

Global Plastic Action Partnership (GPAP): FY23/24 Annual Review

Title: Global Plastic Action Partnership (GPAP)		
Programme Value £ (full life): £20.5m		Review date: September 2024
Programme Code: BPFGPAP	Start date: April 2021	End date: March 2026

Summary of Programme Performance

Year	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26
Overall Output Score	A	B	B		
Risk Rating	Med	Med	Med-high		

DevTracker Link to Business Case:	https://devflow.northeurope.cloudapp.azure.com/files/documents/GPAP_busin_esscase_redacted-20221125101140.pdf
DevTracker Link to results framework :	N/A

List of Acronyms

BCAP	Blue Carbon Action Partnership
COAST	Climate and Ocean Adaptation and Sustainable Transition Programme
Defra	Department for Environment, Food and Rural Affairs
FCDO	Foreign, Commonwealth and Development Office
FOA	Friends of Ocean Action
FRA	Fraud Risk Assessment
GESI	Gender Equality and Social Inclusion
GPAP	Global Plastic Action Partnership
IFI	International Financial Institution
ILBI	International Legally Binding Instrument
INC	Intergovernmental Negotiating Committee
ISBF	International Sustainable Blue Finance
NPAP	National Plastic Action Partnership
ODA	Official Development Assistance
PRO	Programme Responsible Owner
rPET	Recycled polyethylene terephthalate
SRO	Senior Responsible Owner
UNDP	United Nations Development Programme
VfM	Value for Money
WEF	World Economic Forum
WRI	World Resources Institute
WWF	World Wildlife Fund

A: SUMMARY AND OVERVIEW

A1. Description of programme

The Global Plastic Action Partnership (GPAP) – delivered by the World Economic Forum (WEF) – brings together governments, businesses, academia, and civil society to tackle plastic pollution and increase investment in circular economy approaches 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 engaged and influential stakeholders across the plastics value chain, including policymakers, consumer goods businesses, non-governmental organisations and waste sector representatives. The partnerships' work in each country focuses on establishing baselines for pollution, standardising metrics and creating national action plans and roadmaps, all of which inform national waste management policy. GPAP prioritises the inclusivity and impartiality of the partnerships to encourage increased private investment into the solutions created by the partnerships and their members. Each GPAP partnership progresses through four stages:

1. **PREPARE (6-12 months):** GPAP scopes and designs the partnerships in close collaboration with partner governments, and sub-grant 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 roadmap and other products. Connections between members are strengthened and the partnership produces a social context assessment. Multistakeholder task forces are formed and roadmaps are designed to steer the NPAP's action and ambition. 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.
4. **SUSTAIN:** the partnerships 'graduate' from GPAP support and become independent, with GPAP providing ongoing strategic advice.

Defra has co-funded GPAP since its inception in 2018, alongside the Government of Canada and private sector partners Coca Cola and Nestlé. Through UK funding from 2018 to 2021 GPAP supported Indonesia, Ghana and Vietnam as pilot partnerships. Starting in Financial Year (FY) 2021/2022, the UK approved £12.5m funding, plus a further £1.5m uplift, for GPAP under the Blue Planet Fund (BPF). A further £6.5m financial uplift was approved in 2022, targeting support to the informal waste sector as part of a just transition to a circular economy. At the GPAP Steering Board in June 2024, the board agreed that GPAP would extend the overall timeline for the programme to 2030. UK contracted funding runs up to the end of FY24/25, with a further £2.5m committed but not contracted for FY25/26. Although the headline ambition still stands to create 25 GPAP partnerships by 2025, the extension will enable all partnerships to aim for the sustain phase (i.e. financial independence from GPAP) by 2030.

There were significant changes to the management structure of the programme in Defra during the review period, including the appointment of the International Sustainable Blue Finance Deputy Director, and the appointment of a permanent programme SRO and PRO after a period of flux in the team including several changes in programme manager. This annual review has been delayed by 4 months as a result of a significant delay to finalisation of the preceding review (22/23), which was attributed to changes in the Defra programme team staff. This review has been undertaken at short notice by the programme team in order to re-establish a regular review cycle. The GPAP PRO was the lead author with support from: the SRO; International Sustainable Blue Finance's (ISBF) Gender Equality and Social Inclusion

(GESI) lead; and Defra ODA hub’s social development advisor. The value for money section was authored by ISBF’s economist. Reporting data is drawn from GPAP’s annual FY23/24 impact report, a non-public report provided by GPAP for Defra that Defra use to populate the programme logframe. The reporting is generally high quality, although as discussed in this review, following the delay to last year’s annual review, a number of the indicators require clarifying or updating. The next review is due in June 2025.

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

Overall, this year’s review has been scored a **B – moderately did not meet expectations**. The scoring summary is set out in *table 1* below. The previous review, which was published over one year late, also scored a B. Due to the delay in the previous review, the restricted timeframes did not allow Defra and the delivery partner to make changes to the monitoring framework based on changing context or previous performance. These issues are explored for each output in *Section C*.

For example, ahead of the previous review Defra were already aware of delays in two key indicators, but could not adjust targets in time for this review. These were:

- (1) **NPAP Roadmaps:** GPAP has experienced delays in publishing partnership roadmaps, as explored in *section C*, and changed their approach by combining multiple publications into single roadmaps for some partnerships.
- (2) **Informal sector work:** the initial targets set for the informal sector indicator were based on the volume of support provided during COVID-19, when support was focused on capital expenditure on PPE, and health and safety training. This has since been replaced by more focused technical assistance projects that, in principle, will have greater sustainable long-term impact on livelihoods but potentially smaller reach. This issue is explored in more detail in this section under *recommendation 2*, and in *Section C* under *output 3*.

Output	Output Description	Weight (%)	Output Performance	Impact Weighted Score ¹
1	Partnering with countries (or regions) through the establishment of NPAPs, the STEP platform and GPAP modular tools to take action on plastic pollution and assemble stakeholders to catalyse the transition to a circular economy	20%	Outputs met expectation (A)	20.0
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 did not meet expectation (C)	15.0
4	Engaging and supporting partners through GPAP platforms	20%	Outputs moderately exceeded expectation (A+)	25.0
		100%		82.5
				B

Table 1, scoring summary

Significant achievements from the last year include:

- **Partnerships:** Six new NPAPs established, including Colombia, Peru, Philippines, and Costa Rica. Laos and Zambia have also been formally announced.

¹ 1x multiplier for a score of A, 0.75x for B, 0.5x for C, 1.25x for A+

- **International Legally Binding Instrument:** GPAP is now well positioned to support the international community in the development of action and implementation plans for the implementation phase of the Global Plastics Treaty, [REDACTED] GPAP's national roadmaps have supported NPAP countries to be better informed about their national and regional needs, strengthening their participation in the negotiations.
- **Gender Equality and Social Inclusion (GESI):** To address the disparities between men and women's roles across various plastic sectors in Ghana, as uncovered by the NPAP's [2021 gender analysis](#), GPAP conducted an [Intersectional and Inclusive Social Context Assessment](#) that sets out further recommendations for the public and private sector that will inform NPAP activities going forwards (2024).² The practical application of the assessment is tracked through the annual GPAP member survey.
- **Informing policy:** Eight government policies or plans were informed through GPAP: four in Panama, three in Ghana and one in Viet Nam.
- **Solutions focus:** GPAP launched its [Reuse Portal](#) at Intergovernmental Negotiating Committee Session 2 (INC-2) in collaboration with partners, providing tangible examples for moving beyond recycling to operationalising reuse in addressing the plastics problem.
- **Evidence and data:** GPAP [published](#) four social context assessments and two baseline analyses that will be used to inform action roadmaps. The baseline analyses provide comprehensive national data set using GPAP's [national analysis modelling tool](#), covering: waste generation, plastic waste export and import, collection and sorting rates, recycling rates, disposal rates, mismanaged waste rates, costs, GHG emissions, jobs and revenues.
- **Finance mobilisation:** £1.3bn has been committed by GPAP members to tackle plastic pollution globally in this reporting year, bringing the cumulative total of capital mobilised by GPAP partners to £2.9bn, since GPAP's inception. Results have been dramatically higher than expected as a result of large investments by GPAP partners, particularly in Indonesia, where the World Bank have issued a seven-year US\$100 million Plastic Waste Reduction-Linked Bond.
- **Six informal sector grant projects awarded and delivered:**
 1. Ecoworks (Colombia) - *focused on empowerment of women and providing a combination of environmental and social benefits, including improving perceptions of recycling as a sustainable and inclusive through environmental education.*
 2. Entreamigos (Mexico) - *developed skills in use of recycling machinery and regeneration of plastic to improve the profitability of women's livelihoods.*
 3. SiKanda (Mexico) - *promoted agency for 70 informal recyclers (60% women) through professional and business training and advancing the recognition of informal sector workers rights among local authorities and communities.*
 4. Instituto de Direito Coletivo (IDC – Brazil) – *training, capacity building and formalisation for informal waste sector collectives, including women's leadership training course*
 5. Cooperativa Mãos Verdes (Brazil) - *capacity building of waste pickers through supporting financial autonomy and providing training and equipment*
 6. Fundacao Amazonia Sustentavel (Brazil) - *women-led capacity building for two communities in Amazonia to improve waste collection and handling*

A3.1 Progress on AR 22/23 recommendations

² This study underscored the pervasive challenges of marginalisation, recognition, and sexual and gender-based violence faced by waste pickers, particularly among youth and women. In response, actionable recommendations are provided to address these issues to enhance the well-being and empowerment of informal waste sector actors in Ghana. The study resulted in recommendations that ranged from practical arrangements such as gender-responsive and disability-friendly rest areas and changing rooms at landfill sites, to policy outcomes such as limiting plastic products on the market to only recyclable materials.

As stated in A1, GPAP were not afforded sufficient timelines for implementation of recommendations from the 22/23 Annual Review. However, owing to the ongoing alignment of Defra and GPAP’s priorities, GPAP have already applied learnings that correspond to these recommendations:

22/23 Recommendation 1: Expand and deepen learning relationships with partners both on the ground and across the BPF.

WEF have strengthened collaboration with the broader BPF team. Progress here has focused on expanding the support of the BPF regional coordinators in establishing new connections, particularly with countries in South-East Asia (SEA) and Africa.

Additionally, FCDO has recently begun funding a new initiative at the Forum - the Blue Carbon Action Partnership (BCAP), modelled after the GPAP framework, where GPAP played a key role in providing foundational support. BCAP is being delivered under The Climate and Ocean Adaptation and Sustainable Transition (COAST) programme. WEF, Defra and FCDO are continuing to explore links and lessons learned between GPAP and BCAP.

22/23 Recommendation 2: Explore opportunities to strengthen the pipeline of evidence, including on poverty reduction.

WEF are strengthening the GPAP team with the hiring of an NPAP Coordinator, who will help enhance the structure of NPAP narrative reports to better capture and analyse data. Additionally, they have brought on board a new Operations Specialist to support the Operations Lead in IMM (Impact Measurement and Management). Lastly, an external evaluation is planned for 2025, which will provide robust data collection, in-depth analysis, and recommendations to further improve GPAP’s monitoring plan. WEF will work with Defra to ensure the evaluation has questions focusing on poverty reduction impact.

22/23 Recommendation 3: Ensure metrics assessing achievement of targets are fit for purpose.

Owing to challenges in resourcing in Defra’s programme management team over this reporting period, progress towards this recommendation is small. GPAP and the DEFRA team agreed to hold a one-day M&E workshop in Q3 24/25, together with the BPF MEL team, with the objective to align on the methodology for the external evaluation, but also to explore options to improve data collection towards the measurement of the indicators.

22/23 Recommendation 4: As the global community progresses towards a Global Plastics Treaty, invest time in reflecting on how GPAP can best add value to this process.

