



## **Strategic Approach to International Chemicals Management (SAICM)**

Distr.  
GENERAL

SAICM/PREPCOM.1/7  
19 November 2003

ORIGINAL: ENGLISH

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PREPARATORY COMMITTEE FOR THE  
DEVELOPMENT OF A STRATEGIC APPROACH  
TO INTERNATIONAL CHEMICALS MANAGEMENT

First session

Bangkok, 9-13 November 2003

### **REPORT OF THE PREPARATORY COMMITTEE FOR THE DEVELOPMENT OF A STRATEGIC APPROACH TO INTERNATIONAL CHEMICALS MANAGEMENT**

#### Introduction

1. At its seventh special session held in February 2002, the Governing Council of the United Nations Environment Programme (UNEP) adopted decision SS.VII/3 in which it decided that there was a need to further develop a strategic approach to international chemicals management (SAICM) and endorsed the Bahia Declaration and Priorities for Action Beyond 2000 of the International Forum on Chemical Safety (IFCS) as the foundation of that approach. The decision requested UNEP to work in consultation and collaboration with Governments, participating organizations of the Inter-Organization Programme for the Sound Management of Chemicals (IOMC), IFCS, and other stakeholders.
2. The SAICM initiative was endorsed by the World Summit on Sustainable Development (the Johannesburg Summit) in Johannesburg in September 2002. This endorsement was given in the context of the Summit's Plan of Implementation which set a goal that, by 2020, chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment. The Plan of Implementation of the Johannesburg Summit also set a target of 2005 for the completion of SAICM.
3. In response to a progress report, the UNEP Governing Council took a further decision, 22/4 IV, on SAICM at its twenty-second regular session in February 2003. It endorsed the concept of an open-ended consultative process taking the form of preparatory meetings leading to the convening of a final international conference. The invitation for active collaboration by the full range of stakeholders was reiterated. The decision recognized the need for an open, transparent and inclusive process for developing SAICM. Decision 22/4 IV also called upon UNEP to compile possible draft elements of a SAICM and invited Governments, relevant international organizations and other actors to contribute to that compilation.
4. The World Health Assembly, in May 2003, and the International Labour Conference, in June 2003, both formally expressed support for the SAICM process and called upon the World Health Organization (WHO) and the International Labour Organization (ILO), respectively, to contribute to it.
5. SAICM was discussed at the fourth session of IFCS (Forum IV) held in Bangkok from 1 to 7 November 2003. As part of its contribution to the SAICM process, the Forum developed a "thought-starter" document, including consideration of gaps in the Bahia Declaration and Priorities for

Action Beyond 2000 and their implementation. That document (SAICM/PREPCOM.1/INF/3) was transmitted to the first session of the Preparatory Committee for the Development of a Strategic Approach to International Chemicals Management. A full list of documents before the Preparatory Committee at its first session is set out in annex VIII to the present report.

## I. ORGANIZATION OF THE SESSION

### A. Opening of the session

6. The first session of the Preparatory Committee for the Development of a Strategic Approach to International Chemicals Management was held at the United Nations Conference Centre in Bangkok from 9 to 13 November 2003.

7. The session was opened by Mr. Prapat Panyachatraksa, the Minister of Natural Resources and Environment of Thailand, at 9 a.m. on Sunday, 9 November 2003.

8. Opening statements were made by Mr. Kim Hak-Su, Executive Secretary of the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), Mr. Klaus Töpfer, Executive Director of UNEP, Mr. Zoltan Csizer, Chairman of IOMC and Mr. Suwit Wibulpolprasert, President of IFCS.

9. Mr Panyachatraksa welcomed participants to the session on behalf of the Government and people of Thailand. He noted that the increasingly widespread applications of chemicals in the agriculture, industry, household and other sectors, caused major problems for human health and the environment. The session therefore constituted an important step towards effective cooperation among all sectors of society with an interest in chemical safety in forging a new partnership approach between stakeholders aimed at managing chemicals safely at the global level in an environmentally sound manner.

10. He further noted that several actions and plans under chapter 19 of Agenda 21 had been initiated and successfully implemented in the Programme Areas, but that action in some areas such as the harmonization of classification and labelling of chemicals and prevention of illegal international traffic in toxic and dangerous products had not yet been taken. He was confident that, through joint efforts, participants would be able to draft the overall structure, organization and content of the SAICM outcomes in time for consideration at the next session of the Preparatory Committee.

11. In his opening statement, Mr. Kim Hak-Su hailed the session as the first substantive step in the process that would culminate in an international conference on chemicals management in 2006. He noted that although chemicals played a variety of roles in the economy, their persistent nature had led to a growing recognition of their adverse impacts on health and the environment in recent years. While acknowledging the considerable efforts going on to promote chemical safety through national and international mechanisms, he pointed out the need to place chemical management and safety in the mainstream of sustainable development processes in order to deal effectively with their adverse impacts. ESCAP had been playing an active role in such efforts, some of which were being carried out in cooperation with UNEP.

12. ESCAP was also undertaking a series of training initiatives to strengthen national capacities for the effective implementation of various multilateral environmental agreements. He noted in addition that ESCAP would be looking at chemicals from the sustainable consumption and production perspective.

13. Mr. Klaus Töpfer expressed appreciation to the Government of Thailand for agreeing to host the current session and welcomed the 10-member inter-organization steering committee facilitating the SAICM process, stressing how essential such collaboration was if SAICM was to evolve as a truly multi-sectoral endeavour. He urged participants to work together to develop a holistic approach reflecting

the concerns of all sectors and ensure, at the end of the process, that the governing bodies of all the relevant organizations adopted the resulting strategic approach. He indicated that SAICM presented an opportunity to chart a road map for achieving the 2020 target set in the Plan of Implementation of the Johannesburg Summit for the safe production and use of chemicals. He noted that one mark of success would be the mobilization of greater resources to improve chemicals management and suggested that a solution lay in a better integration of chemicals issues in the wider sustainable development agenda, both at the level of national planning and in the sense of a deeper engagement by the international financial institutions, development assistance agencies and the chemicals industry.

14. Mr. Töpfer noted that the UNEP Governing Council had proposed that the international conference on chemicals management be held in conjunction with its own special session and Global Ministerial Environment Forum in early 2006. He then expressed appreciation to the Governments of Canada, Germany, Sweden, Switzerland and the United Kingdom of Great Britain and Northern Ireland, as well as the United Nations Industrial Development Organization (UNIDO) for their financial assistance to the Preparatory Committee and called upon other stakeholders to share the financial burden related to both the current and future sessions.

15. Mr. Zoltan Csizer noted that IOMC was assisting in the SAICM process by serving on the SAICM steering committee. He noted that the increasing use of chemicals had not only changed lives for the better but had also inadvertently created an increased threat to human beings and the environment. He therefore encouraged participants to consider the development of SAICM as a flexible mechanism, integrating national and international actions and engaging the widest possible range of stakeholders, in order to build effective partnerships for progress. It was important in developing a framework for policy and regulatory decision-making, to build upon the wide range of existing international agreements.

16. He called upon participants to consider, as important and integral parts of SAICM, measures promoting or requiring the adoption of best practices in the manufacture, distribution, trade, use and disposal of chemicals and products required to meet development objectives. He also encouraged participants to consider the inclusion of measures that emphasized corporate social responsibility, stressing the need, in working towards the Johannesburg Summit goal of sound chemicals management by the year 2020, to develop approaches that reduce human and environmental risks for all and do not simply transfer risks to those least able to address them.

17. In his opening statement, Mr. Suwit Wibulpolprasert stressed the importance of empowering the people and actively involving all stakeholders in the SAICM process. That included all those concerned with the whole life-cycle of chemicals: those involved in research as well as those who developed chemicals; those who produced, sold and distributed chemicals; those that worked to protect the environment; and those that used chemicals and were victims of chemical toxicity. There was a need, in addition, to encourage all stakeholders to actively engage in every step of the process, from the initial brainstorming, through the development of procedures and mechanisms, to the detailed negotiation, implementation, monitoring and evaluation stages.

18. He emphasized, in conclusion, the importance of radical thinking in efforts to save the earth and the need to prioritise actions in order to act collectively and intensively on those issues that had the most impact and affected the most vulnerable groups, particularly children. He then explained, by means of a music video presentation, the importance of getting the message across to and thereby motivating people from all walks of life to change their thinking and behaviour.

#### B. Attendance

19. The session was attended by participants from the following countries: Angola, Antigua and Barbuda, Argentina, Armenia, Australia, Austria, Bahamas, Bangladesh, Barbados, Belarus, Belgium, Benin, Bhutan, Bolivia, Botswana, Brazil, Bulgaria, Burkina Faso, Burundi, Cameroon, Canada, Central African Republic, Chad, Chile, China, Congo, Costa Rica, Côte d'Ivoire, Croatia, Cuba, Czech Republic,

Democratic Republic of the Congo, Denmark, Djibouti, Dominican Republic, Ecuador, Egypt, Equatorial Guinea, Eritrea, Estonia, Ethiopia, Fiji, Finland, France, Gabon, Gambia, Georgia, Germany, Ghana, Guatemala, Guinea, Guinea-Bissau, Haiti, Honduras, Hungary, Iceland, India, Indonesia, Iran (Islamic Republic of), Israel, Italy, Jamaica, Japan, Jordan, Kenya, Kiribati, Kuwait, Lebanon, Lithuania, Madagascar, Malawi, Malaysia, Maldives, Mali, Mauritania, Mauritius, Mexico, Morocco, Mozambique, Myanmar, Namibia, Nepal, Netherlands, New Zealand, Niger, Nigeria, Niue, Norway, Pakistan, Panama, Papua New Guinea, Paraguay, Peru, Philippines, Poland, Republic of Korea, Republic of Moldova, Russian Federation, Rwanda, Saint Lucia, Sao Tome and Principe, Senegal, Serbia and Montenegro, Sierra Leone, Slovenia, South Africa, Spain, Sudan, Suriname, Swaziland, Sweden, Switzerland, Syrian Arab Republic, Thailand, Tonga, Trinidad and Tobago, Uganda, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Uzbekistan, Venezuela, Viet Nam, Yemen, Zambia, Zimbabwe. (Total number: 127.)

20. The following United Nations bodies, specialized agencies and convention secretariats were represented: Food and Agriculture Organization of the United Nations (FAO), Global Environment Facility (GEF), International Labour Organization (ILO), Ozone Secretariat, Secretariat of the Basel Convention, United Nations Development Programme (UNDP), United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP), United Nations Environment Programme (UNEP), United Nations Industrial Development Organization (UNIDO), United Nations Institute for Training and Research (UNITAR), World Bank, World Health Organization (WHO), and World Meteorological Organization (WMO). (Total number: 13.)

21. The following other intergovernmental organizations were represented: Asia-Europe Environmental Technology Centre, Council of the European Union, European Commission (EC), Intergovernmental Forum on Chemical Safety (IFCS), Organisation for Economic Cooperation and Development (OECD), South Asia Co-Operative Environment Programme (SACEP). (Total number: 6.)

22. The following non-governmental and other organizations were represented: Agenda-Tanzania, Bahai International Community, Center for International Environmental Law (CIEL), Crop Life International, Environmental Health Fund (EHF), Farmer Initiatives for Ecological Livelihoods and Democracy (FIELD), Global Alliance for Incinerator Alternatives (GAIA), Greenpeace International, International Chemical Secretariat (ICS), International Confederation of Free Trade Unions (ICFTU), International Council of Chemical Associations (ICCA), International Council on Mining and Metals (ICMM), International POPs Elimination Network (IPEN), International Society of Doctors for the Environment (ISDE), International Union of Food, Agriculture and Allied Workers Associations (IUF), International Union of Pure and Applied Chemistry (IUPAC), International Union of Toxicology (IUTOX), Pesticide Action Network (PAN), Safety Environment Group (SEG), Women in Europe for a Common Future (WECEF), World Information Transfer, World Wide Fund for Nature International (WWF). (Total number: 22.)

### C. Officers

23. Under the temporary chairmanship of Mr. Klaus Töpfer, Executive Director of UNEP, the Committee elected the following officers by acclamation:

President:	Mr. Halldor Thorgeirsson (Iceland)
Vice-Presidents:	Ms. Ivana Halle (Croatia) Ms. Abiola Olanipekun (Nigeria) Mr. Chalerm Sak Vanichsombat (Thailand) Mr. Federico Perazza (Uruguay)

Ms. Abiola Olanipekun (Nigeria) agreed to serve as Rapporteur.

#### D. Adoption of the agenda

24. The Committee adopted the following agenda for the session, as contained in document SAICM/PREPCOM.1/1:

1. Opening of the session.
2. Election of the Bureau.
3. Organizational matters:
  - (a) Adoption of the agenda;
  - (b) Organization of work;
  - (c) Rules of procedure.
4. Report on existing work related to the strategic approach to international chemicals management.
5. Further development of a strategic approach to international chemicals management.
6. Other matters.
7. Adoption of the report.
8. Closure of the session.

#### E. Organization of work

25. The Committee decided to meet in plenary every day and to establish contact groups on an as-needed basis.

#### F. Rules of procedure

26. The Committee had before it draft rules of procedure (SAICM/PREPCOM.1/3), which the Secretariat introduced. Following an initial discussion on the issue, the Committee agreed to establish a contact group to further consider the rules set out in the Secretariat text and report back to plenary on the results of its deliberations.

27. In carrying out this task, the contact group was requested to take into consideration the queries raised by participants in plenary in relation to the draft text submitted by the Secretariat as well as any other issues participants in the group had concerning that text.

28. The facilitator of the contact group, Mr. Cam Carruthers (Canada), presented a report to plenary on the results of the group's deliberations. The group had sought mainly to achieve a balance between the goal of having an open and inclusive SAICM process and the need to give due consideration to the particular needs of the governmental participants, taking into account the views that participants had expressed during the earlier discussion in plenary. He reported that after robust debate, the group had agreed on a number of amendments to the draft rules. The rules as amended by the contact group were before the Committee for its consideration in a conference room paper.

29. All participants who spoke welcomed the draft rules as amended by the contact group, and several called for their adoption. A number of participants, however, indicated that while they had no

objections to the rules in their current form, they would need to consult with their capitals before agreeing to their unconditional adoption and, therefore, proposed that the Committee adopt the rules *ad referendum*. The Secretariat explained that, while the draft rules thus adopted would take effect immediately, any governmental participant would have the right to re-open debate on them at the next session of the Committee; if no governmental participant exercised that right, the adoption of the rules would be automatically confirmed, without any further action by the Committee.

