Global Plastic Action Partnership (GPAP): FY24/25 Annual Review

Title: Global Plastic Action Partnership		
Programme Value £ (full life – BPF): £20.5m		**Review date:** August 2025
Programme Code: BPFGPAP	**Start date:** April 2021	**End date:** March 2026

Summary of Programme Performance

Year	2021/22	2022/23	2023/24	2024/25	2025/26
Overall Output Score	A	B	B	A	
Risk Rating	Medium	Medium	Medium	Medium	

DevTracker Link to Business Case:	https://devflow.northeurope.cloudapp.azure.com/files/documents/GPAP_businesscase_redacted-20221125101140.pdf https://devflow.northeurope.cloudapp.azure.com/files/documents/GPAP_Addendum_redacted-20230511020542.pdf
DevTracker Link to results framework:	https://iatipublisher-prod.s3.amazonaws.com/document-link/414/GPAP_logframe_June2025_for%20publication1750063355.xlsx

A. SUMMARY AND OVERVIEW

A1. Description of programme

The Global Plastic Action Partnership (GPAP) brings together governments, businesses and civil society to tackle plastic pollution and increase investment in waste management and the circular economy transition in ODA-eligible countries. GPAP's intended impact is to improve the environment in partner countries by reducing municipal waste while improving the livelihoods of people involved in the waste sector or impacted by plastic pollution. This is achieved principally through (1) the creation of public-private stakeholder collaboration platforms called National Plastic Action Partnerships (NPAPs) and (2) targeted training and assistance for informal waste sector workers. NPAPs are impartial and inclusive stakeholder coordination groups that bring together influential stakeholders across the plastics value chain, including policymakers, consumer goods businesses, non-governmental organisations and waste sector representatives. GPAP aims to graduate 25 partnerships by 2030, and each partnership progresses through four stages:

1. **PREPARE (6-12 months):** GPAP scopes and designs the partnerships in close collaboration with partner governments, and sub-grants an organisation (usually NGO or UN organisation) to lead management of the partnership. This culminates in GPAP signing an MOU with the partner government.
2. **BUILD (12-24 months):** the partnership conducts baseline analysis using GPAP's National Analysis and Modelling (NAM) tool to inform a policy action roadmap and other knowledge products. Connections between members are strengthened and the partnership produces a social context assessment. The partnerships are bespoke, and the products and priorities vary depending on the context.
3. **TRANSITION (24+ months):** the partnership prepares for GPAP to step back, including shifting to implementing the roadmap through establishing thematic NPAP taskforces, further knowledge products, and exploring future sustainable financing opportunities.
4. **SUSTAIN:** the partnerships 'graduate' from GPAP support and become independent, with GPAP providing ongoing strategic advice as part of a global network.

Defra has co-funded GPAP since its inception in 2018, alongside the Government of Canada and private sector partners Coca Cola and Nestlé. All partner countries must be ODA-eligible.

Donor Contributions and GPA Budget since 21/22						
Donor	21/22	22/23	23/24	24/25	25/26	Total
UK	£4,000,000	£3,938,441	£4,561,559	£5,500,000	£2,500,000	£20,500,000
Canada	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Coca-Cola	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Nestle	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
Total	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]	[redacted]
UK %	68%	100%	86%	94%	30%	70%

Table 1, Donor Contributions and GPA Budget since 21/22

This reporting year, the programme team conducted a site visit to Accra, Ghana to inform this report. The Ghana NPAP was selected because it was one of three pilot partnerships, and would provide a good case study for considering financial sustainability. Two of this year's informal sector grants were delivering in Accra (See *Section C, Output 3)*. Defra regional coordinators also supported this report through site visits and stakeholder meetings. The site visit findings are integrated throughout the report and the visit itineraries are summarised in *Section E*. An independent impact and Value for Money (VFM) evaluation is being delivered in 2025/26, funded by Defra with the supplier procured by the World Economic Forum (*Section B2* for details).

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

The last two annual reviews scored ***B*** and a performance improvement plan (PIP) was put in place (*Annex A*). This year, the programme has scored an ***A***, as two outputs exceeded their targets, and two others missed targets. *Table 2* below shows changes to logframe targets and the relationship to results during the review recommended in the previous AR (*Annex C*). In January 2025, GPAP met their key milestone of launching 25 partnerships, a year ahead of schedule. The programme has also significantly over-performed (exceeding both the revised lower target and original target) on the key poverty reduction output, number of informal sector workers supported through Defra's informal waste economy sub-grants. In particular, the increased breadth and depth of the informal sector grant programmes reflects GPAP responding proactively to Defra's request to prioritise the reduction of poverty and mainstream gender equality, disability and social inclusion.

The overall % of women represented across the network of NPAPs has decreased from 50% to 47% this year (*output 4 – 46% men, 7% did not report*), following the significant increase in footprint of NPAP countries noted above. However, this year the informal sector projects have been more successful at targeting of women waste workers compared to last year (see disaggregated data for *output 3, section C*). The output on roadmaps published has hit the revised target, a key milestone in tracking the progress of NPAPs, noting this was one of two targets decreased following a change of definition.[1] The programme under-performed on the publication of other knowledge products (*output 2*), and bounce-back is expected next year as new or emerging partnerships shift to implementation. Table 2 shows where logframe targets were increased or decreased after the last review, and how this relates to results.

24/25 Logframe target changes and results (cumulative)				
Indicator	**23/24 result**	**Old 24/25 target**	**Revised 24/25 target**	**24/25 result**
Outcome 1.1 – increased Catalysed finance	£2,370m	£262m	£3,000m	**£2,635m**
Outcome 2.1 – increased Policies influenced	41	23	60	**47**
Output 2.1 – increased Baseline assessments	9	9	17	**15**
Output 2.2 – decreased Roadmaps published	8	20	13	**14**
Output 3.1 – decreased People reached	11,946	18,800	14,000	**20,337**
Output 4.2 – increased %GPAP network who identify as women	50%	48%	50%	47%

Table 2, 24/25 Logframe target changes and results (cumulative)

[1] Previously, NPAP's published thematic roadmaps, counting multiple per-country. This shifted last year to track a single publication, the action roadmap.

Output number	Output Description	Impact Weight (%)	Output Performance	Impact Weighted Score
1	Partnering with countries (or regions) through the establishment of NPAPs	20%	Outputs moderately exceeded expectation (A+)	25.0
2	Developing collaborative outputs from established GPAP partnerships	30%	Outputs moderately did not meet expectation (B)	22.5
3	Supporting the informal waste sector (including Covid-19 support) in GPAP partner countries	30%	Outputs substantially exceeded expectation (A++)	45.0
4	Engaging and supporting partners through GPAP platforms	20%	Outputs moderately did not meet expectation (B)	15.0
		100%		107.5
				A

Table 3, Annual Review scoring summary

A3. Major lessons and recommendations for the year ahead

Reflections and progress on last year's recommendations can be found in *Annex A*, the performance improvement plan (PIP). The PIP considered general and VFM recommendations set out in last years review and provided a template for the SRO and PRO to track progress against these, with a 6-month review interval. These recommendations included revising the logframe, optimising the support provided by ISBF regional coordinators and strengthening reporting and risk management (including SEAH).

Lessons:

1. Planning for the transition phase for NPAPs' graduation (i.e. becoming financially self-sufficient) is one the highest risks the programme faces. Stakeholders are nervous about cliff edges of grant funding and the approach to transition planning. The balance of responsibilities between NPAP host organisations and GPAP is unclear. [redacted] Furthermore, the Ghana field visit and feedback from Defra's regional coordinators highlighted that NPAPs can struggle to maintain visibility and buy in across stakeholders during the shift to implementation (i.e. after key knowledge products have been delivered), given their role as conveners and not directly involved in the execution of projects.

2. Capturing the breadth and depth of GPAP's impacts across all partnerships is challenging, and historic use of consultancies for this work has resulted in a lack of clarity and consistency in results data, in particular at the outcome level as discussed in *Section B2*. This is particularly important given the programme's focus on systems-level transformative change. NPAPs can struggle with the reporting burden spread between the annual survey and other data collection, and this may cause friction during the upcoming evaluation.

3. The pathway to reducing poverty for the broader NPAP activities (i.e. not targeted informal sector interventions) is dependent on a systems change approach, through inclusion of marginalised groups in decision making, equitable policy design and implementation, and increased equitable investment. Tracking the tangible outcomes on beneficiaries' lives is challenging without relying on proxy indicators that make broad assumptions on the trickle-down effects of these activities. Qualitative and quantitative data gathered in the 25/26 evaluation will be key to understanding these causal pathways and evidencing assumptions. One evidenced pathway is that by integrating the informal sector into key knowledge products, such as the roadmaps, GPAP can influence national level policy and decision making to consider the needs and impacts on the informal sector. One example was highlighted during the UK's field visit to Peru, where complex bureaucracy and inconsistent processes between municipalities in Lima is a significant barrier to waste worker formalisation. The NPAP mediated engagement between the National Federation of Recyclers, the Ministry of Environment and other stakeholders to challenge a new piece of legislation that would

increase these barriers, resulting in the legislation being reconsidered. The NPAP has also supported a policy in Nigeria to incentivise community-based recycling projects.

4. The informal waste sector grant project site visits provided much clearer underpinning for the Theory of Change, and indirect evidence, for poverty alleviation. While we didn't get evidence directly from beneficiaries, the work of one of the projects (ASASE Foundation) takes an intersectional, multidimensional approach to poverty through a combination of practical improvements to livelihoods (health and safety training, provision of equipment), healthcare (optional health insurance schemes and vaccinations against typhoid), optional finance services (microcredit schemes and community pension schemes), de-stigmatisation of the waste picker community, and improving access to reliable markets and fair prices through stronger local recycling capacity and capability. This demonstrated the potential for poverty reduction through this part of the programme and that it should continue to be prioritised.

Recommendations:

1. GPAP, Defra and other members of the Global Steering Board should prioritise discussing and refining the approach to GPAP's transition and sustain phases, drawing on the ongoing process in Indonesia and Ghana. This should include exploring options for continued support to NPAP host secretariats, and setting clear milestones for reducing dependence on GPAP's central funding. Progress will be monitored via the next review, and the indicator for output 1 should be reframed from 'partnerships created' to 'partnerships sustained.'

2. The Theory of Change should be reviewed and updated, drawing on the evidence from delivery up to this point to revisit and test assumptions, and ensure that output-outcome-impact links reflect the breadth of GPAP's work, including how (1) the informal sector grants, (2) different NPAP work areas (inclusion, finance, policy, innovation, trade), and (3) engagement with regional and international fora intersect to produce impact. The review should prioritise recording assumptions and evidence that casual pathways depend upon, and consider implications for the logframe. We recommend Defra, GPAP and the GPAP impact evaluator meet for a workshop by August/September 2025 to consider the existing Theory of Change and develop a proposal to inform a theory-based evaluation and the Defra business planning process. To be completed by September 2025 as part of the programme's independent evaluation and Defra's business planning work.

3. Over the last two years of the grant, GPAP and Defra's processes for financial management and results reporting have been inconsistent, as explored in *Section E1*. GPAP and Defra should strengthen monthly, quarterly and annual reporting with clearer communication and discussion of risks, clearer expectations and deadlines on payment process, transparency on approving changes to grant milestones/forecasting and clearer qualitative results reporting. This should be achieved through updated reporting templates provided by Defra and implemented as a priority for FY2025/26.

