

Independent Assessment of the Global Alliance on Health and Pollution (GAHP)

EXECUTIVE SUMMARY – FINAL REPORT

as part of the Project '*Mitigating Toxic Health Exposures in Low- and Middle-Income Countries: Sub-Saharan Africa, Bangladesh, Bolivia, Colombia, Ethiopia, Ghana, Kenya, Madagascar, Mozambique, Nepal, Senegal, Tanzania, Zambia and others (Global Project)*'



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EXECUTIVE SUMMARY
18 December 2017

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GAHP Review - Executive Summary

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I. GAHP Review - Context and Objectives

Review Context

This Executive Summary sets out the findings of a UNIDO-commissioned review of the Global Alliance on Health and Pollution (GAHP). The background context to this review lies in the formulation of the present EC-funded and UNIDO-managed project DCI-ENV/2015/371157 *“Mitigating Toxic Health Exposures in Low- and Middle-Income Countries (Global Project)”* during late 2015, when the need to assess the GAHP was identified by the European Commission (EC) and UNIDO.

Formed in 2012 in response to the growing crisis posed by toxic pollution, GAHP was established as a collaborative, loose alliance with the aim of providing low- and middle-income countries (LMICs) with the tools to tackle toxic pollution and alleviate its impacts on human health, especially on children and pregnant women. Through its range of activities and services, GAHP contributes to raising awareness of the health and environmental impact of all types of pollution and on building public and political will to address the issue. Regarding the scope of the review, this covers all of GAHP’s activities. UNIDO’s work programme under the above-mentioned *Mitigating Toxic Pollution* project foresaw an independent review of GAHP under the project’s fourth outcome, specifically *“Assess GAHP’s relevance, added value and potential regarding prevention and mitigation of toxic pollution”*.

Review Objectives and Scope

As per the review Terms of Reference (ToR), the review examines the relevance of GAHP in the current global context, the relevance and effectiveness of its objectives and its structure, the capacity of the organization in terms of sustainability – financial, socio-political, and institutional, and its efficiency in terms of results, costs, stakeholder involvement, and synergy possibilities with other initiatives. Regarding temporal scope, the review looks at the GAHP’s whole existence, from its creation in 2012 to May 2017.

Review Approach

The evaluation approach comprised an inception and desk research phase, selective mapping of organisations in the health and pollution space, information requests to GAHP, followed by a stakeholder consultation phase and findings analysis and synthesis phase. The inception and desk research work included collating and reviewing of all GAHP- related documentation and information, as well as developing a short desk-based study on GAHP, development of the evaluation approach and an inception report, as well as some mapping of stakeholders in the health and pollution arena. **The Stakeholder Consultation Programme included face to face meetings, telephone interviews and a significant survey programme.** Face to face meetings were held with international stakeholders and selected other GAHP stakeholders in Brussels, New York, and Washington, as well as telephone interviews with a selection of GAHP international organisation members in Brussels, Geneva, London, New York, Vienna, and Washington. **The survey programme comprised three surveys sent to 150+ respondents:** i) a survey of international organisations (IOs) and non LMICs-based GAHP members; ii) a survey of GAHP LMIC-based members and iii) a survey of GAHP Stakeholders (non-members).

Review Challenges

This review of GAHP involved a number of challenges. A first challenge faced during the assessment, in particular during at least some of the stakeholder consultations, is that there is often significant differences/variation across GAHP stakeholders and members in the nature, knowledge of and level of their

exposure to GAHP and its activities. A second challenge was that as this is a review of a specific initiative, it is by nature to some degree sensitive, and hence the necessity of combining requests for sensitive information and/or stakeholder views with ensuring transparency. A third challenge was the work on mapping stakeholders in the sector, where information is rather ‘molecularised’ and fragmented, which was a time-consuming exercise. Finally, a fourth challenge has been that as GAHP’s Secretariat is staffed by Pure Earth staff, GAHP Secretariat and Pure Earth are often seen as interchangeable or ‘two sides of the same coin’ by most GAHP members and stakeholders.

II. About the Global Alliance on Health and Pollution (GAHP)

GAHP Origins

GAHP’s origins and *raison d’être* lies in the emerging body of evidence, in the period prior to 2012, highlighting how the risks derived from chemicals, wastes and toxic pollution are likely to have impact on the health of more than 100 million people, especially in LMICs¹. Newly available data estimated that the burden of disease in some countries appeared to be comparable to other global public health problems, making it a public health issue as salient as tuberculosis, malaria and HIV/AIDS, which rightly receive considerable international attention and resources.²

Data extracted in 2012 from the then Blacksmith Institute’s TSIP database showed how roughly 80% of identified sites had a legacy pollution component³ and about 62% had both active and legacy components. The data showed as well that while high-income countries, multinational companies and consumers were contributing significantly to the problem, the majority of toxic hotspots were from abandoned industrial sites or poorly regulated small-scale activities.⁴ Also the data showed how poor and marginalized populations (especially in LMICs) are unfairly burdened with the effects of toxic pollution and how economic deprivation increases the magnitude of pollution related morbidity and mortality.

In response to this new data, a number of stakeholders from the environment and health sectors started working on a concept for a global alliance to increase awareness of the health and toxic pollution nexus. A first step in the direction of GAHP’s creation was the 2007 meeting in Bellagio, Italy, organised by the Blacksmith Institute (now Pure Earth). Until 2012, most of the international support for legacy pollution remediation, while presenting lessons learned from successful projects, had only focused on an ad-hoc approach and resulted in a number of specific instruments being established, as the POPs Conventions or the Montreal Protocol and the Strategic Approach to International Chemicals Management-SAICM. However, most of these initiatives and conventions are voluntary and underfunded, and did not specifically focus on legacy pollution or adequately cover site-specific exposures, environmental emergencies or occupational exposures to toxic pollutants from artisanal activities.