30. Following that explanation, the Committee agreed to adopt the draft rules of procedure as revised by the contact group *ad referendum*, rather than continue to rely on the rules of procedure of the UNEP Governing Council, applied *mutatis mutandis*. It noted that the rules of procedure had been developed for use in the SAICM process only and hence did not constitute a precedent. Participants were invited to submit directly to the Secretariat any translation problems they detected in the Arabic, Chinese, French, Russian and Spanish versions of the rules of procedure. The adopted rules of procedure are set out in annex I to the present report.

## II. REPORT ON EXISTING WORK RELATED TO THE STRATEGIC APPROACH TO INTERNATIONAL CHEMICALS MANAGEMENT

31. The Committee had before it the documentation on the subject prepared by the Secretariat (SAICM/PREPCOM.1/2). Introducing the item, the Secretariat described the background, mandate and preparations for the development of a strategic approach to international chemicals management, including actions taken by the UNEP Governing Council and the IOMC member organizations, treatment of the issue at the the Johannesburg Summit and work undertaken to date by the Secretariat and the inter-organization steering committee.

32. A participant from the IFCS Forum IV then gave a presentation to the Committee on the outcome of Forum IV, outlining the contents of a “thought starter” document on gaps in the IFCS Bahia Declaration and Priorities for Action Beyond 2000, which had been prepared as a Forum IV contribution to the work of the Committee at the current session (SAICM/PREPCOM.1/INF/3). He stressed the increasing centrality of chemicals in the modern world, including their benefits and consequences; reviewed the current state of international chemicals management regimes, including gaps in their coverage; discussed the need for increased coordination and linkages and greater resources for capacity-building and implementation, and highlighted decisions adopted at Forum IV and submitted to the Committee (SAICM/PREPCOM.1/INF/10).

## III. FURTHER DEVELOPMENT OF A STRATEGIC APPROACH TO INTERNATIONAL CHEMICALS MANAGEMENT

33. The Secretariat introduced the agenda item and drew the attention of the Committee to the relevant documentation (SAICM/PREPCOM.1/4, SAICM/PREPCOM.1/5, SAICM/PREPCOM.1/6, SAICM/PREPCOM.1/INF/4). The Committee considered that the documentation was a good basis on which to begin discussions. It also welcomed the “thought-starter” document and the preliminary text of the executive summary transmitted from IFCS Forum IV, including its observations on gaps in the Bahia Declaration and Priorities for Action Beyond 2000 and their implementation (SAICM/PREPCOM.1/INF/3, SAICM/PREPCOM.1/INF/10). The transparent process used to prepare the documentation thus far was commended and continued full stakeholder and public participation was encouraged. The importance of continued cooperation, burden sharing and the development of new partnerships at the international and national levels was emphasized.

34. Many participants expressed the view that one objective of SAICM was to meet the goal, set out in the Plan of Implementation adopted at the Johannesburg Summit, that by 2020, chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the

environment. The Bahia Declaration and Priorities for Action Beyond 2000, the outcome of the IFCS Forum IV meeting, intergovernmental body decisions and views of Governments and other stakeholders were recognized as the foundation for the Preparatory Committee's work.

35. Some participants suggested that SAICM should be a broad strategy, with high-level political support, for the sound management of chemicals throughout their life-cycle and encouraged international cooperation and coordinated action to ensure coherence and synergies among all relevant international institutions and international instruments, processes and policies concerning chemicals and hazardous wastes. Some participants supported partnerships and synergies among government ministries and agencies. The Committee noted that not all tasks were expected to be identified at the present stage, given, in particular, the limited resources available, but that priorities and specific targets should be set and adjusted in time as progress was reviewed.

36. Many participants advocated a SAICM that comprised a three-tiered approach: a global programme of action with concrete targets and a timetable; an overarching policy strategy; and a high-level declaration.

37. One participant was of the view that while some chemical issues could only be solved by global action that was legally binding, others could effectively be dealt with by international voluntary agreements and partnerships. Several participants stressed that SAICM should not itself be legally binding but should encourage implementation of existing agreements and, where necessary, enhance and build on those agreements. One participant considered that establishing new international legal instruments would likely require a lengthy process and impact on national sovereignty. It was noted that several international agreements were already in place, the work of which should not be duplicated. One participant, however, considered that there should be an international instrument ensuring chemical safety. Some participants proposed that no new administrative bodies should be created, that cooperation and coordination among existing bodies be improved and that synergies among existing international programmes and agreements be enhanced.

38. Many participants highlighted the need to address cross-cutting issues relevant to chemicals management and, in particular, poverty eradication. It was also noted that chemicals management should be brought into the mainstream of sustainable development plans.

39. One participant suggested that concrete lines of action and a delineation of tasks be established at the outset, in particular to avoid duplication of work. Another participant advocated a stepwise approach with achievable objectives. Some participants proposed that a SAICM should include a defined scope based on relevant international agreements. One participant stated that the strategy developed should be reviewed after 10 years and another recommended that provision be made for a review of progress in concert with the planned review by the Commission on Sustainable Development of chemicals issues in 2010-2011.

40. Several participants emphasized the importance of adopting science-based and precautionary approaches throughout the entire life-cycle of a chemical as a fundamental feature of SAICM. Other principles and approaches proposed for consideration with a view to their inclusion in a strategic approach were those of substitution, prevention, coverage of chemicals' whole life-cycle, increased industry participation and responsibility, the polluter pays and the right to know.

41. The Committee noted the need for sustainable capacity-building at the national and regional levels. Some participants encouraged the use and further development of existing regional centres. Noting the expected shift of increased production and consumption of chemicals to developing countries and the migration of polluting technologies, several participants emphasized the need to develop modalities for a flexible and effective mechanism to enable developing countries and countries with economies in transition to access technical, financial and institutional assistance to ensure implementation and enforcement of chemicals management policies. It was suggested that discussions on

capacity-building take place early in the development of a strategic approach and that a specific approach be identified for this purpose. Close consultation with GEF on that issue was urged. In that respect, it was also proposed that chemicals and waste related international agreements should aim at establishing a common strategy to mobilize resources.

42. Many participants pointed to the need to identify and determine ways to overcome gaps in the Bahia Declaration and Priorities for Action Beyond 2000 as identified at the IFCS Forum IV meeting and in particular the widening gap between the ability of developing and developed countries to address chemicals management. That gap was particularly evident in the area of implementation of existing multilateral environmental agreements, which deserved priority action. A further gap identified by IFCS Forum IV concerned vulnerable populations such as children, women and the elderly. In that context, one participant noted that given the special geographical situation of small island developing States, entire populations in those areas were considered vulnerable. The vulnerability of the work force, especially in the agricultural field, informal sector and small and medium-size enterprises was also highlighted.

43. Several participants emphasized the importance of developing specific indicators of exposure to and effects of chemicals, including health related indicators, with which to assess and monitor progress made in different priority areas, at the national, regional and international levels.

44. Other participants argued that SAICM should take into account legislative, social, cultural and economic aspects at the regional, national and local levels.

45. Other elements mentioned for consideration when developing a strategic approach included: heavy metals; endocrine disruptors; chemicals that were carcinogenic, mutagenic or toxic to reproduction (CMRs); persistent, bioaccumulative and toxic chemicals (PBTs) and the possible cumulative effects of those substances; health aspects; legislation at the national and international levels and its enforcement; social and economic aspects; awareness raising; accident prevention and response; liability and compensation; cleaner production; information exchange; promotion of best available technology; differentiated treatment among different types of chemicals including, for example, organic and inorganic chemicals; full implementation of the Globally Harmonized System of Classification and Labelling of Chemicals (GHS); adequate training; emissions and air pollution; cleanup of spills and accidents; development of data on specific effects of chemicals and chemical spills in developing countries and countries with economies in transition; remediation of contaminated sites; illegal traffic; pollutant release and transfer registers; high volume chemicals; integrated pest management (IPM); voluntary industry programmes such as responsible care; and national profiles.

46. Several participants expressed the hope that there would be an opportunity to provide additional written submissions in relation to SAICM.

Issues to be addressed during development of a strategic approach to international chemicals management

47. For purposes of structuring its debate on SAICM, the Committee agreed to a proposal by the President of the Committee to address ten subject headings: statement of political strategic vision; statement of needs; goals and objectives; principles and approaches; scope; scientific activities in support of decision-making; concrete measures; coordination; capacity, resources and development; implementation and taking stock of progress.

48. The participants agreed to the President's proposal on the understanding that the outcome of the discussion would not represent the Committee's agreement on any aspect of SAICM, and that the subject headings would be used solely as an aid to the Committee's deliberations.



49. One participant, supported by others, proposed a possible SAICM structure that included a global programme of action, an overarching chemicals policy strategy and a high-level declaration. The Committee noted the proposal with interest.

#### 1. Statement of political strategic vision

50. The Committee did not have sufficient time to discuss the issue and it was agreed that it would be taken up at the Committee's next session.

#### 2. Statement of needs

51. The President of the Committee voiced the opinion that any written product eventually produced by the Committee would require a short explanatory section, making clear what the purpose of SAICM was. He suggested that a statement of needs, which might refer, for example, to vulnerable populations, ecosystems, small island states, and other items, could perform that role. A possible starting point for elaborating the list of needs might be to look at what issues were not currently being adequately addressed.

52. Several participants asked for clarification of what was meant by a statement of needs, questioning whether "needs" were the same as "gaps", which had been discussed in the IFCS thought-starter document (SAICM/PREP.COM.1/INF/3), or were equivalent to "challenges". A further question was whether SAICM would only address the stated needs.

53. Some participants said there was a need to include issues concerning new chemicals. They noted that significant efforts were currently under way on new chemicals, but much remained to be done, and SAICM could play an important role in that process.

54. Several participants believed that the statement of needs should answer the question "why SAICM", and should make clear how SAICM could add value to the sound management of chemicals. In that way, the interest of readers could be immediately engaged. The next step would be a stocktaking exercise to identify specific needs, which could then be prioritized and elaborated into areas of concern.

55. One participant considered that a global mechanism for the sound management of chemicals was one of the primary needs to be addressed by SAICM. Another suggested that the Johannesburg Summit Plan of Implementation provided the context for a statement of needs.

56. Another participant observed that the Johannesburg Summit Plan of Implementation provided a ready source for identifying needs. He also noted that society had come to expect industry both to deliver chemicals that improve the quality of life and to be socially responsible. There was thus a need for industry to adapt to society's changing expectations.

57. One participant expressed the view that it was desirable to have a statement of needs which would provide a framework for SAICM, but he cautioned that needs should not be confused with goals.

58. Summing up, the President suggested that, in the future, the Committee should look at what was not being addressed and how SAICM could respond and add value. That could be considered in terms of both vulnerability (for example in relation to particular populations, eco-systems and small island states) and causes of concern, such as new and emerging challenges and the widening gap between developed and developing countries' capacities for the sound management of chemicals.

### 3. Goals and objectives

59. The Committee agreed that the goal stated in the chapeau of paragraph 23 of the Johannesburg Summit Plan of Implementation, that by 2020 chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment, should be considered as the over-arching goal of SAICM. It was pointed out that the chapeau of paragraph 23 addressed two other notable aspects: advancement of the sound management of chemicals for sustainable development and enhancement of the capacity of developing countries.

60. With regard to specific objectives, one participant suggested reducing the risks posed by chemicals to human health and the environment, with a focus on measurable indicators. Some participants stated that production and use of hazardous chemicals, such as persistent bioaccumulative substances, endocrine disruptors, chemicals that are carcinogenic, mutagenic or toxic to reproduction and heavy metals, should be eliminated by 2020. One participant sounded a note of caution, however, on duplicating work done under international instruments such as the Montreal Protocol and the Stockholm Convention and on including objectives that would later appear as concrete measures. Several said that, moreover, SAICM should include goals aimed at reducing risks from other hazardous chemicals, and that it would be necessary to establish a ranking of the risks posed by different chemicals.

61. One participant reported that a number of participating organizations of IPEN had conducted an informal survey during the current session to elicit responses from a significant number of countries on three issues: whether chemicals with certain characteristics should be phased out; whether the gathering of data on effects on human health and the environment should be a precondition to a chemical being produced and used; and whether there was a need for a liability mechanism. He reported overwhelming support for all three issues, and suggested that they should be integrated into the strategic approach as objectives.

62. Several participants felt that objectives should be expressed in human terms that would generate the political will necessary for their implementation.

63. The Committee noted a proposal put forward by several participants that the SAICM objectives should include: the establishment of a list of priority measures, along with concrete targets and timeframes in order to reach the 2020 target set out in the Johannesburg Summit Plan of Implementation; the enhancement of synergies and cooperation among relevant international and regional agreements, secretariats and agencies; the promotion of integration of chemicals management into other policy areas; the provision of procedures for data generation, hazard and risk assessment and risk management; the identification, assessment of needs and provision of options for strategies and risk reduction actions and measures; the provision of criteria and indicators for the evaluation of the effectiveness of strategies, actions and measures; the provision of options for strengthening the institutional framework and concerted efforts for capacity-building for chemicals management; and contributing to bridging the widening gap between countries' capabilities to manage chemicals in a sound manner.

64. One participant suggested that it might be preferable to include a limited number of strategic objectives in SAICM and confine them only to those necessary to achieve the 2020 goal of the Johannesburg Summit Plan of Implementation.

65. In closing the discussion on the issue, the President of the Committee noted that there was support for the articulation of specific objectives and stated these could be taken up by the Committee at a future session.

### 4. Principles and approaches

66. The President reported to the Committee that, based on statements made in opening statements, he had compiled the following list of principles and approaches as a possible starting point for the

Committee's discussion: precaution, substitution, prevention, polluter pays, right to know, life-cycle approach, partnership approach, liability and accountability. The Committee did not have sufficient time to discuss the issue of principles and approaches and it was agreed that the Committee would consider the list compiled by the President at its next session. It was noted that some participants had expressed the desire to add to the list.

## 5. Scope

67. One participant proposed that SAICM should have a broad scope and that SAICM should manage chemicals at all stages of their life-cycle in a "cradle-to-grave" or "cradle-to-cradle" fashion.

