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Strategic Approach to International Chemicals Management (SAICM)
Forum IV Thought Starter on
Gaps in the *Bahia Declaration* and *Priorities for Action Beyond 2000*

Prepared by: Forum Standing Committee Working Group chaired by U.S.A.

DECISION DOCUMENT

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List of Contents

Preface

Summary

- I. The centrality of chemicals in the modern world
 - II. Where we are now? Life-cycle management of chemicals since Agenda 21
 - III. New and ongoing challenges: *Are we keeping pace?*
 - A. Chemical output is increasing globally
 - B. The developing world's share of production and consumption is increasing
 - C. Developed nation "mix" of chemicals produced is changing
 - IV. Chemicals management regimes
 - V. Gaps in life-cycle chemicals management
 - A. Gaps common to developed and developing nations
 - B. Developing country gaps
 - C. Gaps in legally-binding international instruments and their implementation
 - D. Stakeholder gaps
 - E. Obstacles and enablers
 - VI. Resources for capacity development and implementation
 - A. Current finance sources are largely MEA based
 - B. A "mainstream" resource model could promote broad-spectrum gains
 - VII. Increased coordination and linkages
 - VIII. Elaborating a process for developing strategic approaches to integrated chemicals management
- References

**Strategic Approach to International Chemicals Management (SAICM)
Forum IV Thought Starter on
Gaps in the *Bahia Declaration* and *Priorities for Action Beyond 2000***

Preface

The Forum Standing Committee invites stakeholders at this Forum IV meeting on *Chemical Safety in a Vulnerable World* to identify gaps in the *Bahia Declaration* and *Priorities for Action Beyond 2000* or in their implementation and how they can be remedied.

The Intergovernmental Forum on Chemical Safety (IFCS) was created in 1994 to integrate and consolidate international efforts to manage chemicals safety. In 2000, the IFCS adopted the *Bahia Declaration on Chemical Safety* and, integral to the declaration, *Priorities for Action Beyond 2000*. The *Bahia Declaration* lists six priorities for review at Forum IV, Forum V and beyond, as well as key goals with target dates for their achievement. The *Priorities for Action Beyond 2000* presents recommendations linked to these goals. The recommendations are organized according to the six program areas initially set forth in Agenda 21.

In February of 2002, the UNEP Governing Council in GC SS/VII.3, endorsed the *Bahia Declaration* and *Priorities for Action Beyond 2000*, noting that these provide a foundation for further development of a strategic approach to international chemicals management called for in the decision. Paragraph 4 of GC SS/VII.3 requests that the Executive Director, working with the Inter-Organization Programme of the Sound Management of Chemicals, in consultation with governments, the IFCS, the Global Environment Facility, other major agencies responsible for the funding and delivery of international development cooperation, and other relevant organizations and stakeholders, identify any gaps in the *Bahia Declaration* and *Priorities for Action Beyond 2000* or in the implementation of these priorities and suggest remedies for these gaps.

This exercise accords with the Plan of Implementation adopted at the World Summit on Sustainable Development (WSSD) which proposed in its Paragraph 23 a vision to: “Renew the commitment, as advanced in Agenda 21, to sound management of chemicals throughout their life cycle and of hazardous wastes for sustainable development as well as for the protection of human health and the environment, *inter alia*, aiming to achieve, by 2020, that chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment, using transparent science-based risk assessment procedures and science-based risk management procedures, taking into account the precautionary approach, as set out in principle 15 of the Rio Declaration on Environment and Development, and support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance.”

Identification of gaps will also provide information that will inform the thematic review of implementation progress relative to chemicals that the United Nations Committee on Sustainable Development (CSD) will be undertaking in 2010/2011 and 2016/2017 as part of its commitment to follow-up on the United Nations Conference on Environment and Development (UNCED).

Summary

This Thought Starter is one of several initial responses to the call for a Strategic Approach to International Chemicals Management (SAICM) emanating from the World Summit on Sustainable Development in Johannesburg in 2002. It intends both to stimulate thinking about gaps in present global chemicals policy and to provide an analytical framework within which discussion points might be “situated.” Appended with this Thought Starter is a background document in tabular format that identifies key themes in the Bahia Declaration and Priorities for Action Beyond 2000, provided as an organizational aide in tracking discussion at Forum IV on gaps, obstacles and potential actions (Annex A).

An annotated outline (Annex B) is provided as an example of how outcomes of Forum IV discussions might be organized into a brief report that could be presented at PrepCom 1. In addition, the IFCS Secretariat will provide the full summary of the discussions on SAICM from Forum IV.

Continued role of the IFCS

In the SAICM process, the IFCS wishes to enroll stakeholders to identify gaps in the Bahia Declaration and Priorities for Action Beyond 2000 and suggest actions to address gaps. Suggestions will be brought forward through the Forum Standing Committee and decided by the IFCS, as inputs to the SAICM process operated by UNEP in collaboration with the IFCS and others.

Contents of the Thought Starter

The Thought Starter stresses that the sound management of chemicals is an integral part of sustainable development. Advances in management since the development of Agenda 21 in 1992 include greatly enhanced knowledge about levels and effects of chemicals, and a broader scope to address not only pollution but also use of energy and other resource demands. Tools for assessment have consequently also been broadening to include, for example, sustainability indicators.

For the future, patterns of production and use of chemicals will change with more production in developing countries. The wide array of instruments for chemicals management will need to be further developed and applied. Current gaps in science, information, horizontal integration, national implementation and capacity and competence will need to be addressed. The channels by which stakeholders are engaged may need to be re-examined. The need for developed countries to “catch up” with developing nations in their capacity to manage chemicals is fundamental, and the time has come to strike a balance between developing further policies and helping those who lag behind to catch up with the rest.

Examples of key elements of chemicals management for capacity building are provided in the paper (the Globally Harmonized System (GHS) for classification and labeling including material safety data sheets; education and training; resources needed to implement national capacity building projects; national infrastructure and capacities for regulatory and voluntary (for example, Responsible Care) approaches to chemicals management; using technologies that are more environmentally friendly, more energy efficient, less resource intense, less polluting and oriented towards sustainability; using Pollutant Release and Transfer Registers tailored to variable national conditions as a source of valuable environmental information to industry, governments and the public, and as mechanisms to stimulate reductions in emissions.)

The Thought Starter also discusses obstacles, opportunities and enablers for change, financing and coordination.

I. The centrality of chemicals in the modern world

1. In the past fifty years, chemicals, including synthetic chemicals, have become an integral part of our lives. They help to produce the food we eat and the clothes we wear; to move us from one locale to another; to communicate across distances; to cure our ailments; and to purify our water. As a prominent part of our world, chemicals contribute to our quality of life.

2. In addition to the benefits that chemicals bring there are unintended costs. Some chemicals are known to cause or are implicated in cancer, reproductive failure and disorders, birth defects, neurobehavioral disorders and impaired immune functions. Some of these chemicals may be introduced to our bodies within the earliest weeks of our existence, before we are fully formed or even out in the world. We find chemical residues in our food and water, and all of us are at risk of exposure throughout our lives from other avenues both direct and indirect. In addition to long-term or chronic health effects, acute exposures to chemicals of workers (i.e. factory employees, chemical applicators), their families and communities, resulting from unsound practices in the production and use of chemicals, are a serious concern.

3. Chemical trends are occurring against a backdrop of population growth that will place increased strain on sustainable development and basic resources. UN population estimates issued in 2002 predict that the world's population will increase from 6.3 billion today to 8.9 billion in 2050. The growth rate of 1.46 percent forecast for developing nations is nearly six times that of developed nations. Such growth has implications for the infrastructure of developing nations that is already taxed, including with respect to chemicals management.

II. Where we are now? Life-cycle management of chemicals since Agenda 21

4. Given that chemicals are central to the global economy, the key issue facing all nations individually and collectively is how to ensure that chemicals are produced, transported, used and disposed of throughout their full life-cycle within a sustainable development context that is protective of human health and the environment. Since Agenda 21's introduction in 1992, concerted implementation efforts by the global community, including international organizations and institutions, are refining our understanding of what is required for the sound management of chemicals through their life-cycle. Examples of implementation are provided below, recognizing, as articulated in the WSSD vision, that more needs to be done to focus action on areas of greatest need; particularly, minimization of significant adverse effects of chemicals on human health and the environment and meeting the needs of developing countries:

- i. Our knowledge has been greatly enhanced regarding cross-media ecosystem effects resulting from releases of chemicals into the environment from human activity, including transboundary and global atmospheric transport of chemicals and their ultimate fate. As a result of this research, we now recognize that the fate and transport of chemicals in the environment often results from unsustainable chemicals management decisions and practices by producers, users and governments. Hence, we have come to appreciate that chemicals management is a multi-stakeholder issue on a national, regional and global basis, involving recognition of shared but differentiated responsibility for producers, users, civil society organizations, and governments around the globe.

More work is required to identify areas where there are significant adverse effects on human health and the environment, and to identify where further research and actions should be focused, including with respect to the needs of developing countries. It is noteworthy that most decisions on chemicals management guidelines or procedures used by developing countries are based on data and information from developed countries.