In 2010, in collaboration with the World Bank and the Asian Development Bank, the Blacksmith Institute convened a larger group of donor agencies, including three bilateral donors (CIDA, JICA and the EC), the Inter-American Development Bank, UNIDO, UNEP and WHO, and five Ministries of Environment (Indonesia,

¹ Emerging data from the ongoing global Toxic Sites Identification Program, conducted by Blacksmith Institute (now PE) in collaboration with UNIDO, during 2012.

² Strategy and Business Plan – 2012 To 2014, Draft – For Comment and Approval, October 23, 2012.

³ Blacksmith Toxic Sites Identification Program database also showed that 17% of polluted sites are legacy only, while 62% of polluted sites have both active and legacy components, and 21% of sites are active only.

⁴ Global Alliance on Health and Pollution (GAHP) Addendums To Constitutive Document, July 2012.

Mexico, Philippines, Senegal and Ukraine) to examine the preliminary data from the newly implemented global Toxic Sites Identification Program (TSIP). Evidence was thus found for proposing the necessity a concerted international response, whose efforts would have to especially focus on financial and technical support to developing countries, primarily LMICs, to clean up contaminated sites and reduce human health impacts. The above-mentioned group started working for the establishment of the *'Global Alliance on Legacy Pollution and Health (GALPH)'* and during July 2-6, 2012, the World Bank and the Blacksmith Institute (now Pure Earth) hosted the first meeting of the then GALPH at the Rockefeller Foundation Center in Bellagio, Italy. During this meeting GALPH prospective members and observers agreed that their involvement is voluntary, and that membership would be open to other entities, and that any role taken up in this context would not require a pledge of resources.⁵ The most notable outcome from the Bellagio founding meeting was **the shift and widening of the scope of the proposed Alliance, which had originally been focused on legacy pollution only. The newly created GAHP would thus seek to tackle more generally the problem of chemicals, waste and toxic pollution in LMICs**, and more specifically reduce the harmful effects of toxins on public health and assist LMICs governments in cleaning-up legacy toxic hotspots, preventing re-contamination and guarding against future toxic pollution.

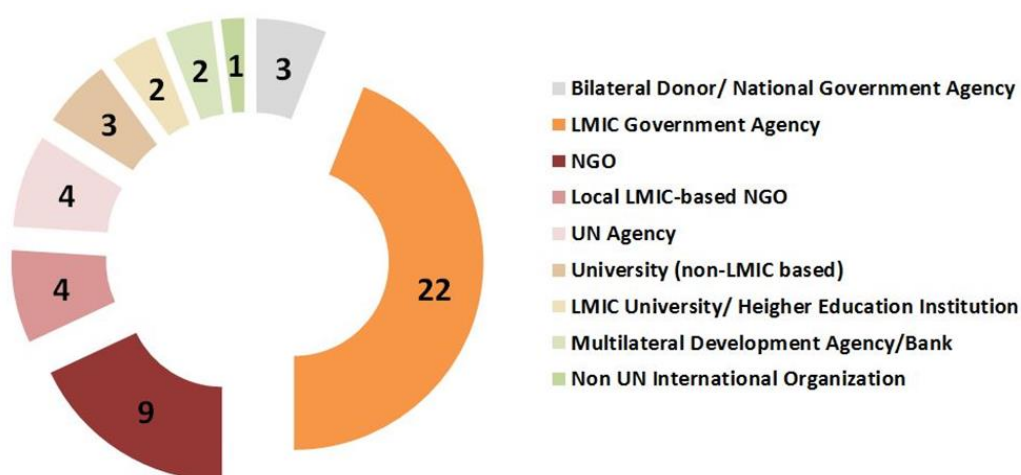
GAHP Members

As of 13 June 2017, GAHP comprised 50 members, including 2 Multilateral Development Agencies/Banks, 3 Bilateral Donor Government Agencies, 22 LMIC Government Agencies⁶, 4 local LMIC NGOs, 9 International NGOs, 2 LMIC-based Universities, 3 Universities/Higher Education Institutions (non-LMIC based), 4 UN Agencies (UNDP, UNIDO, UNEP and UNITAR⁷) and 1 non-UN International Organization (the Basel Convention Regional Center of South America). The most recent members joining GAHP (2017) are the Environment and Security Center of Mongolia (ESCM), the Asian Institute of Technology, the Global Green Growth Institute (GGGI), the Ministry of Health (MINSAs) of Peru, the National Institute of Health (Instituto Nacional de Salud) of Colombia and the Ministry of Health of the Government of Kenya.

⁵ Global Alliance on Health and Pollution (GAHP): Partnering to Rid the World of Toxic Hotspots Bellagio Meeting – July 2012 Outcomes and Next Steps.

⁶ In the course of the evaluation the Ministry of Health of Peru reported not being a member of GAHP, as evident from the answers to the Survey. However, their organisation's name continued to appear on the GAHP official website in the member organisations section as of today (and more recently on the homepage). Being the MoH of Peru a recent addition to the membership, this might have been due to MoH internal communications issues. For the purpose of this review, the MoH MONSA of Peru is counted as a member.

⁷ UNITAR has been included in the membership list, in view of the official GAHP membership records. In the course of the evaluation UNITAR remarked not being a member but an Observer. UNITAR communicated receiving invitation to join GAHP in June 2016 and participating in the first GAHP TC on 8 October 2016. For the purpose of this review, UNITAR is counted as a member.



