BUSINESS COALITION FOR A GLOBAL PLASTICS TREATY

The economic rationale for a Global Plastics Treaty underpinned by mandatory harmonised regulation — A modelling exercise

June 2025

Executive Summary

As the Global Plastic Treaty negotiations enter a critical phase at INC 5.2, negotiators are debating the role of harmonised regulations at the core of the agreement. Since the start of the negotiations, the Business Coalition for a Global Plastics Treaty has supported the call for harmonised regulations on the basis that they will deliver the most value to all stakeholders involved while also delivering on the goal of effectively addressing plastic pollution.

To explore these arguments further, the Business Coalition commissioned Systemiq to model the economic impacts for several important countries of a scenario with harmonised regulation for all Parties to the agreement on key elements including **phaseouts/eliminations (Article 3)**, **product and system design (Article 5)**, and **extended producer responsibility (Article 8)** versus a more voluntary approach where each Party would decide on their own measures and approaches to addressing the problem.

The study shows that harmonised regulations on key elements would bring **benefits both globally and to critical countries across multiple dimensions** including:

- 1. Increased EPR revenues and reduced net public waste management costs;
- 2. Reduced costs and risk for companies along the value chain as a result of increased policy certainty;
- 3. Significantly improved system services such as collection and recycling, particularly in emerging economies;
- 4. Increased employment opportunities, particularly in emerging economies
- 5. Significant reductions in mismanaged waste and volumes of problematic single-use plastics produced.

Harmonised regulation in a Global Plastics Treaty can help governments achieve national targets on waste reduction, recycling, and plastic pollution.

While globally relevant, the analysis focuses on India, China, Indonesia, Brazil, Japan, and South Africa. The model used for this study was adapted from Systemiq's <u>Plastic Treaty Futures report</u>, the full methodology for the study is available <u>here</u>.

Disclaimer

"Global Rules" and "Fragmented Rules" are 2 scenarios used in the modelling exercise. They can be read interchangeably with "harmonised regulation" and "fragmented regulation" throughout this document, as well as the methodology document.

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Results Quantitative analysis based on modeling

WITH GLOBAL RULES, ECONOMIC ACTIVITY ALONG THE VALUE CHAIN IS PROJECTED TO INCREASE BY 31% GLOBALLY COMPARED TO TODAY

Economic activity in the plastic value chain for 2025 and under Global Rules in Article 3,5 & 8 in 2040; USD billion



Key insights

- Global rules in Art. 3, 5 & 8 are projected to enable significant economic growth compared to today and similar growth as Fragmented Rules by 2040¹ but enable much greater social and environmental gains e.g. Reducing mismanaged waste (see following slides)
- Global economic activity in the plastics value chain is projected to increase from \$1,099 billion in 2025 to \$1,440 billion in 2040 under Global Rules in Article 3,5 & 8—an increase of +31%.
- The largest relative growth is expected in MENA (+98%), India (+73%), and Sub-Saharan Africa (+60%), driven by rising activity across all value chain segments.
- Major economies like China (+28%), USA & Canada (+30%), and Europe (+22%) also show strong gains, with sustained contributions from primary production and growing roles for recycling and conversion.

LAC = Latin America & Caribbean
ESS Asia = Eurasia, South & Southeast Asia
AP4 = Australia, Japan, New Zealand & Republic of Korea
SSA = Sub-Saharan Africa

Note: Only regional data is shown for the US, Brazil, Japan, Indonesia and South Africa, as country-level extrapolation based on population is not representable due to significant national differences esp. in primary production and conversion 1: Global economic activity in Fragmented Rules Scenario 1,458 USD Billion in 2040 (1% lower under Global Rules) Source: Systemiq Analysis 2025 **BUSINESS**

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IN LINE WITH INCREASED ECONOMIC ACTIVITY, JOBS ARE EXPECTED TO INCREASE BY 33% COMPARED TO TODAY

Jobs in the plastic value chain for 2025 and under Global Rules in Article 3,5 & 8 in 2040; *K Jobs*



