



# **Report on the informal working group on consumer product safety to the Ninth United Nations Conference to Review All Aspects of the Set of Multilaterally Agreed Equitable Principles and Rules for the Control of Restrictive Business Practices**

## I. Background

The [Intergovernmental Group of Experts \(IGE\) on Consumer Protection Law and Policy, on its eighth session](#) held on 1 and 2 July 2024, decided “continue the mandate of the informal working group on consumer product safety (WGCPS) until the Ninth United Nations Conference to Review All Aspects of the Set, to continue work on strengthening consumer product safety frameworks at the regional and national levels and improving international cooperation to protect consumers from hazards to their health and safety, to pursue consultations leading to a resolution on general consumer product safety, to pursue the development of a model law for the implementation of the recommendation on preventing the cross-border distribution of known unsafe consumer products and to report to the Ninth United Nations Conference to Review All Aspects of the Set (UN Conference).”<sup>1</sup>

Since then, the WGCPS has held six online meetings. On [16 September 2024](#), WGCPS participants discussed and adopted the workplan until the 9<sup>th</sup> UN Conference. The activities listed in the agreed workplan were implemented as follows.

## II. Workplan activities

- **Resolution on general consumer product safety**: South Africa and the European Commission presented the result of a drafting committee to WGCPS participants as a draft resolution for consumer product safety. The draft resolution for consideration of the 9<sup>th</sup> UN Conference on Competition and Consumer Protection contains the draft United Nations Principles for Consumer Product Safety. The draft resolution received the sponsorship of Brazil and Spain and was formally circulated to all permanent missions in Geneva in early June 2025.

The text is annexed to this report. It will be discussed the 9<sup>th</sup> UN Conference on Wednesday 9 July.

- **Model law for the implementation of the recommendation on preventing the cross-border distribution of known unsafe consumer products**: a drafting committee charged with preparing a draft proposal met several times throughout the year. A draft text may be circulated for consideration of WGCPS participants.
- **Joint European Commission-UNCTAD workshop**: the fifth edition of this initiative was held on 15 October 2024 in Brussels under the title: [Developing Bridges: EC-UNCTAD workshop on UNCTAD Recommendation on general product safety principles](#). The workshop was devoted to discussing the draft resolution on product safety, particularly on international cooperation. Plenary presentations were followed by breakout discussions on the different possibilities

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<sup>1</sup> [TD/B/C.I./CPLP/42](#).

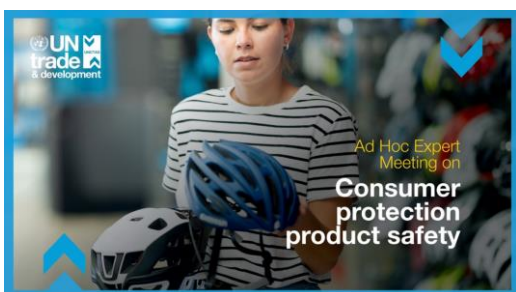


to enhance and broaden the usage of existing international cooperation and information sharing tools. The speakers of this edition were:

- Ms. Pinuccia Contino, Deputy Director for Consumers and Head of Product Safety and Rapid Alert
- Ms. Thezi Mabuza, Acting Commissioner, National Consumer Commission, South Africa
- Ms. Teresa Moreira, Head of Competition and Consumer Policies Branch, UN Trade and Development (UNCTAD)
- Ms. Katia Peñaloza, Director of the National Consumer Authority of Peru
- Dr. Fernando Blanco Muiño, Deputy Secretary for Consumer Defence, Argentina
- Dr. Martyna Derszniak-Noirjean, Director of International Cooperation Office, Office of Competition and Consumer Protection, Poland
- Ms. Marie Gerardy, Legal and Policy Officer/Standardisation Desk Officer, Product Safety and Rapid Alert System Unit, European Commission
- Mr. Arnau Izaguerri Vila, Legal Officer, Competition and Consumer Policies Branch, UN Trade and Development (UNCTAD)
- Dr. Wimonrat Wim Teriyapirom, Director of International Cooperation, Office of the Consumer Protection Board, Thailand

The sixth edition of the joint workshop could take place in November 2025.