GAHP Objectives & Activities

Currently, GAHP's activities include a toxic site identification database, capacity building actions towards national stakeholders in partner countries (LMICs) for the development of national health and pollution related action plans, technical assistance in carrying out remediation of polluted sites, and awareness raising and advocacy through various platforms such as social media, conference participation, report and publication of scientific articles.

The following list provides an overview of GAHP's past and present activities:

- *Toxic Remediation pilot projects.*
- *Use of the Toxic Site Identification Program to populate a database of contaminated or at-risk sites in LMICs (support to PE's TSIPs).*
- *Support for the development of National Toxic Action Plans (NTAPs).*
- *Support for the development of Health and Pollution Action Plans (HPAPs).*
- *Event participation to gather support for tackling legacy pollution issues.*
- *Report and article publication, also for awareness raising and dissemination of know-how.*
- *Social Media: Facebook, Twitter public accounts used for dissemination, but also for gathering campaign specific support (e.g. #SpotlightPollution campaign for SDG3 to include water and soil pollution/contamination).*
- *Commission on Pollution and Health who will produce a report which will give world leaders and stakeholders an overview of the costs to human health and socio-economic conditions that air, water and soil pollution bring about.*
- *Pollution Info-Series - Live video presentations of case studies, data and know-how by experts, followed by series of Questions and Answers are organised and recorded for continuous dissemination.*

The new 2015-2020 strategy focuses mainly on activities and services at the global-international level, aimed at impacting the current global environment and health agenda, through scientific research, advocacy activities in dedicated international fora, and awareness raising activities at international and national level (in LMICs). These activities translated into GAHP' strategic objectives (SO) 1 and 2 should help build the public and political will to address the health and pollution issue and catalyse technical and financial resources for on-the-ground action in LMICs. SO3 in the New Strategy has maintained the old SO2 focus on the "on-the-ground" assistance to LMICs to take concrete action to address chemicals, wastes and toxic pollution and their impacts on human health, including remediation and prevention of future contamination, although the focus has been placed more on the "capacity building" support to LMIC stakeholders aspect rather than on the "implementation agency" role (i.e. GAHP as a fully-fledged

implementation agency implementing projects) of GAHP. This has been in line with the current GAHP’s training work in the HPAP programme.

GAHP currently has declared that it is reflecting on how the Alliance should be best go forward, and during the GAHP meeting in Bellagio in May 2017 it launched an initial discussion on this. Since then, it has engaged in developing a strategy for the Alliance. The table below seeks to provide an overview of the linkages and crossovers from the old strategy to the 2015-2020 Strategy.

GAHP Strategic Objectives 2012-2015	New GAHP Strategic Objectives 2015–2020
SO 1: To raise awareness about chemicals, wastes and toxic pollution, its human health and environmental impacts and promote mainstreaming into development agendas/ strategies .	SO 1: Promote scientific research about the scope of toxic pollution, its negative impacts on health, poverty and the environment, cost-effective solutions and successful models to help raise awareness about the need for action, and develop performance-based metrics to measure change . SO 2: Build public and political will to address pollution by raising awareness of the health and environmental impact of all types of pollution in order to catalyse technical and financial resources for on-the-ground action in LMICs.
SO 2: To assist low- and middle-income countries to take concrete action to address chemicals, wastes and toxic pollution and their impacts on human health, including remediation and prevention of future contamination.	SO 3: Build national capacity and priority country actions— Assist low- and middle-income countries (LMICs) to take concrete action to prioritize and address toxic pollution from legacy and Micro Small and Medium Enterprise (MSME) sites and reduce associated health impacts.
SO 3: To ensure integration with ongoing and future international efforts on chemicals and hazardous wastes to minimize gaps, reduce duplication of effort, and maximize resources.	

III. Review Findings

GAHP Relevance

The review shows that **GAHP is highly relevant to the needs of its LMIC members and international members**. Regarding LMIC governments, GAHP is relevant to national health, environment and wider development policies, in particular where it is carrying out some specific in-country work such as toxic site identification and remediation or a participatory Health and Pollution Action Plan (HPAP) development process. **At the global level GAHP is relevant as it seeks to provide a global lens on pollution’s health impacts**, thus helping to bridge the health and environment agendas and related stakeholder communities. For GAHP’s international members, GAHP’s work as a global alliance and network helps to bring together the key actors of the different pollution and health areas and is a key part of its relevance (and added value).

The newly launched GAHP HPAPs (2016) also demonstrate the relevance of GAHP’s approach to the **global development agenda**, as the momentum on pollution has been rapidly building thanks to the agreement on SDGs, the recently published WHO and IHME Global Burden of Disease Studies, the launch of the Lancet Commission on Health and Pollution’s (a joint initiative of The Lancet, GAHP with the Icahn School of Medicine) work and the upcoming third meeting of the UN Environment Assembly (UNEA 3,

which will take place in December 2017). Furthermore, during the past 2 years, the work of the GAHP has increasingly broadened to include all forms of pollution.

GAHP Outputs and Results

By the end of 2014, GAHP reported that it had already held TSIP trainings in 23 countries, and trained a total of 194 investigators and 151 government representatives to rapidly assess contaminated sites and National Toxic Action Planning (NTAP) processes were underway in 11 countries, with significant funding support from the EU and UNIDO, with Pure Earth receiving some EUR 4.56 million under the predecessor UNIDO 2012-2015 project and EUR 3.99 million under the current UNIDO project. The 11 countries were Armenia, Azerbaijan, Ghana, Indonesia, Kenya, Mexico, Peru, the Philippines, Tanzania, Uruguay and Vietnam. Of those, National Toxic Action Planning (NTAP) processes were continued in Armenia, Azerbaijan, Ghana, Indonesia, Kenya, Peru, the Philippines, Uruguay, and Vietnam. GAHP's grant programme for LMICs, launched in 2012, was fully under implementation with projects piloting innovative solutions to toxic pollution problems in 7 LMICs: Indonesia, Ghana, Argentina, Uruguay, Peru, Azerbaijan and Armenia. **Its 7 small-scale pilots, completed by the first quarter of 2015, were estimated to have impacted a total population of 149,000 people** (including 29,800 children and adolescents) and with a **total investment of \$585,000 representing only \$4 per person**.

