

ideas to impact.



SANITATION CHALLENGE FOR GHANA

DIGNIFIED CITY AWARD (STAGE 2)

FINAL EVALUATION REPORT

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Submitted by Itad
In association with IMC Worldwide

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ABOUT IDEAS TO IMPACT

Ideas to Impact is an action-research programme funded by UK Aid delivered by the Department for International Development (DFID).

Ideas to Impact designs and runs innovation prizes to incentivise contestants to find solutions to challenges faced by the poor in low-income countries. These include access to clean energy, water and sanitation, transport and climate change adaptation, in Africa and South Asia.

The programme tests the value of prizes as a non-traditional mechanism to spur behaviour change and socioeconomic development. It has been delivered by an IMC Worldwide-led consortium and evaluated by Itad.

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DISCLAIMER

The views expressed in this report are those of the evaluators. They do not necessarily represent those of IMC or of any of the individuals and organisations referred to in the report.

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List of acronyms

4Es	Economy, Efficiency, Effectiveness and Equity (value for money assessment criteria)
BMGF	Bill and Melinda Gates Foundation
CL	Causal linkage
CWSA	Community Water and Sanitation Agency
DA	District Assembly
DFID	Department for International Development, also known as UKAID
GHS	Ghanaian cedi
GWMA	Ga West Municipal Assembly
I2I	Ideas to Impact programme
IMC	IMC Worldwide
KMA	Kumasi Metropolitan Assembly
L&P	Learning and Practice (workshops)
LWM	Liquid waste management
MFI	Microfinance institution
MLGRD	Ministry of Local Government and Rural Development
MMAs	Metropolitan and Municipal Assemblies
MMDAs	Metropolitan, Municipal and District Assemblies
MSWR	Ministry of Sanitation and Water Resources
ODF	Open defecation free
OHLGS	Office of Head of Local Government Service
PEQ	Programme Evaluation Question
PSI	Population Services International
PS-NSA	Private Sector and Non-State Actor (prize)
SC4G	Sanitation Challenge for Ghana (prize)
SEQ	Sub-Evaluation Question
SoE	Strength of evidence
SSD	Sanitation Service Delivery programme
ToC	Theory of Change
USAID	United States Agency for International Development
VFM	Value for money
WASH	Water, Sanitation and Hygiene
WSUP	Water & Sanitation for the Urban Poor

Glossary of terms

Comparator project: the project with similar aims to SC4G selected as a point of comparison to establish the Prize's comparative value for money.

Final reports: the reports submitted for judging by participating MMDAs that documented progress made.

Finalist MMDAs: the 15 MMDAs participating in Stage 2 that went through to judging.

Innovation inducement prize: sometimes referred to as simply an 'innovation prize', an innovation inducement prize offers a reward to one or more solvers who first or most effectively solves or meets a predefined challenge. The reward is often financial but can also include additional support, such as technical assistance. This type of prize incentivises innovation rather than rewarding past achievement.

Innovation: defined by Ideas to Impact as the application of new or improved products, processes, technologies or services that are either new to the world (novel), new to a region or business (imitative) or new to the field of endeavour, that is, repurposed (adaptive).

Judges: local and international sanitation experts that judged MMDA performance against a set of pre-agreed criteria to make the final award decisions. There were two judging rounds: online and then live.

Judging criteria: the set of seven main criteria against which MMDAs' final reports were judged.

Leaving MMDAs: the two MMDAs participating in Stage 2 that left the competition before judging.

Liquid waste management (LWM): management of liquid waste (including faecal sludge and excreta) was the main focus of the Prize – solid waste management was only relevant in that it has an impact on the sustainable management of liquid waste.

Ministries: the central government ministries involved in the Prize.

Non-participating MMDAs: the four MMDAs that were originally eligible to participate in Stage 2 and that did not participate.

Participating MMDAs: the 17 MMDAs that implemented LWM strategies under Stage 2 of the Prize.

Prize: a monetary or non-monetary (honorary) award made under the Prize based on performance.

Prize purse: the total prize money available to MMDAs judged worthy of winning a monetary prize.

Prize Team: the in-county and UK-based team responsible for designing and implementing the Prize.

Recognition prize: an innovation prize that is awarded for specific or general achievements made in advance of nominations for the prize being requested.

Sister prize: the prize that ran in parallel to SC4G, focusing on motivating MMDAs to engage with private sector and non-state actors in their LWM strategy implementation.

Solver support: the support provided to MMDAs during the prize process, e.g. through workshops.

