2023 session of United Nations High Level Political Forum and Economic and Social Council

Accelerating the recovery from the coronavirus disease (COVID-19) and the full implementation of the 2030 Agenda for Sustainable Development at all levels

10 to 19 July 2023 / Ministerial Segment 17 to 19 July 2023

Input by the President of the Conference of the Parties to Stockholm Convention on Persistent Organic Pollutants

Instruction

The General Assembly in resolution 75/290 B defined the theme of the 2023 HLPF under the auspices of ECOSOC to be “Accelerating the recovery from the coronavirus disease (COVID-19) and the full implementation of the 2030 Agenda for Sustainable Development at all levels”. The HLPF in 2023 will also review in-depth Goals 6 on clean water and sanitation, 7 on affordable and clean energy, 9 on industry, innovation and infrastructure, 11 on sustainable cities and communities, and 17 on partnerships for the Goals. The forum will take into account the different and particular impacts of the COVID-19 pandemic across these SDGs and the integrated, indivisible and interlinked nature of the Goals.

The HLPF in July 2023 will also help prepare for the September 2023 SDG Summit – the HLPF to be convened under the auspices of the General Assembly from 19 to 20 September 2023. Substantive inputs are invited to the July 2023 HLPF on its review of the above five SDGs and its theme, bearing in mind the preparations for the SDG Summit. Contributions could showcase the views, findings, research, data and policy recommendations from your intergovernmental bodies on specific aspects of an SDG-driven response to and recovery from the COVID-19 pandemic and the SDGs.
Introduction

The Stockholm Convention on Persistent Organic Pollutants (POPs) was adopted on 22 May 2001 and entered into force in 2004. As at February 2023, it has 185 Parties and thus its coverage is global. The overarching objective of the Stockholm Convention is to protect human health and the environment from persistent organic pollutants (POPs). These are chemicals that remain intact in the environment for long periods, become widely distributed geographically, accumulate in the fatty tissue of humans and wildlife, and have harmful impacts on human health and on the environment.

(a) Progress, experience, lessons learned, challenges and impacts of the COVID-19 pandemic on the implementation of SDGs 6, 7, 9, 11 and 17 from the vantage point of your intergovernmental body, bearing in mind the three dimensions of sustainable development and the interlinkages across the SDGs and targets, including policy implications of their synergies and trade-offs.

With regard to the implementation of the Stockholm Convention at the national and regional levels, economic processes, including certain manufacturing and use of chemicals and waste management processes or facilities have been interrupted or altered due to lockdowns. With the situation being stabilized and the economy slowly going back to pre-COVID-19 levels, so does the chemicals industry, including the use and production of POPs and their unintentional releases.

During the COVID-19 pandemic, governments have experienced reduced capacities for the implementation of the Convention, including environmental controls, customs controls, and other enforcement measures. A number of national regulatory authorities have sought to ease the procedures of regulation to enable products such as disinfectants or hand sanitizers to get into the market quickly, or to seek to moderate the economic damage caused by the pandemic and the lockdown measures necessary to control it.

From the viewpoint of the Stockholm Convention, the Covid-19 impacted the progress on the implementation of the selected SDGs in the following manner:

**SDG 6 on clean water and sanitation**

The occurrence of POPs in river water and water treatment plants has raise serious concerns, especially due to the high costs and energy consumption that comes with mitigation of these challenges – because it involves variety of steps, and over thirty processes have been primarily used.[1]

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Persistent chemicals whose production and use have not yet been banned or restricted may thus create future legacies. PCBs which are regulated by the Stockholm Convention have been detected at high concentrations in small animals (amphipods) captured 10,000 metres deep in ocean sediment. Some concentrations were higher than in those of animals living in highly polluted rivers in industrialized regions. Another study found certain organochlorine pesticides, regulated under the Stockholm Convention, in Himalayan glaciers. These studies demonstrate that chemicals whose production and use have long been banned may still be found at high concentrations in the environment due to their persistence.²

Plastic waste and its burgeoning impact on human health, the environment, including clean water and economic systems presents a big challenge. The problem is multidimensional, including the widespread disposal of single-use plastics and other items as litter and marine biodiversity.