Key insights

- In line with the expectations for increased economic activity, global rules in Art. 3, 5 & 8 are projected to enable significant growth in employment compared to today and similar growth as Fragmented Rules by 2040¹ but enable much greater social and environmental gains e.g. Lowering mismanaged waste (see following slides)
- Global employment in the plastics value chain is projected to increase from 7.9 million jobs in 2025 to 10.5 million by 2040 under Global Rules in Article 3,5 & 8—an increase of +33%.
- The largest relative growth in jobs is expected in MENA (+83%), India (+57%), and Sub-Saharan Africa (+54%), reflecting expansion across all segments of the value chain.
- Significant job increases are also seen in China (+21%), USA
 & Canada (+28%), and Europe (+24%), driven by both traditional production and growth in recycling, reuse, and waste management.

LAC = Latin America & Caribbean
ESS Asia = Eurasia, South & Southeast Asia
AP4 = Australia, Japan, New Zealand & Republic of Korea
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Note: Only regional data is shown for the US, Brazil, Japan, Indonesia and South Africa, as country-level extrapolation based on population is not representable due to significant national differences esp. in primary production and conversion 1: Global economic activity in Fragmented Rules Scenario 1,458 USD Billion in 2040 (1% lower under Global Rules) Source: Systemiq Analysis 2025 **BUSINESS**

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MISMANAGED WASTE IS PROJECTED TO REDUCE BY 23% GLOBALLY IN 2040 UNDER GLOBAL VS FRAGMENTED RULES

Mismanaged waste volumes in BAU and different custom scenarios for 2040; *Mn Metric tonnes*



Key insights

- Elimination of problematic single-use plastics (Art. 3) and the introduction of common design requirements (Art. 5) are expected to **enhance collection and recycling**, while increased EPR revenues (Art. 8) **expand waste management capacity**, leading to lower volumes of mismanaged waste
- The Global Rules in Article 3,5 & 8 scenario are expected to reduce global mismanaged plastic waste by 23% in 2040 compared to the Fragmented Rules scenario (93 Mt vs. 121 Mt).
- China, while showing only a -6% reduction under Global Rules in Article 3,5 & 8 vs. Fragmented Rules, is projected to reduce mismanaged waste by 28 Mt compared to BAU—the largest drop in absolute terms.
- Countries like Indonesia (-25%), Brazil (-42%), and South Africa (-52%) are expected to achieve substantial percentage reductions under Global Rules in Article 3,5 & 8 vs Fragmented rules
- Even in more developed economies such as the US (-13%) and Japan (-11%), reductions are projected, supporting national efforts to curb plastic leakage and pollution.

Note: Data for the US, Indonesia, Brazil, Japan and South Africa is extrapolated based on population size from regional-level data Source: Systemig Analysis 2025

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DECREASED NET PUBLIC WASTE MANAGEMENT COSTS DESPITE INCREASED INVESTMENT IN WASTE MANAGEMENT DUE TO INCREASED EPR REVENUES

NPV of Waste management expenditures¹ after deducting revenues through EPR fees from 2026 to 2040; USD billion



Key insights

- Global Rules in Article 8 regarding EPR enable higher net present value (NPV) EPR revenues (\$576B) than Fragmented Rules (\$279B), offsetting public waste management costs more effectively.
- Despite slightly higher total waste management expenditures caused by lower mismanaged waste volumes (see previous slide), **net global costs** under Global Rules in Article 3,5 & 8 are **9%** lower than under Fragmented Rules due to the revenues from EPR fees.
- Countries like South Africa (88%), Indonesia (39%), and Brazil (36%) see the largest net cost reductions in the Global Rules in Article 3,5 & 8 scenario.
- Even in high-cost contexts like the US and China, Global Rules in Article 3,5 & 8 lead to meaningful savings of 17% and 23% compared to the Fragmented rules scenario, respectively.