- [Ad Hoc Expert Meeting on Consumer Product Safety](#): took place on 4



November 2024. It provided a platform for in-depth discussions on the draft resolution on consumer product safety. The speakers at the meeting were:

- Mr. Fernando Blanco Muiño, Deputy Secretary for Consumer Defense, Argentina
- Mr. Marcio Andre Oliveira Brito, President National Institute of Metrology, Standardization and Industrial Quality – INMETRO, Brazil
- Mr. Brian Lingela, Executive Director, Competition and Consumer Protection Commission, Zambia
- Ms. Pinuccia Contino, Deputy Director for Consumers and Head of Unit for Product Safety and Rapid Alert System, Directorate-General for Justice and Consumers, European Commission

- Ms. Thezi Mabuza, Deputy Commissioner, National Consumer Commission, South Africa
- Ms. María Emma Fernández Girón, Legal Officer, Legal Department of the Consumer Protection Office, El Salvador
- Ms. Yvonne Stein, Deputy Director, Consumer Policy Division, Ministry of Finance, Sweden
- Ms. Dr. Wimonrat Wim Teriyapirom, Director of the International Cooperation Section, Office of the Consumer Protection Board, Thailand
- Ms. Brigitte Acoca, Head of Consumer Policy Unit, Committee on Consumer Policy, Organisation for Economic Co-operation and Development, OECD

Participants agreed on the need to adopt a resolution on consumer product safety.

- **Workshop on consumer product safety and sustainability:** took place online



on 7 May 2025 and hosted 120 participants. It aimed to foster dialogue and share best practices among policymakers, enforcers, and businesses to advance sustainability and consumer product safety. The webinar also welcomed attendants of the [One Planet](#)

[Network Consumer Information for Sustainable Consumption and Production Programme](#) (hosted by UN Environment). The speakers in the session were:

- Ms. Marie Gerardy, Legal and Policy Officer, Directorate-General for Justice and Consumers, European Commission
- Ms. Jisook Yang, International Specialist, Korea Consumer Agency, Republic of Korea

The [report](#) and [video recording](#) of the webinar are available in the event page.

- **Publication on consumer product safety:** the publication titled [Emerging trends and challenges on consumer product safety](#)



is available online. It is the first UNCTAD publication entirely devoted to this issue. With cross-border e-commerce booming and informal markets expanding, ensuring consumer safety is ever more urgent. As demand for sustainable and compliant products grows, regulatory gaps in developing countries remain a pressing challenge. UN Trade and Development (UNCTAD) is at the forefront of global efforts to protect consumers, shaping policies that ensure safer products for all.

**44% of UN Member States lack sufficient legal frameworks** to ensure product safety, according to the [UNCTAD World Consumer Protection Map](#).

The publication finds:

- **Unsafe products pose health, environmental, and economic risks**, with inadequate disposal and hazardous materials harming both consumers and ecosystems.
- **E-commerce has transformed global trade** — and also allowed unsafe products to bypass regulations, creating risks for online shoppers worldwide.
- **Case studies from Argentina, France, Lithuania, Peru, South Africa, Thailand, Viet Nam, COMESA, and OAS** offer valuable lessons in regulatory best practices and emerging threats.

### III. Mandate

The WGCPs agreed to propose to the 9<sup>th</sup> UN Conference on Competition and Consumer Protection that its mandate be renewed in the following terms:

*Decides* to renew the mandate of the informal working group on consumer product safety to continue work on strengthening consumer product safety frameworks at the regional and national levels and improving international cooperation to protect consumers from hazards to their health and safety, and to report to the intergovernmental group of experts on consumer protection law and policy on its ninth session;

All minutes and documentation of the WGCPs are available in the dedicated UNCTAD [webpage](#).

## Annex: Draft resolution on consumer product safety

### Draft resolution for consideration of the Ninth United Nations Conference on Competition and Consumer Protection

*The Ninth United Nations Conference to Review All Aspects of the Set of Multilaterally Agreed Equitable Principles and Rules for the Control of Restrictive Business Practices,*

*Noting with appreciation* the work on consumer product safety carried out since the Eighth United Nations Conference to Review All Aspects of the Set of Multilaterally Agreed Equitable Principles and Rules for the Control of Restrictive Business Practices by the various Intergovernmental group of experts on consumer protection law and policy meetings and the informal working group on consumer product safety in relation to the drafting of a resolution on consumer product safety,

#### **Consumer product safety**

1. *Invites* the General Assembly of the United Nations, at its eightieth session in 2025, to consider the adoption of the draft resolution on consumer product safety as annexed to the present resolution;
2. *Requests* the Trade and Development Board of UNCTAD to take note of the draft resolution on consumer product safety as annexed to the present resolution;

### Draft resolution on consumer product safety for consideration of the United Nations General Assembly upon proposal from the Ninth United Nations Conference

