ANGOLA

UN environment programme | CHEMICALS AND WASTE MANAGEMENT PROGRAMME

Project: Strengthening Angola's National Chemicals and Waste Management Programme by establishing sustainable, integrated, and coherent national structure with emphasis on private sector participation

Second Independent Assessment of the Closed Projects under the Special Programme Report (December 2024)

RESULTS

Overall Assessment

The project[1] demonstrated progress across all the relevant Core Indicator Criteria, achieving its planned objectives to varying degrees. It contributed to establishing national coordinating mechanisms, proposing legislative measures, mainstreaming the national chemicals and waste management agenda into national planning processes, providing inputs for the ratification of the Minamata Convention, establishing PPP pilots, and conducting training and capacity building for chemicals and waste management. However, challenges remained in operationalizing the national chemicals and waste management unit and linking pilot implementation to strategy development, testing, and refinement.

Implementing partner:
Ministry of Environment of the Republic of Angola

Agreement timeframe:
22 Aug 2019 - 31 Dec 2023 (initially to 31 Jun 2022, with 2 amendments)

Budget: 500,000 USD

Results & progress by Core Indicator Criteria

The project covered six of the existing eight Core Indicator Criteria, namely:

Criterion 1.1: Level of development of national chemical/waste database

RATING

Project Start → Project End

0 **No database or registry**

1 Database or registry covering 1 Multilateral Environmental Agreement (MEA)

2 Database or registry covering 2 MEAs

3 Database or registry covering 3 MEAs

4 Database or registry covering 4 MEAs

5 Database or registry covering 4 MEAs and SAICM/ GFC

SPECIFIC RESULTS:

- Under the pilot project component on marine microplastics, the project partner reported that they gathered data for pilot areas on waste streams, including their quantity and composition. These findings were instrumental in designing and implementing the pilot study on the management of the marine microplastics.
- The project identified relevant government agencies, companies, and civil society organizations that were likely to hold data or insights on chemicals and on mercury in particular. However, it faced significant challenges in accessing and consolidating the data due to compartmentalization, confidentiality, and bureaucratic barriers.
- The creation of the above-mentioned database falls within the scope of both the Strategic Approach to International Chemicals Management (SAICM) and the Basel Convention. The Special Programme, despite repeatedly requesting the submission of this deliverable, has not received any evidence confirming the creation of the database, nor is it accessible online. In case the evidence had been provided clearly confirming the exitance of the database, the score under the Core Indicator Criterion 1.1 would have been "2 – Database or registry covering 2 MEAs (specifically Basel Convention and SAICM)".

Criterion 1.2: level of necessary for chemical/waste management expertise

RATING

0 No knowledge or expertise available

1 **Not enough personnel in at least one priority Ministry, Department or Agency have basic training in chemical and/or waste management**

2 Enough personnel in at least one priority Ministry, Department or Agency have basic training in Chemical and/or waste management

3 Enough personnel from 1 or 2 Ministry, Department or Agency have been trained in chemical and /or waste management and know how to apply it into country planning

4 **Enough personnel in 3 or 4 Ministries, Departments or Agencies have been trained in chemical and/or waste management and can transfer their knowledge to colleagues for day-to-day use**

5 All the required personnel have necessary expertise and can integrate chemical management into the development planning process

SPECIFIC RESULTS:

- The project implemented numerous capacity-building and knowledge transfer activities on various aspects of Multilateral Environmental Agreements (MEAs) and their implementation. These efforts included workshops and training sessions for members of the multisectoral commission, government employees, industry representatives, farmers, and the general public.
- The feedback from interviews suggests that project stakeholders have developed increased awareness of chemicals and waste management issues. As a result, some industry representatives are taking steps aligned with their responsible care commitments. Additionally, chemicals and waste management is gaining more attention from government representatives.
- Despite progress in engaging key stakeholders in chemicals and waste management, there remains a need for ongoing capacity building. The current number of government employees in this field should further be increased to meet the increasing demands in the field of chemicals and waste management.

