

Case Study: Chemical Accident Prevention and Preparedness Programme for West Africa: Senegal

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1. Introduction

Growth in the industrial sector has been a valuable element of economic development strategies in many countries worldwide. However, many of the chemicals used in industrial operations present a risk of accidents that can cause extensive harm to people, the environment, and local or even national economies. To address this risk, UNEP conducts a number of activities related to capacity building for improved chemical management, particularly with respect to prevention and preparedness for chemical accidents. UNEP's activities aimed at preventing and minimizing the consequences of chemical accidents include the Flexible Framework Initiative, which is a joint effort to develop practically oriented guidance for national governments on chemical accident prevention and preparedness. This case study has been prepared to provide a summary of country level CAPP Programme project activities conducted in Senegal as part of UNEP's Flexible Framework Initiative.

The purpose of this "Chemical Accident Prevention Programme for West Africa" project is to build the capacity of relevant institutions in Mali and Senegal to develop systems aimed at chemical accident prevention and preparedness. The project consists: of identification of the country's situation with respect to chemical accident risks; definition of needs and priorities for improved management of chemical accident risks; and capacity building through training. The project also provides valuable experience and feedback, which is used in the development of guidance materials (*i.e.*, the Flexible Framework Implementation Support Package). The Environment Agency of Senegal (*Direction de l'Environnement et des Etablissements Classés- DEEC*) is the lead implementing agency in the country. Project activities are coordinated by UNEP, in partnership with the French *Institut National de l'Environnement Industriel et des Risques* (National Institute of Environmental Industry and Risks) (INERIS).

This case study outlines the activities conducted as part of the project to date, stakeholders who played a role, and activities planned for the future. It provides background information on the Flexible Framework Initiative, and Senegal's situation with respect to chemical accident prevention and preparedness.

2. Background Information on the Flexible Framework Initiative

The Flexible Framework initiative is part of UNEP's ongoing activities to build capacities and develop technical tools, methodologies and strategic frameworks for environmentally sound production and use of chemicals. The Initiative was started in 2007, following an action point from the Strategic Approach to International Chemicals Management (SAICM) Global Plan of Action (GPA) to develop collaborative practically oriented tools for chemical accident prevention.

The purpose of the Flexible Framework Initiative is to:

- increase countries' understanding of issues related to chemical accident prevention and preparedness;
- improve the capacity of relevant institutions, agencies and experts to address the risks of chemical accidents; and
- help countries to develop and implement an appropriate CAPP Programme.

As part of the Initiative, an Expert Working Group was established, consisting of selected experts in the fields of chemical safety and industrial accident prevention and preparedness. The Expert Working Group included representatives from relevant UN agencies (UNEP, UNIDO, ILO, UNECE, UNITAR, WHO, Joint UNEP/OCHA Environment Unit, etc.), the European Commission (DG Environment and the Joint Research Centre), the

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Organisation for Economic Co-operation and Development, selected countries, and industrial associations, as well as independent experts. The Expert Working Group met five times between November 2007 and April 2010 to prepare the *Flexible Framework for Addressing Chemical Accident Prevention and Preparedness (Guidance)*. The *Guidance* was designed to assist countries wishing to implement, revise or improve chemical accident prevention and preparedness (CAPP) programmes, and was published in July 2010 (ISBN: 978-92-807-3094-4)¹. The Expert Working Group continued to meet since the publication of the *Guidance* to develop an *Implementation Support Package* to accompany the Flexible Framework Guidance. The Implementation Support Package was published in September 2012 (ISBN: 978-92-807-3265-8)².

3. Background Information on Senegal

Senegal's economy is heavily based on the industrial and services sector, as they respectively make up 21 and 61.8% of the nation's GDP. The industrial sector is centred in the capital - Dakar - where 91% of all industries are situated. The agricultural sector makes up 17% of the nation's GDP, although that number is a bit misleading, as many chemical products used in the agricultural sector (such as fertilizers and pesticides) are produced in the country and are considered part of the industrial sector. Pesticides, fertilizers, and petroleum products are not only imported and stored in Senegal, but are also manufactured in the country, therefore making them a chief safety concern. The principal industrial products are plastic, paper, clothing, soap, phosphoric acid, nitrogen-based fertilisers, hydrocarbons, cement, ethanol, phosphates, and metals as well as agricultural products including flour, drinks, and sugar. Further, one part of the industrial sector also includes the processing of cotton, peanuts, and various fruits and vegetables.