Note: Data for the US, Indonesia, Brazil, Japan and South Africa is extrapolated based on population size from regional-level data Source: Systemiq Analysis 2025 BUSINESS

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COLLECTION RATES ARE PROJECTED TO RISE SIGNIFICANTLY UNDER GLOBAL RULES, ENHANCING GROWTH POTENTIAL FOR RECYCLING

Collection rate (for recycling and disposal) in BAU and different custom scenarios for 2040; %



Key insights

- Elimination of problematic single-use plastics (Art. 3) and the introduction of common design requirements (Art. 5) are expected to **enhance collection and recycling**, while increased EPR revenues (Art. 8) **expand waste management capacity.**
- The **Global Rules in Article 3,5 & 8 scenario** projects a global collection rate of **83%** by 2040, up from **79%** in the Fragmented scenario (+**5%**).
- The largest increase is projected for Sub-Saharan Africa, with collection rates rising +62% to 71% by 2040 under Global Rules in Article 3,5 & 8 vs. Fragmented Rules. South Africa, while starting from a higher baseline, is expected to follow a similar upward trend (e.g. closer to Brazil).
- Significant increases are also expected for India (+12%), Brazil (+11%), and Indonesia (+10%).
- In **China**, only a marginal increase of **+1%** is projected.
- The US and Japan already exceed **95% collection** under BAU, with **no further increase** projected.

Note: Data for the US, Indonesia, Brazil and Japan is extrapolated based on population size from regional-level data

1: For Sub-Saharan Africa, only regional data is shown, as country-level extrapolation based on population is not representable due to significant national differences in waste management Source: Systemiq Analysis 2025 BUSINESS

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RECYCLING RATES ARE ALSO EXPECTED TO RISE UNDER GLOBAL RULES, DRIVING SECTOR GROWTH AND RECYCLED CONTENT AVAILABILITY

Recycling rate in BAU and different custom scenarios for 2040; %



<u>Key insights</u>

- Elimination of problematic single-use plastics (Art. 3) and the introduction of common design requirements (Art. 5) are expected to enhance collection and recycling, while increased EPR revenues (Art. 8) expand waste management capacity.
- The Global Rules in Article 3,5 & 8 scenario projects a global recycling rate of 33% by 2040, compared to 30% in the Fragmented scenario (+8%).
- The Fragmented scenario already significantly increases the global recycling rate, from **8%** today to **30%** by 2040.
- In line with higher collection rates, Sub Saharan Africa shows the largest increase (+44%), achieving a 39% recycling rate by 2040.
- Despite no further collection rate increases in the US and Japan, significant recycling improvements are projected:
 - US: +21% higher under Global vs. Fragmented scenario.
 - Japan: +7% higher under Global vs. Fragmented scenario.

Note: Data for the US, Indonesia, Brazil and Japan is extrapolated based on population size from regional-level data

1: For Sub-Saharan Africa, only regional data is shown, as country-level extrapolation based on population is not representable due to significant national differences in waste management Source: Systemiq Analysis 2025 BUSINESS

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RECYCLED CONTENT AVAILABILITY IS PROJECTED TO GROW BY 77%, INDICATING GROWTH OF THE RECYCLING SECTOR AND REDUCED COSTS

Closed-loop recycling yields in BAU and different custom scenarios for 2040; *Mn metric tons*



Fragmented rules (50% ambition)

Note: Data for the US, Indonesia, Brazil and Japan is extrapolated based on population size from regional-level data

1: For Sub-Saharan Africa, only regional data is shown, as country-level extrapolation based on population is not representable due to significant national differences in waste management Source: Systemiq Analysis 2025

Key insights

- Elimination of problematic single-use plastics (Art. 3) and the introduction of common design requirements (Art. 5) are expected to enhance collection and recycling, while increased EPR revenues (Art. 8) expand waste management capacity, leading to larger volumes of recycled content available
- Global recycled content availability is projected to increase from 68 Mt under Fragmented Rules to 120 Mt under Global Rules in Article 3,5 & 8 by 2040—a +77% rise.
- The US shows the largest absolute gain, increasing from 12 Mt with Fragmented Rules to 24 Mt under Global Rules in Article 3,5 & 8 (+102%), followed by China from 10 Mt to 18 Mt (+80%) and India from 3 Mt to 7 Mt (+100%).
- Japan is expected to rise from 1.7 Mt to 3.2 Mt (+90%), while Brazil and Indonesia each grow by around +70–75%.
- Though absolute volumes remain low, South Africa shows the largest relative increase (+159%) under Global Rules in Article 3,5 & 8 vs Fragmented Rules

