsequent to the workshop, the PPD used the toolkit guidance and resources to update their national pesticides registration process. Indeed, the toolkit - specifically the 'Information Sources' component - is now an integral part of that registration process: regulators are essentially obliged to access and use the toolkit when reviewing pesticide approval applications. The PPD have also benefited from an ongoing relationship with the consultancy that delivered the workshop, with the consultancy providing responsive, ad-hoc support to specific PPD questions and requests.

The PPD are now at a point where many of their emerging requirements are relatively specific, and are not covered by the current toolkit content. The primary knowledge / resource gaps that PPD are now facing include identifying, managing and/or regulating bio-pesticides, micro-

organisms, and dual-use pesticides; and improving records management for their current pesticides registry (i.e. database development).

As above, institutions other than the PPD participated in the toolkit workshop: however, there has been no substantive use of the toolkit outside of the PPD. At the same time, some institutions indicated that they are formally planning to use the toolkit in the near future, once some new (i.e. still under development) processes and policies 'kick-in'.

Notably, Myanmar authorities were completely unaware of the broader IOMC toolbox: this is confirmed by the IOMC toolbox's Google Analytics data, which indicates zero visits to the toolbox from Myanmar during the project's entire phase II period. The evaluator provided a brief introduction to the toolbox during the case study visit, at which point it became clear that the toolbox was highly relevant and of significant interest to Myanmar authorities, including the PPD.

Results

- The toolkit directly informed the development and formalisation of Myanmar's pesticide registration process. Moreover, the toolkit's 'Information Sources' component is an *integral* reference step within that registration process - i.e. the toolkit *actively underpins* pesticide registration within Myanmar.
- Consequently, the toolkit has directly contributed to improved chemicals safety (at least for pesticides) within the country.
- Although evidence is only anecdotal at this stage, Myanmar authorities indicated that positive effects of strengthened pesticides registration has included:
 - Improved food safety
 - Increased access to export markets, as a result of improved food safety
 - Improved occupational health, in particular reducing farmer exposure to hazardous substances

Lessons

- While considerably more resource intensive than standardised training, workshops are more likely to support longer-term impacts if they are targeted at - and directly tailored towards - a highly specific audience with a direct, well-defined motivation to use the toolbox. Similarly, tailored workshops - particularly if held over several days - can allow participants to move beyond merely receiving information, and towards starting to actually apply knowledge to their specific objectives and problems.
- The content of the IOMC toolbox and its associated toolkits is necessarily bounded, and the systems will never be able to address all country-specific needs and priorities. However, it is highly probable that countries 'graduating' from the toolbox will continue to require a degree of technical support. The broader project would benefit from a consistent strategy for providing support - or at least signposting - to countries whose technical needs have outstripped the content of the toolbox.
- There have been shortcomings with inter-organization (inter-PO) coordination and information sharing when it comes to cross-promotion at PO-led events: clearly, Myanmar

authorities should have been informed about the broader IOMC toolbox during delivery of the pesticides registration toolkit workshop.

Annex 3: Case Study – Peru

Key points

- The toolbox has provided a significant contribution to the Environment Ministry's initial policy development work on GHS in Peru. A GHS roadmap is now in place, including a checklist of outstanding requirements. However, the associated GHS policy and legislation has not yet been finalised.
- No formal or informal project monitoring has taken place, consequently there is no evidence of substantive toolbox use within Peru beyond the Environment Ministry. The toolbox is relevant to the work of other Ministries but – as yet – there is no concerted effort to apply the toolbox more broadly. The incentive to use the toolbox should strengthen if Peru formally commences the OECD accession process.
- However, the system's steep learning curve and lack of Spanish-language support has restricted uptake of the toolbox.

Overview

UNIDO initiated the toolbox's promotion in Peru in late 2016 when they subcontracted Grupo GEA (the country's NCPC) to deliver two events. Firstly, Grupo GEA organised a one-day workshop, primarily for government and public sector actors, but also with participation from academia and the private sector. The hands-on workshop provided all participants with access to computers, allowing for a 'walk through' of the toolbox. This session was followed by a Spanish-language webinar, which included participation from the Colombia NCPC, thereby facilitating exchange of national experiences.

Following these sessions, Grupo GEA was contacted by Peru's Ministerio del Ambiente (Environment Ministry), who requested a dedicated support session on the toolbox. Even though Grupo GEA had fulfilled their contractual obligations, they nevertheless provided this tailored session for the Ministerio del Ambiente.

Subsequently, the Ministerio used the toolbox to support their work on developing a national approach to GHS. The toolbox's material was particularly valuable for building a checklist of requirements benchmarked against international best practice. Beyond the toolbox, the team augmented their work by accessing subject-specific OECD webinars (i.e. webinars delivered completely independent of the toolbox project). A GHS roadmap is now in place, but the actual policy and legislation has not yet been finalised.