The Environmental Code of 2001 (Le Code de l'Environnement n°2001-01) and its amendments regulate major accident prevention in Senegal. There is an obligation to perform a safety report within the Environmental Impact Assessment Process, which is to be validated by the National Technical Committee for Chemicals. The legal framework follows the principles of the regulatory framework of France and considers land-use planning obligations, inspections and on-site preparedness planning. However, though Senegal has signed on to many international mandates related to the safe handling and use of hazardous materials, they are often not adequately implemented. In addition to these legislative gaps in the country's safety practices, Senegal faces issues regarding insufficient personnel and technical resources in the prevention of chemical accidents. National ministries in charge of ensuring the implementation of safer practices include, but are not limited to: the Ministry of Environment, the Ministry of the Interior, the Ministry of Agriculture, the Ministry of Industry, the Ministry of Labour, and the Ministry of Customs.

Chemical accidents in Senegal might involve hazardous materials as ammonium (fishing), chlorine (water treatment), oil, bitumen, diesel, acetone and other flammables and industrial gases, as well as dust explosions (storage of grain). In 2005, the DEEC commissioned Quartz Afrique to develop a risk mapping of the most likely chemical accident risk scenarios for the capital city of Dakar.

The most well-known accident that occurred in Senegal took place in 1992 at the peanut oil processing factory, at the time called SONACOS, leading to 140 deaths and 300 people injured. In general, Senegal is prone to road

¹ http://www.unep.fr/scp/sp/saferprod/pdf/UN_Flexible_Framework_WEB_FINAL.pdf

² http://www.unep.fr/scp/sp/saferprod/pdf/UN_Flexible_Framework_ISP.pdf

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accidents, related to the transport of petroleum products. However, Senegal does not yet have inventory/database collecting information on all accidents impeding a comprehensive overview of past accidents.

4. Project Initiation

The project planning was initiated in February of 2009, when Senegal and Mali together submitted a regional project application to receive funds from the SAICM Quick Start Programme Trust Fund. The Quick Start Programme Project proposal was conditionally accepted by the Trust Fund Implementation Committee in April of 2009. In July 2010 UNEP and the DEEC signed the project agreement, officially marking its initiation. The French Ministry of Ecology, Sustainable Development, Transport and Housing (MEDDTL) has provided additional funding to complement the Quick Start Programme funding in order to cover the expenses associated with the translation of materials (*The Flexible Framework Guidance*) as well as technical and project support by INERIS.

5. Stakeholders Involved

The DEEC took the lead with regard to the implementation of the project. DEEC's primary objective is to ensure the development and enforcement of state policies regarding pollution, environmental nuisances, mapping and imaging.

DEEC is supported by a number of national institutions and international partners. UNEP's participation is coordinated through the Division of Technology, Industry and Economics (DTIE) – Business and Industry Unit. INERIS is a subdivision of the French Ministry of Ecology, Sustainable Development, Transportation and Housing, whose purpose is the prevention of risks that economic activities might impose on the health and safety of people, their property, and the environment³. Mr. Franck Prats, from INERIS, has helped greatly with the project, providing his expertise along every step of the implementation. Mr. Mohammed Diawara, founder and director of Quartz Afrique and a Senegalese expert in industrial chemical safety, was another individual whose input was of great importance to the success of the project.

Because the *Flexible Framework Guidance* promotes a multi-stakeholder approach that requires coordination and cooperation between different government authorities and other relevant organisations, a number of other ministries and non-governmental stakeholders have also participated in project activities. A multi-stakeholder, multi-agency task force was established by DEEC to deal with CAPP issues and drive project activities. This includes the Ministries of Agriculture; Health, Industry; Civil Protection; and the Environment, Ecology and Nature Protection and as well as a Representative of local authorities. SPIDS (an industry labour union,) attended as a representative of the industrial sector, and Pan Africa, is an example of NGOs in attendance.

³ Founded in 1990, INERIS deals with accidental risks (for example at Seveso sites), chronic risks (such as air, water, and soil pollution), and risks associated with the mining sector (gas fumes, post-mining issues, etc). INERIS also provides certification, training, and tools to help with the processes surrounding risk management.