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PLASTIC WASTE VOLUMES ARE EXPECTED TO REDUCE BY 5% WITH GLOBAL VS FRAGMENTED RULES

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Plastic waste volumes in BAU and different custom scenarios for 2040; *Mn Metric tonnes*



Key insights

- Eliminating problematic single-use plastics (Art. 3), combined with the introduction of common design requirements(Art. 5) and waste management requirements (Art. 8), are expected to reduce plastic consumption and increase recycled content use—resulting in lower overall plastic waste volumes.
- Under the **Global Rules in Article 3,5 & 8 scenario**, global plastic waste is **estimated to be 5% lower** by 2040 compared to the **Fragmented Rules scenario** (560 Mt vs. 587 Mt).
- The US is expected to see the largest reduction in plastic waste (-7%) under Global Rules in Article 3,5 & 8 vs.
 Fragmented Rules.
- China, India, and Brazil are each estimated to reduce waste volumes by 3–4% under Global Rules in Article 3,5 & 8.
- Japan and South Africa are also expected to achieve further reductions of -5% and -8%, respectively, under Global Rules in Article 3,5 & 8.

Note: Data for the US, Indonesia, Brazil, Japan and South Africa is extrapolated based on population size from regional-level data Source: Systemiq Analysis 2025

BETWEEN 2026 AND 2040, 353 MT OF PROBLEMATIC SUPS COULD BE AVOIDED WITH GLOBAL RULES; DOUBLE WHAT FRAGMENTED RULES COULD ACHIEVE

Cumulative problematic single-use plastic (SUPs) volumes that are eliminated from 2026 to 2040; *Mn metric tonnes*



<u>Key insights</u>

- Under the Global Rules in Article 3, an estimated 353
 Mt of problematic single-use plastics could be eliminated globally between 2026 and 2040—compared to 159 Mt under Fragmented Rules.
- The US sees the largest absolute reduction, with 55
 Mt of problematic single-use plastics eliminated, followed by China (43 Mt) and India (16 Mt).
- Other notable contributions come from Brazil (7 Mt), Japan (6 Mt), and Indonesia (4 Mt).
- This does means that plastic production is lower under Global Rules compared to the Fragmented Rules scenario by 2040, but this is largely offset by growth in reuse, recycling, and waste management—resulting in just a 1% reduction in overall economic activity.

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Results Macro-economic analysis

DESIGN FOR RECYCLING AS PART OF THE GLOBAL TREATY COULD HELP IMPROVE RECYCLING ECONOMICS OF UP TO 50 BILLION GLOBALLY

Context: Packaging design has a direct and significant impact on the economics of collection, sorting and recycling, because non-recyclable items entering the recycling stream incur additional costs to the process. This study from EMF shows that good D4R rules reduces the volume of non-recyclable materials entering the recycling stream, thereby lowering unnecessary costs and improving the overall economics of recycling.

Impact on recycling economics due to D4R¹

Cost reduction per ton of mixed plastics packaging collected



Impact on recycling economics around the world²

Maximum D4R regulations can achieve

Country	Plastic packaging collected (2040) ³ , million tons	Improved recycling economics (2040), USD billion	
Brazil	12	2	
China	89	12	
India	33	5	
Indonesia	7	1	
Japan	5	0.7	
South Africa	0.8	0.1	
Global	353	50	

Improved recycling economics could lead to reduced recycled content prices benefitting FMCGs

Notes: 1. Source: EMF (2017) The New Plastics Economy – Catalysing Action 2.. Systemiq analysis; 3. Data from Global Rules scenario in the Plastics Treaty Futures model

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AN AMBITIOUS PLASTICS TREATY COULD CREATE NEW OPPORTUNITIES FOR MSMES AND INFORMAL WORKERS

