



GEF-6 REQUEST FOR Chemicals and Wastes ENABLING ACTIVITY
PROPOSAL FOR FUNDING UNDER THE GEF Trust Fund

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PART I: PROJECT IDENTIFIERS

Project Title:	Minamata Initial Assessment for Panama.		
Country(ies):	Panama	GEF Project ID: ¹	8026
GEF Agency(ies):	UNDP (select)	GEF Agency Project ID:	5512
Other Executing Partner(s):		Submission Date:	1/23/2015
GEF Focal Area (s):	Chemicals and Wastes	Project Duration (Months)	12
Type of Report:	National Implementation Plan (NIP)	Expected Report Submission to Convention	1/31/2016

A. PROJECT FRAMEWORK*

Project Objective: Undertake a Initial Mercury Assessment to identify the national mercury challenges and the extent to which legal, policy and regulatory framework will enable Panama to implement future obligations under the Minamata Convention.

Project Component	Project Outcomes	Project Outputs	(in \$)	
			GEF Project Financing	Confirmed Co-financing ²
1. Enabling environment for decision-making on the ratification of Minamata established.	1.1 National decision making structure on mercury operational. 1.2 Policy and regulatory framework, and institutional and capacity needs in regard to the implementation of Convention provisions assessed. 1.3 Awareness raised on the environmental and health impacts of mercury in Panama. 1.4 Importance of mercury priority interventions at national level raised through mainstreaming in relevant policies/plans.	1.1 National Mercury Coordination/consultation Mechanism established in Panama. 1.2 Assessment report prepared on the existing and required policy and regulatory framework as well as institutional capacity to implement the Convention for Panama (incl. overview of existing barriers). 1.3 Mercury awareness raising activities conducted in Panama targeting decision makers and population groups at risk. 1.4 National mercury priority interventions (identified in the MIA Report – see 2.3) mainstreamed in national policies/plans.	50,000	
2. National Mercury Profile and Mercury Initial Assessment Report development.	2.1 National capacity built to undertake mercury inventories. 2.2 National Mercury Profile available for	2.1 Capacity building and training conducted in Panama to commence the mercury inventory. 2.2 Mercury Inventory	132,000	

¹ Project ID number will be assigned by GEFSEC and to be entered by Agency in subsequent document submission.

² Co-financing for enabling activity is encouraged but not required.

	Panama. 2.3 National MIA Report available for Panama.	conducted in Panama. 2.3 National MIA Report for the ratification and implementation of the Convention prepared for Panama (including proposed policy/regulatory interventions, inst. Cap. Building and required investment plans).		
			Subtotal	182,000
			Project Management Cost (Including Direct Project Cost up to \$ 4,000) ³	18,000
			Total Project Cost	200,000

* List the \$ by project components. Please attach a detailed project budget table that supports all the project components in this table.

B. SOURCE OF CO-FINANCING FOR THE PROJECT BY NAME AND BY TYPE

Sources of Co-financing	Name of Co-financier	Type of Co-financing	Amount (\$)
(select)		(select)	
(select)		(select)	
(select)		(select)	
(select)		(select)	
(select)		(select)	
Total Co-financing			

C. GEF FINANCING RESOURCES REQUESTED BY AGENCY, COUNTRY AND PROGRAMMING OF FUNDS

GEF Agency	Trust Fund	Country/ Regional/ Global	Focal Area	Programming of Funds	(in \$)		
					GEF Project Financing (a)	Agency Fee (b) ^{b)}	Total (c)=a+b
UNDP	GEFTF	Panama	Chemicals and Wastes	Mercury	200,000	19,000	219,000
(select)	(select)		(select)	(select as applicable)			
(select)	(select)		(select)	(select as applicable)			
(select)	(select)		(select)	(select as applicable)			
(select)	(select)		(select)	(select as applicable)			
Total GEF Resources					200,000	19,000	219,000

a) Refer to the [Fee Policy for GEF Partner Agencies](#)

³ This is the cost associated with the unit executing the project on the ground and could be financed out of trust fund or co-financing sources. For EAs within the ceiling, PMC could be up to 10% of the Subtotal GEF Project Financing.

