

Annual Review – Global Plastic Action Partnership

Programme Title: Global Plastic Action Partnership	
Programme Value £ (full life): £25.5	Programme Code: BPFGPAP
Program Start date: 04-2021	Programme End date: 03-2028
Review conducted: 07-2026	Period this review covers: 04-25 to 03-26

Summary of Programme Performance

Year	21/22	22/23	23/24	24/25	25/26
Overall Score	A	B	B	A	A
Risk Rating	Medium	Medium	Medium	Medium	Medium

DevTracker Link to Business Case:	https://iatipublisher-prod.s3.amazonaws.com/document-link/414/GPAP_businesscase_redacted-202211251011401745549505.pdf
DevTracker Link to Logframe:	https://iatipublisher-prod.s3.amazonaws.com/document-link/414/GPAP_logframe_June2025_for%20publication1750063355.xlsx

A. SUMMARY AND OVERVIEW

A1. Programme description

The Global Plastic Action Partnership (GPAP) is a multistakeholder initiative hosted by the World Economic Forum, established in 2018 to translate global commitments on plastic pollution into concrete country-level action and investment. It operates through a network of country platforms, National Plastic Action Partnerships (NPAPs), which bring together governments, businesses and civil society, including the informal sector, to coordinate responses to plastic pollution at national level. Their core deliverable is to develop evidence-based national roadmaps that identify priority interventions across the plastics lifecycle, supported by baseline analysis and scenario modelling. In this way, GPAP is not a traditional programme delivering projects directly, but rather a coordination architecture providing a platform for national leadership, technical analysis, and stakeholder collaboration to drive systemic change on plastic pollution and circular economy. GPAP is governed by a global Steering Board, comprised of public and private actors to provide operational management and to supervise the GPAP Secretariat. The Steering Board consists of the UK and Canadian Governments, The World Bank, The Global Environment Facility (GEF), Coca-Cola & Nestle.

2025/26 was the final year under the original Defra business case. In March 2026, the UK approved a new business case for up to £5 million in grant funding up to March 2028. This new funding aims to (1) finish delivering roadmaps for all partnerships, (2) ensure a sustainable exit for the UK from the programme by assisting the partnerships to be financially self-sustaining, and (3) deepen the connections between national delivery through the NPAPs and GPAP's global and regional agendas, including through the global plastics treaty process.

A2. Summary supporting narrative for the overall score in this review

Overall, the programme is scored A based on output performance, while outcome and impact performance was mixed. Over the past year GPAP has shifted its delivery model away from expanding the global network of NPAPs towards consolidation and sustainability. GPAP met its Output One lifetime target to create 25 national partnerships one year early, in March 2025. Two other outputs are below expectation (3 and 4), and one is on track (2). The policy-influence outcome has been exceeded, and the finance-catalysed outcome was not met. Generally, output and outcome target ambition has increased since the original 2021 logframe. Impact data reported through the evaluation significantly missed the 2026 targets but showed measurable progress and helped refine the theory of change.

The logframe needs to be revised for the next annual review to reflect the programme priorities following approval of the new business case, and performance in the next phase will be measured on sustainability, implementation and global convening. GPAP are expected to deliver a new logframe following approval of the new business case in September 2026. This will be designed on the basis of a MEL review by the independent evaluator and approved by Defra.

Table 1. Annual Review Score Calculator

Output number	Output Description	Impact Weight (%)	Output Performance	Impact Weighted Score
1	Partnering with countries (or regions) through the establishment of NPAPs	20%	Outputs met expectation (A)	20.0
2	Developing collaborative outputs from established GPAP partnerships	30%	Outputs met expectation (A)	30.0
3	Supporting the informal waste sector (including Covid-19 support) in GPAP partner countries	30%	Outputs moderately did not meet expectation (B)	22.5
4	Engaging and supporting partners through GPAP platforms	20%	Outputs moderately did not meet expectation (B)	15.0
		100%		87.5
				A

A3. Gender Equality, Disability and Social Inclusion (GEDSI)

The programme's GEDSI¹ Action Plan records a baseline of "GESI empowering" and an ambition to move towards "GESI transformative." GPAP's GEDSI ambition is to embed inclusion in national plastics planning so that the transition to more circular plastics systems reflects the needs of people most affected by weak waste management, particularly informal waste workers, women and other marginalised groups. The programme has made some progress against this ambition through NPAP social context assessments, GEDSI analyses, informal sector engagement and the Inclusive Plastic Action grants, which provided GPAP's clearest direct causal link to poverty reduction. This year GPAP selected 10 grant projects from 561 applications received across 23 countries, with women representing 64% of 2,800 beneficiaries. On the NPAPs, evidence from the evaluation points to useful examples where gender and social inclusion analyses informed national planning, including consideration of informal workers' roles and the establishment of more inclusive governance arrangements in some countries. Some positive examples of participation include:

- In Peru, a dedicated multistakeholder GEDSI working group supported an inclusive national study, providing the first comprehensive analysis of gender and social inclusion in Peru's plastics sector, informing the NPAP's Roadmap.
- In Nigeria, the NPAP facilitated informal waste pickers' feedback to producers that labels, bottle caps and colouring undermine recycling.
- In Ghana, informal waste workers were engaged through NPAP consultations, contributing to increased recognition of their role in waste management. Stakeholders reported that NPAP engagement helped legitimise informal sector workers.
- Impact indicator 2 data from four case study countries found 11,346 jobs created and 12,717 jobs strengthened. It also found positive trends in livelihoods and working conditions for informal workers in the countries modelled, although direct attribution to GPAP was unclear.

Participatory approaches have not been consistent across all NPAPs, and in some contexts informal workers and their associations have not been fully included in formal decision-making spaces. The reasons vary by context, reflecting local political economy and institutional dynamics. In [REDACTED] for example, tensions between formal and informal waste-management systems have limited informal sector representation. By contrast, [REDACTED] appears to show stronger integration, supported by national ownership, government championing of inclusion, active civil society participation and greater recognition of informal waste workers through the NPAP process.

The programme does not report disability-disaggregated data. NPAP social context assessments have identified disability-related barriers and inclusion considerations across several countries, including access to employment, infrastructure, services and decision-making processes. These findings have informed NPAP design and delivery.

¹ Programme reporting uses both 'GEDSI' and 'GESI' at various points. Earlier GPAP assessments and Defra's initial baselining used GESI. GPAP's Social Context Assessments often consider disability and in response Defra and GPAP now use GEDSI.

For 26/27, Defra and GPAP decided not to extend the Inclusive Plastic Action grants to prioritise budget for NPAP sustainability. The programme stretched Defra's financial and SEAH risk appetite and provided disproportionate operational burden for the evidence of effectiveness. This decision makes GPAP's gender equality and poverty reduction pathways less direct. Following this closure, the ambition to reach GEDSI transformative should be reviewed in light of the limited time left in the UK grant and need to balance new work streams with sustainable exit planning.

Case Study: Oceans Alive "Trash for Cash" in Kenya

In Kuruwitu, on Kenya's coast, Oceans Alive worked with two women's fishmonger groups comprising around 100 women who depend on small-scale fisheries for their livelihoods. Facing declining fish catches and growing economic pressures, the project helped women establish a "Trash for Cash" model that links plastic waste collection to income generation and community savings schemes. The project built on lessons learned from previous UK Blue Planet Fund funding via the Global Fund for Coral Reefs.

