



Environmental Management Group (EMG)

9th Meeting of the Environmental Management Group

International Environment House, Geneva, Switzerland, 08 November 2004

2:00 p.m. – 5:30 p.m.

Document EMG 9/9

Capacity Building for Chemicals Management – A Situation and Needs Analysis for the Environmental Management Group (EMG)

A study prepared for the Environmental Management Group (EMG)
by the United Nations Institute for Training and Research (UNITAR),
in cooperation with the
Inter-Organization Programme for the Sound Management of Chemicals (IOMC)

19 October 2004



UNITAR

IOMC

INTER-ORGANIZATION PROGRAMME FOR THE SOUND MANAGEMENT OF CHEMICALS

A cooperative agreement among UNEP, ILO, FAO, WHO, UNIDO, UNITAR and OECD

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EXECUTIVE SUMMARY

1. This report aims at providing an overview of the existing policy framework, activities and coordinating arrangements in the area of chemicals management capacity building in the UN system. It has been prepared for the Environmental Management Group by the United Nations Institute for Training and Research (UNITAR) in co-operation with the Inter-Organization Programme for the Sound Management of Chemicals (IOMC).¹ The report contributes to the international dialogue to explore opportunities to enhance information exchange and co-ordination in the area of chemicals management capacity building and to identify possible areas in which the EMG might provide value added. The report will be made available and considered by the EMG, the High-Level Open-Ended Intergovernmental Working Group to develop an intergovernmental strategic plan for technology support and capacity building (IGSP), and by the IOMC during its discussions scheduled for January 2005 to develop an IOMC strategy for chemical management capacity building. It was also submitted to PrepCom 2 for the development of a Strategic Approach to International Chemicals Management (SAICM) which took place from 4-8 October 2004 in Nairobi.

2. The report is structured as follows. Section 1 provides background and context, as well as a summary of the process of preparing the report. Section 2 features a summary of key international agreements and decisions affecting chemicals management capacity building. Section 3 summarises the organizational set-up and activities of international bodies involved in chemicals management capacity building. Section 4 reviews the current status of co-ordinating mechanisms and information exchange mechanisms concerned with chemicals management capacity building. Sections 5 and 6 will feature issues which may merit further attention and explore a possible role of the EMG.

3. In the concluding parts of Section 2 and 3, the report analyses existing international agreements and capacity building programmes within the context of the elements for sound management of chemicals at the national level, as provided in Programme Area E of Chapter 19 (Section 19.56). These elements, as agreed to by Heads of State and Government in Rio, include:

- adequate legislation;
- information gathering and dissemination;
- capacity for risk assessment and interpretation;
- establishment of risk management policy;
- capacity for implementation and enforcement;
- capacity for rehabilitation of contaminated sites and poisoned persons;
- effective education programmes; and
- capacity to respond to emergencies.

4. The rationale for using Programme Area E elements as a framework for analysis is that it allows identification of horizontal linkages and potential synergies across international agreements and related capacity building programmes of international organizations. For example, a number of international organizations provide support in areas such as chemicals legislation and national information exchange. These findings point to potential opportunities to exchange relevant

¹ The IOMC is the pre-eminent mechanism for initiating, facilitating and co-ordinating international action to achieve the WSSD 2020 goal for sound management of chemicals. It was established in 1995 through a Memorandum of Understanding signed by the executive heads of Participating Organizations (POs), including ILO, FAO, UNEP, UNIDO, OECD, WHO and UNITAR. UNDP and the World Bank are currently participating observers in the IOMC.

experiences and to enhance co-ordination of activities in support of country efforts to develop national programmes for the sound management of chemicals.

1. Introduction and Background

1.1 Background and Context

1. The Environmental Management Group (EMG) was established to enhance UN system-wide inter-agency coordination related to specific issues in the field of environment and human settlements. EMG adopts a problem-solving, issue-management approach, to enable the formulation of effective, coherent and coordinated UN system responses to specific environment and human settlements challenges.

2. At its sixth meeting on 6 February 2004, the EMG discussed its potential role in the area of capacity building. The Secretariat introduced a note entitled “The Potential Work on Capacity Building within the Framework of the Environmental Management Group”. The note reflected some concerns of UN agencies and multilateral environmental agreements (MEAs) in the area of environmental aspects of capacity building and elaborated on the existing frameworks and responses in addressing these concerns.

3. Consultants were asked to prepare draft outlines for the further work of the EMG on capacity building in the areas of biological diversity and chemicals, respectively. The seventh meeting of the EMG on 20 April 2004 discussed the outlines and requested to continue both studies, taking into account the comments of EMG members and Participating Organisations (POs) of the IOMC. The meeting also concluded that both studies would provide useful input for the intergovernmental process on the ISP initiated by UNEP.

1.2 Preparation of this Report

4. This report has been developed for the EMG by UNITAR, in consultation with other POs of the IOMC. A discussion between the IOMC POs and the EMG Secretariat took place in June 2004 concerning the purpose and content of the paper. During the meeting it was agreed to develop a factual baseline document as a starting point. Following discussions in Vienna at the IOMC meeting, a draft of this document was sent to IOMC POs and other concerned international bodies for review. The EMG Secretariat and UNITAR would like to thank the following organizations for providing comments: FAO, GEF, IFCS, ILO, OECD, OPCW², UNEP Chemicals, UNDP, UNIDO, the World Bank, SBC, and WHO.

5. A first draft of the report was reviewed at the 8th meeting of the EMG, 1 September 2004, Nairobi. The sections on issues, experiences and lessons to share, as well as options for EMG involvement have been developed taking into consideration the discussions among EMG members. The project will feed into the work of the High-Level Open-Ended Intergovernmental Working Group for the development of an intergovernmental strategic plan for technology support and capacity building (IGSP) and IOMC discussions scheduled for January 2005 to develop an IOMC strategy for chemicals management capacity building. It was also submitted to PrepCom 2 for the development of a Strategic Approach to International Chemicals Management (SAICM) which took place from 4-8 October 2004 in Nairobi.

² The Chemical Weapons Convention has been included in this study, as OPCW provides significant capacity building support to countries for the sound management of dual-purpose chemicals. These are chemicals which can be used for peaceful purposes but also for the production of chemical weapons.

1.3 Aim and Objectives

6. The aim of this report is to provide, as a first step, an overview of the existing policy framework and international activities concerned with chemicals management capacity building in the UN system. A second objective is to contribute to the identification of opportunities to enhance co-ordination in the area of chemicals management capacity building and to explore areas of a possible contribution of the EMG complementary to the existing co-ordinating work undertaken by the IOMC.

1.4 Definitions

7. When applying the terms *capacity building* and *capacity development*, this study mainly borrows from prior work facilitated by UNDP. A more detailed discussion regarding the meaning of these terms in the chemicals management context will be undertaken by the IOMC in early 2005. Of particular importance in this context will be to explore opportunities to link chemicals safety capacity building to mainstream development issues and implementation of the Millennium Development Goals.

8. The UN Inter-Agency Workshop on Capacity Development in November 2002³ concluded that the term *capacity development* reflects the fact that capacity is always available and its development is a matter of degree as well as a primarily endogenous process. *Capacity building* on the other hand implies that capacity is newly created. While the understanding of capacity development as an ongoing endogenous process has taken root throughout the United Nations system, different actors within and outside the system have become accustomed to using either one of the terms to refer to this process. The workshop further agreed to maintain the duality of expression for the sake of practicality and placed emphasis on the common understanding of the substance of the process rather than a uniform terminology.

9. For practical reasons, this report will use the term *capacity building*, being fully aware of the above-mentioned limitations in the strict sense of the term. This study follows the extended definition of capacity building/development that the workshop proposed for use in the UN system:

Capacity refers to the ability of individuals, communities, institutions, organisations, social and political systems to use the natural, financial, political, social and human resources that are available to them for the definition and pursuit of sustainable development goals. Capacity building or capacity development is the process by which individuals, institutions and countries strengthen these abilities. The United Nations and other external actors can assist this endogenous process, by:

- *focusing on enhancing the skills, knowledge and social capabilities available to individuals, institutions, and social and political systems, but also by*
- *supporting their integration into the knowledge networks that help to sustain these capabilities; as well as*
- *contributing to material and financial support necessary to apply the skills, knowledge and social capabilities.*

³ The report of the workshop is available at: http://www.undp.org/capacity/docs/Cap_Bld_UNIA_report.pdf.

2. International Policy Framework Concerned with Capacity Building for the Sound Management of Chemicals⁴

2.1 United Nations Decisions

Agenda 21

10. Agenda 21, the global plan of action adopted at the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro, Brazil, June 1992, refers to capacity building in several chapters. Chapter 37 is particularly devoted to “national mechanisms and international cooperation for capacity building in developing countries”. This chapter identifies the overall objectives of endogenous capacity building as “to develop and improve national and related subregional and regional capacities and capabilities for sustainable development”. It also outlines a range of activities for enhancement of the expertise and collective contribution of the United Nations system for capacity and capability-building initiatives.

11. More specifically, Chapter 19 entitled “Environmentally sound management of toxic chemicals, including prevention of illegal international traffic in toxic and dangerous products”, identifies serious deficiencies in chemicals management, in particular in developing countries. “A substantial use of chemicals is essential to meet the social and economic goals of the world community and today's best practice demonstrates that they can be used widely in a cost-effective manner and with a high degree of safety. However, a great deal remains to be done to ensure the environmentally sound management of toxic chemicals, within the principles of sustainable development and improved quality of life for humankind”.

Programme Area E of Chapter 19

12. Programme Area E of Chapter 19 directly addresses the “strengthening of national capabilities and capacities for management of chemicals”. The section states that: “Many countries lack national systems to cope with chemical risks. Most countries lack scientific means of collecting evidence of misuse and of judging the impact of toxic chemicals on the environment, because of the difficulties involved in the detection of many problematic chemicals and systematically tracking their flow. Significant new uses are among the potential hazards to human health and the environment in developing countries. In several countries with systems in place there is an urgent need to make those systems more efficient.”

13. This report uses the basic elements for chemicals management as outlined in Programme Area E as an overarching framework to document and analyze international agreements and relevant capacity building activities of international organizations. They include:

- adequate legislation;
- information gathering and dissemination;
- capacity for risk assessment and interpretation;
- establishment of risk management policy;
- capacity for implementation and enforcement;
- capacity for rehabilitation of contaminated sites and poisoned persons;
- effective education programmes; and
- capacity to respond to emergencies.

⁴ Additional information relating to this Section of the report, as well as Section 3 can be found in the UNEP publication “International Activities Related to Chemicals” (www.chem.unep.ch/irptc/Publications/intact99.PDF) and J. Buccini, “The Global Pursuit of the Sound Management of Chemicals”, The World Bank (Feb. 2004).

14. The rationale for this analysis is that a number of countries are exploring opportunities to move away from an exclusive “convention-based” capacity building approach toward searching for synergies for capacity building across agreements while developing their national programmes for the sound management of chemicals based on Programme Area E. The analysis shows that a number of international organizations provide support in areas such as chemicals legislation and national information exchange. This points to opportunities to exchange relevant experiences and to enhance co-ordination of relevant activities.

Millennium Development Goals

15. Although not making a specific reference to capacity building for sound chemicals management, Millennium Development Goal #7 aims to “ensure environmental sustainability” and at integrating the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources. This suggests that capacity building has to play a key role in the context of the sustainable development agenda.

16. The reason for this is that chemicals management does not exist in isolation from other important national and international objectives related to sustainable development. Such objectives include, for example, the protection of marginalized groups, protection of water supplies and drinking water, and poverty eradication.⁵ It is important to recognise how chemicals management is linked to these broader development goals. For example, reducing chemical emissions to waterways can promote the broader objective of protecting water supplies and reducing exposure to vulnerable populations such as women and children (who may use the water for washing or swimming). Implementing a harmonized system of chemical labelling can increase worker protection, as well as facilitate trade in chemical products between countries. Decisions and activities taken regarding sound chemicals management should be viewed within the context of these broader issues.