By 2015, GAHP had assisted nearly a dozen national governments to understand the scope of their pollution problem, especially its impacts on public health, environment and natural resources. GAHP has also received a significant increase in press coverage in recent years, largely a result of a number of Reports published to highlight pollution clean-up success stories of GAHP member countries (*e.g. "The Poisoned Poor: Toxic Exposure in Low- and-Middle Income Countries (2013)", and the "Top Ten Countries Turning the Corner on Toxic Pollution (2015)"*).

With the changes in its strategic vision starting 2015, GAHP's activities have focused more on the global-international level, and have taken on a broader advocacy scope to encompass all kind of pollution (new strategic SO2). In this framework, its most significant achievement was its influence over the post-2015 Sustainable Development Goals (SDGs). Thanks in part to GAHP's direct intervention, **language about all types of pollution—air, water and soil—and its impacts on health were included under the health goal SDG 3** to "Ensure healthy lives and promote wellbeing for all at all ages" with a specific pollution reduction target: "by 2030 substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water, and soil pollution and contamination." (T.3.9).

Currently, GAHP' awareness raising and advocacy activities are focused on building public and political will to address the health and environmental impacts of all types of pollution and to mobilise technical and financial resources for on-the-ground action in LMICs. Under the current EC-supported UNIDO project, GAHP's new and more comprehensive HPAP programme officially started in late 2016 with one preliminary/preparatory HPAP workshop in Thailand (November 2016) and one in Madagascar (April 2017), and are the first in an expected series of three. HPAPs are now planned for a number of countries, including: Bangladesh, Colombia, the Philippines and Vietnam. HPAPs in their structure and purpose also represent an element of continuity and at the same time broadening of scope, in respect to the past NTAPs as they deal ideally not only with soil contamination but also air and water and sanitation.

GAHP's current role in the **Global Commission on Pollution and Health⁸**, launched in October 2015 at the ICCM4 in Geneva, and the forthcoming publication of its Report (expected in late 2017) seem to represent a key milestone and step forward in GAHP's endeavour to bring pollution to the forefront of the global environmental and development agenda and build the necessary political will to address such issues.

GAHP Effectiveness

While assessing GAHP's effectiveness in terms of work outputs and results obtained faces some challenges, such as many activities not having specific target outcomes and significant overlap in reporting between Pure Earth and GAHP, overall GAHP can be seen to have implemented a significant volume of work activities. **Results have been most visible in the area of global advocacy, where GAHP is generally acknowledged to have made a valuable contribution in the campaign to have toxic pollution mentioned in the SDGs.**

GAHP's range of services to members is expanding somewhat, and the in-country work with the HPAPs shows a number of innovations and improvements compared to the predecessor National Toxic Action Plans (NTAPs). GAHP also maintains a significant volume of other activities and information services. Looking to the future, it is reasonable to expect that the forthcoming report from the (Lancet) Commission on Health and Pollution can make an impact, and possibly a significant one, in raising international awareness on the health impacts of pollution to another level.

Regarding whether **GAHP is for the most part creating synergies and avoiding duplication with other relevant initiatives and bodies**, the review findings also show that most GAHP members and stakeholders consider that GAHP's work is for the most part complementary with other initiatives, even if there is some scope for improvement. **Areas where members saw the least duplication and overlap are GAHP's mission and focus as a whole and GAHP's toxic site identification and remediation work in partner countries, which were confirmed as the key added value features of GAHP.** It should be noted that LMIC stakeholders were more positive compared with GAHP international organisation members and stakeholders, although this may be also because LMIC stakeholders are considering synergy and duplication with primarily national initiatives, while international stakeholders are considering synergy and duplication with a wider number of international, regional and sub-regional initiatives.

As an international alliance, GAHP would seem to show scope for appropriating more learning from its members and partners. While the high-level Commission on Health and Pollution (Lancet Report) is a model that has been inspired by other organisations, a significant number of GAHP's activities are the same or similar to those of Pure Earth. In this regard, the use of only Pure Earth staff for the GAHP secretariat (even if completely understandable from a practical perspective) may possibly also have conspired to limit the level of take up of learning and innovation from other GAHP members.

GAHP Impact

Overall, it is difficult to assess how this area would have evolved had GAHP not been created, but it is important to consider this counterfactual scenario. A number of key informant interviews with international organisations emphasised that GAHP had in their view played an important role in the

⁸ An initiative of The Lancet, the Global Alliance on Health and Pollution (GAHP), and the Icahn School of Medicine at Mount Sinai, with additional coordination and input from the United Nations Environment Programme and the World Bank.

advocacy work to secure mention of toxic pollution in the SDGs. Some UN System organisation stakeholders thought it unlikely that a UN-housed alliance similar to GAHP would have registered the same achievements as it would have had to operate within the constraints of the operating procedures of a UN organisation, and thus the entrepreneurial and can-do attitude of GAHP would have been lost. One UN stakeholder also praised the more dynamic and innovative approach to some of the communication and advocacy displayed by GAHP during the SDGs campaign, and considered this had made a difference. It is also reasonable to assume that a Global Commission on Health and Pollution (and related Lancet Report initiative) would most likely not have been launched, and at a wider level it is probably likely that less progress would have been made in bringing all pollution actors together.