The project trained participants to collect, sort and process plastic waste, supported agreements with a local recycler, and helped the groups establish Village Savings and Loan Associations (VSLAs) and benefit-sharing arrangements. Women organised regular beach clean-ups, received protective equipment, and used revenues from plastic sales to capitalise revolving loan funds that members could access for small business activities.

Within the first few months, the groups collected more than one tonne of plastic waste and sold an initial 566kg to a recycler, generating seed funding for their loan scheme. The project strengthened financial inclusion and created an additional income source for women vulnerable to fluctuations in fisheries income, while also removing plastic pollution from coastal environments. By the end of the project, all surveyed participants were involved in beach clean-ups and the vast majority viewed plastic recycling as a viable supplementary livelihood activity.

A4. Major lessons and recommendations for the year ahead

Table 2. Lessons and Recommendations

#	Detail of the recommendation or lessons learned	Responsibility to action	Deadline for action
1	Complete and implement a management response to the independent evaluation	GPAP Director	For management response: 09/2026 Timeline of specific actions to be set out in the response.
2	Develop the programme exit strategy, including the sustainability of national partnerships and plan for GPAP's global role post-UK funding in alignment with	GPAP Director, Defra SRO and PRO	Exit strategy to be signed off by December 2026 and tracked

	implementation plans for the global plastics treaty		through steering boards
3	Review the MEL framework to make it fit for purpose for the new phase of GPAP, reflecting GPAP's top three priorities. Prepare and implement a new logframe and review indicators, methods and quality assurance. Reporting frequency should reflect the limited time left of the UK grant.	GPAP Director, GPAP head of operations	Interim deadline September 2026; Final logframe and targets December 2026
4	Strengthen financial and risk management	GPAP Director, GPAP head of operations	
5	Lesson: The informal economy grants stretched beyond Defra's operational, SEAH and fraud risk appetite. Evidence from the evaluation suggested that, despite positive outputs, the initiative raised longer term effectiveness and sustainability concerns.	NA	NA
6	Lesson: learning from outcome indicator 1 and impact indicator 2, measurement methodologies should be sufficiently robust before reporting results, to ensure conclusions on whether the programme was on track to achieve its targets are built on consistent, robust methods.	NA	NA

A5. How this report was conducted

This Annual Review was conducted by the Defra programme team in line with the agreed Terms of Reference. It draws on GPAP's 2025/26 Annual Impact Report and financial reporting, the programme logframe, the independent evaluation and case study annexes, the previous Annual Review, programme management evidence, and engagement with GPAP and Defra regional colleagues. The independent evaluation was a key source of evidence for outcomes and impact, assessing the TOC and reviewing progress on GEDSI. Defra did not undertake separate country visits during this review period. Fieldwork evidence is included through the evaluation findings. A Defra-led monitoring visit should be prioritised for the next review.

B. THEORY OF CHANGE AND PROGRESS TOWARDS OUTCOMES

B1. Summary of theory of change (ToC)

The programme's central logic is that GPAP can help countries tackle plastic pollution by convening credible national platforms, generating shared evidence, supporting roadmaps and national action metrics, and using global collaboration to share learning and support wider action, including through the global plastics treaty. These activities are expected to strengthen the

conditions for policy reform, investment and implementation, contributing over time to reduced plastic pollution and associated environmental, social and economic benefits.

The evidence from delivery supports the core of this logic but also shows that the earlier theory of change was too linear and insufficiently explicit. GPAP's strongest and best-evidenced contribution is at the enabling stage: bringing together governments, businesses, civil society and informal workers; filling evidence gaps; and creating roadmaps that provide a common reference point for coordinated action. The weaker part of the pathway is the link from roadmap development to implementation, impact and sustained national ownership. GPAP does not deliver policy, infrastructure or market reforms directly, so its contribution depends on national actors using the platform, evidence and roadmap process to mobilise finance, make policy decisions and sustain delivery. Evidence from the evaluation and last year's field visit suggests this bridge from roadmap development to implementation remains inconsistent, and monitoring the evidence for the assumption should be a priority for any changes to the MEL framework.

During this review period, Defra, GPAP and ITAD developed updated theory of change materials, set out in the annex. These broadly reinforce the existing programme logic but describe it more clearly. The revised models distinguish between GPAP's main routes to change: national roadmaps and national action metrics; national stakeholder convening; global convening and collaboration; and the relationship between national and global action. They also give greater prominence to implementation readiness, the sustain phase and GPAP's potential contribution to treaty implementation and wider plastics action. Global activities in particular are not adequately captured in the current MEL framework.

The poverty and inclusion pathway is credible, but less strongly evidenced than the environmental and systems-change pathway. GPAP can contribute by supporting inclusive planning, engaging informal workers, improving evidence on social impacts and encouraging policy and investment choices that better reflect the needs of marginalised groups. The clearest pathway is where informal workers and affected communities are directly included in assessments, roadmaps, grants or policy processes. Evidence supporting the assumption that plastics systems change will translate into improved livelihoods and fairer social outcomes remains limited.

The updated theory of change provides more explicit assumptions, distinguishes clearly between outputs, intermediate outcomes and longer-term impacts, and provides a basis to align the logframe with the pathways GPAP can realistically influence. This should include clearer indicators for roadmap implementation, sustain readiness, policy influence, finance mobilisation, informal worker outcomes, equitable distribution of benefits, and the contribution of global collaboration to treaty implementation and wider plastics action.

B2. Evaluation planning

This review follows publication of GPAP's independent evaluation by ITAD, which provides the most comprehensive evidence base to date on programme performance, the theory of change and progress towards intended outcomes and impacts. The evaluation applied a theory-based

mixed-methods approach, combining portfolio analysis, contribution analysis and country case studies in Indonesia, Ecuador, Ghana and Viet Nam. It also generated new evidence on programme impact through modelling of outcome and impact pathways and a reassessment of GPAP's benefit-cost ratio. Separately, the evaluation included a survey of 618 informal plastic waste workers in Viet Nam, Ecuador and Ghana to strengthen understanding of livelihoods, working conditions and inclusion outcomes within the informal waste sector. The evaluation was completed under budget, with savings used by ITAD to deliver an indicator framework review.

The evaluation comes at a significant point in the programme's lifecycle, following approval of the business case for a sustainable UK exit from GPAP. In this context, the objective is not to drive major redesign of the programme model, but to inform how GPAP adapts and prioritises during its final phase of UK funding. Defra and GPAP are developing a management response which is expected to include an indicator framework refresh focussed on monitoring sustainability, transition and sustainability planning, and the contribution of GPAP's partnership model to implementation of the Global Plastics Treaty. Consistent with the business case, any future evaluation activity supported by the Defra is expected to focus on sustainability, transition and longer-term outcomes, drawing where possible on the Blue Planet Fund portfolio evaluation rather than Defra commissioning a further standalone independent evaluation.

B3. Progress toward outcomes and impacts

Impact Results

Table 3. Impact Results

Impact indicator results (cumulative)			
Indicator name	Achieved result	Expected result	On track (yes/no)
Impact 1. # of tonnes of mismanaged municipal solid plastic waste avoided, based on the business as usual projection for 2025	1,253,123	5,000,000	No
Impact 2. # of people involved in GPAP and partner projects reporting improved livelihood outcomes	24,063	170,000	No
Business case: Marine Mismanaged Plastic Waste Reductions (tonnes)	4,120,485	17,000,000	No

The evaluation provides the first estimated impact results and the strongest evidence to date of GPAP's contribution to reducing plastic pollution and strengthening livelihoods across partner countries. The evaluation used quantitative modelling, four in person country case studies (Ecuador, Ghana, Indonesia and Viet Nam), stakeholder consultations and qualitative reporting, and concluded that GPAP has made a meaningful contribution by strengthening the enabling conditions for national systems change.