The Stockholm Convention controls various POPs which have been used in plastics as additives, flame retardants, plasticizers or in the manufacture of fluoropolymers. Of the 32 POPs listed under the Stockholm Convention, 15 are either plastic additives or by-products.

The POPs listed in Annexes A, B, or C to the Stockholm Convention that are relevant in relation to plastic waste, inter alia as additives, processing aids or unintentional contaminants, are:

(a) The following polybromodiphenyl ethers: decabromodiphenyl ether (BDE-209) present in commercial decabromodiphenyl ether (decaBDE), hexabromodiphenyl ether (hexaBDE) and heptabromodiphenyl ether (heptaBDE), tetrabromodiphenyl ether (tetaBDE) and pentabromodiphenylether (pentaBDE);
(b) Hexabromocyclododecane (HBCD);
(c) Hexabromobiphenyl;
(d) Hexachlorobutadiene;
(e) Mirex (as a flame retardant);
(f) Short-chain chlorinated paraffins (SCCP);
(g) Perfluorooctane sulfonic acid (PFOS), its salts and perfluorooctane sulfonyle fluoride (PFOSF);
(h) Perfluorooctanoic acid (PFOA), its salts, and PFOA-related compounds;
(i) Perfluorohexane sulfonic acid (PFHxS), its salts and PFHxS-related compounds;
(j) Polychlorinated biphenyls (PCB);
(k) Polychlorinated napthalenes (PCN);
(l) Polychlorinated dibenzo-p-dioxins;
(m) Polychlorinated dibenzofurans.

In the environment, plastics are known to absorb POPs such as PCB and those are frequently detected in marine plastics. In addition to the detrimental consequences that ingestion of plastics by marine biota may entail, worrying environmental consequences of marine litter also stem from microplastics (less than 5 mm in diameter) and nanoplastics (less than 100 nm in at least one of its

dimensions), which could potentially affect marine biota both from their physical nature if ingested and by transfer of chemicals associated with them, including POPs and endocrine disruptor chemicals.³

The Global Environment Facility, which operates the financial mechanism of the Stockholm Convention ad interim, has explicitly included the work on plastics in its programming directions, including for the chemicals and waste focal area, since the seventh replenishment of the Facility’s trust fund.

The Stockholm Convention Article 6 makes cross-reference to provisions of the Basel Convention in relation to POPs wastes including e.g., definition, thresholds, guidelines for the environmentally sound management, storage, and transboundary movements.

**SDG 7 on affordable and clean energy**

The Stockholm Convention lists PCB in Annex A to the Convention for elimination. It has specific provisions for the use of PCB in articles including equipment such as transformers, capacitors or other receptacles containing liquid stocks, and use should be eliminated by 2025. Moreover, all Parties to the Stockholm Convention must manage waste containing PCB in an environmentally sound manner by 2028. A huge effort has been done to eliminate PCB with more than 600,000 tonnes of PCB waste having so far been treated and disposed. Replacing PCB containing electrical installations and appliances with PCB free equipment has been an opportunity for turning to energy sources with higher efficiency and less hazard to the environment.

**SDG 9 on industry, innovation and infrastructure**

Advancing innovative solutions through enabling policies and action holds significant potential to reduce chemical pollution and exposures, thus complementing traditional action to achieve the sound management of chemicals and waste. Advancing a future chemistry that is fully sustainable requires the engagement of new actors and enabling policies and approaches, ranging from education reform, support for technology innovation and financing, to innovative business models, sustainable supply chain management and empowerment of citizens, consumers and workers through information and participation rights⁴.

One of the essential aims of the Stockholm Convention is to support the transition to safer alternatives. Some of the POPs targeted by the Stockholm Convention are already virtually obsolete. Their toxic effects became obvious early on and they have been banned or severely restricted in many countries for years or even decades. Replacement chemicals and techniques are in place. The remaining challenge is to find any leftover stocks and prevent them from being used.


Some developing countries may need financial support to dispose of these stocks and replace them with chemicals whose benefits outweigh their risks.

But with other POPs the transition to safer alternatives will require more effort. Alternatives may be more expensive and their manufacture and use more complicated. That could put developing countries in an awkward spot – struggling from day to day, the world’s poor tend to use what they can afford and what is available. Parties also need to make sure the alternatives do not have the same properties as the POPs they are replacing. Although it is difficult to fully evaluate potential risks of alternatives, the replacement of POPs should not result in creating another problem.