GAHP Efficiency

While making a comprehensive efficiency assessment of GAHP is difficult⁹, **GAHP would seem to be relatively efficient when its set of activities implemented and outputs and outputs produced is compared with its resourcing.** Reviewing for example **GAHP's volume of activities against the core input resources** (part-time staffing support from Pure Earth and other costs support) **suggests that GAHP is a busy and productive initiative**, providing a strong efficiency performance in terms of 'work return on capital'. GAHP has implemented a rather considerable scope and number of activities¹⁰, using approximately 24.6 years of staff support from Pure Earth staff. Overall, this level of activity and outputs would appear relatively reasonable when compared with the input resources available to GAHP, and suggests that GAHP has been a rather busy and productive initiative, providing a relatively efficiency performance in terms of 'work return on capital/inputs'. Regarding cost-efficiency in terms of staff costs, GAHP's costs for senior management appear relatively high. Furthermore, GAHP's reported funding does not include significant EC-UNIDO funding and there also appear to be inconsistencies in GAHP's reporting on staffing of GAHP-related activities. Moreover, the repeated mixing of activities in GAHP's and Pure Earth's reporting makes it impossible to draw any definitive conclusions regarding GAHP's cost efficiency, and it is important that weaknesses in financial management and reporting are addressed and increased transparency is provided to GAHP funders and donors.

The provision of human resource staffing from Pure Earth for GAHP's Secretariat function has brought some important cost-efficiency advantages to GAHP, meaning that has not been required to develop and maintain a dedicated staffing body of its own. In this respect, GAHP's operational staffing model has represented something much more akin to a bootstrapping of a part time start-up company by persons in full-time or part time employment. Disadvantages to this arrangement have been that GAHP's identity is sometimes confused with that of Pure Earth, and created some perception of a lack of separation of both entities. Another disadvantage is likely the difficulty of committing staffing resources over a medium-term framework and against a medium-term budget.

⁹ Two challenges involved in assessing GAHP efficiency include the fact that GAHP does not operate with a medium-term budget and financing framework, against which detailed objectives have been set, while a second challenge is that many work axes and activities do not contain specific measurable objectives.

¹⁰ In addition to the most important work outputs and results, all other work tasks must be added, including ongoing work tasks such as website maintenance and updating, member communication (all media channels), organisation of GAHP annual events, organisation of Executive Committee meetings, GAHP newsletter preparation and delivery, administration, GAHP annual report, etc... On top of this comes GAHP work activities carried out on specific projects (e.g. donor-funded projects such as the current UNIDO project under which this review is being carried out).

GAHP Design, Structure, and Governance

GAHP activities are implemented by the Secretariat, currently hosted by Pure Earth, and governed by an Executive Committee. A Technical Advisory Group (TAG) provides key technical expertise and advice to GAHP operations and activities. The GAHP Executive Committee is the key decision-making organ of the GAHP. Regarding GAHP governance, the assessment approach has reviewed **the extent to which key discussion and decisions are adequately documented**, in terms of reviewing the GAHP Executive Committee meeting minutes.

Stakeholder interviews suggested that many organisations with involvement in the Executive Committee are broadly satisfied with the Executive Committee’s performance, with some mentioning that a lot gets covered in Executive Committee Conference Calls, while the calls are generally considered to be effectively moderated by GAHP leadership. While the Executive Committee may have been a useful body for discussion and decision-making on many content-related issues (GAHP advocacy plans etc.) it less clear that it has been as effective as a governance mechanism for wider strategic and management issues, where issues such as GAHP’s strategy and resourcing and whether GAHP should be incorporated seem to have been more put on the long finger rather than adequately researched, discussed and dealt with. Contributing factors may also have been GAHP’s limited resourcing and possibly GAHP weaknesses in terms of organisational strategy-setting, governance, and orchestrating a greater dialogue with key members and stakeholders.

GAHP LMIC members are generally satisfied with most aspects of GAHP’s operating processes. Satisfaction among international organisations shows some variance, including between survey responses and interview feedback, while survey feedback also showed mixed feedback among international stakeholder members regarding *“scope for Members to contribute to GAHP activities”* and *‘scope for Members to influence GAHP decision-making’*.

GAHP Legal Status and the Issue of Incorporation

As already mentioned GAHP is a ‘loose’ alliance, with the Pure Earth organisation acting as Secretariat, but without legal independence, and hence contracting and financial activity for GAHP work goes through its Secretariat, Pure Earth. The possibility of establishing GAHP as a separate legal entity has been under discussion ever since the first grant allocated to Pure Earth for its creation.

Overall, the review of GAHP’s Executive Committee meetings minutes and selected documents suggests that the discussion had somewhat stalled, and that the issue of incorporation has been put ‘on the back burner’. The interviews carried out during this review showed that there appears to be support for formalising GAHP’s status, provided issues regarding clarity of strategy and a clear work plan, including how GAHP would propose to work with other key stakeholders.

GAHP’s January 2016 Executive Committee meeting notes restated that that full agreement from the Executive Committee members would be necessary before incorporation would be filed. It was also announced that the Secretariat had received comments from the Swiss Authorities and Swiss Counsel on the draft incorporation documents. Both GAHP’s Legal Counsel and the Swiss Authorities had recommended simplifying the Statutes, as these documents were to be permanent, thus leaving the more in-depth legal details for the future GAHP Regulations (by-laws). The April 2016 Executive Committee meeting discussions on GAHP Incorporation were brief and confirmed that such process “would happen in the background, whilst strong activities and deliverables help build the case for incorporation”.

