REPUBLIC OF RWANDA

SUBMISSION BY RWANDA

Name of country (for Members of the committee)	Rwanda
Name of organisation (for observers to the committee)	Rwanda Environment Management Authority
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I. Substantive elements

1. Objective(s)

a) What objective(s) could be set out in the instrument?

Proposed Objectives

The objectives should reflect both the text and spirit of Resolution 5/14 to End Plastic Pollution: Towards an International Legally Binding Instrument as well as objectives identified in previous UNEA resolutions and interventions and submissions made during INC-1.

Although ending plastic pollution is well-settled as being a primary objective of the instrument it is worth clarifying that the objectives include also ending pollution associated with plastics, such as those with impacts on the other planetary crises of climate change and biodiversity loss.

Achieving the following objectives will be a generational undertaking and, as such, the instrument should be designed to allow for strengthening over time, informed by new scientific insights and updated understanding about progress:

1. **End plastic pollution in all environments and achieve a non-toxic circular economy for plastics protective of health, livelihoods and the environment; and**

2. **End pollution associated with plastic production, consumption and use to reduce impacts on the other planetary crises, including climate change and biodiversity loss.**

2. Core obligations, control measures and voluntary approaches

a) What core obligations, control measures and voluntary approaches would provide a comprehensive approach to addressing plastic pollution, including in the marine environment, throughout the full life cycle in line with the future objective(s) of the instrument?

Introduction

Members of the Committee should structure the provisions with the core obligations and control measures sequentially for each stage of the lifecycle of plastic, thus ensuring the instrument is “based on a comprehensive approach that addresses the full lifecycle of plastic."

Rwanda further suggests dividing the lifecycle into the following stages, along the lines of the stages as identified by the UN Environment Programme and various governments and stakeholders:

1. **Raw Materials (Sourcing)**: Core obligations and control measures on oil and gas extraction, gathering and processing as well as petrochemical production;

2. **Virgin Polymer Production, Consumption and Use (Upstream):** Core obligations and control measures on virgin polymer production, consumption and use, covering the moment when plastic first comes into existence as a material (polymerization) and enters the environment as a pollutant (pellet loss) through conversion into plastic products;

3. **Product Design and Use (Midstream):** Core obligations and control measures on plastic products placed on the market, covering their design and use, including reuse;

4. **Plastic Waste Management (Downstream):** Core obligations and control measures on the environmentally sound management of plastic waste, in line with the waste hierarchy; and

5. **Plastic Pollution in the Environment (Remediation):** Core obligations and control measures to address plastic in the environment and its remediation.

In addition to the above, Rwanda makes the following recommendations:

- **Legally Binding Provisions:** Members of the Committee should aim to negotiate a comprehensive set of binding provisions for each stage of the lifecycle - complete, effective, mutually reinforcing - and should avoid voluntary measures and nationally determined contributions, particularly for the upstream and midstream stages.

- **Cooperation and Coordination Mechanisms:** Members of the Committee should include mechanisms to facilitate even greater cooperation and coordination among subsets of Parties, where appropriate, such as product design and use.

- **Horizontal Provisions:** Members of the Committee should negotiate provisions of a horizontal nature, such as national reporting, alongside the core obligations and control measures for each stage to allow for assessment of progress and effectiveness.

- **Dedicated Programmes:** Member of the Committee should negotiate provisions targeting specific sources of plastic pollution and sectors with unique considerations with a view to establishing dedicated programmes and strategies, including for:
    - Agriculture;
    - Fisheries and aquaculture;
    - Textiles;
    - Automotive;
    - Buildings and construction;
    - Packaging;
    - Electronic and electrical equipment;
    - Healthcare; and
    - Other sources, such as microplastics where not otherwise addressed above.

Core Obligations and Control Measures

Rwanda requests that the core obligations and control measures be separated out for each stage of the lifecycle of plastics with key elements from the various submissions separated out into two categories:

I. those more commonly identified, with discussion on the difference in approach, and
II. those less commonly identified, separated out in a compendium for consideration.

For those provisions of horizontal relevance, such as national reporting, Rwanda recommends discussing along with the core obligations and control measures although those could be compiled into a separate article.

Raw Materials (Sourcing)

This provision addresses Resolution 5/14, paragraph 3 (chapeau), and should include obligations and measures on the raw materials used to produce virgin polymers.