While several Ministerio del Ambiente staff used (and continue to use) the toolbox, one member of staff informally took on the role of becoming the 'go-to' resource within the institution, developing a deep knowledge of the toolbox's structure and content. This was viewed as the most efficient approach for the Ministerio given their limited resources, the depth of information within the toolbox, and – most significantly – the Spanish-language limitations and steep learning curve associated with the toolbox's use.

No evidence was available of toolbox usage within other government departments, or indeed within Peru more broadly. This is largely a consequence of no national-level or post-promotion monitoring being undertaken (whether formal or informal). In contrast to Colombia, Peru have

not yet *formally* embarked on the OECD accession process, although such an effort is believed to be likely in the near future. Once any accession process commences, the incentive to use the toolbox should strengthen, particularly within other government departments.

Results

- Peru's GHS roadmap is explicitly based on content extracted from the IOMC toolbox.
- The toolbox continues to be a critical resource for supporting and informing national GHS policy and legislative developments.

Lessons

- Usage of the toolbox within Peru has been limited due to a number of factors. The system's steep learning curve and Spanish language limitations are important bottlenecks. Another major aspect is that the drivers and 'use case' for the toolbox are not yet as immediate / pressing as for (e.g.) Colombian authorities, who had a clear set of OECD accession-related requirements to fulfil within a specific time window.
- While introductory workshops and webinars were useful, it would have been more valuable to provide a degree of ongoing, ad-hoc technical support on the use of the toolbox and the nature of its contents. A central, project-level technical / capacity support facility could also mitigate the risk of institutional knowledge loss within organisations that nominate a small number – or even just one member – of staff to learn the toolbox system (this strategy of institutions 'concentrating' toolbox use across a limited number of staff is common).

Annex 4: Case Study – Zambia

Key points

- During Phase I of the project (i.e. *not* the period covered by this evaluation) the toolbox was a central resource during the development of Zambia's Environmental Management Act and its accompanying Statutory Instrument.
- Toolbox usage has continued within Zambia during Phase II of the project, driven to a large extent by the individuals involved in its usage within Phase I.
- However, poor internet connectivity has restricted the uptake and potential of the toolbox within the country.

Overview

The Zambia Environmental Management Agency's (ZEMA) first exposure to the toolbox was during the 2011 COPs, where OECD delivered a presentation on the nascent system. The timing was highly fortuitous, as ZEMA were - at that exact point in time - leading development of the national Zambia Environmental Management Act and its supporting Statutory Instrument. ZEMA personnel subsequently - and independent of any support from POs - used the toolbox to inform the Act and Instrument.

While all the development work on the Act and Instrument took place during Phase I of the toolbox project, ZEMA were also closely involved in Phase II. ZEMA were subcontracted by UNITAR to deliver one toolbox presentation in Lusaka and training sessions in Ndola (the primary city within Zambia's mining region) and Harare, Zimbabwe. The Lusaka presentation was short, but purposefully brought together key national Ministries and Agencies who would find the toolbox directly relevant to their work. The Ndola and Harare training sessions were aimed at a quite separate audience, namely private companies, with a particular emphasis on entities operating in and with the mining sector. Importantly, the sessions were delivered by ZEMA senior management. The enthusiasm and leadership of ZEMA gave credibility to the toolbox, and their experience of using the toolbox to develop the national Environmental Management Act provided a tangible example of potential applications, at least for policymakers.

Subsequently there has been some uptake of the toolbox across government and within the private sector. However, users consistently reported that a frustration for them was poor internet connectivity within the country, particularly in the more isolated regions within which mining companies operate. The toolbox's reliance on a web connection was identified as a major barrier to its broader uptake within Zambia.

Results

- The toolbox directly informed the Environmental Management Act (2011) and the related Statutory Instrument (2013). However, an important caveat is that the Zambian authorities first engaged with the toolbox - and used it to inform these national policies - during phase I of the project, i.e. *prior* to the period covered by this evaluation.

- The Act and the Instrument are still at the initial stage of implementation, so it is still too early to assess whether they have delivered high-level results relating to (e.g.) economic or social outcomes.
- Toolbox usage has continued within Zambia during Phase II of the project, and has directly supported the development of the Ministry of Agriculture's national pesticide disposal plan.
- The toolbox has also contributed to policy and improvements within the private sector. For example, companies have used the toolbox to benchmark their own processes against international standards, and to strengthen their own risk assessments. One company indicated that material from the toolbox had ultimately helped to reduce chemicals exposure risk across their operation.
- Within the public and private sector, the toolbox is commonly used as a resource for professional development and self-study.

Lessons

- National dissemination and uptake is likely to be more effective when led by a high-level individual or institutional 'champion' with knowledge of ministerial mandates and potential opportunities for cross-sectoral collaborations. Ideally, these 'champions' should also be in a position to talk about their own direct experience of applying the toolbox.
- In some contexts and for some users, the web-based nature of the toolbox is a barrier to use and limits broader uptake.