- ii. The concept of sound management of chemicals throughout their life-cycle has broadened to respond to expanding notions of pollution. These encompass not only reductions in/elimination of releases of chemicals to the environment, but also from the chemicals sector's use of energy (for example, OECD estimates indicate that in 1998 the chemical industry used seven percent of the world's energy, resulting in four percent of the world's CO₂ generation). In addition to pollution, we now take into account resource depletion, for example, the chemical sectors' consumption of water (at 43 percent, it is the manufacturing sectors major water consumer). Improvements have occurred in recent years in energy and water conservation in the chemicals sector and improvements will continue to be important as greater pressures are placed on resources, for example by population growth.

A more comprehensive view of the ecological costs of unsustainable chemicals production and use further increases the significance of chemicals as an environmental management priority on a national, regional and global basis, and encourages integrated responses.

- iii. As our knowledge of the health effects associated with chemicals has evolved (immunological, endocrinological, carcinogenic, reproductive, mutagenic, and also in the context of acute and chronic effects of various chemicals), so has our recognition and consideration of the "endpoints" of health effects. These endpoints now encompass not only the general population, but also more vulnerable sub-populations, including the foetus, children, women of childbearing age, the elderly, factory workers, chemical applicators, and the poor (often these specific designations are combined in individuals to magnify risk). We recognize that vulnerability to adverse affects of chemicals is based not only on chemical properties, but also on physical, social and economic considerations.

Targeted research regarding health effects and potential risks to general and sub-populations from chemicals and mixtures of chemicals can empower stakeholders to demand action and contributes to informed policy and program decisions by governments and industry with respect to life-cycle chemical management priorities (under conditions of finite resources). It is critical that such research and actions are underpinned by science-based risk assessment procedures and the precautionary approach as called for in the WSSD vision.

- iv. In response to expanded life-cycle management notions informed by science, our range of tools for assessing economic benefits and costs of chemicals use, traditionally focused on revenues and jobs generated, is expanding to include sustainability indicators and environmental and health costs within a full cost accounting framework (although their current application in daily commerce remains limited).

Continued progress in this area improves our understanding of producer, user and government responsibilities for the sound management of chemicals, and can contribute to improvements in market-based instruments that complement traditional government regulatory instruments. It is important that progress in development and application of market-based management tools take into account the needs of developing as well as developed countries.

III. New and ongoing challenges: *Are we keeping pace?*

5. When examining gaps in the *Bahia Declaration* and *Priorities for Action Beyond 2000* and in their implementation, it will be important to bear in mind the rapidly changing nature of chemicals production and consumption and to address the widening gap among countries in following chemical safety policies.

A. Chemical output is increasing globally

6. In 1998, the chemical industry accounted for an estimated seven percent of global income, nine percent of international trade and an estimated US \$1.5 trillion in sales. Chemical industry predictions point toward continued growth in this sector over the next two decades that will mirror GDP growth. Conservative estimates anticipate an 85 percent higher global output by 2020 over 1995 levels (OECD Environmental Outlook, 2001).

7. Examination of the costs and benefits of chemicals use in a sustainable development context will become more important in the coming years, given the sheer scope of chemicals use in our world, the intimate linkages chemicals have to our lives and economies, and predicted increases in the chemicals in circulation. In this context, logic dictates that unless improvements in responsible chemicals management keep pace with these other developments, there will be regular and increasing occurrences of unintended, undesirable environmental and human health effects discovered by science, and related economic, political and policy implications.

B. The developing world's share of production and consumption is increasing

8. In 2001, 80 percent of the world's total output of chemicals was produced by 16 nations, with production concentrated in OECD countries. However, by 2020, developing nations are expected to lead the world in growth rates for high-volume industrial chemicals (i.e., those produced at more than 1000 tones per year), increasing their share of world chemicals production to 31 percent (OECD Environmental Outlook). In addition to the shift in chemical *production*, chemical *consumption* is anticipated to grow much faster in developing nations and could account for a third of global consumption by 2020.

9. The tremendous increase in output and consumption of chemicals in developing nations is occurring against a backdrop of strengthening, but relatively weak and uneven capacity. As well, developing nations have a greater ratio of small and medium-sized enterprises (SMEs) and generally older and less efficient processes in their manufacturing mix. These factors can be expected to have implications for health and the environment in both developing and developed nations, as well as trade implications. We can expect a significant increase in pollutant emissions that affect domestic populations and, in many instances, populations globally, as pathways of exposure are increased (as a result of global cycling and deposition patterns, through direct contact during manufacture, application, storage and disposal; through consumption of foodstuff and water contaminated with chemicals, etc.). Domestically, developing nations, which account for the majority of the world's population, can expect more direct health effects than previously.

10. With respect to trade, the OECD has observed that developed nation capacity to track and monitor chemicals in products and foodstuffs will become more difficult as imports from developing nations increase. For developing nations, the challenge will be to meet the stricter standards generally in place in developed nations so as to take full advantage of trade liberalization.

11. Concerns have been raised about migration of polluting technologies to developing nations that lack adequate capacity to differentiate between environmentally sound and "dirty" technologies, and the uneven application of best practices by some producers in the different countries in which they operate.

12. Recognition of a global shift in large volume chemicals production and chemicals consumption will need to become part of the basis on which international organizations, nations and their stakeholders approach priorities for chemicals management and is all the more reason to address the widening gap among countries in implementation of chemical safety policies.

C. Developed nation “mix” of chemicals produced is changing

13. Developed nations lead the world in growth rates for pharmaceuticals and pesticides; specialty chemicals, which are derived from basic chemicals (adhesives, coatings, sealants, catalysts, plastics additives, electronic chemicals, textile fibers, etc.); and in common consumer products (soaps, hairspray, laundry detergents, etc.). By 2020, growth rates in developed nations for these chemicals are expected to increase significantly.

14. Given the greater prominence that these chemicals will have in our lives, sustainability, including pollution prevention and safety issues as applied systematically throughout the product lifecycle, will be of increasing significance.

IV. Chemicals management regimes

15. The efforts of countries to improve chemicals management at the international level over the past few decades have resulted in improvements in information and knowledge and the construction of principles, processes (formal and informal), institutions, and legally-binding and non-binding agreements that now constitute the prevailing international regime for chemicals management. Internationally a number of bodies (see UNEP Chemical’s International Activities Related to Chemicals issued by UNEP Chemicals available at <http://www.chem.unep.ch/irptc/Publications/intact01.pdf>) have been created to address aspects of chemicals management. At the national level, uneven progress (especially when comparing developed to developing countries) has been made to establish the institutions, public (stakeholder) consultative processes, laws, policy instruments (e.g. regulations, voluntary action frameworks and compliance promotion and enforcement procedures), techniques, technologies and infrastructure that are typical of sound domestic chemicals management regimes.

16. Globally agreed to priorities have been set in the *Bahia Declaration* and *Priorities for Action Beyond 2000*. Internationally recognized principles applicable to the sound management of chemicals have been espoused in both legal and voluntary instruments (for example, Agenda 21, the *Bahia Declaration*, binding multilateral environmental agreements, communiqués, such as those issued by the G8, WSSD Type 2 partnerships, Responsible Care, and industry challenge programs, etc.). Processes range widely from international negotiations and the activities of the IFCS to less formal networks of experts within universities and non-government organizations. Institutions help to coordinate chemical management efforts underway at various levels, may themselves serve as catalysts for action (for example, UNEP’s global assessment of mercury and its compounds undertaken to determine the merits of international action on mercury, as per UNEP GC Decision 21/5), and undertake aspects of implementation, such as assessments, awareness-raising, information sharing, and outreach and training efforts, as part of their support services for chemicals management. They include organizations created expressly to manage chemicals (e.g. UNEP Chemicals Program) and those that have some jurisdiction or import on chemicals management (e.g. OECD). Many international agreements directly or indirectly relate to chemicals, including the Vienna, Basel, Rotterdam and Stockholm conventions, dealing respectively with protection of the ozone layer, trade in toxic wastes, trade in chemicals, and control of persistent organic pollutants, and the Globally Harmonized System for Classification and Labelling of Chemicals (“the GHS”).

V. Gaps in life-cycle chemicals management

A. Gaps common to developed and developing nations

17. Whether at the international or national level, in both developed and developing nations, there remain significant gaps in management of chemicals. There remain gaps in science. For example, our knowledge of health and ecosystem effects, while improving, remains incomplete for a majority of chemicals in commerce. In addition to gaps in scientific knowledge, there are information gaps, including in abilities to access, interpret and apply knowledge, both by managers and consumers of chemicals. A number of national and regional initiatives have been established, or proposed, which should make valid and reliable information on the potential hazards of existing chemicals publicly available. However, none of the initiatives currently makes the collective results widely available to the public. The IFCS Priority A3 report is expected to provide the basis for additional action by governments and industry to address the information gap on existing chemicals. There are gaps in horizontal integration of sound management of chemicals capacity within line ministries involved with supporting chemicals production, use and management. There remain gaps in basic infrastructure. Systematic incorporation of pollution prevention in chemicals processes and management (policies, programs and activities), and with respect to product development remains a goal that has been only partially realized. Some stakeholders have suggested that the “cradle-to-grave” concept of life-cycle management, which provides the context by which gaps are assessed, itself needs to be expanded to a “cradle-to-cradle” approach, whereby end-products are either fully degradable and will be returned to nature after use or, at end use, will be recycled back in their entirety as an industrial feedstock to produce new products of the same or a similar type.¹ There remain significant gaps at the domestic level in implementation of existing laws and policy instruments promulgated in the context of national environmental management regimes, including with respect to meeting obligations under international legally binding instruments. There are gaps in the application of safety procedures as these apply to chemical facility operation. Capacity to design, site and equip a chemical facility against potential sabotage may represent another gap. At the international level, coordination among those agencies that manage chemicals (e.g., relative to enhancement of complementary activities and minimization of duplication) may represent a gap.