POPs possess a particular combination of physical and chemical properties such that, once released into the environment, they:

- remain intact for exceptionally long periods of time (many years);
- become widely distributed throughout the environment as a result of natural processes involving soil, water and, most notably, air;
- accumulate in the fatty tissue of living organisms including humans, and are found at higher concentrations at higher levels in the food chain; and
- are toxic to both humans and wildlife.

Alternatives to POPs should be quantitatively assessed, including human health and environmental risks, using hazard data and an estimate of exposure, including a comparison of toxicity or ecotoxicity data with detected or predicted levels of a chemical resulting or anticipated to result from its long-range environmental transport. Such a full risk assessment however, may be impossible. Where that is the case, efforts should be made to collect information to ensure that:

- The alternative chemical does not have hazardous properties that raise serious concern, such as mutagenicity, carcinogenicity or adverse effects on the reproductive, developmental, endocrine, immune or nervous systems;

- The risk resulting from the use of the alternative is considerably lower than that resulting from the use of persistent organic pollutants, in view of its known hazardous properties and exposure conditions.

POPs can be difficult to replace quickly. A number of countries have cited compelling reasons to use remaining stocks of linden for control of head lice and scabies. Recycling products that may contain brominated flame retardants and handling of wastes that may contain POPs in furans and dioxins – which after all are unintentional and unwanted – as much as feasible using current technologies.

Fortunately, all of these challenges can be met through win-win solutions that reconcile eventual elimination with immediate human needs. By signaling to governments and industry that certain chemicals have no future and at the same time respecting their legitimate short-term concerns, the Convention will stimulate the discovery of new, cheap and effective alternatives to the world’s most dangerous POPs.
**SDG 11 on sustainable cities and communities**

The Stockholm Convention doesn’t have a direct impact on sustainable cities and communities however some parallels could be drawn, for example in relation to the use of POPs in various products and materials. In this regard indicator 11.1.1 refers to informal settlements and inadequate housing. Target 11.6 addresses air quality in cities. Unintentional POPs emissions and releases such as polychlorinated dibenzo-p-dioxins (PCDD), polychlorinated dibenzofurans (PCDF), polychlorinated biphenyls (PCB), hexachlorobenzene (HCB), and pentachlorobenzene (PeCBz). The Stockholm Convention requires Parties to take measures so that releases from unintentional production are eliminated or reduced.

**SDG 17 on partnerships**

There are currently no partnerships established by the Conference of the Parties (COP) to the Stockholm Convention, however there are initiatives and partnerships that support the implementation of the Stockholm Convention.

The Global Alliance on alternatives to DDT was established by the COP to the Stockholm Convention in 2009 at its fourth meeting. Following decision SC-5/6, adopted at the fifth meeting of the COP, the leadership of the Global Alliance was transferred to UNEP. The Global Alliance adds unique value to existing efforts by harnessing the strength of collective action to enhance the development and deployment of alternatives to DDT and to focus on objectives that could not be achieved without the involvement of diverse stakeholders. Through the support of the Conference of the Parties of the Stockholm Convention, the Global Alliance is able to directly access Parties, and promote the understanding and the reduction of constraints that might hinder the deployment of alternatives to DDT5.

Another example of the partnership related to the Stockholm Convention is the PCB Elimination Network (PEN)6 established by the COP to the Stockholm Convention at its fourth meeting in 2009. It was transferred from the Secretariat of the Stockholm Convention to the United Nations Environment Programme (UNEP) in 2011. The Secretariat of this network works in close collaboration with the Secretariat of the Basel, Rotterdam and Stockholm Conventions. The PEN has been developing and implementing a new awareness raising strategy to put PCB back on the international agenda, including videos, a website, webinars and fact sheets. Other activities include supporting activities on PCB in open applications, preparations for the Basel, Rotterdam and Stockholm Conventions Conferences of the Parties and the United Nations Environment Assembly (UNEA) and coordinating the meetings of the Advisory Committee.