PART II: ENABLING ACTIVITY JUSTIFICATION

A. ENABLING ACTIVITY BACKGROUND AND CONTEXT

(Provide brief information about projects implemented since a country became party to the convention and results achieved):

Since 2010, Panama has been a part of the Intergovernmental Negotiating Committee (INC) supported by the Chemicals Branch of the UNEP Division of Technology, Industry and Economics. In October 2013, Panama became a signatory of the Minamata Convention.

According to Article 20 of the Convention: “Each Party may, following an initial assessment, develop and execute an implementation plan, taking into account its domestic circumstances, for meeting the obligations under this Convention. Any such plan should be transmitted to the Secretariat as soon as it has been developed”. As such, this proposed MIA will allow Panama to comply with and assist the country in its decision making on the ratification process.

Panama has wide experience in chemical management. In 2006, the country developed a Chemical National Profile, which was updated in 2008. The Profile allowed the country to identify strengths and needs pertaining to chemical management including the management of mercury, as well as improve different institutional coordination mechanisms.

In 2008 and 2010, the Republic of Panama, developed a pilot project in collaboration with the UNITAR in order to elaborate the first mercury inventory. In 2013 Panama developed a pilot project about mercury storage and an update of Mercury inventory. In 2014 Panama initiated a program in collaboration with “Health without harm” and Panama University with 9 hospitals (public and privates) in order to replace Mercury equipment, mainly sphygmomanometers and thermometers.

As part of the Coordination for Chemical Management, a subgroup on mercury has been established, which involves a number of different institutions: National Environment Authority, Ministry of Health, Ministry of Labor, Social Security agency, Academia, Private Hospitals Association. Among other responsibilities, this group has been improving coordination on mercury issues at national level and has been raising awareness on mercury aspect in relevant sectors.

B. ENABLING ACTIVITY GOALS, OBJECTIVES, AND

ACTIVITIES (The proposal should briefly justify and describe the project framework. Identify also key stakeholders involved in the project including the private sector, civil society organizations, local and indigenous communities, and their respective roles, as applicable. Describe also how the gender dimensions are considered in project design and implementation):

The proposed EA and the project framework, including envisaged activities, are entirely in line with the GEF Initial Guidelines for Enabling Activities for the Minamata Convention on Mercury (GEF/C.45/Inf.05).

Project Objective:

The project's objective is to undertake a Mercury Initial Assessment to enable the Government to determine the national requirements and needs for the ratification of the Minamata Convention and establish a sound foundation to undertake future work towards the implementation of the Convention.

It will do so by addressing those 4 aspects as specified in the GEF guidelines (GEF/C.45/Inf.05 paragraph 19), as well as a fifth aspect on mainstreaming.

1. Undertake an assessment of legislation and policies in regard to the implementation of Convention provisions of

- Article 3;
- Article 5;
- Article 7 (including legislation and policy to cover formalization, worker health and safety);
- Article 8 (specifically in regard to relevant national air pollution/emission standards and regulations);
- Article 9 (specifically in regard to the ability to identify and categorize sources of releases).

The policy and legislative assessment will be undertaken through a review of existing legislation on chemicals management and identification of the gaps prevalent in association to issues of mercury. In addition the legislation review will assess the necessary steps for the establishment of a National Mercury Coordination/Consultation Mechanism.

2. Undertake an initial assessment of mercury in the following categories:

- Stocks of mercury and/or mercury compounds and import and export procedures including an assessment of the storage conditions;
- Supply of mercury, including sources, recycling activities and quantities;
- Sectors that use mercury and the amount per year, including manufacturing processes, ASGM and mercury added products;
- Trade in mercury and mercury containing compounds.