Theory of change: in the context of innovation prizes, this is a detailed description of how and why the Prize is expected to lead to the desired change in a given context.

Unintended consequences: things that happen as a result of the Prize that were not planned. These can be positive or negative.

Value for money: optimal returns on investments achieving set objectives. Value for money is high when there is an optimal balance between costs (resources in), productivity (processes leading to delivery of outputs) and the equitable achievement of outcomes.

Verification agent: the independent team that visited the 15 finalist MMDAs to verify their results.

Vulnerable groups: defined by the Prize as youth, the elderly (65 years+), girls and people with disabilities.

Executive Summary: The Sanitation Challenge for Ghana: Making urban sanitation a political priority

The Sanitation Challenge for Ghana (SC4G) aimed to stimulate local government to develop and implement innovative approaches to urban sanitation, thus delivering tangible improvements across the urban areas served. SC4G was a partnership between the Government of Ghana and Ideas to Impact (I2I),¹ a Department for International Development (DFID)-funded programme that is testing the value of using innovation inducement prizes to achieve international development outcomes.

An innovation inducement prize offers a reward to one or more solvers who first or most effectively solves or meets a predefined challenge and is awarded based on predefined criteria, unlike recognition prizes, which reward past achievement.² As the programme's evaluators, Itad is supporting I2I to understand if such prizes work as intended in development, and when and where they could be useful as a funding mechanism for international development, compared to other forms of funding, such as grants.³

This summary describes what I2I learned about the value of using prizes to influence the policy environment for liquid waste management (LWM) in urban settings. If you want to know more about the prize and specific details of the evaluation, the introduction in Section 1 will direct you to where you need to look.

The Sanitation Challenge for Ghana

The Prize was launched as a two-stage innovation inducement prize. In Stage 1 (known as the Duapa Award), Metropolitan, Municipal and District Assemblies (MMDAs) were encouraged to submit LWM strategies for the whole urban area served, including the poorest segments. Of the 139 MMDAs targeted, 48 submitted eligible LWM strategies and 21 MMDAs were recognised, either through monetary prizes totalling £75,000 or by being awarded honorary prizes.

The 21 MMDAs that won a prize under Stage 1 were invited to participate in Stage 2 – the implementation stage, known as the Dignified City Award. But only 17 MMDAs were eligible to continue in the competition after proving their political and financial commitment to participating and to providing improved sanitation service for the urban poor.

During Stage 2, a complementary separate 'sister' prize was launched, funded by the Bill and Melinda Gates Foundation (BMGF). The Private Sector and Non-State Actor (PS-NSA) sister prize aimed to stimulate private sector and non-state actors to partner with the MMDAs participating in Stage 2 and support the implementation of their LWM strategies by bringing innovations, expertise and investment.

This evaluation focuses on Stage 2 of SC4G, the Dignified City Award, up to the point of prize award and investigates the extent to which the Prize drove MMDAs to make progress in implementing LWM strategies through innovative approaches, and improve LWM in urban settings, particularly for the poor.

¹ The Ideas to Impact team comprised IMC Worldwide in the UK, IRC Ghana as the in-country implementing agent and locally based Maple Consult providing technical inputs. The Prize was originally designed by Trémolet Consulting.

² This is the definition used by I2I; several other definitions and names for prizes exist including 'Challenge Prize', which is defined as rewarding whoever can first or most effectively meet a defined challenge (Ballantyne, 2014). See Roberts et al. (2019) for a summary of innovation prize terminology and definitions.

³ Though it is testing out prizes as an alternative funding modality, the overall I2I programme is funded by a grant from DFID.

The Challenge: Getting Ghanaian local governments to focus on urban sanitation

Although Ghana was selected as the location for the Prize, the problem that SC4G sought to address is common to many countries in sub-Saharan Africa. Local government authorities in rapidly expanding urban areas in the developing world are finding it more and more difficult to expand sanitation services to keep up with urban growth.