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Three key areas where transformative actions for accelerated progress have been successful, and three key areas where support is most urgently needed, with regard to the cluster of SDGs under review in July 2023

- One of the key successes of the Stockholm Convention was the continued effort to list new chemicals that meet POPs characteristics. The tenth meeting of the Conference of the Parties to the Stockholm Convention listed perfluorohexane sulfonic acid (PFHxS), its salts, and PFHxS-related compounds in Annex A to the Convention, setting them for elimination. PFHxS, its salts and related substances have a high resistance to friction, heat, and chemical agents. They are widely used in firefighting foam, carpets, and non-stick cookware. They have been found to influence the human nervous system, brain development, and thyroid hormone. This reflects on the ability of the Convention to adapt to the new realities and environmental challenges and be adjusted appropriately. These developments ensure that further actions will be implemented to restrict or eliminate the use and/or manufacturing of listed chemicals. The progress in this area contributes towards achieving goals on clean water and sanitation and industry, innovation and infrastructure, as trade control of chemicals in the scope of the Stockholm Convention protects human health and the environment, including water and the use of alternatives encourages innovation.

- Science-policy interface. Science is a core component of each of the Basel, Rotterdam and Stockholm (BRS) Conventions in, informing technical experts’, policymakers’ and other stakeholders’ evaluation of problems, formulation of recommendations and policy responses, and supporting implementation by Parties and other stakeholders at the regional and national levels.

The BRS Conventions have been working at the interface of science and policy since their coming into force, meeting new challenges and emerging trends in their respective areas of responsibility for management of chemicals and waste. Each of these conventions is structured to ensure that science plays a significant role in policymaking; as such, stakeholders can draw lessons from the successes and challenges that Parties, technical experts, and diverse stakeholders have dealt with as they have worked to fulfill the objectives of each of these conventions.

The “From Science to Action” initiative has yielded valuable insights into the challenges that need to be addressed to enhance science-based action to support implementation of the BRS Conventions, such as the following:

- Essential data related to local and national environments are often difficult to access or entirely unavailable, making implementation of effective policy very difficult;
- Capacity to generate data at the national level as well as access to data is severely limited in many countries due to inadequate research facilities and infrastructure;

• Capacity for institutional data generation and management should be strengthened at the national level;
• Enabling environments should be created for publication of research;
• Industry should be incentivized to invest in scientific research; and
• Methods of communicating information to policymakers should be improved through training activities.

Science-policy interface is crucial for the implementation of all SDGs as policymaking based on science and knowledge promotes innovative solutions and effectiveness.

- **International cooperation and coordination** is an important area of work of the BRS Conventions. In the past year a high number of various events and initiatives took place, including on highlighting the linkages between on one hand, pollution stemming from hazardous chemicals and wastes and on the other hand climate change and biodiversity loss. Among other examples are the side event on Depolluting oceans through controlling trade in plastic wastes and combatting illegal traffic under the Basel Convention, co-organized by the Secretariat and UNODC on 28 June 2022 during the margins of the United Nations Ocean Conference (27 June to 1 July 2022, Lisbon, Portugal); the side event on How combatting plastic pollution and illegal traffic in plastic waste can help reduce carbon emissions, organized by the Secretariat, the United Nations Conference on Trade and Development (UNCTAD), UNODC and UNEP held on 10 November 2022; and on Unmanaged waste: the hidden cause of climate change, jointly organized by the Secretariat, UNODC and UNEP held on 11 November 2022 during the twenty seventh meeting of the Conference of the Parties to the United Nations Framework Convention on Climate Change (6 to 20 November 2022, Sharm el-Sheikh, Egypt). Success in this area contributes to the achievement of goal 17 on partnerships as cooperation among inter-governmental and governmental entities lead to joint initiatives and building partnerships.

- In terms of key areas where support is most urgently needed, Parties still need support with meeting the obligations of the Stockholm Convention through **technical assistance**, including development or strengthening legislation, identification, collection and sharing of information on POPs, in particular those still in use and those newly listed and to make informed decisions on newly listed POPs; alternatives to DDT promoted and the need for the use of DDT reduced; technical guidance related to the elimination of POPs including phasing out of POPs (e.g. guidance on alternatives), sound management of POPs in waste streams, and application of the Toolkit is widely disseminated, tested and practically applied by Parties; application of best available techniques and best environmental practices; regional monitoring activities to process and evaluate monitoring data; phasing in safer and affordable alternatives for selected POPs; and availability of data on stockpiles and contaminated sites for specific POPs, e.g. DDT, PCBs.