17. It is important that these linkages be made in order to both realise benefits for effective chemicals management (through, for example, raising its stature as a priority issue within government), and to strengthen how policies are related and integrated government-wide. A coherent national chemicals policy also facilitates the allocation and mobilisation of financial resources. Countries developing a national chemical safety policy, for example, should highlight the relevant linkages when submitting capacity assistance requests to donors.

WSSD Plan of Implementation

18. The World Summit on Sustainable Development (WSSD) held in Johannesburg, South Africa, 26 August – 4 September 2002, underlined the need for capacity building. Paragraph 139 asks for “strengthening of the implementation of Agenda 21, including through the mobilisation of financial and technological resources, as well as capacity building programmes, particularly for developing countries”. In paragraph 155 of the WSSD Plan of Implementation, UN agencies are requested to “strengthen their contribution to sustainable development programmes and the implementation of Agenda 21 at all levels, particularly in the area of promoting capacity building”.

19. With regard to chemicals management, the WSSD Plan of Implementation “renewed the commitment, as advanced in Agenda 21, to sound management of chemicals throughout their life cycle and of hazardous wastes for sustainable development as well as for the protection of human health and the environment, *inter alia*, aiming to achieve, by 2020, that chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and

⁵ See, for example, the World Bank report *Toxics and Poverty: The Impact of Toxic Substances on the Poor in Developing Countries* (August 2002).

the environment, using transparent science-based risk assessment procedures and science-based risk management procedures, taking into account the precautionary approach, as set out in principle 15 of the Rio Declaration on Environment and Development, and support developing countries in strengthening their capacity for the sound management of chemicals and hazardous wastes by providing technical and financial assistance”.

2.2 Multilateral Environmental Agreements

20. Over the past two decades the number of international agreements addressing chemicals management and requiring capacity for their implementation has increased significantly. This section summarises, in the order of their date of adoption, key multilateral environmental agreements (MEAs) and their main capacity building provisions. Each agreement is briefly described with a focus on capacity building issues. Some observations related to horizontal linkages across common capacity building themes are provided in section 2.6.⁶

Stockholm Convention on Persistent Organic Pollutants (2001)

21. The objective of the Stockholm Convention on Persistent Organic Pollutants (POPs) is to protect human health and the environment from POPs, and it aims at the prohibition, elimination and/or restriction of 12 initial POPs.⁷ An article on technical assistance outlines key capacity building provisions for the Convention. Parties are to cooperate to provide timely and appropriate technical assistance – including capacity building assistance - to developing country Parties and Parties with economies in transition. The Conference of the Parties has been explicitly tasked (under Article 12.4) with providing further guidance on technical assistance for capacity building. The GEF, in its role as the principal entity on an interim basis of the financial mechanism for the Convention, has approved some 120 National Implementation Plan (NIP) development projects in countries. Capacity building-related activities comprise a major component of NIP development activities by GEF-eligible countries. In addition, the first COP will consider possible options for regional delivery of technical assistance to developing countries and countries with economies in transition. As of October 2004, there were 80 Parties to the Convention. Sections 3.1, 3.2, 3.3 and 4.1 of this paper detail further capacity building efforts regarding the Stockholm Convention.

Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade (1998)

22. The Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade was adopted in September 1998. It was operated on a voluntary basis as the interim Prior Informed Consent procedure until its entry into force on 24 February 2004. The Rotterdam Convention promotes a shared responsibility and cooperative efforts among countries in the international trade in certain hazardous chemicals. It facilitates information exchange on hazardous chemicals and provides for a national decision-making process on the future import and export. The PIC procedure is a mechanism for formally obtaining and disseminating the decisions of importing countries as to whether they wish to receive future shipments of certain hazardous chemicals (including pesticides) and severely hazardous pesticide formulations, and for ensuring compliance to these decisions by exporting countries.

⁶ Non-chemicals agreements that have indirect links to chemicals management include, for example, the Convention on Biological Diversity, the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, and the UNECE Convention on the Protection and Use of Transboundary Watercourses and International Lakes.

⁷ A process to add chemicals to the Convention is also included in the Convention text, if candidate chemicals meet agreed criteria and other conditions.

23. The Convention provides in Article 16 that Parties shall cooperate in promoting technical assistance and, more specifically, that Parties with more advanced programmes for regulating chemicals should provide technical assistance, including training, to other Parties in developing their infrastructure and capacity to manage chemicals. The Convention also provides (Article 11) that exporting Parties shall advise and assist Parties to obtain further information and help them to take the decision regarding future import of the chemicals under the Convention. Exporting Parties shall also advise and assist Parties in order to strengthen their capacities and capabilities to manage chemicals safely during their life-cycle. In addition, the Convention contains an article on information exchange.

24. Accordingly, one of the main functions of the secretariat is to facilitate assistance to Parties, especially developing country Parties and Parties with economies in transition in the implementation of the Convention. As of September 2004 there were 73 Parties to the Convention. Sections 3.1 and 3.3 detail further capacity building efforts by IGOs and the Rotterdam Convention secretariat.

Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and Their Destruction (1997)

25. The Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and Their Destruction (CWC), which came into effect on 29 April 1997, is aimed at eliminating an entire category of weapons of mass destruction under strict and effective control. However, it also covers chemicals and activities not prohibited under the Convention including so-called dual-purpose chemicals and their precursors. Since the entry into force of the Convention, the Organisation for the Prohibition of Chemical Weapons (OPCW) has built up programmes to enhance international cooperation in the field of peaceful uses of chemistry, including training programmes and other types of assistance for the implementing agencies of the States Parties, measures aimed at national capacity building in developing countries and assistance for the improvement of their capabilities relevant to implementation of the Convention (see section 3.3.3).

ILO Convention Concerning Safety in the Use of Chemicals at Work, 1990 (No. 170) and the Convention Concerning the Prevention of Major Industrial Accidents, 1993 (No. 174)

26. The ILO Convention 170 Concerning Safety in the Use of Chemicals at Work (1990) specifically addresses the protection of workers from the harmful effects of chemicals at the workplace. Convention 170 provides a system for the sound management of chemicals, both nationally and at the workplace. Its key elements include the formulation of a national policy on the sound management of chemicals, as well as the provision of information through classification and labelling systems and the provision of chemical safety data sheets. The discussions held at the ILO during the development of Convention 170 provided the basis for the development of the Globally Harmonised System for Classification and Labelling of Chemicals (GHS).

27. Convention 174 Concerning the Prevention of Major Industrial Accidents (1993) is aimed at the prevention of major accidents involving hazardous substances and the limitation of the consequences of such accidents. It also underlines the importance of information exchange on the hazardous properties of chemicals in the workplace, the need for training and the establishment of national management regimes for dangerous chemicals and major hazard installations. However, neither ILO Conventions have further explicit capacity building provisions (e.g. requirements for technical assistance). For further information related to capacity building activities for ILO Conventions, see section 3.1.2.

Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal (1989)

28. The main goal of the Convention is to protect human health and the environment from the adverse effects that may result from handling, transporting and disposing of hazardous and other wastes. To achieve this, the Convention pursues four objectives: to reduce transboundary movements of hazardous wastes to a minimum consistent with their environmentally sound management; to treat and dispose of such wastes as close as possible to their source of generation; to promote the environmentally sound management of hazardous wastes; and to minimise the generation of wastes. The Basel Convention was adopted at a Conference of Plenipotentiaries at Basel in March 1989, and entered into force in May 1992. There are 162 Parties as of July 2004.

29. One of its main principles is that efforts should be made to assist developing countries and countries with economies in transition with the environmentally sound management of hazardous wastes and other wastes they generate. In 1999 the Basel Declaration was adopted, which calls, inter alia, for improvement of capacity building activities and transfer of technologies. The Convention has also established Basel Convention Regional Centres (BCRCs), the role of which is to assist developing countries and countries with economies in transition, within their own region, through capacity-building for environmentally sound management, to achieve the fulfilment of the objectives of the Convention. Regional Centres have been established in the following countries: Argentina, China, Egypt, El Salvador, Indonesia, Nigeria, Senegal, Slovak Republic, Russian Federation, South Africa, South Pacific Regional Environmental Programme – SPREP, Trinidad & Tobago and Uruguay. Further information may be found in section 3.3.2. The Amendment to the Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal (Ban Amendment) was adopted during the third meeting of the Conference of the Parties in Geneva, Switzerland on 22 September 1995. The Amendment has not yet entered into force.

30. The Basel Protocol on Liability and Compensation for Damage resulting from Transboundary Movements of Hazardous Wastes and their Disposal (Basel Protocol) was adopted at the fifth meeting of the Conference of the Parties (COP5) in Basel, Switzerland, on 10 December 1999. It is not yet in force.

Vienna Convention (1985) and Montreal Protocol (1987)

31. The 1985 Vienna Convention on the Protection of the Ozone Layer, its 1987 Montreal Protocol on Substances that Deplete the Ozone Layer and subsequent amendments are aimed at protecting the ozone layer from various human activities. The Vienna Convention encourages intergovernmental cooperation on research, systematic observation of the ozone layer, monitoring of CFC production, and the exchange of information. The Montreal Protocol on Substances that Deplete the Ozone Layer was designed so that the phase out schedules could be revised on the basis of periodic scientific and technological assessments. The Protocol was adjusted to accelerate the phase out schedules. It has also been amended to introduce other kinds of control measures and to add new controlled substances to the list.

32. One of the major provisions of the Vienna Convention stipulates “Parties to exchange scientific, technical, socio-economic, commercial and legal information relevant to the Convention, and cooperate in the development and transfer of technology and knowledge.” The Montreal Protocol, more particularly its London Amendment (1990), provides for financial mechanisms to assist developing countries including a Multilateral Fund (which finances incremental costs incurred by developing countries in phasing out their use of ozone-depleting substances) and other multilateral, regional and bilateral cooperation. Further information regarding capacity building activities can be found in sections 3.1, 3.2 and 3.3.

2.3 Other International (Non-Binding) Agreements

International Code of Conduct on the Distribution and Use of Pesticides (2002)

33. FAO's International Code of Conduct on the Distribution and Use of Pesticides, adopted in 1985 and revised in 2002, is the worldwide guidance document on pesticide management for all private and public entities engaged in, or associated with, the distribution and use of pesticides. The aim of the Code is to establish voluntary standards of conduct and to reduce the risks associated with the use and handling of pesticides to minimise adverse effects on human health and the environment. It supports sustainable agricultural development by using pesticides in an effective manner and applying Integrated Pest Management (IPM) strategies.

34. The Code describes the shared responsibility and addresses the need for cooperative efforts between governments of pesticide exporting and importing countries. It requires, to the extent possible, that governments of pesticide exporting countries provide technical assistance to other countries and encourages technical assistance funding agencies, development banks and bilateral agencies to give high priority to requests for assistance from developing countries. It recognizes that training at all levels is an essential requirement for sound pesticide management practices. The Code identifies various areas for capacity building and, together with its supporting technical guidelines, is a comprehensive up-to-date standard to cover the full life-cycle of pesticides.

35. Following the Code, pesticide management should be considered a part of chemical management. Implementing the provisions of the Code means also strengthening the implementation of all international agreements relevant to pesticides, as the Code provides an overarching complementary structure for pesticide management at the national level.