#### **Draft resolution on consumer product safety**

*Recalling* General Assembly Resolution 70/186 of 22 December 2015 on consumer protection, which adopted the revised United Nations guidelines for consumer protection, setting out the main characteristics for effective consumer protection legislation, enforcement institutions and redress systems,

*Taking note* of the mandate entrusted to the United Nations Conference on Trade and Development on its fifteenth session in its Bridgetown Covenant (TD/541/Add.2) to continue to assist developing countries to formulate and implement competition and consumer protection policies and laws, facilitate cooperation among competition and consumer protection agencies, conduct peer reviews and foster the exchange of knowledge and best practices, including through multilateral forums, such as the



Intergovernmental Group of Experts on Competition Law and Policy and the Intergovernmental Group of Experts on Consumer Protection Law and Policy, and by contributing to the implementation of the outcome of the United Nations Conference to Review All Aspects of the Set of Multilaterally Agreed Equitable Principles and Rules for the Control of Restrictive Business Practices and of the revised United Nations guidelines for consumer protection,

*Affirming* the right of all consumers to have access to safe products and the need to provide consumers, including the vulnerable and disadvantaged, with a high level of protection against unsafe products both online and offline, particularly in countries with less developed product safety frameworks

*Affirming* that products offered to consumers should not pose an unreasonable risk to the health or safety of consumers, in reasonably normal or foreseeable use or misuse,

*Recognizing* the need to tackle emerging challenges in cross-border consumer protection enforcement arising from the evolving online environment,

*Recalling* that the World Health Organisation defines 'health' as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity,

*Recognizing* that consumers often face imbalances in economic terms, educational levels, and bargaining power, and may find themselves vulnerable to unsafe products,

*Reaffirming* that product safety contributes to building trust in economic operators and markets, reduces costs to society associated with injuries, ill health, deaths and property loss, and hence contributes to economic development,

*Recognizing* that product safety plays a critical role in sustainable consumption, that sustainable products should also be safe, conscious of the role which the circular economy will play in fighting the triple planetary crisis and acknowledging the interplay between health, safety and environmental risks,

*Affirming* the importance of setting general product safety principles, to assist all Member States with formulating and enforcing domestic and regional product safety frameworks including policies, laws, rules and regulations, among others,

*Recognizing* the importance of building local, national, regional and international cooperation in the area of product safety,

*Having regard* to the 2020 Recommendation on Preventing Cross-Border Distribution of Known Unsafe Consumer Products which encourages Member States to pursue policies, consistent with World Trade Organisation Rules, aimed at preventing cross-border distribution of consumer products known in their own jurisdiction to be unsafe,





*Recognizing* that the informal Working Group on Consumer Product Safety, established at the third session of the Intergovernmental Group of Experts on Consumer Protection Law and Policy, under the auspices of the United Nations Conference on Trade and Development,<sup>2</sup> aimed at strengthening consumer product safety frameworks at the national, regional and international levels to protect consumers from hazards to their health, and on recommending policy options for addressing challenges faced by consumer protection authorities in this area,<sup>3</sup>

*Noting* that the informal Working Group has focused its efforts on “consumer products,” understood to mean the category of products intended for and or likely to be used by consumers excluding food, drugs and medical devices, as these products are often subject to specific risk assessment and risk management in distinct regulatory frameworks,

1. Decides to adopt the United Nations Principles for Consumer Product Safety annexed to the present resolution of which it forms an integral part;
2. Requests the Secretary-General to disseminate the Principles to Member States and other interested parties;
3. Recommends that Member States implement this resolution and the Principles, as set out in the Annex;
4. Requests all organizations of the United Nations system that elaborate guidelines and related documents on specific areas relevant to consumer product safety to distribute them to the appropriate bodies of individual States;
5. Requests the United Nations Conference on Trade and Development secretariat to exchange information on progress and experiences regarding the implementation of this resolution, review that information, and report to the General Assembly on this subject on the occasion of the Tenth United Nations Conference to Review All Aspects of the United Nations Set of Multilaterally Agreed Equitable Principles and Rules for the Control of Restrictive Business Practices;
6. Further requests the United Nations Conference on Trade and Development to promote the Principles and to encourage interested Member States to create awareness of the many ways in which Member States, businesses and civil society can promote consumer product safety in the provision of public and private goods and services;
7. Requests the Intergovernmental group of experts on consumer protection law and policy to incorporate the United Nations Principles for Consumer Product Safety in its regular programme of work, in addition to the United Nations Guidelines for Consumer

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<sup>2</sup> [TD/B/C.I/CPLP/15](#)

<sup>3</sup> [TD/B/C.I/CPLP/20](#)





Protection, to devote a standing agenda item on their implementation and to prepare reports and documentation as appropriate.