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- The Conference of the Parties has not yet approved procedures and institutional mechanism for determining non-compliance with the provisions of the Convention and for the treatment of Parties found to be in non-compliance. Accordingly, there is no information currently available on non-compliance provided through these procedures, which are to be adopted, as per Article 17, “as soon as practicable”. The non-existence of a compliance mechanism to provide compliance information makes it difficult to attribute changes observed to measures undertaken under the Convention and hinders the evaluation of the effectiveness of the Convention.

- It is urgent to accelerate action to meet the deadlines related to the elimination of the use of polychlorinated biphenyls (PCB) in equipment by 2025 and the environmentally sound waste management of liquids containing PCB and equipment contaminated with PCB by 2028. PCB is one of the original twelve POPs covered by the Stockholm Convention. They possess properties including longevity, heat absorbance and form an oily liquid at room temperature that is useful for electrical utilities and in other industrial applications. Due to their physico-chemical properties, PCB were manufactured worldwide for use in a wide range of applications, most importantly as insulating fluids in transformers. PCB were also used in other types of closed and semi-closed applications, such as capacitors, as well as in so-called ‘open applications, such as paints, sealants and carbon paper. PCB can cause serious health effects in humans and animals, including reproductive impairment and immune system dysfunctions. The International Agency for Research on Cancer (IARC) classified PCB as Group 1 “carcinogenic to humans”. PCB have been detected in human milk, and in some cases, observed levels for indicator PCB were several orders of magnitude higher than the WHO safety level. Once in the environment, PCB enter the food chain and more than 90% of human exposure to PCB is through food. The production and new uses of PCB are banned, and Parties to the Stockholm Convention must eliminate the use of PCB in equipment by 2025 and to ensure the environmentally sound waste management of liquids containing PCB and equipment contaminated with PCB by 2028. Progress in this area is still lacking and Parties and other stakeholders are to take urgent measures in order to meet the 2025 and 2028 deadlines.

Improvements in these areas will contribute towards achieving goals under review by HLPF in 2023, in particular on clean water and sanitation, affordable and clean energy, sustainable cities and communities, and partnerships.

(c) Examples of specific actions taken to recover from the COVID-19 pandemic that also accelerate progress towards multiple SDG targets, including actions identified by your intergovernmental body, building on interlinkages and transformative pathways for achieving SDGs

There are a number of measures and policy recommendations within the mandate of the Stockholm Convention which will support Parties in accelerating progress for those affected by

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hazardous and other wastes, with focus on SDGs 6, 7, 9, 11, and 17. In light of enhancing coordination and cooperation of the implementation between the Basel, Rotterdam and Stockholm Conventions, some of the recommendations address all three conventions:

1) To encourage Parties to develop or strengthen national legal frameworks and take measures to promote the implementation and enforcement of the Basel, Rotterdam and Stockholm conventions.

2) To encourage efforts of Parties to promote gender equality to ensure that women and men from all Parties are equally involved in the implementation of the three conventions and are represented in their bodies and processes and thus inform and participate in decision-making on gender-responsive hazardous chemicals and wastes policies.

3) Emphasizing the important role that the Stockholm Convention plays in addressing the additives in plastics, to urge States to commit themselves to support efforts to eliminate or restrict POPs production and use as required by the Convention.

4) To encourage efforts of Parties and stakeholders to actively contribute to the activities of existing or propose new partnerships promoting the implementation of the Stockholm Convention.

(d) Assessment of the situation in the mid-point of the implementation of the 2030 Agenda and the SDGs, against the background of the COVID-19 pandemic and within the respective areas addressed by your intergovernmental body, and policy recommendations, commitments and cooperation measures for promoting a sustainable, resilient and inclusive recovery from the pandemic while advancing the full implementation of the 2030 Agenda.

Article 16 of the Convention requires that effectiveness of the measures adopted by the Convention is evaluated in regular intervals.

