

Guidance Note for Application of OP 4.09 in Malaria Booster Projects

INTRODUCTION

The main purpose of this guidance note is to assist task teams that are preparing projects under the Malaria Booster Program in complying with the World Bank safeguards. A secondary objective is to assist in harmonizing Bank safeguards requirements with the WHO guidelines for integrated vector management and the provisions of the Stockholm Convention on Persistent Organic Pollutants that pertain to the use of DDT.

WORLD BANK SAFEGUARD POLICY ON PEST/VECTOR MANAGEMENT

Vector Management in Public health projects is governed by The World Bank Operational Policy 4.09 *Pest Management* and Bank Procedures 4.01 Annex C *Application of EA to Projects Involving Pest Management*. **The OP and BP apply to all projects involving vector management, whether or not the project finances pesticides.** The Guidebook on Pest Management provides further guidance, background, tools and references.

Policy Triggers:

- Procurement of pesticides or pesticide application equipment is envisaged (either directly through the project, or indirectly through on-lending, co-financing, or government counterpart funding).
- The project may affect pest management in a way that harm could be done, even though the project is not envisaged to procure pesticides. This includes projects that may
 - a) lead to substantially increased pesticide use and subsequent increase in health and environmental risk,
 - b) Maintain or expand present pest management practices that are unsustainable, not based on an Integrated Pest Management approach, and /or pose significant health or environmental risks.

Mechanisms to achieve policy objectives:

1. **EA:** Pest and pesticide management issues relevant to the project are addressed in the Environmental Assessment.
2. **Pest Management Plan (PMP):** A separate PMP or Vector Management Plan is prepared when there are significant pest management issues, or when financing of substantial quantities of pesticides is envisaged (BP 4.01 Annex C).¹
3. **List of pesticides authorized for procurement under the project:** Such a list is established prior to financing of pesticides and complies with selection criteria in OP 4.09. This list should include all the pesticides the government will use in mosquito control, not just the ones financed by the Bank.

¹ An exception applies to the procurement of bed nets and slightly hazardous insecticides (WHO Class III). BP 4.01 Annex C exempts procurement of impregnated bed nets and WHO Class III insecticides for intra-domiciliary spraying for malaria control from the requirement to have a Pest Management Plan.

4. **Specific appraisal requirements:** BP 4.01 Annex C provides a list of topics for appraisal that are applicable to malaria vector management:
- a) list of authorized pesticides, or description of the process for deriving the list;
 - b) policy and regulatory framework for vector management and pesticide use;
 - c) existing vector management and pesticide use;
 - d) consistency of policy and practice with integrated vector management;
 - e) gaps in policy and practice and proposed approaches for addressing them, within project and elsewhere;
 - f) proposed mechanisms for financing, implementing, monitoring and supervising vector management and pesticide use, including any role envisioned for local NGOs; and
 - g) assessment of capacity of responsible institutions and measures to provide any needed strengthening

For projects under the Malaria Booster Program, it should be possible to blend the EA and Pest Management Plan into a single safeguards instrument that will meet the requirements of both and provide the information necessary for appraisal. The “how to address it” suggestions for each of the Pest Management Plan provisions described below also provide the points of emphasis for the EA. **It is acceptable practice to prepare this report in two stages: the first covering the broader, contextual issues and the second to provide the specific operational plans that will govern the vector management activities.** The second stage report can be prepared during the initial months of program implementation, prior to procurement and application of DDT or other class II pesticides.

PEST MANAGEMENT SAFEGUARD POLICY GUIDANCE FRAMEWORK

OP 4.09 has six provisions that are applicable to vector management programs. “Vector management” has therefore been substituted wherever “pest management” occurred in the excerpts from OP 4.09 below.

Provision 1. In assisting borrowers to manage vectors that affect public health, the Bank supports a strategy that promotes the use of biological or environmental control methods and reduces reliance on synthetic chemical pesticides. In Bank-financed projects, the borrower addresses vector management issues in the context of the project's environmental assessment.