Criterion 1.3: Existence and level of development of chemical/waste management unit or department

RATING

0 **Nothing had been done**

1 The Government decided on a mandate to establish a unit

2 **The Government developed a framework document detailing how the unit would be established and would operate**

3 The unit was established and had an executive director

4 The unit was established and had an executive director. In addition, standard operating procedures were developed, and staff were hired

5 The unit had all human, financial and physical resources and was fully operational

SPECIFIC RESULTS:

The project facilitated the development of a regulation for establishing a Chemicals Management Unit under the Ministry of Environment. The regulation determined that the unit would coordinate and oversee the implementation of international chemicals and waste management conventions, with a team of 29 staff proposed to execute these functions effectively. This regulation was reviewed and agreed upon by the members of the National Commission for Chemical and Hazardous Waste Management. However, there is no evidence that it was formally adopted (as the decree must be gazetted in the Iª Série of the Diário da República to be legally effective). Consequently, the unit is not yet operational, with its activation reportedly hindered by various changes within the Ministry of Environment.

Criterion 1.4: Level of development of multi-stakeholder coordination mechanism for chemical/waste management

RATING

0 **There was no multi-stakeholder coordination mechanism**

1 There was a multi-stakeholder coordination mechanism with very limited and irregular participation from Government and non-Government bodies

2 **There was a multi-stakeholder coordination mechanism with more regular and structured participation from Government and non-Government bodies**

3 There was a multi-stakeholder coordination mechanism with regular meetings and adequate participation from Government and non-Government bodies

4 There was coordinated planning and a common knowledge exchange mechanism in addition to a multi-stakeholder coordination mechanism with regular meetings and adequate participation from Government and non-Government bodies

5 The multi-stakeholder coordination mechanism reached full maturity with full participation from all Governmental and non-Governmental stakeholders and a joint community of practice

SPECIFIC RESULTS:

- The project supported the development of the Presidential Decree to establish the National Commission for Chemical and Hazardous Waste Management, tasked with coordinating activities related to chemicals and waste management. In addition, the decree envisioned the development of internal regulations for this National Commission. Despite the Special Programme Secretariat repeatedly requesting for evidence on the adoption of both documents, it remains unclear whether the decree was formally adopted or gazetted and there is no evidence on the status of the internal regulations. As foreseen in the Presidential Decree, the Commission comprises 15 ministries, the National Oil and Gas Agency, and three civil society organizations. Its responsibilities include identifying legislative needs, coordinating sectoral programs, and ensuring policy harmonization, such as adopting the Globally Harmonized System for Chemicals. During the project's implementation, the Commission was supported with financial resources, a Secretariat, and a Technical-Scientific Committee.
- The National Commission for Chemical and Hazardous Waste Management determined that the best way to facilitate the coordination was by creating a webpage within the existing national website. In response, the project developed the necessary materials to support this initiative. However, the decision on hosting the webpage is still pending due to the approval process.

Criterion 2.1: Level of development and implementation of chemical/waste management policy, plan or strategy

RATING

0 **There was no strategy, policy or plan**

1 The strategy, policy or plan was proposed

2 The strategy, policy or plan was adopted

3 **The strategy, policy or plan was in place and being implemented**

SPECIFIC RESULTS:

- The project facilitated the development of the Presidential Decree No. 289/22 (published in the Diário da República on December 30, 2022), which foresees the establishment of multidisciplinary working group tasked with creating a National Plastics Ban Plan and which is under implementation. This working group is coordinated by the Minister of State and Chief of the President's Civil House and includes representatives from various sectors of the government. The main goal is to devise and implement strategies aimed at phasing out the use of plastics, reducing plastic waste, and addressing environmental and health risks associated with plastic pollution.
- The project facilitated the development of the Strategy on the Formalization and Promotion of the Urban Solid Waste Valorization Market. However, the strategy document provided to the SP Secretariat appears to be in the format of a presentation, and no substantive evidence has been provided to demonstrate its completion[2]. Furthermore, there is no evidence to confirm whether the strategy has been gazetted or formally adopted, such as through a Presidential Decree or Council of Ministers approval. The project did undertake pilot projects, in the form of joint ventures between the state and private sector to manage the collection, sorting, and recycling of plastic waste. While this was not an expected output of the project, taking steps to establish such a framework could significantly enhance collaboration between public and private entities, fostering innovation and investment in sustainable waste management practices. However, there is no evidence to suggest that any formal actions have been undertaken in this regard.
- Additionally, the project contributed to updating of the Strategic Plan for the Management of Urban Waste (PESGRU: Plano Estratégico para a Gestão de Resíduos Urbanos).