4. GPAP should review its MEL approach and data collection for the annual survey and informal sector projects to ensure GPAP is capturing the breadth of results it delivers, while limiting the burden on NPAPs where possible. GPAP should work with NPAP managers to track and report finance and policy-related developments systematically in their quarterly reports, rather than relying primarily on an annual survey, to strengthen reporting for both outcome indicators, and increase ownership of data at the national level, while ensuring results are independently assured. GPAP should also explore ways to capture and communicate case studies, success stories, and lessons from the Informal Economy grants, as well as from informal sector organisations across the GPAP/NPAP network. Doing so will deepen understanding of both the tangible impacts and the underlying drivers of change that improve the lives of marginalised groups along the plastic value chain. Defra could draw on FCDO Influencing MEL toolkit to inform this process.

   In connection with *recommendation 2*, GPAP and Defra should consider developing a methodology for ICF KPI15 linked to the refreshed ToC, drawing on other examples in Defra for measuring transformational change. GPAP should make use of the evaluation process to support strengthening in-house MEL capacity and systems. Progress should be monitored via the next annual review. The independent evaluation will produce more detailed analysis of the programme's MEL approach.

5. Strengthening SEAH safeguards across the delivery chain should be a priority in 25/26, as guided by the SEAH action plan and outcomes of the Defra-GPAP SEAH workshop (see *Section D* for

details on recommended actions). Progress should be monitored monthly through delivery partner meetings. Defra expects clear evidence of implementing SEAH actions by December 2025.

6. GPAP should review the terms of reference for their Global Steering Board, ahead of the December 2025 board at the latest.

7. GPAP and Defra should continue to explore how to provide visibility to the UK as the largest donor to GPAP, while protecting the independent status of the NPAPs, including in posts country business planning. The UK ODA cut to 0.3% of GNI may increase the importance of leveraging centrally managed programme such as GPAP in diplomacy and to demonstrate the UK's climate and nature leadership globally. The annual informal sector grants provide a clear opportunity here, where posts can raise the profile of the grant scheme to further increase the quality of applications. Progress will be monitored via the next review.

B. Theory of Change

B1. Summarise the programme's Theory of Change, including any changes to outcome and impact indicators from the original business case.
The GPAP Theory of Change (ToC) is set out below, *Figure 1*. The ToC was developed by Defra in collaboration with the GPAP team in 2021/22 and closely resembles the simplified GPAP impact ladder. The rationale is that the creation of national partnerships that include a range of voices, backed by strong data and clear policy roadmaps, and combined with increased capacity and capability of the informal waste sector, will drive both policy change and increased investment to deliver better waste management and support innovation in the circular economy. The impact of this will be a reduction of waste in the environment, and an improvement in the livelihoods of those working in the sector and/or affected by mismanaged waste.

The field visit to Ghana provided some evidence that the Theory of Change (ToC) is valid, while highlighting areas that are out-of-date as the delivery model and evidence have changed over time. These findings are integrated throughout the report with the most pertinent summarised here. There was a clear link between NPAP's knowledge products (Output 2) and policy influence, demonstrated by its role in supporting Ghana's Extended Producer Responsibility (EPR) scheme and the development of new standards for recyclable plastics. The links from outputs 3 and 4 to outcomes was demonstrated, particularly in enabling innovation and investment. For example, the ASASE Foundation attributed its access to World Bank funding to the enabling environment created by NPAP, even if the NPAP didn't provide direct support. The visit also confirmed progress towards long-term outcomes, including increased stakeholder participation in decision-making, greater public and private investment, and more evidence-informed policy development.

However, the visit also highlighted several areas where the ToC could be strengthened. Output 1 is currently too broad and lacks clarity on how inclusive engagement contributes to behaviour change. While the NPAP has made efforts to involve marginalised groups and informal sector actors, the ToC does not adequately reflect the impact of the range of support offered on these groups' livelihoods or their participation in policy processes. In addition, the ToC has not kept pace with the evolution of NPAP's delivery model. It combines diverse taskforces and knowledge products into single outputs, which limits its ability to show how different activities contribute to change. The ToC should also be clearer on how NPAP supports investment, sustainability, and the transition process, including how local implementation connects to global learning and partnerships. The Theory of Change should also be clearer and more specific regarding how the NPAP creates an enabling environment for increased investment, and in explaining the sustainability/transition process.

Assumptions for the programme haven't been reviewed in detail since the business case, and this should be prioritised in the ToC review recommended in *section A.* From observations over last year and from the Ghana field visit we've noted the following assumptions, some of which are very well understood by GPAP but not made explicit in the Theory of Change:

- NPAP's are supported by strong public sector buy-in for effective delivery, which will ensure they retain relevance and influence beyond the lifetime of direct GPAP's direct funding support.
- Investors in plastic pollution linked to the NPAP are influenced by the enabling environment an NPAP creates, through policy influence and strong stakeholder networks creating opportunities and reducing risk.

- For poverty impacts, increased investment in waste management is spent equitably, and increased investment and formalisation will not leave the informal sector behind.
- Action Roadmaps and other knowledge products will be actively used and implemented to progress national commitments and targets.
- The presence of an NPAP in a country will lead to the public sector devoting more attention and resource to waste management policy design and implementation/delivery, e.g. EPR revenues.
- Plans and documents will be compatible with any requirements established under the plastics treaty.

Peru Informal Sector findings on causal pathways to poverty reduction:

Formalisation of Recyclers:
Sinba has assisted recyclers in becoming formalised, which involves paying taxes. This formalisation has enabled recyclers to access the financial system, specifically through Caja Los Andes, allowing them to obtain credit. This financial inclusion aims to improve recyclers economic stability and opportunities.

Incentive Programs:
Sinba offers ongoing incentive programs for recyclers, providing them with petrol, food, working gear, bags, and scales through partnerships with private companies. These incentives aim to reduce the operational costs for recyclers and improve their income.

Training and Capacity Building:
Sinba conducts training sessions on financial education, drafting a guide on recyclable materials, and preparing a report on the seasonality of materials. These training sessions aim to empower recyclers with the knowledge and skills needed to manage their finances and operations more effectively.

Weekly Payments:
Sinba offers weekly payments with more stable prices, unlike other informal collection centres where payments are made daily, but prices are inconsistent. This payment consistency aims to help recyclers plan their finances better and reduces the uncertainty associated with fluctuating prices.

Last year's annual review (23/24) focused on necessary updates to the logframe (summary of changes attached *annex C*) and provided a brief description of some the limitations of the ToC given both new evidence and changes in context since it was developed. As set out in *recommendation 2*, we recommend Defra work with GPAP and the independent evaluator to redesign the GPAP Theory of Change, adopting a systems-change approach. This should be aligned with the Defra Blue Planet Fund portfolio Theory of Change. During this process, the review should consider:

- Recording assumptions and evidence that casual pathways depend upon.
- A clearer description of the problem statement and barriers to resolving it.
- Which output-outcome links are best and least evidenced by GPAP's work so far, and why, to support more explicit pathways, particularly on inclusive participation and poverty reduction.
- Expanding the Theory of Change with regard to the informal sector, including GPAP's informal economy grants and the participation of these groups in the NPAPs. **This should consider the risk that informal waste workers are left behind by circular economy transitions, and clarify the link from pilot projects/small grants to a scaled just transition that delivers sustained poverty reduction benefits.**
- Other options for enriching evidence at outcome level, including regional and global convening.
- Consideration of how sustainability/ longevity of results will be secured.

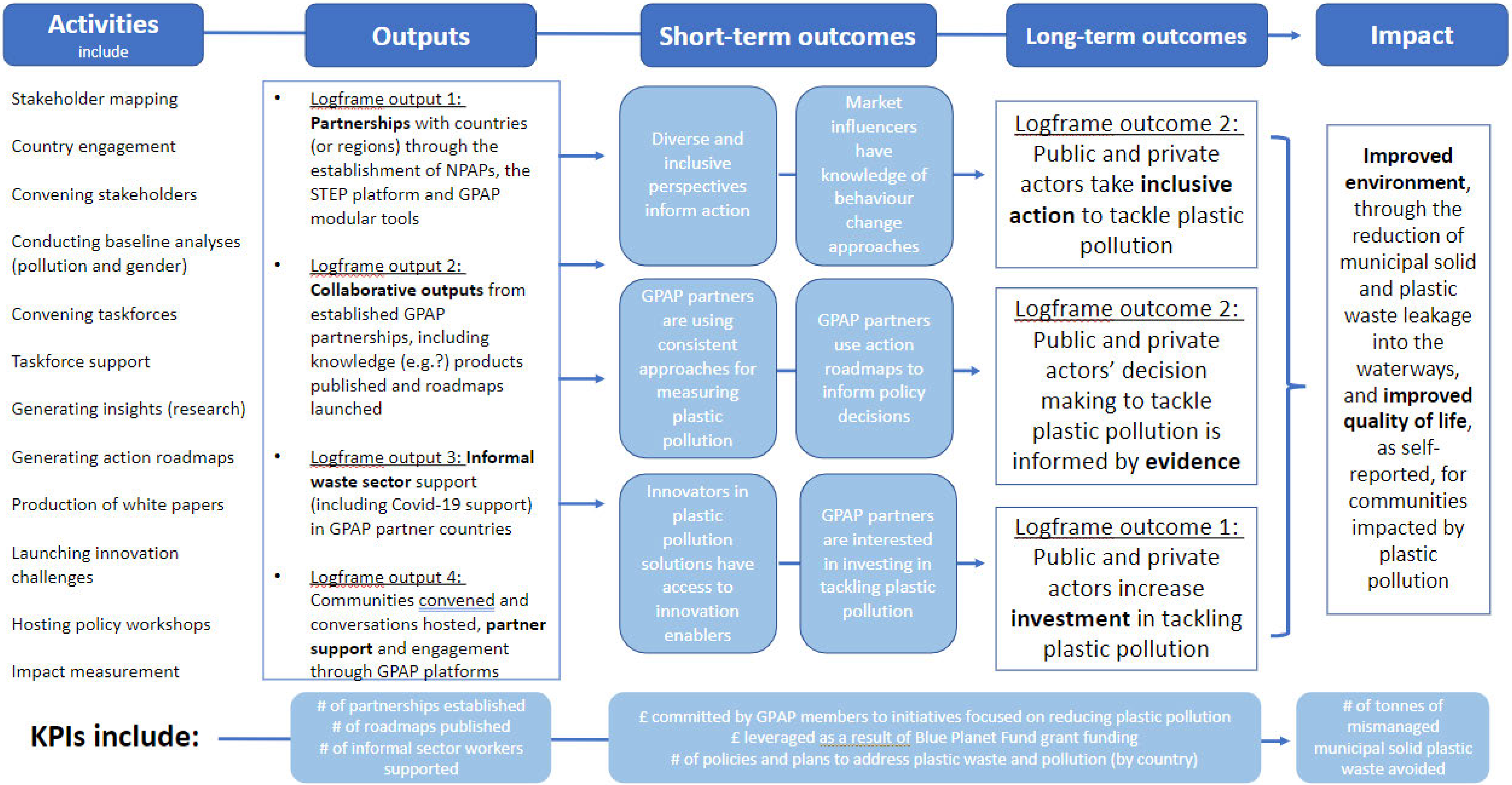

Figure 1: Current GPAP Theory of Change

B2. Describe where the programme is on/off track to contribute to the expected outcomes and impact. What action is planned in the year ahead?

GPAP has reached significant milestones this year, including success in reaching its headline "25 by 25" target[2]. The key outstanding question is whether this breadth can now be matched by sustained delivery across all partnerships, including establishing tried and tested models for long-term NPAP financing.