How to address it:

- Does the project assist the borrower in any form of vector management? :
- What type of assistance is provided?
 - Strengthening of extension systems which cover vector management
 - Strengthening of vector control
 - Funding of vector management related research
 - Direct pesticide purchasing

- Strengthening of vector management policy issues
- Does the project support / promote the use of biological or environmental control and reduce the reliance on synthetic chemical pesticides?
 - See Provision 4 for more specific questions.

Provision 2. In appraising a project that will involve vector management, the Bank assesses the capacity of the country's regulatory framework and institutions to promote and support safe, effective, and environmentally sound vector management. As necessary, the Bank and the borrower incorporate in the project components to strengthen such capacity.

How to address it:

- Make an assessment of the country's capacity to regulate vector management, or, where such an assessment has been made by competent authority (e.g., WHO Vector Control Needs Assessment), summarize the findings in the PAD and incorporate the full report by reference. The main questions to be addressed are:
 - What vector management legislation is in force in the country?
 - What related legislation is in force that influences vector (and pesticide) management? (e.g. environmental, economic, health, ...)
 - Is legislation operational and effectively being enforced?
 - Is legislation effective?
 - What are the gaps in legislation and enforcement compromising provision 2 of 4.09?
 - In case gaps have been identified, what activities have been included in the project to improve pest management legislation and enforcement?
 - What is the timeline of these activities in comparison with the vector management activities in the project (e.g. does it allow large scale pesticide use before legislation is effective?)

Provision 3. The Bank uses various means to assess vector management in the country and support integrated vector management (IVM) and the safe use of pesticides: economic and sector work, sectoral or project-specific environmental assessments, participatory IVM assessments, and adjustment or investment projects and components aimed specifically at supporting the adoption and use of IVM.

How to address it:

- Which means have been used, in preparing the project, to assess vector management issues in the country?
- Which means are being used or proposed, in preparing and executing the project, to support IVM and safe use of pesticides?
- What data were assessed before project implementation and what conclusions have been drawn from the assessment on:
 - Disease occurrence due to vector presence?

- Use of vector management practices, including pesticides?
- Impact of present/proposed project activities on human health?
- Impact of present/proposed project activities on pesticide use or other vector management practices?
- Environmental and health impact of existing and proposed vector management practices?

Provision 4. In Bank- financed public health projects, the Bank supports controlling vectors primarily through environmental methods. Where environmental methods alone are not effective, the Bank may finance the use of pesticides for control of disease vectors.

How to address it:

- Which disease vector management approaches are being developed, promoted or proposed for use in the project?
 - What technical recommendations have been developed in preparing the project? What is their (potential) impact on disease vector management (practices).
 - What research has been carried out that is relevant to the project or will be carried out within the framework of the project? What is its (potential) impact on disease vector management (practices)?
- Will pesticides be financed (directly or indirectly) by the project?
 - How is this justified; i.e., in what ways have environmental methods alone been shown to be insufficiently effective?

Provision 5. The procurement of any pesticide in a Bank- financed project is contingent on an assessment of the nature and degree of associated risks, taking into account the proposed use and the intended users. With respect to the classification of pesticides and their specific formulations, the Bank refers to the World Health Organization's Recommended Classification of Pesticides by Hazard and Guidelines to Classification (Geneva: WHO 1994-95). The following criteria apply to the selection and use of pesticides in Bank-financed projects:

- They must have negligible adverse human health effects.***
- They must be shown to be effective against the target species.***
- They must have minimal effect on non-target species and the natural environment. The methods, timing, and frequency of pesticide application are aimed to minimize damage to natural enemies. Pesticides used in public health programs must be demonstrated to be safe for inhabitants and domestic animals in the treated areas, as well as for personnel applying them.***
- Their use must take into account the need to prevent the development of resistance in pests.***

How to address it:

- Have pesticide selection criteria been followed?
 - Do the pesticides proposed for procurement have negligible adverse effects on human health? (e.g. to be justified through a risk assessment; and subsequently monitored during use)
 - Are they effective against the target species? (e.g. based on local efficacy trials; and subsequently monitored during use)
 - Do they have minimal effect on non-target species and the natural environment? (e.g. to be justified through a risk assessment; and subsequently monitored during use)
 - Are public health pesticides safe for inhabitants and domestic animals (e.g. to be justified through a risk assessment; and subsequently monitored during use)
 - Have resistance management plans been made?