Globally Harmonized System of Classification and Labelling of Chemicals (2002)

36. The 2002 Globally Harmonized System of Classification and Labelling of Chemicals (GHS) is a new internationally-agreed tool for chemical hazard communication, incorporating harmonized chemical hazard classification criteria and provisions for standardized labels and safety data sheets. The GHS system is now available for worldwide implementation and will be kept dynamic, regularly revised and made more efficient as experience is gained in its implementation. While national or regional governments are the primary audiences for the GHS document, it also contains sufficient context and guidance for those in industry who will ultimately be implementing the national requirements which will be introduced.

37. The WSSD Plan of Implementation encourages countries to implement the new system as soon as possible with a view to having the system fully operational by 2008. The System itself has no explicit provisions for capacity building, however, section 3.1.5 outlines activities undertaken for capacity building by UNITAR/ILO.

IFCS Forum III Bahia Declaration (2000)

38. The Bahia Declaration of the Intergovernmental Forum on Chemical Safety (IFCS), adopted in 2000 at Forum III, reaffirms commitment to the Rio Declaration, including the capacity building commitments therein, and to the challenges for chemical safety set in 1992 at UNCED. IFCS participants committed to strengthen efforts and build partnerships to accomplish specific targets during the next decade. Key targets and goals are specified in the Priorities for Action Beyond 2000 which include recommendations on immediate and longer term action for the effective implementation of Programme area E of Chapter 19 of Agenda 21 (strengthening national capabilities and capacities). The Declaration recognises the importance of providing

technical and financial assistance and technology transfer to enable accomplishment of IFCS priorities. The IFCS has regular meetings and has created subsidiary bodies and is therefore also considered in section 3.2.2.

2.4 Regional Agreements

39. In addition to the global agreements, a number of regional agreements address chemicals and waste management requirements that some countries must also implement. Examples include: the Convention on the Ban of the Import into Africa and the Control of Transboundary Movements and Management of Hazardous Wastes within Africa (Bamako Convention); the Convention to Ban the Importation into Forum Island Countries of Hazardous and Radioactive Wastes and to Control the Transboundary Movement and Management of Hazardous Wastes within the South Pacific Region (Waigani Convention); and the Convention on the Protection of the Marine Environment of the Baltic Sea Area.

2.5 Development of a Strategic Approach to International Chemicals Management

40. The increasing number of chemicals-related agreements and initiatives, the requirements to effectively implement those agreements and associated needs related to effective capacity-building and technical assistance led to discussions regarding the development of a strategic approach to international chemicals management. The UNEP Governing Council in 2002 decided that there is a need to develop a Strategic Approach to International Chemicals Management (SAICM) and endorsed as a foundation for such an approach the IFCS Bahia Declaration and Priorities for Action Beyond 2000. The strategic approach is to promote, *inter alia*, the enhanced coherence of international and national activities in the area of chemicals management and to incorporate chemical safety issues into the international and national development agendas. The initiative was endorsed by the World Summit on Sustainable Development (WSSD) in Johannesburg in September 2002. A first preparatory conference was held in November 2003, a second preparatory conference in October 2004 and it is expected that a third preparatory conference will be held in 2005.

41. An inter-organization steering committee to facilitate the SAICM process was formed in 2002. Its members include the seven participating organisations of the Inter-Organization Programme on the Sound Management of Chemicals (IOMC), the IFCS, the UNDP and the World Bank.

2.6 Observations

42. The growing number of international agreements and the related capacity building programmes of international organizations (see Section 3) create a challenge for countries to link and integrate convention specific implementation within a co-ordinated national framework or programme for the sound management of chemicals, as called for by Agenda 21.⁸ At PrepCom 2

⁸ In providing comments on this paper, FAO pointed out that as a general rule most countries have some form of administrative or regulatory system to manage pesticides, though the extent to which these regulatory or management schemes are applied or enforced may be highly variable. As a consequence when there are obligations related to pesticides created under MEAs such as the Stockholm or Rotterdam Conventions countries have some ability or process to use in meeting their responsibilities. In many instances this national infrastructure may be directly attributed to the existence of the FAO Code of Conduct on Pesticides, which provides a framework for countries to consider in putting together a system to manage pesticides. FAO is also largely recognised as a focal point for pesticide issues at the international level. In contrast it would appear that few developing countries have any sort of coherent legal or administrative structure to manage industrial chemicals. One result is that activities on chemicals at the national level

of SAICM, held in October 2004, several governments stated that the concept of developing an Integrated National Programme for the Sound Management of Chemicals (INP) has proven to be an effective and efficient instrument for promoting a coherent, cooperative and synergetic chemicals policy. The INP concept has been integrated into the work related to “concrete measures” of the SAICM process and will be further discussed at PrepCom 3.⁹

43. Table 1 analyzes existing international agreements within the context of the elements for sound management of chemicals at the national level, as provided in Programme Area E of Chapter 19 (Section 19.56). The table suggests that many of the agreements contain similar provisions related to core capacity elements, such as adequate legislation and information gathering and dissemination.¹⁰ There may, therefore, be opportunities for countries to consider and develop approaches, whereby concerned ministries work together in collaboration with stakeholders to ensure co-ordinated and coherent approaches. In addition to the elements contained in Programme Area E, a “horizontal” review of international chemicals agreements reveals other potential areas for co-ordinated or synergetic approaches to capacity building. These include, for example, public participation and stakeholder involvement, integrated important control, or technology transfer, to name just a few issues amenable to synergy development.¹¹

44. The following section of this report will address how organizations in the UN system implement chemical management capacity building, including opportunities to support countries in developing an integrated and coherent approach to chemical management capacity building.

appear to be driven by Convention obligations. This has contributed to a fragmented approach in many countries as there is no process in place to manage these obligations or facilitate inter-ministerial cooperation. At the international level there is no recognised framework or guideline for countries to follow in working to establish a national system. Similarly, in contrast to the situation on pesticides, there is no clear focal point for work on industrial chemicals at the international level. FAO also commented that national systems/schemes for the management of pesticides or industrial chemicals would be a definite means of reducing costs or making more effective use of available resources for both government and the regulated community. Such schemes would also presumably be a prerequisite for effective implementation of international agreements and a basis for a sustainable/durable process for managing chemicals. It might be useful to note here that international agreements such as the Rotterdam and Stockholm Conventions are tools to assist countries in managing chemicals but they were not developed to take the place of national regulatory processes.

⁹ The INP concept involves the establishment of a national collaborative platform which formalizes inter-ministerial coordination and ensures systematic stakeholder involvement. The platform serves as a framework to develop National Chemical Management Profiles, to strengthen national information exchange and to develop a coordinated financial resource mobilisation strategy, for example. It also facilitates coordinated action plan development for substantive areas which benefit from integrated approaches, such as establishment of poison control centres, GHS implementation or capacity building for integrated import control. An important aspect of developing an INP is the identification and implementation of synergies for capacity building under international chemicals management agreements.

¹⁰ A similar table which cross-references Programme Area E elements with international assistance activities is included in Section 3 of this study.

¹¹ A Global Thematic Workshop on “Synergies for Capacity Building under International Agreements Addressing Chemicals and Waste Management” was organized in March 2004 by UNITAR in collaboration with the Secretariats of the Basel Convention and OPCW, the Geneva Environment Network (GEN), UNECE, and with financial support from the Government of Switzerland and the OPCW. UNEP, GEN, with support of the Government of Switzerland, organized a number of regional workshops addressing synergies related to the Basel, Rotterdam and Stockholm Conventions. Reports of the workshops can be accessed at: <www.unitar.org/cwm/c/tw/ws8/index.htm> and <www.environmenthouse.ch/int%20events.htm>.

Table 1: Comparison of Selected International Chemicals Agreements with Provisions of Programme Area E of Chapter 19

Chapter 19, Agenda 21: Elements for sound chemicals management	Basel	CWC	FAO Code	GHS	ILO 170	ILO 174	Rotterdam	Stockholm	Vienna Convention / Montreal Protocol
(A) Adequate Legislation	+	+	+	+	+	+	+	+	+
(B) Information Gathering and Dissemination	+	+	+	+	+	+	+	+	+
(C) Capacity for Risk Assessment and Interpretation	+	+	+	+	+	+	+	+	+
(D) Establishment of Risk Management Policy	+	+	+	+	+	+	+	+	+
(E) Capacity for Implementation and Enforcement	+	+	+	+	+	+	+	+	+
(F) Capacity for Rehabilitation of Contaminated Sites and Poisoned Persons			+			+		+	
(G) Effective Education programmes	+	+		+	+			+	+
(H) Capacity to Respond to Emergencies	+	+		+	+	+			

3. International Organisations and Mechanisms Involved in Capacity Building for the Sound Management of Chemicals

45. This section provides a brief overview of both the institutional framework and capacity building initiatives of UN organisations and other bodies, including convention secretariats, in the field of chemicals management. It focuses on strategic approaches to capacity building and the organizational set up within the UN system to support capacity building and deliver technical assistance. For a more detailed overview of capacity building projects executed by IOMC organizations, including data on the financial magnitude of relevant projects, please refer to the IOMC brochure and inventory of activities, submitted to SAICM PrepCom 2.¹²

3.1 IOMC Participating Organisations and Observers

46. The IOMC is the pre-eminent mechanism for initiating, facilitating and co-ordinating international action to achieve the WSSD 2020 goal for sound management of chemicals. It was established in 1995 through a Memorandum of Understanding signed by the executive heads of ILO, FAO, UNEP, UNIDO, OECD and WHO following recommendations made by the 1992 UN Conference on Environment and Development in Rio de Janeiro and in particular its Chapter 19, Agenda 21. UNITAR joined IOMC in 1997. More recently, UNDP and the World Bank have participated in the IOMC as observers, with the option to become a full member in the near future. The secretariat for the IOMC is currently provided by WHO. For a detailed description of the functioning of the IOMC, please see Section 4.1.1

3.1.1 Food and Agriculture Organization (FAO)¹³

47. The FAO has a mandate for international co-operation to raise levels of nutrition and standards of living, to improve agricultural productivity, and to better the condition of rural people. The FAO Conference, which meets every two years, is the supreme governing body of the FAO. FAO has a system of regional and country offices that play an important role in the design and delivery of capacity building activities. Plant Protection posts exist in the Regional Offices in Africa (Ghana), Asia and the Pacific (Thailand), Latin America (Chile), and the Near East (Cairo), and in the sub-regional offices in Harare, Western Samoa, Barbados and Tunis. At FAO Headquarters in Rome, of particular relevance are FAO's Plant Protection Service (which also hosts the Joint Rotterdam Convention Secretariat with UNEP Chemicals, Geneva) and FAO's Legal Office, as well as its Technical Co-operation Department which facilitates direct assistance/capacity building to developing countries through its Technical Cooperation Programme (TCP).

*Plant Protection Service, AGPP*¹⁴

48. The Plant Protection Service (AGPP), part of the Plant Production and Protection Division of the Agriculture Department, addresses international aspects of plant protection and closely cooperates with regional and national plant protection organizations and programmes. The programme addresses plant quarantine in the Secretariat to the *International Plant Protection Convention*, setting standards, exchanging information and fostering cooperation. Concerning pesticide management, the programme promotes the implementation of the *International Code of Conduct on the Distribution and Use of Pesticides*; it implements with UNEP the *Rotterdam*

¹² SAICM/PREPCOM.2/INF/23 (1 October 2004). See also, J. Buccini, "The Global Pursuit of the Sound Management of Chemicals", The World Bank (Feb. 2004).

¹³ See <http://www.fao.org>

¹⁴ See <http://www.fao.org/ag/agp/agpp/Default.htm>

Convention and, with WHO, makes recommendations for maximum residue levels as well as for pesticide specifications. On pest management, the Service supports the establishment of Integrated Pest Management (IPM) strategies and hosts the Global IPM-Facility consisting of FAO, UNDP, UNEP and the World Bank.