68. Several participants proposed that certain categories should be excluded, including pharmaceuticals, military uses and food additives. They noted that the SAICM agenda was already ambitious and that it was necessary to establish some limit to its scope. One participant also pointed out that the categories of chemicals proposed for exclusion were already effectively regulated and that attempting to coordinate with the bodies having jurisdiction over them in his country would unnecessarily complicate and delay the SAICM process.

69. Several other participants expressed their opposition to limiting the scope of SAICM by creating categories of excluded chemicals. They said that there should be no such areas and that even if SAICM were not to apply directly to issues such as chemical weapons, the Committee could still benefit from considering existing work on their management. In that regard, their view was that all potentially harmful chemicals should be dealt with by SAICM.

70. One participant noted that there were reasons to exclude pharmaceuticals from the SAICM process, but expressed concern about substances, such as mercury used in cosmetics, that might escape proper regulation through being mis-categorized as pharmaceuticals.

71. The Committee noted that the issue of excluding categories of chemicals would need to be carefully considered in the future before a decision on scope could be taken.

## 6. Scientific activities in support of decision-making

72. The President drew the attention of the Committee to five topics that he proposed should guide the discussion of both risk assessment and risk management aspects: assessment and monitoring of exposure and impacts (including socio-economic impacts); assessment and monitoring of levels of contaminants in the environment; study of the characteristics of chemicals; development of transparent science-based risk assessment and risk management procedures; and improving data availability, in particular in developing countries and countries with economies in transition.

73. Several participants noted that scientific activities in support of decision-making were a fundamental part of SAICM. With regard to transparent science-based risk assessment and risk management procedures, several participants considered that, for the sake of clarity, the entire text of the chapeau of paragraph 23 of the Johannesburg Summit Plan of Implementation setting forth the 2020 target should be included, and in particular the reference to the precautionary approach. Several participants supported risk assessment and risk management procedures that were fully transparent and precautionary and that involved persons directly affected by those procedures.

74. Many participants noted the importance of having reliable and efficient laboratories and urged identification of resources to assist in their establishment in regions including developing countries and countries with economies in transition. Some participants said that analytical techniques should be made more easily available. It was generally recognized that, given the importance of having reliable information on hazards and risks of chemicals, risk assessment data should be more widely available and accessible to all those most affected. One participant noted the need to adapt risk assessment

methodology as science evolved and new and emerging issues were identified. The need to harmonize risk assessment methodologies was also highlighted.

75. Several participants noted the importance of biological and environmental monitoring of chemicals and the development and use of environmental and health indicators as part of risk management strategies. Some participants added that indicators should address specific vulnerable populations. One participant noted the high cost of monitoring programmes while another suggested burden sharing in the collection of such data. Other participants pointed out that given the cost factor involved, priorities for monitoring should be established. One participant noted the importance of chronic effects while another added that the synergistic effects of chemicals should be studied. There was also a call for tropical and sub-tropical ecosystems and environments to be taken into account when developing methodologies. One participant suggested a global monitoring system and, pending its implementation, spot checks at the local level.

76. Several participants advocated training programmes for decision makers. One participant suggested that there should be specific reference to life-cycle assessment and materials flow analysis as tools of decision-making. He also advocated the insertion of risk assessment methodologies and approaches and the development of research programmes on environmentally sound alternatives to hazardous chemicals.

77. Some participants noted the need to distinguish between types of chemicals, in particular between organic and inorganic substances, in view of the fact that they warranted different approaches to assessment and management of risks.

78. Another participant urged careful consideration when planning priorities to reach the 2020 target. Several participants suggested that the pressing issues of children and the environment, occupational safety and health considerations, vulnerable populations and narrowing the widening gap between developed and developing countries should also be taken into consideration.

79. The Committee agreed to establish a contact group with the mandate to further develop the issues it discussed.

80. Upon completion of its work, the contact group, through its facilitator, Ms. Vibeke Bernson (Sweden), presented a written report to the Committee. Introducing the report, the facilitator emphasized that it was not a consensus document, but rather a compilation of the views expressed during the contact group's deliberations. The Committee agreed that the report of the contact group should be preserved in order to assist the Committee in its continuing work on the issue. The contact group's report is accordingly set out in annex II to the present report.

## 7. Concrete measures

81. The Committee considered the specific issues to be addressed under SAICM in the area of what the President had characterized as "concrete measures". A number of participants noted that the concrete measures were the core of SAICM, and so required careful consideration.

82. Many participants agreed that the action items should build on the work of IFCS, in particular the Bahia Declaration, Priorities for Action Beyond 2000, the thought-starter document delivered at IFCS Forum IV (SAICM/PREPCOM.1/INF/3) and the decisions taken at IFCS Forum IV (SAICM/PREPCOM.1/INF/10). It was noted that the IFCS Forum IV participants had identified gaps in the Bahia Declaration and Priorities for Action Beyond 2000 and that it was, therefore, necessary to go beyond the measures advocated in those documents. The Committee agreed, however, that the decisions from IFCS Forum IV, taken together with the documents cited above and the policy items identified in paragraph 10 of the note prepared by the Secretariat on a possible SAICM structure

(SAICM/PREPCOM.1/6), constituted a rich source from which the Committee could draw and a basis for organizing the issues coherently.

83. A number of participants were of the view that SAICM should include action to monitor exposure to hazardous chemicals, including chronic low-level exposure, to study the effects of such exposures and to promote early detection programmes using science-based indicators. It was suggested that an inter-organizational working group to undertake such work be established and that it be made permanent if successful.

84. One participant proposed that SAICM measures and actions should include a category of actions aimed at managing chemicals use in protected areas, such as national parks and mega-biodiversity areas which were culturally, economically and environmentally important. Several other participants supported the proposal. Adverse effects of chemicals in such areas could, however, impact on biodiversity and, over time, contribute to climate change.

85. Other participants expressed the view that waste minimization be included among the action items, with the goal of achieving “zero waste” through recycling, re-use and reclamation. It was noted in this regard that waste management programmes should cover all chemicals, utilizing a life-cycle approach, and should not be limited to chemicals classified as hazardous, since many other chemicals considered to be non-hazardous had the potential to become hazardous after becoming wastes. Some participants proposed the inclusion of cradle-to-grave or cradle-to-cradle approaches to pursue the goal of “zero waste”.

86. With the goal of minimizing the adverse effects of chemicals on human health and the environment, several participants proposed that concrete measures include: categories for the minimization of chemical wastes; the promotion of environmentally sound management of chemicals; and the promotion of cleaner production techniques.

87. Some participants called for action to prevent uncontrolled releases of chemicals into the sea, stressing their impact on coastal environments, particularly for developing countries. Others noted the need for action on contaminated sites, including liability and compensation measures.

88. Noting that 85 per cent of accidental poisoning cases in her country involved children under five years of age, another participant advocated action to increase awareness of the dangers posed by chemicals among mothers, care-givers, teachers and others.

89. Other participants advocated action on acutely toxic pesticides such as paraquat, which caused many poisoning incidents among agricultural workers, including women and children, suggesting that work should be undertaken to promote ratification and implementation of the ILO Worst Forms of Child Labour Convention (No. 182) and the ILO Safety and Health in Agriculture Convention (No. 184).

90. One participant, noting the need to organize clearly the concrete measures, suggested that it would be useful to include under the section on concrete measures a category for “incomplete tasks”, such as the promotion of more universal chemicals regulation and the ratification and implementation of existing conventions. He also proposed to expand the current chemicals management paradigm to encompass additional issues such as especially vulnerable groups, waste minimization and cleaner production techniques.

91. A number of participants emphasized the importance of risk assessment and risk management, in connection with which it was pointed out that current environmental impact assessments did not adequately address the risks to health posed by chemicals. One participant drew attention to the particular difficulties faced by developing countries in that context. Another pointed out the importance of data collection as the foundation of risk assessment and urged action to promote the availability in developing

countries of durable and multi-functional equipment for performing chemical analysis in both the laboratory and the field.

92. A contact group, chaired by Mr. Nik Kiddle (New Zealand) was set up by the Committee to begin to elaborate a list of concrete measures that could form the basis of concrete measures and to identify what was necessary and by whom, how and when specific measures would be undertaken.

93. In an oral report to the Committee, the chair of the contact group thanked the participants for their work and noted that an initial list of elements that could be included in a possible global plan of action had been developed. The group had not attempted to assign priority to the elements and had not had sufficient time to address the questions of by whom, how, when, or with what resources the possible concrete measures should be undertaken. A proposed matrix structure for mapping interrelationships among actions had been discussed by the group and had been considered an appropriate model with which to pursue further work (annex III). The group also reached a conclusion on the reference materials to be used in determining elements for concrete measures.

94. During the discussion, the attention of the Committee was drawn to additional material on capacity-building concrete measures (annex IV) and health aspects (annex V) that could constitute a useful input to future deliberations on this item. The Committee agreed to consider that material at its second session.

95. The Committee agreed to request the Secretariat to prepare, in consultation with the President, a document which would begin to organize the suggested concrete elements identified by the contact group, remove duplicated items, eliminate overlaps by amalgamating issues, and introduce any missing elements. The Secretariat was further requested to test the possible matrix structure using one or more headings identified by the group. Those documents would be sent to all participants for comment. The Secretariat was requested to submit documents containing the reorganized elements, the matrix example and the comments received thereon to the Committee at its second session.

96. The Committee further agreed to request the Secretariat, in consultation with the President, to compile in a single document the different strategic elements, headings and sub-headings that had been identified under the 10 headings proposed by the President for discussion during the session. The document would then be circulated to the current session's participants for comment. The compilation together with comments received would be submitted for consideration at the second session of the Preparatory Committee.

97. The Committee noted the offers from some participating international organizations to assist the Secretariat in the preparation of the relevant sections of those documents.

98. The Committee also requested the Secretariat to have an updated edition of the IOMC publication on international activities related to chemicals available for its second session.

99. The report of the contact group, as amended by the Committee, is attached in annex VI to the present report.

## 8. Coordination

100. Some participants stated that coordination was the most important issue to be considered and suggested that it was essential to achieve coordination at the national level in order to pursue it at the international level. Several participants noted that coordination was necessary to achieve efficiencies and enhance synergies among and within Governments, conventions and international organizations, as well as to ensure that chemical safety was integrated into sustainable development strategies and poverty reduction measures.

101. Significant examples of coordination already under way were highlighted. It was noted, for example, that some groups of countries already worked together and that there was considerable coordination among chemicals-related multilateral agreements. Other measures had also been taken to improve efficiency; for example, several countries had located all their environmental focal points in special units or in a single ministry.

102. Several participants emphasized that there was much room for progress, noting that coordination was often lacking at the national level, reflecting conflicts of interest among, for instance, focal points located in different ministries. Furthermore, secretariats and other bodies needed to work together to produce economies of scale and several participants suggested that a well-funded coordinating body should be established to facilitate that.

103. One participant asked whether the Committee had a mandate to consider coordinating functions for existing international conventions. Others were of the view that the Committee had a clear mandate under the Johannesburg Summit Plan of Implementation and UNEP Governing Council decision 22/4 IV to elaborate SAICM and that that mandate implicitly included matters of coordination.

104. Several participants stated that it was important to build on prior achievements and avoid creating unnecessary new mechanisms. Several participants noted a lack of implementation of existing agreements. One participant suggested the use of a matrix to determine whether existing gaps could be addressed through under-utilized mechanisms or whether new structures were required. It was necessary to take advantage of and enhance coordination among the Montreal Protocol and the Rotterdam, Stockholm and Basel Conventions, and to make full use of existing networks of regional centres such as those of the Basel Convention.

105. Several participants suggested that the results of the UNITAR national chemicals management capacity-building thematic workshops should be made available to the Committee, including those of a workshop on inter-ministerial coordination and another on financial resource mobilization. One participant felt that lessons learned from a series of UNITAR and IOMC-supported national-level pilot projects on integrated chemicals management, including methodologies to assist inter-ministerial and stakeholder coordination, could be shared with the Committee. Some participants said lessons learned during the UNEP-led process on international environmental governance should be taken into account.

106. Many participants pointed out that much work had already been done and that it would be useful for the Committee to consider at its next session the state of play regarding institutional frameworks for chemical safety infrastructure. An example was given of the use of partnership initiatives in the establishment of the Globally Harmonized System of Classification and Labelling of Chemicals, which allowed individual countries considerable flexibility.

107. Several participants pointed out that some existing conventions operated on parallel lines, for example, with respect to illegal traffic. To enhance the synergies that those conventions could generate, proactive guidelines on the commonalities in information exchange and legal requirements should be produced.

108. Some participants proposed that coordination should encompass all chemicals-related instruments, including not only the UNEP-affiliated Montreal Protocol and the Rotterdam, Stockholm and Basel Conventions, but also others established under the auspices of ILO, the World Trade Organization, the Commission on Sustainable Development, UNDP, the United Nations Economic and Social Council and other organizations. Likewise, coordination should extend to all chemicals-related organizations, not just those focused on the environment. To encourage coordination at the international level, one participant proposed that there should be oversight of all such instruments and institutions. Another participant noted the need to develop parameters by which to judge the extent to which coordination had taken place.

109. It was suggested that co-location of convention secretariats could achieve important efficiencies and enhance synergies among conventions.

110. One participant noted that SAICM should encourage convergence of regulatory systems as well as increased cooperation and partnerships between States and other participants. There had been interesting developments in organizations such as OECD that might be of value in that regard.

111. One participant said that there should be coordination of the financing of global projects, in particular in relation to events having global impact such as the Chernobyl nuclear reactor incident. Another cautioned against a proliferation of financial mechanisms, suggesting that a single global mechanism would be most effective.

112. Several participants offered other suggestions to achieve coordination including organizing meetings back-to-back, encouraging the exchange of scientific information and collaboration between research institutions, developing a set of guidelines with a checklist of issues referring to existing development strategies and promoting partnerships and cooperative arrangements.

113. In summarizing the results of the Committee's discussions on this subject, the President observed that, in future discussions, the Preparatory Committee would need to identify specific practical steps which might address: development of chemical safety regulatory frameworks and enforcement at the national level; a coherent approach at the national level to participation in international cooperation including cooperation of national focal points; regional centres and networks; a coherent global approach building on implementation of existing instruments at the regional and international levels and the possible development of new international legal instruments to meet specific needs; taking forward the outcomes of the UNEP process on international environmental governance; building coherence and synergies among ongoing activities at the international level including multilateral environmental agreements, United Nations agencies and other intergovernmental organizations, such as IFCS; strengthening voluntary initiatives (such as the Globally Harmonized System); and international trade aspects.