**United Nations Principles for Consumer Product Safety as annexed to the Draft resolution on consumer product safety for consideration of the United Nations General Assembly upon proposal from the Ninth United Nations Conference**

***I. Principles for safety of products on the market***

1. All products offered to consumers, whether online and offline, new and second-hand, in reasonably normal or foreseeable use or misuse, are safe.
2. Businesses have the primary responsibility to ensure that products they make available to consumers are safe.
3. Businesses take safety into account in the design, quality assurance, production and supply of consumer products throughout their entire life cycle.

***II. Product safety regulation and standards***

4. Member States should empower relevant authorities responsible for product safety to develop laws, rules, regulations, and policies and participate and encourage the development of standards for the safety of products.
5. Member States should develop policies to strengthen product safety online, engaging actors involved in the online sales of products, including online marketplaces, by ensuring that they implement appropriate measures to enhance consumer product safety.
6. Member States should formulate or promote the development and implementation of standards for the safety of products at regional and international levels.
7. The fact that a product formally complied with relevant product safety requirements should not preclude relevant authorities responsible for product safety from taking all appropriate corrective measures where there is evidence that the product is unsafe.
8. Member States should perform outreach activities to industry regarding applicable product safety requirements to help businesses comply with product safety requirements.
9. Member States should encourage the availability of testing and certification facilities, including at bilateral and regional levels.



10. Instruments laying down mandatory product safety requirements should be readily available to the public.

### ***III. Product safety authorities' responsibilities***

11. Member States should empower authorities responsible for product safety to investigate and take actions against unsafe products and the businesses in the supply chain that bring them to market. These powers may include the following:

(a) mandate businesses to report to the relevant authorities responsible for product safety incidents associated with a product they have made available to consumers, without undue delay from the moment they become aware about the incident;

(b) request businesses to notify the relevant authorities responsible for product safety on any unsafe product they have made available to consumers, without undue delay from the moment they know about the risk;

(c) require businesses to provide in their reports and notifications to the relevant authorities responsible for product safety complete information with respect to the safety aspects, including potential risks, and to the supply chain of their products;

(d) order businesses to take certain measures, such as those enumerated in chapter VI (Product risk management and corrective measures) in relation to a product presenting a danger to consumers' health and safety;

(e) receive and process complaints in relation to a product presenting a danger from businesses, consumers, consumer groups, civil society and other government authorities

(f) investigate and take action to stop the sale and distribution of products presenting a danger to consumers' health and safety on online marketplaces;

(g) any other power deemed necessary for the effective protection of consumers from unsafe products.

12. Member States should make publicly available and disseminate as widely as possible the contact details of the relevant authorities responsible for product safety.

13. Member States are encouraged to use existing platforms or develop systems for timely communication of product safety alerts between relevant authorities responsible for product safety, at national, regional, and/or international levels to disseminate and exchange information to stakeholders.

14. Member States are encouraged to explore the use of new technologies for the enforcement of product safety requirements on their markets, keeping in mind that



such technologies should be strictly delineated, contain safeguards for the protection of consumer rights, and be used in a strictly proportionate manner.

15. Member States should adopt systematic procedures for risk identification, assessment and management.

#### ***IV. Product risk identification***

16. To identify risks, Member States should collect data, where available, from:

- (a) consumer and business complaints made to the relevant authorities responsible for product safety;
- (b) reports of death, serious injury or illness;
- (c) recalls and other corrective measures notified by businesses;
- (d) market surveillance activities to identify non-compliant or unsafe products;
- (e) information from other domestic and international regulators;
- (f) networks of consumer, business, government and other organizations ;
- (g) media monitoring of news sources and other government or organization publications and media statements;
- (h) consumer products reviews.

#### ***V. Risk assessment and management***

17. When assessing the safety of a product and determining how to manage risk, the following elements could be taken into account:

- (a) the characteristics of the product, in particular its design, features, composition, packaging and, where applicable, instructions for assembly, for installation, use and maintenance;
- (b) the presentation and marketing of the product, the labelling, including age suitability, any warnings and instructions for its safe use and disposal, and any other indication or information regarding the product;
- (c) the types of consumers using the product, in particular consumers in vulnerable situations such as children, older people and persons with disabilities, and taking into account the diversity of consumers;



In addition, the following elements could be taken into account, when appropriate:

- (d) the compliance of the product, whether in its final form or its manufacturing components, with the international specifications and/or standards applicable to Member States;
- (e) other environmental considerations with an impact on the safety of products.
- (f) the number of products on the market, their location and the conditions in which they may be used.