49. *Pesticide Management and Implementation of the Code of Conduct* - The Pesticide Management Group (PMG) covers a wide range of capacity building activities, which include development of national pesticide registration and control schemes; strengthening of national technical and physical facilities to enforce pesticide regulatory schemes more effectively; provision of various types of training on the safe and efficient use of pesticides for farmers, extension workers, retailers and medical personnel; facilitating computerised exchange of information and networking on pesticides, regulatory issues and on other technical matters among co-operating countries; and undertaking national and regional survey missions on laboratory infrastructures for pesticide analysis and helping to establish/strengthen such infrastructures.

50. PMG also provides, through standard setting bodies on pesticides, references for countries on limits of pesticide residues and for pesticide product quality. The Joint FAO/WHO Meeting on Pesticide Residues (JMPR) is the scientific body for the establishment of CODEX maximum residue limits for pesticides. The Joint FAO/WHO Meeting on Pesticide Specifications (JMPS) develops international quality criteria for pesticides used in agriculture and public health so that the quality of products can be judged either for regulatory purposes or in commercial dealings. Thus the specifications help to reduce the trade, sale and use of inferior pesticide products. Many countries, industrialized and developing ones, adopt these international standards as their national standards.

51. *Prevention and Disposal of Obsolete Pesticides* - FAO is the only UN-agency with a programme aiming at enabling countries to dispose of obsolete pesticide (chemical) stocks and to prevent further accumulation of such stocks. The FAO Obsolete Pesticides Project, initiated through Dutch trust funds, maintains the world-wide inventory on obsolete pesticides, which today is estimated to amount to 500.000t. FAO/AGPP has executed various disposal operations in Africa and the Near East supported by various donor countries. This unit has been instrumental in the creation of the African Stockpiles Programme (ASP) (see also 3.1.9) and is providing technical supervision of the ASP.

52. *Integrated Pest Management (IPM)* - AGPP supports the establishment of IPM programmes, including the application of biological control and weed management. IPM increases the sustainability of farming systems, and IPM programmes are considered economically sustainable as they reduce farmers' dependence on procured inputs such as pesticides. The Global IPM Facility promotes IPM through awareness raising and support to the development of field programs and policy reform.

53. Together with UNEP, AGPP implements an IPM-project for termite control related to certain POPs under the *Stockholm Convention*.

54. *Secretariat for the Rotterdam Convention* - AGPP, along with UNEP Chemicals in Geneva, also provides the Secretariat for the Rotterdam Convention (see also section 3.3.4).

FAO Legal Office¹⁵

55. FAO's Legal Office provides legal advisory services to governments on a range of issues, including plant protection and pesticides registration. Working with the technical services of FAO, it helps governments prepare laws, regulations, agreements and other legal texts, advises on

¹⁵ See http://www.fao.org/Legal/index_en.htm

institutional structures and compliance with international law. An element of most advisory projects is capacity building through participatory training of national officials and consultants.

FAO Technical Cooperation Department¹⁶

56. Through its TCP FAO allocates limited resources to its member states to meet the most pressing development needs in agriculture. On pesticide matters technical assistance has been provided for various areas supporting capacity building, such as drafting pesticide legislation, strengthening pesticide management and control capacities or facilitating pesticide disposal operations.

3.1.2 International Labour Organization (ILO)¹⁷

57. The International Labour Organization is a UN specialised agency that seeks the promotion of social justice and internationally recognised human and labour rights. The ILO formulates international labour standards in the form of Conventions and Recommendations, setting minimum standards of basic labour rights. The member States of the ILO meet at the International Labour Conference in June of each year in Geneva. The Conference establishes and adopts international labour standards, and elects the Governing Body which is the executive council of the ILO.

58. ILO capacity building activities for sound chemicals management are integrated within its overall activities for occupational safety and health and are undertaken in the context of the ILO Infocus Programme on Safety and Health at Work and the Environment (Safework).

Safework¹⁸

59. While based in Geneva, Safework works through a decentralised network of occupational safety and health experts in the field to facilitate co-operation and elaborate international standards and instruments to establish the minimum levels that should be reached and maintained (e.g. ILO Convention 170). Regional and country field programmes and offices are in place in all regions of the world. Safework technical co-operation activities assist to implement these instruments at the national level with the aim to improve working conditions at the work place.

60. Technical co-operation projects, and regional training seminars and symposia, have been held in all the developing and transition regions. Assistance is provided, for example, to:

- develop legislation, strengthen national institutions through training;
- translate documentation related to occupational safety and health into local languages;
- promote the use of international chemical safety cards (ICSCs);
- use Training Modules on Chemical Safety in order to introduce safe use of chemicals at places of work, to present classification systems for the labelling and transport of dangerous goods, to allow the reading and use of chemical safety cards, to give a basic overview of toxicology, and to disseminate information on selected, widely-used hazardous substances; and
- provide special support to developing countries in the form of technical cooperation projects, as well as the provision of safety and health information, via the International Occupational Safety and Health Information Centre's (CIS) network.

¹⁶ See <http://www.fao.org/tc/>

¹⁷ See <http://www.ilo.org>

¹⁸ See <http://www.ilo.org/public/english/protection/safework/standard.htm>

3.1.3 United Nations Environment Programme (UNEP)¹⁹

61. UNEP is a programme of the UN General Assembly and has a mandate for co-ordination, and integration, of actions within the UN with respect to problems relating to the environment and for integrating a large number of separate efforts by intergovernmental, non-governmental, national and regional bodies. The UNEP Governing Council is the principle governing and legislative body for UNEP and usually meets every two years.

62. A number of UNEP divisions and units are involved in the management of chemicals and deliver related capacity building. These mainly include the Division of Technology, Industry and Economics (DTIE), which includes UNEP Chemicals, the Energy and Ozone Action Unit and the Production and Consumption Branch, the Division of Policy Development and Law, and the Division of Global Environment Facility Coordination (DGEF). Of particular relevance to this report are activities undertaken by UNEP Chemicals, the Energy and Ozone Action Unit, and DGEF.

Division of Technology, Industry and Economics (DTIE)²⁰

UNEP Chemicals²¹

63. Geneva-based UNEP Chemicals is the focus within UNEP of activities related to the management of chemicals. UNEP Chemicals works directly with countries to build national capacity for the safe production, use, and disposal of chemicals, and to promote and disseminate state-of-the-art information on chemical safety. UNEP Chemicals capacity building activities include:

- support to individual countries for development of National Implementation Plans (NIPs) – including:
 - awareness raising about the Stockholm Convention, NIPs and the Financial Mechanism,
 - identification of issues across countries,
 - training of personnel in developing inventories for dioxin and furans, PCBs and stocks of obsolete and unwanted pesticides,
 - development of regional and sub-regional approaches,
 - integration of SC implementation with broader chemicals management, including the Basel and Rotterdam Conventions.
- development of tools and guidance materials for specific POPs issues such as dioxins and furans, PCBs, DDT and pesticides;
- promoting awareness and application of Best Available Techniques (BAT) and Best Environmental Practices (BEP);
- training personnel in addressing POPs issues;
- training personnel in the use of guidance material ;
- provision of technical and policy advisory services to countries;
- awareness raising on mercury issues – this is covered in a separate note;
- development of Pollution Release and Transfer Registers (PRTRs);
- facilitating access to, use of, and exchange of chemicals information via the internet in Africa and Central America;
- promoting integrated pest and vector management jointly with FAO and WHO;
- awareness raising and capacity building to phase out lead in gasoline; and

¹⁹ See <http://www.unep.org>

²⁰ See <http://www.uneptie.org/>

²¹ See <http://www.chem.unep.ch/>

- technical assistance and capacity building activities to support the efforts of countries to take action on mercury pollution.

*Energy and Ozone Action Unit*²²

64. Since 1991, the Ozone Action Programme of the Energy and Ozone Action Unit, based in Paris, has strengthened the capacity of governments – particularly National Ozone Units (NOUs) – and industry in developing countries to elaborate and enforce the policies required to implement the Montreal Protocol and make informed decisions about alternative technologies. Examples of capacity building activities include:

- national and regional training builds the capacity of policy-makers, customs officers and local industry to implement national ODS phase-out activities;
- regional networking of ODS officers provides a regular forum for those officers to exchange experiences, develop skills, and share ideas with counterparts from both developing and developed countries;
- Country Programmes (CPs) and Institutional Strengthening (IS) to support the development and implementation of national ODS phase-out strategies, especially for low-volume ODS-consuming countries; and
- a regionally-based Compliance Assistance Programme.

*Cleaner Production*²³

65. UNEP's Cleaner Production Programme, led by the Production and Consumption Branch of DTIE, in Paris, started in 1989 and includes a range of capacity building activities, which include:

- awareness raising campaigns, targeting industry, government, financing institutions, academia, and NGOs;
- compilation and dissemination of up-to-date information on cleaner production practices and technologies in a user-friendly manner, addressing specific local/regional/national needs;
- human resources development of personnel at various levels in the stakeholder groups; and
- demonstration projects in different sub-sectors and locations in the country, especially in SMEs.

*Division of Global Environment Facility Coordination (DGEF)*²⁴

66. DGEF, based in Nairobi, co-ordinates and implements UNEP activities funded through GEF. It develops and implements projects and provides secretariat support to the Scientific and Technical Advisory Panel of the GEF. The portfolio of chemicals capacity-building-related projects, co-financed by GEF, via UNEP, include:

- strengthening the enabling environment through National Implementation Plans (NIPs) so that countries can more effectively implement commitments made as Parties to the Stockholm Convention;
- environmental information management, environmental assessments, analysis and research; and
- phase out of specific POPs.

²² See <http://www.uneptie.org/energy/>

²³ See <http://www.uneptie.org/pc/cp/>

²⁴ See <http://www.unep.org/gef/content/index.htm>

Division of Policy Development and Law²⁵

67. The objective of the Division is to enable members of the international community to develop integrated and coherent policy responses to environmental problems and to strengthen environmental law, as well as to improve compliance with and enforcement of legal instruments. The main activities of DPDL include:

- Analysis, review and the development of environment-related policies, and articulation of policy positions in response to emerging environmental issues and events;
- Developing new and strengthening existing legal, economic and other policy instruments and institutional frameworks to make environmental policy more effective;
- Enhancing environmental policy coordination and information exchange within and outside the United Nations system;
- Promoting the involvement of the private sector, NGOs, and major interest groups in environmental policy dialogue and development.

3.1.4 United Nations Industrial Development Organization (UNIDO)²⁶

68. UNIDO is a specialised agency of the United Nations dedicated to promoting sustainable industrial development in developing countries and countries in economic transition. The General Conference, composed of all Member States, meets once every two years. The General Conference approves the work programme and budget of UNIDO, and reviews implementation of the programme, budget and General Conference decisions.

69. With respect to strengthening the capacity of countries for the management of chemicals, UNIDO's capacity building activities are undertaken mainly by two "service modules" on environmental management and the Montreal Protocol, based in Vienna.

70. UNIDO endeavours to promote non-combustion technologies for the destruction of POPs waste and stockpiles through two pilot demonstration projects underway in Slovakia and the Philippines. Promotion also extends through another global support project provided uniquely to NGOs in 40 countries to enable/maximize participation of NGOs in the NIPs development process and to eventually obtain ratification of the Stockholm Convention in these countries. Both projects are funded by the GEF.

Environmental Management²⁷

Cleaner Production (CP) Programme²⁸

71. UNIDO assists countries in formulating policies that encourage cleaner production and enhance and promote transfer of environmentally sound technologies aiming at increasing productivity and facilitating market access. It provides technical assistance at the governmental, institutional and enterprise level. UNIDO has established 27 National Cleaner Production Centres, working in collaboration with UNEP, and several Ecotoxicology Centres.