The original GPAP business case estimated that operationalising the GPAP roadmaps could contribute to 17 million tonnes of reduced marine plastic waste *per year*, of which 7-9 million tonnes could be attributed to Defra. During development of the NAM tool, GPAP and Defra refined this indicator and the target using data coming out from the first country case study (Indonesia) to set a target of 5 million tonnes of mismanaged municipal solid waste avoided by 2026.² The modelling shows that GPAP's work in the four case study countries led to 1,253,123 tonnes of waste better managed or avoided, 25% of the target. Progress was driven primarily by improvements in better managed waste rather than avoided waste. The data also reveals the significant challenges of reducing plastic pollution, with Indonesia's plastic waste increased by 3,012,558 tonnes since the 2017 baseline, exceeding the NPAP business-as-usual scenario for 2025. This is a cautionary example: gains in waste management can be outweighed by growth in plastic generation if upstream reduction, reuse and producer responsibility do not keep pace, even where there is considerable investment in waste management.

These results indicate that higher-level environmental impacts are not yet being realised at the scale anticipated, and that barriers such as the low cost of virgin plastics and increasing production and consumption rates of plastic products remain significant. This reaffirms the importance of the dependency in the TOC relating to the effective implementation of policies, financing and infrastructure that goes beyond GPAP's direct control, including uncertainty on the scope and ambition of the delayed agreement of the global plastics treaty. It also highlights more fundamental challenges and data gaps in accurately measuring and reporting on generated and avoided plastic waste, which are not unique to the programme. These findings highlight an important lesson from the evaluation: improving waste management alone is not sufficient if the overall volume of plastic waste continues to increase.

The livelihood impact indicator is also off track, with 24,063 people reporting improved livelihood outcomes against a cumulative target of 170,000. The indicator measures the number of people whose livelihoods have been created or strengthened through GPAP and partner interventions, including both direct beneficiaries and wider attributable impacts. Most livelihoods were through expanded recycling, refuse-derived fuel preparation and disposal sites, primarily on downstream interventions. However, the evaluation found that livelihood benefits are concentrated in a relatively small number of projects and that GPAP's contribution has often been through improved recognition and inclusion of informal waste workers rather than large-scale direct livelihood improvements, making progress against the original target difficult to demonstrate. The target was set based on previously reported results using a different method without sufficient quality assurance, as reflected in lesson 6. The logframe result therefore had to be revised down from 107,837 to reflect the evaluation findings.

² The target difference was the result of the benefit modelling approach taken in the Defra business case, which was based on Jambeck et al. 2015 and early NPAP country targets. The revised target was based on the NAM tool which drew heavily on Systemiq's Breaking the Plastic Wave.

These results suggest that the original impact indicators were ambitious and were set without a clear benchmark for what was achievable. GPAP can contribute to reduced plastic pollution by improving evidence, coordination, policy development and investment readiness, but it does not directly control infrastructure investment, policy implementation or changes in plastic production and consumption. The missed targets therefore indicate both slower-than-expected impact realisation and weaknesses in indicator choice and design. For the next phase, Defra and GPAP should move one step back in the results chain and introduce indicators that more directly track implementation readiness, roadmap uptake, financing progress and sustainability.

Outcome results

Table 4. Outcome Results

Indicator	Original BC 2026 target	First revision of 2026 target (2024)	Second revision of 2026 target (2025)	Final 2026 result
£ committed by GPAP members to initiatives focused on reducing plastic pollution	£292m	£3.8bn	£3bn	£2.635bn
# of policies and plans to address plastic waste and pollution influenced by GPAP members in partner countries	30	80	60	65

Overall, GPAP is making credible progress in areas closest to its sphere of influence, particularly policy, planning, coordination and investment readiness. The finance mobilisation outcome indicator is **below target** but close to the expected cumulative result, with £2.635 billion reported against a target of £3 billion. This target was reduced from £3.8 billion after being increased significantly from £292 million in the original logframe. The evolution of these targets was the result of outlier results in 22/23 and 23/24. It is important to note these figures are self-reported by the NPAPs and subject to limited quality assurance, and the methodology has been inconsistent. This year's results – while considerably lower than previous years and below target, are more clearly disaggregated and can be more clearly linked to specific investment in or enabled by the NPAPs. The second outcome indicator is **above target**, with 65 reported against a target of 60. Target ambition was reduced from 80 to 60 policies influenced following the last annual review, after being increased from 30 in 2024/25 due to overperformance. Some examples of policies and plans influenced include:

- In both **Cambodia and Pakistan**, NPAP engagement contributed to the inclusion of waste and plastic-related measures within Nationally Determined Contributions (NDCs). In **Cambodia**, the Roadmap and associated baseline data on plastic waste generation were referenced within the country's updated climate commitments. Roadmap findings, baseline data and recommendations were also referenced in a consultations on single-use plastic reduction, solid waste management, circular economy initiatives and regional assessments of plastic pollution.

- In **Ghana and Nigeria**, NPAPs supported the development of Extended Producer Responsibility (EPR) regulations.
- In **Peru**, GPAP partners supported the integration of plastic pollution considerations into the National Biodiversity Strategy to 2050, including a specific component under Target 10 aimed at ensuring that 30% of solid waste (including plastics affecting vulnerable ecosystems) is adequately managed.
- In the **Dominican Republic**, priorities and evidence generated through the Plastics Action Roadmap informed the development of a national research proposal focused on plastics material flow analysis and AI-enhanced data integration.

The management response to the evaluation should prioritise a proportionate refresh of the results framework for the final phase of UK support, with clearer tracking of the causal chains from finance to implementation, from policy to delivery, and from inclusion activities to measurable poverty and livelihood outcomes. This will be important to support Defra's sustainable exit and to judge whether GPAP's model can deliver durable results beyond UK funding.

B4. Justification of programme continuation decision

Evidence from the review supports continuation through the approved UK exit phase, but with strengthened management of sustainability, MEL, financial reporting and risk. The programme achieves an A based on outputs, although this is a marginal judgement given mixed output performance and missed impact targets. The evaluation nevertheless provides the strongest measurable evidence to date of GPAP's contribution to plastic pollution reduction and livelihood outcomes, while strengthening confidence in the Theory of Change core assumptions around convening, evidence generation, policy influence and investment readiness. The VfM judgement also supports continuation, but with caveats on sustainability, attribution challenges and uncertainty in the modelling. GPAP's continued relevance is reinforced by the Global Plastics Treaty negotiations and its position as the largest global initiative supporting country-level plastics action, with more than 15 countries having completed baseline analysis using a consistent methodology. The next phase should therefore focus on converting GPAP's established network and evidence base into durable, country-owned action, as set out in the management response, MEL refresh and sustain-phase planning.

Sustainability remains the programme's most significant risk, with limited evidence so far that NPAPs can consistently deliver long-term impact without GPAP support. However, residual risk remains within appetite. Early evidence from Ghana and Panama suggests NPAP sustainability is achievable where there is strong national ownership, a clear institutional home and a context-specific transition approach. Continued focus on key mitigations, including stronger links to the GEF, UNDP and other international initiatives linked to implementation of the Global Plastics Treaty, should further improve prospects for sustainability.