18. Capacity-building initiatives should be designed to enable safe production and use of chemicals in the most efficient and cost effective way. Examples of key elements of a chemicals management regime amenable to capacity building are provided in this list, which is intended to be illustrative by way of examples rather than inclusive:

- Sufficient safety information about chemicals can be made available to all users, including the public, in a transparent manner. Material safety data sheets (MSDSs) and labelling are the foundations of a solid chemical management system – whether for a company or a nation. Governments could be encouraged to make progress on this priority by implementing, as soon as practicable, the Globally Harmonized System (GHS) for classification and labelling.
- All participants of a national chemical management system could be educated and trained in the aspects related to the part they play in the process.
- The resources needed to implement a national capacity building project can be identified and directed towards priority areas nationally, preferably through an open and transparent process that includes all interested parties involved with chemical safety issues.
- National infrastructure and capacities for regulatory and voluntary approaches on chemicals management need to be developed. Establishing programs like Responsible Care could be important to building capacity given that improving chemical safety globally is one of its major objectives.

¹ This concept was articulated by William A. McDonough and Michael Braungart in their book *Cradle to Cradle*.

- Research and use of sound technologies and practices needs to be stimulated and designed to maximize chemical safety, particularly through technologies that are more environmentally friendly, more energy efficient, less resource intense, less polluting and oriented towards sustainability.
- Pollutant Release and Transfer Registers (PRTRs) could be endorsed as a source of valuable environmental information to industry, governments and the public, and as mechanisms to stimulate reductions in emissions. Effective PRTR programs need to be tailored to variable national conditions, but could take guidance from the basic concepts and guiding principles as agreed at Forum III.

B. Developing country gaps

19. Capacity for the sound management of chemicals in developing nations is limited across the life-cycle management spectrum. While there are notable successes, such as those for phase-out or recycling of lead to prevent risk of exposure or phase out of ozone-depleting substances), they tend to be finite, failing to migrate to all regions of participating countries, or to apply throughout a sector. Moreover, successes often entail only a handful of substances. Efforts have fallen short with regard to advancing overall capacity for chemicals management, including life-cycle management and basic infrastructure. They tend, as well, to be highly dependent on international aid financing rather than being internalized into a wider range of investment mechanisms.

20. The need for developing countries to “catch up” with developed nations in their capacity to manage chemical is fundamental. There have been efforts by international organizations to develop a systematic approach that can be undertaken by countries to evaluate and develop their national chemical management infrastructure. These efforts have, however, been insufficient. As is stated in the Forum IV paper *Addressing the Widening Gap Among Countries in Following Chemical Safety Policies* (IFCS/FORUM IV/12w), “Despite awareness of these causes, a practical approach to countries with these problems has never been undertaken. It is felt that the time has come to strike a balance between developing further policies and helping those who lag behind to catch up with the rest. This requires taking practical and immediate steps.”

21. WSSD identifies that there is a need to support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance and by encouraging partnerships to promote activities aimed at enhancing sound management of chemicals. The IFCS has surveyed National Focal Points for their use of key basic chemical management tools. IFCS targets were implemented in less than one-half of the 56 countries responding. Similarly, many countries have yet to develop National Chemical Management Profiles, which provide a useful tool for identifying existing infrastructure and gaps that can be addressed in priority fashion.

22. The dimensions of the problem are different even among developing countries due to different causes. In some countries the occurrence of political disturbances has resulted in a disregard for their chemical safety policies. In some others a lack of proper management, enough financial resources, infrastructure and technical know-how, critical mass, political and/or public awareness or a combination of all the above have caused total or partial inability to meet the requirements of chemical safety policies.

23. Areas that require strengthening in developing nations typically include legal and regulatory frameworks and compliance promotion and enforcement; technical capacity; technology (including technology transfer); mechanisms for reporting and consolidation of information necessary to produce baseline overviews that will help determine domestic management priorities and gaps (for example, pollutant release and transfer registers and inventories); human and financial resources; provision of training; awareness raising (particularly regarding educating consumers on best practices for chemicals use, the risks that the chemicals they use pose to themselves and their environment, and the pathways by which exposures occur); knowledge of risk communications; and infrastructure. Examples of infrastructure gaps include the lack in many nations of accreditation bodies and accredited and reference laboratories with capacity to sample in the environmental and human matrices, and in foodstuffs.

Hazardous waste management capacity remains particularly weak in developing nations, including with respect to legal and physical infrastructure, strategies for waste prevention and minimization, and integrated planning. Technological resources and know-how are limited, with implications for all phases of chemicals management, including front-end pollution prevention solutions through to development and application of remedies to legacy issues such as contaminated sites.

C. Gaps in legally-binding international instruments and their implementation

24. One of the central mechanisms for catalyzing and coordinating action on chemicals that pose a regional or global hazard has been legally-binding multilateral environmental agreements (MEAs). Most MEAs stress management of shortlists of chemicals (a handful of the thousands of chemicals in commerce) and attempt mitigation through risk management commitments of the worst environmental and human health effects of these chemicals after they are already in general use or have been banned. Most were not designed to include provisions for systematic incorporation of pollution prevention. A number of MEAs, including the Rotterdam and Stockholm conventions, are not yet in force. For those that are in force, implementation remains uneven, for example, regarding incorporation of convention provisions into national policy and sectoral planning processes and adequacy of enforcement measures.

25. Existing MEAs are not designed to deal with a full life-cycle approach to sustainable chemicals management, especially regarding front-end pollution prevention approaches. As well, they were developed prior to, and thus do not take into account, the derived 2020 scenarios for increases of chemical production and migration of high volume production to developing nations where capacity remains generally weak. Therefore, an integrated approach to chemicals management might need to consider, as a complement to MEAs (and other mechanisms), new types of strategies that target broad spectrum gains (for example, strategies that span substances and sectors), and system-wide approaches. Some strategies and/or priorities might need to be tailored differently to fit developed and developing nation realities.

D. Stakeholder gaps

26. Private sector and public awareness of life-cycle management issues has shown visible progress since 1992. This has been revealed in business-led initiatives, such as Responsible Care, high production volume chemicals testing, and contributions to development of the Globally Harmonized System and pollutant release and transfer register programs. Further, there has been an expansion of public interest organizations throughout the world, acting locally, nationally and internationally, organizing and operating networks and exercising their advocacy and participation in different fora that target chemical safety. Nevertheless, the ability of many stakeholders to participate meaningfully in international and domestic processes remains limited, as does institutional ability to engage communities. There are a variety of reasons for such limitations, but the lack of funding—from both national and international sources—is perhaps the most important.

27. Lack of a tradition of public consultation and of inclusive institutions and processes at international and domestic levels also constrain stakeholder participation. The notion of what constitutes stakeholder participation is often curtailed to participation in meetings, whereas stakeholders may have conceptual and technical skills to offer with respect to life-cycle chemicals management (for example, provision of assistance with monitoring and surveillance efforts; promotion of recycling programs and audits; outreach to raise awareness on issues; application of best practices; and input on development and implementation of regulatory and voluntary initiatives). The channels by which stakeholders are engaged may need to be re-examined. Certain success stories, such as the direct involvement of stakeholders in the National Profile development process in many countries, may serve to provide concrete examples that can be considered as input for developing models to strengthen stakeholder participation in other key areas of sound chemicals management.

E. Obstacles and enablers

28. The extent of the remaining challenges suggest that it may be time to take stock of the underlying reasons that gaps remain after more than a decade of concerted global effort to improve chemicals management capacity. For example, taking into account that both capacity building and implementation gaps in developing nations are broader in scope and extent than in developed nations, there is an expectation that strategic approaches to integrated chemicals management will need to focus not only on gaps *per se* in the *Bahia Declaration* and *Priorities for Actions Beyond 2000*, and in implementation. In addition, approaches should also consider how to address these gaps in developing nations in light of their needs and the barriers that prevent them from “catching up” to developed nations in their ability to safely manage chemicals. Similarly, the dynamics of chemical production and consumption will need to be examined in terms of their implications for implementation gaps in both developed and developing nations, so as to ensure that gaps continue to be narrowed as opposed to becoming ever wider. Special strategies with regard to “enablers” (e.g., organizational infrastructure, technology transfer, strategic alliances and partnerships, and human resources) could then be examined in light of needs identified and priorities.

29. The primary obstacles to closing the widening gap among countries in following chemical safety policies, and to implementation of international agreements and domestic laws and policies are lack of political will (i.e., lack of resolve, defined in this context as willingness to identify priorities for improved sound management of chemicals and follow through to achieve these priorities, including where required, by overcoming obstacles); availability of and provision for resources; accessibility and capacity to assess and utilize techniques and technology; and lack of infrastructure development as it applies to chemicals management. The first two elements—political will and resources—must be present as preconditions to overcoming the latter two obstacles.