The GPAP team is developing the 2026-2030 strategy, with a strong focus on the graduation phase for NPAP countries. They have also begun drafting a fundraising plan to support this new phase. The project plan for GPAP Phase 2 will be further refined following INC-5. Additionally, we anticipate that the upcoming external evaluation will offer valuable recommendations to guide and strengthen the next phase.

A3.2 Major lessons and recommendations for the year ahead

Lesson 1: impact and outcomes

For the year ahead, Defra and GPAP need to focus on ensuring outcome and impact indicators are fit for purpose, and that collecting impact data is prioritised. GPAP’s measurement of impact relies on the application of the national analysis modelling tool. As set out in the business case, Defra and GPAP’s approach to monitoring impact as set out in the business case was to deploy the tool in Indonesia at the programme midpoint (23/24), to use one of the more mature partnerships as a case study. However, in April 2024 Defra and GPAP agreed this approach would not to be cost-effective due to the high costs involved in early redeployment of GPAP’s NAM tool. Defra and GPAP instead agreed to focus on assessing impact through the end evaluation, to be delivered by the end of 2025. Defra’s picture of GPAP’s impact to date is therefore limited. Furthermore, GPAP’s finance indicators methodology was initially based on the methodologies for ICF KPIs 11 and 12. The results

using these methods massively inflated the leveraged finance attributed to Defra, so GPAP and Defra agreed to explore alternative methodologies, and a satisfactory approach has yet to be agreed. These should be reviewed to enable consistency and robust reporting, internally and comparably with other programmes. In reviewing the monitoring framework Defra should ensure that where GPAP has other data relevant to outcomes/impact, this is captured either in narrative or quantitative reporting.

Recommendation 1

Consider impact and outcomes indicators:

- a) Collaborate (Defra, GPAP and evaluation lead) on the evaluation design and method for measuring impact indicators 1 and 2;
- b) Jointly (Defra and GPAP) review methodology for the finance outcome (1.1 and 1.2);
- c) Ensure link between outputs and outcomes captures GPAP’s full impact and consider how mixed output performance has led to strong performance on outcomes;
- d) Review logframe indicators and targets to ensure they are fit for purpose in line with b and c.
- e) Ensure output, outcome and impact data accurately captures the results of GESI-focused activities and is disaggregated.

To be delivered minimum 6 months before the next review, the end of December 2024.

Lesson 2

GPAP need to reframe how support for the informal sector is measured in the logframe.

GPAP’s support to the informal sector has shifted significantly since the COVID-19 pandemic, and the results framework was not updated to reflect this. The lesson is based on poor performance for output indicator 3.1, which shows that the number of informal sector workers supported through the programme has significantly missed its target two years in a row. Following a discussion with GPAP it became clear that this reflects a change in approach to informal sector support. For the baseline, the number achieved was reached through spending on personal safety packages to support workers to continue providing their services safely during the COVID-19 pandemic. Following this, Defra and GPAP noted that demand from stakeholders had shifted to longer term sustainable livelihood support, through technical assistance and capacity building. The reach of this support has proved smaller than anticipated, and output 3.1 targets are no longer fit for purpose.

Recommendation 2.1

Output 3 (number of workers in informal sector support) should be revised and supplemented with an indicator that aggregates the outputs of the informal sector sub-grants and provides better indication of the activities delivered.

To be delivered minimum 6 months before the next review, the end of December 2024.

Recommendation 2.2

Defra and WEF 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, starting November 2024).

Lesson 3

Despite being its largest donor, the UK is not always strongly associated with GPAP, resulting in limited UK visibility and lost opportunities to leverage the UK’s contribution in bilateral relationships. This is caveated by WEF’s policy of impartiality. Defra should provide strategic guidance to WEF to select new partnerships and further support to NPAPs in the build phase.

Recommendation 3

Agree between Defra and GPAP how to optimise the roles of the Defra regional coordinators, including but not limited to liaising with Posts, to amplify positive messaging and ensure availability of UK support. Defra should work to communicate its status as donor to GPAP through international fora, including visibility through senior level events, taking an active role in the programme steering board and raising the programme in ministerial bilateral meetings where relevant.

To be delivered by the next programme review, and demonstrated through an assessment of regional coordinators in supporting engagements with new and existing partnerships.

Recommendation 4

Defra and WEF should cooperate to strengthen the monitoring and reporting of sexual exploitation, sexual abuse and sexual harassment (SEAH) risk for the programme, particular in relation to informal sector grant partners, given the high risks faced by those working in the sector, particularly to women and young people. Specific actions to deliver on this recommendation, along with timelines, are set out in the programme SEAH action plan, *annex B*. Further discussion of SEAH risk is set out in *Section D*.

Recommendation 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.

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.

Recommendation 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.

Recommendation 7

As this review scores a consecutive B, the programme team should prepare a performance improvement plan (PIP). The PIP should set how the findings and recommendations of the annual review will be implemented, and progress monitored.

To be delivered and approved by SRO within one month of review publication. The next annual review is due 30 June 2025.

B: THEORY OF CHANGE AND PROGRESS TOWARDS OUTCOMES

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 and closely resembles the simplified GPAP impact ladder, *figure 2*. 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 affected by mismanaged waste.

Evidence to date suggested the logical sequence remains broadly valid, however the achievement of impact depends heavily on externalities and some key assumptions. For externalities, impact depends on: (1) the global context of ambition on plastic pollution and the outcome of the negotiations on the ILBI; (2) the transboundary nature of plastic pollution; and (3) other anthropogenic pressures likely to impact the delivery of an 'improved environment,' including biodiversity loss and climate change. These externalities are such that it is possible GPAP will be able to present strong evidence of delivery against outcomes, as the last two reviews have suggested, but fail to translate this into impact. However, it is important to note that these externalities are not new, but reflect the challenging context and ambitious goals of the programme noted from its inception. In this context it should be a top priority for the programme to align with and be ready to adapt around the outcomes of the ILBI negotiations, particularly the development of implementation plans and financing mechanism discussions. The external evaluation will also be key in stress testing the theory of change including demonstrating that the causal chain to impact is sound.

The key assumptions implicit in the narrative above include: (1) national partnerships will have strong public and private sector buy in; (2) this buy in, combined with robust financing strategies, will enable partnerships to endure beyond the lifetime of the programme; (3) the partnerships can leverage their influence to impact public policy, and the roadmaps and other partnership documents are actively used by partner governments. Taking the three most mature partnerships (Ghana, Indonesia, Viet Nam) as case studies, evidence supporting these assumptions is strong. In Viet Nam the partnership has played an important role influencing the development of extended producer responsibility (EPR) policy. Other examples demonstrating assumptions (1) and (3) are found in *section B2* and throughout *section C*. The least evidenced is (2), as it relates to the lifetime of partnerships beyond GPAP support. No partnerships have successfully 'graduated' from GPAP, as set out in *section D*, so this key assumption remains untested.

The ToC explains how GPAP relies on its role as a convener to deliver impacts. However, the long-term outcomes and impact are heavily dependent on the role of NPAP partners and policymakers delivering their initiatives and following through on implementation of key products, such as roadmaps and social context assessments. GPAP conducts regular surveys of partnership members to test how these products are being applied, an example of which is found in *section C, output 3*.

As the targets were not updated after the last review, and the framing for two key outputs has changed over the last year, Defra and WEF will need to cooperate to set revised targets and consider the VfM implications of these. The very strong performance on outcome 1 demonstrates that GPAP's model has the potential to catalyse large investments into the circular economy. This is caveated however by the lack of clarity on the methodology applied here, and inflating effect of plastic bonds issued by the World Bank and Asian Development Bank in Indonesia. However the target and indicator is set to be reviewed as a

recommendation of this AR. Defra’s full picture of effectiveness will be limited until GPAP report impact data.