Annex 5: Summary of Google Analytics data

Google Analytics data confirms that from the project start date of 1st November 2013 to 31st May 2017, the toolbox was not accessed in a significant number of countries with transitional and developing economies. This number rises considerably when taking into account countries that exclusively logged *only* visits with a 100% bounce rate (the 'bounce rate' is the proportion of visitors that leave a site immediately or – at best – after only viewing the homepage). A further significant tranche of countries logged less than 10 visits to the toolbox during the entire reviewed period. However, some countries also were relatively active, logging at least 100 visits during the period. The following tables identify the countries that logged zero or low activity on the toolbox site, along with those countries that were relatively active.

Zero activity countries

Countries highlighted in red logged *only* visits with a 100% bounce rate.

Country	Status	Count
Afghanistan, Benin, Burkina Faso , Burundi, Central African Republic, Chad, Congo (Democratic Republic of the), Djibouti , East Timor, Equatorial Guinea, Eritrea, Guinea , Lao People's Democratic Republic, Madagascar , Malawi, Mauritania, Mozambique , Myanmar , Nepal , Niger, Sao Tome & Principe, Somalia, South Sudan , Togo , Tuvalu	LDC	25
Antigua & Barbuda , Azerbaijan, Belize , Cabo Verde, Cuba, Honduras , Iraq , Kazakhstan , Kosovo , Kuwait , Kyrgyzstan , Libya , Marshall Islands, Mongolia , Montenegro, Palau, Papua New Guinea, Saint Vincent and the Grenadines, Seychelles , Solomon Islands , Tajikistan, Tonga, Turkmenistan, Uzbekistan	Developing	24
Guam , Holy See, Liechtenstein, Malta , Monaco, Puerto Rico , San Marino	Developed	7
	TOTAL	56

Low activity countries

Countries logging less than 10 visits during the entire review period.

Country	Status	Count
Angola, Comoros, Ethiopia, Guinea-Bissau, Haiti, Kiribati, Lesotho, Liberia, Mali, Rwanda, Senegal, Vanuatu, Yemen	LDC	13
Armenia, Bahamas, Bahrain, Bolivia, Bosnia & Herzegovina, Brunei, Bulgaria, Cameroon, Congo – Brazzaville, Croatia, Dominica, Gabon, Georgia, Grenada, Guatemala, Guyana, Jamaica, Latvia, Macedonia, Maldives, Namibia, Nicaragua, Pakistan, Paraguay, St. Lucia, Suriname, Syria, Venezuela	Developing	28
Cyprus, Iceland, Ireland, Luxembourg, Martinique, Slovakia, Slovenia	Developed	7
	TOTAL	48

High activity countries

Countries logging at least 100 visits during the entire review period.

Country	Status	Count
The Gambia	LDC	1

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Brazil, Chile, China, Colombia, Costa Rica, India, Malaysia, Peru, Russia, South Africa	Developing	10
Australia, Austria, Belgium, Canada, France, Germany, Italy, Japan, Netherlands, Spain, Sweden, Switzerland, United Kingdom, United States	Developed	14
	TOTAL	25

Annex 6: Survey to SAICM Focal Points

The full results of the survey are presented in the accompanying spreadsheet **Annex6-SurveyResults.xlsx**

Respondents were invited to answer the following questions:

Evaluation of the IOMC Toolbox: Survey of SAICM Focal Points

We've contacted you as you are (or were) a SAICM Focal Point (Strategic Approach to International Chemicals Management). As part of an independent evaluation into the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) Toolbox for Decision Making in Chemicals Management, we would like to hear your views on the toolbox, and would be grateful if you could complete the following survey, which should take no more than 10 minutes to complete. Your responses will be confidential, and will not be used in a manner that would allow identification of individuals.

Many thanks for your assistance.

Please tell us a little more about yourself.

1. **Within what country are you mainly based?** (single-select)
2. **What type of institution do you mainly work for?** (single-select)
 - National government / authority
 - Local government / authority
 - NGO / civil society
 - International or regional organization (including UN)
 - Private sector
 - Academia
 - Other
3. **What is your age?** (single-select)
 - <18
 - 18-25
 - 26-35
 - 36-49
 - 50+
4. **What is your sex?** (single-select)
 - Female
 - Male
5. **Which of the following best describes your awareness of the IOMC Toolbox for Decision Making in Chemicals Management?** (single-select; answers define following survey questions)
 - I have used the toolbox [**go to Q6**]
 - I have heard of the toolbox, but I have never used it [**go to Q14**]
 - I have never heard of the toolbox [**end survey**]
6. **How did you first hear about the toolbox?** (single-select)
 - Web search

- At a conference or seminar
- At a training event
- From a colleague
- Other

7. How often have you used the toolbox? (single-select)

- 1-2 times
- 3-4 times
- More than 4 times

8. What did you use the toolbox for? (open text)

9. To what extent do you agree with the following statements? (single-select Likert grid)

[Completely disagree; Mostly disagree; Slightly disagree; Slightly agree; Mostly agree; Completely agree]