Options for Elements:

- **General Obligation.** Each party should be required to adopt legal and administrative measures into national legislation to eliminate subsidies for fossil fuels and petrochemicals destined for use as raw materials for virgin polymer production.

- **Best Available Techniques.** Each Party should be required to use best available techniques (BAT) to minimise the environmental and health impacts of extraction, processing and production of fossil fuels and petrochemicals for virgin polymer production.

- **National Reporting**. Each Party should be required to report on the origin of raw materials used to produce virgin polymers, techniques to minimise environmental and health impacts and subsidies.

Virgin Polymer Production, Consumption and Use (Upstream)

This provision addresses Resolution 5/14, paragraph 3(b), and should include obligations and measures to achieve the sustainable levels of production, consumption and use of virgin polymers and chemicals.

Options for Elements:

- **General Obligation.** Each Party should be required to adopt legal and administrative measures into national legislation to reduce the production, consumption and use of virgin polymers to agreed-upon schedules.

- **Phase Out Polymers and Chemicals of Concern**. Each Party should be required to eliminate the production, consumption and use of polymers and chemicals of concern listed in an annex, according to schedules agreed upon by the Parties.

- **Phase Down Polymers and Chemicals in Use.** Each Party should be required to reduce the production, consumption and use of polymers and chemicals listed in an annex to sustainable levels, according to schedules agreed upon by the Parties.

- **Criteria and Guidance**. The Conference of the Parties should be empowered to develop criteria and guidance for the polymers and chemicals listed in the annex, for example on environmental degradation, bioaccumulation and toxicity (carcinogenic, reprotoxic, endocrine disruptors).

- **National Reporting**. Each Party should be required to report on virgin polymer production, consumption and use as well as chemical composition.

Product Design and Use (Midstream)

This provision addresses Resolution 5/14, paragraph 3(b), and should include the obligations and measures to promote sustainable design and use of plastic products.

Options for Elements:

- **General Obligation.** Each Party should be required to adopt legal and administrative measures into national legislation to incorporate criteria on the design and use of plastic products and ensure transparency on chemicals in plastic products, in accordance with the decisions of the Conference of the Parties.

- **Criteria.** The Conference of the Parties should adopt criteria on the design and use of plastic products, including general and product-specific criteria, labelling requirements and prohibitions on plastic use in specific products and applications.

- **Transparency**. The Conference of the Parties should adopt requirements on transparency of chemicals in plastic products, including minimum disclosure obligations on producers and manufacturers and labelling requirements.

- **Registry.** Parties should establish a registry for listing criteria on the design and use of plastic products and requirements on transparency, to be maintained by the secretariat.

- **Reuse.** Each Party should be required to promote reuse through targets and reuse systems, in accordance with the decisions adopted by the Conference of the Parties.

- **Export Prohibition**. Each Party should be required to prohibit the export to other countries of plastic products not in conformity with criteria on the design and use of plastic products and transparency.

- **National Reporting.** Parties should be required to report on use of plastic by market segment and measures to promote reuse, in accordance with decisions adopted by the Conference of the Parties.

Plastic Waste Management (Downstream)

This provision addresses Resolution 5/14, paragraph 3(b), and should include obligations and measures to promote the environmentally sound management of plastic waste in line with resource efficiency and circular economy principles, and the waste hierarchy.

Options for Elements:

- **General Obligation**. Each Party should be required to adopt legal and administrative measures into national legislation to manage plastic waste in an environmentally sound manner, in accordance with decisions adopted by the Conference of the Parties.

- **Targets**. Each Party should be required to set binding targets for waste management, in accordance with decisions adopted by the Conference of the Parties. These should include targets on prevention, separate collection and recycling as well as restrictions on incineration, energy recovery, chemical recycling and landfilling.

- **Environmentally Sound Management.** The Conference of the Parties should adopt guidelines on the environmentally sound management (ESM) of plastic waste.

- **Extended Producer Responsibility.** Each Party should be required to develop and implement extended producer responsibility schemes for certain product categories, in accordance with decisions of the Conference of the Parties.

- **National Reporting.** Each Party shall report on its management of plastic waste, including:
    - prevention, separate collection and recycling;
    - energy recovery, incineration chemical recycling, landfilling and other disposal;
    - leakage;
    - plastic waste trade; and
    - extended producer responsibility.