C. DETAILED OUTPUT SCORING

Table 6. Output 1

Output Title		Partnering with countries (or regions) through the establishment of NPAPs.		
Output number:	1	Output Score:	A	
Impact weighting (%):	20	Weighting revised since last AR?	No	
Indicator		Target (in-year)	Achieved (in-year)	Progress
# of partnerships established		0	0	Met

C1. Output activities and score

This output is scored **A**. GPAP met its “25 by 2025” partnership target one year early as noted in the previous review. GPAP has established a large and operational network of national partnerships and is now managing that network more selectively. GPAP supports 23 active NPAPs across six countries in Africa, eight in Asia and nine in Latin America, and is the largest initiative of its kind. This year, Defra and the GPAP Steering Board agreed not to pursue delivery in Zambia and Angola and focus resources on existing NPAPs where there was a clearer prospect of sustained delivery. This decision aligned with Recommendation 1 from last year’s Review on NPAP sustainability. This brought the number of active partnerships to 23. This should not be treated as underperformance against the output, as Defra and the GPAP steering board made this deliberate prioritisation decision, consistent with the programme’s shift from expansion towards sustainability, transition and national ownership. At this stage, retaining 23 credible and active NPAPs is preferable to maintaining a nominal count of 25 where there is limited prospect of effective delivery. This decision was taken too late in the delivery cycle to update logframe targets.

The evaluation and annual reporting both suggest that NPAPs are valuable as neutral, trusted convening platforms, but their long-term impact depends on government ownership, institutional anchoring, financing pathways and continued stakeholder engagement after roadmap publication. Future performance should be judged against sustainability. Evidence of NPAP sustainability remains limited at this stage, but there are encouraging signs of progress. Four NPAPs have transitioned to the sustain phase, including through government ownership in Panama and GEF financing in Ghana. GPAP has also strengthened engagement with GEF and UNDP, increasing

opportunities to link NPAPs with longer-term funding. In eight countries, approved GEF Plastic Reboot projects represent a potential USD 37.8 million in grant finance that could support roadmap implementation and help sustain NPAPs, for example in Peru where the NPAP and Plastic Reboot are both anchored within the Ministry of Environment and supported by WWF, and Costa Rica where Plastic Reboot allocated approximately USD 57,000 for 2026 to support the NPAP Secretariat.

C2. Changes to output

This output and its indicator was unchanged, except for the decision to end delivery in Zambia and Angola and prioritise funding for active NPAPs. This decision was made at the end of the review year, so the indicator target was not revised down.

C3. Lessons and recommendations

This output was more relevant to the early stages of the programme to measure GPAP's success in expanding its network. For the next phase, this output should be removed and replaced with an output on partnership sustainability, including clear metrics covering: (1) the number of partnerships reaching sustain phase; (2) the volume of local finance raised to support NPAP secretariats; (3) evidence of sustained stakeholder engagement and local ownership. GPAP should continue to explore operational efficiencies and streamlining, for example through the selection of NPAP host organisations.

Table 7. Output 2

Output Title		Developing collaborative outputs from established GPAP partnerships		
Output number:	2	Output Score:	A	
Impact weighting (%):	30	Weighting revised since last AR?	No	
Indicator		Target (in-year)	Achieved (in-year)	Progress
# of partner countries or governments measuring plastic pollution (disaggregated by use of GPAP baseline tool or other)		6	4	Under Target
# of roadmaps published (disaggregated by geography and impact area)		4	4	Met
# of knowledge products published (disaggregated by type and target audience)		6	8	Exceeded

C1. Output activities and score

This output is scored **A**. Two of the three indicators were met or exceeded. GPAP published four roadmaps against a target of four, covering Cambodia, Costa Rica, the Dominican Republic and

Peru. It also published eight knowledge products against a target of six, including NPAP GESI analyses and finance and trade roadmaps. The plastic pollution National Analysis Modelling (NAM) tool indicator was below target, with four partner countries or governments measuring plastic pollution against a target of six.

GPAP's NAM tool supports countries to establish an evidence-based baseline of plastic flows, leakage and waste-management performance, and to model the environmental, economic and social implications of different intervention scenarios. The analysis, alongside a GEDSI analysis, is used to inform a national plastics roadmap, which sets out priority actions and implementation options for government, business and civil society. The roadmap actions are then supported by the NPAPs but delivered and financed by other actors.

In the Ghana and Ecuador key informant interviews, roadmaps were repeatedly cited as the first genuinely cross-sector strategies for plastics, jointly owned by government, private sector and civil society rather than single institutions. In Indonesia, NPAP working groups supported the development of EPR related technical inputs that informed ongoing regulatory discussions, while in the Philippines, collaborative studies helped clarify roles across the value chain and supported early discussions with investors.

Although not reported here as they were funded by Global Affairs Canada, GPAP published assessments to systematically connect plastic pollution with biodiversity loss, ecosystem service degradation and livelihood impacts in nine partner countries and geographies: Peru, Colombia, Ecuador, Indonesia, Nigeria, Viet Nam, the Philippines, Costa Rica and Maharashtra, India. In Peru, the biodiversity assessment is supporting the implementation of Peru's National Biodiversity Strategy and Action Plan to 2050, including informing national targets related to the management of solid waste in vulnerable ecosystems.

NPAP Profile: Ecuador

Ecuador shows how an NPAP can move from evidence and convening into policy development and early implementation. The Ecuador NPAP brought ministries, municipalities, private sector actors, civil society, researchers and waste picker organisations into a structured national process to develop a shared evidence base: a baseline for plastic flows, modelled future scenarios and agreed priorities for action. These priorities included EPR, reuse, behaviour change, gender and social inclusion, biodiversity, and workstreams focused on plastic pollution in the Galápagos archipelago. That evidence is now feeding into Ecuador's developing, legally binding **National Plan for Plastic Waste Reduction**, with NPAP outputs, including EPR and gender studies, being used as part of the basis for national action.

The partnership has also helped connect policy choices with practical examples. Huella Verde, an Ecuadorian reuse enterprise and NPAP member, has avoided **21,679 tonnes of plastic waste** to FY2025 through a consumer reuse model replacing single-use plastic tableware. The model operates in **11 shopping malls**, with a twelfth in development, and generates over **USD 1 million** in annual revenue without GPAP/NPAP funding or public subsidy. NPAP support was indirect but useful: it gave Huella Verde visibility, a role in NPAP events and recognition as a reuse champion, including through high-profile pilots such as the Independiente del Valle stadium.

The private sector have come together to fund EPR analysis, with a coalition of 10 businesses supporting scheme design and pilots, and further funding confirmed to expand pilots for 2026/27.

In Ecuador the NPAP roadmap and associated modelling were explicitly referenced by government stakeholders as strengthening policy coherence and confidence ahead of international plastics treaty negotiations.

The evaluation also recorded **30,383 tonnes of plastic waste better managed**, mainly through recycling interventions and dumpsites converted to sanitary landfills by municipal governments.

C2. Changes to output

The target changes over the lifetime for this output are set out above. Changes this year (second revision) were approved by the SRO during MEL workshop after the previous annual review, 10 months before this review.