The *outcome overperformance versus outputs* issue (explored in annual review 23/24) appears somewhat resolved, following an underperformance on both outcomes after the ambition on both targets was increased following overperformance last year. There remain gaps in what is measured at outcome level to track against the Theory of Change, including not tracking full poverty and inclusion outcomes, not tracking global contribution of GPAP on evidence, and on regional and international coordination, knowledge and best practice sharing.

The UK's current business case runs up to March 2026, and the programme is broadly on track to deliver outcomes and outputs. This includes hitting the 25 partnerships target early and is reflected in the increased ambition in outcome targets since the logframe was first agreed (see *Table 4* below). The assessment of impact will depend on the results of the evaluation planned for 25/26.

Outcome progress					
Indicator(s)	**Baseline**	**Original lifetime target**	**Milestone(s) for this review**	**Achieved**	**Progress**
1.1 £ committed by GPAP members to initiatives focused on reducing plastic pollution (disaggregated by three key funding mechanisms*)	905,945	50,000,000	£3,000,000,000	£2,634,486,622	Not met
2.1 # of policies and plans to address plastic waste and pollution influenced by GPAP members in partner countries (disaggregated by countries)	6[3]	30	60	47	Not met

Table 4, Outcome Progress

Outcome 1

At outcome level, GPAP did not meet the increased ambition on leveraged finance. The target increase was built on the assumption that the extremely strong results from the last year - which were skewed by two large contributions in Indonesia led by the World Bank and Asia Development Bank, in cooperation with France and Germany - would be repeated. While the overall figure for leveraged finance remains impressive (£265m in year), as discussed in *Recommendation 2*, GPAP and Defra need to continue to work together to strengthen reporting of this metric.

Defra's picture of how GPAP catalyses finance has improved. This outcome tracks data reported by GPAP/NPAP member organisations on the plastic pollution initiatives they invest in, and the role of GPAP in facilitating these investments. The data is not tracking finance leveraged by the UK contribution into GPAP itself. Instead, it tracks how the UK's funding to GPAP has created the enabling environment for increased investment in plastic pollution initiatives more widely. This enabling environment is created through: influencing and supporting policy development, for example on extended producer

[2] Establishing 25 GPAP partnerships by 2025.

[3] There remains confusion around where this baseline comes from, as it is included in some past logframe and annual reports but not all. Target of 60 was set including it, but the result of 47 does not include it.

responsibility schemes; connecting stakeholders through the Steering Board; creating finance plans and strategies; establishing finance taskforces to bring together Multilateral Development Banks (MDBs) and philanthropies with Civil Society Organisations (CSOs) and the private sector. Examples of initiatives catalysed this way include:

- A project in Indonesia to digitise community-based waste bank operations and improve financial transparency.
- Reuse campaigns in Ecuador's food sector that replaced disposable items with reusables, avoiding tens of millions of single-use products.
- Community clean-up campaigns, lake protection efforts, and cash-for-trash models that incentivised low-income communities to recycle. Partnerships and small grants supported informal recyclers, promoted hygiene, and enabled micro-businesses to participate in the recycling value chain.
- School and youth programmes integrating recycling education.

While the reporting from NPAP managers and survey respondents demonstrates significant financial commitments and positive outcomes, GPAP's MEL systems do not fully capture the breadth of investments influenced or facilitated by the platform or capture in enough qualitative detail how influence works in practice. There is evidence that many investments are being made thanks to GPAP's convening power, technical support, and visibility, but these contributions often go unrecorded due to gaps in monitoring and data collection. As a result, GPAP is not yet able to fully demonstrate its catalytic value in mobilising and aligning financing at national and global levels. Addressing this challenge will require:

- Developing stronger tools and processes to track, verify, and report on investments, influence and connections catalysed through GPAP and NPAPs.
- Enhancing data collection at country level by embedding financial tracking into NPAP governance structures.
- Strengthening partnerships with donors, private sector actors, and governments to encourage shared reporting on aligned investments.

Outcome 2

This outcome measures the major policies and plans that NPAP taskforces and knowledge products influence, and is important for measuring the contribution of GPAP to system change, particularly through measuring support for policies like extended producer responsibility. Performance this year has been below expectation after the target ambition was increased due to over-performance in 23/24 (the original target agreed in the business case had already been exceeded). This should be a focus of the 25/26 evaluation, as it is central to the Theory of Change to bring together how NPAPs contribute to transformational change.

Similarly to outcome 1, while GPAP has made notable progress in supporting the development and influence of policies and plans across partner countries, the main challenge remains around data completeness and attribution. [redacted]

Outcome gaps: poverty and GEDSI

As discussed in *B1,* there remain gaps at the outcome level in assessing GPAP's contribution to poverty reduction. There is a missing link between output level data on poverty and Gender Equality, Disability and Social Inclusion (GEDSI) and impact indicator 2, which measures livelihoods improved by the programme. This is captured in the Theory of Change, but causal pathways should be clarified, with new indicators designed around the results of the 2025/26 evaluation. This should be considered early as part of the Theory of Change review (*recommendation 2*).

Beneficiary feedback from Ghana

The NPAP Ghana visit demonstrated that the programme is relevant and has a positive reputation among stakeholders who made consistently positive references to the effectiveness of the NPAP manager. They have a strong presence in Ghana, maintain a diverse network with which they engage in both formal and informal settings seemingly on a regular basis, and are truly committed to their work. Stakeholders were not wary of providing candid feedback to the NPAP, who have built a lively, trusted and open working culture. The NPAP has been influential in priority areas, including (1) developing an Extended Producer Responsibility (EPR) scheme for Ghana, and (2) on the Global Plastics Treaty, where Ghana holds a leadership position across the African States negotiating group. The NPAP manager has been closely involved in the development of negotiating positions, and senior officials in the Ministry of Environment (MEST) acknowledged the success of this collaboration.

[redacted] Many stakeholders noted the main issue is that the NPAP lacks the mandate to implement, and that the success in supporting stakeholder convening and policy planning risks being undermined by a lack of execution. Similarly, some stakeholders noted frustration that behaviour change campaigns are not always backed by the required infrastructure and services to act on improved understanding of recycling and circularity, which risks increasing frustrations at limited implementation.

2025/26 Evaluation
GPAP have progressed plans to deliver a programme evaluation in 25/26. Defra and GPAP met for a MEL workshop in October/November 2024 to discuss priorities for the evaluation. GPAP launched a call for proposals to select the evaluator in March 2025, working with Defra to select a framework of organisations with right experience. Defra provided further feedback on the technical evaluation criteria. Defra recommended revising the terms of reference to increase focus on poverty impacts and gender equality and social inclusion and added an additional section on value for money (VfM). The evaluation will focus primarily on impact and collect data for the two programme impact indicators. GPAP presented a draft methodology for evaluating impact 1, to be quality assured and developed further by the evaluator, which will assess how much mismanaged waste GPAP has avoided, including contribution analysis given the scale and complexity of measuring changes in waste flows at the national level. GPAP have taken a tiered approach across the programme geographies, with full data collection in the three pilot partnerships that have been in place since 2019, lighter touch in the newer partnerships. Given the limitations of existing data sets and methods for measuring this indicator, the evaluation could provide valuable insights into the most efficient and effective policy measures that developing countries can undertake to reduce plastic pollution.

B3. Justify whether the programme should continue, based on its own merits and in the context of the wider portfolio
The evidence provided in this review demonstrates that GPAP have responded proactively to new requirements from the UK, including delivering against recommendations and priorities set out in the Performance Improvement Plan. Given that GPAP's strategic planning horizon runs to 2030 and is designed to adapt to key developments such as the Global Plastics Treaty negotiations in August 2025, it remains a relevant and responsive initiative. The programme approach aligns with HMG's approach to development more broadly, with a strong focus on building cross-sectoral partnerships that meet the needs of developing country partners around sharing policy expertise and best practice, capacity building and creating the conditions for increased investment. [redacted] Any further extensions beyond that should be informed by the findings of the 2025 impact evaluation and the evolving international context following the treaty negotiations. This will enable the UK to make an informed decision based on more detailed VFM and impact analysis. The programme should continue on its own merits and within the wider portfolio context. Defra and GPAP agreed a contract change notice (CCN) support until March 2026, which covers full disbursement of total funding approved under the current business case.

C. DETAILED OUTPUT SCORING

Output Title	Partnering with countries through the establishment of NPAPs.		
Output number:	1	Output Score:	A+
Impact weighting (%):	20	Weighting revised since last AR?	No

Indicator(s)	Milestone(s) for this review	Progress
1, # of partnerships established	21	25, Exceeded

C1. Briefly describe the output's activities, and provide supporting narrative for the score.
This output tracks the number of countries where GPAP has established a partnership, and reports against ICF TA KPI 1[4]. GPAP has reached its end-of-programme target to launch 25 national partnerships one year early following concerted international engagement and reflecting strong country demand and growing visibility of GPAP in global and regional fora, particularly through engagement at the Intergovernmental Negotiating Committee (INC) sessions[5] and strategic outreach by GPAP's regional and global teams. This reporting year saw partnerships launched in Bangladesh, Dominican Republic, Guatemala, Gabon, Angola, Senegal, Tanzania, Kenya and Paraguay. This milestone makes GPAP the largest international platform dedicated to tackling plastic pollution through nationally driven, multi-stakeholder partnerships.

The programme is shifting focus to prioritise sustainability of the existing partnerships to transition all 25 to be independent of direct funding from GPAP by 2030. 'Launch' is defined by a public commitment from the partner country to establish the NPAP. The partnerships are then confirmed through MOUs with a partner ministry and the procurement of an NPAP host secretariat. As of this year, 21 partnerships have signed an MOU and 18 have procured an NPAP secretariat. While reaching 25 countries is a major milestone, securing the continuity of partnerships beyond March 2026 remains a challenge due to long term funding uncertainty. This risk is compounded by the impact of political or machinery of government changes, which often mean stable partnerships require increased engagement and support later in the delivery cycle. Furthermore, the process for 'graduating' partnerships to be independent of GPAP direct funding is still not fully tested. Overall, this output has been scored an A+.

C2. Describe any changes to this output during the past year, and any planned changes as a result of this review.
The output title was amended from:
Partnering with countries (or regions) through the establishment of NPAPs, the STEP platform[6] and GPAP modular tools to take action on plastic pollution and assemble stakeholders to catalyse the transition to a circular economy
to
Partnering with countries through the establishment of NPAPs.

This reflects the fact that GPAP no longer uses the STEP platform and all partnerships under the programme are described as NPAPs. As recommended last year, GPAP have updated reporting to provide more detailed data on which partnerships have an MOU in place and partnership progress status to track progress to the next strategic milestone of graduating all 25 partnerships by 2030. This is set out in the NPAP summary table, *annex B*. **In future, this output should be reframed to track the number of partnerships that reach the sustain phase.**

C3. Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead

[4] ICF TA KPI 1: Countries supported by ICF technical assistance
[5] To negotiate a Global Plastics Treaty
[6] STEP: Systems Toolkit to Eliminate Plastic Pollution, a digital GPAP platform that is no longer part of the delivery model

GPAP responded positively to strategic direction from Defra to prioritise African partnerships, in particular with least developed (LDC) or lower-middle income countries (LMIC). Defra and GPAP held an Africa partnerships workshop to discuss priority countries and the selection process. All four countries without an MOU are in Africa, where engagement and set up has been more challenging. Zambia in particular has faced repeated delays to agreeing its MOU, due to bureaucratic processes and a lack of sustained engagement from the public sector. Partnerships with Tanzania and Kenya have progressed more quickly, largely thanks to on-the-ground engagement, with country missions speeding up initial discussions and the MOU process, and establishing trust and buy-in from the public sector. This process has been supported by the BPF's East Africa Regional Coordinator and posts in those countries, for example in Kenya where post connected the GPAP team with UNCTAD and the Environmental Coalition on Standards (ECOS) and UNEP in Nairobi. GPAP are drawing lessons from this contrast, including the value of targeted missions and presence on the ground in the initial partnership stage, and that early engagement with post may be very helpful to test local government appetite and to support political and technical dialogue.