Theory of Change

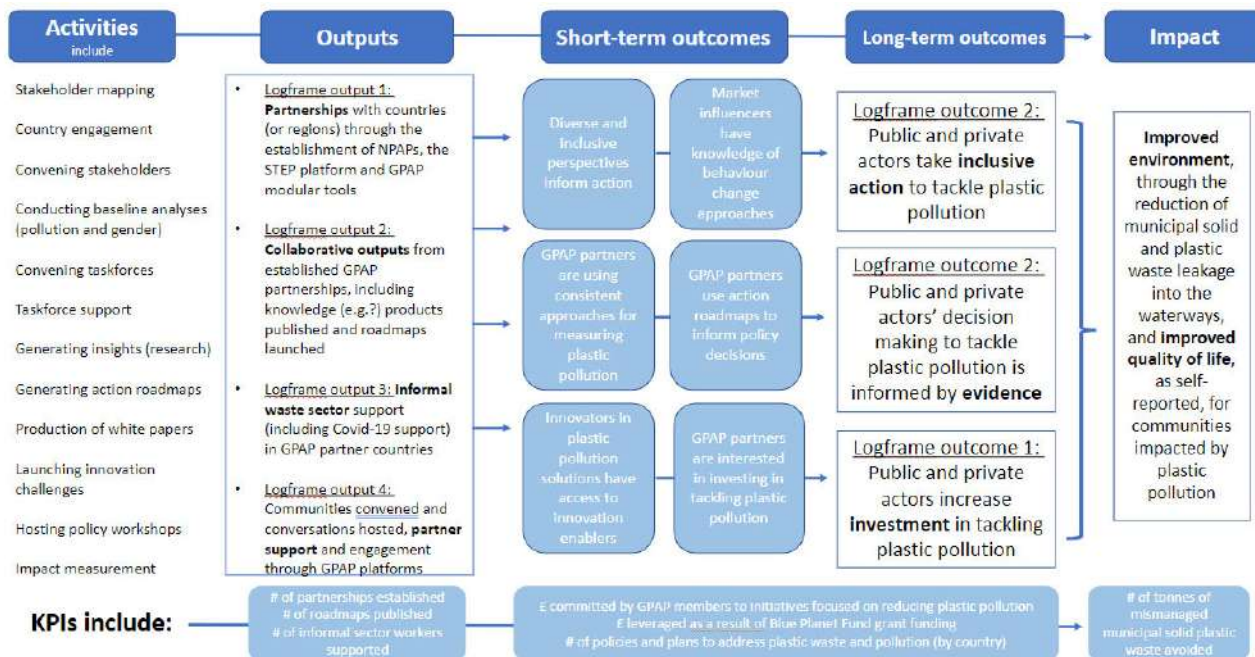


Figure 1, GPAP Theory of Change

WEF Impact Ladder

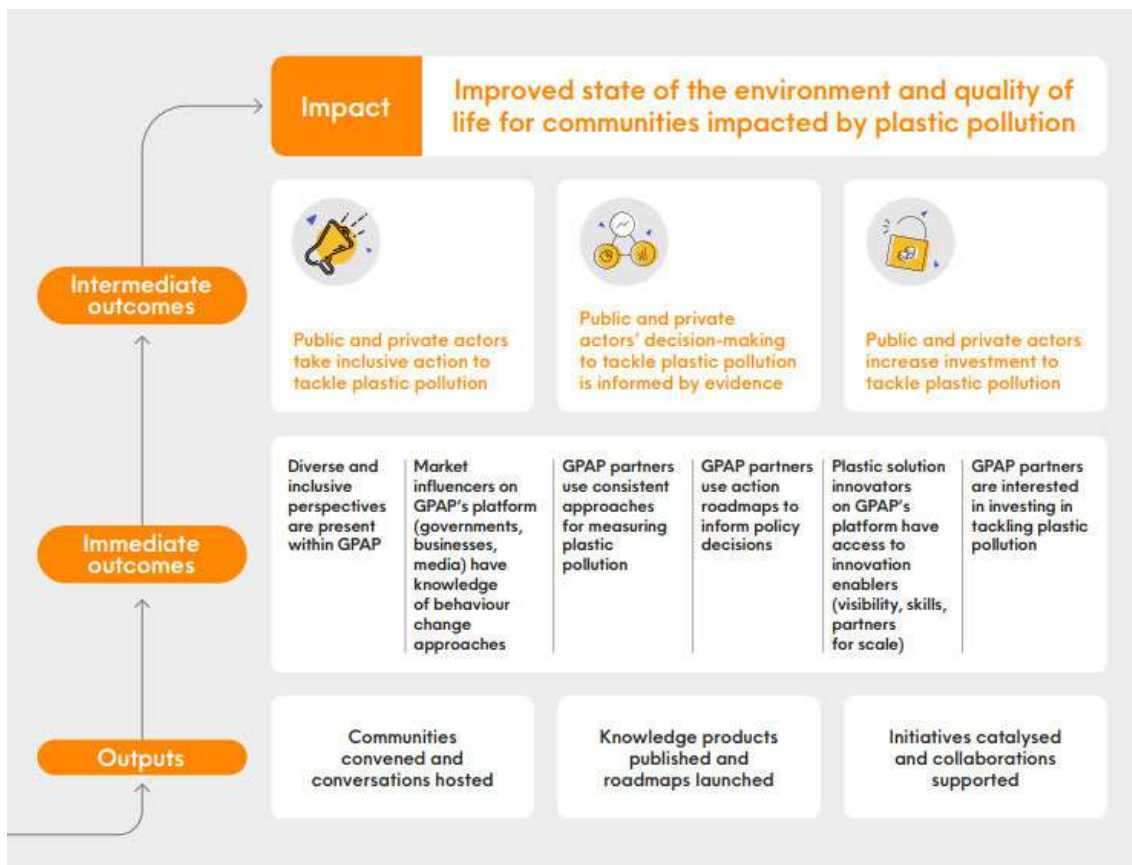


Figure 2, WEF Impact Ladder

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?

In the previous review Defra noted that very strong outcome performance was not supported by output performance, which was mixed. However, as the review was submitted late, Defra and WEF did not have the opportunity within this review period to evaluate the logframe and ToC to assess the causes of this. This should be a priority for the year ahead, as set out in *recommendation 1* in *Section A3*.

In terms of **gender equality and social inclusion (GESI) and poverty outcomes**, the performance of GPAP is fair. The programme delivers on GESI at the societal scale through influencing inclusive policy and improving awareness of the role of women and girls and other marginalised groups impacted by pollution or working in the waste sector. This is achieved through the publication of social context assessments, and example of which is found in the first case study in *section C*. GPAP reported good progress in the publication of social context assessments, as explored in *section C*. Whether these documents are applied in practice to tangibly improve the lives of women and marginalised groups will be a key indicator of whether the programme has a transformative impact. WEF report other data not included in the monitoring framework on whether and how the assessments are actively used by partnership members. This gives some indication of whether the reports remain active after publication and are used to inform inclusive policy changes, or left on the shelf. Although response rates to date have been limited, results suggest awareness of inclusive approaches is higher in partnerships with a published social context assessment than those without.

The programme also delivers more targeted livelihood interventions through the informal sector subgrants. The livelihoods indicator has failed to meet its target on reach for the second consecutive year. The reasons for this are discussed in *recommendation 2*, and under output indicator 3.1, and relate to a change in approach from Defra and GPAP following the COVID-19 pandemic. The intention is that these projects empower women working in the waste sector through financial literacy and business training, supporting waste pickers’ identity and rights as a collective and supporting routes to formalisation³ where there is demand. Capturing this impact through the monitoring framework, subsequent annual reviews and the evaluation will be critical to increasing the programme’s GESI ambition. The programme is currently GESI empowering, with the ambition of achieving GESI transformative by the end of Defra’s approved spending in Q4 25/26, at the latest. The programme GESI Action Plan is attached in *Annex A*.

Outcome 1

This outcome is split into two indicators: (1.1) the overall finance committed by partners in each of the NPAPs to waste reduction and circular economy initiatives, and (1.2) the amount of funding investment leveraged through GPAP that can be attributed to the UK’s contribution. 1.2 is calculated as a % of overall investments captured under 1.1 that are made by members who sit alongside Defra on the GPAP Steering Board. The underlying assumption is that Defra, as a key member of our Steering Board, plays a leadership role that influences other Steering Board members to make financial commitments. Defra’s involvement sets a precedent, encouraging others to follow suit. However, the approach to attributing investment to the UK remains unclear and should be clarified before the next review. It is also important to note that the methodology for indicator 1.2 was changed from a method more closely resembling the method set out in ICF KPI 12, due to the very high reported results. As set out in *recommendation 1*, Defra and WEF should explore this indicator in more detail to ensure it is fit for purpose.

³ Formalisation here refers to the process of making a business legal by following business regulations. It is important to note that informal work can provide benefits for some workers, including women in the informal waste sector, and therefore that such interventions should be demand led.

The results for 1.1 over the last two years have been dramatically higher than expected in the business case as a result of large investments by GPAP partners, particularly in Indonesia, where the World Bank have issued a seven-year US\$100 million Plastic Waste Reduction-Linked Bond. The size of these numbers shouldn't overshadow other successes – for example private sector investment in Ghana increased from £875,000 to £20m in the reporting period, also linked to a World Bank bond. In Nigeria, the improvements in technical understanding of the plastic value chain, combined with stronger waste data, has boosted investor confidence, with one company investing in four recycling plants and another considering establishing an rPET centre.

In addition to GPAP's financial management, data is collected through the GPAP annual stakeholder survey, which serves as the primary tool for gathering insights and feedback from government representatives, private sector partners, NGOs, and community organisations. The survey is designed to capture both qualitative and quantitative data, covering stakeholder perceptions of the partnership and its products, progress against indicators, and areas for improvement. In addition to tracking general sentiment, the survey includes specific questions related to financial contributions, partnerships, and the effectiveness of GPAP's interventions. The results of the survey inform strategic decisions, identifying gaps, and assessing overall programme impact.

Outcome 2

Outcome 2 tracks the number of policies and plans that GPAP partnerships have influenced in partner governments, and provides the best means of assessing whether GPAP's key products translate to policy change. GPAP's resources, such as baseline analysis, social context assessment, and National Action Roadmaps ensure data consistency and comparability across NPAPs and inform policy decisions across governments and corporate and bilateral organisations. The development of these resources is also grounded in multi-stakeholder engagement to ensure they are tailored to the local context. This combination creates an evidence-based starting point for the government's and the private sector's policy development.

The utility of these roadmaps begins before they are completed, as evidenced by the high usage rates in regions where they are still in development, for example in Maharashtra (India), Pakistan, Nigeria, and Mexico City. As the three most developed partnerships, Ghana, Indonesia and Viet Nam provide the best case studies for assessing the impact of the roadmaps over the medium term:

The **Ghana** NPAP's national action roadmap has been an anchor for the various task forces to work towards the development of plastic management strategies. Specifically, the task forces have provided technical guidance on several national standards, including rPET⁴, PET, and waste management standards. There is also progress supporting policy decisions for multilateral organisations, as NPAP Ghana supports the development of an Extended Producer Responsibility (EPR) design strategy with the World Bank.

The **Indonesian** NPAP members recognise the roadmap as a highly strategic and influential document for a range of stakeholders.

- At a private sector level, the NPAP has supported organisations such as L'Oréal Indonesia, Dow Indonesia, PT Nestlé Indonesia, and Unilever in aligning their business policies and programming with national priorities.
- At the multilateral level, the NPAP has supported the World Bank and KfW Development Bank to avoid duplication of effort by aligning their development plans with the roadmap.

⁴ (r)PET – (recycled) polyethylene terephthalate, a clear, lightweight plastic

- At the national government level, the NPAP supported the national action plan on marine plastic debris and the roadmap to strengthen the implementation of the Producer Responsibility Regulation.

In **Viet Nam**, the roadmap has been influential in guiding policy decisions and corporate strategies. It is a critical reference point for developing national policies and aligning various initiatives with the country's plastic pollution priorities. Specifically, in 2023/24, the NPAP coordinated with WWF-Vietnam to support the Department of Environmental Pollution Control in organising two consultation workshops in Ha Noi and Ho Chi Minh City on the completion of the Guidance on domestic solid waste segregation at source to collect opinions from 63 provinces and cities nationwide to finalise the document.

Outcome progress				
Indicator(s)	Baseline	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	N/A – target was not adjusted after significantly higher result in 22/23 than expected	2.99bn (cumulative) 1.31bn (in year)	NA
1.2 %£ leveraged as a result of Blue Planet Fund grant funding	0%	N/A - uncertainty on methodology	N/A – uncertainty on methodology	NA
2.1 # of policies and plans to address plastic waste and pollution influenced by GPAP members in partner countries (disaggregated by countries)	0	7 (in year)	14 (in year)	Exceeded

Table 2, Outcome Progress

Impacts

In the business case, Defra and GPAP agreed to use the Indonesia NPAP as mid-point case study for assessing impact. However, following a costs-effectiveness assessment of gathering data at the mid-point, largely due to the costs of re-running the NAM tool, this approach was changed. The decision to forgo the mid-term review was based on the findings that the projected costs outweighed the anticipated benefits at that stage. In April 2024, Defra and GPAP agreed to use the external evaluation (see below) starting in early 2025 to assess the impact indicators. This approach was agreed by the programme SRO. Defra therefore has no verified data for assessing whether the programme is on track to achieve its intended impact.

Evaluation

In April 2024 Defra agreed with WEF that an independent evaluation of GPAP would be conducted using funds from the agreed budget, with a supplier secured through a competitive procurement managed by WEF. Planning work between Defra and WEF for the procurement is expected to start in Q3 24/25 and the final report is expected to be completed by December 2025.

Progress against GPAP 2024 Objectives

GPAP has set its own objectives for the 2024 calendar year that overlap with Defra's monitoring framework. Progress against these during the reporting period is summarised

below, with RAG for whether they are likely to be achieved by the end of 2024. These are not milestones agreed with Defra but give a broader view of how GPAP monitor progress against their strategic and delivery objectives, and where they are on track. The data was reported to Defra at the GPAP steering board in May 2024. As set out in Recommendation 8, GPAP and Defra should explore how to align their two reporting frameworks further.

Objective	RAG	Progress
1. Improve and scale the NPAP model		
Launch at least eight new NPAPs in 2024 (to reach total of 20 NPAPs)	Green	Total 17 NPAPs, 5 in pipeline
Pilot sustain phase in mature NPAPs	Yellow	At least two countries to off-board (ie move from the transition to the sustain phase) by end of 2025
Implement improvements to NAM tool and roadmap development process	Yellow	New consultants on-boarded and improvements implemented in roadmap consistency and quality. Will launch 9 roadmaps by end of year (not 12 as per original target). Working with World Bank on package of tools
Nurture a GPAP community of practice at global and regional levels	Green	7 cross-NPAP events hosted (e.g. at INC). 1 Lat Am trip completed and trips to Africa and SE Asia scheduled. NPAP Playbook updated. 1 case study developed
2. Support and evidence-based and inclusive global treaty		
Position the GPAP national model in the context of the Treaty, with a focus on multistakeholder engagement and baseline/national roadmap development	Green	██████████ NPAP countries are promoting the model within their regional groups
Leverage the Forum’s key convenings to support constructive conversations on the Treaty with stakeholders across the value chain	Green	Convened key leaders at Annual Meeting in Davos (x-value chain CEO meeting, high-level public panel), INC-4 (sessions on finance, NPAP community, reuse and GPAP model), and other global, regional and national meetings and webinars
3. Develop a post-2025 value proposition		
Develop GPAP 2.0 strategy	Green	Agreed to take forward with support from the GPAP steering board
Evaluate impact delivered to date	Green	External evaluation scheduled to commence Q4 2024 for delivery in Q3 2025
Develop fundraising strategy for GPAP 2.0	Yellow	\$10m CAD committed
Evolve GPAP governance model	Yellow	To be considered through GPAP 2.0 strategy

Table 3, GPAP Progress Indicators

B3. Justify whether the programme should continue, based on its own merits and in the context of the wider portfolio

Overall, GPAP continues to serve a valuable and relevant role convening across the public and private sectors at a crucial stage in the negotiations on an international legally binding

instrument on plastic pollution (ILBI). One of its strongest added values is capacity building for partner countries in relation to the negotiations, as GPAP countries (1) enter discussions better informed and able to take on leadership roles, such as Ghana in the Africa States group, and (2) have more opportunities to convene regionally as high ambition countries, such as in Latin America. As this review is a consecutive B, the programme team will prepare a programme improvement plan. However, noting the very short timeframe between this and the previous review, the plan will focus on delivering the recommendations set out in this review, which Defra judge should be sufficient for improving programme performance.