However, in February 2017, the GAHP Secretariat, i.e. Pure Earth, stated that ‘there [weren’t] any plans to [incorporate] until there [was] further appetite amongst donor agencies’ and that, as a consequence,

‘incorporation is on hold, and not [sic] further work has been done to the incorporation documents.’¹¹ **No substantive and comprehensive elaboration has been provided as why there was a lack of appetite among donor agencies, and if any actions were considered to address this ‘lack of appetite’.** In this respect, from an outside governance perspective, there is to some extent a lack of a sufficiently detailed account around such an important issue. It is also noticeable from the above account that the criteria for how the Executive Committee would be voting on proceeding with incorporation changed from one meeting to another. More importantly, the impression given is that much of the discussion in the Executive Committee does not seem to have been sufficiently prepared and managed. It is difficult to understand how short Executive Committee meetings could be expected to advance such a complicated and multifaceted discussion in the short space of time available for such meetings.

Thus, despite the best intentions of all, the incorporation issue suggests that a series of governance short comings – insufficient preparation and framing of the discussion by the GAHP Secretariat, and insufficient management and leadership by the Executive Committee. The Bellagio 2017 meeting would also suggest some weaknesses that are likely constraining GAHP from evolving and growing to the next level. Some of the desk research work and selected interview feedback also raises questions about whether GAHP governance is adequate, in particular if it has ambitions to grow and register bigger impacts in advancing the health and pollution agenda. While the Global Commission on Health and Pollution (a joint initiative of GAHP, The Lancet and Icahn School of Medicine at Mount Sinai) is an ongoing and future-oriented activity, some feedback from interviews suggests that a number of processes could have been better defined at the outset and made the process easier for all, including editing and quality checks at different stages of the drafting. **GAHP’s discussion on incorporation thus suggests some governance deficits at the level of the Secretariat and the Executive Committee. Fourthly, and linked to the above, GAHP’s governance at the strategic level is weak and needs to be strengthened, while GAHP’s internal operational processes also need strengthening.**

GAHP Sustainability

Overall, based upon its current situation, GAHP’s financial sustainability prospects are not very strong, linked in part to its lacking its own legal personality and the related constraints that come with this, and the fact that GAHP does not have a clear financing model. Regarding institutional sustainability, GAHP’s prospects at the level of its membership would appear mixed, given that GAHP members do not pay a membership fee in expectation of a defined package of services and benefits, and thus the linkage with many of its member base is relatively light.

Thus, despite its results and achievements to-date, GAHP’s prospects for being sustainable as a network are probably at best mixed, in the absence of increased formalisation and institutionalisation of the network during the coming years (for example the constraints in not being able to contract with donors for specific projects, building a strong organisational basis, etc.). This is a view shared by at least some of the international stakeholders consulted, where many believe that GAHP faces a future choice of either formalising and institutionalising itself or risking withering and dying over time. **Another significant constraint on GAHP’s prospects for continued development and organisational longevity is the lack of a clear strategic vision, and a plan on how to implement such a vision, including where and how it would partner with other stakeholders in pollution and health.** This lack of a clear vision and plan is noticed by many of GAHP’s key international members, and is acting as a significant constraint in GAHP’s develop-

¹¹Email communication (February, 2017) between the evaluator and Rachael Kupka, Director, Strategy & Development; Pure Earth / Global Alliance on Health & Pollution.

ment and reaching another level of effectiveness and impact, while the perceived expansion of GAHP's focus to include air pollution has served to underline this perceived lack of clarity. At the GAHP Bellagio meeting in May 2017, GAHP also committed to work on a new strategic vision and plan, and it is important that this work is done in a participatory manner with meaningful input and involvement from GAHP's stakeholders.

It is important that the somewhat uncertain sustainability prospects for GAHP's longer-term future - due as mentioned to a lack of a clearer strategic plan, its relative weak institutional basis and selected governance shortcomings – should not be interpreted as a criticism of GAHP and those working for GAHP per se. The review findings have shown that GAHP is well regarded, and there is real appreciation for the efforts it has made in advancing the pollution and health agenda, with numerous international stakeholders considering that GAHP has achieved some results in the area of advocacy and awareness-raising that they would not have thought possible at the outset. Moreover, there is admiration among GAHP stakeholders for the commitment and energy that GAHP's leadership has given to advancing the health and pollution agenda during the past 5 years, and a desire to see GAHP evolve and succeed at a bigger level.

Among LMICs-based GHAP Members, some of the unique aspects of GAHP praised in the E-Survey were the Alliance's multi-stakeholder, collaborative, open, non-binding nature, and its capacity to help LMIC Governments in prioritising future actions regarding addressing pollution challenges and toxic sites remediation. The TSIP was particularly praised in this framework. The awareness raising efforts of GHAP have been globally praised by Respondents from all three Surveys, as well as advocacy activities in international fora, which have contributed to elevate the issue of pollution to a priority status, mainstreaming into both national and international development agendas. The (scientific) knowledge and information sharing activities on pollution' impacts on human health has also been seen as a key component to GAHP, thanks to effective networking between experts working in different countries and from different fields of work.

In conclusion, there are numerous 'assets' upon which GAHP can draw as it seeks to develop a strategy for the medium-term. A first is a strong reservoir of goodwill from members and international organisations that have been impressed by some of its results, and want to see it succeed. However, GAHP is to some extent at a crossroads, a fact acknowledged in part by GAHP's own launching of a discussion on future scenarios for development at the GAHP Bellagio meeting in May 2017.