Different partnerships have progressed at different rates, with some newer partnerships progressing very quickly thanks to very strong public sector engagement, for example in the Dominican Republic and Panama. GPAP has evolved the timeline for setting up NPAPs, including running procurement for the NPAP host organisation and consultancies to provide baseline plastic analysis in parallel, saving time.

Output Title	Developing collaborative outputs from established GPAP partnerships		
Output number:	2	Output Score:	***B***
Impact weighting (%):	30	Weighting revised since last AR?	No

Indicator(s)	**Milestones for this review**	**Progress**
2.1, # of partner countries or governments measuring plastic pollution (disaggregated by use of GPAP baseline tool or other)	17	15, under target
2.2, # of roadmaps published (disaggregated by geography and impact area)	13	14, exceeded
2.3, # of NPAP knowledge products published (disaggregated by type and target audience)	20	19, under target

C1. Briefly describe the output's activities, and provide supporting narrative for the score.
This output tracks the main resources and knowledge products created by the NPAPs. These publications measure how the partnerships are supporting countries through improved data, policy support, and integrating gender equality and social inclusion into decision making. The indicators are linked, with the first (*2.1*) capturing the first activity for the NPAPs – an independent baseline assessment of plastic waste which is used to calculate projections that are brought together with other analysis and stakeholder feedback in the NPAP Action Roadmaps, measured in *indicator 2.2*. Data from the baseline assessment is used to create a comprehensive analysis of low, medium and high ambition scenarios, with associated priority actions. Indicator 2.3 measures the number of other knowledge products published by NPAPs. These include GEDSI analyses of the plastic value chain (published by Peru and Ghana this year), and other thematic knowledge products including publications on the linkages between plastic pollution and biodiversity, trade (published by Panama this year), or finance plans and strategies.

Across all partnerships, GPAP GEDSI assessments[7] provide a significant contribution to the global evidence base on the challenges facing workers in the informal waste sector. The assessments help the Action Roadmaps to be gender responsive – ensuring the policy and other actions they recommend consider the needs of, and impacts on, workers in the informal sector and others marginalised groups.

[7] NPAP GEDSI assessments have been published as GESI/GEDSI assessments or social context assessments, which are used interchangeably. Most but not all the assessments consider disability as an intersectional barrier, particularly in the context of informal waste sector workers.

Through the annual survey, GPAP collects data on how roadmaps and other knowledge products are actively used by stakeholders. This year, 76% of 153 respondents indicated they or their organisation have used the roadmap to influence strategies, plans, policies, or other initiatives, with 77% describing the product as somewhat (44%), very (24%) or extremely (9%) influential, an 11% increase on 23/24 data (36%, 26%, and 4% respectively). This is supported by qualitative data describing these applications, including:

- Providing a key reference for aligning national policies, shaping local programmes, and setting targets, informing circular economy policies, financial inclusion efforts, and regulatory engagement.
- Integration into corporate strategies, including those that promote community driven recycling, for example by RecyclePoints in Nigeria
- Use in workshops and community awareness campaigns to strengthen understanding and ownership of plastic reduction strategies, particularly among government officials and community groups
- Influencing decision making on packaging design choices and optimising waste collection systems
- Demonstrating the importance of including the voices of vulnerable groups in decision-making processes.

Overall, this output has been scored a B.

C2. Describe any changes to this output during the past year, and any planned changes as a result of this review.

The target for indicator 2.1 was increased from 9 to 17, a significant increase as a result of GPAP increasing the efficiency of the delivery model by streamlining procurement of the NPAP host organisation with procurement of the consultancies to deliver the baseline assessments.

The target for was 2.2 decreased from 20 to 13 following a change in approach to roadmaps and slow progress in 23/24. Previously GPAP envisioned publishing multiple thematic roadmaps for each partnership. This approached has changed to a single action roadmap that sets out different policy scenarios for plastic pollution based on the baseline assessment, and highlights the priority actions under each. No changes suggested for the next review.

C3. Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead

GPAP's annual report 24/25 highlighted four important lessons learned in this area:

1. As the international community prepares to adopt a plastics treaty, countries will require actionable national plans. GPAP must ensure NPAP roadmaps are recognised as credible, treaty-aligned delivery frameworks, not as parallel or disconnected efforts. Engagement with the treaty negotiations (as an observer) and coordination with national focal points will remain a core priority in 2025–2026.
2. A closed group of global consultancies has carried much of the technical load across countries. Repeated high-pressure assignments risk increasing delivery delays. For 25/26, GPAP is broadening its delivery base by engaging additional firms with strong local presence and technical expertise.
3. GPAP's current donor support ends in March 2026, at the point when NPAPs should be transitioning from roadmap development to implementation. [redacted]. GPAP should prioritise sustainability planning is being embedded into all NPAP workplans, with an emphasis on fundraising for the programme's core activities.
4. With 25 NPAPs now active, the key challenge has shifted from expansion to ensuring sustained energy, relevance, and delivery impact. There is a growing risk that some countries may slip into "business as usual" after the initial excitement of the launch phase, particularly where political priorities shift or institutional follow-through is uneven. GPAP is working to strengthen NPAP networks at both national and regional levels, fostering platforms for peer learning, joint problem-solving, and coordinated action that help keep NPAPs visible and relevant. This includes: 1. Supporting the emergence of regional NPAP clusters, to encourage cross-national collaboration; 2. Intensifying efforts to diversify funding sources and co-financing opportunities, reducing dependency on single donors and enhancing long-term resilience. GPAP should explore how learning can be made accessible to countries outside the NPAP network to

broaden impact without implementing the full NPAP delivery model, particularly in the context of treaty implementation.

Ghana field visit beneficiary feedback: The inclusion of marginalised voices in the NPAP's work (knowledge products consultation, task force representation) was very positive, but concerns around inclusive implementation and long-lasting impact of the NPAP strategies remain. There appears to be meaningful engagement of waste pickers in current NPAP processes, promoting visibility and inclusive decision-making. There was some frustration from CSOs that inclusive approaches are tokenistic or performative, linked with the frustration at slow implementation particularly from the public sector.

Case Study: Gender Equity and Social Inclusion Analysis of the Plastic Value Chain in Peru

The analysis adopts an intersectional approach to address the complex interactions between discrimination and marginalisation. It aims to ensure that the National Plastic Action Roadmap includes actionable, inclusive strategies and policies that do not leave behind the most marginalised populations in Peru.

The Peru GEDSI Analysis was launched in March 2025, with the objective of assessing how plastics affect marginalised groups in Peru, including women, socioeconomically disadvantaged individuals, informal sector workers, and communities near water bodies.

KEY FINDINGS:

1. Femininisation of Plastic Management: Women disproportionately handle plastic products due to societal roles, facing economic barriers to sustainable practices.
2. Disconnect Between Policies and Economic Realities: Vulnerable populations rely on affordable plastic products, creating a gap between environmental initiatives and economic constraints.
3. Precarious Public Cleaning Work: Public cleaning workers face stigmatization, poor working conditions, and lack of adequate protection.
4. Challenges in Recycling: Despite efforts to formalize recyclers, many still work under precarious conditions without access to social benefits.

Peru NPAP field visit finding:
Stakeholders highlighted the GEDSI report as essential for designing incentives for the informal sector and for collaborating directly with municipalities and the Ministry of Environment to establish a comprehensive strategy for tackling plastic pollution that integrated the informal sector. WWF Peru informed that they would incorporate the findings into the roadmap to ensure its recommendations were gender-aware.

Output Title	Supporting the informal waste sector in GPAP partner countries		
Output number:	3	Output Score:	*A++*
Impact weighting (%):	30	Weighting revised since last AR?	No

Indicator(s)	**Milestone(s) for this review**	**Progress**
3.1, # of people working frontline in the informal waste sector supported by GPAP projects and activities (disaggregated by gender and geography)	14,000	20,337, exceeded (cumulative)
3.2, # of informal sector livelihood projects	24	24, Met

In-year results disaggregation					
Country	**Total**	**Female**	**Male**	**Rural**	**Urban**
Nigeria	5529	3914	1615	3089	2440
Viet Nam	420	390	30	340	80

Peru	51	20	31	0	51
Ghana	381	245	136	28	353
India	2000	1500	500	0	2000
Mexico	10	3	7	0	10
In-year totals	**8391**	**6072**	**2319**	**3457**	**4934**

Table 5, Output 3.1 disaggregation

C1. Briefly describe the output's activities, and provide supporting narrative for the score.
This output tracks the portion of the UK's grant that provides targeted, direct support to the informal waste sector in GPAP countries through grant funding to local waste management organisations to deliver a range of technical, capacity and financial support. As with most competitive grant schemes, the interest and awareness of the opportunity has expanded between each round. GPAP received approximately 100 applications for this funding round, and selected a total of 12 projects from Ghana, Nigeria, Ecuador, Mexico, India, Viet Nam, and Peru, up from 6 last year. Defra engaged in the project selection process, including collating feedback from the BPF regional coordinators for projects in Latin America and the Caribbean and Southeast Asia, to ensure feedback considered the wider context of the UK's partnerships and programming under the BPF, and mainstreamed Defra's priorities on poverty reduction and GEDSI.

After struggling to meet results for the last two years, results from this round of projects have surpassed both the revised target (lowered after last year's review) and the original target. The results reflect a clear response from GPAP to Defra's steers to ensure a focus on Africa, with a strong cohort of projects in Nigeria and Ghana, and ensure support for women waste workers is prioritised, with women making up 76% of beneficiaries. This over-achievement, combined with strong qualitative data reported by GPAP and collected through a programme team site visit to two projects in Accra, Ghana, justify the A++ score for this output.

Some example projects include:

- In Nigeria, the African Women Power Network's EcoAction Summit and training sessions equipped women entrepreneurs and informal workers with business planning, pitching, and sector knowledge - improving their ability to secure funding and grow their businesses. Young Advocates for a Sustainable and Inclusive Future (YASIF) exceeded its goal, empowering over 1,340 women and youth across nine communities with upcycling skills and business management capabilities.
- In south Lima, Peru, Sinba led efforts to professionalise and formalise recycler communities. Their integrated approach combined leadership training, financial literacy, provision of protective equipment and tools, and education campaigns for both recyclers and the public.
- In Viet Nam, GreenHub and Vietcycle focused on building capacity for women informal waste workers and improving working conditions. GreenHub's efforts supported over 120 women in Phu Yen, including the formation of three Women's Recycling Clubs.

Overall, this output has been scored an A++.

C2. Describe any changes to this output during the past year, and any planned changes as a result of this review.
The target was significantly decreased last year following a learning that the switch from support on COVID-19 to more tailored and targeted livelihoods support (ranging from health insurance packages to micro-finance, health and safety and technical training, access to technology) had result in decreased outreach. However, as the number of projects has expanded, this trend has been reversed, with this year's result significantly surpassing both the revised target (14,000) and original target (18,800). We also added an additional indicator to track the number of sub-grants funded.