30. Other obstacles include cultural and socio-economic barriers, such as the education level of managers and consumers of chemicals, and the numerous and diverse languages utilized by consumers of chemicals regarding the communication of safe practices. Consumers in all nations, but most particularly in developing nations, for example, agricultural and factory workers, are often ill informed and/or are at the mercy of circumstances that they are unable to influence or control, but which may result in increased exposures. Further, given the more severe limitations on capacity in developing countries, staff turnover following changes in administration can have a major impact on chemicals management activities and institutional knowledge. Remedies to such gaps require that the larger context within which chemicals management occurs be taken into consideration when crafting implementation strategies.

31. Financing plays a crucial and well-recognized role to improve capacities for the sound management of chemicals. However, current mechanisms for accessing funds are complex and generally are not integrated within overarching country strategies for environmental sustainability. This leaves chemicals management priorities vulnerable to “marginalization” regarding overall funding priorities. One of the challenges and opportunities for multilateral financial institutions is to integrate chemicals management initiatives into their major funding programs, and to promote the core elements of an integrated approach to chemicals management. At the developing nation level, the challenge will be to better integrate sustainability priorities for chemicals management into their country assistance strategies that form the basis for funding decisions made by financial institutions.

32. Once obstacles to improved sound management of chemicals are diagnosed, it may be apparent that existing mechanisms for chemicals management require modifications and enhancements. New mechanisms may also be required in some areas to implement priorities that are identified to address specific gaps, thereby furthering objectives aimed at realizing more comprehensive and integrated approaches to chemicals management.

VI. Resources for capacity development and implementation

A. Current finance sources are largely MEA based

33. The main funding sources for capacity building efforts in developing nations are grant (technical aid) funds linked to MEAs (in particular, the Basel, Rotterdam and Stockholm conventions and the Hague Convention on the Prohibition of Chemical Weapons) and made available via international, and to some degree, bilateral aid institutions. These institutions have noted that their resource base is often inadequate to address current needs for improvements in the sound management of chemicals. For example, donors have recognized that activities addressed by the UNEP Environment Fund have been under funded. UNEP projects a \$130 million biennium budget for 2004-2005. The Global Environment Facility (GEF), the designated financial mechanism for the Stockholm Convention, the Montreal Protocol on Substances that Deplete the Ozone Layer, the United Nations Framework Convention on Climate Change, the Biodiversity Convention, and conventions on desertification and international waters, received US \$2.92 billion in August 2002 from its donors to finance implementation activities among its 174 member nations. Of this amount, \$200 million will be dedicated through 2006 to Stockholm Convention implementation.

B. A “mainstream” resource model could promote broad-spectrum gains

34. Remedying resource shortfalls will, in part, require bringing sound management of chemicals capacity building much more into the mainstream of the declared priorities of developing countries as they negotiate their country assistance strategies with International Financial Institutions (IFIs) and bilateral aid organizations. If sound management of chemicals is not factored into country assistance strategies both vertically (as a distinct priority) and horizontally (by integrating chemicals into other priority areas), a significant opportunity is foregone to access some of the largest pools of money available for enhancing infrastructure and management capacities in developing countries.

35. This “mainstreaming” approach, alongside existing approaches to funding capacity building, has the merit of integrating life-cycle chemical concerns at the developing country level into high priority areas where linkages are clearly supportable by current information and knowledge. For example, an institution providing a \$1 billion loan to improve the water infrastructure in a particular state in a developing nation could require that chemicals-related issues be taken into account alongside of other concerns. Chemicals issues in this context might include availability of waste disposal sites; prevention measures to minimize pollutant discharges to effluent from manufacturing facilities and agricultural pesticide and fertilizer runoff; water consumption by chemical manufacturing plants; and development of monitoring and analysis protocols as they relate to detection of chemicals in drinking water.

VII. Increased coordination and linkages

36. Developing nations have voiced concerns that the sheer number of international initiatives and agreements that they have been invited to partake in or ratify and implement can be bewildering and places a burden on their human and financial resources. The international community has indicated the need for coordination and linkages among programs that manage chemicals, and streamlining, and in some instances consolidating, procedures by which funds available to implement agreements are accessed.

37. Another tool that has gained increased prominence since the 2002 World Summit on Sustainable Development as a means of assisting regions, nations and sub-national groups is voluntary partnerships entailing North-South, international organization, and government-stakeholder and stakeholder-stakeholder commitments. These partnerships, entered into on a flexible *ad hoc* basis, serve a variety of functions, ranging from promotion of and/or a response to concerns regarding substances not addressed

via formalized international agreements (for example, lead); to filling capacity voids or bolstering capacity in discrete areas (for example, the global partnerships for Capacity Building to Implement the Globally Harmonized System for Chemical Classification and Labelling aimed at improving hazard communication); to fostering natural alliances (health sector institutions and agencies working on children's environmental health indicators). The plethora of proposed and operative partnerships vary considerably in scale and scope, are reliant on individual governmental resources and the same international funding sources on which MEAs draw, and for which they may be in competition. Irrespective of their particular merits and achievements (which one might expect will be highly variable), they arise out of an impulse to fill gaps in chemicals management at the domestic level and are indicative of the need for an articulated vision of integrated chemicals management.

38. At the national level there is increased recognition that greater coordination and linkages are required, whether through formal or informal channels (e.g., among agencies and stakeholders engaged in chemicals management). Integration strategies for chemicals management might include incentives for promoting greater continuity within and among agencies charged with chemicals management so as to support national efforts.

VIII. Elaborating a process for developing strategic approaches to integrated chemicals management

39. Principally, the IFCS role in the SAICM process entails soliciting and helping to facilitate assistance from stakeholders in the identification of gaps in the *Bahia Declaration* and *Priorities for Action Beyond 2000*, and to bring this work forward to Forum IV and Forum V with suggestions for actions to address gaps as part of the SAICM process. The following discussion questions are provided in this context. The IFCS invites each of the regional groups to give particular consideration to the tier one questions, so as to be prepared during Forum IV plenary discussions to engage in discussion on these matters. Should time allow, the tier two questions will then be taken into consideration at Forum IV.

Tier one questions:

1. What are the major gaps in the *Bahia Declaration* and the *Priorities for Action Beyond 2000*, bearing in mind the WSSD Vision 2020 and overall dynamics of chemical production and consumption?
2. What are the major gaps in implementation of the *Priorities for Action Beyond 2000*?
3. How might financial and technical assistance be improved as regards its central application, for example, with regard to lifting up those who are infrastructurally unable to cope with provisions of demanding policies? Is there a way to build, operate and monitor the basic technical requirements of sound management of chemicals for least capable countries?

Tier two questions

1. What strategies might be planned to enable third world countries to resist/be protected against migration of polluting industries from the industrialized world? How might developing nations ensure that facilities constructed in developing nations meet or exceed, as appropriate to the individual nation circumstances, the same stringent environmental, occupational, and siting requirements mandated by industrialized nations?
2. What strategies might be used at the international and/or domestic level to both promote and support modernization/upgrading of existing industrial facilities that are inefficient and

polluting (in comparison with recently constructed comparable facilities, or in the context of local environmental conditions)?

3. What strategies might be developed to better engage and build capacity of stakeholders in developing nations? In industrialized nations? What different approaches may be necessary for different stakeholders?
4. With regard to the production, use and disposal of chemicals (including products that contain synthetic chemicals and materials), what strategies might be used at the international and/or domestic level to help governments, industry and others acquire the capacity and infrastructure that will be needed for them to effectively regulate, monitor, control and/or improve these activities with the aim of preventing harm to health and the environment.
5. Is there a need to further concretize the WSSD Vision for 2020? If so, when in the SAICM process would be the best time to discuss it? If the best time is now, how would you further want to see it developed?

References

OECD. *OECD Environmental Outlook for the Chemicals Industry*. 2001. OECD, Paris.

WEC (World Energy Council). 1995. *Efficient Use of Energy Utilizing High Technology; An Assessment of Energy Use in Industry and Buildings*. September.

UNEP (United Nations Environment Programme). 2002. *Report of the World Summit on Sustainable Development*. UNEP Publication A/CONF.199/20*. ISBN 92-1-104521-5.
4 September 2002. (The WSSD *Plan of Implementation* appears in Annex 2).

ANNEX A–*Bahia Declaration and Priorities for Action Beyond 2000: Thought Starter Tracking Tables*

This table provides a framework for discussion and a possible means of capturing and tracking discussion highlights during Forum IV regarding identification of gaps, obstacles and potential action areas in the *Bahia Declaration and Priorities for Action Beyond 2000*. Examples provided in the table by the Forum Standing Committee (FSC) are indicative of the type of information that might emerge from Forum IV to inform the SAICM preparatory process. This table is NOT intended to represent formal positions of the FSC or any region, nor is the intent that it should evolve into a negotiated document. The FSC notes that the President’s progress report was still under development as this table was prepared and recognizes that the President’s progress report has a guidance function that this table does not purport to provide, and may well emphasize obstacles and gaps not represented here. As well, that report will address gaps and obstacles pertaining to IFCS performance *per se*.