Table 8. Output 2 Target Changes

Indicator	Original BC lifetime target	First revision	Second revision	Final result
# of partner countries or governments measuring plastic pollution (disaggregated by use of GPAP baseline tool or other)	12	25	21	19
# of roadmaps published (disaggregated by geography and impact area)	25	18	18	18
# of knowledge products published (disaggregated by type and target audience)	25	15	25	27

C3. Lessons and recommendations

Last year's review scored this output as B and highlighted challenges around transition, results data and maintaining stakeholder engagement after knowledge products are produced. This year shows better performance against the roadmap and knowledge product indicators. The evaluation confirmed that stakeholders value a shared baseline and a structured basis for discussing system-wide change. It also found that roadmaps can help communicate the case for action across the plastics value chain. The evaluation noted that roadmaps need clearer ownership and follow-on leadership if momentum is to be sustained. This means the output is on track for production and quality of collaborative products, but the next phase needs stronger attention to how those products are used. GPAP can support countries to produce shared evidence and plans, but the value of those products depends on whether national actors use them after publication. An important lesson is that products alone do not secure implementation.

Table 9. Output 3

Output Title	Supporting the informal waste sector in GPAP partner countries		
Output number:	3	Output Score:	B
Impact weighting (%):	30	Weighting revised since last AR?	No
Indicator	Target (in-year)	Achieved (in-year)	Progress
# of people working frontline in the informal waste sector supported by GPAP projects and activities (disaggregated by gender and geography)	4,663	2,694	Under target
# of informal sector projects delivered	10	10	Met

C1. Output activities and score

During the review period, GPAP continued to support the informal waste sector through small grants to local organisations in NPAP countries. This year GPAP selected 10 grant projects which benefited 2,694 waste sector workers, 1722 women and 972 men. This year's call for proposals received 561 applications from 23 countries. Women were the primary beneficiaries of most projects (64%), which strengthened their participation in waste collection, recycling, enterprise development and community awareness through support for women-led enterprises, savings and credit schemes, leadership programmes, and waste worker associations. Beneficiaries also received training in financial literacy, entrepreneurship, recycling techniques, occupational health and safety, and business management. Outcomes included plastic recovered and diverted from the environment, and schools, markets, households, and communities adopting improved waste segregation and recycling practices. This year has underperformance reflects a lower number beneficiaries-per-project than last year's round of grants, suggesting the projects had a smaller reach.

C2. Changes to output

In order to broaden the output, after the last annual review a second indicator was added to track the number of grant projects funded (indicator 3.2). The targets for indicator 1 have shifted over the programme lifetime as set out above.

Table 10. Output 3 Target Changes

Indicator	Original BC lifetime target	First revision	Second revision	Final result
# of people working frontline in the informal waste sector supported by GPAP projects and activities (disaggregated by gender and geography)	21,300	16,000	25,000	23,107

C3. Lessons and recommendations

Last year's review found that informal sector grants provided more direct evidence for GPAP's poverty reduction pathway than many other parts of the programme, but also raised concerns about sustainability and scale. Short-term grants can support useful local activities and generate learning, but they do not by themselves address the wider market, policy and investment barriers facing informal waste workers. A common challenge across the projects was the short implementation period.

More positively, the evaluation found examples where NPAPs increased the visibility and recognition of informal waste workers in national plastics dialogue, but noted limited evidence of large-scale livelihood improvements directly attributable to NPAP activity in some contexts.

The main change following this review is that GPAP and Defra have agreed to discontinue the informal sector grant initiative under the new Defra grant. Future reporting should adapt to measure broader inclusion of informal worker priorities within NPAP governance, roadmaps and implementation planning.

Table 11. Output 4

Output Title		Engaging and supporting partners through GPAP platforms		
Output number:	4	Output Score:	B	
Impact weighting (%):	20	Weighting revised since last AR?	No	
Indicator		Target (in-year)	Achieved (in-year)	Progress
# of innovators reporting benefits through interaction with GPAP's platform		28	5	Under target
% of GPAP partners who are women and/or from traditionally marginalized groups, disaggregated by women and marginalised groups		50%, 20%	54%, no data reported for marginalised groups	Partially achieved

C1. Output activities and score

This output is scored B. This output aims to measure the extent to which NPAP members are inclusive, by measuring the % of members that self identify as women or belonging to a traditionally marginalized community, and support innovation, by measuring innovators that self-report as benefiting from the NPAP network. The indicator on innovators reporting benefits remains below target, with five innovators and enterprises reported tangible benefits from participating in GPAP networks, including increased visibility, strengthened operational capacity, improved market access, and new partnership opportunities:

- In Ghana, the NPAP Awards provided increased visibility for Mckingtorch Africa, an enterprise transforming waste plastic into products such as benches and other functional items, supporting connections with new funding sources and collaborators.
- In Cambodia, River Ocean Cleanup benefited from increased exposure, inclusion in the National Plastic Action Roadmap, and participation in NPAP networking activities.
- In Mexico City, the Innovation and Technology Taskforce is informing a government-led working group to submit to Parliament a modification that exempts compostable bags from existing plastic bag regulations.
- In Indonesia the NPAP connected Enviu, a recipient of a GPAP small biodiversity grant, with the Coordinating Ministry of Food Affairs, to pilot a reuse project.
- In the Philippines, two recycling companies with different polymer recycling capabilities agreed to collaborate and exchange waste; Greenpeace, Unilever and local authorities are exploring joint refill-reuse projects.

The gender participation indicator was met for women, with women representing 54% of GPAP partners against a 50% target. Data varies by geography, ranging from [REDACTED] (35%) to [REDACTED] (76%). GPAP did not report data on NPAP members identifying as belonging to traditionally marginalised groups as this data was not submitted by NPAPs.

C2. Changes to output

This output has remained unchanged.

C3. Lessons and recommendations

GPAP can show that platforms are active and that women's participation is above the current target overall, but the results framework does not yet provide a good basis for judging the quality, breadth or inclusiveness of partner engagement. The indicator on innovators is narrow and does not capture the wider role that GPAP platforms are intended to play in maintaining engagement, supporting peer learning, connecting national partnerships to regional and global processes, and keeping stakeholders active after roadmap publication. The inclusion indicator also remains incomplete because GPAP has not reported data on traditionally marginalised groups. This limits Defra's ability to judge whether the platform is engaging the groups it is intended to reach, beyond women's participation. The output should be reworked for the next phase to measure GPAP's work as a global and regional convener, while considering how inclusion and equity are mainstreamed through this work. GPAP should also continue to report on NPAP membership spread, but broaden this to capture the NPAP's inclusion of stakeholders across the value chain.

NPAP Profile: Ghana

Ghana's NPAP responds to a visible urban waste challenge, with plastic leakage into drains, waterways and coastal environments contributing to flooding risks in cities such as Accra. Ghana generated approximately **0.84 million tonnes** of plastic municipal solid waste in 2020, with around **9.5%** leaking into water bodies; under business as usual, plastic leakage is projected to rise from roughly **78,000 tonnes** to **228,000 tonnes** per year by 2040. The NPAP has provided a platform for government, private sector, civil society, informal sector

representatives and development partners to work from a shared roadmap and bring informal sector perspectives into national dialogue.

The most tangible results are in recycling and waste management. By FY2025, Ghana had **513,050 tonnes of plastic waste better managed**, mainly through the commissioning of **13 new recycling and composting plants** and Ghana's first bottle-to-bottle recycled Polyethylene Terephthalate (rPET) facility. It had also recorded **14,811 tonnes of plastic waste avoided**, with **99%** linked to accelerated uptake of rPET in beverage packaging by the Ghana Recycling Initiative by Private Enterprises (GRIPE) member companies. A national food-grade rPET standard was developed between 2022 and 2024 by GRIPE, working with the Ministry of Environment, Science, Technology and Innovation (MESTI) and the Ghana Standards Authority, providing regulatory clarity for bottle-to-bottle recycling and food-grade applications.