3. Identify:

- Emission sources of mercury;
- Release sources of mercury to land and water.

4. Assess institutional and capacity needs to implement the Convention.

Institutional capacity of governmental institutions and agencies will be assessed to determine the capacity needs and gaps that exist for the implementation of the Convention and propose intervention to strengthen these institutions and capacity. The assessment will also review the systems needed to report to the Convention under article 21.

The institutional capacity gaps identified and the findings of the legislation and policy review will be used to formulate a number of priority actions, which will be included in the mercury Initial Assessment Report. Proposed actions will be discussed and agreed upon among the key stakeholders mentioned above through several rounds of discussions.

5. Mainstream national mercury priorities in national policies and plans to raise the importance of mercury priority interventions:

- Identify national mercury priorities;
- Assess opportunities for mainstreaming mercury priorities;
- Mainstream mercury priority interventions in relevant policies/plans.

Key Stakeholders

The key stakeholder involved in the project are the following:

Ministry of Health – The Ministry is the focal point for mercury and other multilateral chemical agreements. It is responsible for the development and implementation of health policies and assumes responsibilities related to monitoring, control, regulation and standardization. In addition, the Ministry registers medical devices and monitors companies that import, manufacture, distribute and / or store medical equipment and devices.

Likewise, it has the responsibility for hazardous waste storage and disposal.

National Environment Authority- Responsible for providing policies pertaining to environmental protection e.g. such as National Environmental Policies, Environmental Management Acts and its Regulations, programmes and projects.

Ministry of Economy and Finance– Responsible for obtaining and allocating resources necessary for state institutions to provide services to all citizens, in accordance with the priorities of the public policy.

National Customs Authority - Especially in the area of customs, it is related to establish regulation, controls, monitoring of all imports and exports of different products.

Solid Waste Agency and Local Government - Regulate and supervise waste management in municipalities/districts/councils.

	<p><u>Private Sector</u> - Involved in various important aspects of the proposed project: Private companies/industries responsible for the release of mercury and production of mercury containing wastes; Services providers involved in waste collection, disposal and treatment; Distributors and retailers of mercury containing and mercury-free consumer products; Laboratories for testing and certification; etc.</p> <p><u>Civil Society Organizations and Non-Governmental Organizations (CSOs/NGOs)</u> - Will be engaged in the project to help required and important information reach local communities at risk, the general public and decision makers on the environmental and health aspects and concerns of mercury releases and accumulation in the environment.</p> <p>Gender Dimensions Generally, three groups are more sensitive to the effects of mercury: Pregnant women, children and people who are regularly exposed (chronic exposure) to high levels of mercury (such as populations that rely on subsistence fishing or people who are occupationally exposed). As mercury is passed on from mother to child, fetuses and children are most susceptible to developmental effects due to mercury. The MIA will pay particular attention to assessing national capacity to keep such risk groups safe. Recommendations on how to improve gender dimensions and gender mainstreaming related to mercury, and priorities actions in this area will be highlighted in the MIA report.</p>
<p>C. DESCRIBE THE ENABLING ACTIVITY AND INSTITUTIONAL FRAMEWORK FOR PROJECT IMPLEMENTATION (discuss the work intended to be undertaken and the output expected from each activity as outlined in Table A).</p>	<p>The project will be implemented through NIM (national implementation modality) with the Ministry of Health (MINSa) as the execution agency – the national partner. The Sub Directorate of Environmental Health of Ministry of Health will be the main responsible unit for the implementation of the project. Also, coordinates the work with other stakeholders like academy, governmental entities, private sector and NGOs.</p> <p>The proposed EA project has been organized into two components:</p> <ol style="list-style-type: none"> 1. Enabling environment for decision-making on the ratification of Minamata. 2. Development Mercury Initial Assessment Report. <p><u>1.1 Establishing a national decision making structure on mercury</u> A national decision-making structure on mercury (“Mercury Coordination/Consultation Mechanism (MCM)”) will be established in line with national capacities and existing structures and practices present in the project countries and where feasible will build/expand on similar structures established in support of other chemicals-related MEAs.</p> <p><u>1.2 Conducting an assessment of the policy and regulatory framework and institutional capacity needs in regard to the implementation of the Convention’s provisions.</u> The work will begin with a review of the structures, institutions and policies and regulations already in place:</p>