Reading the table:

Each of the six programme areas is introduced in the table with a shaded subhead. The left-hand text column provides the key goals from the *Bahia Declaration* and related items noted in the *Priorities for Action Beyond 2000*. Linkages to themes in the *Thought Starter* are indicated by numbers in the programme area subheading and the key goals and priorities column for each row. Information for the *status* column is drawn from the *IFCS Simple Indicators of Progress* prepared by Ibrahima Sow for the IFCS Secretariat (IFCS/FSC/02/25, available on the IFCS website at www.ifcs.ch), unless otherwise noted. **Obstacles** are understood to be structural or operational deficiencies or other impediments that prevent or delay the performance or the achievement of expected results. **Gaps** are understood to include needs that have not been met relative to the *Bahia Declaration and Priorities for Action Beyond 2000*, or in implementation of the goals. **Omissions** are “gaps” in the *Bahia Declaration and Priorities for Action Beyond 2000* documents. (A companion table is provided on the last page for participants to make note of gaps of omission that apply to topics *not covered* by the key goals topic areas.) **Potential action** entries are offered as illustrative examples, without intent to set priorities.

TABLE KEY

PROGRAMME AREAS (BAHIA PRIORITIES FOR ACTION/AGENDA 21)	THOUGHT STARTER THEMES	ACRONYMS *
Programme Area A: Expanding and accelerating international assessments of chemicals	1. Financing/Resources	EIT Countries with Economies in Transition
Programme Area B: Harmonization of classification and labelling of chemicals	2. Information exchange	IFCS Intergovernmental Forum on Chemical Safety
Programme Area C: Information exchange on toxic chemicals and chemical risks	3. Technology transfer	FSC Forum Standing Committee
Programme Area D: Establishment of risk reduction programmes	4. Sound Science/Science base	GEF Global Environment Facility
Programme Area E: Strengthening of national capabilities and capacities for management of chemicals	5. Training	GHS Globally Harmonized System
Programme Area F: Prevention of illegal international traffic in toxic and dangerous products	6. Infrastructure	NIP National Action Plan (Stockholm Convention)
	7. “Catch-up” (developing nations)	OECD Organization for Economic Cooperation and Development
	8. Policy and Institutions— International	POPs Persistent Organic Pollutants
	9. Policy and Institutions— Domestic	SMC Sound Management of Chemicals
	10. Public engagement	UNITAR United Nations Institute for Training and Research
		WHO World Health Organization

* Ref: IFCS List of Acronyms IFCS/FORUM-IV/2 INF

PROGRAMME AREA A: EXPANDING AND ACCELERATING INTERNATIONAL ASSESSMENTS OF CHEMICALS ; THOUGHT STARTER LINKAGES 2-4						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
1	<p>[Bahia D. by 2004] Recommendations to establish common principles and harmonized approaches for risk methodologies on specific toxicological endpoints will be available for:</p> <ul style="list-style-type: none"> - Terminology; - Cancer - Reproductive and developmental toxicology <p>[Priorities A1] Common principles for the approach to other specific toxicological endpoints (such as <i>immunotoxicology</i>; <i>endocrine disruption</i>; and <i>ecotoxicology</i>) should be adopted wherever possible</p>	<p>Primary goals achieved</p> <ul style="list-style-type: none"> –(sub) <i>Chronic toxicity</i>: OECD-EHS Monographs 32 and 35 on testing and assessment, July /Aug. 2002 –<i>Human and endpoints</i>: OECD-EHS Monograph no. 19, Dec. 2000 –<i>Cancer</i>: WHO common principles for risk management published 2003; –Glossary and atlas of structural anomalies in animals –<i>Terminology</i> <ul style="list-style-type: none"> - IPCS/OECD Glossary of Hazard/Risk Assessment Terminology published April 2003; Glossary of key exposure assessment terms and compendium of exposure assessment glossaries published April 2003 -WHO publication on terminology: published April 2003. 	<p>IPCS Global assessment of the State-of-the-Science of Endocrine Disrupting Chemicals (EDCs) indicates science not yet sufficiently developed for common risk assessment methodologies to be established.</p>	<p>Further work on immunotoxicology, EDCs and ecotoxicology is needed.</p>	<ul style="list-style-type: none"> - Other priority areas for harmonization should be identified and addressed. - Methodology needs to be kept up-to-date with scientific progress to maintain harmonization. - OECD to continue validation of test methods, in particular for endocrine disrupting chemicals. - Japan IPCS meeting 2003 will identify and set priorities for international research needs for EDCs. 	<p>Take stock of IPCS Harmonization Project to identify new priorities for human health risk assessment.</p>
2	<p>[Priorities A2] Hazard evaluations should be carried out in accordance with internationally recommended methodologies and in an open and transparent manner.</p>	<p>The OECD Screening Information Data Sets (SIDS) program for hazard identification for HPV chemicals includes 5,235 substances as of 2003. The United States in 1999 (via a challenge program and regulation) committed to test 25 % of these substances and other nations the rest. As of May 2003, about 100 substances had been screened and approximately 60 more were near completion. The United States is currently processing about 200 of the 277 OECD substances it committed to reviewing (25% of the OECD substances). Other countries have committed to handling chemicals in proportion to the size of their gross domestic product Results of assessments (application of the screening tests) are made available through UNEP Chemicals and various other United Nations bodies that can be</p>		<ul style="list-style-type: none"> - The OECD approach does not address accelerating assessments for acute toxicity substances produced at low volumes but for which use might present an exposure pathway of some significance. - EDF notes that there is no system under SIDs that allows one to evaluate reproductive developmental toxicity. 		

PROGRAMME AREA A: EXPANDING AND ACCELERATING INTERNATIONAL ASSESSMENTS OF CHEMICALS ; THOUGHT STARTER LINKAGES 2-4						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
2	<p><i>Repeated from previous page:</i></p> <p>[Priorities A2] Hazard evaluations should be carried out in accordance with internationally recommended methodologies and in an open and transparent manner.</p>	<p><i>Continuation of row 2 information</i></p> <p>accessed by the public. The US EPA is committed to assessing 2800 substances (the TSCA HPV substances) by 2004 with voluntary input from companies a prominent feature of the program. All of physical/chemical properties and environmental fate guidelines, 30 health effects guidelines and six ecotoxicity test guidelines have been harmonized between EPA and OECD. The program (except for those 277 substances previously noted) does not include the final SIDS step of hazard assessment. Test results and data produced are posted on the US EPA's website as part of a searchable database. Data is compatible with the EU IUCLID database.</p> <p>The European Union in 2001 adopted a White Paper on chemical policy, which is intended to bring regulatory systems on new and existing industrial Chemicals together in a single framework by 2012 and to accelerate assessments of chemicals. Under the proposed scheme about 30,000 Existing Chemicals with production volumes over 1 tonne/year will need to be registered/evaluated before 2015.</p>				
3	<p>[Bahia by 2004 & Priorities A2] In addition to ongoing national, regional and international programmes, additional 1000 chemicals hazard assessments will be provided by 2004 through the industry initiative and made available to the public.</p>	<p>International Council of Chemical Associations (ICCA) created a voluntary Global Initiative on High Production Volume in 1998, under which it committed to test 1000 HPV substances. As of 1 July 2002, ICCA screening assessments conducted were as follows:</p> <ul style="list-style-type: none"> • 750 chemicals registered on the ICCA HPV website and consortia identified to test them • 66 substances assessed and reviewed by the OECD. 				

PROGRAMME AREA A: EXPANDING AND ACCELERATING INTERNATIONAL ASSESSMENTS OF CHEMICALS ; THOUGHT STARTER LINKAGES 2-4						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
4	[Priorities A2] The cooperation of developing countries and countries with EITs should be sought to ensure that all relevant data, including exposure data, required assessing human and environmental risks are developed and assessed.	OECD member states have invited participation of non-OECD member countries in the OECD work on the investigation of HPV chemicals. Non-member countries may nominate contact points to coordinate input to the programme. Non-members are invited to work with OECD via the electronic discussion groups for SIDS Initial Assessment Meetings (SIAM). WHO has also initiated activities in this area.	<ul style="list-style-type: none"> - Inter-agency cooperation is needed to enable transparent sharing of data and to assess its relevance; determine comparability of data. - National systems for collection of harmonized poisoning data, and other local data for chemical risk assessment are lacking. 			
5	[Priorities A3] For chemicals in commerce, appropriate data detailing inherent hazards should be made available to the public; highest priority should be given to those with greatest potential for substantial exposure.		<ul style="list-style-type: none"> - Managers in some nations may need assistance in utilizing databases and interpreting them. Information is presented in technical terms that may be difficult for non-technical stakeholders to interpret. - Mutual understanding of chemical assessment practice, and collection and use of data (such as poisoning information) need to be improved. 			