Criterion 2.2: Level of development of legal framework/primary legislation

RATING

0 Nothing was done

1 The relevant authority proposed to integrate the MEAs into national legislation

2 **The integration of the MEAs into national legislation was adopted**

3 **The MEAs were integrated into national legislation and being implemented MEA Secretariat**

SPECIFIC RESULTS:

- The progress on this criterion reflects the fact that ratified conventions – Basel and Stockholm Conventions are being domesticated into national legislation (e.g., requiring licensing for certain economic activities), and chemicals and waste management issues are becoming more mainstreamed. For instance, these issues are now reflected in the country's National Development Plan (2023-2027), emphasizing responsible chemicals management and environmental protection[3].
- Regarding the Rotterdam Convention and the Minamata Convention which Angola has not ratified yet, the project reportedly conducted a legal and institutional assessment, identifying gaps and necessary changes required to effectively implement them once ratified. However, there is no evidence that a comprehensive baseline legal review, gap analysis, or legal assessment report with recommendations for reform measures was completed, as it is outlined under the relevant expected output of the project[4]. Similarly, there is no documentation indicating that a cost-benefit analysis concerning the ratification and implementation of the Rotterdam and Minamata Conventions, was conducted or reported.
- The results of the interview suggest that the project facilitated discussions and reportedly prepared documentation on the ratification of both the Minamata and Rotterdam Conventions to provide the Ministry of Environment with the necessary paperwork for advancing the ratification process. In addition, the outcome of the interview suggests that the documents were forwarded to the Cabinet of Ministers for approval, after which they will be sent to Parliament for ratification. However, this has not yet occurred, and the process of lobbying for the ratification of the conventions is still ongoing.

FACTORS AFFECTING PERFORMANCE

Gender: The project was Gender Responsive as it included a Gender Action Plan from the outset to promote gender equity throughout its implementation. This plan aimed to integrate gender considerations into all phases of the project, ensuring that both women and men had equal opportunities to participate and benefit from project activities. The project engaged over 45% of women in various project activities such as workshops, trainings, and decision-making processes, fostering a more inclusive approach to environmental management.

Indigenous peoples/ethnic minorities: Ethnic languages were employed to raise awareness about chemicals and waste management issues among minority communities. The project also incorporated traditional knowledge in waste and chemicals management, recognizing the importance of local practices. Furthermore, the Public-Private Partnership promoted the inclusion of vulnerable communities, ensuring their active participation and enabling them to benefit from the project's initiatives.

Delays in Fund Transfers: Significant delays occurred due to changes in the implementing partner's bank account, requiring several attempts over multiple months to successfully transfer funds to the country. These delays impacted the timely execution of project activities.

Political factor: During the project's implementation, Angola's Ministry of Environment underwent a structural change, merging with the ministries of culture and tourism to form the Ministry of Culture, Tourism, and Environment (starting in March 2024, it has reverted back to being the Ministry of Environment). There were frequent leadership changes within the ministry (e.g., frequent ministerial appointments), as well as in other collaborating ministries[5], which hindered the pace of achieving project results.

COVID-19: Pandemic had a significant impact on the project's implementation, causing considerable disruptions. As a result, it became necessary to adjust or postpone various inperson activities, including travel, events, training sessions, and meetings that had been previously planned. These changes were essential to comply with health protocols and ensure the safety of participants.