6. Project Activities

6.1 Inception Workshop

Project activities began with a National Inception Workshop held on 9-10 November 2010, hosted by DEEC and jointly organised by DEEC, INERIS, and UNEP. The workshop was attended by approximately 55 representatives from various ministries, institutions, academia, NGOs and the private sector. DEEC's goals for the Inception Workshop were six fold:



- Present the industrial landscape of the country and its continuing evolution (e.g., industrial project implementation or modification of existing infrastructures);
- Identify the existing regulations, and nature of the related resources, for the application of regulations (e.g., ministry offices, safety inspectors [for the prevention of major technological risks], and emergency services in the case of an industrial accident);
- Specify the roles and responsibilities of governmental entities in charge of the prevention of risks;
- Present examples of chemical accidents that occurred in the country;
- Present the relevant enterprises, industries, and working groups that include professionals who strive toward the understanding of chemical accident risks;
- Present relevant research as well as university curriculum currently being implemented in the country.

Additionally, DEEC aimed to better define government roles and priorities, identify key elements for developing adequate regulations, and build technical capacity for response to chemical accidents. It was also mentioned that the workshop should help create a foundation for project activities by obtaining (i) a commitment to participate in multi-agency task force, (ii) a commitment to contribute to the development of the country assessment, and (iii) the identification of major hazards and needs in the country.

The workshop agenda was developed by DEEC with assistance from INERIS, UNEP, and international experts from the European Commission. Representatives from partner organisations, including Franck Prats from INERIS, as well as experts such as Mr. Luciano Fabbri from the European Commission, gave presentations on the characteristics, consequences, and examples of chemical accidents; existing legislative systems for the management of hazardous chemicals; the *Flexible Framework Guidance*; CAPP implementation project activities; and expected project outcomes. Mr. Mohamed Diawara from Quartz-Afrique, gave a presentation on the practice of risk mapping, and the importance of the risk mapping done in Senegal.

Representatives from relevant Senegalese institutions (including the Ministries of Environment, Industry and Civil Protection) presented the existing Senegalese approach to hazardous chemical management and an overview of industry in Senegal. Additionally, group discussions and working sessions were held to identify possible objectives of a CAPP programme in Senegal and the challenges and opportunities for its implementation, as well as potential groups to be included in the existing multi-stakeholder task force.

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6.2 Task Force Meetings

Following the Inception Workshop, DEEC established a multi-stakeholder task force to allow the public and private sector to work together in developing a sustainable system for chemical accident prevention and preparedness in Senegal. This task force, with assistance from INERIS, acts as the main driving force for project activities and is mandated by its TOR. The task force built upon the national Technical Committee for Chemicals.

The task force is responsible for determining the most relevant issues and priorities related to chemical accident prevention and preparedness within the country, as well as a path forward for the implementation of CAPP programme elements to address these issues taking into account the *Flexible Framework Guidance*. The *Guidance* has now been translated into French with the support of the MEDDTL. The French version of the *Guidance* has been published and printed as part of the project activities in Senegal.

The task force is also responsible for the development of the two main project deliverables: the Country Situation Report (an overview of the nature and extent of chemical risks within the country and the existing legal structures and responsibilities related to management of chemical risks); and the Roadmap (an outline of the steps necessary for the implementation of measures related to chemical accident risk management) including a Needs Assessment (a summary of the main requirements and priorities for the country to improve its management).

The DEEC has organised three meetings of the task force:

- The first meeting of the task force was conducted on 9 February 2011. The objectives of this meeting were to finalize the composition of the task force and to present and facilitate discussion on the outline for the Country Situation Report and Needs Assessment. This half-day meeting was also used to schedule planned activities and key project milestones, and to discuss the relationship between the project and existing activities related to chemical management in Senegal. During this meeting, task force members also agreed upon the terms of reference for task force activities, which outline the responsibilities and participants in the task force.
- The second task force meeting was held on 28 June 2011. At this meeting, a synthesis of the results from the Country Situation Report was presented, along with a preliminary Needs Assessment. The goals of the meeting were to assess the gaps and needs surrounding CAPP, to come to an agreement regarding the outline of the Roadmap, and to plan the second Capacity Building Workshop, as well as to set up future objectives. The main issue that was brought up was the fact that there seemed to be a lack of inter-agency coordination in dealing with the possible risks in the industrial sector, as well as a lack of knowledge of the risks of accidents on the part of workers and local authorities.
- A third task force meeting was held on 4 July 2012. The main purpose of this meeting was to discuss the results of the Needs Assessment and the draft Roadmap, allowing for the prioritisation of issues and leading to an action plan. In addition, this meeting paved the way for the identification of the possibility to involve the Basel and Stockholm Convention Regional Centre for Francophone West Africa in possible, future regional activities relating to chemical accidents.