- The toolbox is/was **relevant** to my work as a SAICM Focal Point
- The toolbox contained information that was **useful** for my work
- The toolbox was **easy to use**
- I feel **confident** in using the toolbox
- I would use the toolbox again
- I would **recommend** the toolbox to colleagues

10. What is the main strength of the toolbox? (open text)

11. And what is the main weakness of the toolbox? (open text)

12. How could the toolbox be improved? (open text)

13. Any final comments? (open text)
[end survey]

14. How did you first hear about the toolbox?

- Web search
- At a conference or seminar
- At a training event
- From a colleague
- Other

15. Why have you not used the toolbox? (Please tick all that apply) (multi-select possible)

- The toolbox is **not relevant** to my work
- I do not have **time** to use the toolbox
- I found the toolbox **too difficult** to use
- I do not have a good enough **internet connection** to use the toolbox
- I am **not interested** in the toolbox
- I **forgot** to visit the toolbox
- Other

16. Any final comments? (open text)

[end survey]

Annex 7: Evaluation Framework

The evaluation purpose, scope and IOMC Toolbox logframe provided the basis for the **evaluation framework**, which in turn underpinned and guided the whole methodological approach. The framework was structured against the standard **OECD-DAC criteria** agreed for the evaluation (relevance, efficiency, effectiveness, impact, sustainability) and identified **key evaluation questions**, supported by more detailed **sub-questions** and an overview of **potential tools** for addressing each question. Questions were largely established within the evaluation terms of reference, but the evaluation's initial desk review and consultations allowed for some revision and refinement of those original questions.

Key evaluation questions	Sub-questions	Potential tools
RELEVANCE		
1. To what extent has the project reached its intended users and been relevant to the targeted countries' specific needs?	1.1 Has the project reached its intended users?	- Case studies - Interviews - Web analysis
	1.2 To what extent are the toolbox and the toolkits relevant to the targeted users' specific country needs?	- Case studies - Interviews
EFFICIENCY		
2. How efficient was project delivery?	2.1 How cost-effective was the project?	- Interviews - Desk review
	2.2 What alternative approaches and technologies could have been applied to deliver the project objectives?	- Case studies - Interviews - Desk review
	2.3 Were project roles, responsibilities and accountabilities sufficiently clear?	- Interviews - Desk review
EFFECTIVENESS		
3. To what extent has the project achieved its objectives and produced the planned outputs and achieved the intended outcomes?	3.1 Are users able to identify the most appropriate and efficient actions to address national chemicals management problems? If so, why; if not, why?	- Case studies - Interviews
	3.2 To what extent are the toolbox and toolkits being used by targeted user groups and has use contributed to addressing national chemicals management challenges?	- Case studies - Interviews - Desk review
	3.3 Has awareness of the toolbox and the toolkits and their purposes and functionalities increased among the targeted user groups?	- Case studies - Interviews
	3.4 How effective is the toolbox as a mechanism for accessing and managing information?	- Interviews - Web analysis
IMPACT		
4. To what extent has the project contributed to harmonized chemical management?	4.1 To what extent is there evidence that the project has enabled user countries to address specific national problems related to chemicals management and improve their management systems?	- Case studies - Interviews - Desk review
	4.2 To what extent has the toolbox supported SAICM implementation?	
	4.3 To what extent has the toolbox improved harmonization and management of material amongst project partners?	
	4.4 Did the project achieve any unintended outcomes, positive or negative?	
SUSTAINABILITY		
	5.1 Is there evidence that the toolbox and the toolkits will continue to serve user needs beyond the life cycle of the project?	- Case studies - Interviews

Key evaluation questions	Sub-questions	Potential tools
5. To what extent are results likely to be sustained in the long term?	5.2 To what extent will the systems put in place by the project's end users produce sustaining capacities for sound chemicals management?	– Desk review
	5.3 What systems are in place to ensure that the toolbox is available beyond the project's lifetime?	– Interviews

Annex 8: Interviewees / correspondents

IOMC Participating Organizations

Name	Organisation
de Mesa, Jose	UNEP
Frison, Valérie	OECD
Gu, Baogen	FAO
Gutschmidt, Kersten	WHO
Ocaña, Jorge	UNITAR
Quiblier, Pierre	UNEP
Reimov, Ajiniyaz	UNDP
Schwager, Petra	UNIDO
Silva Ortega, Nora	UNIDO
Turner, Brandon	UNITAR
van der Valk, Harold	FAO
Vickers, Carolyn	WHO

Country case study: Colombia

Name	Organisation
Alarcón Mora, Rodolfo	Minambiente
Correa, Gregorio	NCPC Colombia
Escobar, Diego	Minambiente
Hoyos Calvete, Martha Cecilia	Minambiente
Lopez Arias, Andrea	Minambiente
Salcedo, Gloria	Ministerio de Salud y Protección Social
Sanchez Contreras, Juan Carlos	Minambiente
Soler, Andrea	Ministerio de Salud y Protección Social