PROGRAMME AREA A: EXPANDING AND ACCELERATING INTERNATIONAL ASSESSMENTS OF CHEMICALS ; THOUGHT STARTER LINKAGES 2-4						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
6	<p>[Priorities A3] The FSC should develop a proposal for an additional <i>Priority for Action</i> to be discussed at Forum IV and addressing:</p> <ul style="list-style-type: none"> - the role of industry in generating and assessing data; - the role of industry and governments in making results of tests and their interpretation easily accessible; - the desirability of reducing use of animals for toxicity testing where other methods with similar assurance of safety are available; <p>possible approaches for ensuring that relevant data become available to the public and authorities in the shortest possible time-frame, considering incentives and/or restrictions that might serve this purpose.</p>	<p>The FSC has prepared the requested report and it is available as a decision document for Forum IV (IFCS/FORUM IV/09w) .</p>				<p>Include recommendations from Forum IV Decision Document IFCS/FORUM IV/09w.</p>
PROGRAMME AREA B: HARMONIZATION OF CLASSIFICATION AND LABELLING OF CHEMIALS; THOUGHT STARTER LINKAGES: 1,2,3,5,10						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
7	<p>[Bahia by Forum IV in 2003; Priorities B1] The Globally Harmonized System for Classification and Labelling of Chemicals (GHS) will have been adopted.</p> <p>[Priorities B1] <i>The GHS</i></p> <ul style="list-style-type: none"> - Should be fully adopted by ECOSOC prior to Forum IV - Guidance and tools for implementation should be available prior to Forum IV - All countries, subject to their capacities and capabilities, should take account of the development of the GHS in any proposed changes to their existing systems for classification and labeling, and in implementation and enforcement of their chemicals legislation. 	<ul style="list-style-type: none"> - The GHS was adopted Dec. 2002 by the UN Committee of Experts on the Transport of Dangerous Goods and the Globally Harmonized System of Classification and Labelling of Chemicals (CETDG/GHS), a UN Economic and Social Council (ECOSOC) subsidiary body. GHS adoption is on the agenda for the July 2003 meeting of ECOSOC. 27 nations have initiated steps to adopt GHS. UNITAR and ILO have developed input, training & guidance materials on Chemical Hazard Communication/GHS implementation. >half of 56 nations responding to an IFCS simple indicators progress survey indicated they have websites where national partners could gain access to chemical information. 	<ul style="list-style-type: none"> -Legislation may be required for adoption at national level. Resources are required for WSSD partnerships for capacity building to implement the GHS (UNTAR/ILO/OECD are leading this process), 			

PROGRAMME AREA B: HARMONIZATION OF CLASSIFICATION AND LABELLING OF CHEMICALS; THOUGHT STARTER LINKAGES: 1,2,3,5,10						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
8	<p>[Bahia by 2005 & Priorities C1] At least 5 countries in each IFCS region will have full arrangements in place for the exchange of information on hazardous chemicals.</p> <p>[Priorities observation in C1] The Inter-Organization Programme for the Sound Management of Chemicals (IOMC) should take the lead in coordinating fundraising and implementation efforts to ensure that all government officials from developing countries and EITs responsible for chemicals management have access to Internet and training on its use (which could be described in a National Action Plan). Input from a broad range of stakeholders is noted.</p>					
9	<p>[Priorities observation in C1] Governments should be encouraged to identify and/or establish arrangements for the timely exchange of information on chemicals. Relevant information could be communicated in a timely and appropriate manner and, where appropriate, in at least one of the six official languages of the United Nations in addition the required language(s), to all relevant parties.</p>					
10	<p>[Bahia by 2003] The Rotterdam Convention will have entered into force.</p> <p>[Priorities C2] All countries are encouraged to ratify or accede to the Rotterdam Convention with a view to its entry into force as soon as possible, preferably by Forum IV. To this end, all efforts must be made to ensure that the necessary procedures are put into place so that countries can successfully implement the Convention in a prompt manner.</p>	<p>As of 5 June 2003 there were 73 signatories and 44 Parties to the Convention; Convention will enter into force 90 days after deposit of the 50th instrument of ratification.</p>	<p>- Capacity to interpret information</p>			

PROGRAMME AREA C: INFORMATION EXCHANGE ON TOXIC CHEMICALS AND CHEMICAL RISKS; LINKAGES 1-10						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
11	<p>[Bahia by 2004] Most countries will have procedures in place to ensure that hazardous materials carry appropriate and reliable safety information.</p> <p>[Priorities C3] By 2004, most countries should have procedures in place to ensure that any hazardous material put into circulation is accompanied, at a minimum, by appropriate and reliable information that is easy to access, read and understand, consistent with the safety data sheets of the 1990 International Labour Organisation (ILO) Chemical Convention (No. 170) and taking into account the development of the GHS. <i>Observation:</i> The Forum recognizes the need to ensure that essential health, safety and environmental information is not withheld under confidentiality restrictions.</p>	<p>42 of 56 respondents to the IFCS survey indicated they had procedures in place to ensure that any hazardous material put into circulation is accompanied by appropriate and reliable safety information; 33 note there is consistency with the safety data sheet of the ILO Chemical Convention (No. 170) and 24 indicate they are in conformity with the GHS.</p>	<ul style="list-style-type: none"> - Capacity to access and interpret technical databases - Assessments for acute toxicity substances produced at low volumes 			

PROGRAMME AREA D: ESTABLISHMENT OF RASK DEDUCTION PROGRAMMES						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
12	<p><i>[Bahia by 2004; Priorities D1]</i> Most countries will have integrated and ecologically sound pest and vector management strategies.</p> <p>Thought Starter Linkages: 1,2,4,5,6,7,9,10</p>	<ul style="list-style-type: none"> - 38 nations of 56 responding to IFCS survey have prepared pest management strategies; 33 have undertaken studies to assist them in their preparation of strategies. There are a number of examples of successful pilot projects on Integrated Pest Management (IPM) and some of migration of pilot projects to other areas of a country. - Pesticide use has increased in some nations. Awareness of best practices for pesticides is often poor, enforcement uneven, particularly at the state and local levels within nations as they pertain to pesticide use and application. There is widespread contamination of watersheds, including drinking water, foodstuffs and numerous documented cases of harm to applicators and their families at risk, as well as those living near areas where pesticides are applied (pesticide drift). 	<ul style="list-style-type: none"> - Lack of national strategies and coordination - National policies at odds with goals - Lack of awareness and promotion of best practices - Financing 			
13	<p><i>[Bahia by 2004]</i> Most countries will have established action plans for safe management of obsolete stocks of pesticides and other hazard-ous chemicals and at least two countries in each IFCS region will have commenced implementation of their action plans.</p> <p><i>[Priorities D2]</i> By 2004, countries should have established relevant action plans; at least 2 countries in each region should have commenced implementation of their National Action Plans with respect to disposal, considering the outcomes of relevant international agreements.</p> <p>Linkages; 1,2,3,4,5,6,7,9,10</p>	<ul style="list-style-type: none"> - 44 of 56 nations responding to an IFCS survey have indicated they have prepared or are preparing action plans for obsolete pesticide stocks and other chemicals. - The African Stockpiles Program (ASP) aims to identify and remove obsolete pesticide stocks from the African continent within a 12-15-year time table. 	<ul style="list-style-type: none"> - Legislation - Infrastructure for safe storage; destruction of pesticides - Lack of inventories; incomplete records of historical use - Effective outreach to populations - Financing 			

PROGRAMME AREA D: ESTABLISHMENT OF RISK REDUCTION PROGRAMMES						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
14	<i>[Bahia adoption by 2001; entry into force by 2004; Priorities D3]</i> The Stockholm Convention on Persistent Organic Pollutants will have been adopted by 2001, with entry into force occurring by 2004.	Adopted May 2002. As of August 2003, there were 151 signatories and 34 Parties to the Convention. The Convention will enter into force 90 days after deposit of the 50 th instrument of ratification, approval or accession. For each State or regional economic integration organization that ratifies, accepts or approves or accedes to the Convention after the deposit of the fiftieth instrument of ratification, acceptance, approval or accession, the Convention shall enter into force on the ninetieth day after the date of deposit by such State or regional economic integration organization of its instrument of ratification, acceptance, approval or accession. As of July 2002, 45 nations had received GEF approval for funds to develop National Implementation Plans.	<ul style="list-style-type: none"> - National priorities for chemicals - Enabling legislation - Training - Resources - Infrastructure enhancement (e.g., for laboratories to enable monitoring) - Ease of access to funds (e.g., where capacity is weakest across board, knowledge and personnel available to prepare proposals may be affected as well) 			<ul style="list-style-type: none"> - Development of effective national outreach strategies to communicate to small farmers. - Support (financial and training) for Integrated Pest Management
15	<i>[Bahia by 2003]</i> All countries have reported on risk reduction initiatives they have taken on other chemicals of major concern [other than those addressed by Stockholm]. <i>[Priorities D3]</i> The FSC is requested to invite countries and regions to present at Forum IV risk reduction initiatives on other chemicals of major concern. Thought Starter Linkages:1, 2,6,9,10	Pesticides risk reduction: A 1999 FAO/OECD Risk Management Survey indicates that most of the countries had a legislative or legal framework for the development of policies related to pesticide risk reduction. (FAO/OECD Pesticide Risk Reduction Survey, 1999)	<ul style="list-style-type: none"> - Regulations - Enforcement - Capacity to implement policies and resources <p>FAO has noted with respect to pesticides:</p> <ul style="list-style-type: none"> - Lack of extension personnel; - Inadequate resources - Poor infrastructure. - Pressures from farmers - Monitoring and enforcement training and costs relative to small farmers 			

