



Progress on the Global Plastics Treaty

Outcomes and Insights from the Intergovernmental Negotiating Committee (INC) Process

Roger Joseph (Rocky) Guzman
International Governance, Legal and Policy
Specialist (Consultant)



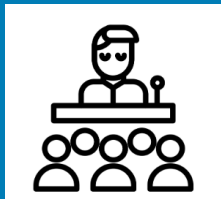
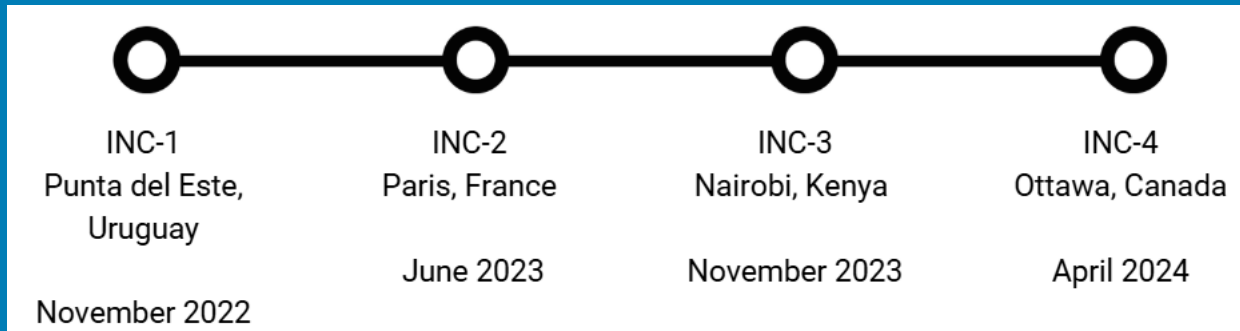
The views expressed in this presentation are the views of the author/s and do not necessarily reflect the views or policies of the Asian Development Bank, or its Board of Governors, or the governments they represent. ADB does not guarantee the accuracy of the data included in this presentation and accepts no responsibility for any consequence of their use. The countries listed in this presentation do not imply any view on ADB's part as to sovereignty or independent status or necessarily conform to ADB's terminology.

Overview and Timeline



UNEA Resolution 5/14 entitled “End plastic pollution: Towards an international legally binding instrument”

- Mandate to deliver a finalized treaty for adoption in 2025



INC-5 in Busan, Republic of Korea

November to December 2024

Over 3,300 participants



Original objective was to conclude negotiations by the end of 2024.

- Countries **unable to reach a consensus** and will reconvene as INC-5.2 in Geneva, Switzerland (August 2025)





Key Issues of Contention

Plastics and Chemicals

Regulation of plastic products, value chain and chemicals of concern

Proposals ranged from:

- Country-led measures to restrict production, import, and export
- Global frameworks incorporating lists or annexes

Some delegations opposed the inclusion of a dedicated article



Constructive discussions emerged on **waste management and downstream solutions**



Debate between **mandatory versus voluntary measures** and **global versus national application**

Supply and Sustainable Production

Targets to reduce the production and consumption of primary plastic polymers to sustainable levels.

Some delegations opposed addressing plastic production, arguing it fell outside the INC mandate

Interpretation of the “life cycle of plastic”: whether production is within the scope to address plastic pollution

Key Issues: Shared Interests



For the first time, countries with **shared interests on key issues** presented their positions as a unified group

The High Ambition Coalition (HAC), Pacific Small Island Developing States (SIDS) and the African Group called for a **comprehensive approach**, including production



The Like-Minded Group argued for a **narrower focus on downstream waste management** (excluding production)



Rwanda, on behalf of 85 countries, reaffirmed the **need for a strong and binding treaty**



Mexico, on behalf of 95 countries, called for **clear, legally binding obligations to phase out the most harmful plastic products and chemicals of concern**



Finance and Implementation

Developed countries

- Establishing a mechanism based on the **Global Environment Facility**
- Relying on **voluntary contributions** from all parties.
- Highlighted **innovative financing sources**



Developing countries

- Creation of a **new, dedicated, and independent multilateral fund**
- Developed countries **contributing along with public and private sources.**
- Need for **stable and predictable finance** for implementation



The fund could provide financial resources on a **grant or concessional basis**



It could provide resources towards **compliance of specific control measures**

- Depending on which provisions are included and their legally binding nature



Scaling Up Finance under the GPT



The financing program is vital for supporting key activities such as **capacity building, technical assistance, and technology transfer**, as well as **infrastructure for waste management**



Key in establishing a multilateral fund: countries commit **to clear goals, incorporating both public and private funding sources**

- Innovative financing models e.g. green bonds, public-private partnerships, Extended Producer Responsibility systems, and plastic pollution fees to generate a sustainable revenue stream
- E.g outcome-based financing, which ties financial investments to measurable results



Implementation requires **additional mobilization and redirection of finance toward emerging economies and integrating private sector participation**

- Can draw on successful financing models like the Multilateral Fund for the Implementation Plan of the [Montreal Protocol](#)



Next Steps in the GPT Negotiations



Chair's Text proposed as the **foundation for future deliberations**, with all elements still in brackets (open to modification)

- Growing consensus on certain aspects such as waste management and the just transition.
- For discussion in INC-5.2 which will be held in Geneva, Switzerland in August 2025



Chair's Text



Intersessional period can **maintain the momentum created**

- E.g. Basel Convention COP and the UN Ocean Conference (UNOC), which can facilitate high-level and closed-door meetings for political buy-in



UNEA-7 in December 2025 could **open the possibility of various initiatives**

- Potential change to a different procedure or modality
- May also possibly change the mandate