²⁵ See <http://www.unep.org/Documents/Default.asp?DocumentID=296&ArticleID=3522>

²⁶ See <http://www.unido.org>

²⁷ See <http://www.unido.org/doc/18260>

²⁸ See <http://www.unido.org/doc/4460>

*The Global Mercury Project (GMP)*²⁹

72. The GMP began in August 2002 and aims to demonstrate ways of overcoming barriers to the adoption of best practices and pollution prevention measures that limit the mercury contamination of international waters from artisanal and small-scale gold mining.

POPs

73. With regard to POPs, UNIDO's services build up national capacities in the management of POPs and provide assistance to developing countries and countries with economies in transition in developing their national implementation plans (NIPs) as provided for in the Stockholm Convention.

*Montreal Protocol*³⁰

74. UNIDO is an implementing agency for the Montreal Protocol Multilateral Fund and assists developing and transition countries under this service module to phase out ODS with assistance for policy, strategy and programme design; institutional support; and enterprise level technical assistance.

3.1.5 United Nations Institute for Training and Research (UNITAR)³¹

75. UNITAR is an autonomous body within the UN with a mandate to enhance the effectiveness of the UN through training and research. To meet this aim, UNITAR provides training to assist countries in meeting the challenges of the 21st century; conducts research to explore innovative training and capacity building approaches; and forms partnerships with other UN agencies, governments and non-governmental organisations for the development and implementation of training and capacity building programmes that meet countries' needs. UNITAR is governed by a Board of Trustees (BOT) which provides overall guidance to the Institute, approves its work programme and adopts its budget.

76. UNITAR's "Training and Capacity Building Programme in Chemicals and Waste Management" (CWM) in Geneva emphasises co-operation among national stakeholders and international partner organisations in order to foster an integrated approach to chemical management capacity building. UNITAR's activities are exclusively funded through external resources.

Programmes to Facilitate Integrated Chemicals Management³²

77. *National Chemical Management Profiles* - Through its National Profile Support Programme, UNITAR provides guidance, training and technical support to assist countries in assessing their existing legal, institutional, administrative and technical infrastructures for sound chemicals management.

78. *Integrated National Programmes for Chemicals and Waste Management* - This programme assists developing countries to establish/strengthen a collaborative framework at the national level which can provide a foundation for effective and co-ordinated action to address both national chemicals and waste management priorities as well as the implementation of international chemicals and wastes-related agreements and initiatives.

²⁹ See <http://www.unido.org/en/doc/9668>

³⁰ See <http://www.unido.org/doc/5072>

³¹ See <http://www.unitar.org/cwm>

³² See <http://www.unitar.org/cwm/about.htm#P>

Specialised Training and Capacity-building Programmes³³

79. *Implementation of the GHS* - This UNITAR/ILO GHS programme provides guidance documents, training materials, expert training and educational, awareness-raising and resource materials regarding the GHS. UNITAR/ILO are the designated focal point for capacity building in the UN ECOSOC Subcommittee of Experts on the GHS (SCEGHS). UNITAR, along with ILO and OECD, also initiated at the WSSD the Global Partnership for Capacity Building to Implement the GHS.

80. *Design and Implementation of Pollutant Release and Transfer Registers* - The UNITAR PRTR Training and Capacity Building Programme assists countries in the design and implementation of national PRTR systems through multi-stakeholder processes and is implemented in co-operation with OECD and UNEP Chemicals.

81. *POPs* - The overall goal of UNITAR's Persistent Organic Pollutants Programme is to provide support to developing countries and countries with economies in transition to take measures to eliminate or reduce the release of POPs into the environment, and it supports action plan development, National Implementation Plan development, and National Profile Development for the Stockholm Convention.

82. UNITAR also executes a number of supporting services for capacity building, including the provision of 'virtual libraries' on CD-Rom on a variety of topics (National Profiles, GHS, PRTR) and the organization of global thematic workshops to facilitate an exchange of experience and to identify practical steps which countries can take to systematically address certain topics of national chemicals management.

3.1.6 World Health Organization (WHO)³⁴

83. WHO, a specialised agency of the UN, strives for the attainment by all people of the highest levels of health, defined to include physical, mental and social well-being. The World Health Assembly, the supreme decision-making body of the WHO, meets once a year in May. In addition to its Headquarters, located in Geneva, WHO has six regional offices each with its own programme geared to the particular health problems of the countries it serves. Regional offices are governed by Regional Committees, with representatives of the countries in the region.

84. Capacity building activities of WHO related to chemical safety is undertaken largely through the International Programme on Chemical Safety (IPCS) and through regional offices and country offices. At WHO headquarters in Geneva, the Programme for the Promotion of Chemical Safety is the Central Unit for IPCS, with dual responsibilities for technical work and co-ordination functions. WHO/IPCS Programmes with a strong capacity building component include the following:

Programme for the Promotion of Chemical Safety

85. *Poisons centres and emergency response*³⁵ - The IPCS programme on Poisoning Prevention and Management seeks to build capacity in countries to prevent and manage human exposures to chemicals.

³³ See <http://www.unitar.org/cwm/about.htm#S>

³⁴ See <http://www.who.int>

³⁵ See http://www.who.int/ipcs/capacity_building/poisons/en/

86. *IPCS INTOX Project*³⁶ - Through a worldwide network of poison centres, first-aid and clinical management information are offered on a 24-hour basis. In addition, IPCS is responsible for the organisation of a number of training courses throughout the world. Training courses are also carried out in co-ordination with WHO Regional Offices and organisations with an interest in this area.

87. *Risk Assessment*³⁷ - The WHO through the IPCS conducts risk assessments of chemicals, including POPs, and other chemicals, e.g., chemicals which are persistent, bioaccumulative and toxic, and which may be included in the conventions in the future. Through its global network of poisons centres IPCS can assist in mobilizing awareness on countries and regions about how chemicals subject to the conventions are used and identify possible future chemicals for consideration, such as acutely toxic pesticides.

88. *Globally Harmonized System of Classification and Labelling of Chemicals (GHS)*³⁸ - IPCS is undertaking a series of capacity-building activities in support of GHS linked to the promotion of utilization of IPCS risk assessment products at country level.

3.1.7 Organisation for Economic Cooperation and Development (OECD)³⁹

89. The OECD, based in Paris, was established in 1960 and now includes thirty member countries sharing a commitment to democratic government and the market economy. The senior decision-making body is the Council of OECD ambassadors that can agree on Council Acts. The OECD Environment, Health and Safety Programme includes the Chemicals Programme, as well as work on pesticides, biocides, chemical accidents, harmonisation of regulatory oversight in biotechnology, Pollutant Release and Transfer Registers (PRTRs), and the safety of novel foods and feeds. The main areas of work of OECD related to capacity building activity include the following:

90. *Mutual Acceptance of Data (MAD)* - OECD works with non-members on their adherence to this legally binding OECD system. Non-members are full participants with the same rights and obligations as OECD countries, once they have adhered.

91. *Good Laboratory Practice (GLP)* - These principles are used for the quality assurance of data and set out managerial concepts concerning the organisation of test facilities as well as the conditions under which safety studies are planned, performed, monitored, recorded and reported. They are a critical element for MAD. OECD gives courses for training inspectors from member and non-member countries.

92. *Chemical Accidents Programme* - This programme began in 1988 and addresses prevention, preparedness and response related to accidents involving hazardous substances. Guiding Principles and Safety Performance Indicators are in use widely also outside the OECD.

93. *Pollutant Release and Transfer Registers (PRTRs)* - OECD work on PRTRs was initiated in 1993, as a follow-up to UNCED, with a project to prepare guidance for and promote the development of PRTRs. Many technical tools for use in developing and implementing PRTRs are freely available on the web.

³⁶ See <http://www.who.int/ipcs/poisons/intox/en/>

³⁷ http://www.who.int/health_topics/risk_assessment/en/

³⁸ See http://www.who.int/ipcs/capacity_building/ghs_statement/en/

³⁹ See <http://www.oecd.org/home/>

3.1.8 United Nations Development Programme (UNDP)⁴⁰

94. UNDP's mandate is poverty reduction, and its priorities are expressed through the Millennium Development Goals (MDG) approved by the world leaders in 2000. UNDP uses a global network on the ground in 166 countries to help the UN system and its partners to raise awareness and track progress, while it connects countries to the knowledge and resources needed to achieve MDGs. The UNDP Executive Board is made up of representatives from 36 countries around the world, who serve on a rotating basis and meet three times per year.

95. UNDP chemicals-related capacity building activities are mainly undertaken by the New York-based Energy and Environment Practice, and more specifically by the Montreal Protocol Unit (MPU) and the UNEP-GEF POPs programme for national/sectoral policy and planning to control emissions of ozone-depleting substances (ODS) and persistent organic pollutants (POPs). The Montreal Protocol and GEF programmes of UNDP support governments as they develop and strengthen national and sectoral strategies for the sustained reduction and elimination of ODS and POPs.

96. UNDP also has an active portfolio (~\$35 m. in over 25 countries) of non-GEF/non-Multilateral Fund (MLF) activities related to capacity building for chemicals management. These include projects in areas such as integrated pest management; solid and industrial waste management; policy, legal and regulatory reform; pesticides safety, management and phase-out; demonstration of more benign pesticides; oil/chemical spill damage assessments; industrial pollution control; and cleaner production.

Montreal Protocol Unit⁴¹

97. UNDP's Montreal Protocol Unit works with public and private partners in over 90 developing countries to assist them in meeting the targets of the Montreal Protocol through the following means:

- Capacity Development - provision of assistance to governments and private sector stakeholders in developing more effective national policies and programmes to meet compliance targets for eliminating ODS including development of country programmes, refrigerant management plans, and national and sector phase-out strategies. UNDP has institutional strengthening projects in 20 countries;
- Technical Assistance, Training and Demonstration programmes - provision of technical support and dissemination of information regarding ozone friendly alternatives through practical, hands-on training sessions and in-field demonstrations; and
- Technology transfer – provision of services, including financial and technical assistance to allow enterprises and governments to adopt alternative production processes and ozone-friendly technologies.

98. The Multilateral Fund has approved over US\$ 430 million for the Implementation of the Montreal Protocol, through UNDP. Thousands of private sector enterprises, large, small and medium size, and over 300,000 farmers are the beneficiaries of this particular UNDP programme. In addition to eliminating consumption of refrigerants, foam blowing agents and fire extinguishing chemicals which deplete the ozone layer, several programs are aimed at elimination of ozone depleting solvents used for cleaning processes, and of Methyl Bromide, widely used as an agricultural pesticide and fumigant for high-value export crops. Training is

⁴⁰ See <http://www.undp.org>

⁴¹ See <http://www.undp.org/seed/eap/montreal/>

also offered in applying integrated pest management methods and avoiding the use of pesticides that have been identified as POPs.

UNDP-GEF⁴²

99. UNDP-GEF is assisting over 25 countries through GEF Enabling Activities to develop National Implementation Plans outlining how countries will meet their Stockholm Convention commitments to reduce or eliminate the release of POPs into the global environment. UNDP-GEF is also working with programme countries in the development and implementation of a portfolio of NIP implementation projects, including support in areas such as legal, policy and institutional reform; strengthening of monitoring and enforcement capacities; awareness raising; promoting access to and transfer of environmentally sound alternative technologies, products and practices; and facilitating the environmentally sound management and/or destruction of POPs stockpiles and wastes.

100. UNDP-GEF is cooperating with UNIDO in an innovative global programme aimed at demonstrating and transferring non-combustion technologies for the destruction of POPs in developing countries and transition economies. Two national demonstration projects have been prepared and approved for funding, in Slovakia and the Philippines. UNDP-GEF is also working with WHO in the preparation of a global project aimed at reducing POPs and mercury emissions through improved management of health care waste. Lastly, UNDP-GEF is partnering with UNITAR in the implementation of a project aimed at building action planning skills in Least Developed Countries to assist with NIP development under the Stockholm Convention.