C. DETAILED OUTPUT SCORING

Output Title	Partnering with countries (or regions) through the establishment of NPAPs, the STEP platform ⁵ and GPAP modular tools to take action on plastic pollution and assemble stakeholders to catalyse the transition to a circular economy		
Output number:	1	Output Score:	A
Impact weighting (%):	20	Weighting revised since last AR?	No

Indicator(s)	Baseline	Milestone(s) for this review	Achieved	Progress
1.1 # of partnerships* established	3	16 (cumulative) 5 (in year)	17 (cumulative) 6 (in year)	Exceeded

This output tracks the number of countries where GPAP has established a partnership. GPAP’s headline aim is to launch 25 partnerships by 2025. This reporting year, full partnerships were launched in Colombia, Peru, Philippines, and Costa Rica, and announced in Laos and Zambia. GPAP’s 17 partnerships to date include: Mexico City, Colombia, Panama, Costa Rica, Ecuador, Peru, Ghana, Nigeria, Zambia, Pakistan, Maharashtra, Viet Nam, Philippines, Cambodia, Indonesia, Laos, and a bespoke partnership in South Africa. To reach the 25 x 25 target, GPAP will have to establish a further 8 partnerships in the next two reporting years, which they are on track to achieve. At the Colombia partnership launch, the UK Ambassador for Colombia spoke alongside the Colombian Minister of Environment and Sustainable Development, supporting discussions on Colombia’s transition towards a circular economy.

GPAP also measured and reported the number of events, workshops and meetings hosted across all the partnerships, to give a clearer sense of the level of activity. Actual: 33; cumulative: 116; 55% women out of 2709 participants.

GPAP continues to use its convening power to bring partnerships together in regions. This has been particularly successful in Latin America, where GPAP hosted a side event at the Immersed in Change conference in Costa Rica: *A Global Plastic Treaty and Ocean Biodiversity, Multistakeholder initiatives to tackle plastic pollution*, bringing together partners in the region. The Panama NPAP hosted a side event to mobilise and align LATAM countries.

Overall, this output has been scored an A, as the target has been exceeded but only by 1.

No changes have been made to this output. Future changes could consider **disaggregating the partnerships** by phase to demonstrate how well the overall picture is progressing towards the 2025 and 2030 targets. The targets should be reviewed to ensure they remain fit for purpose. The previous review made no recommendations for this output. For the year ahead,

⁵ STEP: Systems Toolkit to Eliminate Plastic Pollution, a digital GPAP platform

Defra recommends GPAP focus on partnerships across Africa, where presence is weakest, and work with Defra to align partnerships with Defra’s regional coordinators and capacity in the HMG overseas network.

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)	Baseline	Milestone(s) for this review	Achieved	Progress
2.1 # of partner countries or governments measuring plastic pollution (disaggregated by use of GPAP baseline tool or other)	3	7 (cumulative) 2 (in year)	9 (cumulative) 2 (in year)	Met
2.2 # of roadmaps published (disaggregated by impact area and GESI-responsive)	3	15 (cumulative) 5 (in year)	8 (cumulative) 0 (in year)	Significantly behind
2.3 # of knowledge products published (disaggregated by focus and target audience)	1	15 (cumulative) 5 (in year)	16 (cumulative) 7 (in year)	Exceeded

C1. Briefly describe the output’s activities and provide supporting narrative for the score.

This output tracks the key publications produced by each NPAP. The roadmaps combine data analysis and an assessment of the challenges in each country faces with respect to plastic pollution, and sets out key actions for progress, including key policy changes and drawing links with the plastics treaty negotiations and NPAP Social Context Assessments to ensure actions consider the perspective of and impact on women and girls and other marginalised communities.

The second indicator (2.2) is behind schedule for a second consecutive year. While many roadmaps were further developed this year including in Pakistan, Nigeria, Ecuador, Panama, Mexico City and Maharashtra, India, some NPAPs took the decision to postpone launch to allow for further stakeholder engagement to ensure the full breadth of stakeholder views are captured, including local communities. In the case of Nigeria, Pakistan and Maharashtra State, roadmaps were delayed to accommodate a change of administration to ensure new governments take full ownership of the roadmaps. Of the roadmaps published to date, GPAP has assessed 40% to be gender responsive. This is unchanged as no new roadmaps were published, but those in draft have been updated based on GESI findings in social context assessments.

Considering these delays and given that the current target outlined in the logframe aims at the publication of 25 roadmaps by March 2026, Defra recommend reassessing the final number

to align it more realistically with the current project workplan. Defra and GPAP must also consider how revising down ambition for roadmap publication will affect achievement of GPAP’s outcomes and impacts. GPAP should ensure lessons learned from these delays are taken forward for new partnerships, in particular that a broad range of stakeholders are included from the beginning of the roadmap development process.

Case Study 1: Nigeria’s Roadmap and Social Context Assessment

Context

In 2023, NPAP Nigeria conducted a first-of-its-kind national gender, equity and inclusion analysis of plastic pollution. In a break from the industry norm, Nigeria is asking those most affected by plastics pollution – local communities, women picking waste at dumpsites, people living in poverty where discarded plastics accumulate – to participate in framing its national roadmap for tackling plastic waste, informed by the research of the gender analysis.



Actions

Researchers visited five states across the country to consult diverse, often underrepresented groups selected for their close connection to the plastics value chain. Women, for example, historically haven’t been involved in policy-making for household waste management despite being responsible for the majority of in-home waste generation, storage and collection.

Result

The social context assessment produced recommendations covering the role of women and other marginalised communities across the value chain, including: as market actors buying and selling recycled materials; as workers, often in exploitative and unsafe conditions; as impacted members of the community or end users of waste services; and as regulators or those involved in policy making. These recommendations will be used to inform Nigeria’s Plastic Action Roadmap, due to be published later in 2024. Some examples of include:

- Expanding equitable access to credit, financial literacy training and entrepreneurship skills
- Implement educational programmes that change occupational stereotypes and attitudes towards STEM enrolment among elementary and secondary school girls
- Strengthen and expand the capacity of the existing women-led CSOs in water and sanitation in the direction of the circular economy.
- Encourage waste pickers to join waste collector cooperatives and strengthen the existing waste picker’s cooperatives/associations to increase their ability to negotiate and secure better prices from buyers.
- Urgent establishment of a gender desk unit at the departments and agencies coordinating the NPAP in Nigeria and the development of a strategic gender and social inclusion mainstreaming plan.
- Improve working conditions (equipment and tools, rest areas, sanitary and washing facilities) at dumpsites
- Sensitization of rural communities on the environmental and health implications of open dumping and burning of plastic and nylon in residential backyards and open streets or paths in rural areas.
- Create awareness among informal waste pickers on the health implications of plastic waste and engage recycling companies that register informal waste pickers to provide necessary health and safety protection measures to the waste pickers.



Social context assessments were published for Maharashtra, Nigeria and Pakistan, and a gender context assessment of the plastic value chain was published in Viet Nam. Ecuador, Mexico City and Colombia NPAPs all published new knowledge products. The Nigeria and Panama social context assessments have proved particularly effective thanks to an extensive stakeholder engagement process, which helped build relationships across the plastic value chain, including informal waste workers, fostering a level of coordination and dialogue that had not previously existed in these regions. In Ecuador, the baseline analysis and ongoing development of the social context assessments considers the roles and perspectives of Indigenous peoples and informal sector workers. The Ecuador NPAP Manager highlighted that it is not easy to access these groups, but nonetheless essential. Informal workers collect an estimated 8% of the country’s plastic waste. The baseline and social context assessments ensure the views of these groups are effectively integrated importance in the upcoming national action roadmap.

Mexico City and Panama conducted baseline assessments. Consistent approaches to data collection and reporting presents a significant opportunity for both regional and even international cooperation, particularly if it is linked to the implementation of the global plastics treaty.

Increasingly, governments and the private sector are turning to NPAP communities to review their plastic action commitments, validate policy decisions, and ensure that strategies are well-informed and inclusive. For instance, in Nigeria, formal institutions like the National Bureau of Statistics and informal groups such as informal workers, women, and youth, are developing knowledge products that draw, and reinforce, the legitimacy and credibility of the NPAP action plans. This feedback ensures the NPAP’s products reflect the needs and realities of diverse stakeholders and are widely used. As a result, the Nigeria NPAP has had significant engagement from leading voices across the Nigerian plastics sector, including the president of the Informal Waste Workers Association, Nestle, Flour Mills, the Nigeria Bottling Company, leading academics, and senior government representatives.

Overall, this output has been scored a B. Despite indicator 2.2 continuing to be below expectation, the progress reported on the roadmap documents and mitigating circumstances to ensure effective political buy-in. The partnerships’ social context assessments continue to stand out, and Defra are encouraged to see GPAP prioritise these for active use, rather than being ‘left on the shelf.’

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

The targets were not updated based on previous results, and consequently some of the reporting is out of step. The targets should be reviewed at least 6 months ahead of the next review, by December 2024.

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



In the last year, GPAP invited the University of Portsmouth to carry out an independent assessment of the GPAP roadmaps and identify opportunities for improvement. The report found that the roadmaps were useful for bringing stakeholders together, building high-level

political support, improving coordination and using data to identify the drivers of plastic pollution. Areas for improvement include clearer links to policy analysis, enhanced integration of the just transition, and a greater level of tailoring to the national context. This study is consistent with the GPAP member survey results – despite a majority positive impact, 34% of respondents found the roadmaps either not at all or only slightly influential. This mixed picture shows the importance of ensuring the roadmaps continue to be promoted and actively used after publication. More detailed comments included the need for more localised support to make high-level discussions accessible to local actors. For instance, in Ghana, there is a need to break down the roadmap for local actors to participate effectively. This is being taken forward as a lesson learned for new partnerships and provides context for the delays to this indicator this year, which are drawing on these lessons to strengthen the final documents.

Output Title	Supporting the informal waste sector (including Covid-19 support) in GPAP partner countries		
Output number:	3	Output Score:	C
Impact weighting (%):	30	Weighting revised since last AR?	No

Indicator(s)	Baseline	Milestone(s) for this review	Achieved	Progress
3.1 # of people in the informal waste sector supported by GPAP projects and activities (disaggregated by gender and geography)	8,800	16,300 (cumulative) 2,500 (in year)	11,946 (cumulative) 911 (in year) 43% women 57% men Geographies: Brazil, Colombia, Mexico	Significantly behind target

C1. Briefly describe the output’s activities, and provide supporting narrative for the score.