Country case study: Myanmar

Name	Organisation
Ei, Aye Kyawt Kyawt	Plant Protection Division (PPD)
Lau, Mya Mau	Department of Medical Research
Lwin, San San	PPD
Myint, Thin Thin	PPD
Oo, Aung Kyaw	PPD
Raw, Seng	PPD
Saing, Ni Ni	PPD
Shwe, Ni Ni	Fishery Department
Than, Win	PPD
Thein, Moe Moe	Department of Livestock
Thida, Moe	PPD
Win, Kyin Kyin	PPD
Win, Myint Myint	PPD
Win, Tin	PPD

Country case study: Peru

Name	Organisation
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Bravo, Omar	Ministerio del Ambiente
Cardich Salazar, Catherine	Ministerio del Ambiente
Decker, Nils	UNIDO
Llanos Puga, Cesar Manuel	Ministerio del Ambiente
Terrazos, Ana	Grupo GEA

Country case study: Zambia

Name	Organisation
Aongola, Roy	Chambishi Copper Smelter Limited
Kapasha, Henry	Mopani Copper Mine
Kapindulu, David	Zambia Environmental Management Agency (ZEMA)
Kasonde, Perine	ZEMA
Malanbo, Mutimta	Ministry of Agriculture
Moimbli, Chibeza	Ministry of Mines and Mining Development
Mubita, Robinson	Chambishi Copper Smelter Limited
Mwange, Andrew	Cocola Copper Mines
Mwanza, Evans	Indeni Petroleum Refinery Limited
Ngoma, Perry	Croplife
Nkoya, Maxwell	ZEMA
Zulu, Patson	ZEMA

Partner Countries (Focus Group)

Name	Country
Bah, Omar S.	The Gambia
Dlamini, Bianca	Swaziland
Escobar, Diego	Colombia
Matewe, Clarence	Zimbabwe
Ndiyo, Daniel	Tanzania
Osman, Adel Shafei	Egypt
Simwayi, Webby	Zambia
Soler, Andrea	Colombia
Tšasanyane, Thabo	Lesotho

Other Stakeholders

Name	Organisation
Helbig, Jürgen	European Commission
Koekkoek, Brenda	UN Environment (SAICM Secretariat)

Annex 9: Bibliography

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Annex 10: Evaluation Audit Trail Template

To the comments received in October from the Final Evaluation of the IOMC Toolbox for Decision Making in Chemicals Management – Phase II: Modification, Expansion and Promotion

The following comments were provided in track changes to the draft evaluation report; they are referenced by institution (“Author” column) and track change comment number (“#” column):

Author	#	Para No./ comment location	Comment/Feedback on the draft evaluation report	Evaluator response and actions taken
UNITAR	1	3.5.2, etc.	It would be useful to expand on the limitations of Google Analytics. For example, it’s possible that promotion or training recipients accessed the Toolbox or toolkits in Geneva following the events, such as the April 2016 “Workshop on the IOMC Toolbox Scheme for the management of industrial chemicals” or during COPs, ICCMs, etc.	Agreed: a caveat has been added to 3.5.2.
UNITAR	2	4.1.14, Annex 5, etc.	<p>This paragraph focuses on the countries that had a limited number of visits to the Toolbox, but doesn’t mention the number of countries that did visit the Toolbox. For example, 224 sessions in Brazil and 200 in Peru. We feel that it is important to recognize these more positive aspects. Similarly, as the project also includes the development of the five toolkits, it would be important to recognize the visits to the toolkits (which may be higher than the Toolbox).</p> <p>This project is not only an IT tool on the Internet. We have done specific work with some countries, using the IOMC Toolbox as a supporting tool. In addition, the Toolbox is useful for countries that wish to implement or improve their chemicals management system, thus depending on political will and resource available for such implementation. Which explains the limited number of visits in some countries.</p>	<p>Agreed: 4.1.14 and Annex 5 amended to acknowledge countries with relatively high activity (>100 visits during reviewed period).</p> <p>Data was not available for toolkit traffic.</p>
FAO	3	4.1.15	The IOMC Toolbox was indeed not specially promoted/presented during the Myanmar FAO Toolkit training. This was because the Toolkit on Pesticide registration is important component of Toolbox, and promoting the toolkit is a kind of presenting the Toolbox. In addition the training was specifically about pesticide registration and not about pesticide management in general. With hindsight, we could/should have	Yes: 4.1.15 already notes this.