101. A sizeable portion (60%) of UNDP's large (~\$300 million) GEF International Waters⁴³ portfolio has a strong focus on reducing chemical pollution of shared river basins, lakes and marine ecosystems. Projects address a wide range of chemical pollution threats, from nutrient pollution in the Danube/Black Sea basin to mercury pollution from artisanal gold mining to industrial pollution from small-scale industries in the Dnipro River basin. Capacity building support is provided in areas such as problem analysis and priority setting; legal, policy and institutional reforms; demonstrations of innovative pollution reduction technologies and practices; and establishing monitoring and indicator systems.

3.1.9 World Bank⁴⁴

102. The World Bank's mission is to fight poverty and improve living standards of people in the developing world. It is a development institution which provides lending and non-lending services, policy advice, technical assistance and knowledge sharing services to low and middle income countries to alleviate poverty.

103. Because of the World Bank's emphasis on national implementation, capacity building is accomplished throughout implementation of Bank projects. Countries deliver projects based on accepted operational policies and guidelines on, for example, environmental impact assessment and pest management, and in doing so, have the opportunity to build in-country skills and institutions with on-going guidance by the Bank.

104. A key element of the World Bank's Environment Strategy is to help build capacity, transfer experience, and promote good practice in technical and policy issues. This is being achieved through systematic environmental studies, such as country-level diagnostic studies and

⁴² See <http://www.undp.org/gef/>

⁴³ See http://www.undp.org/gef/undp-gef_focal_areas_of_action/sub_international_water.html

⁴⁴ See <http://www.worldbank.org>

strategic environmental assessments that will help consider environmental issues at earlier stages of the decision-making process, as well as integrate them into the policy dialogue, and poverty reduction and country assistance strategies. A source of technical guidance to client countries in terms of chemicals management is the World Bank's Pollution Prevention Handbook.

105. The World Bank has been involved more specifically in enhancing client capacity in chemicals management as an implementing agency for the Multilateral Fund for the Implementation of the Montreal Protocol (MFMP) and for the Global Environment Facility (GEF) through coordination by the Montreal Protocol – POPs Unit in its Environment Department.

106. Under the MFMP, the Bank has worked closely with its clients to develop country-specific approaches to help them meet treaty obligations on phasing out ozone depleting substances. These include sector and national approaches that give maximum flexibility to the countries to take the lead in overall implementation, direct funding to priority areas and develop complementary policies.

107. The Bank is assisting countries in the management of POPs through the GEF with support for the development of national implementation plans under the Stockholm Convention, and work on POPs has been ongoing for several years. Capacity-building-related work at the Bank aims to:

- study lessons learned from the Montreal Protocol to inform other chemical-related activities;
- develop analytical work on POPs and chemicals-related issues;
- explore ways to link POPs and chemical issues to the World Bank's work; and
- improve various operational policies by integrating POPs issues.

108. A POPs Trust Fund was established by Canada at the World Bank to support capacity-building in developing countries and countries in transition in order to reduce or eliminate releases of persistent organic pollutants from these countries. In partnership with United Nations organisations, non-governmental organizations (NGOs), and industry, the World Bank is also undertaking the African Stockpiles Programme (ASP). The objectives of the Programme are to clean up obsolete pesticides, prevent future toxic threats and protect human health and the environment.

3.2 Other Important Organisations and Bodies

3.2.1 Global Environment Facility (GEF)⁴⁵

109. The Global Environment Facility (GEF), established in 1991, helps developing countries fund projects and programs that protect the global environment. GEF grants support projects related to biodiversity, climate change, international waters, land degradation, the ozone layer, and POPs. The GEF serves as a "financial mechanism" for the Convention on Biological Diversity, the United Nations Framework Convention on Climate Change, the United Nations Convention to Combat Desertification, and the Stockholm Convention on Persistent Organic Pollutants. The three Implementing Agencies of the GEF are UNDP, UNEP and the World Bank. In addition, the regional development banks⁴⁶, UNIDO and FAO can also access directly GEF resources on behalf of eligible countries. The GEF Council functions as an independent board of directors, with primary responsibility for developing, adopting, and evaluating GEF programs. It meets twice each year for three days in Washington D.C.

⁴⁵ See <http://www.gefweb.org/>

⁴⁶ African Development Bank, Asian Development Bank, European Bank for Reconstruction and Development, and Inter-American Development Bank.

Ozone Depletion⁴⁷

110. The GEF provides assistance to prevent the release of ozone-depleting substances in accordance with countries' commitments to the Montreal Protocol concerning phase-out schedules and control measures. The GEF is complementary to the Multilateral Fund for the implementation of the Montreal Protocol: countries eligible for assistance are those countries with economies in transition that are not Article 5 countries and therefore not eligible under the Multilateral Fund, but are otherwise GEF eligible.

International Waters

111. GEF projects to reverse the degradation of international waters (includes freshwater and marine systems, surface waters as well as groundwater resources) are informed by – and help to realize the objectives of – a mosaic of regional and international water agreements. These projects enable countries to recognize and learn more about the water-related challenges they share, find ways to work together, and undertake important domestic changes needed to solve problems. The three categories of water projects are: 1) water bodies; 2) integrated land and water projects; and 3) contaminants.

Persistent Organic Pollutants

112. At its meeting in Beijing in October 2002, the GEF Assembly designated POPs as one of the GEF's six focal areas, making POPs a major focus of GEF assistance. With this designation, the GEF can provide assistance to eligible countries to develop and implement activities on POPs and on "chemicals management as they relate to the GEF focal areas."

113. The GEF's initial support for the implementation of the Stockholm Convention focuses on assisting developing countries and countries with economies in transition to prepare National Implementation Plans (NIPs).⁴⁸ Capacity building activities are aimed at strengthening the capacity of these countries to address the threats posed by POPs, based on priorities identified in their NIPs.

3.2.2 Intergovernmental Forum on Chemical Safety (IFCS)⁴⁹

114. The IFCS is a multi-stakeholder forum that develops policy guidance, sets priorities for action, builds partnerships, and monitors progress to improve chemical safety. The IFCS was established in 1994 to improve international coordination and cooperation on chemical safety issues by providing an open and inclusive venue for governments, IGOs and NGOs to: identify emerging issues and build consensus on chemical safety priorities, stimulate research, and foster understanding of the issues. Forum sessions are convened approximately every three years. Between sessions of the Forum, a Standing Committee (FSC) with broad regional and sector representation guides the process of developing the Forum's agenda, provides initial input on significant new issues to be considered by the Forum, provides advice and assistance with regional efforts and monitors progress. Vice presidents facilitate regional participation in the IFCS and follow up on the implementation of IFCS recommendations. Countries nominate national focal points who act as conduits for communication on IFCS activities and efforts. Ad hoc working groups are often established to undertake specific tasks, such as developing background documents and recommendations for consideration at Forum meetings.

⁴⁷ See <http://lnweb18.worldbank.org/ESSD/envext.nsf/45ByDocName/ThemesOzoneDepletion>

⁴⁸ See "Initial guidelines for enabling activities for the Stockholm Convention on Persistent Organic Pollutants", GEF/C.17/4, May 2001, <http://www.thegef.org/Documents/C.17.4.pdf>

⁴⁹ See <http://www.who.int/ifcs/>

*The Information Exchange Network on Capacity Building for the Sound Management of Chemicals (INFOCAP)*⁵⁰

115. See section 4.2.2.

IFCS Addressing the Widening Gap Initiative

116. The IFCS has initiated a process to assist countries that are lagging behind in the implementation of international initiatives on the sound management of chemicals. Forum IV in November 2003 recommended the establishment of an ad hoc Expert Group, including interested observers, with the objective to propose a systematic way of strengthening the sound management of chemicals in countries with an expressed need. At its meeting in June 2004, the FSC approved terms of reference for the Expert Group and prepared guidance and options for the development of the work structure. The objective of the Group is to develop and implement an open and transparent process to provide advice to countries with an expressed need on implementation of IFCS chemical safety policies and priorities. The purpose of the process is to provide concrete advice to a requesting country on issues or items, such as identifying, prioritizing, and accessing information, guidance, and resources to enable implementation of the IFCS Priorities for Action and other Forum recommendations. The development and implementation of the process will be done in active partnership with those working in the area and will enhance their on-going efforts. The implementation will be initiated through a pilot project.

⁵⁰ See <http://www.infocap.info>

3.3 Convention Secretariats

3.3.1 Ozone Secretariat⁵¹

117. The Ozone Secretariat is the Secretariat for the Vienna Convention and for the Montreal Protocol. The secretariat undertakes few capacity building activities directly, as most capacity building related activities are carried out by the OzoneAction programme (see section 3.1.3. above) and through UNIDO and UNDP (see sections 3.1.4 and 3.1.8).

3.3.2 Secretariat of the Basel Convention (SBC)⁵²

118. The Secretariat of the Basel Convention cooperates with national authorities in developing national legislation, setting up inventories of hazardous wastes, strengthening national institutions, assessing the hazardous waste management situation, and preparing hazardous waste management plans and policy tools. It also provides legal and technical advice to countries in order to solve specific problems related to the control and management of hazardous wastes. In the case of an emergency, such as a hazardous waste spill, the Secretariat cooperates with Parties and relevant international organisations to provide rapid assistance in the form of expertise and equipment.

119. The Convention has also established Basel Convention Regional Centres (BCRCs) to help countries implement the Basel Convention, and activities include providing guidance on technical and technological issues as well as advice on enforcement aspects of the Convention (see also section 2.2. above).

3.3.3 OPCW⁵³

120. The activities of the Organisation for the Prohibition of Chemical Weapons (OPCW) in relation to capacity building are centred on capacity building for the peaceful applications of chemicals in areas that are relevant to the Chemical Weapons Convention. A number of programmes are being implemented by the Organisation through its International Cooperation and Assistance Division that are primarily focussed on Member States whose economies are either developing or in transition. Examples of such activities include:

- analytical-skills development courses to assist qualified analytical chemists from Member States that either are developing or have economies in transition in acquiring further experience and practical knowledge;
- the OPCW Associate Programme, designed with the aim of contributing to the development of chemistry and chemical engineering, with emphasis on chemical safety;
- the Conference Support Programme, aimed at facilitating the exchange of scientific and technical information in areas relating to the peaceful application of chemistry by providing support to conferences, workshops and seminars organised in these areas;
- support by the OPCW for voluntary transfer of laboratory equipment, which must be in good working condition, from institutions in developed countries to institutions in other countries;
- the Internship Support Programme aimed at facilitating scientists and engineers from developing countries, and countries with economies in transition, to gain experience in areas relating to the application of chemistry for peaceful purposes by working for a limited period in more advanced research laboratories/facilities in industrialised countries;
- the Laboratory Assistance Programme aimed at analytical chemical laboratories which may or may not be interested in seeking OPCW designation and intended primarily for those

⁵¹ See <http://www.unep.ch/ozone/welcome.shtml>

⁵² See <http://www.basel.int/>

⁵³ See <http://www.opcw.org>

laboratories that have adequate infrastructure and could benefit from an increased level of technical competence; and

- Training courses, regional meetings and seminars to facilitate the implementation of the Chemical Weapons Convention.

3.3.4 Rotterdam Convention Secretariat⁵⁴

121. The Secretariat functions for the Rotterdam Convention are performed jointly by the Executive Director of UNEP (through UNEP Chemicals) and the Director-General of FAO (through FAO's AGPP). The role of the secretariat of the Rotterdam Convention in terms of capacity building takes on additional importance given that the Convention lacks a formal financial mechanism. Capacity building activities have included regional and subregional awareness raising workshops and training of Designated National Authorities (DNAs) in the implementation of the Convention. The Secretariat has developed a strategy for the regional delivery of technical assistance in support of the Rotterdam Convention. This proposal builds on the existing network of FAO and UNEP regional offices, as well as the Basel Convention Regional Coordinating Centres. It also proposes the systematic integration of Rotterdam Convention issues into the capacity building programmes of other international organisations. The strategy will be considered at the first meeting of the Conference of the Parties in September 2004. It is anticipated that this meeting will provide further guidance to the secretariat regarding capacity building activities.