The results are reflected in the evaluation's cost-effectiveness analysis. Ghana had the strongest short-term BCR of the four modelled countries, at **10.5**, with a cost of **£5 per tonne** of plastic avoided or better managed. This does not mean all benefits can be attributed directly to GPAP, but it does show that, where the platform is linked to investment and implementation, the NPAP model can generate measurable environmental and livelihood benefits at relatively low cost.

D: RISK

D1. Overview of risk management

The overall risk rating for GPAP remains Medium. During 2025/26 the programme's risk profile shifted from establishing and scaling National Plastic Action Partnerships towards managing sustainability and effectiveness risks. Risk appetite remains unchanged from the 2025 Full Business Case and in line with the Defra ODA portfolio:

Table 12. Risk Appetite

Risk Category	Appetite
Strategy and Context	Open
Delivery and Operational	Cautious
Financial and Fiduciary	Cautious
Project and Programme	Open
Reputational	Cautious
Safeguarding	Cautious

Residual risk remained broadly within appetite, though not uniformly comfortable. The most pressure during the review was on Fraud and SEAH risk, with one SEAH risk escalated to ISBF DD as out of appetite. Partly in response, Defra decided not to extend the Inclusive Action Grants programme, which has reduced exposure. Delivery and operational risk and Project and Programme now represent the main areas of pressure in light of the outcome and impact indicators that are off track. The caveats to these indicator results set out in section B, and the

wider evidence of performance presented in the evaluation, are sufficient to keep risk within appetite and the overall assessment as medium.

Defra's internal controls are working well. The programme risk register is reviewed monthly by the SRO and PRO, with clear ownership, regular discussion of delivery and financial risks, and escalation routes set out in the recent Business Case. The delivery partner communicates new issues and risks on an *ad hoc* basis via email or in monthly meetings, and the SRO and PRO discuss these internally before agreeing a mitigation approach. These arrangements are operating as intended, with risks exceeding appetite escalated to the ISBF Deputy Director and senior leadership team, and further escalation available to Director, ODA Deputy Director or Ministers at the SRO's discretion. The weaker area is joint risk management with WEF. Risks and issues are discussed frequently, but not always explicitly as risk management. Defra has therefore asked WEF to bring more structure to monthly meetings, including clearer discussion of risk trends, mitigations, assurance gaps and where Defra support is needed.

Strategic and contextual risk remains material but within appetite. Uncertainty around the Global Plastics Treaty and the wider financing environment could affect country incentives, stakeholder engagement and investment in roadmap implementation. GPAP's mitigation is to share lessons where NPAP fundraising has been effective, align with other global initiatives linked to plastic pollution finance and implementation, notably the Global Environment Facility, and support finance and policy dialogue as the treaty progresses. Paris Alignment was reviewed through the 2025 Full Business Case, which found the programme remains aligned with HMG fossil fuel policy and partner countries' climate and biodiversity plans. The preliminary Climate and Environment Risk Assessment rated the programme moderate risk for climate and low risk for environment, with expected net climate and environmental benefits from reduced open burning, increased reuse and recycling, and lower reliance on primary plastic production.

Delivery and operational risks require close attention as the programme moves into its final two years of delivery. The main risk is that NPAPs do not secure credible financing and institutional ownership as GPAP support reduces, weakening the durability of outcomes. The Business Case extension has reduced immediate pressure by supporting a managed transition, but the risk should now be tracked through clear sustainability milestones, including progress against GPAP's sustainability plan and financing routes for sustain-phase countries. WEF is required under the grant agreement to submit an updated delivery chain map. Defra should use this to inform the annual review of the Fraud Risk Assessment and wider assurance mapping, so controls remain proportionate to the revised delivery model and risks further down the delivery chain.

Financial, fiduciary and fraud risks remain within appetite but continue to require active assurance. The 2025 Full Business Case assessed fraud risk as medium, with greatest exposure further down the delivery chain where Defra has less direct oversight. Controls include grant agreement conditions on aid diversion, procurement, risk management, due diligence and conflicts of interest; WEF anti-corruption and conflict of interest policies; fraud training; annual audit; monitoring and invoice checks; published outputs and stakeholder or site-visit assurance; and clawback provisions. One incident of mandate fraud was reported and prevented this year. An

external party claiming to be a downstream partner submitted a fraudulent payment request to the tier 1 supplier. WEF payment controls prevented any loss of funds. Both this incident and the incident reported in 24/25 related to the Inclusive Action Grants programme which has not been extended for 26/27, reducing fraud risk exposure.

Safeguarding remained the main area where residual exposure approached or exceeded appetite during the year. This was escalated and managed through the SEAH action plan, strengthened risk assessment, new GPAP SEAH guidelines, a dedicated reporting mechanism and continued engagement with delivery partners. Closure of the Inclusive Action Grants programme has reduced residual SEAH risk, which is now assessed as within appetite. Defra is due to refresh partner due diligence this year and should consider what level of re-assessment is proportionate for the final two years of delivery, focusing on safeguarding, fiduciary controls, governance and delivery chain risk.

E. PROGRAMME MANAGEMENT: DELIVERY, COMMERCIAL & FINANCIAL PERFORMANCE

E1. Summarise the performance of partners and Defra, notably on commercial and financial issues.

The GPAP Secretariat remained an engaged and generally capable delivery partner, continuing to manage a complex multi-country portfolio while preparing for the next phase of the programme. Its principal strengths remain convening, coordination and evidence generation. However, the review found increasing signs that the Secretariat is operationally stretched. The complexity of managing multiple donor grants, national host organisations, consultancies and downstream partners has contributed to weaknesses in reporting, financial management and risk communication, which now represent a material management challenge.

Governance arrangements improved during the year. Defra maintained active engagement through the Global Steering Board, and GPAP responded constructively to feedback by strengthening agenda discipline and strategic focus. The March 2026 Steering Board and Sustain Workshop provided a clearer focus on sustain criteria, priority-country strategies, governance arrangements and responsibilities for transition.

Reporting processes improved, with revised quarterly and annual templates strengthening alignment between delivery, spend, VfM, risk and governance reporting. However, these changes did not fully address persistent delays and weaknesses in narrative and financial reporting. Financial management remained the main area requiring close Defra oversight. The removal of the special condition allowing GPAP to claim downstream contract costs in full at contract signature reduced payment-in-advance risk, although it also reduced budget flexibility. Forecasting remained optimistic, financial reports frequently required clarification, and significant accrual adjustments were required following delivery and invoicing delays. While these issues did not materially affect programme delivery, they highlighted weaknesses in forecasting, donor attribution and quarter-end controls for a programme of this scale and complexity. Defra

responded by strengthening assurance requirements, including additional evidence for payments and accruals, and by enhancing scrutiny of downstream expenditure.