114. The President suggested that the future discussions could be organized under the following headings based on consideration of issues at the national, regional and international levels:

- (a) Cooperation, coordination, coherence and synergies at the national level;
  - (i) Coherent approach to international cooperation in chemicals-related areas;
  - (ii) Strategic approach to chemicals management at the national level;
- (b) Cooperation, coordination, coherence and synergies at the regional level;
  - (i) Regional centres and networks;
  - (ii) Regional coordination;
- (c) Cooperation, coordination, coherence and synergies at the international level (building on the outcomes of the UNEP process on international environmental governance);
  - (i) Multilateral environmental agreements;
  - (ii) United Nations agencies and other intergovernmental organizations (including the future role of IFCS in SAICM);
  - (iii) Voluntary initiatives (e.g., Globally Harmonized System);



- (iv) International trade aspects.

#### 9. Capacity, resources and development

115. Many participants expressed the view that capacity-building was critical to closing the widening gap between the developed and developing worlds in the area of chemicals management and to achieving the goals articulated in the Johannesburg Summit Plan of Implementation. They also considered that the effective mobilization of financial resources was vital.

116. Several participants observed that there was a need for an overarching financial mechanism, such as GEF, to coordinate funding at the international level. They noted that such a mechanism would need to be flexible and adapt to national needs and circumstances, otherwise it would be an impediment to the successful implementation of SAICM.

117. A number of participants called for resources to be mobilized to strengthen legislative and institutional capacities to enact and enforce chemicals-related laws and regulations.

118. Several participants stated that capacity-building required active community involvement. To ensure inter-ministerial coordination, one saw a need for the establishment of committees in each country including people from all sectors to be involved in national chemicals management decision-making.

119. Many participants proposed that work in the area of capacity-building be systematically undertaken and begin with a stock-taking of existing capacity-building activities. Several urged that systematic information exchange be promoted, and that the IFCS Information Exchange Network on Capacity Building for the Sound Management of Chemicals (INFOCAP) should be promoted and utilized.

120. One participant was of the view that the sustainability of capacity-building was an area needing careful consideration, observing that capacity-building efforts had sometimes failed to yield lasting results. He noted that work that could be built on had already been done in this area at the regional and sub-regional levels.

121. Many participants said that full use should be made of existing knowledge and structures. They were of the view that SAICM should be based on the Bahia Declaration, the IFCS document Priorities for Action Beyond 2000 and the IFCS process, including the IFCS Forum IV and the work done there in identifying gaps in the Bahia Declaration and Priorities for Action Beyond 2000. They also stated that the Committee should review that work and take it to a global level, rather than spend time repeating work that had already been done.

122. In the interest of building on existing achievements and in recognition of the need to place chemicals management in the mainstream of the sustainable development agenda, one participant suggested that the Committee should avail itself of a report prepared by the World Bank entitled Global Pursuit of Sound Management of Chemicals which a representative of the World Bank briefly outlined for the Committee.

123. Other participants drew to the Committee's attention work done by UNITAR in the area of institutional and legislative capacity-building for the sound management of chemicals.

124. Some participants suggested that the Committee should be kept apprised of developments with respect to GEF, in particular with respect to work by the GEF Council to develop a strategic approach for the enhancement of capacity-building. They noted the desirability of GEF being involved in the SAICM process instead of working on a parallel track.

125. Several participants urged that full use be made of the Basel Convention regional centres and other similar centres, which they said had shown their ability to deliver in the area of capacity-building.

126. Many participants noted the cross-cutting nature of chemicals management, observing that it had effects in, and could be affected by, the areas of poverty and its eradication, unsustainable patterns of production and consumption, health, education and sustainable development. They noted the need to place chemicals-related policies in the mainstream of the sustainable development agenda.

127. Several of those participants also observed that chemicals issues were important in many sectors, but were not given a high priority within any individual sector. In addition, different agencies were involved in the regulation of their various aspects and none had the incentive or the mandate to regulate them comprehensively. Thus, work was needed to make chemicals a high priority issue in its own right.

128. One participant suggested that, because of the multi-sectoral nature of chemicals, there was a need in both developed and developing countries to promote mechanisms at the national level for coordinating chemicals management policies and programmes.

129. Many participants stressed the importance of technology transfer and foreign investment. Developing countries wanted to import the best available technologies to enable the management of chemicals in an environmentally sound manner and wished to avoid the importation of polluting or obsolete technologies. Likewise they sought appropriate foreign investment. Capacity-building was needed, however, to enable developing countries to make informed decisions concerning proposed investments in imported technologies and to assess the environmental implications of proposed new business ventures. Currently, developing countries sometimes faced a choice between importing polluting technologies or industries and foregoing economic development.

130. To address that problem, one participant suggested the development of a “prior informed consent” principle applicable to investments and technology transfers to developing countries.

131. One participant suggested that SAICM should include as a core principle the idea of “just transition”, that is that workers in developing countries should not be expected to bear the burden of the costs incurred when countries phased out polluting chemicals, technologies and practices to phase in clean production, best available technologies and best environmental practices. Just transition should be based on a fully participatory multi-stakeholder process.

132. Another participant, applying a variant of the polluter-pays principle, suggested that the environmental costs of products should be borne by the producers of those products and should not be reflected in their prices.

133. Another participant advocated a core principle that communities and workers had a right to know about chemicals, technologies and industries being imported as well as the right to be involved in risk assessment and risk management decisions concerning chemicals management that would affect them.

134. Several participants noted the important role to be played by industry in promoting capacity-building and the transfer of best available technologies and avoiding the transfer of polluting and obsolete technologies. One noted that companies participating in such programmes as the Responsible Care programme were committed to applying the same operating standards as applied in their home countries. Such companies, he said, were already involved in capacity-building through the training of workers to ensure the use of best available technology, but such activities required the support of individual Governments and the existence of adequate political and legal frameworks.

135. Several participants emphasized the importance of addressing highly toxic pesticides, noting that they had significant impacts on large numbers of agricultural workers and others, as well as the issue of safe disposal of stockpiles of obsolete pesticides. They stated that capacity-building was needed to

promote awareness of the risks posed by pesticides and their proper handling and disposal. One participant suggested compiling an inventory of hazardous chemicals, listing them by name and explaining their hazards, noting that such an inventory would be a very helpful tool for developing countries. Another participant noted the need to increase capacity in developing countries to respond to poisoning incidents and chemicals-related accidents.

136. The Committee agreed to establish a contact group with the mandate to further develop the issues it discussed. The President of the Committee suggested that, in conducting its work, the contact group might wish to bear in mind, among other things, four broad subjects: technology, poverty, resources and development.

137. Upon completion of its work, the contact group, through its facilitator, Mr. Mohamed Fakhry (Egypt), presented a written report to the Committee. The Committee agreed that the report of the contact group should be preserved in order to assist it in its continuing work on the issue. The contact group's report is accordingly set out in annex VII to the present report.

#### 10. Implementation and taking stock of progress

138. The Committee did not have sufficient time to discuss the issue and it was agreed that it would be taken up at the Committee's next session.

### IV. OTHER MATTERS

#### Financial report

139. The Secretariat reported to the Committee on issues relating to holding sessions of the Preparatory Committee. The current session had cost over US \$ 1 million to convene. Approximately 45 per cent of that figure was attributed to conference services, including interpretation, and 50 per cent was attributed to participant travel for up to three participants from each non-OECD country, ensuring a multi-sectoral representation at the session. The balance was related to miscellaneous costs. The representative of the Secretariat noted that increased interpretation of meetings, if requested by Governments at future sessions, could add as much as US\$ 150,000 to the budget. He added that a US\$ 250,000 loan had been provided from the UNEP Environment Fund Reserve to cover the shortfall incurred in convening the current session, and that no funds were currently available to hold any future sessions of the Committee. He said that sources of financing had to be urgently identified from Governments, intergovernmental organizations and non-governmental organizations if the work successfully initiated at the current session were to be continued. In closing he urged all participants to carefully weigh possible calls for new expenditures against the current financial shortfall.

140. The representatives of Sweden and Switzerland said their Governments were committed to the SAICM process and would therefore continue to provide financial support to that effect. The representative of Finland had earlier indicated that her Government would contribute 100,000 Euros to the SAICM process.

141. Another participant requested that the Committee be kept apprised of the SAICM process's financial situation in order to inform the participant's consideration of possible contributions.

#### Miscellaneous

142. Several participants thanked the Secretariat and donor countries for their assistance in enabling full attendance at the session. In that regard one participant requested the Secretariat to explore possible future collaboration with GEF in the process of developing a SAICM.

143. The representative of GEF noted that its mandate as interim financial mechanism for the Stockholm Convention and the GEF operational programme on persistent organic pollutants reinforced its strong interest in the SAICM process. GEF-sponsored enabling activities covering chemicals supported capacity building programmes and activities in many developing countries and countries with economies in transition that could usefully address concrete measures identified by a SAICM. He noted that the mandate of GEF did not allow for funding of meetings. He looked forward to further discussions with implementing and executing agencies and countries on ways for GEF to support SAICM.

144. One participant requested the Executive Director of UNEP to write to the Chief Executive Officer and Chairman of GEF suggesting that GEF become a full partner in the SAICM process.

145. Several participants emphasized the importance of inter-sessional work at the regional level. One participant suggested that a way forward might be to establish regional Internet networking on SAICM, and suggested that UNITAR and donors could explore the possibility of assisting in the establishment of such networking. Some participants, while noting the importance of Internet networking, reiterated the need for inter-sessional regional meetings or workshops. One participant proposed that the IFCS regional meetings and communications network be used to meet this need. Several other participants supported this proposal.

#### V. ADOPTION OF THE REPORT

146. The Committee adopted its report on the basis of the draft report contained in documents SAICM/PREPCOM.1/L.1 and L.1/Add.1 which had been circulated during the session, as amended, and on the understanding that finalization of the report would be entrusted to the Rapporteur, working in conjunction with the Secretariat.

#### VI. CLOSURE OF THE SESSION

147. Following the customary exchange of courtesies, the President declared the session closed at 5 p.m. on Thursday, 13 November 2003.

Annex I**RULES OF PROCEDURE****I. Objective****Rule 1**

These rules of procedure shall apply to the preparatory meetings of the open-ended consultative process to develop a strategic approach to international chemicals management (the “Preparatory Committee”) called for by the Governing Council of the United Nations Environment Programme<sup>1</sup> and in the Plan of Implementation of the World Summit on Sustainable Development.<sup>2</sup>

**II. Definitions****Rule 2**

For the purposes of these rules:

(a) “Governmental participant” means any Member State of the United Nations, of its specialized agencies or of the International Atomic Energy Agency as well as any associate member State of a specialized agency;

(b) “Governmental participants present and voting” means those governmental participants present at the session at which voting takes place and casting an affirmative or negative vote. Governmental participants abstaining from voting shall be considered as not voting;

(c) “Intergovernmental participant” means any United Nations body, regional economic integration organization<sup>3</sup> or other intergovernmental entity with expertise and responsibilities in the field of international chemicals management;

(d) “Non-governmental participant” means any international non-governmental organization having expertise and responsibilities in the field of international chemicals management that has informed the secretariat in writing of its wish to be represented at sessions of the Preparatory Committee and whose request has not been objected to by one-third or more of the governmental participants present when the Committee considers the request;

(e) “Participant” means any governmental, intergovernmental or non-governmental participant;

(f) “President” means the President of the Preparatory Committee elected in accordance with rule 9;

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<sup>1</sup> See decisions SS.VII/3 of 15 February 2002 and 22/4 IV of 7 February 2003.

<sup>2</sup> See *Report of the World Summit on Sustainable Development, Johannesburg, South Africa, 26 August - 4 September 2002* (United Nations publication, Sales No. E.03.II.A.1), chap. I, resolution 2, annex, para. 23 (b).

<sup>3</sup> A “regional economic integration organization” is an organization constituted by sovereign states of a given region, to which its member states have transferred competence in respect of matters within the mandate of the Preparatory Committee.

(g) “Steering Committee” means the committee comprising representatives of the Intergovernmental Forum on Chemical Safety (IFCS), the seven participating organizations of the Inter-Organization Programme for the Sound Management of Chemicals,<sup>4</sup> the United Nations Development Programme (UNDP) and the World Bank, the role of which as a facilitative steering mechanism to deal with practical aspects of the strategic approach to international chemicals management was noted in United Nations Environment Programme (UNEP) Governing Council decision 22/4 IV.

### **III. Participation**

#### **Rule 3**

1. Subject to paragraph 2, all participants shall be entitled to take part, in accordance with these rules, in sessions of the Preparatory Committee and any open-ended subsidiary body.

2. Intergovernmental and/or non-governmental participants shall be excluded from the consideration of all or part of the agenda if so decided by a two-thirds majority of the governmental participants present and voting. Such temporary exclusions shall be made only where the matter under consideration is sensitive. The reasons for the exclusion shall be stated in the governmental participants’ decision and shall be recorded in the official record of the session.

### **IV. Venue, dates and notice of sessions**

#### **Rule 4**

The venue and dates of each session shall be decided by the governmental participants after consulting the secretariat and inviting comments by the intergovernmental participants and non-governmental participants.

#### **Rule 5**

The secretariat shall notify all participants of the venue and dates of a session at least eight weeks before it is due to commence.

### **V. Agenda**

#### **Rule 6**

1. The secretariat shall, in consultation with and under the guidance of the President, prepare a provisional agenda for each session. Any participant may request the secretariat to include specific items in the provisional agenda.

2. The provisional agenda shall be communicated to participants at least eight weeks before the session is due to commence.

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<sup>4</sup> The seven participating organizations of the Inter-Organization Programme for the Sound Management of Chemicals are the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organization (ILO), the Organisation for Economic Co-operation and Development (OECD), the United Nations Environment Programme (UNEP), the United Nations Industrial Development Organization (UNIDO), the United Nations Institute for Training and Research (UNITAR) and the World Health Organization (WHO).

3. Between the date of communication of the provisional agenda and the date of adoption of the agenda by the Preparatory Committee, participants may propose supplementary items for inclusion in the agenda, provided the items are of an important and urgent nature.