Global Rules that relate to Articles 3,5 & 8



Impacts of Global Rules on MSME's

- MSMEs in plastic production and conversion may face short-term job losses due to bans and phaseouts, but these could be offset by job growth in substitutes, reuse, and recycling
- Informal workers, such as waste pickers, could benefit from EPR-linked funding and increased collection and sorting activity
- Capital flows into alternative materials and reuse systems may create **new opportunities** for MSMEs
- Investment in MSMEs focused on reduction and recycling is expected to grow as infrastructure scales and becomes more efficient

Source: EMF and WWF (2024): Making the Global Plastics Treaty work for Micro-, Small- and Medium-sized Enterprises (MSMEs)

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CASE STUDY: BANNING SUPS IN BRAZIL COULD BRING POSITIVE **ENVIRONMENTAL AND ECONOMIC IMPACTS**

Jobs loss from the disposables industries would be very limited

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Context: Brazil is evaluating a bill to ban disposable SUPs like plastic bags, straws, cups, plates, etc. This study was conducted by Systemig to identify socio-economic and environmental impacts resulting from this policy. No other side policies for stimulating reuse and recycling were considered on the analysis since the bill focuses on banning SUPs.

The study demonstrated that banning SUPs would generate opportunities for substitutes industries, increasing the value pool by 53%. At the same time, it would have a positive impact on GDP of ~400 million BRL and 95% of the jobs lost in the disposables industry could be reallocated in substitutes or adjacent industries

Banning SUPs would significantly reduce plastic waste generation, however, without other side policies stimulating reuse and elimination, plastic waste reduction is partially compensated by paper or aluminium waste.



Source: Oceana (2024) Opportunities in Brazil's transition to a single-use plastic-free future



INCREASED MARKET SIZE, LOWER REGULATORY UNCERTAINTY: GLOBAL RULES CAN LOWER THE COST OF CAPITAL FOR CIRCULAR SOLUTIONS

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Global Rules can reduce uncertainty for investment decisions...

- Increase the demand and market size for desirable solutions by providing regulatory certainty and incentives
- **Reduce the risk** of abrupt or conflicting **policy changes** at national or regional levels
- Send a strong signal of political commitment and direction

... leading to

- Greater foreign and domestic investment in innovation, infrastructure, and manufacturing of circular solutions
- Acceleration of technology transfer and collaboration
- Lower cost of capital, as investors perceive lower compliance risks and greater confidence in revenues

Global Rules could generate USD 1.5 to 3.5 billion yearly by de-risking waste management activities

- High-uncertainty sectors face a 3% to 7% higher cost of capital compared to low-uncertainty sectors, as they present higher cost of equity and lower levels of debt¹
- Waste management activities' demand would become more predictable under the Global Rules, e.g. with harmonised design rules recycling demand would become more stable, increasing the sector's certainty level
- Annual investment needs for sorting, recycling, incineration and landfills until 2040 is estimated to be USD 49 billion on average, at a global level
 - 3% to 7% reduction in the cost of capital represent
 USD 1.5 to 3.5 billion annual savings

Notes: 1. Analyzing data from Damodaran online, numbers for the US economy. Source: Systemiq analysis

PLASTIC REGULATIONS ARE MULTIPLYING AROUND THE WORLD EVEN AT SUBNATIONAL LEVEL, INCREASING COMPLEXITY FOR COMPANIES

Global Rules could simplify compliance processes and reduce costs [see Henkel and Walmart case studies]

The number of jurisdictions regulating single-use plastic and EPR is increasing, generating complexity for multinational companies

Regulations on single-use plastics



Extended Producer Responsibility: 79 national jurisdictions have already implemented EPR, some of which use eco-modulation, and 35 others are drafting their laws

Source: WWF (2020) The business case for a UN treaty on plastic pollution; C40; Clean Hub

Subnational level regulations also increase complexity for national companies

Examples of regional regulations



Ushuaia banned plastic bags in 2012. The city of Buenos Aires launched in 2017 a series of measures to combat plastic pollution, including banning disposable plastic bags, progressively banning disposable plastic straws, and promoting reusable bottles. Mar del Plata banned single use plastics in 2019.



