



# 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)

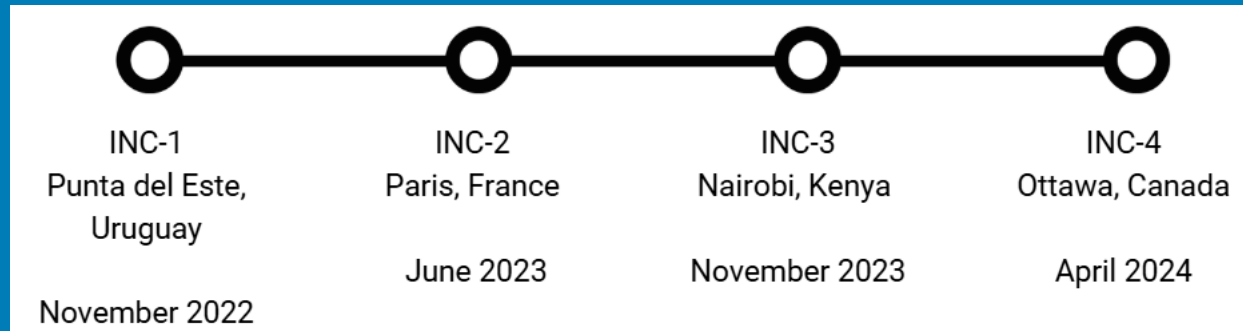


# Overview and Timeline



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

## 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



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



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



## Key Issues: Shared Interests



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 just transition
- For discussion in INC-5.2 which will be held in Geneva, Switzerland in August 2025



Chair's Text



Intersessional period to **maintain the momentum created**

- E.g. Basel Convention COP and the UN Ocean Conference (UNOC) facilitated high-level and closed-door meetings for political buy-in
- Nice Wake-up Call for an Ambitious Plastics Treaty (95 countries at the UNOC)



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

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



# Potential Policy Programs in Southeast Asia

Philippines in Focus

## 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



## ADB's Financing Role: Policy and Investment



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



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



ADB is supporting a **holistic approach** to enable a circular economy for plastics.

- 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](mailto:rjguzman.consultant@adb.org)