Potential Ways Forward Towards the GPT

Consensus Approach

- Remain within the UN process but scale back the level of ambition
- Focus on areas of consensus and defer contentious issues for future negotiations.
- E.g. UN Framework Convention for Climate Change (UNFCCC); Convention on Biological Diversity (CBD)

UN Process Opt-out

- Initiate new process outside of the UN towards an ambitious treaty
- Treaty open for other states to join
- Can create de facto norms, include provisions relating to non-parties.
- E.g. Ramsar Convention on Wetlands; Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)

Differential Treatment

- Adjust treaty structure to accommodate different views
- Allow for differentiated timelines for compliance and opt-in/ opt-out option for specific articles or annexes
- E.g. International Convention for the Prevention of Pollution from Ships (MARPOL); Montreal Protocol and Kigali Amendment



States can determine the forum for negotiating and agreeing a treaty e.g. within the UN, an intergovernmental forum, or between states

ADB and GPT Support



In preparation for implementation, **ADB to support in policy and investment** to fulfill country commitments

- Enabling conditions and policies to address marine plastic pollution
- Plastic pollution reduction investments
- Knowledge, regional cooperation, and financing for solutions



Promoting Action on Plastic Pollution from Source to Sea in Asia and the Pacific

- To reduce marine plastic pollution and restore river and ocean health
- Indonesia, Philippines, Thailand, Viet Nam

Data, metrics,
measurement,
and baselines

National and
local level
policy support

Digitalization
of plastics
value chain

Catalytic
financing

Knowledge and
capacity-
building

Support Alignment with the GPT



Opportunities for ADB Support: GPT Means of Implementation

GPT Implementation

Infrastructure, waste management, country obligations

Enabling Frameworks

Legislation, regulation, financing schemes, monitoring

Innovation and High-Level Technology

Technology transfer, innovation, alternatives, deposit-return

Technical Assistance and Capacity Building

Best practices, private sector alignment

Regional cooperation

Knowledge-sharing and partnerships

Planning and programming for support in implementation through financing, technical assistance, capacity building, and technology transfer



National Plans, EPR, Monitoring and Reporting



Innovative Finance Mechanisms



Digital Roadmaps and Solutions



Overview of the Marine Debris Policy Program: Indonesia



Approved in May 2024, ADB is investing \$500 million in a policy-based lending program with co-financing partners AFD and KfW



Support to the Government of Indonesia in developing and implementing policy and institutional reforms in plastic waste management

National Action Plan on Marine Debris 2017-2025

16 ministries and 56 activities with targets in 5 areas

Foundation for the PBL

70% reduction in plastic waste leakage to the ocean by 2025

Plastic Waste Management Improved

- **Increase financing/revenues** e.g. waste fee collection
- **Institutional strengthening and policy implementation**

Problematic Plastic Production and Consumption Reduced

- **Increase financing/revenues** e.g. fees from producers
- **Policy development** e.g. waste reduction by producers, bans or restriction of SUPs, reuse and refill, minimum recycled content

Data and Monitoring Tools for Policy Making Strengthened

- **Institutional strengthening** e.g. waste information system



Holistic Approach Towards a Circular Economy



ADB is supporting a system-wide approach to operationalize a circular plastics economy

Cirebon City: City Action Plan and Digital Roadmap

City level action for plastic waste leakage reduction:

- Framework for local collection and recycling activities, fees
- Inclusive multi-stakeholder approach, capacity building



ADB investments in infrastructure for plastics circularity:
\$144 million in **Blue Loans** to Indorama Ventures Ltd and PT Alba Tridi to **expand recycling**
\$450,000 **grant** to Alner to pilot its **reusable packaging and refilling** solutions



Technical assistance: **Roadmaps** for digitalizing the plastics value chain.
Supporting technology to enhance **monitoring and compliance** with the GPT



National Plan of Action for the Prevention, Reduction and Management of Marine Litter (May 2021)

Overarching goal of **zero waste in Philippine waters by 2040**

Strategies include mainstreaming circular economy



Building programmatic approach considering:

- **Legal framework** e.g. EPR Law (July 2022), implementing rules, pending bills e.g. SUP
- Provision of **support to local government units**



Holistic model complementing:

- **Local level circularity:** Manila City Action Plan: Roadmap to Circularity
- **Private sector lending:** Indorama Blue Loan to expand recycling capacity
- **Digital innovation:** Pasig River digital twin – virtual model to tackle pollution



Opportunities and Areas for ADB Support



- For the GPT, ADB can assist in the **identification, preparation, and implementation** of government and private sector actions and investments
- Supporting the development of enabling conditions e.g. policy-based lending modality for national plans
 - ADB Ocean Finance Framework and Green and Blue Bonds Framework can provide guidance for investments



ADB to **support GPT implementation through financing**, including sovereign and private sector lending, with added co-benefits for climate action



As DMCs **prepare for the treaty's implementation**, ADB to offer the necessary policy and financial support to help them meet their obligations.



ADB's Financing Role: Policy and Investment



To help countries meet its goals and targets, ADB is supporting a **holistic approach** to enable a circular economy for plastics.

- ADB's policy-based loans are poised to support treaty objectives, fostering **policy and institutional reforms** in plastic waste management.
- Promoting **local-level circularity** through city action plans.
- Investing in **infrastructure** e.g. recycling, reusable packaging and refilling solutions.
- **Digitalizing the plastics value chain**, enhancing monitoring and treaty compliance



This **comprehensive package** of sovereign and private sector investments will support a system-wide transition to a circular economy

- Provides a replicable model in other countries and sectors



THANK YOU

For more information:



Contact
rjguzman.consultant@adb.org