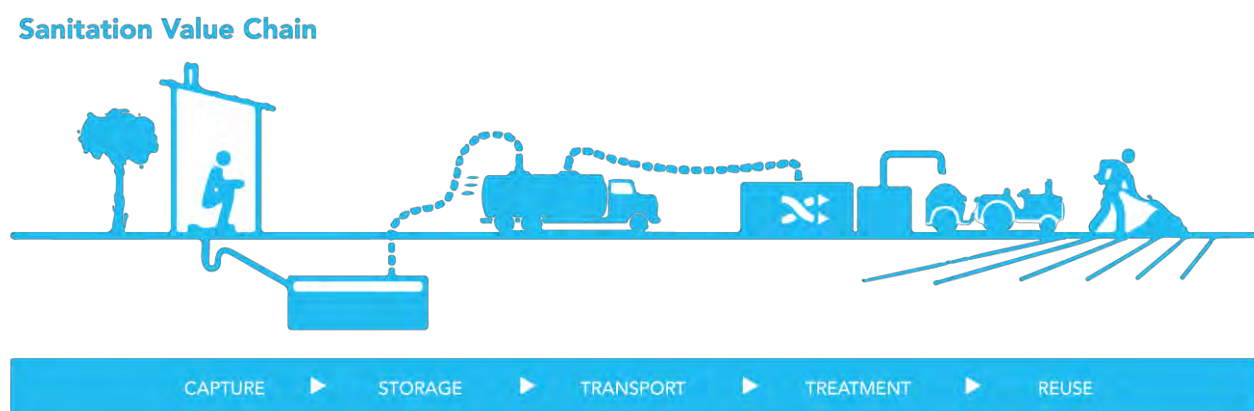
I2I's research prior to designing SC4G uncovered several other issues that hold back progress in LWM:

- Sanitation services are developed in a piecemeal manner, with little foresight and coordination.
- Facilities are often built by households themselves, meaning the power of local government authorities to intervene is low.
- The majority of sanitation services in sub-Saharan Africa are not sewer-based and so sustainable on-site sanitation service management is more important. Authorities tend to see this as a low priority in terms of both funding and technical assistance.
- Peri-urban areas in both large and smaller municipalities are served with unimproved on-site sanitation facilities, which are not emptied as frequently as needed. Where waste water and faecal sludge is collected from on-site solutions, treatment is almost non-existent. Open defecation is not uncommon and public toilets are in disrepair.
- This results in limited access to sustainable sanitation, with a large proportion of 'shit flows' being discharged indiscriminately into the surrounding environment, which in turn results in disease and environmental degradation.

When I2I was researching how a prize could be used to solve challenges in water, sanitation and hygiene, the Prize Team found that urban sanitation coverage in Ghana was low, with 80 per cent of the urban population using unimproved facilities and 6.6 per cent practicing open defecation (Trémolet, 2015).

I2I designed SC4G to incentivise local governments (MMDAs) to prioritise the delivery of improved urban sanitation programmes. Specifically, SC4G encouraged the MMDAs to take an integrated approach to sanitation services, covering the entire sanitation value chain, defined by the Prize as: capture, storage, transport, treatment and reuse (see Figure 1).

Figure 1: Sanitation value chain (first produced by BMGF in its Water, Sanitation & Hygiene Factsheet, 2010)



Did SC4G make a difference to the policy environment in Ghana?

SC4G set out to incentivise local government to prioritise the improvement of sanitation service delivery in urban areas for the benefit of the poor, and so alter the policy environment for urban sanitation. The theory underpinning the design of SC4G was that for MMDAs to successfully deliver on their LWM strategies, they would need to be committed to implementing their strategies, i.e. suitably motivated, and have the capacity to do so (where capacity includes institutional, financial and staff capacity).

We found evidence of the Prize stimulating leadership commitment in local government authorities to participate in Stage 2 and implement the LWM strategies they had developed under Stage 1 of the Prize. This increase in will, however, was hampered to some extent by a general lack of technical capacity within MMDAs to implement and report on their LWM strategies and, depending on the size/status of the MMDA, differing levels of staff capacity for LWM.