IV. Looking to the Future

Going forward, incorporation and institutionalisation of GAHP needs to go hand in hand with the development of a clearer vision for GAHP, and in particular a strategy on how that vision will be realised and how specifically it will seek to work with other organisations and stakeholders in the health and pollution arena and ensure that synergies are optimised and unnecessary duplication is avoided. **The current institutional situation of GAHP also has created a number of organisational issues that need to be addressed, such as a need to improve monitoring and evaluation and the quality of GAHP's general and project-specific reporting, in particular ensuring transparency between reporting GAHP activities and Pure Earth activities. While reliance on Pure Earth for managing GAHP's secretariat has made GAHP cost-efficient, it has also meant that GAHP is too often confused, or appears interchangeable, with Pure Earth and has not developed a sufficiently autonomous identity distinct from Pure Earth.** Another consequence of this may be that GAHP's focus and portfolio of activities may have been unduly influenced by Pure Earth

– for example GAHP mixes a widening focus with a portfolio of activities that are often centred around Pure Earth’s cores strengths in toxic pollution and onsite remediation work.

Regarding sustainability w.r.t the scale of need regarding advancing the health and pollution agenda, another positive aspect is that the review findings suggest that there is a continued need for an actor that can act as a global convenor of health and pollution actors across the spectrum of pollution, if GAHP can address some of the above-mentioned constraints and weaknesses. As mentioned earlier, this is part of the value proposition of GAHP, in particular if it can develop a clearer strategic vision and how it would propose to partner and synergise with other key actors, its value to its members and key stakeholders can increase significantly.

Despite some of the sustainability risks linked with GAHP not being a formalised legal entity and a relatively weak institutional, governance and financial situation, **there are also a number of highly positive aspects to consider with regard to GAHP’s sustainability prospects.** One such important positive aspect with regard to GAHP’s sustainability prospects is that **the relevance and need for GAHP remains as important as ever (as implied above), with GAHP members and stakeholders considering that significant challenges remain with respect to addressing the negative impacts of pollution, which is of course entirely consistent with GAHP’s advocacy message.** The survey programme asked GAHP members as to which areas and actions they considered that GAHP should prioritise in the future (see footnote below¹²). In the LMIC-based members survey, while all areas were considered important by respondents, those considered most important were *i) Sharing good practice among members; ii) Building networks of support between members (peer to peer support, south-south collaboration etc.) and iii) Increasing the range and volume of international funding for toxic pollution remediation.* However, what is most striking is the very high proportion of respondents that consider most or all actions and activities to be very important, and the number that consider the proposed areas to be either very important or important.

Somewhat similarly, IOs and non-LMIC based GAHP members also perceive that most GAHP activities should be prioritised. This is particularly the case for *i) Sharing good practice among members; ii) Global awareness-raising regarding impacts of toxic pollution, and iii) Building networks of support between members (peer to peer support, south-south collaboration etc.),* where 15-16 of the 18 survey respondents considered them to be either very important or important. The text box below sets out a selection of comments from GAHP members regarding future priorities and what GHAP should do and where it should focus.

GAHP Priorities in the eyes of Selected Members –Surveys Open-Text Comments

“I think the biggest challenge is the extent to which the mandate focuses on 'toxic' pollution vs pollution more broadly. The GAHP is trying to be a global alliance; however, as an NGO this will always be difficult.consideration could be made for integrating GAHP more into an international

¹² 1) Global awareness-raising regarding impacts of toxic pollution (TP); 2) Country/local awareness-raising regarding impacts of TP, 3) Global advocacy to advance the TP agenda, 4) Country-/regional-level advocacy to advance the TP agenda, 5) Building capacity of national government stakeholders 6) Building capacity of local government stakeholders, 7) Building capacity of LMICs non-government stakeholders, 8) Sharing good practice among members, 9) Building networks of support between members (peer to peer support, south-south collaboration etc.), 10) Fostering dialogue and consensus with national government (e.g. HPAP processes etc.), 11) Increasing the range and volume of local funding for TPR, 12) Increasing the range and volume of international funding for TPR, 13) Increasing the range and volume of private sector funding for TPR, 14) Developing online resource tools for LMICs’ stakeholders, 15) Helping LMICs’ stakeholders to design remediation actions, 16) Helping LMICs’ stakeholders to implement remediation actions, 17) Implementing remediation actions in LMICs directly, 18) Monitoring country-level incidence of TP.

GAHP Priorities in the eyes of Selected Members –Surveys Open-Text Comments

(e.g. UN agency) organisation for greater global commitment to action. Until then, it is difficult to see how the alliance can gain global recognition among governments and industry”.

“I would focus on overall advocacy about the pollution management and environmental health agenda and particularly work on the ground for toxic land pollution where GAHP has its comparative agenda”.

“Also important for GAHP to be inclusive on including a variety of technology and managerial counterparts in the toxic land pollution agenda so client countries see more than Pure Earth support through the GAHP program. If going wider they would be more attractive”.

“The only issue from past experience is (the universal one of) lack of funding which (at least at the time) made decisions subject to opportunity and possibility even”.

Deepening GAHP's understanding of its members needs and expectations

While GAHP's work and its results to-date have won respect of many of its members, and the admiration of at least some, the review findings also show significant variation in level of knowledge of GAHP's activities, as well as noticeable differences in how LMIC and International Organisation members perceive GAHP and its work and results. This is not surprising to some extent, as one could reasonable expect LMIC-based stakeholders to have different expectations in at least some respects to e.g. a UN Agency.