In the coming year the targets should be revised again according to the average number of people reached and the number of expected projects for the 25/26 round of grants.

C3. Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead
GPAP provided a summary to Defra of lessons learned from this year's projects. Important learnings included currency requirements – with projects submitted in Swiss Francs (CHF) by partners where

banks could not process payments in that currency leading to significant delays in the transfer of funds and implementation.

Many of these organisations lack the financial reserves to pre-finance activities, making advance payments essential. This can strain timelines, especially where contractual or banking procedures are complex. In addition, the compressed implementation period—driven by funding cycles—adds pressure, limiting flexibility for adaptive management. Smaller organisations, particularly those operating in informal or high-risk environments, are more exposed to safeguarding risks. These may include:

- Inadequate internal safeguarding policies or reporting mechanisms
- Increased exposure to community-level conflicts or exploitation risks
- Limited capacity to monitor and manage third-party risks (e.g. subgrantees or informal intermediaries)

GPAP are taking forward three key lessons from this round: (1) provide tailored support during grant setup to ensure safeguarding measures are in place and understood; (2) structure disbursements to balance risk management with the cash flow needs of small grantees; (3) offer direct mentoring and guidance on administrative and reporting requirements to reduce barriers for local actors.

Defra's picture of the qualitative impact of these projects has been strengthened significantly, both by improved partner reporting and field visits by the Defra programme team (to Ghana) and Latin America regional coordinator (to Peru and Ecuador). This should be used to inform updates to the Theory of Change, and factor in the Theory of Change for poverty reduction in Defra ODA.

Ghana NPAP field visit finding – informal waste sector investment

The longevity and sustainability of support to the informal sector remains a concern, and this hinges on scaled and inclusive public and private investment in waste management, that builds on and implements the inclusive recommendations of the NPAP knowledge products. Informal sector partners expressed frustration that CSOs and recycling businesses are currently bearing the full cost of setting up and running recycling infrastructure and collection, which should be funded by a share of public and private investment. Informal sector and recycling projects perceived themselves as a 'laboratory' for testing which community waste management approaches work, but added that they rely on the NPAP and Ministry to expand and scale their proof of concept. Furthermore, as investment increases, there is a risk that waste pickers and other workers in the informal sector could be left behind.

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(s)	**Milestone(s) for this review**	**Progress**
4.1, # of innovators reporting benefits through interaction with GPAP's platform	55	47, below target
4.2, % of GPAP partners who are women (W) and/or from traditionally marginalised groups (TMG) (self-identified through GPAP member survey, disaggregated by women and marginalised groups)	50% (W); 20% (marginalised groups)	47%; not reported; below target

C1. Briefly describe the output's activities, and provide supporting narrative for the score.
These output indicators measure (1) how effectively the GPAP partnerships support innovation by partners, and (2) the increasing representation of women and other traditionally marginalised groups across all partnership members. One of GPAP's aim is to support new, innovative solutions to tackling

plastic pollution across the plastics lifecycle. The NPAP model allows smaller businesses to engage with investors and policy makers to help encourage projects that align with partner government ambitions and have the finance to scale.

GPAP collects qualitative data on what benefits to innovators means in practice. The majority of innovators highlighted increased business visibility within the plastics ecosystem and access to new partnerships as key benefits, with some also citing improvements in knowledge, skills, and ability to engage in policy discussions.

Across GPAP's activities, 47% of reported partners are women, 46% are male and 7% either did not specify or record a response. This result falls slightly short of the target of 50% women and the 20% target for representation from traditionally marginalised groups, however the 7% uncertainty suggests the target may be achieved. GPAP collected views from members across the NPAP network on the impact of the programme in mainstreaming inclusive approaches, showing small improvements on 23/24 data:

- **19% saw no change,** highlighting the need for ongoing efforts to reach and support all partners in mainstreaming inclusion. **Down 2% from 21%**
- **24% noted a slight change,** reflecting minor inclusivity improvements linked to GPAP collaboration. **Down 6% from 30%**
- **35% reported a moderate change,** stating their work has become more inclusive through the partnership. **Up 8% from 27%**
- **17% experienced a significant change,** recognising the partnership as a key enabler of inclusion. **Down 1% from 18%**
- **5% described a transformational change,** with GPAP playing a central role in fundamentally shifting their inclusivity approach. **Up 1% from 4%**

Overall, this output has been scored a B.

C2. Describe any changes to this output during the past year, and any planned changes as a result of this review.
The target for 4.2 was updated to maintain the result from last year: across GPAP network of NPAP communities, 50% of members are women and 20% self-identify as coming from traditionally marginalised group.

C3. Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead
As the tracking of innovators is not consistently relevant across partnerships, this output should be reviewed and revised to consider the wider inclusion impacts of GPAP, and or capturing the outputs GPAP delivers at the regional and global level as a convener, which is increasingly relevant in the context of the Global Plastics Treaty negotiations and GPAP's work through the Finance Coordination Group on circular economy investment. This might be through:

- Tracking the participation of informal sector organisations in GPAP taskforces or publications;
- Tracking how GPAP opens up decision making to marginalised groups. Overall data on representation of women and other marginalised groups remains a good proxy for this; but the innovators indicator is out of place and lacks context.
- Tracking regional convening

D: RISK

Overview of risk management
Risk governance in Defra is managed across several levels. In the first instance risks are recorded in the programme risk register and discussed at monthly BPF Programme Management Meetings (PMM). Significant new or out of appetite risks are escalated directly to the head of evidence and analysis and the portfolio deputy director. Where major risks are relevant to wider BPF portfolio, they are escalated up to the BPF Joint Management Board (JMB) or Director International Biodiversity and Climate and the ODA board. PMM meetings help to ensure the programme team regularly review and discuss risks and issues.

Defra and GPAP have continued to strengthen their joint approach to risk management, with the development of a shared risk register that is reviewed on a monthly basis. While this marks good progress, further work is needed to enhance GPAP's internal risk management processes - particularly in terms of how risks are communicated and discussed with donors through the quarterly Steering Board. Defra has aligned its own risk register with the updated template used across the ODA portfolio, refreshed its risk appetite, and prioritised monthly updates to ensure consistency and responsiveness. The Top Risks Table is included in Annex D, with the full risk register available on request. [redacted] Overall, risks remain broadly within appetite, [redacted] However, strategic, contextual, and programme delivery risks continue to present significant pressure and will require ongoing attention.

Overall risk rating: medium

Risk Management by Category

1. **Strategic and Context (open – high residual risk in appetite)**

The most significant strategic risks during the programme year relate to global ambition on tackling plastic pollution and delayed progress in the agreement of international legally-binding instrument on plastic pollution. GPAP has mitigated this risk by expanding to be largest initiative of this type, supporting ambitious action at the national level in the 25 countries that have joined the coalition. It has also supported the broader negotiations by embedding the programme in the INC process through using the NPAP network to facilitate regional and national discussions on the negotiations. To ensure that post-treaty implementation builds on the achievements of GPAP to date, it will need to respond and adapt around the conclusions of the negotiations, particularly the establishment of a funding mechanism or national reporting framework. [redacted] **Residual risk is within appetite.**

2. **Delivery and Operational (cautious – medium residual risk in appetite)**

GPAP has limited impact data and such insights are dependent on an ambitious evaluation. Defra and GPAP have mitigated this through close collaboration on evaluation design, with support from ISBF MEL and creation of an evaluation steering group. GPAP received two proposals for the evaluation, both of which were high quality. **Within appetite.**

3. **Financial and Fiduciary (cautious – medium residual risk in appetite)**

Fraud risk is captured through the programme fraud risk assessment, which outlines the specific mitigations and controls in place for different types of fraud risk. These controls include robust processes for downstream partners changing bank details, procurement managed through an independent procurement team in WEF, clear financial and results reporting requirements, and claw back mechanisms in Defra's grant agreement, and downstream grant agreements. Exposure is highest in the informal sector grants. Across the review period, one incident of solicited bribery linked to grant awards was reported during the year; it was unsuccessful and appropriately escalated. GPAP has taken a cautious approach to managing this risk by centralising the selection process for informal sector grants, rather than delegating to NPAPs, which has helped maintain oversight. The strong relationship between the global GPAP team and grant recipients was instrumental in identifying the issue—highlighting the value of close engagement. In this instance, the incident was uncovered before the mechanisms in place for this type of fraud would've been tested (through project financial reporting and audit). [redacted] Defra has further strengthened fraud protections [redacted] This has reduced Defra's exposure to fraud and value-for-money risks, [redacted] **Overall, residual fraud risk remains within appetite, supported by WEF's robust financial controls for managing downstream partners.**

4. **Project and Programme (open – high residual risk in appetite)**

Project-level risks remain a key area of focus for Defra and GPAP, particularly in relation to the programme's long-term sustainability. While GPAP's current programme timeline extends to 2030, the UK's approved funding is set to conclude in March 2026, creating a significant funding gap for planned activities and posing a risk to the continued relevance and viability of all 25 partnerships [redacted] Another major risk relates to the partnerships' ongoing reliance on grant funding, with older partnerships—such as those in Indonesia and Ghana—facing challenges in transitioning to self-sustaining financial models. In response, GPAP is reviewing the sustain phase approach, clarifying the division of responsibilities between NPAP host organisations and the global team, and directly supporting transition planning in key countries. A flexible blueprint for transition is also under consideration. Additionally, there is a GEDSI risk that increased investment and formalisation in the waste and circular economy sectors could marginalise informal sector workers. GPAP mitigates this through targeted initiatives such as inclusion taskforces, the informal sector grant, and international advocacy for a just circular economy, including platforms for informal sector voices.

[redacted]

[redacted]

5. Reputational (cautious – medium residual risk in appetite)

During the review year no major reputational risks were identified.

6. Safeguarding (cautious – high residual risk out of appetite)

Defra's SEAH safeguarding risk assessment conducted in August 2024 found the programme medium-high risk for SEAH and identified it as a priority for strengthening mitigations due to the complex delivery chain and work with particularly vulnerable people working in the informal waste economy. In response to the findings, Defra and GPAP agreed a SEAH Safeguarding action plan and held an initial SEAH workshop with GPAP in March 2024. Since conducting the assessment, Defra and GPAP have updated the terms of the grant agreement in line with the most up-to-date language on SEAH safeguarding, and added SEAH risk as a regular point of discussion in monthly meetings, and measure safeguarding risk in organisational and joint risk logs. In March, the Defra ODA Hub SEAH safeguarding lead joined the programme team delegation to visit the Ghana NPAP, summarised in trip finding #9 below.

The SEAH workshop and visit findings clarified Defra's expectations on grant recipients and shared knowledge on expectations to report across NPAP leads. However, they also identified where progress still needs to be made to implement the grant agreement requirements. Defra recognises some actions are significant organisational changes that will take time to implement, however they should be pursued as a priority.

- WEF to consider developing a standalone safeguarding policy in addition to the code of conduct. If this cannot be achieved at organisational level, GPAP should develop their own safeguarding guidance at programme level
- WEF to explore SEAH support, training and knowledge sharing for NPAP GESI advisors, with the participation and support of NPAP leads

- Embed SEAH training for downstream partners, as part of NPAP host organisation onboarding / informal sector grant process
- Support and knowledge sharing at the NPAP level, with a focus on NPAP managers and making sure approach is designed with consideration of the cultural context, which can link in with assessing reporting procedures at the NPAP level,
- Conduct a broader audit of channels available across the GPAP network for raising concerns, and fill gaps as needed

Residual risk remains out of Defra's appetite for SEAH safeguarding and the programme team will continue to work with GPAP to prioritise implementing the SEAH action plan.