During the second meeting of the task force a sub-group of the task force was established charged with the further development of the Country Situation Report and the Needs Assessment. The sub-group consisting of DEEC, respective agencies charged with Civil Protection, Industry, Local Communities, and Work, as well as the Anti-

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Poison Centre. The sub-group met regularly throughout 2011-2012 to develop the Country Situation Report and analyse needs to develop the Needs Assessment.

6.3 Training Workshops



A three-day training workshop was held to increase the capacity for national and local-level institutions to manage chemical risks on 29-30 June and 1 July 2011. These training sessions were jointly designed by DEEC, INERIS, UNEP and Quartz Afrique, based on the issues and priorities identified in the Country Situation Report. Additionally, the agenda was commented on by some Members of the UNEP Expert Working Group related to the Flexible Framework Initiative. The objective of the training workshops was to build institutional capacity on chemical accident prevention and preparedness in order to be able to implement a CAPP programme anchored in policy. Approximately 40 participants attended the training session, including national task force members (academia, private sector and line government agencies) as well as a number of inspectors and officers from the DEEC.

This training workshop covered topics such as an analysis of the strengths and weaknesses of Senegalese risk management, the presentation of the *Flexible Framework Guidance* that could be useful in the assessment of needs in the Senegalese concept, the risks associated with chemical products, and how to use available information to mitigate such risks. Further topics included how to analyse a safety report and how to make decisions accordingly. Mr. Franck Prats and Mr. Mohammed Diawara also presented information on risk assessment, safety reporting, inspection, and methods for undertaking a risk mapping.

In addition to the presentations described above, training attendees participated in a number of group exercises and discussions. Exercises were conducted on identifying hazards and risks, assessing the causes of accidents, and defining the scope of a CAPP programme. Discussions were held to identify industries or situations in Senegal that present chemical risks, possible consequences of accidents, and ways to prevent accidents.

On the third day, the participants visited a working industrial site in Dakar. Senstock, a fuel and LPG storage facility, was gracious in hosting the visit. After being shown how to do a safety inspection, the group was brought together to discuss their findings.

A second training workshop was organised by DEEC, UNEP, INERIS and CYPRES (Centre d'Informations pour la Prévention des Risques Majeurs) on 2-3 July 2012. Following the programme and results of the first training workshop, which took place in 2011, the second training aimed to deepen the knowledge of the participants on safety reports, hazard identification and risk assessment. It also provided the opportunity for participants to carry out exercises related to doing a risk assessment in practice.

Following an identified need, the second day of the training workshop focused on the prevention of, and preparedness for, chemical accidents at the local level. To accomplish this objective, INERIS and CYPRES gave presentations on emergency preparedness and information to the public. They furthermore introduced the importance of considering land-use planning as an element of safe industrial development. The day also included discussions, provoked by a representative of the Municipal Government of Mbao, highlighting the concerns of the municipality.

6.4 Project Closure and CAPP Roadmap Launching Workshop

As a final project activity, DEEC organised a Project Closure Workshop held on 6 December 2012 to discuss conclusions and lessons learned from project activities, to review the Roadmap for CAPP implementation, and to identify plans for future activities. The meeting was attended by 44 participants, including members of the Task force, participants from UNEP, INERIS, Quartz Afrique and national experts as well as a delegation from Mali that was involved in the CAPP Project in Mali.

Mr. Ablaye Diaw, a national expert, presented Senegal's main results and deliverables in relation to the Roadmap inviting participants from other agencies to provide their comments on it. The presence of representatives of Mali's CAPP Programme allowed thinking in terms of a comparative analysis between both countries' Roadmaps. This, in turn, helped to identify strengths and weaknesses of the Roadmaps and to evaluate their feasibility or inherent opportunities. Related to this, in various presentations, such as in the one given by Franck Prats from INERIS, the scenario was outlined how both countries in a cross collaboration could also develop a regional system or vision for the prevention of chemical accidents and thereby export the success related to the CAPP project to other West African countries.