PROGRAMME AREA D: ESTABLISHMENT OF RISK REDUCTION PROGRAMMES						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
16.	[Bahia by 2002; Priorities D4] 70 or > countries will have implemented systems aimed at preventing major industrial accidents and systems for emergency preparedness and response. [D4] These systems should be in accordance with international principles.	36 countries of 56 responding to IFCS survey have a national system for emergency preparedness and response. Nine of the 56 of 206 eligible respondents to IFCS indicators survey have ratified and implemented the ILO Convention 174 on Prevention of Major industrial accidents; 23 have initiated efforts to ratify ILO convention.	<ul style="list-style-type: none"> - Enabling legislation and policies required - Inadequate enforcement - Lack of training - Inadequate resources and infrastructure - Lack of information exchange due to confidentiality (.e.g., for deliberate acts) 	<p>Re emergency prevention, preparedness and response:</p> <ul style="list-style-type: none"> - More countries require systems, which need to be kept up-to-date - National communication of incidents needs to be improved 	<p>Re emergency prevention, preparedness and response:</p> <ul style="list-style-type: none"> - Coverage of all types of incidents, not just major accidents - Process Safety management for control of major accident causes - International cooperation in preventing, detecting and responding to incidents 	<p>Prevention:</p> <ul style="list-style-type: none"> - Encourage and facilitate adoption of ILO, OECD, UNEP guidance on major industrial accidents by national governments - Encourage and facilitate adoption of process safety management by process industries on a global basis <p>Emergency preparedness and response:</p> <ul style="list-style-type: none"> - Strengthen WHO global alert and response - Capacity building, technical support, guideline development - Expand international health regulations to cover chemicals (started). - Link to poisons centres
17.	[Bahia by 2003] A report will have been prepared on the problem of acutely toxic pesticides and severely hazardous pesticide formulations and recommending sound management of chemical options. [Priorities D5] The Forum requests the FSC to provide initial input on the extent of the problem of acutely toxic pesticides, and provide guidance for sound risk management and reduction, including options for phasing out, where appropriate, and report to Forum IV. Thought Starter linkages: 2	The FSC has prepared the requested report as a decision document for Forum IV (IFCS/FORUM IV/10w). On 12 July 2002, copies of the Severely Hazardous Pesticide Formulation (SHPF) report form and instructions were sent to all Designated National Authorities of the Rotterdam Convention, as well as a broad range of intergovernmental and non-governmental organizations, bilateral and multilateral aid agencies.				Include recommenda-tions from Forum IV decision document IFCS/FORUM IV/10w.

PROGRAMME AREA D: ESTABLISHMENT OF RISK REDUCTION PROGRAMMES						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
18.	[Priorities D5] The Forum further “Urges countries to apply the existing mechanisms under the Rotterdam Convention to notify the Secretariat for the Rotterdam Convention on severely hazardous pesticide formulations under conditions of use in developing countries and countries with economies in transition, and request the Secretariat for the Rotterdam Convention to report on progress to Forum IV.					
19.	[Priorities D6] The IFCS should support and encourage the UN Food and Agriculture Organization (FAO) in its efforts to adopt a revised Code of Conduct on the Distribution and Use of Pesticides. Following FAO adoption of the Revised Code, the IFCS should (a) support and encourage governments to play an active role in its observance and (b) work with the FAO and all main stakeholders to enable them to play an active role in monitoring progress on implementation of the Code.	Revised <i>International Code of Conduct on the Distribution and Use of Pesticides</i> adopted by FAO Council November 2002.				
20.	[Bahia by 2002; Priorities D7] 30 or > countries that did not previously have poison centers will establish them and in countries with such centers, 70 or > will have strengthened these centers. Thought Starter Linkages: 1-7, 9	WHO indicates there are 12 countries with new poison centers and another 7 planning them; IFCS indicates 27 new centers.	<ul style="list-style-type: none"> - Overall number and quality of health care facilities, including decentralized facilities - Financing (staff; facilities; outreach) - Training - Access to information for responding to intoxication - Telecommunications infrastructure - Poor awareness of what a poison centre really is and what it can do. 	<ul style="list-style-type: none"> - More countries need to strengthen their poisons centres (in some countries poisons centre activities are weakening through lack of support) - Momentum for establishment of poisons centres must be maintained 		<ul style="list-style-type: none"> - Improve awareness of role of poisons centres in chemical safety - Strengthen link between poisons centres and work under conventions for POPs, PIC and GHS - Improve access to training - Explore provision of poisons centres on a regional basis. - Identify donors.

PROGRAMME AREA D: ESTABLISHMENT OF RISK REDUCTION PROGRAMMES						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
21.	<p>[Bahia by 2004; Priorities D8] At least two additional countries in each IFCS region will have established a Pollution Release and Transfer Register (PRTR) or emissions inventory. Countries without a PRTR/emission inventory should consider to initiate a national PRTR/emission inventory design process that involves affected and interested parties and takes into consideration national circumstances and needs.</p> <p>Thought Starter Linkages: 1,2,3,4,5,6,7,9,10</p>	<p>The IFCS Simple Indicators of Progress Survey of 2002 lists 13 of 56 respondents who indicate they have PRTR systems in place and 22 nations that are initiating work. Of the 56 respondents, 30 have air emissions inventories; 31 water release inventories; and 27 waste inventories.</p> <p>The IOMC PRTR Coordinating Group has prepared a progress report for Forum IV that includes an examination of capacity building issues and activities. (IFCS/Forum IV/ 5 INF).</p>	<ul style="list-style-type: none"> - Enabling legislation - Training - Monitoring capacity to enable verification of reporting 			

PROGRAMME AREA E: STRENGTHENING OF NATIONAL CAPABILITIES AND CAPACITIES FOR MANAGEMENT OF CHEMICALS						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
22.	<p>[Bahia by 2002; Priorities EI] Most countries, through a multi-stakeholder process, will have developed a National Profile on chemicals management.</p> <p>Thought Starter Linkages: 1, 2, 9,10</p>	<p>By August 2002, 69 countries had prepared a National Profile; another 23 are in process of preparing them. IFCS Simple Indicators of Progress cites 21 nations preparing comprehensive chemicals profiles; 25 that have national action plans based on 56 nations responding to its survey. UNITAR/IOMC pilot project with 7 developing and EIT nations aims to strengthen chemicals management foundations via training & guidance materials.</p> <p>Note: Stockholm Convention NIPs require comprehensive approach similar to a National profile. As of July 2002, 45 nations had GEF approval for funds to develop NIPs. UNEP has a 12-nation pilot for development of NIPs.</p>	<ul style="list-style-type: none"> - Financing for countries & UNITAR; - Perception of chemicals in hierarchy of national priorities - Lack of interagency coordination in some nations - Designation of lead agency - Dedicated and trained personal for SMC - Commitment to stakeholder inclusion and transparency - Awareness raising to engage public and financing 			
23.	<p>[Bahia by 2002; Priorities EI] Most countries, through a multi-stakeholder process, will have ensured national coordination for the sound management of chemicals</p> <p>Thought Starter Linkages: 1, 2, 4, 5</p>	<p>32 countries of 56 responding to IFCS survey have established interministerial / intersectoral coordinating mechanism; 33 have developed national priorities for the Sound Management of Chemicals (SMC) and 26 have developed national strategies for SMC.</p>	<ul style="list-style-type: none"> - Government and/or stakeholder perception of importance of chemicals in hierarchy of environmental priorities - Enabling legislation - Hierarchical and horizontal bottlenecks in governments and international organizations - Institutional capability and continuity - Commitment to transparency, inclusion of stakeholders - Costs involved in inclusion of some groups 			

PROGRAMME AREA E: STRENGTHENING OF NATIONAL CAPABILITIES AND CAPACITIES FOR MANAGEMENT OF CHEMICALS						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
24.	<p>[Bahia by 2005; Priorities E2] Most countries will have developed national policies with targets for improving the management of chemicals.</p> <p>Linkages: 1-10</p>		<ul style="list-style-type: none"> - Financing - Infrastructure capacity 			
25.	<p>[Priorities E3] OECD countries, other IFCS participants, and non-profit organizations, and other institutions, should begin work immediately to mobilize sufficient financial resources and technical assistance for the SMC, including technology transfer as appropriate, providing opportunities to all countries to support activities under the Forum programmes of action.</p> <p>[Priorities E3] The FSC should review assistance given to countries to support capacity building for the SMC and report back to Forum IV.</p>	The FSC has prepared the requested report and it is available as a decision document for Forum IV (IFCS/FORUM IV/11w) .				<p>Include recommendations from Forum IV Decision Document IFCS/FORUM IV/11w</p>
26.	<p>[Bahia by 2003] An effective Information Exchange Network on Capacity Building for SMC will be operating.</p> <p>[Priorities E4]The Forum supports development of an Information Exchange Network on Capacity Building for the SMC and within the framework of the IFCS calls upon countries, international organizations, industry, labour unions, public interest groups and academia to actively participate in this effort by 2003.</p>	The Information Exchange Network on Capacity Building for the SMC (INFOCAP) was launched in July 2003 – see www.infocap.info .				