Ghana NPAP field visit finding: SEAH safeguarding

The trip supported our assumptions about the challenges associated with monitoring and reporting SEAH on the ground - with those most at risk facing challenges in speaking up. The ability to report is a privilege linked to workplace and societal culture. As well as working to embed and establish our safeguarding processes in our programmes, we need to keep just as much focus on promoting and encouraging the safe to speak up culture and making sure it reaches the grass roots of the programme. This is a complicated ask, and we need to understand concrete steps that are within our influence, like reporting mechanisms, should someone want to come forward and ask for help.

There was a general unawareness of SEAH safeguarding from those on the ground - most of the people we spoke to thought safeguarding meant health and safety.

There was a disconnect between downstream partners and UK SEAH safeguarding requirements. The further down the delivery chain the partner is, the more the safeguarding requirements we expect seemed to be lost or diluted. [redacted]

Awareness of SEAH is patchy across the tiers but partners we spoke to had their own arrangements that usually involved local authorities, which isn't necessarily in line with our survivor-centred 'do no harm' approach, but seemed to be taken very seriously in their own contexts. We were pleased to see clear reporting signposting around the site of a subgrant recipient. These findings will support new and strengthened actions in the GPAP SEAH action plan.

E: PROGRAMME MANAGEMENT: DELIVERY, COMMERCIAL & FINANCIAL PERFORMANCE

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

GPAP and Defra continue to have strong, close working relationship. Over the past year, the partnership has made progress in improving programme oversight and reporting. Quarterly reports continue to provide a high level of detail, and the trial of a new annual report format for 2024/25 has been a success—with a clearer structure and more open discussion of risks and challenges, reflecting GPAP's commitment to meeting Defra's reporting expectations. Monthly meetings have also improved, with a clearer framework now in place for tracking milestone progress, approving changes to budget forecasts, and linking narrative reporting to financial data to support value-for-money assessments. Looking ahead, Defra and GPAP will work together to strengthen financial reporting for 2025/26, with the aim of increasing the regularity of accruals and the timeliness of payments. Notably, the two teams have made significant progress in joint risk management, including the creation of a shared top risks register—updated monthly—and collaborative mitigation planning for key risks such as programme sustainability and SEAH safeguarding. While there was a delay, the programme delivery chain map has now been shared with Defra, contributing to improved programme visibility.

GPAP and Defra signed two contract changes in the review year. The first (CCN005) updated the terms of the grant agreement to reflect Defra's most up to date language, covering a range of ODA compliance points on SEAH safeguarding, financial and results reporting and delivery chain mapping. CCN006 confirmed the extension of the UK contribution by £2.5m up to March 2026, the last portion of funding approved in the GPAP business case. The process for agreeing these contracts was generally smooth, although GPAP were delayed by WEF legal and commercial checks in signing updated contract terms (CCN005). For CCN006, GPAP agreed via the 25/26 extension to remove a special condition that enabled them to expense the full cost of downstream contracts on signature, rather than when the costs under those contracts were incurred by GPAP.

Financial reporting and forecasting:
GPAP provided their annual independent audit one month late due to a change in supplier but communicated this to Defra in a timely fashion. The audit raised no concerns. The timing of invoices and payments remains inconsistent, and Defra should work with GPAP to establish a more reliable pattern of forecasting and costs evidence submission and accrual at month end, and payment by the second month after the end of the quarter (e.g. for a Q1 payment, Defra accrue costs in June and processes payment in August. [redacted] The dates and process were laid out in the grant extension for 25/26, CCN006.

[redacted]

GPAP has cooperated positively with Defra conducting fraud and error checks as the in-year grant value is over the £5m threshold. The checks raised no concerns.

Ghana Field Visit
The Defra International Sustainable Blue Finance (ISBF) team and ODA Hub conducted a field visit to Accra, Ghana, from 10-14 March 2025 to inform this Annual Review. During the visit, the Ghana National Plastic Action Partnership (NPAP) was collaborating with the UK Centre for Environment Fisheries and Aquaculture Science (CEFAS) to deliver a workshop on abandoned, lost or otherwise discarded fishing gear (ALDFG), funded through Defra's Ocean Country Partnership Programme (OCPP).

GPAP launched the Ghana partnership as one of three pilot partnerships in 2019, making it the second-longest running in GPAP's network. The partnership is approaching the final phase of GPAP delivery model, where the partnership transitions from reliance on ODA funding to be financially self-sustaining. The partnership in Ghana is delivered by Impact Hub Accra, a consultancy focused on social innovations and building partnerships to work towards achieving the UN Sustainable Development Goals (SDGs).

The visit itinerary included meetings with members of the NPAP community, including public and private sector, civil society and representatives of the informal waste sector. The meetings targeted stakeholder perceptions of the effectiveness of the NPAP, including: how it has created an enabling environment for investment, how it supported policy development, how it fosters inclusion, and how prepared it is to be financially self-sufficient. Through the informal sector sub-grant visits we aimed to understand the poverty and GEDSI impacts, the awareness of SEAH safeguarding given these programmes work closely with vulnerable groups, and any barriers and challenges to delivery of the current grant round.

Peru Field Visit
The BPF Latin America regional coordinator undertook a field visit to the Peru NPAP. In coordination with WWF Peru, the NPAP host organisation, a series of interviews were conducted with key stakeholders involved in the NPAP and informal sector project delivered by Sinba. These interviews took place on March 5th, 6th, and 7th in Lima, Peru. The discussions aimed to gather insights from various actors, including representatives from the recycling sector, government agencies, private companies, and non-profit organizations, to assess the progress and challenges in implementing sustainable plastic waste management practices.

Although NPAP Peru had been launched less than a year prior to the interviews, in August 2024, all interviewees emphasised that it already serves as a valuable convening platform. They highlighted its unique ability to bring together diverse stakeholders from both the public and private sectors to openly share findings and perspectives with potential to develop sustainable and impactful solutions, something rarely facilitated by other platforms.

Paris Alignment
The GPAP business case explains how the plastic pollution crisis is incompatible with the goals of the Paris Agreement: without action, GHG emissions associated with plastic production, use and disposal in 2040 would account of 19% of the total emissions budget if we are to limit global heating to 1.5°C, which is untenable. Scientific evidence links a carbon intensive plastics value chain to adverse outcomes for the climate. As stated by Pew and SYSTEMIQ's Breaking the Plastic Wave (2020), and quoted in GPAP's Vietnam national roadmap: "A reduction of plastic production— through elimination, the expansion of consumer reuse options, or new delivery models—is the most attractive solution from environmental, economic, and social perspectives. It offers the biggest reduction in plastic pollution, often represents a net savings, and provides the highest mitigation opportunity in GHG emissions. Open burning of plastics results in high levels of toxic chemical release and greenhouse gas (GHG) emissions."

GPAP will be a key driver in the implementation of the Legally Binding Instrument on Plastic Pollution currently undergoing negotiations. Envisioned funding to support the Treaty through another Defra team will have a significant ICF classification owing to the strong link between the contribution of the plastics lifecycle to climate change and GHG emissions. The climate benefits are significant with GPAP partner countries electing to include such benefits in their NPAP action roadmaps and analyses. For example, Indonesia: "A second environmental effect is the curbing of greenhouse gas (GHG) emissions and air pollution. Under the SCS, Indonesia would avoid emissions of 10 million tonnes of GHG (CO_2 equivalent) per year in 2025 and 20 million tonnes per year in 2040."

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

Overview
The GPAP business case provided an estimated BCR of 1:7 based on one monetised benefit, an estimated 17-22 million tonnes of avoided municipal waste per year, valued based on revenue from recovered plastic, reduced social costs and carbon savings. The business case acknowledged this assessment was illustrative and did not consider attribution or additionality. It was revised down considerably for logframe target for the waste-avoided indicator, which was set at 5 million tonnes, total cumulative and attributed municipal mismanaged waste avoided by 2026.

The evidence available to assess programme VfM has not changed significantly since last year's annual review. Based on current evidence, GPAP is broadly on track to deliver the level of VfM anticipated in the BC, once UK attribution and additionality are taken into account. Output performance in 2024/25—particularly the early achievement of the "25 by 2025" milestone and the expansion of informal sector support—suggests improvements in economy and efficiency. This is also supported by strong outcome data, particularly over the last two years. However, the absence of impact data, and the fact that the outcome-impact links remain untested, constrain a full VfM assessment and a more comprehensive review of the modelling presented in the BC. These gaps are being addressed through the 2025/26 independent evaluation, which will provide updated BCR analysis and assess causal pathways to impact. Data on Impact Indicator 1—tonnes of mismanaged municipal solid plastic waste avoided—will be essential. The evaluation data should provide a more reliable assessment, drawing on the baseline analyses conducted in each country and applying contribution analysis to assess how much reductions in each country resulted from the work of the NPAPs. Furthermore, as noted in *Section B*, limitations in the current Theory of Change constrain our understanding of how outputs causally link to outcomes and impacts, particularly for social impacts. These concerns should be addressed through the TOC review recommended in *Section A.* These gaps affect our ability to fully assess efficiency and effectiveness. Last year's review stated that the evaluation would conclude in early 2025; the final report is now expected by March 2026, aligning with the final review of funding under the current business case.

In summary, GPAP's performance this year supports a fair VfM rating, with the potential to demonstrate good VfM if the **evaluation provides clear evidence that these results have resulted in impacts, particularly reduced mismanaged waste.**

Economy
Economy considers whether the inputs required for a project are being procured at the best price. In 2024/25, GPAP's £5.5 million budget was primarily driven by personnel (£1.80 million), NPAP development and delivery (£1.58 million), and impact-area activities (£1.46 million), including the delivery of the National Analysis and Modelling (NAM) Tool and support to the informal economy. For the last two years, the Defra contribution has covered the majority of GPAP's budget (table 1, section A), and therefore its full resourcing costs. In future years it is expected that these costs will be divided more evenly between donors, which should strengthen Defra's value for money as our contribution will be focused on activities most directly linked to delivering benefits. GPAP's personnel costs cover their global team, operational management, communications, NPAP leads for each region, policy specialists (GEDSI), MEL and their senior leadership. Each of these positions contributes to the effective implementation of the programme at either the global or national level, in view of its expanded geographical scope and the need for strategic coordination related to the Global Plastics Treaty and the broader plastic waste financing ecosystem. GPAP salaries are set competitively and benchmarked against salary bands across the WEF. GPAP maintained robust procurement procedures for selecting NPAP host organisations and consultancies, ensuring competitive pricing and value for money. Defra's participation in the informal sector grant selection panel further strengthened cost scrutiny and value assurance. The NAM Tool, while a high-cost input, has now been deployed in 15 countries and remains central to GPAP's evidence-based delivery model.

Comparative benchmarks from OECD's 2024 report on plastic policy scenarios and GIZ's reviews of hot-spotting methodologies suggest that full national plastic waste assessments—including data modelling, stakeholder engagement, and policy design—typically cost between USD 300,000 and 600,000, depending on country size and data availability.[8] GPAP's per-country costs for delivering national baselines and action roadmaps fall within or below this range, indicating good value for money relative to comparable programmes.

[redacted]

Overall this evidence supports a fair assessment of the programme's economy.