The workshop also included a discussion led by Ms. Johanna Suikkanen from UNEP on the lessons learned from the CAPP project and priorities and needs for CAPP Programme implementation in the countries. In particular, the need for training relevant institutional capacities on accident prevention and preparedness in order to be able to successfully implement a CAPP Programme anchored in policy was mentioned.

The overall participation throughout the workshop was good and considerable time was spent on the discussion of earlier project activities. This, however, did not always leave enough time to focus on future action and corresponding prioritisation of activities within the framework of the Roadmap. The priorities for CAPP Programme implementation are discussed in the following sections ("Needs Assessment and Roadmap" and "Next Steps").

7 Project Reports and Outcomes

As part of the project, the two key deliverables - the Country Situation Report and the Roadmap with the Need Assessment - were prepared by CEED with periodic review of successive drafts and input from the Task force members, as well as extensive technical support by INERIS and UNEP as well as the international experts involved in the project.

The **Country Situation Report** presents an overview of the nature and extent of chemical accident risks within Senegal, as well as the existing legal structures and responsibilities related to the management of these risks. It was prepared by gathering information from consultations, stakeholder records, media reports, and other sources.

The **Roadmap** is an outline of the necessary steps for the implementation of elements of a CAPP Programme to address the priorities identified according to a Needs Assessment, which was developed on the basis of the information given in the Country Situation Report. In this sense, one section of the Roadmap provided a review of the status of CAPP Programme elements in Senegal, resource and capacity building needs for the programme's development, possible sources of funding, and recommendations. This, in turn, helped to create a schedule of milestones for development and implementation of a CAPP Programme, as well as a summary of high-priority actions and needs.

8 Project Accomplishments

The overall objective of the project was to enhance the capacity of relevant institutions in Senegal to manage and respond to chemical accident risks, with a long-term view of developing a comprehensive CAPP Programme building upon existing legislation. To meet this objective, a multi-stakeholder task force for the establishment of a CAPP Programme was created to serve as the main driving force for project activities and to allow for continuing activities related to CAPP beyond the lifetime of the project. The three held task force meetings contributed to improved coordination and communication between government agencies, industrial representatives, and other stakeholders. To sustain project activities in the future, the task force will continue its work under the framework of the national Technical Committee for Chemicals.

In addition to the establishment of a task force, the deliverables developed as part of the project will provide a valuable resource for addressing chemical accident risks within the country or general management of hazardous chemicals. The Country Situation Report incorporates data and information from a wide variety of sources and centralizes it into one sound document. The work on it began in January 2011 with a first draft. Prepared by a national expert, Mr. Ablaye Diaw, this draft was presented at the initial task force meeting in February 2011. Comments were made at the meeting, and changes were adopted by Mr. Diaw in time for a second draft to be presented at the 2nd task force meeting in June 2011. Between September 2011 and May 2012, the DEEC undertook consultations of key stakeholders – agencies charged with Civil Protection, Industry, Local Communities, Work, as well as the Anti-Poison Centre – to collect information and finalise the Country Situation Report. Based on these gained insights from the Country Situation Report, the Roadmap is created pointing towards issues that have to be addressed while providing a clear framework for future activities (to be discussed in detail in the next section).

Finally, capacity building training activities conducted in the country have resulted in the improved ability of authorities, industries and other stakeholders in Senegal to identify, assess, and manage chemical accident risks. In the two training workshops, participants obtained an improved understanding of chemical hazards and accidents, hazardous activities, associated legislation within Senegal, and mechanisms for reducing the risk of accidents. The training activities also provided further opportunities for multi-stakeholder engagement and dialogue.

9 Needs Assessment and Roadmap

The task force met for the second time on 28 June 2011 to discuss the Needs Assessment. This meeting was followed by consultations organised by DEEC to ensure the accuracy of the identified needs. Together with UNEP and INERIS, the DEEC designed a questionnaire to evaluate needs, based on the elements of a Chemical Accident Prevention and Preparedness Programme, as presented in the *Flexible Framework Guidance*. The DEEC sent the Needs Assessment questionnaire to the relevant agencies (Civil Protection, Work, Industry and Local Communities) in March 2012 to obtain their inputs for the Needs Assessment. On 18 May 2012, the sub-group met to finalise the Needs Assessment, allowing the DEEC to present the finalised version during a third task force meeting, which took place on 4 July 2012. The presentation allowed for the development of the Roadmap.