The objective of the effectiveness evaluation is to assess whether the Stockholm Convention is an effective tool to protect human health and the environment from persistent organic pollutants. In practice this happens through evaluating whether:

- Releases from intentional production and use are eliminated or reduced;
- Releases from unintentional production are eliminated or reduced;
- Releases from stockpiles and wastes are eliminated or reduced; and
- Environmental levels of POPs are decreasing over time

The second effectiveness evaluation of the Stockholm Convention, covering the period 2016 to 2021, highlights the progress made since the first evaluation in 2017, and confirms that the Convention provides an effective and dynamic framework for regulating POPs throughout their life cycle, addressing the production, use, import, export, releases and disposal of these chemicals
worldwide, and that progress has occurred since the first evaluation, but that ongoing issues hindering the full implementation of the Convention persist.

The evaluation notes that all mechanisms and processes required by the Convention to support Parties in meeting their obligations have been put in place, except for procedures and mechanisms relating to compliance pursuant to Article 17 of the Convention.

The evaluation also identifies 8 priority areas for action to address implementation challenges identified by the effectiveness evaluation committee, namely strengthening legal, administrative and other measures to control POPs; addressing compliance by establishing compliance procedures and mechanisms; strengthening information collection; strengthening the environmentally sound management of persistent organic pollutant waste; strengthening awareness-raising and information exchange; strengthening the provision of technical assistance; strengthening the provision of financial assistance; and improving effectiveness evaluation.

In terms of policy recommendations, commitments and cooperation measures for promoting a sustainable, resilient and inclusive recovery the following are to be considered:

1) To call for States to increase their efforts on the implementation of global treaties on hazardous chemicals and wastes, including the Basel, Rotterdam and Stockholm Conventions with the purpose of protecting human health and the environment and in support of circular economy and recourse efficiency.

2) To increase efforts of governments and stakeholders towards the coordinated implementation of the Basel, Rotterdam and Stockholm Conventions including through multi-sectoral and multi-stakeholder coordination mechanisms.

3) To provide safe and decent jobs involving hazardous chemicals and waste in manufacturing, design, processes and productions, including resources recovery and recycling.

4) Given the cross-cutting nature of hazardous chemicals and waste in our lives, to promote an integrated approach to chemicals and waste management by mainstreaming chemicals and wastes issues into plans and strategies on sustainable development, health, agriculture and other sectors.

5) To promote knowledge building and information sharing on hazardous chemicals and wastes, including POPs in products through labeling and other methods, for the better management and risk reduction throughout their lifecycle.

6) To encourage States and other stakeholders to invest into research related to alternatives for the use of POPs listed in the Stockholm Convention and take measures for replacing them with safer alternatives.

7) To provide priority attention to developing, enforcing and/or strengthening national legislation and/or regulations implementing the Convention.
8) To encourage the further development of national inventories among Parties to provide a mechanism for a quantitative global inventory of production, stocks and releases of POPs.

9) To mainstream gender considerations in policies and strategies that promote the sound management of chemicals and waste.

(e) Key messages for inclusion into the Political Declaration of the September 2023 SDG Summit

1) To recognize the importance of multilateral environmental agreements on hazardous chemicals and wastes, including the Basel, Rotterdam and Stockholm Conventions and their critical role in the overarching architecture of environmental governance in building post-COVID-19 a resilient path to achieve the Agenda 2030.

2) To accelerate efforts of Parties to implement and comply with their obligations under the Basel, Rotterdam and Stockholm Conventions to protect human health and the environment from adverse impacts of chemicals and hazardous and other wastes.

3) To mainstream the Basel, Rotterdam and Stockholm Conventions into plans and strategies on sustainable development, health, agriculture and other sectors and the United Nations Sustainable Development Cooperation Frameworks in light of raising profile and visibility of chemicals and waste on the national level, thereby facilitating the integration of information and national reporting needs into such Frameworks and supporting implementation of the Conventions.

4) To mainstream gender considerations in policies and strategies that promote the sound management of chemicals and waste.

5) To emphasize the importance of data transmission in accordance with the obligations under the Basel, Rotterdam and Stockholm Conventions to avoid non-reporting, incomplete reporting or late reporting and to add value to the global indicator framework for the follow-up and review of the implementation of the 2030 Agenda for Sustainable Development.

6) To promote knowledge building and information sharing on hazardous chemicals and wastes for better management and risk reduction throughout their lifecycle.