Efficiency
Efficiency relates to how inputs are converted into desired outputs. GPAP has continued to improve delivery efficiency by streamlining its operational model, notably through concurrent procurement of the NAM Tool and NPAP secretariats. This has reduced administrative delays and helped the programme keep pace with its expanded footprint: 18 partnerships now have host organisations in place, and 15 have completed national baseline analyses, compared to 13 and 7 last year respectively. In the informal sector grant round, GPAP improved efficiency by prioritising engagement with countries and partners already involved in NPAP networks and with prior social context or GEDSI assessments, thereby reducing mobilisation time and leveraging existing knowledge. International engagement has also been leveraged strategically—GPAP used the momentum of the Intergovernmental Negotiating Committee (INC) process to generate interest with GPAP and meet "25 by 2025" milestone. GPAP and Defra are

[8] OECD (2024). Global Plastics Outlook: Policy Scenarios to 2060. Organisation for Economic Co-operation and Development; GIZ (2022). Comparative Review of Plastic Pollution Hotspotting Methodologies. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

reviewing lessons from the informal sector grant process to identify further efficiency gains. [redacted] Addressing these operational constraints will be important for improving delivery efficiency in future grant rounds.

Overall this evidence supports a fair assessment of the programme's efficiency.

Effectiveness
Effectiveness refers to the ability of funding to deliver the selection of outputs most likely to result in the desired outcomes (and impacts). It is important to note the outcome targets for both indicators were increased following repeated overachievement. Across all NPAPs in the period 2021/22-2023/2024, over £2.65bn[9] in public and private investment has been mobilised, or £2.28bn if we account for UK providing 86% of GPAP's funding this time period. This equates to a return of £127 per £1 of UK investment, though it is important to note these calculations do not include additionality or contribution adjustments which the evaluation data will consider.

In 2024/25, data in *Section C, Output 2,* demonstrates that the influence of NPAP knowledge products has increased compared to last year, an important metric for demonstrating that the data and knowledge generated by the NPAPs is actively used by stakeholders. GPAP partners influenced 12 new public and private sector policies this year, bringing the cumulative total to 47. While outcome-level data is strong, evidence of long-term social and environmental impact is still emerging. The upcoming 2025/26 evaluation will assess GPAP's contribution to reducing mismanaged plastic waste and improving livelihoods. GPAP success in supporting partnerships to 'graduate' to be financially self-sustaining will also be critical to delivering sustained results--if there is uncertainty on whether outcomes will be sustained once grant funding stops, this may affect the longevity of impacts and therefore VfM.

Overall this evidence supports a fair assessment of the programme's effectiveness.

Equity
Equity assesses the degree to which the results of the intervention – both positive and negative – are equitably distributed, with consideration of different vulnerable groups in the population such as women and girls, those whose livelihoods are most at risk, and the young and elderly. Overall, there are promising signs the programme is achieving poverty reduction which strengthens programme VfM, however further work is needed to confirm this, in particular through impact indicator 2 data to be reported in the evaluation. Equity is a core pillar of GPAP's model, with approximately £600,000 (11% of the Defra grant) allocated directly to GEDSI-focused activities in 2024/25. This includes £400,000 in subgrants to local organisations delivering poverty-focused projects, £41,848 for GEDSI assessments and GPAP's global GEDSI advisors. This does not include individual NPAP GEDSI consultants, or other areas when inclusion is embedded in larger costs.

The strong quantitative and qualitative results on the informal waste sector (see *section C*) demonstrates the programme is making a clear contribution to improving the lives of workers in the informal waste sector, including some of the poorest and most stigmatised communities in the contexts where GPAP delivers, with strong case studies from Nigeria, Ghana, and Peru showing improvements in working conditions, skills, and inclusion. However, further work is needed to assess the contribution of GPAP's systems-change approach (the NPAPs and global convening), to its intended impact of measurable environmental and social benefits. To strengthen this assessment, the evaluation should include a contribution analysis to better understand how GPAP's outputs—such as roadmaps, financing taskforces, and informal sector support—are linked to poverty reduction outcomes.

Eight NPAPs now have GEDSI or social context assessments in place, with five more underway. Women made up 47% of the NPAP network and 72% of informal economy beneficiaries this year. Case studies from Ghana (ASASE Foundation, Miniplast), Nigeria (Africa-Women-Power Network, YASIF), and Peru (Sinba) illustrate how GPAP is supporting women and marginalised groups through leadership training, financial literacy, and improved working conditions. The causal link to reducing poverty in these projects has been clarified, as set out in *Section B,* however further evidence to quantify this will be

[9] These figures are Across GPAP as a whole, not UK-attributed and not adjusted for additionality

delivered through the impact evaluation. The strong performance on output 3, people reached through the informal economy sub grants should be matched by qualitative evidence on how the projects improve individuals' lives. The programme is currently classed as GEDSI empowering, with a clear action plan to become GEDSI transformative by March 2026. The 2025/26 evaluation will be critical in assessing whether GPAP's inclusive approach is leading to structural change in policy and practice, and therefore evidencing GESI transformative status. Next year, GPAP should prioritise progress on SEAH safeguarding as set out *section D*.

Overall this evidence supports a good assessment of the programme's equity.

Date of last narrative financial report	June 2025	Date of last audited annual statement	November 2024

Annex A. Performance Improvement Plan

#	Recommendation	Timeframe	What will success look like	Review - March 2025	Review - June 2025
23/24 Annual Review Recommendations					
1	**Defra and GPAP** to review methodology for the finance outcome (1.1 and 1.2); Ensure link between outputs and outcomes captures GPAP's full impact and consider how mixed output performance has led to strong performance on outcomes; Ensure outcome and impact data captures the results of GESI-focused outputs and is disaggregated.	To be delivered minimum 6 months before the next review, the end of December 2024.	A robust way of measuring GPAP's catalytic effect on circular economy investment, including how to assess UK leveraged finance in terms of ICF KPI 11/12. Stress tested Theory of Change and a stronger evidence base for the assumptions linking outputs to outcomes. Clear methods for the impact indicators to be measured in the evaluation. All people-focused indicators disaggregated.	**Progress:** MEL workshop (Nov 24) reviewed logframe and TOC. Removed one finance indicator and agreed approach to review finance survey data. Adjusted logframe targets. Provided IE projects template for disaggregated data reporting **Remaining Actions:** Finalise method for calculating UK attribution/ confidence adjustment Look at TOC links and assumptions in more detail	**Progress:** UK agreed a new method for calculating attribution for ICF data submission in February/March 2025. GPAP have reported disaggregated IE project data using new template. **Remaining action:** TOC review added as a deliverable for 25/26 evaluation and recommended action in the 24/25 annual review
2.1	Output 3 should be revised, ideally with something that aggregates the outputs of the informal sector sub-grants and provides better sense of what activities are actually delivered.	To be delivered minimum 6 months before the next review, the end of December 2024.	GPAP's informal sector work is well captured in the logframe, which disaggregation for type of support, and gender and geography. Additional indicators to enrich this considered.	**Progress:** Logframe workshop (Nov 24): revised targets for IE projects, added indicator on no. Projects delivered, agreed to add more narrative reporting on outcomes of the projects **Remaining actions:** Use next round of final reports to consider output/outcome indicators for IE (e.g. no training delivered)	**Progress:** final reports not yet received (expected July/August 2026). GPAP submitted stronger qualitative reporting and disaggregated data on IE projects in their 24/25 annual reporting.
2.2	**Defra and GPAP** should ensure the informal sector work is integrated into the upcoming programme evaluation to consider its outcomes and contribution to the programme's overall impact on poverty.	To be delivered in line with evaluation timeline, including integrated in the TOR (Dec 24 - Jan 25)	Evaluation questions targeting informal sector projects, including poverty/livelihoods impact, GESI and SEAH, included in the TOR and approved by Defra specialists. The evaluation should provide more narrative on the communities supported through narrative and disaggregated data (gender, disability, income levels/socio-economic status).	**Progress:** Questions pertaining to informal sector work have been agreed and integrated into the evaluation ToR across different themes, including poverty reduction, VfM and GEDSI. [redacted]	**Remaining actions:** Monitor progress through the Evaluation Steering Group (up to March 2026)

3	Agree between Defra and GPAP how to optimise the roles of the regional coordinators, including but not limited to liaising with Posts, to amplify positive messaging and ensuring availability of UK support.	To be delivered by the next programme review, and demonstrated through an assessment of regional coordinators in supporting engagements with new and existing partnerships.	Regional coordinators (RCs) play an active role in the selection and setting up of partners, supporting engagement with UK posts and wider stakeholder mapping. RCs contribute to the annual review process and visit informal sector projects where applicable and build relationships with NPAP counterparts.	**Progress:** engaged regional coordinators more closely in GPAP including organising field visits – Adriana engagements with Peru and Ecuador; Leone supporting new partnerships with Tanzania and scoping Mozambique; Rama already proactive engaging on SE Asia partnerships, attended Sea of Solutions **Remaining Actions:** defining/ formalising the role more explicitly (part of wider push across BPF on understanding RC autonomy and roles)	**Remaining actions:** defining/ formalising the role more explicitly (part of wider push across BPF on understanding RC autonomy and roles) Defra and GPAP to organise a meeting with RCs to set expectations on where and how they can support the programme
4	Defra and WEF should cooperate to strengthen the monitoring and reporting of sexual exploitation, sexual abuse and sexual harassment (SEAH) risk for informal sector grant partners, given the high risks faced by those working in the sector, particularly to women and young people. This should include: 1. Ensuring contract wording for upcoming round of grants is in line with Defra expectations, drawing on the Common Approach to Protection from SEAH (CAPSEAH), particularly where Code of Conducts are missing SEAH; 2. Ensuring partners report to WEF on SEAH risk as part of regular reporting, monthly; 3. Ensuring partners conduct staff training, particularly for those who come into direct contact with informal workers and children; 4. Drawing on NPAP social context assessments to inform the approach to risk management to ensure its adjusted to context; 5. Ensuring SEAH is captured in the evaluation questions for the programme's upcoming independent evaluation.	To be delivered by March 2025 in line with the timelines for the upcoming informal sector grants and programme evaluation, and reviewed in June through the next Annual Review.	GPAP have a reporting mechanism that is accessible and communicated to all partners. GPAP communicate expectations on SEAH reporting to downstream partners clearly. Future rounds of informal sector grant proposals focus include SEAH in their criteria GPAP have in place a dedicated SEAH plan to supplement WEF's organisation level policies The GPAP grant agreement includes the latest wording on protection from SEAH The evaluation provides an independent assessment of how the programme has managed the risks around of SEAH incidents being reported and handled appropriately. GPAP dedicate resource to PSEAH at the national level in NPAPs and global level across partnerships. Safeguarding incidents are reported up the delivery chain as per Defra requirements, and handled according to best practice standards (IASC/CAPSEAH)	**Progress:** 1.SEAH workshop hosted by Defra for GPAP staff, including presentations from SEAH lead from ODA Hub (Feb 2025) 2.UK grant agreement has up to date wording on SEAH and applies to all downstream agreements 3.understanding of reporting requirements remains limited and further actions identified to strengthen this through SEAH action plan 4.recommendations coming from programme visit and SEAH workshop and to be delivered by GPAP 5.Questions on SEAH included in evaluation **Remaining actions:** 1.follow through on recommendations from SEAH workshop and programme team visit to ensure action plan is implemented with GPAP	**No further progress** – SEAH action plan to be prioritised with GPAP as set out in 24/25 annual review