Looking forward, stronger delivery-based reporting, forecasting, donor-charging controls and quarter-end processes will be required. The revised Grant Management Plan and updated Grant Agreement provide a stronger framework for the next phase, balancing proportionate assurance with the operational realities of a multi-donor platform. Defra supplemented formal reporting through monthly grant management meetings, regional engagement, Steering Board participation, independent evaluation and consultation with FCDO Posts. The regional meetings provided strong insight into delivery challenges and supported collaboration with UK staff overseas. However, the monthly assurance meetings would benefit from a clearer structure and more consistent focus on finance, risk and delivery-chain management. For 2026/27, these meetings should systematically review expenditure, forecast variance, donor attribution, delivery risks and evidence requirements, with enhanced quarterly discussions aligned to reporting, accrual and payment deadlines.

E2. Assess the VfM of this output compared to the proposition in the Business Case, based on performance over the past year

Overall VfM judgement

GPAP is assessed as delivering **Medium Value for Money, with medium confidence**. The overall direction of the evidence in VFM is positive. The rating remains Medium rather than High because the scale and durability of benefits as reported in the evaluation are not yet fully demonstrated and sustainability is the most significant observed risk. Environmental and livelihood impacts remain below programme expectations and vary between countries. Reported finance commitments are encouraging, but assurance over additionality, attribution and progress to implementation remains inconsistent. Operational pressure, delayed reporting and forecasting weaknesses during 2025/26 also reduced efficiency and assurance.

Confidence is medium because the evidence base improved materially during the year but remains incomplete. The independent evaluation, country case studies and first quantified impact estimates provide a substantially stronger basis for assessing VfM than was previously available and support cautious optimism about the programme's potential. However, the economic analysis covers only four countries and relies on contribution and modelling assumptions; expenditure is not consistently linked to results; and evidence on the distribution and persistence of benefits remains limited. The final phase is well positioned to strengthen the VfM case by prioritising NPAP sustainability.

Economy was Medium–High. The 2025/26 budget was £2.5 million. The largest costs included the independent evaluation (£315,000), informal-economy grants (£260,000), personnel and deployment of the National Analysis Modelling tool (£200,000–£300,000 per country). The evaluation was delivered below budget. GPAP consolidated contracts with its principal roadmap consultant to reduce per-country costs, continued competitive selection of NPAP secretariats and

explored a global arrangement with UNDP to reduce repeated transaction costs. Average delivery costs per country have decreased over the course of the programme lifetime. The administration fee remained at 7%, negotiated lower than the organisation standard 15%. Travel and personnel represented a lower proportion of expenditure than previously. Economy is therefore positive overall, caveated by the difficulty in establishing reliable benchmarks.

Efficiency was Medium. GPAP delivered four roadmaps against a target of four, four baseline assessments against a target of six and eight knowledge products against a target of six. The evaluation assessed the standardised NPAP delivery model as more efficient than expected in supporting delivery across a large and geographically diverse network, and the decision to discontinue activities in Zambia and Angola supported reallocation of resources towards countries with stronger prospects for sustained delivery. On Output 3, ten informal-sector projects reached 2,694 workers against a target of 4,663. GPAP and Defra decided to discontinue the informal economy grants in part due to efficiency challenges identified through the evaluation, including delays in disbursement, short delivery timeframes and limited capacity in both WEF and some grant recipients. The evaluation also identified inefficiencies associated with the multi-layered delivery chain and a trade-off between standardisation and context specificity.

Effectiveness is Medium. On outcomes, GPAP performs most strongly in the areas closest to its influence: convening, shared analysis, policy development and investment readiness. Under Outcome 2, GPAP influenced 65 national policies against a target of 60. Reported cumulative finance commitments were £2.635 billion against a revised £3 billion target. Reporting in 2025/26 was more clearly disaggregated and linked to specific investments than previously, but methods have not been consistent and assurance over additionality and attribution remains limited. These results support the causal pathway from platform activity to policy change, although uptake is uneven across the network. On impacts, the evaluation reported approximately 1.20 million tonnes of plastic waste better managed and 48,561 tonnes avoided across four modelled countries, alongside 11,346 jobs created and 12,717 strengthened. As noted in Section B, livelihood results from the evaluation considerably revised down from 107,837 as previous data was not sufficiently quality assured. The cumulative estimates from the evaluation are material and provide the first quantified validation of parts of the theory of change. They nevertheless remain below impact targets set in the original business case. Furthermore, increases in plastic generation can offset downstream management gains, for example in Indonesia. GPAP has demonstrated influence and emerging results, but not yet environmental and livelihood impact at the scale expected. Externalities such as the Global Plastics Treaty and other sources of funding delivering the implementation of Roadmap activities remain key dependencies.

Equity was Medium. Women represented 54% of reported GPAP and NPAP members against a 50% target. The evaluation found that NPAPs improved procedural inclusion, creating opportunities for informal waste workers and other marginalised groups to participate in national dialogue and policy discussions, often for the first time. The evidence is less clear on whether participation leads to influence. On poverty alleviation, the evaluation estimated that GPAP contributed to 11,346 jobs created and 12,717 strengthened, while informal worker surveys in Ecuador, Ghana and Viet Nam reported generally positive changes in working conditions over

the programme's lifetime. In 2025/26, GPAP selected 10 informal waste sector projects from 561 applications across 23 countries, with women representing 64% of 2,700 beneficiaries in that funding cycle. However, with the informal economy projects coming to an end, GPAP needs to reconsider how the programme delivers equity to consider the broader GEDSI work of the NPAPs as part of sustainability planning. Disaggregation was strong for output level data collected for the informal sector, but the independent evaluator was unable to fully disaggregate the people focused impact indicator data on jobs created and strengthened.

Cost-effectiveness overall was Medium. The programme was founded on the premise that investments in coordination, evidence generation and multistakeholder platforms could unlock wider environmental, economic and social benefits through policy reform, investment and implementation. Available evidence suggests this remains broadly credible. Across four countries, the evaluation estimated that GPAP contributed to over one million tonnes of plastic waste being avoided or better managed and more than 24,000 jobs being created or strengthened, with an average benefit-cost ratio (BCR) of 4:1, although results varied considerably between countries (from 10.5 in Ghana to 0.3 in Ecuador). The evaluation projected the BCR to rise to 14 by 2040 based on the system's change scenarios included in the NPAP roadmaps. The evaluation found that the NPAP model can generate benefits exceeding costs where convening and evidence lead to funded implementation, but also highlighted that many anticipated benefits remain contingent on sustainability, including shifting roadmaps to implementation, finance mobilisation and sustained national ownership of the NPAPs. Recommendations are set out in section A.

Table 13. Programme Benefit-Cost Ratios

Source	2021 Business Case	2022 Addendum (central)	2025 business case (central)	2025 Evaluation (actuals to 2025)	2025 Evaluation (modelled to 2040)
Benefit-cost ratio	1:7	1:15	1:22	1:4	1:14
Net-present value	-	£266m	£104m	£40m	£379m

Date of last narrative financial report	17/07/2026	Date of last audited annual statement	30/09/2025
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ANNEX: Theories of Change