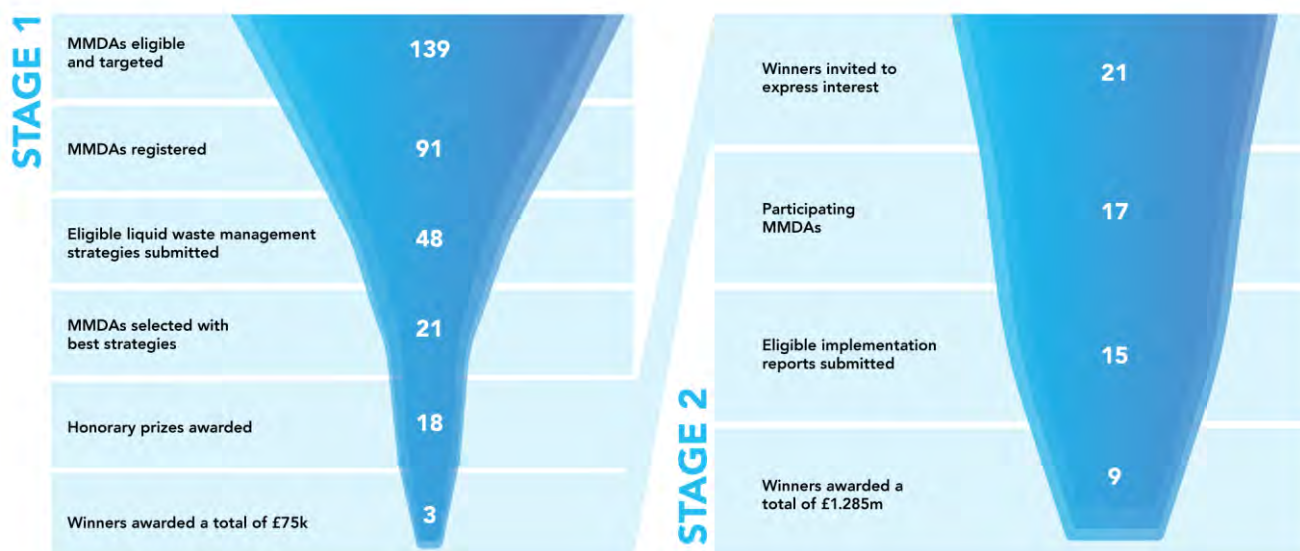
Those MMDAs that were able to, supplemented their capacity (staff, institutional and financial) with support from external private sector and non-state actor partners. The combination of SC4G and its sister prize stimulated MMDAs to partner with private sector and non-state actors to implement their LWM strategies.

Key results of SC4G include:

- 17 local government authorities in Ghana implemented their LWM strategies during Stage 2 of the Prize, without any funding from the Prize Team to support their participation.
- The 15 finalists demonstrated a positive change in their sanitation planning, policy, resource allocation and/or attitudes towards LWM, and made good progress in their LWM strategy implementation.
- SC4G had an effect on local funding and legislation for LWM. There is some evidence, for example, that SC4G stimulated and enabled MMDAs to allocate (and in some cases, release) more budget to sanitation/LWM and to revise and enforce by-laws relating to sanitation.

There are indications that the Prize resulted in a small number of unintended consequences, both positive and negative. The Prize stimulated MMDAs to engage in improved ways of working, with a range of other MMDA-specific benefits seen. However, in the context of competing demands for resources, MMDAs also reallocated funds from other areas of work in order to fund their LWM efforts under the Prize. There also exists the potential for environmental harm from the activities of a small subset of MMDAs; however, there is insufficient evidence to fully ascertain the scale or impact of this issue.

Figure 2: Sanitation Challenge for Ghana: What happened



The right place at the right time?

The changing sanitation landscape in Ghana, and the alignment between these changes and the Prize's aims, also served to support and further the results seen under the Prize. For example, towards the beginning of Stage 2 a dedicated ministry for sanitation was established under the new government. Another enabling factor for MMDAs was the inclusion of LWM in central government guidance for medium-term development plans and budgets. This latter change was influenced in part by Stage 1 of the Prize, when the government commitment was originally made, demonstrating the potential for multi-stage prizes to encourage an enabling environment.

Other facilitating factors include changes happening in the broader sanitation landscape during the lifetime of the Prize, including an increased focus on urban sanitation, increased involvement of the private sector in sanitation service delivery and the emergence of innovative ways to manage liquid waste. These changes are largely thought to be due to the influence of both funders and implementers of sanitation projects in Ghana.

The added value of using an innovation prize

One of the benefits that innovation prizes can offer is that of incentivising many minds or organisations to work towards the prize sponsor's aims. This 'prize effect' is known within I2I as "maximising participation towards the sponsor's aims". We saw this come through strongly in SC4G where the contribution to development did not come just from the efforts of the winners. The majority of the 15 finalist MMDAs made good progress in their strategy implementation, had a particular focus on improving sanitation service delivery for the poor and engaged with local communities.

We also found evidence that the Prize raised awareness of LWM among prize participants, with both MMDA and central government ministry representatives indicating that the Prize was a 'wake-up call' to liquid waste. Also, together with the sister prize, SC4G facilitated and strengthened partnerships and networks; a total of 31 private partnerships and agreements are known to have been entered into by 16 of the 17 participating MMDAs.