5	Strengthen regional connections, building on positive signals in LatAm and SE Asia. Prioritise new partnerships in Africa in line with Defra's strategic objectives and consider regional connections during this process, such as between Mozambique, Tanzania, Madagascar and Kenya, and also Zambia and Rwanda – while maintaining awareness of regional geopolitical dynamics.	To be delivered by the next review (June 2025) and monitored through to the end of 2025, in line with GPAP's commitment to establish 25 partnerships by 2025.	GPAP has active regional networks in LatAm and SE Asia and provide evidence of S-S learning in the spread of partnerships to new countries. GPAP supports regional connections in the new partnerships planned for E Africa	**Progress:** 1.Held Africa workshop and GPAP prioritised partnerships in Africa for meeting 25 by 25 (Zambia, Gabon, Angola, Tanzania, Senegal) 2.Strengthened regional connections in Latam and SE Asia, Sea of Solutions, GPAP planning regional fora to connect partnerships	**Progress:** GPAP greatly increased focus on regional connections, particularly in LatAm and SE Asia, throughout 24/25. Progress regionally in Africa has been slower as partnerships are newer and more geographically disparate.
6	Defra should prioritise monthly risk register updates in line with the monthly progress meetings with delivery partners. Please see section D1 for specific suggested improvements.	To be delivered on an ongoing basis effective immediately, and reviewed again in the 24/25 annual review due June 2025	The GPAP risk register is a live document updated frequently and used to guide programme decision making.	**Progress:** 1.Register moved to new template and updated mostly monthly 2.FRA updated 3.risk added to new GPAP monthly reporting slides **Further actions:** 1.discuss/ changing GPAP's approach and mindset to discussing/managing risk	**Progress:** introduced shared risk register to monthly meeting reports and quarterly and annual reporting templates, with more dedicated discussion of risks and challenges in narrative partner reporting. Greater transparency on financial reporting through monitoring of milestone. **Completed**
Value for money recommendations					
1	Strengthening Monitoring and Evaluation (M&E) systems: The GPAP MEL team identified this area as a potential improvement for future years. Enhancing the current M&E framework could provide more detailed insights into the cost-effectiveness of different activities. By developing more robust mechanisms for tracking inputs, outputs, and outcomes, GPAP can better assess the return on investment (ROI) for each project. Establishing clear indicators to measure both financial efficiency and social impact will allow GPAP to identify areas where resources can be better allocated to maximize benefits. GPAP also hope that the external evaluation can bring additional recommendations to improve overall performance of the programme	Initial updates by December 2024, and thereafter reassessed after each annual review.	Refreshed targets that are judged by Defra and WEF as ambitious but achievable, increased or decreased depending on lessons learned from delivery and results to date. Disaggregation across all people focused indicators as minimum, by gender and geography and other characteristics or themes where relevant. Defra and GPAP are clear on the methods and sources for all indicators.	**Progress** 1.logframe/MEL workshop set priorities for evaluation to assess VFM **Remaining Actions:** 1.Look at TOC links and assumptions in more detail	**Remaining action:** TOC review added as a deliverable for 25/26 evaluation (due March 2026) and recommended action in the 24/25 annual review

2	Use the planned evaluation to collect initial impact data: It was established above that a significant barrier the full VfM analysis was the lack of impact data. The GPAP MEL team plan to facilitate an external evaluation in early 2025, which will include an assessment of the impact indicators. It is crucial that this assessment produces at the least some initial data on the impacts achieved by GPAP, so that we can feed this into more detailed VfM analysis ahead of the next Annual Review, including an analysis of the estimated monetary benefits achieved. Data on impacts will also help GPAP understand if they are on or off target, helping to inform policy decisions around where to focus on allocation of resources	Evaluation to be delivered throughout 2025.	The evaluation includes questions targeting value for money, including across the informal sector grant projects. The evaluation gathers robust impact data for the two impact indicators that are used to strengthen VFM analysis.	**Progress** 1.VFM integrated heavily into 2025 evaluation questions through dedicated section 2.GPAP presented impact data collection methodology for evaluation **Remaining actions** 1.engage with and monitor progress on evaluation with ISBF MEL	**Progress:** Defra closely engaged with evaluation procurement process, including assessing partners of their approach to measuring impact and VFM **Remaining actions** 1.engage with and monitor progress on evaluation with SBF MEL (by March 2026)
3	Make the modelling tool more feasible to use on a regular basis: as identified above, the modelling tool is proving to be expensive to run. As this is a key element of the GPAP MEL strategy, it is important that an effort is made to make this tool more readily available to support analysis across the programme and beyond	March 2026, to be reviewed June 2025	25 partnerships have a completed baseline assessment by March 2026. GPAP and SystemIQ run a workshop for Defra on the application of the tool to strengthen understanding.	**Progress** 1. improved understanding of how NAM tool functions and how/when it can be usefully applied. 2.evaluation on impact will provide data to show change against scenarios provided by the NAM	**Completed;** VfM and modelling to be assessed through impact evaluation (March 2026)
4	Use the opportunity presented by the Global Treaty on Plastic Pollution: the Global Treaty on Plastic Pollution presents a strong opportunity for GPAP to influence key global plastics issues, and to use its influence to leverage additional financing to help address outstanding problems	Milestone to review in June Annual review	GPAP long term planning is clearly aligned and integrated with Global Plastics Treaty implementation and financing plans. GPAP support the driving of ambition in partnership countries.	**Progress** 1. Continue pushing GPAP to be strategically prepared	**Remaining action:** engage with Steering Board discussions post INC5.2 to ensure GPAP pivots strategically in response to negotiations
Other recommended actions					
1	Defra programme team and regional coordinators to undertake site visits to understand delivery of both NPAP partnerships and informal sector projects.	Visits to take place ahead of June Review, likely in early 2025	Programme team have a deeper understanding of what delivery on the ground looks like for both NPAP partnerships and informal sector projects, and whether they are meeting UK expectations. Defra speak to beneficiaries directly, including NPAP members to understand feelings about the progress towards the 'graduation' of partnerships from direct GPAP support, how key NPAP products are used in practice and how GESI principles are being integrated in delivery. Defra have a robust country case study to guide the 24/25 annual review.	**Progress:** 1.Programme team conducted field visit to Ghana NPAP in March with findings on GESI, SEAH, programme sustainability; 2.regional coordinator visits delivered/planned **Remaining actions:** 1.integrating visit findings into annual review	Completed; programme site visits for 24/25 to Ghana and Peru NPAPs; findings integrated in 24/25 AR

2	Defra and GPAP to strengthen the programme delivery on gender equality and social inclusion to achieve GESI transformative status through the actions set out in the GESI action plan.	To achieve GESI transformative by June 2026, with progress assessed by June 2025.	The programme team have a strong understand of how GPAP reaches the most marginalised, with a more tangible sense of how informal sector projects alleviate poverty and support the inclusion of these stakeholders in key programme activities, such as roadmaps and other GPAP knowledge products.	**Progress** 1.GESI findings from field visits **Remaining actions** 1.draw on evidence from 2025 evaluation to confirm GESI status	**Remaining actions** 1.draw on evidence from 2025 evaluation to confirm GESI status (by March 2026)

[redacted]

ANNEX C: Logframe change log

Global Plastic Action Partnership
Logframe review change log
November 2024

Structure Changes

1. Where targets have been updated, these were agreed in discussion between Defra and WEF during a MEL workshop in November 2024.

2. Specified where indicators align with ICF, Defra International or BPF KPIs.

Impact indicators

1. Impact 1, # of tonnes of mismanaged municipal solid plastic waste avoided, based on the business as usual projection for 2025 no longer reporting midpoint data as set out in 23/24 Annual review following a change of approach agreed with SRO in April 2023. Instead, data will be collected through the 2025 impact evaluation. This data will be for 2025 and used to assess the gap to the final programme target of 5m tonnes by March 2026. The methodology is being agreed with Defra as part of evaluation preparation and we will look to align with DI KPI5.

2. Impact 2, # people reporting livelihood impacts, target increased to match significant over-achievement at mid-point. Methods updated to reflect changes for the impact evaluation, and we will look to align with DI KPI 7.

3. Revised impact assumptions

4. Increased impact risk rating to high from medium given the scale and ambition of the impact evaluation.

Outcome Indicators

1. Outcome 1.1, catalysed finance, target increased from £262,592,750 to £3,000,000,000 due to over-achievement in the last two years. Methodology unchanged.

2. Outcome 1.2, catalysed finance (UK attribution) removed this indicator following challenges to agree a strong method. This indicator was intended to reflect how much of the overall finance reported by the members of each country partnership (outcome 1.1) can be counted as leveraged by the UK. The original method used for the first year of reporting isn't known. For the last two years, GPAP have taken partnerships where the UK sits on the Steering Board and considered as leveraged by the UK. This has resulted in very high reported results, following the dramatic increase in results for outcome 1.1. Furthermore, the targets are expressed as %, however these do not reflect the % of the UK contribution leveraged, but the % of the total investments reported by the NPAPs than can be tied to UK influence, according to membership of Steering Boards. Ie, in 23/24, of the 2,370,000,000 total investment, 24% of this came from countries where the UK sits on the Steering Board (£559.8m). We don't think this approach an accurate representation of UK leveraged finance and have removed this indicator and will design a method more closely based on the ICF KPI 11/12 methods to report in the ICF return. This will draw in the data reported in 1.1, so having two separate indicators is unnecessary.

3. Outcome 2.1, policies or plans influenced, target increased from 23 to 60 due to over achievement (initial target was too conservative), methodology clarified and added disaggregation.

Output Indicators

1. Output 1.1, NPAPs established, impact statement edited and considering reporting for ICF TA KPI 1. There may be two partnerships in Mexico (one at the federal level, and one for Mexico city). These would be counted as two or GPAP but not for ICF TA KPI reporting.

2. Output 2.1, baseline assessments completed, target increased from 9 to 17 in line with overachievement, added disaggregation

3. Output 2.2, roadmaps published, target decreased from 20 to 13 following change in methodology/ approach, as set out in 23/24 AR. Initially, GPAP published multiple roadmaps for a single partnership under different themes. This has changed to a single action roadmap. We are exploring adding disaggregated GESI data on the contributors to these publications but have not confirmed yet if this will be possible.

4. Output 2.3, knowledge products published, unchanged, disaggregation added for themes of knowledge products (GESI, finance, trade, biodiversity). We are exploring adding disaggregated GESI data on the contributors to these publications but have not confirmed yet if this will be possible. Following the change to 2.2, reporting will be checked to ensure thematic roadmaps are not double counted – disaggregation will make this clear.

5. Output 3.1, # people reached through informal sector grants target decreased from 18,800 to 14,000 following change in methodology/ approach, as set out in 23/24 AR. Defra and WEF had assumed that levels of support registered during COVID-19 could be projected forward linearly. However, since COVID-19 in response to demand from informal sector stakeholders, the type of support for informal sector workers has shifted to targeted technical assistance and capacity building, and the reach of this is smaller than the personal safety packages and training provided during the pandemic. We have updated disaggregation to indicate types of support, as well as gender and geography. We are considering this indicator for ICF TA KPI 2.1, number of beneficiaries of technical assistance. Added assumptions: 1. The support provided to informal sector groups is demand led; 2. sub-grant organisations are trustworthy with data collection and take the necessary care to accurately record participant data as sub-implementers.

6. Output 3.2, # informal sector projects, new indicator, to capture the number of informal economy subgrant projects targeting sustainable livelihoods. Output 3.1 measures the number of beneficiaries of these projects.

7. Output 4.1, innovators reached, unchanged

8. Output 4.2, % of GPAP network that self-identify as women, targets updated to maintain 23/24 result of 50% NPAP members identify as women (achieved 2 years early) and 20% identify as coming from traditionally marginalised communities. Defra will have a chance to input into the data collection on this through GPAP's annual member survey.