## ***VI. Corrective measures***

18. Where a product made available to consumers appears to be unsafe, businesses should take appropriate and timely corrective measures to ensure the product no longer poses a risk and coordinate with the relevant authority in this regard.

19. In case businesses do not act upon an unsafe product or where the corrective measures taken by them are considered unsatisfactory by the relevant authority responsible for product safety, such authority should have the power to order corrective measures to ensure the product no longer poses a risk.

20. Measures, adopted by businesses or ordered by the relevant authority responsible for product safety, may include one or more of the following, whichever is most appropriate to the risk presented:

- (a) notifying consumers of the risks in an accessible, accurate, clear and efficient manner;
- (b) marking the product with appropriate warnings on the risk or warning consumers of the risk;
- (c) the prompt withdrawal of the product from the market;
- (d) a recall of the product from consumers;
- (e) the destruction of the product;
- (f) a removal of the product listing by online marketplaces;
- (g) product repair if possible and allowed by relevant legislation, especially when risk relates to a part of a product.

21. In addition to the measures mentioned above, relevant authorities responsible for product safety may order the following measures:

- (a) making the marketing of the product subject to prior conditions;



- (b) a ban on the supply, offer to supply, display or export of the product;
- (c) a rejection of the importation of the product at a national border;
- (d) takedown and stay-down orders to stop the sale and distribution of products presenting a danger to consumers' health and safety on online marketplaces;
- (e) any other measure ensuring the product no longer poses a risk to consumers.

22. In the event of a product safety recall, initiated by a business or ordered by a relevant authority responsible for product safety, the business responsible for the product safety recall should offer an effective, cost-free and timely remedy, such as a repair, replacement or adequate refund of the recalled product to the consumer.

### ***VII. Information to consumers by relevant authorities responsible for product safety and by businesses***

23. Member States should develop a system to effectively and timely communicate recalls and information on unsafe products, enabling consumers to identify the product, understand the nature of the risk and the measures taken. Member States should involve stakeholders to disseminate product safety information.

24. Member States should provide consumers with a channel to reach out to relevant authorities responsible for product safety on questions related to product safety matters or to report safety issues.

25. Businesses should provide consumers with information on the safe use of their products in a clear and accessible way, taking into account the widest possible range of consumers and paying particular attention to the needs of the vulnerable and disadvantaged. Such information on the safe use of the product should equally be provided for online offers.

26. For this purpose, and for sustainability and circular economy considerations, businesses should freely distribute and make available user manuals pertinent to the safe use of the product to any interested party, including in electronic format or in other format adequate to consumers' needs.

27. Businesses should provide consumers with channels to report product safety issues and incidents.

28. Businesses should clearly inform consumers on actions to take when a product which they have placed on the market presents a danger to consumers' health and safety or after an incident has occurred linked to the use of the product.



29. When a product is recalled, businesses should use information at their disposal to directly contact consumers affected by the recall. In addition, businesses should disseminate the recall notice as widely as possible via various media.

30. Members States should and businesses are encouraged to develop, as appropriate, consumer education and awareness-raising programmes on product safety, disseminating them through effective channels of communication.

### ***VIII. Cooperation between businesses and relevant authorities responsible for product safety***

31. Businesses should cooperate with relevant authorities responsible for product safety regarding actions to eliminate or mitigate risks that are presented by the products which they have made available on the market.

32. Member States should facilitate and monitor the recall process, for example, by assisting businesses with recall notice language.

33. Members States should support voluntary initiatives by businesses, going beyond the legal obligations in place, to improve the safety of products.

34. Members States should foster opportunities to bring all stakeholders together, including business organizations, consumer organizations and relevant authorities responsible for product safety, to discuss product safety issues.

35. Businesses should implement equivalent levels of consumer product safety irrespective of the country where they operate.

### ***IX. International cooperation***

36. In order to improve the overall level of safety of products, Members States should cooperate at bilateral, regional and international levels, including through the use of communication systems enabling the rapid sharing of information on unsafe products found on their markets. Such tools should enable the communication of an unsafe product found on the market of a Member State to relevant authorities responsible for product safety of other Member States and include essential information like the identification of the product, the nature of the risk and the corrective measures taken.

37. Where an unsafe product is found on the market of one Member State and appears to be originating from or to be available on the market of another Member State, Members States should cooperate and exchange information on the product in question, following a general principle of good cooperation, and in accordance with their national laws.