SUSTAINABILITY

The project results are **partially maintained** due to the following:

- Currently, financing is secured to maintain the most basic results achieved by the project. The state allocates funding to existing institutions, such as the National Institute for Environmental Management, which oversees the registration of chemical imports, and the National Agency for Waste Management, to ensure their continued operation.
- There is hope for the sustainability of the project through the work on the National Plastics Ban Plan, continued inter-ministerial coordination and capacity building of relevant stakeholders, as outlined in the National Development Plan (specifically under priorities 32.4.1 and 32.4.2 on environmental governance and capacity building). However, it remains unclear whether the joint ventures supported by the project will continue to function or be upscaled to advance the circular economy.
- A second SP project in Angola has been approved in April 2024 by the Executive Board, which is intended to build on the work done on the first Angola project, including to take forward the ratification of the Rotterdam Convention and Minamata Convention, and to work on other measures such as the implementation of the GHS. The negotiation of this second project, however, is on hold until the submission of all deliverables of the first project and its successful closure (see first footnote in this country section).

RATING
After the End of the Project

Results **not** maintained

Results **partially** maintained

Results **mostly** maintained

Results **fully** maintained

LESSONS LEARNED

Adapting to local context enhances awareness and participation: Adapting environmental awareness campaigns to fit the local context, including the use of local languages and traditional knowledge, was essential for effectively raising public awareness and participation in waste management initiatives.

Involving civil society promotes inclusivity: The involvement of civil society organizations, enriched the project by promoting inclusivity and ensuring that marginalized groups had a voice in environmental management processes.

Collaboration between public and private sectors has the potential to mobilize resources and expertise. During the project, PPPs helped engage stakeholders, including vulnerable communities, and encouraged environmentally friendly practices. However, follow-up data is needed to confirm their long-term effectiveness and sustainability.

Political changes pose challenges to implementation: The project experienced delays due to changes in government leadership and ministerial restructuring, which highlighted the importance of political stability and consistent leadership in the successful implementation of long-term environmental projects.

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[1] *The project in Angola was included in this Assessment of Closed Projects as the project partners assured that the implementation of the project was complete. However, the project encountered significant delays in finalizing the final reports and providing evidence for all outputs. As a result, the project partners did not submit the evidence before the completion of this report. Since not all deliverables have been submitted, the Special Programme does not consider the project as fully completed. Consequently, the project is not closed, and in line with clause IX of the Project Cooperation Agreement on Financial and Operational Obligations, which stipulates that the final payment will only be issued "upon completion of all activities/obligations under the Agreement and no later than 30 (thirty) days after receipt of final report and certified final expenditure report to the satisfaction of UNEP", the SP Secretariat has not transferred the final payment to reimburse for the completion of the last activities.*

[2] *The Special Programme Secretariat repeatedly requested the submission of the documentation for this deliverable. However, no documentation has been provided regarding lessons learned from the implementation of the pilot projects that were intended to demonstrate the viability of the strategy as outlined in the project design document, nor any indication that the strategy has been modified based on such lessons. Furthermore, it remains unclear whether any follow-up actions were taken on the pilot project supporting the circular economy to develop an enabling legal framework for public-private partnerships (PPPs) in the chemicals and waste management sector.*

[3] *Under Objective 32.3, the plan aims to ensure that all chemical substances are used safely and sustainably, promoting the substitution of harmful chemicals with safer alternatives. Key priorities include developing a Strategic Plan for Chemical Sustainability, adhering to international chemical conventions, building capacity for national chemical management, and combating the illegal trafficking of chemicals and hazardous waste. The plan also emphasizes the need for safety assessments and research into decontamination solutions in terrestrial and aquatic environments.*

[4] *The Special Programme Secretariat repeatedly requested the submission of this deliverable, however, the only document submitted to the SP Secretariat is a brief two-page report (Annex 12 to the 2020 progress report) titled "Analyze the Current Framework, Identify Gaps, and Assess the Legal Reforms Needed for the Prompt Ratification and Implementation of the Minamata Convention in Angola." Another document (Annex 13 to the 2020 progress report) is a two-page report on the process of ratifying the Minamata Convention, which identified key priorities for implementation, such as harmonizing legislation, building enforcement capacity, completing the mercury inventory, and raising awareness about mercury's impact. No documentation was provided by the country regarding a legal and institutional assessment in relation to the Rotterdam Convention.*

[5] *The cabinet of ministers was reshuffled following the 2022 general elections, although the president remained in office.*