The indicator for this output tracks the number of beneficiaries from sub-granted projects targeting the informal waste sector, as agreed with Defra in a £6.5m business case extension agreed in 2022. GPAP manages annual calls for proposals for small waste sector NGOs to short (generally around 6 months) projects with a budget of £30,000-50,000. These interventions were added in response to lessons learned following in-country engagement in Ghana and when visiting informal recycling facilities in Colombia and Ecuador. Here, the programme team saw and heard from informal workers that for GPAP to be successful, interventions needed to have positive impact on all parts of the community, especially the most marginalised, and required more targeted engagement with the informal waste sector. The intention of Defra’s uplift was to support capacity building and training opportunities for the informal sector, improve social context and landscape analyses focused on the informal waste sector, support governments to advocate for and involve the informal economy in the upcoming global dialogues on plastic pollution, and support informal sector inclusion in contributing to national strategies and roadmaps. This output indicator captures the reach of the capacity building and training dimension.

As discussed in the previous Annual Review, initial delays in funding disbursement have put this indicator one year behind target. However, even with this delay the results are considerably below expected. This reflects a change in focus on capacity strengthening and sustainable economic and social benefits for a smaller number of informal economy workers instead of a larger reach based on capital expenditure on the disbursement of PPE in response to the COVID-19 pandemic.

Case study 2: Addressing the issue of Child Pickers in Ghana

Results from the **Intersectional and Inclusive Social Context Assessment of Ghana's Informal Plastics and Plastics Waste Sector** revealed that about 15% of waste pickers were children between the ages of 5-12, up to 80% in the Northern Region. Child pickers are less likely to attend school, with around 80% out of education, with the remaining 20% attending inconsistently. They are more likely to exhibit symptoms including visible skin infections, diarrhea, coughing and runny nose, with the work exposing them to risk of severe physical injuries or death. The assessment found about 40% of the child pickers to be the breadwinners of their families as their parents or caregivers are not working. In other cases they accompany their parents or other relatives, or they attend by their own decision. Despite standardised prices at the regional landfills, women, elderly, and child pickers are paid less due to scale adjustment.

The report calls for close collaboration between the traditional authorities, the Department of Social Welfare (DSW) under the Ministry of Gender, Children and Social Protection (MoGCSP) to revamp community child protection committees, focusing on communities with high rates of child waste pickers.

Officials from the DSW participated in the launch of the report and have expanded their Social Welfare Information Management System (SWIMS) to capture the issue of child pickers, which helps ensure local, regional and national officers in the social case work reporting chain are aware of and report this issue. GPAP is monitoring progress on the issue through the quarterly reports provided by the Ghana NPAP secretariat.

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

The targets for this indicator should be reviewed, and considered as an outcome rather than an output. Defra should work with WEF to consider adding a new output indicator that aggregates the activities of the informal sector sub-grant projects in a manner consistent with the move to focus on depth rather than reach. We would expect to see this indicator disaggregated by gender where possible to report. GPAP and Defra are planning an external evaluation in 2025, in which we expect a significant component to be focused on the informal sector.

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

To address risks related to safeguarding and the wellbeing of beneficiaries within the informal waste economy sector, GPAP have outlined the following procedures in the identification of potential grantees: each vendor must go through a rigorous registration process within the WEF's system, all agreements include specific clauses on Compliance and Ethics (with core principles such as human dignity, non-discrimination, health and safety, good governance), and adherence to the WEF's Code of Conduct (with anti-corruption measures, safeguarding policies and responsible use of funds). On SEAH Safeguarding more specifically, sub-grantees must comply with the Inter-Agency Standing Committee Minimum Operating Standards on Protection from Sexual Exploitation and Abuse (PSEA) or the PSEA elements of the Core Humanitarian Standard on Quality and Accountability. Recipients are obligated to immediately report any credible suspicions or actual incidents. While GPAP have strong measures in place for the identification of sub-grantees, the risk monitoring mechanisms and lack of training in relation to SEAH Safeguarding must be built upon. Recommendations for the following year include setting up mandatory SEAH Safeguarding training with sub-grantees and developing risk registers which are reported on quarterly to Defra team. This is explored further in *section D* and the SEAH action plan, *annex B*.

Case study 3: Training Women in Informal Waste Sector in San Francisco, Mexico

In an effort to focus on strengthening capacity of smaller groups, the Entreamigos programme trains groups of women from the informal waste sector in San Francisco, Mexico. The workshops help the trainees to develop skills in handling of machinery for the recycling of plastics and the regeneration of products from the recycled material to support a more stable income.

The training facilitates skills development such as use of safety materials that has direct benefits in the prevention of work accidents, and design thinking and economic autonomy, in their ability to sell the recycled items they make in the workshops. It also supports social integration through empowering the trainees as leaders and facilitators who can share the knowledge within their communities.

The co-benefits for the local environment include increased correct disposal of plastics, diverting waste away from the natural areas (streams, jungles, beaches), as well as improved consumption habits of the trainees and their communities. Through the dissemination of knowledge throughout the community, the Entreamigos programme has been made part of a nationwide network of recyclers, 'Precious Plastic Mexico'. This comprises of 19 organisations (commercial enterprises, private schools, civil associations) that exchange experiences, share problems and challenges to build solutions and strategies with a common goal, and ultimately reduce plastic pollution and reduce inequality gaps.

Output Title	Engaging and supporting partners through GPAP platforms		
Output number:	4	Output Score:	A+
Impact weighting (%):	20	Weighting revised since last AR?	No

Indicator(s)	Baseline	Milestone(s) for this review	Achieved	Progress
4.1 # of innovators ⁶ reporting benefits* through interaction with GPAP's platform	12	40 (cumulative) 12 (in year)	41 (cumulative) 13 (in year)	Exceeded
4.2 % of GPAP partners who are women and/or from traditionally marginalised groups (disaggregated by women and marginalised groups)	40%	46%	50% of 1806 partners participated, 903 were women 20% self-identified as members of traditionally marginalised communities	Exceeded

C1. Briefly describe the output's activities and provide supporting narrative for the score.

⁶ Number of innovators relates to people/ businesses connected via GPAP's Global Plastic Innovation Network, an open collaboration platform focused on connecting new solutions relating to five pathways: alternative materials and product design, ecosystem data and transparency, waste management and recovery, engaging society and waste prevention.

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 is achieving this through two key strategies. First via knowledge products accessible online such as the [Circular Industry Solutions \(CIS\) report](#), published in May 2024, and the financial knowledge exchange through the Financing Coordination Group (FCG). These activities have been utilised at Davos and INC-4 to raise awareness across international corporations and governments. The second strategy utilises a bottom-up approach to enhance innovation. Several NPAPs are involved in national innovation challenges, such as Indonesia’s Project Showcase and Ghana’s Plastic Circularity Innovation Challenge. These national innovation challenges showcase solutions, award vital early-stage funding, and foster new partnerships. Together, these strategies create a powerful opportunity for scaling initiatives to combat plastic pollution. Over the review year:

- The GPAP member survey shows results in improving access to enabling conditions for innovators, such as improving innovator's skills, visibility of their solutions, and access to partners.
- Out of 131 respondents, 72% indicated they had received or seen enhanced knowledge on tackling plastic pollution, 60% reported gaining access to new partnerships, and 56% noted increased visibility of their solutions.
- Overall, women reported better access to support than men. Women reported better support in four areas (knowledge, skills, finance, and policy environment). Men reported better support in access to partnerships and increased visibility of their solutions.
- The global secretariat worked to showcase innovative solutions to their global audience through Forum articles and industry reports such as the Circular Industry Solutions report.
- Viet Nam launched an Innovation & Finance task force to bring together government, national and international organisations, and the private sector to boost innovative ideas and scale solutions to drive change.

Case study 4: Viet Nam’s Joint Innovation and Finance Taskforce

In May 2023 the Viet Nam NPAP established a joint Innovation and Financing Task Force. The task force provides a focused forum for government agencies, businesses, and international organisations to discuss innovative solutions to plastic reduction, reuse, and recycling while unlocking sustainable financing. The Task Force is co-chaired by the International Cooperation Department of the Ministry of Natural Resources and Environment (MONRE) and the Alliance to End Plastic Waste, and its members cover the private sector, civil society, and bilateral partners, including Unilever, Dow Viet Nam, GreenHub, World Bank, UNDP, Innovation Norway, and waste management start-ups.

The Task Force serves as a platform to introduce and showcase innovative projects and solutions from its diverse members. This regular interaction fosters an environment of shared learning and collaboration, enabling members to connect and share experiences from their initiatives. Through these engagements, the Task Force has successfully built a plastic mapping and innovation tracker, continuously updated with data from the members and the overall NPAP membership.

To date, 40 innovators have participated in the Task Force’s incubation and acceleration programs, contributing to a total of 138 projects and initiatives focused on reducing plastic waste and pollution. These projects are not limited to Viet Nam but have expanded into regional collaborations. The Task Force has created a gateway for scaling new initiatives by providing early-stage funding and new partnerships. This collaborative model accelerates progress towards reducing plastic pollution and ensures that these solutions receive the support needed from leading industry partners and support the delivery of the government of Indonesia’s priorities.

GPAP have met their March 25/26 target that 50% of all GPAP members identify as women two years ahead of schedule, and have reported that 55% of 2,709 total participants at GPAP events, workshops and meetings identify as women. GPAP conduct regular surveys to assess how aware NPAP partners are of inclusive approaches and their importance to pollution. This reporting year, 244 GPAP members responded out of 1,281, an 18% response rate. Of these, 53% reported good or very good awareness of inclusive approaches, an increase of 9% on last year. In Nigeria, Ghana, Indonesia, Viet Nam, and Maharashtra, the reported level of 'good' and 'very good' was 9% higher than countries without a Social Context Assessment. While this demonstrates a positive correlation, there are other underlying conditions for change, such as maturity of partnership, existing social norms, and political and economic interests around inclusion.

GPAP also asked respondents about *changes* (slight, moderate, significant, transformative) in their approaches to inclusivity due to their engagement with GPAP, and disaggregated the results between partnerships with a Social Context Assessment, and those without. The results also demonstrated a clear correlation between published self-assessments and an increase of social inclusion in approaches, as shown in *figure 3*. GPAP has begun collecting disaggregated data to understand the representation of other marginalised communities throughout partnerships – at present this is 20%.

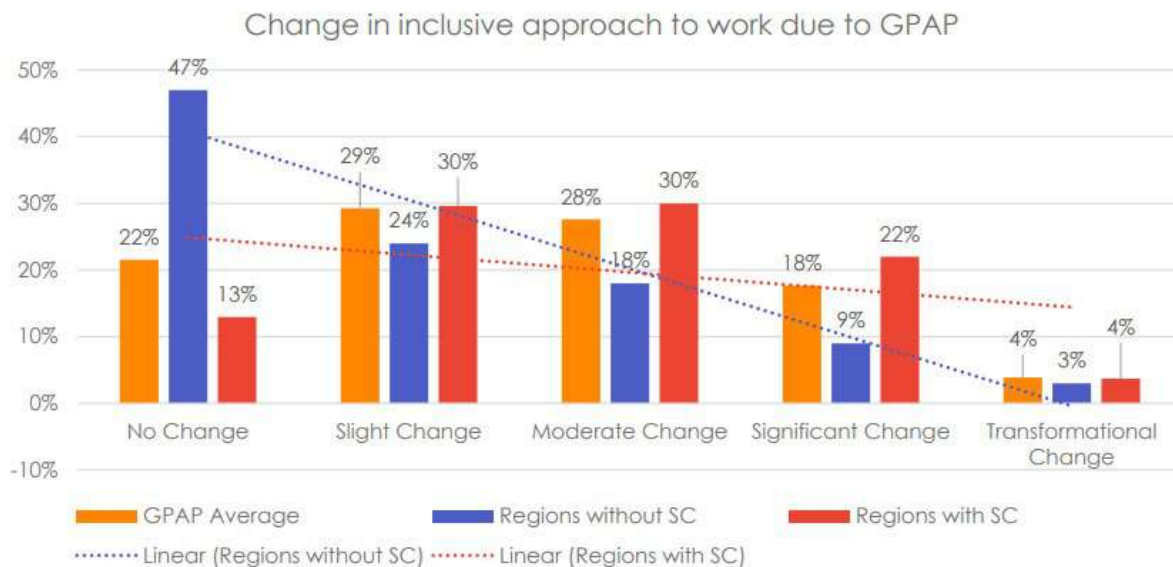


Figure 3, Reported change in approach to inclusion, with and without social context assessments

The output has been scored A+. Both targets have been exceeded and GPAP has provided further evidence of how inclusion is being embedded through GPAP’s structures, both in the central secretariat and in each national partnership.