- Legislation on the governance of chemicals in general and the capacities of the key institutions such as the Chemicals and dangerous waste Unit at the Sub Directorate General of Environmental Health will be the initial focus.
- Review of existing legislation, identification of gaps for meeting the Minamata Convention requirements and initial technical input on proposed amendments.
- Roles of other ministries and institutions related to the key sectors where mercury inventory establishes the presence of mercury use, emissions and/or releases are to be analyzed.

These institutions will include, but not be limited to the Health sector, like: National Environment Authority, National Customs, Solid Waste agency, Social security Agency (CSS), Ministry of Commerce and Industry. Capacities of these institutions will be reviewed and the gaps for comprehensive management of mercury issues will be identified.

Identification of barriers that would hinder or prevent implementation of the Convention.

Upon the identification of capacity and/or regulatory gaps (in relation to the Convention's obligations), these will be discussed and reviewed by the Committee. The results of these discussions will direct the work under component 2, in particular related to the development of the MIA Report.

1.3 Raising awareness on the environmental and health impacts of mercury

Targeted information awareness activities will be supported on the risks of mercury and mercury-associated impact on human health and the environment. Awareness raising with target decision makers, the general public and population groups at risk.

1.4 Mainstreaming Mercury priorities into national policies/plans.

The mainstreaming exercise will be led and supported by the chemicals substances coordination committee with the objective to include mercury priorities into national policies and development plans. The mainstreaming exercise will also include a socio-economic study on the effects of mercury and alternatives in ASGM and the relevant sectors that were identified in the inventory, which can help inform priority setting for this sector and support decision making to facilitate the mainstreaming of selected priorities.

2.1 Building national capacity to under the Mercury Inventory.

National capacity to undertake the Mercury Inventory will be built through training, which will be conducted and facilitated by the project's international technical advisor. Training will be provided on data collection methodologies, reliability, credibility, data analysis, etc.

Training will be targeted towards a group of national technical experts who will conduct and develop the National Mercury Profile. Training will also be targeted towards key government representatives who make up the MCM and who need sufficient knowledge about conducting a Mercury Inventory to be able to review it and comment on it.

2.2 Conducting the Mercury Inventory update and prepare the National Mercury Profile.

The inventory update will make use of the UNEP "*Toolkit for identification and quantification of mercury releases*"⁴, which is intended to assist countries to develop a national mercury releases inventory. It provides a standardized methodology and accompanying database enabling the development of consistent national and regional mercury inventories.

Throughout the data collection, analysis and preparation of the mercury Inventory, the national expert team will be guided by an international technical advisor.

The inventory will review all the relevant sectors which make up the UNEP Inventory Level 2. This inventory will also include:

- Identification and assessment of the amounts of emission sources of mercury and release sources of mercury to land and water.
- Identification of old, historical sources of mercury contamination (such as abandoned mining sites).
- Identification of key sectors, municipalities, communities and other stakeholders affected by or involved with important mercury sources and/or emissions.

After completion of the data gathering stage, a National Mercury Profile, including significant sources of emissions and releases, as well as inventories of mercury and mercury compounds, will be prepared for review, approval and adoption by the Chemical substances committee during a national stakeholder workshop.

2.3 Preparing the National MIA Report

Following the finalization of the project activities as envisaged under component 1 (1.1 – 1-3) as well as completion of the project activities 2.1 and 2.2 (see above), the national project team will prepare a National MIA Report.