			introduced the participants about the IOMC Toolbox, as the broader framework that can be used to find information about pesticide management. Presently (e.g. now in the Training-of-trainers) we do introduce the IOMC Toolbox.	
UNITAR	4	4.2.4, 4.3.21, etc.	<p>There may be a few promotion events that were mistakenly listed as training, but we feel that it is inaccurate and misleading to state that “Often, ‘training’ activities consisted of 30-minute, one-way presentations or demonstrations on the toolbox”. Training events were typically multiple-hour events and included interaction and often working groups. We are not sure what event is referred to in this paragraph in which the correspondents were surprised that they had been categorized as ‘training’, but this is not the norm and we request that it is not presented that way.</p> <p>There may have been issues with how some events were organised and classified. A training session should be when attendees had the opportunity to navigate in the toolbox such as workshops or long side events.</p> <p>The report should mention that Toolbox promotional sessions were included/added to already planned events and costs were, therefore, relatively low, i.e. travel of resource persons and sometimes additional per diem for participants. Normally, travel of participants was not covered.</p>	<p>The data provided included a field indicating whether an event was ‘training’, and a field indicating the duration of the training. This confirmed that several training events were delivered for 1 hour or less (unfortunately though, the duration field was not always completed). The specific event referred to in paragraph 4.2.4 was identified during the case studies, but a broader (approaching consistent) criticism from interviewees was that training was far too short (even the 0.5 day events), given the scope of the toolbox.</p> <p>4.2.4 has been rephrased to read “sometimes” rather than “often”.</p> <p>Some additional text has been included in 4.2.4 to highlight that the project ‘piggybacked’ on pre-existing events (hence reduced potential costs), but the main point remains that promotional costs (including HR / time investment) were high.</p>
UNITAR	5	4.2.11	The main objectives of the project were to develop the content and raise awareness of the Toolbox and toolkits. Substantive outcomes such as countries adopting strong chemicals management policies were outside the scope of the project.	This further demonstrates the point being made in 4.2.11. By focusing on outputs, there is a risk that the project has ‘forgotten’ or been skewed away from its long-term purpose. The project is not being delivered ‘in isolation’: the

				objective of the project is not to produce a toolbox for the sake of producing a toolbox. The toolbox is being developed for a reason: project documentation confirms that this reason (outcome / impact) is to support implementation of SAICM objectives, but other longer-term outcomes can be inferred, e.g. building national capacity for chemicals management.
UNITAR, OECD	6	4.3.15 and 4.1.6	<p>The document states that “Additionally, numerous training events were directly, even solely targeted at companies, yet the toolbox is explicitly designed for policymakers, not companies.” Could we receive some clarification on which events this refers to? While governments are the main target audience for the Toolbox, all users (private sector, NGOs, etc.) are encouraged to benefit from the content in order to support sound chemicals management.</p> <p>In any case, countries need to involve industries and all the relevant stakeholders when setting up their chemicals management scheme.</p> <p>The IOMC toolbox was designed to provide collaborative functionalities to facilitate the communication amongst them. It is thus POSITIVE to have made industry aware of this project.</p>	Agree that all sectors need to be involved, and that it is beneficial that all sectors are aware of the toolbox, but the platform is explicitly designed for and targeted at policymakers / government. Interviews confirmed that the platform and interface were not appropriate for extra-governmental stakeholders.
UNITAR	7	4.3.16	The document states “However, the original grant application explicitly states that the intention was to reach 4,000 policymakers, not 4,000 individuals.” This may be the result of a wider interpretation of “policymakers”. Similar to above (4.3.15 and before), the target audience is anyone in government (and to some extent in the nongovernmental sectors) that has a direct role in chemicals management.	As above, broader awareness is of course necessary, but the platform is explicitly targeted at policymakers / government, and the original proposal was clearly focused on policymakers.
WHO	8	4.3.17	The report should mention the promotional booths set-up as at e.g. COPs. At the booths, videos, documents and promotional material was displayed, i.e. the audience was able to collect information and to discuss with POs.	Agreed: additional context added under 2.5.1
WHO	9	4.4.11	The report should mention that all draft schemes were shared with all partners for	Agreed: 4.4.11 amended accordingly.

			review and input and schemes were addressed at PMGs.	
OECD	10	4.3.4-5	<p>Feedback received at trainings and from the pilot study were very different from the result of the interviews. In general, users reported the toolbox to be user friendly.</p> <p>Some effort was made towards the end of the project to improve the cross-referencing between the schemes. The users interviewed may have not experienced this improvement if they used the IOMC toolbox before that.</p> <p>Translation was delayed but will be done by the end of this project.</p>	The analysis took into account the early feedback from the pilot phase, but the evidence gathered during the evaluation interviews was fairly consistent, particularly on the user friendliness of the platform.
OECD	11	2.4.1	" the main toolbox is a proprietary platform developed by OECD". The word proprietary seems too broad as although the OECD hosts the Toolbox it doesn't own it, copyright it, or licence it in any way.	Agreed: the term 'proprietary' has been removed.
WHO, UNITAR, OECD	12	3.5.5	Unfortunately, the list arrived too late as the evaluation report was delivered just two weeks later. Those registered users might have been useful to interview since they took the extra time to register and possibly were more regular users than some of the others interviewed.	Yes, this was a missed opportunity. The list was first requested on 12 May 2017, but was only received on 10 August 2017, by which point evaluation analysis has been completed.
OECD	13	4.5.2	The project provides for the gathering of resources to help with implementation of chemical management in a country, however, it cannot be expected that a tool alone will provide a country with capacity for chemicals management. Also there are other fora for this within SAICM, regional centers etc.	To be more effective, and to contribute to the longer-term outcomes / impacts, the project needs to go beyond being 'just' an IT solution. This could mean the project directly providing 'soft', offline support (as per recommendation 6), or could at least point users towards sources of offline support.