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

There have been no changes to this output over the past year. There are no planned changes at the time of writing, but these output indicators will be reviewed alongside implementation of recommendation 1, which will look to explore the link between output and outcome performance and whether the two levels of indicators and represented proportionately to deliver impact. GPAP should consider what other indicators could broaden how this output reflects the mainstreaming of inclusion across the partnerships, drawing on data collected through the partner survey. Defra should work with GPAP to consider how to increase the response rate for the member survey.

D: RISK

D1. Overview of risk management

Due to the turnover in programme management, the programme risk log has been updated inconsistently, and risk discussions with delivery partners during the reporting period have been *ad hoc*. Defra’s ability to understand and actively respond to programme risks during the review period has therefore been lower than expected. As set out in recommendation 6, next year Defra should prioritise monthly register updates in line with the monthly progress meetings with delivery partners.

The programme risk register, which was reviewed and updated in partnership with ODA hub during the writing of the review, is available on request. This review identified the following improvements for the programme team:

1. Clarify risk appetite and ensure the register captures this, so risks can be judged accordingly
2. Ensure the register is updated regularly and records each update as evidence
3. Ensure the categories of all risks align with ODA guidance
4. Ensure that likelihood, impact, inherent and residual are all clearly identified in the register
5. Ensure mitigations are specific actions within Defra’s control, and timebound wherever possible
6. Ensure fraud risk is accurately captured
7. Ensure risk ownership is divided across the team so each individual is managing a reasonable volume of risks that are proportionate to roles.

The risk appetite has been set in line with the Defra’s ODA portfolio and is set out in *table 2*.

Table 2 Risk Category	Appetite	Set by (Name/Title - SRO/PRO)	Date Set (DD/MM/YY)	Updated Appetite	Change Date (DD/MM/YY)
Strategy and Context	Open	PRO	06/08/2024	-	-
Delivery and Operational	Cautious	PRO	06/08/2024	-	-
Financial and Fiduciary	Cautious	PRO	06/08/2024	-	-
Project and Programme	Open	PRO	06/08/2024	-	-
Reputational	Cautious	PRO	06/08/2024	-	-
Safeguarding	Cautious	PRO	06/08/2024	-	-

Table 4, Risk Appetite

Risks management in FY23/24 by category

- **Safeguarding:** Last year’s review noted a number of new risks associated the informal waste economy sector. Specifically, due to the human-focused nature of this funding, risks and issues associated with the safeguarding and wellbeing of beneficiaries will need to be managed in line with broader safeguarding procedures.

Defra conducted a SEAH risk assessment with WEF during the writing of the annual review which outlined the main risks and corresponding actions for mitigation. While the WEF has an anti-harassment policy that references sexual harassment and bullying, they do not have a specific safeguarding policy in its Code of Conduct. The highest risk in relation to SEAH Safeguarding lies in the fact that WEF don’t regularly

monitor risk and are reliant on ad-hoc reporting by Grant Recipients. The recommendations for the following year therefore include WEF/ GPAP to consider developing a standalone safeguarding policy, or integrate safeguarding into the code of conduct more explicitly, and to provide training to grant recipients on SEAH Safeguarding. WEF should also consider developing a SEAH risk register with sub-grantees (updated on monthly basis) and report quarterly to the Defra team. **Safeguarding and SEAH risk is currently judged beyond programme appetite (cautious), and mitigating actions set out in the SEAH action plan should be prioritised.**

- Delivery and operational:** the most significant risk raised this year relates to the longevity and sustainability of the GPAP partnership model. The UK’s contracted funding to GPAP ends at the end of FY24/25, with further funding for 25/26 contingent on the upcoming spending review for that financial year. At the GPAP Steering Board in March, board members agreed that the timeline for graduating partnerships should extend to 2030. There is therefore a risk that lack of resource and funding for GPAP will result in partnerships failing to be effectively supported into the sustain phase with agreed long term financing plans. This could result in partnerships losing relevance and engagement from partner government stakeholders, and decrease impact in the long term. Defra and WEF are continuing to discuss the approach to graduating partnerships with GPAP regularly, with Ghana, Indonesia and Viet Nam as pilots for this process. Defra will continue to promote GPAP and work with them to secure other investment. In the review year, Government of Canada announced a further commitment of CAD\$10m in support of GPAP, with a thematic focus on biodiversity.

There is a further operational risk that also impacts VfM relating to the costs of using GPAP’s NAM tool, which is critical for providing impact data for each partnership. GPAP are continuing to explore efficiencies in deploying the tool. **These risks are within appetite.**

- Project and programme:** as discussed in *section B*, the programme carries risks based on how it adapts around key externalities, including the negotiations on an ILBI on plastic pollution. Failing to adapt to this risks reducing the relevance and longevity of GPAP’s partnerships. The programme also carries a risk around the effective graduation of partnerships, as they move in the sustain phase, as discussed under ‘delivery and operational’. Again, this could result in reduced partnership impact and longevity. **These risks are within appetite.**
- Financial and fiduciary:** Defra’s oversight of the GPAP delivery chain remains limited, in part due to its complexity and the nature of GPAP’s partnerships. GPAP are working on completing a delivery chain map and this should be prioritised for the next review, to support Defra and WEF to understand how safeguarding and fraud risk are managed throughout the chain. Defra updated the programme fraud risk assessment (FRA) for 2024 and added a new risk focused on the informal sector grants that target small national or local NGOs, where less stringent financial controls may be in place. This is mitigated as GPAP manage these relationships directly and conduct due diligence on all partners as part of their procurement process. GPAP are obliged to report any known instances of fraud from any with any GPAP activity back to Defra. The FRA can be provided on request.

GPAP continue to monitor exchange rate fluctuations between Swiss Franc (CHF) and local currencies. There is some risk that a weakening of GBP against CHF will reduce the value of the UK’s investment. **These risks are within appetite.**

- Strategic and Context:** The GPAP model depends on the engagement of partner countries governments. This has resulted in a risk to GPAP delivering on the target to

establish 25 partnerships by 2025 as political uncertainty and administration changes, or bureaucratic processes in partner countries, can slow down the inception of new partnerships.

Given the number of pipelined partnerships for 24/25, managing this risk and selecting partnerships strategically based on political context and demand in country, and the support of the UK overseas network to facilitate communication. **These risks are within appetite.**

[Redacted]

E: PROGRAMME MANAGEMENT: DELIVERY, COMMERCIAL & FINANCIAL PERFORMANCE

Delivery Partner Performance

Overall, the GPAP team continue to be a motivated, engaged and ambitious partner for Defra. Their communication and responses to Defra’s requests are generally timely and clear. Defra and GPAP cooperated well in the review year on an M&E workshop that explored how to manage challenges around the lack of impact data. As discussed in the section D, regular discussion of risk has been impacted by the turnover in programme manager. Risk discussion, including SEAH risk, is now a standing item at monthly steering meetings between GPAP and the programme team.

Finance and reporting:

GPAP provides regular financial reports, including annual audited financial statements, quarterly impact and financial reports and an annual impact report that tracks progress against KPIs as set out in the grant agreement. Reporting is generally detailed and of high quality, and GPAP are prompt in responding to questions and requests for clarification or additional data.

In March 2024 Defra and WEF also agreed to transfer an underspend in Q4 22/23 of £61,559 to Q4 23/24 budget (CCN004). This was paid alongside the agreed Q4 23/24 payment but invoiced and accounted for separately as agreed with ODA finance.

Defra and WEF have discussed how to streamline the timely receipt of invoices and processing of payments. The final payment in the review period, for Q4 23/24, was delayed due to late invoice submission combined with personnel changes in both parties.

Defra Performance

As noted in section A, programme management in Defra has changed three times during the review period. While each individual programme manager has established a positive relationship with GPAP, the speed of turnover has impacted the Defra’s ability to engage with the partnerships. Defra attends the quarterly GPAP steering board meetings. Defra’s BPF regional coordinators continue to play a strong supporting role for GPAP in preparing for NPAP steering boards and providing strategic guidance on new partnerships.

Areas for improvement

1. Defra and GPAP should work together to ensure that invoices are submitted early to reduce the number of payments slipping, particularly towards the end of the financial year.
2. Defra can support GPAP more by helping to manage engagement with posts and leveraging these connections to improve communications with partner governments, particularly for new or nascent partnerships.

3. GPAP have yet to finalise a delivery chain map for the programme, this should be a priority for the year ahead.

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 (CO2 equivalent) per year in 2025 and 20 million tonnes per year in 2040."

Although GPAP's primary objectives centre on the reduced leakage of plastic into the environment, improved waste management, and improved outcomes for people and communities, benefits of the intervention for climate outcomes are evident.

E2. Value for Money (VfM) Assessment

E.2.1 VfM Overview and Cost-Effectiveness

As discussed in *section A*, GPAP is performing below expectations demonstrated by the review score *B*. More evidence on programme performance is needed before we can be confident whether GPAP is on track to achieve good Value for Money (VfM) as forecasted in the Business Case and Addendum. While there is data available for outputs and outcomes, we are still missing data for Impacts. In order to understand the complete VfM picture, including the monetary benefits achieved, we will need reported impact data. Delivery partners agreed that impact indicators would be reported on at the mid-point and end-point of the proposed investment lifetime of five (5) years, however, the programme has changed their approach here and will only report impact data in 2025. Defra should push GPAP to deliver this in time for the next Annual Review. Data should be brought in through the planned External Evaluation for early 2025.

Cost-Effectiveness

Cost effectiveness looks at how much of an impact is achieved by an intervention relative to the inputs that are invested in it. As it can provide an overview of the current VfM performance, we reflect on this here before the full 4 Es assessment below.

- As seen below, GPAP has been unable to provide data against its Impacts. This is essential for the next Annual Review to give a complete picture of the cost-effectiveness of its operations, considering the importance of a reduction in plastic waste and the associated environmental and human benefits (including monetary benefits) for measuring the success of the programme. Further data in this area will help us to understand the cost per result achieved, such as the cost per tonne of plastic prevented from entering the environment, for example.

- Logframe data shows that GPAP has performed below average given the final score of B, but more data is needed in order to understand the level of cost-effectiveness being achieved. There is evidence of good performance at outcome level, including, for example, the informal economy initiative that has directly benefited 836 informal waste workers, bringing the total number of supported livelihoods to 11,946. However, more data is needed on the cost per beneficiary, activity and/or output, to present a full picture of cost-effectiveness.

Given the evidence presented in the VfM assessment below, GPAP have made considerable effort to improve the VfM delivered by the programme, and this is reflected reasonable well against the 4 Es. However, considering the inherently high costs of the key modelling tool which has hampered efficiency and also reduced our ability to tests the impacts achieved, as well as the under-performance against some outputs, more can be done to further strengthen VfM and the evidence underpinning our conclusions. As noted, we cannot be sure of where the programme currently sits within the forecasted BCR range, given the lack of impact data, but it is likely that the programme is around the low to middle range.