The National MIA Report will provide information on the following key areas, which will enable the government to make a decision on ratifying the Convention:

- Structures, institutions, legislation already available to implement the Convention.
- Identification of barriers that would hinder or prevent implementation of the Convention.
- Summary of the results from the Mercury Profile.
- Identification of technical and financial needs for implementation of the Convention, including resources from the GEF, national sources, bilateral sources, the private sector and others integrated into a National Action Plan.

	<p>Expert teams will draft proposals for actions to be included in the Mercury Initial Assessment Report on how to address the pertinent gaps and barriers. These proposals will also include an overview of the costs to the Government in meeting its obligations under the Minamata Convention.</p> <p>After the development of the draft National Mercury Profile and MIA Report these will be prepared for review, approval and adoption by the Panama Government during a national stakeholder workshop.</p>
D. DESCRIBE, IF POSSIBLE, THE EXPECTED <u>COST-EFFECTIVENESS</u> OF THE PROJECT:	The cost-effectiveness of the project will be assured through the management of the project with synergies from other POPs- and chemicals-related projects in Panama. The project will involve national experts as much as possible to facilitate the collection of accurate information and to establish a high-responsiveness of the project to keep a steady momentum in project implementation with an international technical advisor providing succinct, specific input where local expertise gaps exist. Information dissemination with the general public and specific local communities will be more effective through integrating the work through existing activities.
E. DESCRIBE THE BUDGETED M&E PLAN:	Project monitoring and evaluation will be conducted in accordance with established UNDP and GEF procedures and will be provided by the project team and the UNDP Country Office (UNDP-CO) with support from the UNDP/MPU Chemicals team. This will be done through project implementation reviews, quarterly review reports and a final evaluation (the latter conducted at least 3 months before project closure).
F. EXPLAIN THE DEVIATIONS FROM TYPICAL COST RANGES (WHERE APPLICABLE):	Not applicable.

PART III: APPROVAL/ENDORSEMENT BY GEF OPERATIONAL FOCAL POINT(S) AND GEF AGENCY(IES)


A. RECORD OF ENDORSEMENT OF GEF OPERATIONAL FOCAL POINT(S) ON BEHALF OF THE GOVERNMENT(S):
(Please attach the [*Operational Focal Point endorsement letter\(s\)*](#) with this template).

NAME	POSITION	MINISTRY	DATE (Month, day, year)
Elba Cortes Bonilla	Director of International Cooperation	NATIONAL ENVIRONMENT AUTHORITY	01/05/2015

B. CONVENTION PARTICIPATION

CONVENTION	DATE OF RATIFICATION/ ACCESSION (mm/dd/yyyy)	NATIONAL FOCAL POINT	
UNCBD			
UNFCCC			
UNCCD			
STOCKHOLM CONVENTION	06/01/2003	ING. FRANKLIN GARRIDO, SUB DIRECTORATE OF ENVIRONMENTAL HEALTH, MINISTRY OF HEALTH. FAGARRIDO@OUTLOOK.COM	
	DATE SIGNED (MM/DD/YYYY)	NATIONAL FOCAL POINT	DATE OF NOTIFICATION UNDER ARTICLE 7 TO THE MINAMATA CONVENTION SECRETARIAT
MINAMATA CONVENTION	10/10/2013	MARIA INES ESQUIVEL	07/01/2014

C. GEF AGENCY(IES) CERTIFICATION

This request has been prepared in accordance with GEF policies⁵ and procedures and meets the standards of the GEF Project Review Criteria for Persistent Organic Pollutants Enabling Activity approval in GEF 6.					
Agency Coordinator, Agency name	Signature	Date (Month, day, year)	Project Contact Person	Telephone	E-mail Address
Adriana Dinu, UNDP-GEF Executive Coordinator		01/26/2015	Mr. Jacques Van Engel, Director, UNDP MPU/Chemicals	212-906- 5782	Jacques.van.engel@undp.org

⁵ GEF policies encompass all managed trust funds, namely: GEFTF, UNCF, and SCCF