PROGRAMME AREA F: PREVENTION OF ILLEGAL INTERNATIONAL TRAFFIC IN TOXIC AND DANGEROUS PRODUCTS						
	KEY GOALS & PRIORITIES	STATUS	OBSTACLES	GAPS	OMISSIONS	POTENTIAL ACTIONS
27.	<p>[Bahia by 2003] The Forum will consider recommendations for prevention of illegal traffic in toxics and dangerous products; countries will have elaborated their national strategies.</p> <p>[Priorities F1] The Forum requests that the IOMC establish a working group on illegal trafficking and that the working group, building on ongoing activities within IOMC participating organizations, shall assess illegal traffic, review measures to detect and prevent illegal traffic, and make recommendations as to how to advance and add value to efforts of Interpol, the Organization for Prohibition of Chemical Weapons, and the World Customs Organization. Interim reports on the progress of analysis should be made to the FSC</p> <p>Regarding:</p> <ul style="list-style-type: none"> - Legislation and enforcement programmes; capacity to detect illegal imports and exports; resources and operational mechanisms for assistance to developing nations and EITS; extent of illegal traffic; - Extent of cooperation and coordination among stakeholders; - How international conventions related to SMC may be more effectively applies to transboundary movement of chemicals. <p>Thought Starter Linkages: 1,2,4,5,6,7,9</p>			[F1] IOMC Working Group not established		
28.	<p>[Priorities F2] The Forum recommends that governments elaborate national strategies for prevention, detection, and control of illegal traffic, including the strengthening of laws, judicial mechanisms, and the capacity of customs administrations and other national authorities to control and prevent illegal shipments of chemicals, by enhancing information systems, e.g. case reporting systems, training, and other practical measures.</p> <p>Thought Starter Linkages: 1,2,4,5,6,7,9</p>	25 of the 56 countries participating in the IFCS survey have developed national strategies for prevention of illegal traffic in toxic and dangerous products.	<ul style="list-style-type: none"> - Enabling legislative and adequate regulatory frameworks - Monitoring and analysis infrastructure and capacity - Training (Customs officials; etc.) 			

BAHIA DECLARATION and PRIORITIES FOR ACTION BEYOND 2000—GAPS OF OMISSION (TOPICS)				
NO.	OMISSIONS IN BAHIA AND PRIORITIES (i.e., topic areas that do not apply to key goals topics in these documents)	STATUS	OBSTACLES	POTENTIAL ACTIONS
29.	Reduce Respiratory diseases and other health impacts resulting from air pollution, with particular attention to women and children as per the World Summit on Sustainable Development (WSSD) , Plan of Implementation (POI), Paragraph 56			
30.	Reduce air pollution, including transboundary air pollution, acid deposition and ozone depletion (WSSD POI, Paragraph 39).			
31.	Consider actions on chemical classes/clusters or chemical specific actions with respect to the following: - Mercury - Ozone (1987 Montreal Protocol on Substances that Deplete the Ozone Layer) - Lead (WSSD POI 56b re: phase out of lead in gasoline; 57 re: phase out of lead in paints and other sources of human exposure, especially in children, and strengthening monitoring and surveillance efforts and treatment of lead poisoning. - Arsenic - Fibres, including asbestos Petroleum-derived products			
32.	Consider application of the provisions of the Transport, Health and Environment Plan—European Programme (the PEP) re: integration of environmental and health aspects into transport policies and decisions, - more sustainable mobility and urban transport.			
33.	Strategies to promote waste management and pollution control. Are provisions in existing mechanisms (MEAs, domestic law, etc) sufficient, for example with respect to WSSD Vision 2020 and life-cycle SMC concepts?	Infrastructure for sound management of wastes relative to handling, storage and treatment/disposal of wastes needs to be strengthened.	- Lack of legislation - Lack of resources - Poor or non-existent infrastructure. - Technology transfer and training required	
34.	Improving access to existing resources re: closing the widening gap in developing with respect to SMC in developing nations			Awareness raising/training for developing nations re: how they can mainstream SMC priorities in their Country Assistance Strategies to access resources

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**ANNEX B–Strategic Approach for International Chemicals Management: Annotated Outline
 (to assist with preparation of PrepCom 1 presentation on outcome of Forum IV discussions)**

Section	
1	<p>Purpose</p> <p><i>Example topics for this section:</i></p> <ul style="list-style-type: none"> ○ Decision Document as adopted by Forum IV to serve as input to the next step in the SAICM process ○ The need for a comprehensive and coordinated international approach to the sound management of chemicals has been recognized for more than 30 years at numerous major global meetings, most recently the 2002 World Summit on Sustainable Development (WSSD) ○ The IFCS <i>Bahia Declaration and Priorities for Action Beyond 2000</i> endorsed in February of 2002 by the UNEP Governing Council in GC SS/VII.3 provides a foundation for further development of a strategic approach to chemicals management ○ The SAICM Working group of the Forum Standing Committee invited stakeholders at the Forum IV meeting on <i>Chemical Safety in a Vulnerable World</i> to identify gaps in the <i>Bahia Declaration and Priorities for Action Beyond 2000</i> or in their implementation and potential remedies for these gaps in accordance with Paragraph 4 of the GC SS/VII.3 ○ A Forum IV <i>Thought Starter</i> was distributed to participants prior to Forum IV to stimulate discussion together with a tracking table for use during participant’s discussions on obstacles and gaps ○ The outcome of Forum IV discussions, including as they relate to the President’s analysis of progress are summarized in this document for consideration at the first PrepCom of the International Conference on Chemicals Management. ○ This exercise accords with the Plan of Implementation at the World Summit on Sustainable Development (WSSD), which proposed in its Paragraph 23 a vision to: <p style="margin-left: 40px;"><i>Renew the commitment, as advanced in Agenda 21, to sound management of chemicals throughout their life cycle and of hazardous wastes for sustainable development as well as for the protection of human health and the environment, inter alia, aiming to achieve, by 2020, that chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment, using transparent science-based risk assessment procedures and science-based risk management procedures, taking into account the precautionary approach, as set out in principle 15 of the Rio Declaration on Environment and Development, and support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance</i></p> ○ This SAICM Working Group emphasizes that this document represents a contribution for further exploration at the first PrepCom and subsequent processes
2	<p>Background (the Bahia Declaration and Priorities for Action Beyond 2000)</p> <p><i>Example topics for this section:</i></p> <ul style="list-style-type: none"> ○ The <i>Bahia Declaration</i> lists six priorities for review at Forum IV, Forum V and beyond, as well as specific goals with target dates for their achievement. These goals are expanded upon in <i>Priorities for Action Beyond 2000</i>: <ul style="list-style-type: none"> – Programme Area A: Expanding and accelerating international assessments of chemical risks; – Programme Area B: Harmonization of classification and labelling of chemicals; – Programme Area C: Information exchange on toxic chemicals and chemical Risks; – Programme Area D: Establishment of risk reduction programmes; – Programme Area E: Strengthening of national capabilities and capacities for management of chemicals; and

	<ul style="list-style-type: none"> - Program Area F: Prevention of illegal international traffic in toxic and dangerous products. o Specific goals that might merit foregrounding based on Forum IV discussion could be noted here, or the full list reproduced
3	<p>Status</p> <p><i>Example topics for this section:</i></p> <ul style="list-style-type: none"> o A brief overview summary to be drawn from President's analysis of progress report and from the Forum IV discussion where there appears to be adequate consensus on particular goals or cross-cutting concerns o This section could list central themes taken into account during the Forum IV discussion if there is adequate concurrence by stakeholders, e.g. themes noted in the Thought Starter annex table: <ul style="list-style-type: none"> - Recognition that developing nations are struggling to "catch up" - Financing/Resources - Information exchange - Technology transfer - Sound science and science based information - Training - Infrastructure - Policy and institutions (international and domestic) - Public engagement
4	<p>Obstacles to achievement of <i>Bahia Declaration</i> and <i>Priorities for Action Beyond 2000</i> (will come out of Forum IV discussion)</p> <p><i>Example topics for this section:</i></p> <ul style="list-style-type: none"> o Obstacles were understood to be structural or operational deficiencies or other impediments that prevent or delay the performance or the achievement of expected results o A description and analysis of the main obstacles (this would come out of the Forum IV discussion informed by the Thought Starter) o Priority obstacles to overcome would be identified
5	<p>Gaps in achieving <i>Bahia</i> and <i>Priorities for Action Beyond 2000</i>, and gaps in <i>Bahia</i> itself (will come out of Forum IV discussion)</p> <p><i>Example topics for this section:</i></p> <ul style="list-style-type: none"> o Gaps were understood by FCS SAICM WG members to include needs that have not been met relative to the <i>Bahia Declaration</i> and <i>Priorities for Action Beyond 2000</i>, or in implementation of the goals; and gaps of omission in the declaration itself o The gaps discussion could be organized based on: <ul style="list-style-type: none"> - Programme Areas A-F; or - Related to themes such as 1-10 in the Thought Starter annex table (i.e., catching up; infrastructure; sound science/science-based; financing/resources; public engagement, policy international; policy domestic; etc.)
6	<p>Potential Action Areas (will come out of Forum IV discussion)</p> <p><i>Examples of topics for this section:</i></p> <ul style="list-style-type: none"> o Provide criteria for beginning to select actions to address obstacles and gaps based on the preceding analysis (e.g. potential to improve chemical safety at the global, national and regional levels; realistic with respect to the professional, organizational and economic resources available) o Suggested priority action list and description for discussion at PrepCom 1
7	<p>Conclusions</p>