#### **Rule 7**

At the beginning of each session, the governmental participants shall, after consulting the intergovernmental participants and non-governmental participants, adopt the agenda for the session on the basis of the provisional agenda and any supplementary items proposed in accordance with rule 6.

#### **Rule 8**

During a session, the governmental participants may, after consulting the intergovernmental participants and non-governmental participants, revise the agenda for the session by adding, deleting or amending items. Only items which the governmental participants consider to be of an important and urgent nature may be added to the agenda during a session.

### **VI. Officers**

#### **Rule 9**

1. At the commencement of the first session, the governmental participants shall elect from among the representatives of the governmental participants present at the meeting a Bureau composed of a President and four Vice-Presidents, one of whom shall act as Rapporteur<sup>5</sup>.

2. In electing the officers, the governmental participants shall have due regard to the principle of equitable geographical representation. As a consequence, each of the five regional groups of the United Nations shall be represented by one member.

#### **Rule 10**

1. The Bureau shall meet as necessary to advise the President on the day-to-day conduct of the business of the Preparatory Committee and its subsidiary bodies. The secretariat shall service its meetings. The chairperson of any subsidiary body may be invited to participate in Bureau meetings to report on and discuss the progress of work of the body for which he or she is responsible.

2. The President may, in consultation with the other members of the Bureau, invite such participants as he/she deems appropriate to discuss matters concerning the work of the Preparatory Committee that he/she considers would benefit from such consideration.

#### **Rule 11**

1. In addition to exercising the powers conferred upon him or her elsewhere in these rules, the President shall:

- (a) Declare the opening and closure of each session;

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<sup>5</sup> On 9 November 2003 the governmental participants elected the following Bureau to serve for the duration of the Preparatory Committee process: Mr. Halldor Thorgeirsson (Iceland) - President, Ms. Ivana Halle (Croatia), Ms. Abiola Olanipekun (Nigeria), Mr. Chalerm Sak Vanichsombat (Thailand) and Mr. Federico Perazzo (Uruguay).

- (b) Preside at meetings of the session;
  - (c) Ensure the observance of these rules;
  - (d) Accord participants the right to speak;
  - (e) Put questions to the vote and announce decisions;
  - (f) Rule on any points of order; and
  - (g) Subject to these rules, have complete control over the proceedings and maintain order.
2. The President may also propose:
- (a) The closure of the list of speakers;
  - (b) A limitation on the time to be allowed to speakers and on the number of times a participant may speak on an issue;
  - (c) The adjournment or closure of debate on an issue; and
  - (d) The suspension or adjournment of a meeting.
3. The President shall decide when a sufficient time for consultation under rules 4, 7, 8 or 18 has elapsed.
4. The President, in the exercise of his or her functions, remains at all times under the authority of the Preparatory Committee.

#### **Rule 12**

The President shall participate in sessions of the Preparatory Committee in that capacity and shall not at the same time exercise the rights of a representative of a governmental participant. The governmental participant concerned shall designate another representative who shall be entitled to represent it at sessions and exercise the right to vote.

#### **Rule 13**

1. The President, if absent from a session or any part thereof, shall designate a Vice-President to act as President.
2. A Vice-President acting as President shall have the same powers and duties as the President and shall not at the same time exercise the rights of a representative of a governmental participant.

#### **Rule 14**

If an officer of the Bureau resigns or is otherwise unable to complete his or her term of office or to perform the functions of that office, a replacement from a governmental participant in the same United Nations regional group shall as soon as possible:

- (a) Be nominated by that regional group; and
- (b) Be elected by the governmental participants in the Preparatory Committee to succeed the said officer for the remainder of the Committee's mandate.



## **VII. Secretariat**

### **Rule 15**

1. The Executive Director of the United Nations Environment Programme shall provide and direct the staff of the secretariat required to service the Preparatory Committee, including any subsidiary bodies which the Committee may establish.
2. In carrying out the task specified in paragraph 1 above, the secretariat shall, as necessary, consult the Steering Committee.

### **Rule 16**

The Executive Director shall be responsible for convening sessions in accordance with rules 4 to 6 and for making all the necessary arrangements for sessions, including the preparation and distribution of documents at least eight weeks in advance of the sessions.

### **Rule 17**

The secretariat shall, in accordance with these rules:

- (a) Arrange for interpretation at sessions;
- (b) Receive, translate, reproduce and distribute the official documents for the sessions;
- (c) Arrange for the custody and preservation of the documents of each session in the archives of the secretariat; and
- (d) Perform such other tasks as the Preparatory Committee may require in relation to its functions.

## **VIII. Subsidiary bodies**

### **Rule 18**

1. The governmental participants may, after consulting the intergovernmental participants and non-governmental participants, establish such subsidiary bodies as are necessary for the effective discharge of the functions of the Preparatory Committee. They shall determine the matters to be considered by a subsidiary body and establish its terms of reference.
2. The present rules of procedure shall apply mutatis mutandis to the proceedings of any subsidiary body, except that:
  - (a) The Bureau of a subsidiary body shall not exceed three in number;
  - (b) The Chair of a subsidiary body shall be appointed by the governmental participants after consultation with the intergovernmental participants and non-governmental participants;
  - (c) Any Vice-Chair and Rapporteur of a subsidiary body shall be appointed by the governmental participants represented in the subsidiary body after consultation with the intergovernmental participants and non-governmental participants represented in the body; and

- (d) Subject to subparagraph (c), a subsidiary body shall not take votes.

## **IX. Conduct of business**

### **Rule 19**

The President may declare a meeting of the session open and permit debate to proceed when the representatives of at least one-third of those participating in the session are present. The presence of two-thirds of the participants so participating shall be required for any consensus decision to be taken and the presence of two-thirds of the governmental participants so participating shall be required for any vote to be taken.

### **Rule 20**

1. No one may speak at a meeting of the session without obtaining the permission of the President. Without prejudice to rules 21, 22, 23 and 25, the President shall call upon speakers in the order in which they signify their desire to speak. The secretariat shall maintain a list of speakers. The President may call a speaker to order if the speaker's remarks are not relevant to the subject under discussion.

2. The Preparatory Committee may, on a proposal from the President or from any participant, limit the time allowed to each speaker and the number of times each participant may speak on a question. Before a decision is taken, two representatives may speak in favour of and two against a proposal to set such limits. When the debate is limited and a speaker exceeds the allotted time, the President shall call the speaker to order without delay.

### **Rule 21**

The chairperson or rapporteur of a subsidiary body may be accorded precedence for the purpose of explaining the conclusions reached by that subsidiary body.

### **Rule 22**

During the discussion of any matter, a participant may at any time raise a point of order which shall be decided immediately by the President in accordance with the present rules. A participant may appeal against the ruling of the President. The appeal shall be put to the vote immediately and the ruling shall stand unless overruled by a majority of the governmental participants present and voting. A participant may not, in raising a point of order, speak on the substance of the matter under discussion.

### **Rule 23**

Any motion calling for a decision on the competence of the Preparatory Committee to discuss any matter or to adopt a proposal or an amendment to a proposal shall be decided upon before the matter is discussed or a vote is taken on the proposal or amendment in question.

### **Rule 24**

Proposals and amendments to proposals shall normally be introduced in writing by the participants and handed to the secretariat, which shall circulate copies to delegates. As a general rule, no proposal may be discussed or put to the vote at any session unless copies of it have been circulated to the participants at least 24 hours before the proposal is debated. The President may, however, permit the discussion and consideration of proposals, amendments to proposals or procedural motions even though

these proposals, amendments or motions have not been circulated or have been circulated only the same day.

### **Rule 25**

1. Subject to rule 22, the following motions shall have precedence in the order indicated below over all other proposals or motions:

- (a) To suspend the session;
- (b) To adjourn the session;
- (c) To adjourn the debate on the question under discussion;
- (d) To close the debate on the question under discussion.

2. Permission to speak on a motion falling within paragraph 1 (a) to (d) shall be granted to the proposer and, in addition, to one speaker in favour of and two against the motion, after which it shall be put immediately to a vote.

### **Rule 26**

A proposal or motion may be withdrawn by its proposer at any time before voting on it has begun, provided that the proposal or motion has not been amended. A proposal or motion thus withdrawn may be reintroduced by any other participant.

### **Rule 27**

When a proposal has been adopted or rejected, it may not be reconsidered at the same session, unless the Preparatory Committee by a two-thirds majority of the governmental representatives present and voting decides in favour of reconsideration. Permission to speak on a motion to reconsider shall be accorded only to the mover and one other supporter, after which it shall be put immediately to a vote.

## **X. Adoption of decisions**

### **Rule 28**

1. The participants shall make every effort to reach agreement on all matters of substance and procedure by consensus.

2. If a consensus is not achieved within 24 hours of the President putting a matter to the participants for decision or such other period as the President deems appropriate to the circumstances, the decision shall, unless otherwise provided by the present rules of procedure, be taken:

- (a) On a matter of substance, by a two-thirds majority vote of the governmental participants present and voting; and
- (b) On a matter of procedure, by a majority vote of the governmental participants present and voting.

3. Where there is disagreement as to whether a matter to be voted on is a substantive or procedural matter, the issue shall be decided by a two-thirds majority of the governmental participants present and voting.

**Rule 29**

If two or more amendments to a proposal are moved, the Preparatory Committee shall first decide on the amendment furthest removed in substance from the original proposal, then on the amendment next furthest removed therefrom, and so on until decisions have been made on all the amendments.

**Rule 30**

Voting on a single proposal shall normally be by show of hands. A roll-call vote shall be taken if one is requested by any governmental participant. It shall be taken in the English alphabetical order of the names of the countries which the governmental participants represent, beginning with the country whose name is drawn by lot by the President.

**Rule 31**

The vote of each governmental participant in a roll-call vote shall be recorded in the report of the session.

**Rule 32**

After the President has announced the beginning of voting, no participant shall interrupt the voting except on a point of order in connection with the actual conduct of the voting. The President may permit governmental participants to explain their votes, either before or after the voting, and may limit the time allowed for such explanations.

**Rule 33**

In the absence of consensus, elections shall be decided by secret ballot.

**Rule 34**

1. If, when one person is to be elected, no candidate obtains in the first ballot a majority of the votes cast by the governmental participants present and voting, a second ballot restricted to the two candidates obtaining the largest number of votes shall be taken. If in the second ballot the votes are equally divided, the President shall decide between the candidates by drawing lots.

2. In the case of a tie in the first ballot between three or more candidates obtaining the largest number of votes, a second ballot shall be held. If a tie results between more than two candidates, the number shall be reduced to two by lot and the balloting, restricted to them, shall continue in accordance with the procedure set out in paragraph 1.

**XI. Public and private sessions**

**Rule 35**

The plenary sessions of the Preparatory Committee shall be held in public unless the governmental participants decide otherwise.

**Rule 36**

The meetings of subsidiary bodies, other than those of any drafting group which may be set up, shall be held in public unless the governmental participants in the Preparatory Committee decide otherwise.

**XII. Languages**

**Rule 37**

The official languages of the Preparatory Committee shall be Arabic, Chinese, English, French, Russian and Spanish.

**Rule 38**

1. Statements made in one official language shall be interpreted into the other official languages.
2. A participant may speak in a language other than an official language if the participant provides for interpretation into one of the official languages.

**Rule 39**

Official documents of the Preparatory Committee shall be drawn up in one of the official languages and translated into the other official languages.

**XIII. Amendments to rules of procedure**

**Rule 40**

Amendments to these rules of procedure shall be adopted by consensus of the governmental participants.

Annex II

**SCIENTIFIC ACTIVITIES IN SUPPORT OF DECISION-MAKING**

Report of Contact Group on Scientific activities in support of decision-making

An integral part to a SAICM would be a strategic approach to the strengthening of the scientific basis of risk assessment and risk management. Activities which the Preparatory Committee might consider include the following examples, that at the present time are a compilation which does not represent consensus views:

- Assessment and monitoring of exposure and impacts including socio-economic impacts, chronic and synergistic effects on both health and environment
- Assessment and monitoring of levels of contaminants in the environment
- For all chemicals in commerce, appropriate information detailing the inherent hazards should be made available to the public, and generated where needed
- Further development of methodologies “using transparent science-based risk assessment procedures and science-based risk management procedures, taking into account the precautionary approach”/principle
- Comparative assessment of alternative products and practices to ensure that they do not pose larger risks
- Improve the information base in particular in developing countries, ensuring information reaches appropriate target groups to enable their empowerment and ensuring their right to know
- Life cycle analysis
- Further development of science to contribute to sustainable development in order to strengthen and accelerate innovation, research, development, training and education
- Assessment and monitoring for particularly vulnerable populations, e.g., children, women and the elderly
- Training of appropriate levels of personnel in the interpretation and use of risk assessment
- Establishment of regional reference laboratories which are operated in accordance with international standards
- Setting priorities and sharing burdens
- The need to develop reliable and practical analytical techniques to monitor substances in environmental media and biological samples and to make these methods freely available and affordable.

It was recognized that there were links to other parts of the report such as those dealing with needs, principles, and capacity-building.