The review feedback on the lack of a clear vision for GAHP, in particular IO stakeholder interview feedback on the lack of a clear strategic vision and detailed roadmap for the future, is a key issue that needs urgently to be addressed. A more ambitious GAHP (and by implication a better resourced GAHP) will need to build a more detailed picture of its members motivations and expectations as members, and the extent to which it can satisfy them.

Strengthening GAHP's Partnerships

The survey findings, even if not including all of GAHP's members, do however suggest **that GAHP members consider there is some scope, and often significant scope, to build increased synergies between the work of GAHP and its members, a message consistent with the feedback from the stakeholder interview programme.** Some of the review findings would seem to **raise questions on whether GAHP is dialoguing sufficiently with its members and securing an in-depth understanding of their expectations, as well as where win-win collaboration can be pursued.** This dialogue, in particular with its international stakeholders, is necessary in order to understand where added value can be created through win-win collaboration, where synergies can be identified and harvested, and where there are duplication risks to be managed and avoided/minimised.

Strengthening GAHP's Conceptual Framework and Underpinnings

The review findings also raise the question on whether there is a need to build out the understanding of pollution and how effective pollution solutions can be developed and implemented. **The survey findings showed that finding cost effective models of toxic pollution remediation and increasing the scale of financing to tackle toxic pollution are priorities for both LMIC members and IO members of GAHP.** While GAHP has been seen to have made a difference in awareness-raising and advocacy on toxic pollution (and widening to cover air pollution), much of the research would seem to be targeted for supporting advocacy. In contrast, there seems to have been limited progress in strategically mapping the pollution sector, and within that considering what remediation models exist and to what extent new models can make an impact on pollution remediation.

V. Review Recommendations

The Recommendations emanating from this review are set out below. It should be noted that the recommendations provided are somewhat global/all-encompassing, in order to avoid too many separate recommendations, and thus could be further broken down into specific recommendations if this were deemed valuable¹³. **These recommendations should be considered not as a criticism of GAHP, but rather a**

¹³ For example, specific recommendations dealing with GAHP strategic assets, strengthening GAHP internal operational processes, further specifications for a GAHP incorporation study (e.g. including strategic, institutional and legal aspects), GAHP strategy-setting, GAHP financial sustainability, GAHP conceptual framework on pollution/toxic pollution etc.

suggested course of action on how to take stock at this moment in time (a time when GAHP itself is also reflecting on its own future strategy) **and learn from the past and optimise the prospects for building on some of GAHP’s strong results and achievements to-date, as well as avoiding some of the organisational and sustainability risks that it (like so many informal and/or young organisations) faces.**

Recommendation 1

Rec No 1	GAHP should launch a participatory strategic reflection and strategy development exercise, with a specific time-frame and working with a strategy working group of key GAHP stakeholders
Detailed Description	<p>GAHP should commence a participatory strategic reflection and strategy development exercise, within a specific time-frame, with a view to addressing the key questions for GAHP’s strategy development. This should include (but not be limited to):</p> <ol style="list-style-type: none"> a. <i>Assessment of GAHP’s current added value.</i> b. <i>Identifying where and how GAHP’s value proposition can be strengthened.</i> c. <i>Carrying out individual and group consultations with its key international stakeholders and partners, including a specific understanding of the expectations of each UN system agency in GAHP’s focus area.</i> d. <i>Building on the review survey to carry out further surveying of members’ needs, in particular LMICs’ needs.</i> e. <i>Defining more clearly its core target groups, and what value proposition it can offer them.</i> <p>It is important that this process involves consultation with GAHP members and stakeholders, and it is strongly recommended that a representative working group is involved, within the constraint that most persons’ capacity to contribute time will naturally be limited. External facilitation and/or support might help to make the cost/commitment more manageable. It is important that the strategy working group represents key GAHP stakeholder groups (e.g. LMIC stakeholders, UN Agencies, international organisations etc.)</p>
Timing	September 2017 – December 2017
Led by	GAHP Strategy Working Group

Recommendation 2

Rec No 2	GAHP should proceed to incorporate itself with legal personality, and define a full organisational and governance structure once a provisional strategy is in place.
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Rec No 2	GAHP should proceed to incorporate itself with legal personality, and define a full organisational and governance structure once a provisional strategy is in place.
Detailed Description	<p>GAHP should proceed to incorporate itself with legal personality, and define a full organisational and governance structure, once a provisional strategy has been developed by a GAHP Strategy Working Group.</p> <p>Formalisation of GAHP’s institutional and legal status should not be limited to legal incorporation but should also focus on developing a solid organisation and management structure, with robust governance arrangements. Indicatively, this would include the following activities below, but a fuller specification should be developed, along with input from GAHP’s key stakeholders.</p> <ol style="list-style-type: none"> a. <i>Providing guidance and oversight to a legal specialist on incorporation options, and ensure that this work is done with a strategic framework of where GAHP is looking to go.</i> b. <i>Develop an outline of a GAHP organisation, ensuring where possible continuity with elements of GAHP that have worked.</i> c. <i>Explore how any past issues flagged, such as membership constraints for some international organisations and/or government ministries, can be managed or mitigated.</i> d. <i>Specifying governance organs/bodies and arrangements.</i> e. <i>Identifying key management and operational functions.</i> f. <i>Ensuring sufficient distinction from Pure Earth, such as to protect both Pure Earth and GAHP’s respective interests.</i> g. <i>Specifying key staff roles and related job/role responsibilities.</i> <p>While legal incorporation should take place only when a strategy and implementation plan have been developed and endorsed by GAHP’s key stakeholders, much of the preparatory work listed above can proceed in tandem with the strategy work.</p>
Timing	September 2017 – March 2018
Led by	GAHP Strategy Working Group