3.3.5 Stockholm Convention Secretariat⁵⁵

122. The Executive Director of UNEP provides the Secretariat to the Stockholm Convention on Persistent Organic Pollutants. The functions of the Secretariat include, *inter alia*: facilitating assistance to the Parties (particularly developing country Parties and Parties with economies in transition) for Convention implementation; and ensuring the necessary coordination with Secretariats of other relevant international bodies. Capacity building activities related to the Stockholm Convention have to date been undertaken by a range of organisations and initiatives (the three implementing agencies of the GEF, see section 3.1).

3.4 Regional Bodies

123. In addition to international organisations and international convention secretariats, some regional bodies are also involved with chemicals management capacity building. For example, the "chemical dialogue" of the Asia-Pacific Economic Cooperation (APEC) is working on issues related to the GHS and the South Pacific Regional Environment Programme (SPREP) has programmes related to POPs, solid waste and the Waigani Convention.

3.5 Observations

124. A broad range of UN organisations and mechanisms are involved in capacity building for sound chemicals management. They receive their mandate through their governing bodies or the Conference of Parties for specific Conventions. The scope of the mandates, however, is often very broad thereby emphasizing the importance of coordination. Table 2 analyzes existing capacity building programmes within the context of the elements of a national chemical safety programme, as provided in Programme Area E of Chapter 19. An analysis of the table suggests that a number of Programme Area E elements – such as adequate legislation – are the focus of the activities of various organisations. This suggests that exchange of experience and co-ordination of related

⁵⁴ See <http://www.pic.int>

⁵⁵ See <http://www.pops.int/>

capacity building (e.g. guidance and training material development) might enhance coherence and may be beneficial. A particular challenge for co-ordination is that several international organisations have regional offices which actively, and sometimes independently, are involved in chemicals management capacity building.

Table 2: Comparison of International Capacity Building Activities against Elements of Programme Area E of Chapter 19

Chapter 19, Agenda 21: Elements for sound chemicals management	FAO		ILO	UNEP			UNIDO		UNITAR	WHO	UNDP		OECD	World Bank	GEF			IFCS	
	AGPP	Legal Office		Ozone	Chemicals	DGEF	Environmental Management	Montreal Protocol			Montreal Protocol	GEF Unit			Ozone	Water	POPs		
(A) Adequate Legislation	+	+	+	+	+	+	+	+	+		+			+	+	+	+		
(B) Information Gathering and Dissemination	+		+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	
(C) Capacity for Risk Assessment and Interpretation				+	+	+			+	+			+	+	+	+	+	+	
(D) Establishment of Risk Management Policy				+	+	+			+	+	+	+	+				+	+	
(E) Capacity for Implementation and Enforcement	+		+	+	+	+		+	+	+	+	+		+	+	+	+	+	
(F) Capacity for Rehabilitation of Contaminated Sites and Poisoned Persons	+				+					+				+	+	+	+	+	
(G) Effective Education programmes	+						+		+	+	+			+	+	+	+	+	
(H) Capacity to Respond to Emergencies					+					+							+	+	

4. Arrangements and Initiatives Concerned with Coordination and Information Exchange for Chemicals Management Capacity Building

4.1 Existing Co-ordinating Structures and Mechanisms for Chemical Management Capacity Building

4.1.1 Inter-Organization Programme for the Sound Management of Chemicals (IOMC)

Inter-Organization Coordinating Committee (IOCC)

125. The key co-ordinating body for the IOMC is the Inter-Organization Coordinating Committee (IOCC) composed of representatives of the IOMC POs. It is comprised of senior officials and heads of divisions in POs responsible for sound management of chemicals activities in their respective organisations. The Chair of the IOCC is shared by all POs and rotates annually.

126. Functions performed by the IOCC include, *inter alia*:

- to consult on the planning, programming, funding, implementation and monitoring of activities undertaken jointly or individually by the Participating Organisations with regard to the sound management of chemicals;
- to identify gaps and areas of overlap in such activities and recommend ways to reduce or eliminate them;
- to make recommendations on the distribution of work among the Participating Organisations with regard to the sound management of chemicals;
- to recommend common policies to be pursued by the Participating Organisations;
- to encourage the Participating Organisations to undertake joint programmes for the sound management of chemicals;
- to endorse specific activities planned or undertaken by one or more of the Participating Organisations as being within the framework of the Programme;
- to exchange information about the activities undertaken and planned to be undertaken, jointly or separately, by the Participating Organisations with regard to the sound management of chemicals;
- to review actions taken, and to consider recommendations made, by other organisations, programmes and intergovernmental meetings and arrangements (such as the Intergovernmental Forum on Chemical Safety); and
- to make recommendations to such organisations, programmes and intergovernmental meetings and arrangements.

127. The IOCC conducts meetings twice a year and schedules special sessions in case of important matters requiring urgent attention of the IOMC. The IOCC itself has assumed the responsibilities as a consultative and coordinating body for the planning, programming, implementation and monitoring of capacity building activities undertaken jointly or individually by the IOMC POs. A special IOMC session on capacity building is scheduled for January 2005 in order to initiate the development of an IOMC Strategy Paper on Capacity Building. More specific co-ordination of capacity building activities also takes place in IOMC Co-ordinating Groups (please see below).

IOMC Technical Coordinating Groups

128. Technical Coordinating Groups provide a means for all interested bodies working in their respective areas to consult with each other on programme plans and activities, and to discuss ways

and means of ensuring that the activities are mutually supportive. Membership of the Coordinating Groups are not necessarily limited to intergovernmental bodies, but may involve non-governmental organisations and national institutions undertaking significant work in specific areas. The IOMC has recently undertaken a review of all existing Co-ordinating Groups. In the future the IOMC may explore other possible ways of co-ordinating activities.

129. Out of a total of five IOMC Co-ordinating Groups currently in existence, the following are involved in the co-ordination of capacity building activities:

Persistent Organic Pollutants (POPs)

130. The Technical Coordinating Group on POPs has met regularly for the past two years since its inception and includes representatives from FAO, UNDO, UNEP, UNITAR, UNDP, the World Bank and GEF (as an observer). The secretariat functions for the group have been informally provided by UNITAR in collaboration with UNEP.

Stocks of Obsolete Pesticides and Industrial Chemicals

131. The Obsolete Stocks Coordinating Group has among the member organisations WHO, UNEP, OECD, FAO, UNIDO and the Secretariat of the Basel Convention. In light of the recent emphasis on getting the Africa Stockpiles Project going, the group has not often met in the recent past. The secretariat for this group is located at UNEP Chemicals and FAO.

Pollutant Release and Transfer Registers (PRTR)

132. The PRTR Coordinating Group includes representatives from ten governments, three NGOs, as well as UNECE, UNEP, UNITAR, OECD and the Commission for Environmental Cooperation. The Group meets about once a year, back to back with meetings of the OECD Chemicals Group. The secretariat for this group is located at OECD.

Chemical Accident Prevention, Preparedness and Response

133. This Group includes representatives of six governments, five NGOs, as well as UNIDO, WHO, UNITAR, UNEP, ILO, OECD, UNECE, IMO, IAEA, NATO, the European Commission. It meets once per year and the secretariat for this group is located at OECD.

4.1.2 Programme/Project Specific Co-ordinating/Advisory Groups

134. In addition to the formal co-ordinating mechanisms introduced above (all of which report formally to the IOCC) a number of major projects or programmes executed by IOMC POs have their own advisory groups which ensure co-ordination with relevant activities of other organisations. The secretariat function for these groups is usually provided by the executing agency for the respective project/programme.

135. *UNEP/GEF Pilot Project for the Development of National Implementation Plans (NIPs) for the Management of POPs - Steering Group* - The Project Steering Committee, consisting of representatives of the international agencies involved with chemical management, will monitor project progress annually in accordance with agreed project work plans and timetables. The Committee is composed of UNEP Chemicals, UNEP GEF Coordination Office, the other GEF Implementing Agencies (UNDP and the World Bank), FAO, UNIDO, UNITAR, the Secretariat of the Basel Convention, environmental NGO and industry representatives, and the major donors to the project.

136. *UNITAR/IOMC Programme to Assist Countries to Develop Integrated National Programmes for the Sound Management of Chemicals and Waste - Programme Task Force (PTF)* - A Programme Task Force comprising representatives from the IOMC organisations, the OPCW, the Secretariat of the Basel Convention and the Swiss Agency for Development and Cooperation (SDC) serves as a steering committee for the Programme “Developing and Sustaining an Integrated National Programme for Sound Chemicals and Waste Management”. As the implementing organisation for the pilot programme, UNITAR provides the secretariat for the PTF.

137. *UNITAR/ILO GHS Capacity Building Programme - Programme Advisory Group* - The Programme Advisory Group (PAG) reviews programme documents, ensures complementarity with other hazard communication initiatives, and provides guidance regarding programme implementation. Its membership is drawn from a broad range of interested individuals (around 25-30) from governments, international organisations and NGOs.

138. *Information Exchange Network on Capacity Building for the Sound Management of Chemicals (INFOCAP) - Steering Group*⁵⁶ - The INFOCAP Steering Group is composed of representatives of eight governments (regional representatives, donor agency representatives), two NGOs, UNEP (representing UNEP and liaising Rotterdam and Stockholm Convention Secretariats), WHO, FAO, IFCS, OECD, UNITAR, the World Bank and the EC. The objective of the INFOCAP Steering Group is to develop and maintain INFOCAP as an effective source of information on sound management of chemicals. The INFOCAP Steering Group is responsible for:

- providing continued guidance to the development and operation of INFOCAP;
- facilitating the mobilization of external support including encouraging countries and organizations to provide resources, financial and in-kind, for INFOCAP;
- raising awareness of and encouraging/soliciting participation in/contribution to and use of INFOCAP; and
- reviewing progress made and reporting back to the IFCS.

139. *GEF POPs Inter-Agency Task Force* - The Inter-Agency Task Forces are the main mechanisms to coordinate GEF activities among GEF system agencies. The POPs Task Force is chaired by the GEF Secretariat and includes representatives of the GEF Implementing Agencies (UNDP, UNEP, and WB) and Executing Agencies with expanded opportunities for POPs (FAO and UNIDO) and the Stockholm Convention Secretariat. Others may be invited to participate, such as the Scientific and Technical Advisory Panel of the GEF or any ad hoc representation that may be deemed necessary for a particular agenda item.

140. *Africa Stockpiles Programme - Advisory Committee* - The Africa Stockpiles Program Advisory Committee (PAC) provides overall guidance for the programme. The PAC consists of representatives from ASP partner organisations, all interested donor representatives, and representatives of regional bodies and Governments as appropriate. The chair of the Advisory Committee rotates with each meeting. The Advisory Committee will meet twice a year to review progress under the ASP; review the annual and periodic work program; advise on program implementation; advise on cross-cutting themes; review and advise on fund-raising efforts; and review progress in design of successive phases.

141. *NGO-POPs Elimination Project - Project Steering Committee* - A Project Steering Committee (PSC), whose membership includes one representative each from UNEP, UNIDO and the Environmental Health Fund plus three additional members to be designated by the International POPs Elimination Network Steering Committee, is convened for the project. The

⁵⁶ A detailed overview of INFOCAP is provided in Section 4.

PSC met prior to project approval, and will meet an additional 4 to 6 times over the two year project duration. Meetings are typically by teleconference.