Annex 11: Evaluation Consultant Code of Conduct and Agreement Form

The evaluator:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Is responsible for his/her performance and his/her product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form²

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Ronald MacPherson

Name of Consultancy Organization (where relevant): Greenstate

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at place on date Edinburgh, UK on 25 April 2017

Signature: 

²www.unevaluation.org/unegcodeofconduct



Final Evaluation of the IOMC Toolbox for Decision Making in Chemicals Management Phase II

Management Response

October 2017

Geneva, Switzerland

Management Response for IOMC Toolbox Phase II Evaluation Recommendations

(Version of 31 October 2017)

Programme undertaking	Inter-Organization Programme for the Sound Management of Chemicals (IOMC)		
Name of project focal point	Kersten Gutschmidt		
Name of project undertaking	IOMC Toolbox for Decision Making in Chemicals Management – Phase II	AGB #	N/A
Name of evaluation	Final Evaluation		
Date:	18 October 2017		

SECTION I – Comments on Findings, Conclusions

Recommendations were discussed at the 9th Project Management Group (PMG) meeting. The PMG felt that the report was very detailed and clear and that the recommendations were very much in line with what has been proposed for the next phase of the project (Phase III, which is subject to funding by the donor).

SECTION II - RECOMMENDATIONS

Recommendation		Management Response and Planned Action			
		Accepted Partially Accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
1.	The PMG should commission a usability and options study from a specialist provider with comprehensive knowledge of the current market for web development software and knowledge	Accepted	Assess strengths and weaknesses of current IOMC Toolbox system	Subject to funding of Phase III Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III Planned subject to funding of IOMC Toolbox Phase III

Management Response for IOMC Toolbox Phase II Evaluation Recommendations

management solutions. The usability part of the study should identify core user requirements, and assess the technical strengths and weaknesses of the current system. It is likely that the existing data from the project's own piloting phase and the findings from this evaluation could underpin that analysis.	Conduct usability and options study for next generation Toolbox		
	Comments: As part of IOMC Toolbox Phase III, the current Toolbox system will be reviewed and assessed and a usability and options study will be conducted. Options for re-designing the Toolbox system will take into account experiences and lessons learnt from users, evolving user demands, latest technical developments, and technical requirements mentioned in below recommendations.		

Recommendation	Accepted Partially accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
2. Regardless of whether the existing platform is retained or new software is adopted, the system should – at a minimum – fulfil the following technical requirements: <ul style="list-style-type: none"> • Standard web navigation functions, including a transparent navigation structure that allows users to easily switch between the ‘low, medium, high’ resource paths; comprehensive site search; a back-button; and an overall cosmetic design that follows web design norms and standard ‘web grammar’. • Comprehensive, consistent and continuously monitored translation from English into - at least - French and Spanish. 	Accepted	Revise Toolbox system and functionalities Translate IOMC Toolbox into French and Spanish Establish cross-references and cross-linking Develop plan for hosting the Toolkit in the long-term	Subject to funding of Phase III Funding from Phase II Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III Under implementation Planned subject to funding of IOMC Toolbox Phase III Planned
Comments: As part of IOMC Toolbox Phase III, the Toolbox design and functionalities will be revised and expanded taking into account the recommendations from the usability and options study. As part of Phase II, the Toolbox is being translated into French and Spanish. Future updates of the Toolbox will address all language versions.				

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	<ul style="list-style-type: none"> • Minimised number of click-throughs to any content, whether internal or external to the toolbox. • Automatic link auditing to ensure that the toolbox’s internal and external links are continuously monitored and maintained. • Increased cross-referencing and cross-linking between schemes, with a long-term objective of <i>comprehensive</i> cross-referencing and cross-linking between schemes, and between the toolbox and toolkits. • Development of a long-term hosting strategy for the toolbox and its supported toolkits. 	<p>In Phase III, existing schemes will be reviewed and expanded. Cross-references and and cross-links between management schemes and Toolkits will be established. This will be facilitated by the re-design of the Toolbox.</p> <p>A long-term hosting strategy will be developed and implemented.</p>			
Recommendation		Accepted Partially accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
3.	<p>A broader typology and system of content ‘tagging’ should be developed, thereby allowing users to filter and/or identify materials according to non-technical categories, in turn increasing the relevance and accessibility to a far broader audience. As a minimum, the following new content categories/tags are recommended:</p> <ul style="list-style-type: none"> • Audience (e.g. policymaker, decisionmaker, industry, technical/on-the-ground, academia) • SAICM elements (11 elements for attainment of sound chemicals and waste management) 	Accepted	Development of entry points	Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III
		<p>Comments: As part of Phase III, new entry points to identify tools in existing management schemes will be developed for Multi-lateral Environmental Agreements, Overall Orientation Guidance (OOG), different stakeholder groups, lead in paint, and other SAICM emerging policy issues or legislative frameworks. Other entry points may be identified during the usability and options study and implementation of Phase III.</p>			