E.2.2 Latest BCR Analysis

The GPAP Business Case Addendum included the estimated monetary benefits delivered by the programme over its lifetime, based on modelling using an example NPAP. Using the £19m investment, the modelling produced a Benefit-Cost Ratio (BCR) range of 13.1 to 16.9, and a Net Present Value (NPV) range of £229m to £302m. The partial monetised benefits from this analysis included:

- Reduced social costs of mismanaged plastic, including for marine natural capital – this accounted for approximately 89% of the total expected benefits for the illustrative example;
- Revenue associated with recovered plastic - this accounted for approximately 3% of the total expected benefits;
- Carbon savings - this accounted for approximately 8% of the total expected benefits

The analysis also identified several un-monetised benefits:

- Benefits to local tourism from an improved marine and coastal environment, this could lead to higher incomes for local people and a reduction in poverty;
- Increased education and training;
- Improved biodiversity;
- Exporting UK expertise and knowledge through individual programmes;
- Human and wildlife health benefits from reduced contamination of air and water;
- Leveraging further finance

As noted above, we have been unable to test the monetary benefits achieved by the programme to date given the missing data for Impacts. The monetary benefits from the BCR analysis are derived from the reduction in plastic waste, and the subsequent reduction in social costs and carbon, and increase in revenue. In order to test this using the results achieved, we will need to receive data on Impact Indicator 1a (# of tonnes of mismanaged municipal solid plastic waste avoided, based on the business as usual projection for 2025). In FY 23/24, two additional baseline assessments were completed in Mexico City and Panama, bringing the total number to nine. This should help put GPAP on the right path to understanding the programme's impact in terms of plastic pollution reduced. As confirmed by the GPAP MEL team, the programme will initiate an External Evaluation starting in early 2025 to assess the impact indicators. Originally, a mid-term evaluation was planned in the form of an Indonesia case study, however, this was ultimately not conducted due to an unfavourable cost-effectiveness analysis. The decision to forego the mid-term review was based on the findings that the projected costs outweighed the anticipated benefits at that stage. We hope that the programme builds on this External Evaluation so that enough good quality data is available ahead of the next Annual Review, to allow for a complete VfM analysis.

E.2.3 4 Es Assessment

The 4 Es Assessment below looks at each aspect of VfM in turn, including narrative examples of where the programme has performed well, and where there is room for improvement. This will underpin the final element of this VfM section – recommendations for the next 12 months. Much of the information below is taken from the GPAP Annual Impact Report for FY 23/24.

Economy

Economy considers whether the inputs required for a project are being procured at the best price.

- The key cost drivers in the last 12 months have included:
 - The specialised nature of the plastics industry
 - Regional disparities
 - Currency exchange fluctuations
 - Travel costs
- GPAP have made efforts to keep costs low, including:
 - **Increased use of Requests for Quotes (RFQs) and Requests for Proposals (RFPs):** To ensure the best value for money, GPAP has expanded its use of competitive procurement processes, including RFQs and RFPs. By inviting multiple vendors to submit proposals or quotes, GPAP is able to compare costs, quality, and services, ultimately selecting the most cost-effective options.
 - **Greater involvement of the procurement team:** GPAP has enhanced the role of the Forum’s Procurement Team to ensure that all sourcing decisions are strategically managed. Defra and GPAP should monitor the effect of this change to ensure it delivers cost savings in practice
 - **Leveraging networks and strategic partnerships:** Over time, GPAP has built a network of strategic partnerships with key stakeholders, including private sector organizations, NGOs, and governments. These partnerships allow GPAP to share resources, expertise, and infrastructure, leading to cost savings in areas such as project implementation, logistics, and capacity-building activities
 - **Empowering local NPAPs on fundraising for specific activities:** By building the capacity of NPAPs to secure local funding from private sector, Embassies or International Financial Institutions (IFIs), GPAP fosters more localized ownership of projects and financial sustainability, as well as strengthening of relations across the NPAP stakeholders. These efforts, combined with a strategic focus on cost management and value creation, have helped GPAP improve the economy of spend while maintaining high standards of effectiveness and impact across its programs
 - **Robust financial oversight:** GPAP employs financial oversight mechanisms to monitor expenditures and ensure they align with the allocated budget. This includes regular financial reporting and budget reviews at the global and at the NPAP level. By closely tracking spending in real-time, GPAP is able to identify and address any deviations from the budget, ensuring efficient use of resources
- GPAP have found that the additional costs involved with adding new partnerships has decreased since the initial two partners were onboarded, showing a reduction in cost drivers over time. This is because of shorter prepare and build phases.

Efficiency

Efficiency relates to how inputs can be turned into desired outputs.

- According to the GPAP MEL team, the programme has established processes to ensure they efficiently adhere to planned budgets and timelines, including:
 - **Strategic planning and prioritisation:** GPAP follows a strategic planning process that sets clear priorities, ensuring that resources are allocated effectively to high-impact activities
 - **Adaptive management:** In cases where external factors do arise that could affect timelines or budgets, GPAP employs an adaptive management approach. This allows for flexibility in reallocating resources or adjusting timelines without sacrificing the overall effectiveness of the project
- The Annual Impact Report found that the coordination facilitated by GPAP leads to increased efficiency and reduced duplication of effort. GPAP’s approach helps to avoid overlapping effort from the diversity of stakeholders involved in the global plastics sector
 - “GPAP’s multistakeholder platforms have improved sector coordination and will continue to focus on this important role to integrate all perspectives further and streamline efforts effectively.”
- As noted above, the additional costs of onboarding new partners have fallen relative to the first GPAP partners. This has meant that the timeline of the NPAP is shortening from approximately seven to five years, speeding up delivery and reducing the additional time and cost resources required over the period
- The modelling tool for calculating the amount of plastic prevented from entering the environment has proved to be particularly expensive, to the point where it cannot be run frequently. This is not necessarily a surprise, as the tool is inherently expensive due to the range and depth of data GPAP are trying to capture, and the resource intensity involved with this. The high costs should be looked at in greater detail in the coming period, as this tool is a key output from GPAP and should be more readily available for analysis in this space. This would also help bring in better data on impacts, allowing us to test the monetary benefits delivered, as noted in sections E.2.1 and E.2.2 above

Effectiveness

Effectiveness refers to the ability of funding to deliver the selection of outputs most likely to result in the desired outcomes (and impacts). The Annual Impact Report finds that the 12-month period covered was “marked by significant strides in convening an extensive network of global and national stakeholders to address plastic pollution, underpinned by a complex and evolving global political landscape” – a promising finding for programme effectiveness.

- Key achievements in FY23/24 included:
 - Six new NPAPs, including Colombia, Peru, Philippines, and Costa Rica. Laos and Zambia have also been formally announced.
 - 836 informal waste workers' livelihoods improved, bringing the total to 11,946.
 - [REDACTED]
 - Eight government policies or plans were informed through GPAP.
 - GPAP launched its Reuse Portal at INC-2 in collaboration with partners, providing tangible examples for moving beyond recycling to operationalising reuse in addressing the plastics problem.
 - A significant number of GPAP resources were published this year, including four social context assessments and two baseline analyses.

- £710m has been mobilised by partners to tackle plastic pollution globally in this reporting year, bring the cumulative total to capital mobilised by GPAP partners to £2.37b
- GPAP has managed to facilitate learning and collaboration across different regions, helping to improve effectiveness across the programme and its partners.
 - For example, “the NPAP in Vietnam has created a joint innovation and finance task force, which supports a regional innovation challenge bringing together diverse stakeholders to drive plastic reduction, reuse, and recycling initiatives.”
- However, questions remain over the sustainability of finance, particularly for Indonesia and Vietnam. This is due to the risk that after GPAP withdraws, the NPAPs may lose support and relevance. There are mitigations around this (such as the 24-month transition phase that GPAP have instigated, but the risk does remain. Given the long-term nature of environmental concerns, it is important that investment is sustainable to ensure impacts continue to be delivered in future years.

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.

- Annual internal GPAP reporting identified that “GPAP’s work on inclusion is one of the programme’s strengths over this reporting year.”
 - For example, “the GPAP Partner Survey saw a strong increase in awareness around inclusive approaches from its members, combined with good results on how initiatives have changed to become more inclusive. The survey results indicate that 53% of participants report having 'good' or 'very good' awareness of gender inclusive approaches, an increase from 44% from last year’s survey”
- The Report also acknowledged that Defra subgrants are having an important impact on informal worker livelihoods, with “837 workers supported in remote and hard-to-reach communities”.
- There are several case study examples which show the impact GPAP has had on women and marginalised groups, including:
 - “In Indonesia, community events bring stakeholders together to discuss and implement sustainable practices such as reuse, gender inclusion, social inclusion, and local waste management. This strengthens the capacity of communities and marginalised groups within those communities to manage waste more effectively.”
 - “Leveraging support and tools from the Ghana NPAP, the ASASE Foundation, was better equipped to empower women to manage and operate plastic waste reprocessing plants, transforming these ventures into viable social enterprises. This initiative not only promotes gender inclusivity but also ensures sustainable community development.”
 - “In Vietnam, the NPAP’s efforts are exemplified by the Quy Nhon City Club project in Binh Dinh province, informed by the comprehensive social context assessment published mid-last year. The club will facilitate connections among the workers and junk shops throughout Quy Nhon city, as well as the local Material Recovery Facilities at Long My landfill.

E.2.4 VFM Recommendations

Given the information available, the following recommendations are provided to help GPAP improve its performance with regards to VfM by the time of the next Annual Review:

- **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
- **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
- **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
- **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

Date of last narrative financial report	16/07/2024	Date of last audited annual statement	30/11/2023
---	------------	---------------------------------------	------------

Annex A: GPAP GESI Action Plan **[draft]**

GESI mainstreaming requirement	Programme Baseline: GESI Empowering	Programme Ambition: GESI transformative	Actions Planned (October 2024)	Updates
<p>Analysis / Design</p>	<p>GPAP has a general GESI analysis for plastics in their 'equity in plastics newsletter' reviewed by the SDD audit, and a global gender policy.</p> <p>Individual GESI analyses are written for each national partnership in the form of social context assessments. Examples are published and available via the GPAP website. These studies delve into the social context of the plastic value chain, the impacts of plastic pollution, and the inequalities surrounding plastic pollution. The investigation of inequalities is extensive, deploying an intersectional approach to understand how gender intersects with disability, age, and other characteristics.</p> <p>In Ghana, the SCA has increased awareness of how gender can intersect with other characteristics, such as disability, age, migration status, and wealth, to produce intersectional challenges. These resulted in a set of recommendations, which informed National Action Roadmaps and other strategy documents and a separate "Intersectional Gender Equality Strategy" for Ghana.</p> <p>The programme's aim is to foster a collaborative approach to reducing plastic pollution, and ultimately improve the environment and the quality of life for people and communities impacted by plastic pollution. One strategic pillar in the theory of change is to convene communities, which relates to the GESI framework on collective action. SDD audit conclusion: this programme has the potential to be transformative by supporting</p>	<p><i>Social and gender analysis used to address prevailing power relations and support <u>institutional and societal level change</u> to be gender & Inclusion sensitive. Involves challenging social norms and breaking stereotypes for women, men and marginalised people.</i></p> <p>GPAP evaluate how social context assessments (SCAs) are actively used by GPAP partners to inform other plastic pollution plans, strategies and policies.</p> <p>SCAs are used to inform the design and delivery of informal sector interventions.</p> <p>GPAP evidence how specific challenges facing women and girls and other marginalised groups revealed by the SCAs have been acted on across the partnerships.</p>	<p>(1) Clear timelines set out for social context assessments/ GESI reports to be published for all partnerships, and integrate findings into roadmaps and strategies to ensure all NPAP's have GESI considerations mainstreamed across all their products (end 2025)</p> <p>(2) GPAP and Defra to discuss how to increase (and evidence) the use/ tangible application of social context assessments (November MEL workshop)</p> <p>(3) GPAP and Defra to discuss how the SCA's are integrated in the informal sector grant design and delivery (November MEL workshop)</p>	