Provision 6. The Bank requires that any pesticides it finances be manufactured, packaged, labeled, handled, stored, disposed of, and applied according to standards acceptable to the Bank.

The Bank does not finance formulated products that fall in WHO classes IA and IB, or formulations of products in Class II, if

(a) the country lacks restrictions on their distribution and use; or

(b) they are likely to be used by, or be accessible to, lay personnel, farmers, or others without training, equipment, and facilities to handle, store, and apply these products properly

How to address it:

- Will FAO guidelines on pesticide manufacturing, packaging, labeling, handling, storage and disposal been followed as minimum standards?
- Does the project prohibit procurement of WHO class Ia or Ib pesticides?
- Has the use of WHO class II pesticides been financed; if so, did the criteria 6(a) and 6(b) apply.

SPECIAL CONSIDERATIONS FOR THE USE OF DDT IN VECTOR MANAGEMENT

DDT is in WHO class II, and its procurement and use are thus subject to criteria 6(a) and (b) above. The Bank discourages the use of this insecticide. However, the Bank will finance DDT in countries that still rely upon DDT for malaria control under agreements whereby these governments are exploring alternative chemicals or strategies. The Bank has been working with GEF to assist countries in phasing out DDT. For all aspects of vector management related to DDT use, the Bank refers to WHO recommendations and to the Stockholm Convention.

The Basic WHO Recommendations on the Use of DDT in Vector Control:

The WHO Study Group on Vector Control for Malaria and Other Mosquito-Borne Disease, made the following recommendations on the use of DDT for disease vector control in 1995. The recommendations, which were also confirmed by the Twentieth Meeting of the WHO Expert Committee on Malaria in 2000, state in part:

.....There is therefore, at this stage, no justification on toxicological or epidemiological grounds for changing current policy towards indoor spraying of DDT for vector-borne disease control.

DDT may therefore be used for vector control, provided that all the following conditions are met:

- a. It is used only for **indoor spraying**;*
 - b. It is effective*
 - c. The material is manufactured to the specifications issued by WHO*
 - d. The necessary safety precautions are taken in its use and disposal*
4. *In considering whether to use DDT, governments should take into account the following additional factors:*
- a. The cost involved in the use of insecticides (DDT or alternatives);*
 - b. The role of insecticides in focal or selective vector control, as specified in the Global Malaria Control Strategy*
 - c. The availability of alternative vector control methods, including alternative insecticides (in view of the availability of alternative insecticides for indoor residual spraying, some of which may compete with DDT in terms of epidemiological impact, public acceptability, logistic suitability and compliance with specifications issued by WHO, DDT no longer merits being considered the only insecticide of choice);*
 - d. The implications for insecticide resistance, including possible cross-resistance to some alternative insecticides;*
 - e. The changing public attitude to pesticide use, including public health implications.*

The Latest Decisions on the use of DDT under the Stockholm Convention

Countries that are parties to the Stockholm Convention² have agreed that DDT may be used for indoor spraying for control of malaria, subject to the following requirements:

1. Listing in the DDT registry on the Convention website.
2. Notification to Convention Secretariat of present or planned production or use of DDT and disease vector(s) targeted

² As of July 13, 2005, 151 countries had signed the Convention; 102 had ratified it, thus becoming parties. The complete list can be found at www.pops.int/documents/signature/signstatus.htm.

3. Triennial reporting to the Secretariat on³
- Information on DDT stocks, production, import and export amounts used
 - diseases targeted, population at risk, incidence and mortality
 - DDT resistance in target species
 - Geographic coverage and selection criteria
 - Regulatory framework and management procedures
 - Cost and effectiveness
 - Biological, chemical and environmental alternatives in use, and their efficacy
 - National vector management policy and strategy
 - Human and environmental health and safety
 - Targets and programs to strengthen disease vector control

For further details see:

<http://www.iisd.ca/vol15/enb15117e.html>

For further information on Pest and Vector Management, Please refer to the Pest Management Guidebook: here is the link to The [Pest Management Guidebook](#) website

³ Note that many of the reporting requirements overlap with information required under OP 4.09 and BP 4.01 Annex C.