142. *UNEP-GEF Project “Demonstrating Cost-effectiveness and Sustainability of Environmentally-sound and Locally Appropriate Alternatives to DDT for Malaria Control in Africa”- Steering Committee* - A Steering Committee guides activities for the project. The Committee, led by WHO, includes representatives from UNEP, the Organization for African Unity (OAU), the Southern Africa Development Community (SADC), the International Center for Insect Physiology and Ecology (ICIPE), two experts in malaria control from the African region, and potential co-financers such as the U.S. Agency for International Development (USAID).

143. *UNITAR/UNDP/GEF Medium-Sized Project “Action Plan Training/Skills Building for 25 Least Developed Countries to assist with National Implementation Plan Development under the Stockholm Convention” - Advisory Committee* - An advisory committee that will focus on coordination issues is being developed for this project. The committee will be chaired by the GEF Secretariat and include UNDP, UNEP, WB, FAO and UNIDO; UNITAR will act as secretariat. The committee will meet at least three times by teleconference: at the end of phase I to review the guidance and training material and ensure coordination in the 5 “front-runner” countries; at the end of phase II to ensure coordination in the further 20 countries; and to take stock after completion of project activities.

4.2 International Information Sources and Exchange on Chemical Management Capacity Building

4.2.1 IOMC Information Sources and Exchange on Chemical Management Capacity Building

144. *IOMC Inventory of Activities* - The IOMC Inventory of Activities provides details of relevant programmes and activities of each IOMC Participating Organisation. It includes the title of each activity, the name of the IOMC Participating Organization responsible for implementation, any partners involved, programme area, outputs of the work, duration of activity, resources allocated, geographical coverage and the relevant contact point. The listing of activity profiles can be sorted by Participating Organization and date. The database can be accessed at: www.who.int/iomc/activity/en/.

145. *IOMC Calendar of Events* - The database includes main events organized by IOMC POs. The information included is kept up-to-date by each Organization, which can be contacted for further information. The database can be accessed at: www.who.int/iomc/events/en/.

146. *OECD Survey on Bi-lateral Assistance Activities* - In 1996, the Intersessional Group (ISG) of the IFCS invited the OECD to develop an information exchange programme on ‘capacity building’. The specific objective was to facilitate co-ordination of capacity building assistance provided by OECD Member countries to developing countries, including those with economies in transition, in the field of chemicals/pesticides management. This project complemented activities conducted through the IOMC to co-ordinate capacity building activities of multi-lateral organisations. In response, the OECD conducted: a first survey in 1996, with results available at the IFCS II meeting in Ottawa, in February 1997; a second survey in 1998, with results available at the ISG 3 meeting in Yokohama, in November 1998. As agreed in June 1997 by the OECD Joint Meeting on Chemicals, the information collected is regularly updated and the survey is undertaken every two years. A fourth survey is currently under preparation.

147. *UNITAR/ECB National Profile Homepage* - This website provides comprehensive information about the status of National Profile preparation in countries participating in the IFCS

as well as direct access to those National Profiles which have been made internationally available by countries. National Profiles contain specific chapters which summarize national capacity building projects which are ongoing in countries. Profiles thus provide important information to facilitate co-ordination of national capacity building activities.

4.2.2 Information Exchange Network on Capacity Building for the Sound Management of Chemicals (INFOCAP)

148. INFOCAP is an internet-based network designed to facilitate the exchange and public accessibility of information related to chemicals management capacity building. The general objective of INFOCAP is to enhance effective cooperation and coordination among countries and organizations that provide or receive assistance related to the sound management of chemicals.

149. INFOCAP provides a potential gateway to information on capacity building for the sound management of chemicals. It allows users to post and find information regarding: country National Chemicals Management Profiles, Priorities and Action Plans; sources of potential support for chemicals management projects; past, on-going and planned chemicals management projects; chemicals management guidance and training materials; and key contact in the field of chemical safety.

150. Discussions about the need for a coordinated approach to information exchange on chemicals management capacity building started in 1996. The development of INFOCAP was officially endorsed at IFCS Forum III, held in Brazil in 2000, and preliminary terms of reference for the Network were adopted. Support for the network was re-affirmed in November 2003 at IFCS Forum IV in Thailand. INFOCAP has also been recognized potentially as an element of SAICM. The Lead Sponsors for INFOCAP are IFCS, the European Commission and the European Chemicals Bureau, and UNITAR. The OECD is a collaborating partner. Lead sponsors are responsible for developing and maintaining INFOCAP, raising awareness about the network and responding to inquiries.

151. A Central Coordinating Node (CCN, currently the IFCS Secretariat) provides support in maintaining INFOCAP, and in communicating with participating countries and organizations. A Steering Group provides oversight and guidance in the development of the network (see section 4.1.2). A review of INFOCAP has been undertaken recently with a view to assessing its effectiveness to date.

4.3 Observations

152. A number of formal and informal mechanisms are in place to co-ordinate chemical management capacity building. However, an overview of the various groups, their purposes and members, does currently not exist. Many of the existing co-ordination or advisory groups are linked to specific convention-related capacity building initiatives or to specific projects. Co-ordination within thematic areas (e.g. capacity building for legislation) is currently not the focus of attention. In light of the growing interest in synergy development both at the international level and in countries, opportunities for co-ordination of thematic areas could be explored.

153. As far as information exchange for chemical management capacity building is concerned, a number of mechanisms are in place to provide such information. INFOCAP is a potential system to provide an overarching framework, but since INFOCAP has only been in place for a short time, it may be too early to assess if this ambition can be fulfilled. In light of the growing importance of chemical management capacity building, international bodies and processes – such as the IOMC, SAICM and the IGSP – would probably need to address how information on chemical management capacity building can be best facilitated and relevant activities co-ordinated. At the October 2004 PrepCom 2 of SAICM, the IOMC, upon request, offered to look into this question in

advance of PrepCom 3 (in 2005), welcoming input from the IFCS INFOCAP Steering Group on this matter.

154. While significant dialogue and information exchange takes place within the "chemicals" community, the challenge of linking and integrating chemicals management into other environmental issues (e.g. biodiversity) and mainstream development issues (e.g. gender issues, poverty eradication) has not yet been systematically addressed.

5. Capacity Building for Chemicals Management: Identification of Issues for Further Information Exchange and Co-ordination

155. For January 2005, the IOMC has scheduled a Special Session on Capacity Building which will identify, review and address potential issues to strengthen information exchange and co-ordination in the area of chemicals management capacity building. Issues identified in this report prepared for the EMG relevant to the IOMC discussions in January, may include, for example:

- identification of opportunities to link chemical management issues to the mainstream development agenda and implementation of the Millennium Development Goals;
- strengthening co-ordination across "thematic areas" such as legislation development, or import control;
- development of a coherent approach to information exchange for chemicals management capacity building; and
- exploring opportunities to support countries in developing an Integrated National Programme for the Sound Management of Chemicals.

6. Potential Opportunities for the EMG to Support Further Exchange of Experience

156. During the 8th meeting of the EMG it became clear that the involvement of the EMG in the area of chemicals management capacity building is likely to remain limited in light of the existence of the IOMC as an existing co-ordinating mechanism. However, a number of areas were identified where the EMG could nevertheless provide value added. First, the EMG could facilitate discussions across sectors (e.g. the linkages between water issues and chemicals). Second, the EMG could facilitate exchange of experiences on issues of common interest to various UN organizations and sectors, such as exchange of experiences on methodologies for capacity self assessment, stakeholder involvement in project implementation, or mainstreaming sector specific capacity building. Third, the EMG may provide value added regarding an exchange of experience among various sectors about sector specific co-ordination arrangements. In this regard, several EMG members expressed an interest to learn more about the experience gained in the IOMC to coordinate chemicals management capacity building.

Acknowledgements

UNITAR would like to thank the following individuals for participating in discussions related to the report and/or for providing specific comments: Pavan Baichoo (ILO), Suely Carvalho (UNDP), Bijoy Chatterjee (OPCW), Zoltan Csizer (UNIDO), Mohamed Eisa (UNIDO), Hossein Fadaei (EMG Secretariat), Mary-Ellen Foley (World Bank), Steve Gorman (World Bank), Laurent Granier (GEF), Andrew Hudson (UNDP), Monika Linn (EMG Secretariat), Tim Meredith (WHO), Bill Murray (FAO), Nelson Sabogal (SBC), Judy Stober (IFCS), Jukka Takala, (ILO), Gero Vaagt (FAO), Carolyn Vickers (IPCS), Niek Van der Graaf (FAO), Robert Visser (OECD), John Whitelaw (UNEP Chemicals), and Jim Willis (UNEP Chemicals).

Acronyms and Abbreviations

ASP	African Stockpiles Programme (see FAO and World Bank)
AGPP	FAO's Plant Protection Service
APEC	Asia-Pacific Economic Cooperation
BCRC	Basel Convention Regional Centres
CAN	Capacity Assistance Network
CFC	Chlorofluorocarbons
CIEN	Chemical Information Exchange Network
CIS	International Occupational Safety and Health Information Centre
CCN	Central Coordinating Node
CP	Cleaner Production Programme (UNIDO)
COP	Conference of the Parties
CWC	Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and Their Destruction
CWM	Training and Capacity Building Programme in Chemicals and Waste Management
DGEF	Division of Global Environment Facility Coordination (see UNEP)
DNA	Designated national authority
DTIE	Division of Technology, Industry and Economics (see UNEP)
EC	European Commission
ECOSOC	Economic and Social Council of the United Nations
EMG	Environmental Management Group
FAO	Food and Agriculture Organization
FSC	Forum Standing Committee (see IFCS)
GEF	Global Environment Facility

GHS	Globally Harmonised System for Classification and Labelling of Chemicals
GLP	Good Laboratory Practice (see OECD)
GMP	Global Mercury Project (UNIDO)
IAEA	International Atomic Energy Agency
ICIPE	International Center for Insect Physiology and Ecology
ICSC	International chemical safety cards
IMO	International Maritime Organisation
IFCS	Intergovernmental Forum on Chemical Safety
IGO	International Governmental Organizations
ILO	International Labour Organization
INFOCAP	Information Exchange Network on Capacity Building of the Sound Management of Chemicals
IOCC	Inter-Organization Coordinating Committee
IOMC	Inter-Organization Programme for the Sound Management of Chemicals
IPM	Integrated pest management
IPCS	International Programme on Chemical Safety
ISP	Intergovernmental Strategic Plan for Capacity Building and Technology Support
JMPR	Joint FAO/WHO Meeting on Pesticide Residues
MEAs	Multilateral environmental agreements
MAD	Mutual Acceptance of Data (see OECD)
MDG	Millennium Development Goals
MFMP	Multilateral Fund for the Implementation of the Montreal Protocol (see World Bank)
MPU	Montreal Protocol Unit (see UNDP)

NATO	North Atlantic Treaty Organisation
NIP	National implementation Plan
TCP	Technical Cooperation Programme of FAO
UNCED	United Nations Conference on Environment and Development
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
USAID	U.S. Agency for International Development
OAU	Organization for African Unity
ODS	Ozone depleting substances
OECD	Organisation for Economic Cooperation and Development
PAG	Programme Advisory Group
PCB	Polychlorinated Biphenyls
PMG	Pesticide Management Group of FAO
PIC	Prior Informed Consent
Pos	Participating Organizations
POPs	Persistent Organic Pollutants
PRTR	Pollutant Release and Transfer Registers
SADC	Southern African Development Community
SAICM	Strategic Approach to International Chemicals Management
SBC	Secretariat of the Basel Convention
SCEGHS	Subcommittee of Experts on the GHS (ECOSOC)

SPREP	South Pacific Regional Environment Programme
WHO	World Health Organization
WSSD	World Summit on Sustainable Development