Annex III

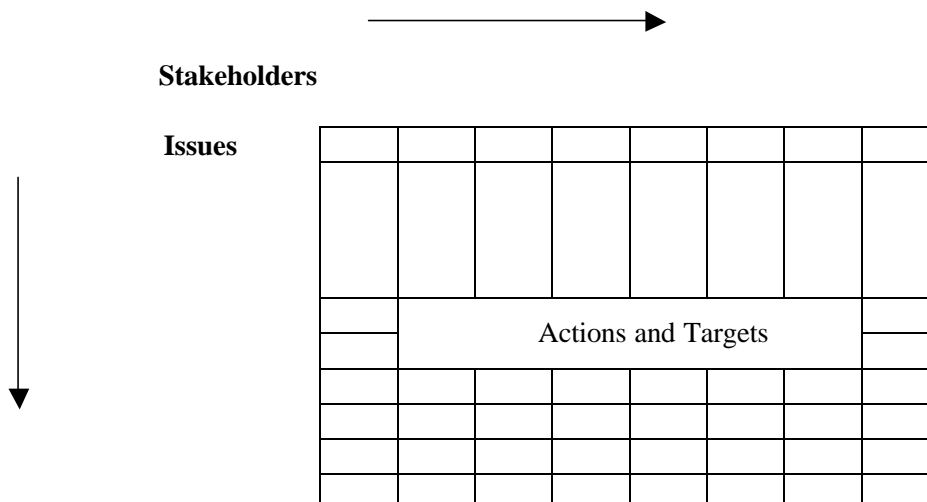
**A MATRIX STRUCTURE FOR MAPPING INTERRELATIONSHIPS AMONG ACTIONS**

A proposal by UNIDO

Submission by the Chair of the Contact Group on Concrete Measures

1. The following proposal provides an approach that may assist the Preparatory Committee to organise the issues before it and to facilitate the identification of priority actions and appropriate targets.
2. It seeks neither to add nor to delete any actions that the Committee may consider important. Rather it seeks to assist the Committee to visualise the complex interrelationships that exist in providing a Strategic Approach To International Chemicals Management for the wide range of stakeholders.
3. Similarly, the proposal is not intended to replace SAICM/PREPCOM.1/6 or the suggestions from other participants for organizing the discussion on developing a SAICM. This approach is offered to the Committee to expedite its work in identifying potential elements of a Global Plan of Action (GPA).
4. To be effective, Actions and Targets – the how? and when? of a GPA– need also to be mapped clearly to the what? - the principal issues, and who? - the principal stakeholders and *vice versa*.
5. In the illustrations below, these fundamental properties are arranged into a simple matrix with the **issues** forming the vertical axis and the **stakeholders** the horizontal. The actions and targets then form the content of the individual cells (Figure 1). Clearly a single issue may require actions by different stakeholders, and stakeholders may need to take action on a variety of issues. Such relationships can be easily represented in the matrix.

Figure 1. Possible matrix



6. Further sophistication might add a third dimension – splitting cell contents into, for example, short, medium and long-term targets but that should, perhaps, form a second stage of mapping and GPA development.

7. In the illustration in Figure 2, the issues have been further grouped along the chemical life-cycle. This has been attempted in an effort to cluster issues using a 'guiding principle' that might be included at a higher level of the SAICM. Clearly, other arrangements are possible.
8. In Figure 2, which is intended as an illustration and is by no means complete or fully worked, cells where we might expect actions and targets to be needed or desirable have been shown schematically with 'ticks'. A number of actual targets have been added in 'balloons' to illustrate the approach.
9. A group of 'ticks' in the matrix would represent the Programme Areas identified in the IFCS Priorities for Action Beyond 2000. This is illustrated in Figure 2 with regard to Occupational Safety and Health.
10. With this matrix approach it is possible to work relatively quickly through the papers that represent the foundations for SAICM and place each action and target within the matrix. Actions and targets for other issues arising from the list in SAICM/PREPCOM.1/6 might then be similarly mapped and their principal properties identified. The approach has virtue in being flexible as new issues or stakeholders are identified.
11. The approach is not intended to form part of any final decision or report.



Figure 2. An example of the matrix used for occupational health and safety.

Life-Cycle	International level	Inter-Govs fora IGOs	National level	Govt.s	Health	Science	Workers	Industry	Agriculture	Children	NGOs
	<b>Research &amp; development</b>										
hazard data			IPCS/OECD harmonised terminologies by 2006 (FIV)		✓		✓				
risk assessment		✓			✓		✓				
<b>Production</b>											
cleaner production		✓					✓				
waste minimisation		✓					✓				
substitution					✓		✓				
cradle-to-cradle					✓		✓				
emergency response					✓		✓				
<b>Distribution and trade</b>											
GHS		✓			✓		✓				
PIC		✓			✓		✓				
Sound management							✓				
Illegal traffic							✓				
<b>Use</b>											
Good agricultural practice							✓				
acutely toxic pesticides							✓				
women & childrens health							✓				✓
<b>Disposal</b>											
Recall, reuse, recycling							✓				
Waste management							✓				
<b>"Post disposal"</b>											
Contaminated sites					✓						
Protected areas					✓						

IPCS/OECD harmonised terminologies by 2006 (FIV)

Guidance, tools and other facilities for effective implementation of GHS in the workplace (FIV)

All countries to implement GHS by 2008 (WSSD)

UNITAR/ILO to develop a roster of experts by 2004 (FIV)

Occupational Safety & Health

Annex IV**CAPACITY-BUILDING CONCRETE MEASURES**Submission by Egypt, sponsored by the African region

1. Capacity to implement internationally binding instruments (Basel, Rotterdam, Stockholm etc.)
  - a) Awareness raising among decision makers
  - b) Ratification of conventions on chemicals
  - c) Coordination/management capacity (strengthening National Designated Authorities to manage chemicals)
  - d) Scientific, technical and analytical
  - e) Legal instruments (to back the conventions)
  - f) Harmonization of policies at sub-regional levels
  - g) Inspection (at points of entry)
  
2. Capacity to develop chemicals management instruments (National Profile, National Implementation Plans, National Emergency Preparedness and Response Plans)
  - a) Scientific and technical
  - b) Training of personnel
  - c) Facilities (laboratory instruments, equipment, etc.)
  
3. Capacity to develop sound, clean and sustainable technologies
  - a) Clean technology transfer
  - b) Technology development
  - c) Training
  - d) Recycling and re-use
  - e) Waste reduction at source
  - f) Stockpile management and disposal of hazardous substances, products and wastes
  - g) Alternative and ecological agricultural practices (including non-chemical use)
  
4. Capacity to acquire, generate, store and disseminate information
  - a) Information technology infrastructure
  - b) Laboratory facilities
  - c) Personnel
  - d) National and regional websites
  - e) Sub-regional TV programmes
  
5. Develop research and training capacity
  - a) To run training programmes in local institutions (develop training material/modules, curricula development etc)
  - b) Laboratory equipment, maintenance and servicing
  - c) Analytical methodology
  - d) Train the trainers
  - e) Indigenous knowledge
  - f) Generation of national/regional data (e.g. emission factors, bio-indicators etc.)
  - g) Collaboration with regional centres (e.g. Basel Convention Centres)
  - h) Laboratory accreditation and establishment of sub-regional accreditation bodies

6. Develop capacity for monitoring
  - a) Contaminated sites and remediation techniques
  - b) Environmental impacts
  - c) Human health impacts
  - d) Poison centres (provide necessary resources)
7. Capacity to develop standards
  - a) Standardized analytical methods and equipment
  - b) Globally Harmonized Classification and Labelling System (GHS)
  - c) Pollutant Release and Transfer Register (PRTR)
8. Develop capacity for risk assessment and risk management
9. Donor coordination

Annex V**SAICM HEALTH SECTOR INPUT**Submission by Australia, co-sponsored by Philippines, Suriname and Switzerland

This summary reflects the outcome reached at Health Sector meetings convened in the context of the first session of the Preparatory Committee based on SAICM/PREPCOM.1/INF/8 Rev1. Agreement was achieved on a distillation of the viewpoints of 41 countries received by WHO by the time that INF/8 was prepared, and input from 15 countries received subsequently. The summary points listed below focus on gaps, needs and priorities, and represent initial health sector input to SAICM.

Countries called strongly for a multi-sectoral, multi-stakeholder process for SAICM, to reflect the principle that human beings lie at the centre of concerns for sustainable development. The need for integration of chemicals into mainstream health policies was agreed. The importance of establishment and strengthening of inter-sectoral processes and approaches at regional and country level was emphasized. Use of advocacy, community empowerment and ownership was highlighted. Currently, the following main areas of health input for SAICM are foreseen.

- Filling of gaps in abilities to access, interpret and apply knowledge (e.g. improved availability of information on the hazards, risks and safe use of chemicals, in forms relevant to end users, and improved use of existing risk assessments).
- Development and use of new and harmonized methods for risk assessment, e.g. methods for assessment of risks to vulnerable groups, in particular children, pregnant and fertile women, and the elderly; new tools for risk assessment, making best use of (molecular) epidemiology, clinical and exposure data, and scientific advances in toxicogenomics; harmonized methods for risk assessment of carcinogens, mutagens, reproductive toxins, genotoxins and immunotoxins; and new risk assessment methods relevant to real-life exposures, e.g. aggregate/cumulative exposures, use of simple analytical methods for in-field exposure assessment.
- Development of better methods and criteria to determine the impact of chemicals on health to set priorities for action, for the detection of chemicals, and to monitor progress of SAICM. This will also assist with implementation of Millennium Development Goals and place chemicals and health on development assistance agenda. These methods should be able to be used at country level. Means of determining health impacts of policy decisions are required.
- Building capacities of countries to deal with poisonings and chemical incidents. An integrated approach to establishment and strengthening of poisons centres and surveillance, alert and response mechanisms for chemical incidents is proposed. This would include technical cooperation on a regional basis..
- Filling of gaps in science (e.g. gaps in understanding of endocrine disruptors).
- In addition to risk assessment methods, broad strategies specifically directed to the health of children and young families are needed. These would include recommendations arising from Forum IV.
- Inclusion of specific actions for worker health protection, including farmers and children, and linking of these to broader health policy and actions, in consultation with the labour sector.
- Inclusion of a range of preventive strategies, education and awareness raising, and capacity building in risk communication.
- Further work to promote alternatives to highly-toxic and persistent chemicals.

Annex VI**CONCRETE MEASURES: POSSIBLE ELEMENTS**Report of the Contact Group on Concrete Measures

The Contact Group on Action Items and Concrete Measures met on 11 and 12 November under the Chairmanship of Mr. Nik Kiddle of New Zealand.

The Group was asked to begin to elaborate a list of action items that could form the basis of concrete measures, including identification of what was necessary, by whom, how and when. Agenda 21, the WSSD Plan of Implementation and the Bahia Declaration and Priorities for Action Beyond 2000 were acknowledged as foundation of the SAICM.

The contact group met twice and included more than 60 participants reflecting all of the regional groups and a broad range of non-governmental and intergovernmental organizations.

An initial list of elements that could be included in a possible global plan of action, developed by the contact group is annexed to this report. In developing this list the group considered documents SAICM/PREPCOM.1/6, SAICM/PREPCOM.1/INF3, and SAICM/PREPCOM.1/INF/10, SAICM/PREPCOM.1/INF/8. It was noted that this list of elements should also include the priorities for action identified in the Bahia Declaration and Priorities for Action Beyond 2000 and at IFCS Forum IV.

There was no attempt at this stage by the group to assign priority to these actions or to address the questions of who, when, how or with what resources. It was recognized that these questions would need to be considered at a later stage in the process of developing a SAICM.

It was proposed that one approach to further developing this list of elements would be to prepare one or more matrices as a means of identifying interrelationships among actions for related issues. An initial approach to developing such matrices is annexed to this report. The contact group agreed that some sample matrices should be developed in order to test the utility of this approach.

There is substantial redundancy in this initial list of elements. The contact group agreed that the elements be reviewed and amalgamated where appropriate in preparing a working paper for the second session of the Preparatory Committee. This work would be performed by the Secretariat and would incorporate an opportunity for a round of comment by all stakeholders.

### 1. Children and Chemical Safety

1. When assessing the protection of children, consideration should be given to chemical exposures that can occur during preconception, throughout gestation, infancy, childhood and adolescence.
2. Governments should prepare, through multi-stakeholder consultation, initial national assessments of children's environmental health and chemical safety. Those assessments should identify the priority concerns and provide a basis for developing action plans to address those concerns. Governments should provide a progress report to Forum V. WHO is requested to develop, through multi-stakeholder consultation, guidance tools, and to assist at least three countries in different stages of economic development in each region to prepare the assessment and the action plans by 2006.
3. Governments, with support from stakeholders, particularly WHO and UNICEF, should promote education and training on children's chemical safety, and where risks are identified, governments and stakeholders should commit to taking action to prevent or reduce exposure. Governments should also promote harmonized data collection, research, legislation and regulations, and consider the use of indicators of children's environmental health, and report back to Forum V in 2006. Governments should, when setting

acceptable levels or criteria related to chemicals, take into consideration the potential enhanced exposures and/or vulnerabilities of children.

4. WHO is requested to support, collaborate with, and coordinate among research organizations and those supporting research (such as the European Commission, science NGOs, the Global Health Research Forum, governments and others) to develop mechanisms to facilitate collaborative national and international research and share technology.
5. Governments and stakeholders should commit to sharing information on options for taking effective action to protect children from established chemical threats and from chemical risks where there is a degree of uncertainty. WHO is requested to convene a multi-stakeholder meeting to explore the mechanisms for collecting data and disseminating information that could be used to reduce uncertainty in risk assessments.
6. In addition, Forum IV requests the IFCS President to convey these recommendations to other meetings and fora.

In carrying out the recommendations set out in this priority, the stakeholders concerned should be guided by the full decision document and companion information paper that were developed by the Forum Working Group

## 2. Occupational Safety and Health

- I) Urges ILO, WHO and FAO to strengthen their collaboration in this area and increase their participation in IFCS activities; and
- II) Urges the relevant Forum participants to initiate and implement measures to address the occupational safety and health aspects of chemical safety in the Priorities for Action as described in the following:

### *Programme Area A – Expanding and Accelerating International Assessment of Chemical Risks*

IFCS should support and encourage all relevant parties to undertake steps for reporting and recording data essential for international assessment of chemical risks from workplaces, for facilitating national and international data collection measures, and for making the necessary data readily available to those undertaking assessment of chemical risks.

Recommended action items:

- Develop and implement relevant approaches standards and guidance material for recording, collecting and analyzing workplace data. These can be undertaken in conjunction with the implementation of the ILO List of Occupational Diseases Recommendation (No. 194), 2002, and the Protocol of 2002 to the Occupational Safety and Health Convention (No. 155), 1981.
- Develop, establish and enhance suitable measures for the monitoring of workplaces and for careful clinical surveillance of workers.
- Develop harmonized data elements for recording relevant workplace data in company-specific databases. Facilitate the collection of data for analysis with means to ensure that the data elements cannot be tracked back to specific workers, worksites or employers.
- Establish the role and responsibilities of employers, employees and governments in reporting, recording, collecting and assessing data from workplaces.

### *Programme Area B – Harmonization of Classification and Labelling of Chemicals*

Recommended action items:

- Develop and make available assistance, guidance, tools and other facilities necessary for the effective implementation of GHS in the workplace.
- Include relevant elements of GHS as an integral component of ILO's SafeWork Programme.
- Establish roles and responsibilities of employers, employees, chemical suppliers and governments, in the implementation of the GHS.