In summary, the Needs Assessment identified that a most elements related to a CAPP Programme, as listed in the *Flexible Framework Guidance* are already in place. These include, among others, definitions of key terms; a permitting process; preparation of safety reports, including a guidance for the development of safety reports; an unofficial nomenclature for classified installations; an unofficial inventory of industrial accidents; safety

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inspections; on-site preparedness planning and a community preparedness plan; and the right for authorities to investigate accidents.

Based on the Needs Assessment, certain elements of a chemical accident prevention and preparedness programme would, nevertheless, require further development. These include regulation related to hazardous substances transport; obligations related to off-site preparedness planning and testing of on-site preparedness plans; safety management systems; and enforcement of laws relating to land-use planning restrictions. The assessment furthermore showed that better coordination and sharing of information between different competent authorities and relevant industry would be helpful. Finally, all aspects of information to the public were considered by the assessment to be weak and to require further development.

The discussions that took place during the third meeting of the task force on 4 July 2012 led to the preparation of a Roadmap that aims at addressing the issues outlined in the Needs Assessment while taking into account required available resources. In its final form, the Roadmap focuses on the following four issues in the short run:

1. **Revision of the existing regulations**, including
 - (1) the review and update of existing legislation or adoption of new laws where necessary and
 - (2) a more efficient application of existing legislation.
2. **Preparedness and planning for emergencies**, including
 - (1) an assessment of the current measures in place and resulting changes in practises and
 - (2) the obligation for companies to create a management plan for emergencies.
3. **Strengthen and maintain the capacities of different relevant actors**, including
 - (1) the reinforcement of capacity building of inspectors related to developments in technology, industrial processes and methods for monitoring hazardous installations,
 - (2) the creation of centres of expertise in universities,
 - (3) the carrying out of simulation exercises in order to train for different cases of accidents and
 - (4) the strengthening information exchange between different actors.
4. **Promote the prevention and preparedness for chemical accidents in West Africa**, including taking a leading role in the promotion of accident risk management programmes (i.e. CAPP).

10 Next Steps

Having formally finished the CAPP Project with the Project Closure Workshop in December 2012, the following step would be to successfully implement the activities that have been outlined in the Roadmap. Given that a legal framework and institutions for implementing CAPP programme activities in Senegal are functional, these future activities are likely to focus on application and enforcement. In order to assure the implementation of the Roadmap, it might be helpful to make the document official with the approval of all involved stakeholders. This process has to be accompanied by regular meetings of the National Technical Committee for a concerted course of implementation of the priority actions identified.

At the same time, Senegal could strengthen the cooperation with the international partners UNEP and INERIS to look for future opportunities of funding and for benefitting from the partners' expertise in technical matters. A

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continuing and stable cooperation with such international partners could equally be helpful to assure the continuity of the CAPP Programme and to preserve the related achievements.

Apart from that, Senegal with its – on a regional scale –advanced chemical risk management could use its experience and available capacities to give advice to other West African countries. Thus, disseminating information about the CAPP project and lessons learned from it could help to eventually strengthen the prevention and preparedness for chemical accidents of a whole region.

11 Lessons Learned

Could include:

- Replicability of CAPP Programme Projects: Is it possible for other West African countries to implement the CAPP Programme without active support of UNEP and INERIS?
- Collaborations between stakeholders: Did the project activities reinforce multi-stakeholder collaboration for better preparedness and prevention of chemical accidents?
- The use of the Implementation Support Package: Did it work as planned? Where might be room for improvement? / Where is further guidance needed?
- Applicability of the CAPP project: Is it universally applicable or are there differences in the way it could be applied to Senegal when compared to Mali? (On an abstract level: Can it be applied better to countries with a more advanced chemical accident management system?) / Which elements have to be present for making the CAPP project a success (in terms of internal organisation of the respective country)?
- How can the continuation between the CAPP project and the time after its phasing out be established? What is the role of the different stakeholders in assuring this continuation?