	collective action and focusing on addressing power imbalances.			
Engagement	<p>GPAP consult with women and marginalised groups in the process for writing social context assessments. They have adapted the process to lengthen the consultation period to allow for deeper engagement based on lessons from the pilot partnerships.</p> <p>GPAP use the findings of the social context assessments to ensure that policy roadmaps are gender responsive (currently 40%).</p> <p>Childcare considerations are included in GPAP's policies and GESI consultants at the national and global levels advise on design and consult with different groups.</p> <p>GPAP centres local communities, with one of the three main pillars of GPAP being "convening communities and curating conversations". This is done through the provision of subgrants to local initiatives, having local GESI managers, and having representation in National Plastic Action Partnerships. Combined with the in depth research that WEF undertook into the social context of plastic value chains, this means marginalised groups and IPLCs are learned from and supported.</p>	<p><i>Women and marginalised groups have active control over resources and decisions in the context of the programme, including support for rights-based civil society such as women's/Indigenous Peoples/OPDs, enabling their leadership and collective action to strengthen their decision-making, agency and control.</i></p> <p>Women and other marginalised groups have the opportunity to influence all key NPAP products (SCAs, roadmaps, etc).</p> <p>Informal sector grant projects empower women working in the waste sector through financial literacy and business training, supporting waste pickers identity and rights as a collective and supporting routes to formalisation where there is demand. This creates a positive feedback cycle with the national level partnerships, as women working in informal waste can influence and contribute more to waste policy and strategy.</p>	(1) GPAP and Defra to discuss strengthening the GESI criteria for subsequent informal sector grant proposals. (summer 2025, for 25/26 grants)	
Monitoring results	<p>Tracking inclusion or women and marginalised groups across the GPAP member/partnership network (currenty 50% across all partners as reported in the 2024 logframe).</p> <p>Some people focused indicators with disaggregated results</p>	<p><i>Data disaggregated to track impacts of interventions on diverse groups, gender and inclusion as a principal programme objective, quantitative and qualitative methods applied.</i></p> <p>Evaluation assesses the impact of the intervention on marginalised groups.</p>	<p>(1) Ensure output, outcome and impact data accurately captures the results of GESI-focused activities and is disaggregated. (End of December 2024)</p> <p>(2) Defra and WEF explore how to integrate the GPAP member survey into the logframe to capture qualitative data on the use</p>	

	<p>3.1: # of people in the informal waste sector supported by GPAP projects and activities (disaggregated by gender and geography)</p> <p>4.2 % of GPAP partners* who are women* and/or from traditionally marginalised groups* (disaggregated by women and marginalised groups)</p>	<p>The programme monitoring framework demonstrates the quantitative and qualitative results of the programme, across outputs outcomes and impact. Results are disaggregated by gender and marginalised groups (self-identified).</p>	<p>and impact of social context assessments. (November MEL workshop)</p>	
<p>Team capacity</p>	<p>GPAP have a global GESI consultant and fund Gender Equality and Social Inclusion advisors and consultants in partnership countries.</p>	<p>Significant dedicated resources and GESI experts a core part of the delivery team</p> <p>GESI expertise at the global and partnership level, and in the programme evaluation team.</p>	<p>Already achieved in core GPAP team and NPAP partnerships</p> <p>(1) Ensure evaluation team includes GESI expertise through monitoring eval spec, and through Defra's role assessing proposals (by jan/feb 2025)</p>	
<p>Identification of safeguarding risks</p>	<p>Safeguarding processes and procedures are clearly discussed, including a special condition in the grant agreement that downstream partners must accept Defra ODA Safeguarding terms. There is an acknowledgement that there will be additional safeguarding risks associated with working with informal workers but these are not detailed.</p> <p>A safeguarding risk assessment is in place for the programme and safeguarding risk is captured in the programme risk register.</p> <p>Safeguarding is discussed as a standing item in monthly calls with the delivery partner. Tier two partners report to the partner monthly, including on safeguarding.</p>	<p>Social and gender analysis supports identification of Safeguarding risks and mitigation actions which are monitored via the <u>risk management process</u>.</p> <p>WEF have strong oversight of informal sector grantees and provide evidence of policies and procedures in place.</p> <p>WEF draw on social context assessments to ensure the management of SEAH risk is suited to context(?)</p>	<p>(1) GPAP and Defra to discuss strengthening the safeguarding criteria for subsequent informal sector grant proposals. (summer 2025, for 25/26 grants)</p> <p>(2) Actions set out in the SEAH action plan are delivered to their respective timescales: 102024 GPAP SEAH Action Plan.docx</p>	
<p>Mitigation of safeguarding risks</p>	<p>WEF have a code of conduct in place which all tier 2 partners sign up to as part of their grant/contract.</p>	<p>Delivery partners have robust safeguarding measures in place, assessed through <u>due diligence</u>. Safeguarding policies and procedures are well established and effectively managed by all project partners. All project stakeholders are made aware of channels to raise any concerns.</p>	<p>(1) Actions set out in the SEAH action plan are delivered to their respective timescales: 102024 GPAP SEAH Action Plan.docx</p>	

	<p>A safeguarding risk assessment is in place for the programme and safeguarding risk is captured in the programme risk register.</p> <p>Safeguarding is discussed as a standing item in monthly calls with the delivery partner. Tier two partners report to the partner monthly, including on safeguarding.</p>			
--	---	--	--	--

OFFICIAL 2: GESI Ambition Level within Defra ODA Programmes (guide for reference)

GESI mainstreaming requirement	GESI unaware	GESI sensitive	GESI empowering	GESI transformative
Analysis / Design	Lack of social and gender analysis means that interventions may fail to acknowledge the role of gender and exclusion. These do not necessarily do harm but may indirectly support the status quo.	Social and gender analysis used to be confident that programming <u>will “do no harm”</u> will not exacerbate inequality; Suppliers <u>assess impact of</u> interventions on women and men, and relationships between them.	Social and gender analysis used to <u>understand and address practical barriers & support opportunities</u> for increased equality in access to assets, resources, capabilities and opportunities, such as jobs, markets, services, skills, knowledge and decision-making.	Social and gender analysis used to address prevailing power relations and support <u>institutional and societal level change</u> to be gender & Inclusion sensitive. Involves challenging social norms and breaking stereotypes for women, men and marginalised people.
Engagement	Failure to effectively consult with women and marginalised groups (including people living in poverty, Indigenous People and Local Communities) that are impacted by the programme.	Stakeholder consultation including women and marginalised groups.	Participation of women and marginalised groups in planning/ design processes	Women and marginalised groups have active control over resources and decisions in the context of the programme, including support for rights-based civil society such as women’s/Indigenous Peoples/OPDs, enabling their leadership and collective action to strengthen their decision-making, agency and control.
Monitoring results	Lack of disaggregated data.	Logframe includes data disaggregated to track impacts of interventions on women and other targeted groups, where relevant.	Logframe includes data disaggregated to track impacts of interventions on diverse groups, GESI focused outcomes, quantitative and qualitative methods applied.	Data disaggregated to track impacts of interventions on diverse groups, gender and inclusion as a principal programme objective, quantitative and qualitative methods applied.

Team capacity	Lack of expertise / resourcing dedicated to GESI.	Relevant GESI expertise and resources are drawn on as needed	Dedicated staff time working on GESI and ability to draw on relevant expertise and resources	Significant dedicated resources and GESI experts a core part of the delivery team
Identification of safeguarding risks	Lack of social and gender analysis may result in safeguarding risks not being identified or adequately mitigated against.	Social and gender analysis supports identification of Safeguarding / GESI risks and mitigation actions which are monitored via the <u>risk management process</u> .	Social and gender analysis supports identification of GESI / Safeguarding risks and mitigation actions which are monitored via the <u>risk management process</u> .	Social and gender analysis supports identification of Safeguarding risks and mitigation actions which are monitored via the <u>risk management process</u> .
Mitigation of safeguarding risks	Safeguarding policies and procedures may not be well established and/or project stakeholders may not be aware of available channels to raise concerns.	Delivery partners have robust safeguarding measures in place, assessed through <u>due diligence</u> . Safeguarding policies and procedures are well established and effectively managed by all project partners. All project stakeholders are made aware of channels to raise any concerns.	Delivery partners have robust safeguarding measures in place, assessed through <u>due diligence</u> . Safeguarding policies and procedures are well established and effectively managed by all project partners. All project stakeholders are made aware of channels to raise any concerns.	Delivery partners have robust safeguarding measures in place, assessed through <u>due diligence</u> . Safeguarding policies and procedures are well established and effectively managed by all project partners. All project stakeholders are made aware of channels to raise any concerns.

Annex B: SEAH Action Plan **[draft]**

SEAH Ambition Area	Action	Deadline	Updates
Approach	Programme team to complete mandatory training on SEAH (Defra e-learning and HERA)	09/2024	
Approach	WEF to consider developing a standalone safeguarding policy in addition to the code of conduct, and/or integrate SEAH into the code of conduct more explicitly. GPAP should also consider their own SEAH approach/ policy document.	Progress to reported in the next Annual Review (June 2025)	
Approach	WEF to review the SEAH policies of tier 2 partners (NPAP leads, informal sector leads) to confirm gaps	09/2024	
Governance	Programme Team: Continue to report on risks at monthly PMM and Risks and Issues Board, and ensure 'high-level' risks are flagged.	Ongoing – monthly	
Governance	Programme Team: review and update programme risk register monthly and ensure safeguarding risks are captured.	Ongoing - monthly	
Governance	WEF: Report to set up risk registers with Tier 2 Partners, and clarify how tier 2 partner reporting takes place (e.g. format, level of detail), and report risks to Defra monthly. Incidents to be reported as set out in Defra's incident reporting form	Ongoing – monthly	
Governance	Programme team: ensure contract wording for informal sector grants is in line with Defra expectations/ standards.	For future grants from 25/26	
Risk Management	Programme Team: Add risk management as a standing item to monthly meetings with Defra.	07/2024	
Risk Management	WEF: Maintain risk register with Tier 2 partners & escalate risks to Defra team at quarterly meeting.	For future grants from 25/26	

Risk Management	WEF: Draw on NPAP social context assessments to inform the approach to risk management in informal sector grants to ensure its adjusted to context;	For future grants (exp 25/26)	
Risk Management	All: Ensuring SEAH is captured in the evaluation questions for the programme’s upcoming independent evaluation.	12/2022-03/2025	
Recruitment	WEF: to require SEAH training for tier 2 informal sector partners, particularly for those who come into direct contact with informal workers and children;	For future grants from 25/26, output for SEAH workshop	
Training	WEF and Defra: To organise SEAH support, training and knowledge sharing for NPAP GESI advisors, with the participation and support of NPAP leads. Use as an opportunity to strengthen risk management and reporting procedures at the NPAP level.	Progress to reported in the next Annual Review (June 2025)	
Complaints and Whistleblowing	WEF: Consider changing wording in sub-grantee agreement to consider a more 'survivor-centred' approach as per the CAPSEAH guidelines.	For future grants from 25/26, Defra to provide advice	
Complaints and Whistleblowing	WEF/Tier 2 partners: Current channels for raising concerns, including safeguarding issues, exist. However, there should be stronger reinforcement of the expectation on partners to raise concerns and issues. Having no reported cases to date may be an indication that the channels are not working.	Progress to reported in the next Annual Review (June 2025)	
Complaints and Whistleblowing	Programme team: to clarify with WEF that while we seek to minimise risk of these incidents occurring, we acknowledge that the risk cannot be removed entirely, and that reported incidents are a sign that safeguards are in place and functioning as intended.	09/2024	