*Programme Area C – Information Exchange on Toxic Chemicals and Chemical Risks*

Recommended action items:

- Establish a means of developing and updating internationally evaluated sources of information on chemicals in the workplace by intergovernmental organizations, in forms and languages suitable for use by workplace participants.
- Make the information on workplace chemicals from intergovernmental organizations readily and conveniently available to employers, employees and governments.
- Strengthen the global information networks of the ILO and WHO in the sharing, exchanging and delivering of chemical safety information.
- Facilitate the development and updating of information on workplace chemicals by reliable sources in forms and languages suitable for workplace participants and the ready and convenient access to that information by employers, employees and governments.
- Promote the establishment of a National SafeWork Programme, including the ratification and implementation of ILO Conventions 170, 174 and 184.
- Implement an integrated approach to the safe use of chemicals in the workplace by establishing new mechanisms to expand and update ILO Conventions related to hazardous substances and linking these to various other actions, such as those associated with codes, information dissemination, enforcement, technical co-operation, etc.
- Establish approaches and methods to communicate relevant information from the results of international risk assessment to appropriate workplace participants and stipulate related roles and responsibilities of employers, employees and governments.
- Strengthen chemical safety related information dissemination among social partners and through public media at national and international levels.
- Stress the importance of the workers' right to know in all sectors (formal and informal).

*Programme Area D – Establishment of Risk Reduction Programmes*

IFCS should support and encourage the development, enhancement, updating and implementation of ILO's SafeWork standards, including supplementary consensus guidelines, codes of practice and other non-binding instruments influencing safe use of chemicals in the workplace.

Recommended action items:

- Facilitate the development, enhancement, updating and implementation of ILO Conventions and supplementary consensus instruments that help to promote the sound management of chemicals in the workplace.

- Pay special attention to the needs of workers in small and medium-sized enterprises, the informal sector, migrant workers, self employed, waged workers and vulnerable groups, including children, young persons, women and elderly in addressing risk reduction programmes for chemical safety in the workplace.
- Implement the ILO Guidelines on Occupational Safety and Health Management System (ILO-OSH 2001) paying special attention to the safe use of chemicals.
- Implement the ILO National Safe Work Programmes, incorporating safe use of chemicals as an integral component.
- Enact and strengthen legislation to protect the health of workers and the public, covering the entire spectrum of work situations where chemicals are handled, including such sectors as agriculture and health.
- Address special chemical safety related problems of illegal work and illegal migrants.
- Develop system of health and environment impact assessment in chemicals handling and incorporate it in occupational safety and health programmes in countries as a pre-requisite to boost prevention efforts.
- Promote the necessary training and capacity to all people involved directly and indirectly with pesticides use and application in rural areas
- Apply the measures from ILO Convention 169 about work conditions of indigenous and tribal population in order to prevent the use of specially dangerous pesticides (art. 3).
- Enhance risk reduction programmes through the expansion of insurance coverage and compensation systems.

*Programme Area E – Strengthening of National Capabilities and Capacities for Management of Chemicals*

Recommended action items:

- Identify the particular demands and needs with respect to institutions and organisations responsible for workplace-related activities concerning chemical safety, and direct the capacity-building efforts accordingly.
- National government occupational safety and health policies should contain specific sections/text on chemicals management, with a clear emphasis on preventive measures. Government legislation should require that workplace risk assessments and hazard prevention measures are carried out, based on the recognized hierarchy of prevention and control measures.
- Establish integrated programmes for health and safety professionals and public health practitioners with emphasis on identification, assessment and control of occupational chemical risk factors in all workplaces (industrial, rural, business and services).
- Promote exchange of information on successful experiences and projects related to chemical occupational safety and health..
- Enhance international cooperation programmes aiming especially the national capacity building in developing countries and countries with economies in transition.



### 3. Hazard data generation and availability

For all chemicals in commerce, appropriate information detailing the inherent hazards should be made available to the public, and generated where needed. Essential health, safety and environmental information should be accessible. Other information should be accessible according to a balance between the public right to know and the need to protect valid confidential business information and legitimate proprietary interests. Existing hazard information should be systematically identified, collected, validated and shared to ensure an equitable sharing of the burdens of assessment and interpretation, and to avoid duplicative testing, for both economic and animal welfare purposes. For the generation of new information, advancements in hazard identification and other relevant approaches that reduce the use of animals for toxicity testing should be applied.

Governments in cooperation with industry and other stakeholders:

- Are encouraged to establish national priorities for information generation for chemicals that are not produced in high volumes, e.g. by using production/import volume inventories of chemicals in commerce and by collecting or generating other relevant information such as information on significant exposure;
- Should agree to use appropriate measures, where necessary according to each country's own situation, to promote the timely generation of hazard information.

OECD is invited, in cooperation with relevant stakeholders and enabling input from non-OECD countries via already established mechanisms, by Forum V, to have:

- Established a detailed programme for an international repository on hazard information that would be available free of charge;
- Agreed to timeframes for how industry, in cooperation and coordination with other stakeholders, will make accessible or generate hazard information for high production volume chemicals not addressed under existing commitments;
- Established generally applicable guidelines on the respective roles, responsibilities and accountabilities of governments, producing/importing enterprises and suppliers of chemicals concerning the generation, assessment and dissemination of hazard information;
- Further harmonised data formats for hazard information;
- Established recommendations on tiered approaches to addressing screening information requirements for chemicals that are not produced in high volumes;
- Identified possible approaches for prioritisation for such chemicals that are not necessarily based on production volume but, for example, build on significant exposures.

IPCS and OECD are invited to have, by Forum V harmonized terminologies to be used in hazard and risk assessment.

IPCS is invited to take the lead in the development of guidance on, and mechanisms for, collecting, disseminating and utilizing clinical and exposure data from human observations.

Governments, intergovernmental as well as non-governmental organisations and industry should encourage the use of the Internet as a tool for identifying and disseminating hazard information to the intended target groups in the respective tiers, preferably using existing databases, and free of charge.

#### 4. Acutely Toxic Pesticides – risk management and reduction

Recognizing that poisoning of pesticide users and their communities, especially agricultural workers and small farmers in developing countries and countries with economies in transition, must be prevented, national governments are hereby provided with guidance for sound risk management and reduction actions, in particular those related to acutely toxic pesticides.

Governments should, with the commitment and support of international, regional and local stakeholders, such as international organizations, scientific and medical communities, pesticide and agricultural industries, public interest groups, agricultural workers, labour unions, small farmers and indigenous peoples, take a variety of actions, best suited to their needs and capacities, such as:

##### *I. Policy Actions*

- 1) Ratify and implement the internationally agreed Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade;
- 2) Fully implement the International Code of Conduct on the Distribution and Use of Pesticides as the basis for a comprehensive life cycle approach to pesticide management at national level;<sup>6</sup>
- 3) Promote a culture of compliance and accountability, and effective enforcement and monitoring programmes;
- 4) Give appropriate priority to pest and pesticide management in their national development cooperation strategies in order to access technical and financial assistance, including appropriate technology;
- 5) Base national decisions on acutely toxic pesticides on an evaluation of their intrinsic hazards, anticipated local exposure to the products, taking into account their common conditions of use and the need to reduce risks.

##### *II. Regulatory Actions*

- 1) Promote Integrated Pest and Production Management;
- 2) Prioritise the registration and/or use of formulation types suited to the conditions of use in the country;
- 3) Ensure that product label statements have clear safety and use information;
- 4) Establish licensing systems for the sound storage, distribution and application of pesticides;
- 5) Promote appropriate standards for application equipment, container and package design (e.g. size, shape, material), and procedures for maintenance and guidance for use of equipment;

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<sup>6</sup> International Code of Conduct on the Distribution and Use of Pesticides, Food & Agricultural Organization of the United Nations. Revised Version adopted by the Hundred and Twenty-third Session of the FAO Council in November 2002.

- 6) Establish mandatory or voluntary container return procedures, whichever is the most effective;
- 7) Establish pesticide use surveillance and monitoring systems to gather information on common conditions of use and their impact on health and environment;
- 8) Expand research and capacity for research on alternative pest control (both chemical and non-chemical) and crop production measures;
- 9) Use the tools of the Rotterdam Convention in order to:
  - a. Provide appropriate level of resources to Designated National Authorities,
  - b. Identify and notify the Secretariat of the Convention of severely hazardous pesticide formulations;
- 10) Prohibit or restrict availability (including the use of import and /or export controls as desirable) and use of acutely toxic pesticides (such as formulations classified by WHO<sup>7</sup> as Extremely Hazardous (class 1a) and Highly Hazardous (class 1b)) and/or those pesticides associated with frequent and severe poisoning incidents;
- 11) Substitute acutely toxic pesticides with reduced risk pesticides and non-chemical control measures;
- 12) Encourage industry to extend product stewardship and to voluntarily withdraw acutely toxic pesticides when poisoning incidents occur;
- 13) Establish or enhance comprehensive national systems for surveillance and reporting of poisoning incidents affecting workers and communities, including:
  - a. Training of waged agricultural workers, farmers, communities, and public health professionals to recognize pesticide poisoning symptoms and enable immediate intervention in the field,
  - b. Education and resources for health care workers to treat health effects appropriately,
  - c. Community and self surveillance monitoring and reporting mechanisms,
  - d. Use of incident report forms established under Rotterdam Convention and WHO harmonized human data collection tools, and other available instruments; studies to estimate the under-reporting of poisoning incidents,
  - e. Support and strengthen Poison Control Centres;
- 14) Avoid the build up of stocks, and dispose of obsolete stockpiles using the best available technologies and practices in accordance with international agreements;
- 15) Prioritise the procurement of least hazardous pest control measures and use best practices to avoid excessive or inappropriate supplies in donor assistance activities.

<sup>7</sup> World Health Organization, The WHO Recommended Classification of Pesticides by Hazard and Guidelines to Classification 2000-2002, WHO/PCS/01.5, [<http://www.who.int/pcs/docs/Classification%20of%20Pesticides%202000-02.pdf>].

### *III. Communication Actions*

- 1) Improve access to information on pesticides, particularly acutely toxic pesticides and alternative safer pest control measures by using the tools of the Rotterdam Convention and other information networks;
- 2) Expand awareness raising, education and training appropriate to the public and user communities;
- 3) Encourage and facilitate exchange of information, technology and expertise within and among countries by both public and private sectors for risk reduction and mitigation;
- 4) Facilitate access to research results related to alternative pest control (both chemical and non-chemical) and crop production measures by pesticide users, those exposed to pesticides and extension services;
- 5) Evaluate the efficacy of pesticide risk reduction programmes and alternative pest control methods currently implemented and planned by international organizations, governments, pesticide, agricultural and trade sectors and other stakeholders, and
  - a. Distinguish programmes that have achieved significant and sustainable risk reductions from those which have not,
  - b. Ensure that results are shared locally, regionally and internationally,
  - c. Incorporate evaluation mechanisms and measures of progress in future programmes.

#### 5. Globally Harmonized System (GHS) for Classification and Labelling of Chemicals

Invites UNITAR/ILO, as the focal point for capacity building in the UN SCEGHS, in collaboration with the Sub-committee to develop a roster of GHS experts who could provide support on training and capacity building activities on the application of GHS classification, labelling, and safety data sheets by the end of 2004.

Encourages the WSSD GHS Partnership to aim for the following specific targets for capacity building activities of their framework workplan of the Partnership:

- Development of GHS Awareness Raising, Capacity Building Guidance and Training Materials
- GHS awareness raising, capacity building guidance and training materials (including GHS action plan development guidance, national situation analysis guidance and other training tools) prepared and pilot tested, and these outcomes endorsed by the UN SCEGHS, by the end of 2004.
- GHS Capacity Development at the Regional Level
- At least two regional GHS workshops held and implementation strategies prepared by the end of 2005, taking into consideration regional economic integration arrangements.
- GHS Capacity Development at the National Level
- At least two pilot projects for National GHS Situation Analysis, Action Plan Development and Implementation per IFCS region completed and evaluated by the end of 2006 (with a view to having the GHS operational by 2008).

Calls upon countries, regional economic integration organizations, donor organizations, multilateral financial institutions and stakeholder groups, in particular industry, to make available sufficient financial and

technical resources to support national and regional GHS capacity building projects in developing countries and countries with economies in transition.<sup>8</sup>

Invites the Forum Standing Committee of the IFCS to bring the FORUM IV GHS Action Plan to the attention of the UN SCEGHS, and to submit a progress report to IFCS FORUM V.

#### 6. Prevention of illegal international traffic in toxic and dangerous products

(This section of the report could address measures to prevent or eliminate illegal traffic in toxic and hazardous chemicals and dangerous products.)

1. Invites UNEP to take the lead in initiating the actions at Forum III on the prevention of illegal traffic in toxic and dangerous products.
2. Calls upon Governments and organizations that are in a position to provide the necessary technical and financial resources to do so as a matter of urgency to enable the full and effective implementation of this decision.
3. Invites the governing bodies of the participating organizations of the IOMC, in particular the UNEP Governing Council, to consider adopting a decision on the prevention of illegal international traffic in toxic and dangerous products.
4. Requests UNEP, on behalf of the IOMC, to report to Forum V on the implementation of this decision.
5. Invites the World Customs Organization to participate in this activity.

#### 7. Addressing the widening gap

(Key elements to be extracted from paragraphs 44-46 of the Forum-IV report as made available to the Committee in document SAICM/PREPCOM.1/INF/3)

#### 8. Capacity Building

##### A. *All IFCS participants:*

- a. Should actively seek means to ensure that countries in their economic and social development have core essential capabilities and capacities for the sound management of chemicals covering all stages of the lifecycle and achieve the goals set in the Bahia Declaration
- b. Should promote, establish and maintain a structural dialogue with international development assistance institutions with the goal of integrating chemical safety issues into poverty reduction strategies and national sustainable development strategies, and relevant project activities
- c. Should actively promote integration of sound chemicals management with other environmental management programmes (e.g., water, waste management, health, agriculture, trade) and to the social and economic dimensions of Agenda 21
- d. Should promote chemical safety by identifying, describing and widely disseminating success stories of sound chemicals management programmes

<sup>8</sup> The Governments of Switzerland and Germany have indicated their intention to support various capacity building activities for GHS implementation.

- e. Should explore the development of measurable indicators to assess progress in capacity building for the sound management of chemicals.