1. ITAD simplified TOC for the new phase of GPAP

GPAP Logic and MEL Systems Focus

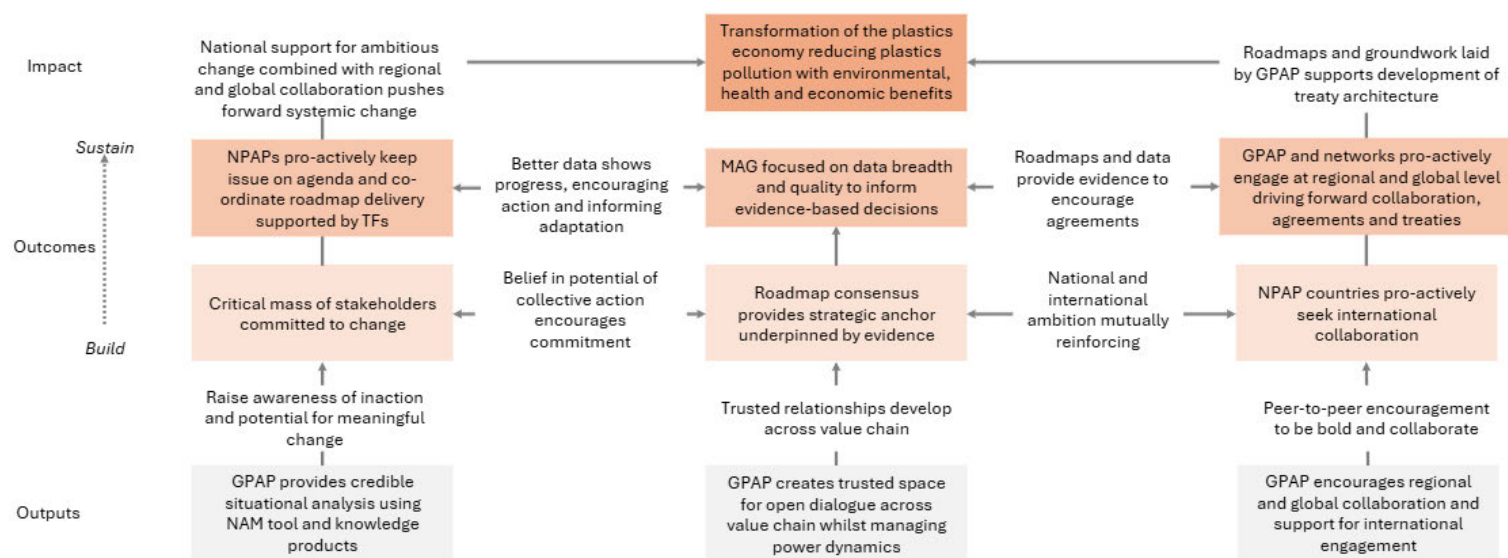
GPAP logic:

GPAP's primary role is to convene stakeholders from across the plastics value chain, raise awareness of the scale and urgency of the plastics crisis and build consensus and shared commitment for ambitious change. This change is presented as a national action roadmap and finance roadmap, providing a common strategic anchor and guide for collective action. Through this process, NPAPs are established and supported by dedicated secretariats to pro-actively keep the plastics crisis on the national agenda and the transformation of the plastics economy as a commercial and political imperative whilst co-ordinating roadmap delivery.

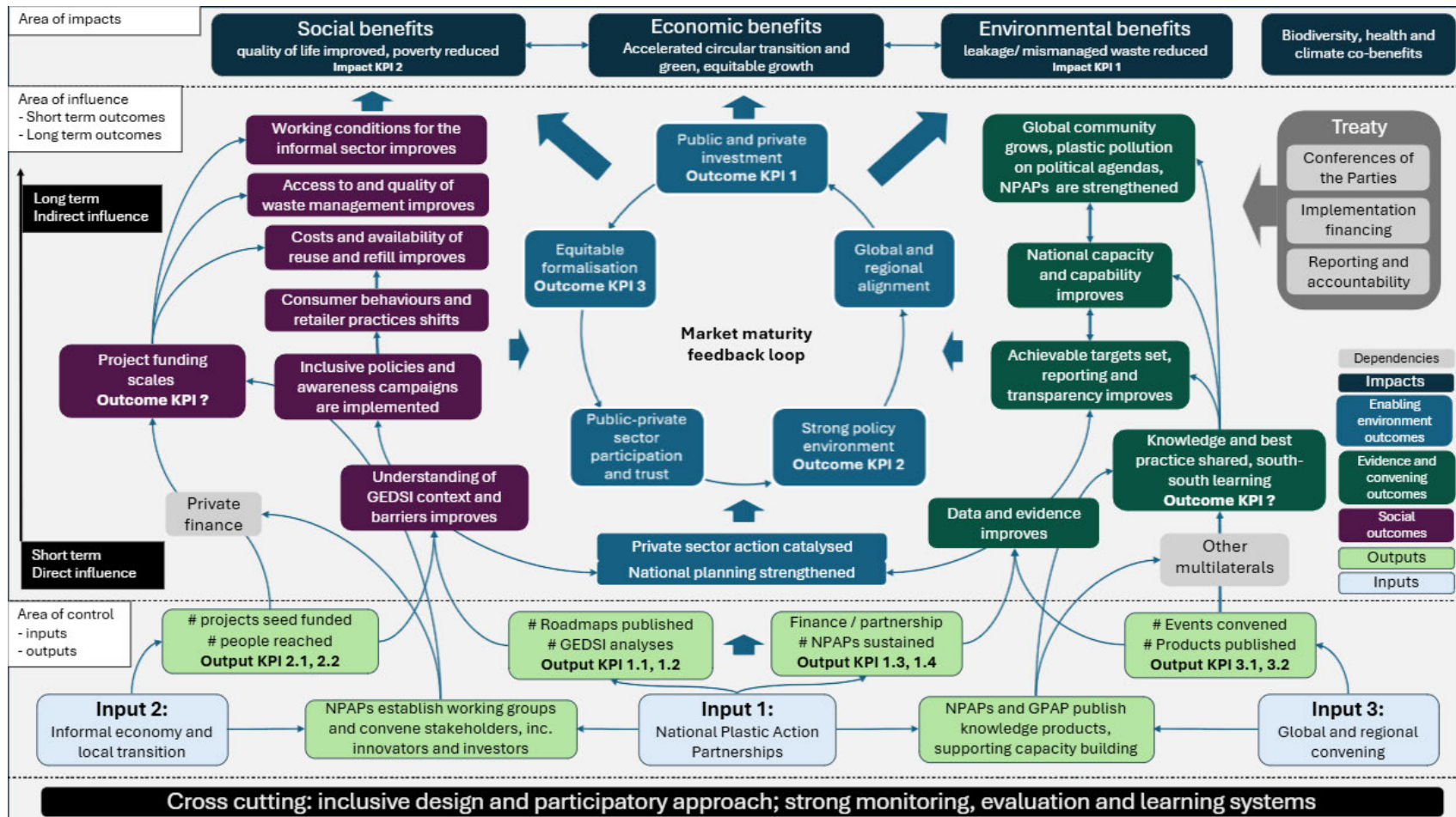
Thematic Task Forces (TFs) are established by NPAP members to drive forward strategic priorities outlined in the roadmaps and transition into delivery. Underpinning all stages from roadmap to delivery is the Metrics Advisory Group (MAG), which is focused on improving data quality to make evidence-informed decisions and working with NPAP members to collate existing evidence that can monitor trends and progress towards systemic change.

Complementing this work is GPAP support to country negotiators attending global plastics treaty negotiations and close engagement with *Lighthouse* NPAPs – NPAPs that have geo-political significance within their region and can act as a catalyst for change beyond their borders. Support to a coalition of NPAP countries to engage in global treaty negotiations increases likelihood of an agreement whilst the roadmaps and NPAP networks provide important groundwork for the treaty architecture, expediting its delivery.

Diagram 1: GPAP ToC



2. Defra systems TOC



3. Theory of change developed by ITAD to inform the independent evaluation