Plastic in the Environment (Remediation)

This provision addresses Resolution 5/14, paragraph 3(c), and should include obligations and measures to remediate plastic pollution in the marine environment, including existing plastic pollution, as well as plastic pollution in other environments.

Options for Elements

- **Cooperation.** Parties should be required to develop strategies to identify, prioritise and address plastic pollution in the environment in an environmentally sound manner, and establish partnerships with stakeholders to support efforts to implement those strategies.

- **Protocols.** The Conference of Parties should adopt protocols on best available techniques and best environmental practices for environmentally sound remediation of plastic pollution in the environment.

National Reporting

This provision addresses Resolution 5/14, paragraphs 3(f)-(h), and should include the national reporting under the core obligations and control measures for each stage as well as to allow for assessment of the progress of the instrument and effectiveness of the instrument in achieving its objectives.

Options for Elements:

- **General Obligation.** Each Party should be required to provide to the Secretariat, within a specified period after becoming a Party and every year thereafter, statistical data or best estimates of such data where actual data is unavailable, including:

    - Origin of raw materials used to produce polymers, techniques to minimise environmental and health impacts and subsidies;
    - Virgin polymer production, consumption and use as well as composition;
    - Recycled plastic production, consumption and use as well as composition;
    - Chemicals used in plastic products;
    - Plastic waste management and reuse;
    - Sea-based sources; and
    - Microplastics.

- **Harmonisation.** The Conference of the Parties should adopt definitions, formats and methodologies for reporting to ensure comparable statistical data and enable assessment of the progress of implementation of the instrument and the effectiveness of the instrument in achieving its objectives.

II. Implementation elements

1. Implementation measures

a) How to ensure implementation of the instrument at the national level (eg. role national action plans contribute to meeting the objectives and obligations of the instrument?)

b) How to ensure effectiveness of the instrument and have efficient national reporting?

c) Please provide any other relevant proposals or priorities here on implementation measures (for example for scientific and technical cooperation and coordination as well as compliance).

Implementation Measures

These provisions address several paragraphs in Resolution 5/14, and should include measures and an institutional structure supportive of implementation:

Options for Elements:

1. National Action Plans
2. Monitoring and evaluation
3. Subsidiary bodies
4. Periodic assessment of progress and effectiveness
5. Non-Parties provisions
6. Compliance mechanisms

2. Means of Implementation

With respect to means of implementation, document UNEP/PP/INC.1/5 covers the following elements: capacity-building, technical assistance, technology transfer on mutually agreed terms and financial assistance.

a) What measures will be required to support the implementation of the instrument?

Technical and Financial Resources and Mechanisms

This provision addresses UNEA resolution 5/14, paragraphs 3 (chapeau) and 4(n), and should include arrangements for technical and financial resources and the mechanisms for their delivery as well as capacity-building and training.

Options for Elements:

- **Financial Mechanisms.** Parties should establish the financial mechanisms to provide predictable, adequate and timely financial resources and technical assistance, including technology transfer, to developing countries and economies in transition, comprising of at least the following:
    - Dedicated Multilateral Fund;
    - Trust Fund for Plastic Pollution; and
    - Global Environment Facility Trust Fund.

- **Dedicated Multilateral Fund.** Parties should establish a dedicated multilateral fund, operating under the authority of the Parties, to provide financial resources for:
    - Enabling activities on a grant basis, including institutional strengthening, capacity-building and training, reporting and monitoring, policy development and implementation, and pilot and demonstration projects;
    - Incremental costs on a grant basis, an agreed-upon list of which should be adopted by the Conference of the Parties;
    - Technical assistance on a grant basis;
    - Technology transfer on a concessional basis or mutually agreed terms, as appropriate;
    - Finance for Secretariat services and support costs.

- **Trust Fund for Plastic Pollution**. Parties should establish a Trust Fund for Plastic Pollution, operating under the authority of the Parties, in order to provide additional financial assistance to support remediation of existing plastic pollution as well as other agreed-upon costs, funded by the private sector.

- **Global Environment Facility Trust Fund**. Parties should direct the Global Environment Facility Trust Fund to provide additional financial assistance and access to financing for other costs on a grant or concessional basis, in accordance with decisions of the Conference of the Parties.