*B. Countries and stakeholders, including the private sector and civil society, where appropriate:*

- a. Should incorporate chemical safety as an integral part of sustainable development policies, poverty eradication strategies, as well as the national development assistance plans and their implementation, including incorporating chemical safety issues into public education, in order to formally confirm that these issues are a country-driven priority
- b. Should integrate chemical safety policy into development cooperation activities and take full advantage of existing opportunities when developing project proposals, including approaching already existing funding mechanisms (such as the GEF)
- c. Acknowledging the outstanding importance of direct development assistance and technology transfer from industrialized countries to developing countries and countries with economies in transition, should strengthen bilateral capacity building efforts,
- d. Should consider defining the financial and methodological mechanisms, including by using existing mechanisms, that can assist them to create and/or strengthen the necessary capacities to ensure chemical safety is achieved
- e. Should apply a multi-stakeholder approach from the outset, including strengthening information flow between stakeholder groups, and the inclusion of organizations that represent local communities
- f. Should incorporate an evaluation framework as part of the project proposal and implement it.

*C. IOMC/international organisations:*

- a. Should use all possible opportunities for linking the different elements of the chemical safety agenda through enhanced coordination and cooperation
- b. Should use the momentum of a specific entry point, such as an MEA or the GHS, to work with countries on the broader chemicals safety agenda
- c. Should further develop training programmes on e.g. poison control centres, ILO guidelines on compensation in the case of chemical poisoning, emergency preparedness, risk assessment and management, information reporting systems, education and training in precautionary measures, and concentrate efforts on training and long term relationships, avoiding one-time events with no structural context
- d. Including GEF, World Bank, UNEP, WHO, OPCW and other international and intergovernmental organisations, should ensure and/or strengthen the integration of sustainable development and chemicals issues into all relevant activities, e.g. water and waste management, establishment of poison control centres
- e. Including UNDP, World Bank, UNITAR and other IGOs, as appropriate, should facilitate national-level dialogues to assist with integrating chemicals management activities

- f. Particularly UNITAR, should seek additional resources to assist countries with National Profile development and further development of guidelines on awareness-raising<sup>9</sup>

*D. OECD-Development Assistance Committee (DAC):*

- a. Should promote the integration of sound chemicals management as an important element of human health and environment policy, and give full attention to linking sound chemicals management, in all stages of the life cycle, to other elements of sustainable development.
- b. Should by 2004, further develop the DAC guidelines on the Integration of Rio Conventions into Development Co-operation, issued in 2002, by ensuring the addition of all current and future chemical safety related conventions and agreements.
- c. Should promote an increase of support for developing countries for capacity building for the sound management of chemicals.

### 9. Gaps and emerging issues

(This section of the report could propose measures for bridging any identified gaps in the existing international chemicals and waste regimes and for addressing identified emerging issues of international concern.)

- Dangerous chemicals released in times of war
- International emergency response to large-scale catastrophes in chemical areas
- Process safety management
- Importing polluting technology into developing countries without their having prior information on the adverse effects of those technologies
- Management of new chemicals

### 10. Life-Cycle

(This section of the report could address health and environmental risks associated with all stages of the life cycle of chemicals.)

(Key elements relevant to gaps in the life cycle approach to be extracted from paragraphs 17-31 and 44-46 of the Forum-IV report as made available to the Committee in document SAICM/PREPCOM.1/INF.3.)

### 11. Waste management and minimization

(This section of the report could address waste issues associated with the sound management of chemicals, including waste prevention and minimization, recycling, recovery, storage facilities, disposal sites, and the dumping and disposal of obsolete and unwanted stocks of chemicals, pesticides and waste by-products.)

- Obsolete pesticides
- Risks from storage of chemicals

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<sup>9</sup>

It was announced that the European Commission is supporting the UNITAR programme on the development of National Profiles, priority setting and information exchange in an additional 15 countries.

- Clean up of contaminated sites
- Consideration of human health and the environment from dissemination of chemicals in goods
- Shipment of products at the end or close to the end of their useful life to developing countries e.g. automobiles, rubber tires, computers etc.
- Minimization of household, commercial and hospital wastes.

12. Industry aspects

(This section of the report could address measures related to industry participation and responsibility in implementing sound chemicals management schemes, including voluntary measures.)

13. Cleaner production

(This section of the report could address the promotion of global cooperation for the development and implementation of cleaner production processes, materials and products and of technologies that use less toxic chemicals or non-chemical alternatives.)

14. BAT/BEP

Examine and facilitate innovation through development of BAT and BEP.

[To be added]

15. Environment

- Education
- Trade
- Remediation of contaminated sites

Use of chemicals in protected areas

[To be added]

16. PRTR - Creation of national and international registers

[To be added]

17. Environmental problems associated with transportation

Use of alkylead as fuel additives

[To be added]



18. Response measures

(This section of the report could address the need for response measures to mitigate the health and environmental impacts of emergencies concerning chemicals caused by natural or other causes.)

19. Good agricultural practices

(This section of the report could address measures on integrated and ecologically sound pest management practices, the misuse of pesticides and the reduction and/or elimination of reliance on toxic chemical agricultural inputs.)

- Health and safety management

20. International agreements

(This section of the report could address the nature of the relationship of the strategic approach to international chemicals management with international agreements that address the sound management of chemicals.)

- Implementation of existing agreements

21. Legal aspects

(This section of the report could address the legal nature of any aspects of SAICM, including, as appropriate, any agreements on the need to revise existing instruments or develop new legally binding instruments to enable successful implementation of the strategic approach to international chemicals management.)

22. Liability and Compensation

(This section of the report could address issues related to assessing liability and damages, including environmental damages, when chemicals cause significant adverse effects on human health or the environment.)

23. Interagency coherence (international and national)

Integration of chemical management issues into other policy areas such as development cooperation

[To be added]

24. Risk analysis

- Risk assessment and risk management  
Identification of alternatives, substitution with less hazardous chemicals or processes

[To be added]

25. Risk communication

[To be added]

26. Research and monitoring

(This section of the report could include measures to address the wide range of research, monitoring and data needs for chemicals such as toxicity; presence, levels and trends of chemicals in humans, wildlife and environmental media; releases to the environment; less toxic and non-chemical alternatives to toxic chemicals.)

27. Education and training (public awareness)

Training of trainers and other educators

[To be added]

28. Information management and dissemination

(This section of the report could address measures relating to systems to develop, share and increase access to information and to awareness-raising programmes on all aspects of the sound management of chemicals.)

29. Persistent, Bioaccumulative and Toxic Substance (PBTs); CMRs; endocrine disruptors; heavy metals; and very persistent/very bioaccumulative chemicals

Explore priority setting for actions in heavy metals, etc.

[To be added]

Supplemental Information

The following is extracted from the Forum-IV report as made available to the Committee in document SAICM/PREPCOM.1/INF/3.

44. The Bahia Declaration on Chemical Safety and Priorities for Action Beyond 2000 constitute an important building block for further development of a strategic approach to international chemicals management called for in UNEP Governing Council in GC SS/VII.3. Acknowledging that this Thought Starter is a compilation of issues and not a negotiated document, some countries stressed that, rather than adding to the current list of priorities, preference should be given to addressing gaps in implementation of current priorities. Other countries stressed the need to consider new priorities along with setting concrete timetables to achieve targets such as for the 2020 WSSD goals. Some delegates emphasized the need for a fundamental change in the way we manage chemicals, and benchmarks against which to measure progress to achieve the sound management of chemicals envisioned by WSSD 2020.

45. The need for developing countries to “catch up” with developed nations in their capacity to management chemicals is fundamental. The implementation gaps to be addressed and related needs for capacity building are substantial, including for examples: the Globally Harmonized System of Classification and Labelling of Chemicals (GHS) for classification and labelling (including material safety data sheets); education and training, including training of trainers and other educators; resources for national implementation plans and projects; national infrastructure, including the establishment and strengthening of

poisons centres and emergency response capabilities for chemical incidents at the national and international levels; capacities for regulatory and voluntary (for example, Responsible Care) approaches to chemicals management; developing and using technologies that are more environmentally friendly, more energy efficient, less resource intense, less polluting and oriented towards sustainability; environmentally sound management of stockpiles of hazardous or obsolete pesticides; addressing illegal traffic in hazardous substances, products and wastes; considering means to manage the transboundary movement of dirty technologies; improving our understanding of the impact of wars on releases of harmful chemicals and resulting human and wildlife exposures; 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.

46. Governments, including those receiving financial and technical assistance, intergovernmental organizations and other stakeholders can enhance opportunities and enablers for change by taking action such as: placing a clearer and higher priority on chemicals management issues in their policy frameworks, country assistance strategies and sustainable development strategies (including adherence to the Rio Declaration Principles, and principles on substitution of hazardous substances with alternatives posing a lesser risk, increased corporate responsibility multi-stakeholder involvement); improving coordination at the national level; applying science based approaches; using the life-cycle management concept to identify priority gaps in chemicals management regimes and practices and to design actions to address gaps; enhancing efforts to implement the values of corporate social and environmental responsibility; target management resources where the need is greatest; clearly identifying their priorities for management of toxic chemicals, PBTs, endocrine disruptors, CMRs, and heavy metals such as mercury, lead and cadmium, where the need is most immediate; and working to ensure broad and meaningful participation of stakeholders at all levels in devising responses to our chemicals management challenges.

Annex VII**CAPACITY, RESOURCES AND DEVELOPMENT**Report of the Contact Group on capacity, resources and development

The contact group took as its starting point the President's proposal for structuring the discussion on developing a SAICM. With regard to capacity, resources and development, the President had suggested that "the specific capacity needed to implement concrete measures would be identified in the context of concrete measures. In addition to these specific needs the more crosscutting issues related to capacity building, resource mobilization and development might need to be addressed in a SAICM. Such issues might include:

- Chemicals and poverty eradication
- Addressing "the widening gap"
- Institutional and legislative development
- Concerted global approach for development assistance in the area of chemicals management mainstreamed into the development agenda
- Technology transfer

The contact group's mandate was to consider the structures, general parameters and principal issues, in order to arrive at a collation of issues considered of importance by delegates. This collation of issues was not considered final and is not intended to be closed.

*Document basis*

The contact group considered that in addition to the President's proposal a number of other documents provided important contributions, in particular, the documents arising from IFCS Forum IV (SAICM/PREPCOM.1/INF/3, SAICM/PREPCOM.1/INF/10).

The report on capacity building by the Commission on Sustainable Development (CSD 11) was also considered as providing overarching policy statements that formed the essential framework into which SAICM capacity building could be fitted.

*Chapeau*

The contact group considered that the chapeau of the President's proposal noted above needed to emphasise;

- The importance of a wide range of stakeholders requiring, or able to provide, capacity building;
- The cross-cutting nature of capacity building for chemical safety; and
- The importance of mainstreaming chemical safety within development agendas and the Country Assistance Strategies of developing countries and countries with economies in transition.

*Issues*

The contact group *recommended* that all the items raised during that morning's plenary session be added to the bulleted list of issues in the President's proposal.

The contact group considered the importance of incorporating the work of IFCS Forum IV in regard to capacity building. Delegates identified pages 13-15 and 21-23 of SAICM/PREPCOM.1/INF/10 as being suitable for inclusion with minor editing. The contact group *recommended* that these texts be incorporated into the President's proposal.

The contact group also considered the importance of reflecting the work of the contact group on concrete measures that had identified capacity building activities of importance (annex VI).

The contact group noted that the Africa regional group's proposals for concrete measures for capacity building (annex IV) and considered that many important issues were contained therein.

To the bulleted list of issues in the President's proposal were added;

- Corporate Social Responsibility
- Changing unsustainable patterns of consumption & development
- Public awareness, health and education

#### Mechanisms

The contact group noted that successful capacity building depended on the recognition of chemical safety as a priority issue both in the donor and recipient country. Such priority setting would be mainstreamed in the recipient country's development agenda and reflected in its country assistance strategies.

The contact group considered it important to build upon existing capacity building mechanisms and initiatives and to maximize their efficiency and effectiveness. In this regard, the contact group emphasized the need to take advantage of the wide range of materials and technical guidance already available. INFOCAP was cited as a useful resource in this regard.

While IGOs and bilateral assistance agencies were recognized as having an important and continuing role, the contact group noted the importance of WSSD models of partnership for capacity building. An element of Corporate Social Responsibility was considered to be the role that private industry could play in capacity building. The example of the GEF-supported PEMSEA programme was cited as a successful model of leveraging public and private resources to support capacity building.

Annex VIII**LIST OF DOCUMENTS BEFORE THE PREPARATORY COMMITTEE  
AT ITS FIRST SESSION**

SAICM/PREPCOM.1/1	Provisional agenda
SAICM/PREPCOM.1/1/Add.1	Annotated provisional agenda
SAICM/PREPCOM.1/2	Background and mandate
SAICM/PREPCOM.1/3	Draft rules of procedure
SAICM/PREPCOM.1/4	Tabular compilation of main points in submissions concerning possible draft elements for SAICM
SAICM/PREPCOM.1/5	Thematic summary of main points in submissions concerning possible draft elements for SAICM
SAICM/PREPCOM.1/6	Proposed structure of the SAICM report for consideration by the Preparatory Committee
SAICM/PREPCOM.1/INF/1	Compilation of SAICM-related documents submitted to the seventh special session of the UNEP Governing Council/Global Ministerial Environment Forum, Cartagena, Colombia, 13-15 February 2002
SAICM/PREPCOM.1/INF/2	Scenario note for the first session of the Preparatory Committee
SAICM/PREPCOM.1/INF/3	Report on SAICM-related work at IFCS Forum IV, 1-7 November 2003
SAICM/PREPCOM.1/INF/4	Compilation of original submissions concerning possible draft elements for SAICM
SAICM/PREPCOM.1/INF/5	List of relevant background documents
SAICM/PREPCOM.1/INF/6 session	List of documents before the Preparatory Committee at its first session
SAICM/PREPCOM.1/INF/7	International Conference to conclude the development of a strategic approach to international chemicals management
SAICM/PREPCOM.1/INF/8/Rev.1	SAICM: Further input on health aspects of chemical safety
SAICM/PREPCOM.1/INF/9	The Basel Convention and the development of a strategic approach to international chemicals management
SAICM/PREPCOM.1/INF/10	Preliminary text of the executive summary of IFCS Forum IV

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