Bans on single-use plastic bags have been implemented in all jurisdictions, New South Wales was the last one in 2022



National Policy on Solid Waste (2010) sets general principles, but implementation is largely decentralized. Plastic straws are forbidden in Rio de Janeiro city



Vancouver has a phased ban on various single-use plastics. Montreal has banned a wide range of single-use plastics, including those used for cups, stir sticks, straws, and certain types of food containers



The states of California, Colorado, Maine, Minnesota and Oregon have passed EPR bills with different aspects and even different implementation timelines



GLOBAL RULES WILL LIKELY DRIVE WIDESPREAD ADOPTION OF "GOOD" EPR SYSTEMS, WHICH HAVE PROVEN EFFECTIVE TO INCREASE RECYCLING RATES



Context: Jurisdictions with EPR systems significantly improved recycling rates, outperforming those that applied other waste management policies

Recycling rates improvement after the adoption of "good" EPR systems

Country	Pre-EPR	With EPR	
British Columbia	50-57%	81%	
Belgium	10%	90%	
Spain	4.8%	81%	
Netherlands	70%	82%	
South Korea	64%	78%	
Quebec	28%	64%	
Portugal	38%	60%	

What is a "good" EPR?

- **Effective resource allocation:** EPR fees collected from producers are correctly allocated to collection, sorting or disposal activities
- **Transparency and accountability:** Transparency in how fees are collected and used is ensured, and mechanisms for accountability, such as reporting requirements and audits, are established
- **Eco-modulation:** EPR fees are adjusted based on the environmental performance of a product, especially considering how easy it is to reuse, recycle, or manage at end of life
- **Clear goals and targets:** Targets are set to track progress and ensure accountability, e.g., high collection and sorting rates
- **Producer Responsibility Organizations (PROs):** PROs are created to facilitate the implementation of EPR schemes by providing a collaborative framework for producers to meet their obligations, often by pooling resources and expertise to manage end-of-life waste

Source: The Recycling Partnership (2023) Increasing Recycling Rates with EPR Policy

... BETTER RECYCLING RATES COULD REDUCE THE VALUE LOST TO THE ECONOMY BY USD 30 TO 50 BILLION VS. FRAGMENTED RULES SCENARIO

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Context: A previous study from EMF estimated that, in 2013, after a short first-use cycle 95% of the original value of all packaging put on the market was lost due to the low recycling rate. This corresponded to USD 80 to 120 billion yearly. We have updated this estimate based on the numbers from our custom scenarios (Global Rules and Fragmented Rules) using the Plastic Treaty Futures model.

fragmented rules scenario

Estimated plastic packaging material value loss after one use cycle in different scenarios

Scenarios:	Baseline (2019)	Business as Usual (2040)	Fragmented Rules Scenario (2040)	Global Rules Scenario (2040)	Note: On
Packaging produced (million tons)	150	250	230	200	for packaging higher tha the overa
Recycling rate (packaging only)	11%	12%	36%	48%	recycling rate that includes a sectors
Value loss to the economy ¹ (%)	95%	95%	80%	75%	
Value loss to the economy ¹ (billion USD)	150 to 230	260 to 380	200 to 300	170 to 250	
Notes: 1. Considering a weighte he market, and a weighted ave	d average price of 1,100–1,600 l rage price of 550–800 USD/tor	JSD/ton to the packaging put o (50% reduction) to the recycle	30 to 50	billion USD less that	. •

the market, and a weighted average price of 550–800 USD/ton (50% reduction) to the recycled products, according to the methodology found in EMF (2016) The New Plastics Economy. Source: Systemiq analysis based on methodology from EMF (2016) The New Plastics Economy

Clarification notes:

- If the recycling rate was 100%, the maximum value that could be recovered from the original packaging value would be 50% due to the methodology explained in (¹)
- BAU only recovers 5% of the original value put on the market, Fragmented Rules scenario recovers 20% and Global Rules scenario recovers 25%
- Global Rules scenario produces lower packaging volumes because of higher volumes of problematic plastic packaging being avoided

GLOBAL RULES COULD REDUCE THE EXPOSURE OF HUMANS AND NATURE TO PLASTIC POLLUTION AND REDUCE LIABILITY RISK FOR COMPANIES

A study estimated at least USD 20 billion liability risk for companies in the US



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