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Recommendation		Accepted Partially accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
4.	Given the limited effectiveness of the current, resource-intensive promotional strategy and the potential reputational risk that the IOMC is being exposed to, it is recommended that high-profile promotion – particularly to large, multi-disciplinary audiences – be avoided until the toolbox’s technical flaws have been resolved, or a new system has been adopted.	Partially accepted	Conduct usability and options study for next generation	Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III
			Revise Toolbox system and functionalities	Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III
		Comments: The completion of the usability and options study and re-designing of the Toolbox is planned to take place at the outset of Phase III and prior to the in-depth training events. However if the Phase III proposal is not funded by the donor, then work on the technical issues identified will be subject to resources available and promotion of the Toolbox will need to continue in the meantime.			
Recommendation		Accepted Partially accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
5.	The PMG should develop an alternative training strategy that is explicitly – and possibly <i>exclusively</i> – focussed on engaging and supporting the primary target audience of policymakers. It is recommended that any realigned strategy is grounded in the following principles: <ul style="list-style-type: none"> • Within any given country or region, training activity should be based on a detailed stakeholder and needs analysis. • POs should exploit their convening role to ensure that any workshops bring together all relevant institutions within the target country/region. 	Accepted	Develop criteria to identify countries for in-country training		Under implementation
			15 in-depth in-country training events, including development of case studies.	Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III
			5 in-depth (sub) regional events	Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III
			Webinars, including case studies	Subject to funding of Phase III	Planned subject to funding of IOMC Toolbox Phase III
Comments: Subject to funding, Phase III will be used to train professionals from relevant sectors and disciplines with an active role in the management of chemicals on technical topics covered in the Toolbox. Face-to face in-depth capacity building events in 15 countries will be conducted. Guidance will be provided to local organizers to ensure participation of all relevant institutions. The experience, lessons learned, and best practices in the participating					

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	<ul style="list-style-type: none"> • Training provision should extend beyond immediate workshop delivery, to include formal post-event support, allowing participants to access ongoing tailored advice. 	<p>countries will be shared at 5 in-depth (sub-regions) meetings. Ongoing training opportunities will also be provided through a series of webinars, and the development of case studies. Phase III will also explore establishing a Toolbox-centred global community-of-practice to provide additional guidance for ongoing capacity building; detailed discussions are planned to take place at the outset of Phase III.</p> <p>Currently proposed criteria for countries to be considered for the in-depth training include countries that:</p> <ul style="list-style-type: none"> • identified at least one of the Toolbox scheme topics (industrial chemicals management, health sector management, or pesticides management) as a priority area for action/has undertaken some preparatory work on the topic, such as prepared a national situation/gap analysis • requested training on the topic • are representative of its respective (sub-)region • agree to pilot test the Toolbox scheme(s), tools, toolkits, etc. after the training, which will enable evaluation of the effectiveness of the Toolbox • agree to share their experience at the (sub-)regional level <p>Other considerations:</p> <ul style="list-style-type: none"> • Likelihood of success/potential to play leadership role • Country has implementation project/activities underway on scheme topic(s) • Available internet capacity and human resources to adequately use the scheme(s) • Balance within the (sub-)region 			
Recommendation		Accepted Partially accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
6.	<p>The PMG should initiate a toolbox-centred, global community-of-practice. It is likely that this will require central, PO-mediated coordination in the short-term, but the long-term vision should be to achieve a self-sustaining network. Network communications should not necessarily be based on the toolbox platform, and alternative communication channels should be explored (e.g. listservs, messenger app groups, periodic face-to-face events). The network could</p>	Accepted	Support a community-of-practice		Planned
		<p>Comments: Phase III will review project activities to support a Toolbox-centred global community-of-practice, including different modes of communication. Detailed discussions are planned to take place at the outset of Phase III.</p>			

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	also support more frequent communications from POs and the PMG regarding sector, project and content developments.				
Recommendation		Accepted Partially accepted Rejected	Proposed action	Budget allocated (if necessary)	Status (planned, under implementation, implemented)
7.	The PMG should reformulate the results framework and monitoring strategy. At a minimum, the revised results framework should identify intermediate outcomes (located between the project's 'specific' and 'overall' objectives) that can directly or plausibly be influenced by project interventions. Indicators should be revised accordingly, in turn supported by a revised monitoring strategy that prioritises outcome rather than output measurement.	Accepted	Develop logframe for Phase III	NA	Implemented
		<p>Comments: The logframe of IOMC Toolbox Phase III takes into account the recommendations concerning monitoring.</p>			