I2I defines innovations as new processes, technologies and services, or a blend of all three, and includes those that are new to the world (novel), new to the location or firm (imitative) or new to the field of endeavour or repurposed (adaptive). The evaluation finds that most of the 15 finalist MMDAs showed imitative innovation when implementing their strategies, i.e. what they were doing was new to them.

Was SC4G better than using a grant-based programme?

Demonstrating where prizes can help solve development problems is only half of the story for I2I. When a funder is choosing from the funding modalities available to them, they will need to know if and how prizes offer advantages over a grant or payment-by-results contract, for example.

To investigate value for money (VFM), we first did an 'internal' assessment, measuring the VFM of SC4G against the original expectations for the Prize. We then did an 'external' assessment, comparing Stage 2 with the Ghana component of the USAID-funded Sanitation Service Delivery (SSD) programme, implemented by Population Services International (PSI), PATH and Water & Sanitation for the Urban Poor (WSUP).⁴

SC4G achieved good VFM overall compared to the Prize Team's expectations

The Prize met almost all its expectations in relation to economy, efficiency, effectiveness and equity. For example, the Prize was implemented significantly below budget, the majority of the prize process ran to time, and the LWM activities that MMDAs implemented met expectations in their focus on the poor and vulnerable and in their engagement with community members from poor neighbourhoods. However, the

⁴ The Ghana component of the programme was implemented by WSUP.

Prize achieved significantly less than the expected level of new investment in LWM, and prize participants' engagement with vulnerable groups was moderately below expectations.⁵

The Prize's comparative value over the grant-based project came from its broader reach

The assessment supported us to identify the relative merits of each funding modality and implementation model rather than providing a specific calculation of their absolute VFM. SC4G's comparative value over the grant-based technical assistance project was in the number of self-selected and self-funded participants it attracted and retained. The Prize's broader reach made it moderately more efficient than SSD in increasing government commitment to improve sanitation service delivery. This strength in numbers of participants, and the combined activity they undertook, also contributed to SC4G being moderately more cost-effective than SSD.

The grant-based project's strengths came from its tailored approach and focus on monitoring

While SC4G did not seek to directly build MMDA capacity, the prize process overall sought to facilitate this. By contrast, capacity building was central to the more traditional comparator project, which provided ongoing and tailored technical assistance to a broad range of stakeholders across the sanitation supply chain, thereby achieving greater efficiency than the Prize in this respect. In addition, the comparator project monitored interventions on the ground more closely to help prevent negative environmental impacts and was moderately better able to demonstrate results in relation to equity, largely due to being able to say how many and who they reached.

Figure 3: Summary of I2I prize effects achieved



⁵ It is worth noting that the investment made by participating MMDAs was significant in the context of low levels of previous investment in LWM and limited resources.

Did the prize team provide enough support to participants?

A distinguishing factor between different innovation inducement prizes is the level and type of support provided to prize participants. This could take the form of seed funding, capacity building or covering expenses for attendance at workshops and other events.

A relatively limited level of solver support was provided to participating MMDAs under SC4G, and yet extremely positive results were seen in both the number of MMDAs remaining within the prize process, and the level of progress made against their LWM strategies. The support that was provided served to leverage central government's involvement in the Prize as a mechanism to maintain MMDA participation and commitment. It also facilitated peer learning across MMDAs in place of direct technical capacity support.

The main form of solver support provided was the convening of all 17 participating MMDAs and some of their partners along with ministry representatives at two Learning and Practice (L&P) workshops, which took place one year and two years respectively into the prize process. Senior figures from the Office of Head of Local Government Service (OHLGS) and the Ministry of Sanitation and Water Resources (MSWR) featured prominently in the programmes of both workshops, thereby contributing to keeping MMDAs committed to continue participating in the Prize. In addition, support was made available to prize participants via a telephone- and email-based helpdesk, web-based information and mobile phone-based information communications. It is unknown to what extent these forms of support were utilised by MMDAs.

MMDAs implemented their strategies in the context of limited financial capacity, organisational-level change and high staff turnover. The evaluation found that despite the barriers experienced, participants were often resourceful in overcoming these. For example, five MMDAs cited issues in working with communities, including resistance to behaviour change/sensitisation, lack of household capacity and commitment, and lack of community buy-in. MMDAs overcame this issue by showing proof of concept, undertaking further sensitisation and making costs more affordable for households.

What next for urban sanitation in Ghana?

This evaluation took place immediately after the prizes were awarded under Stage 2 of SC4G. While we can report on changes in the policy environment up to that point, we can only look at the likelihood of the progress being sustained. Our conclusion is that the majority of MMDAs that participated in the Prize are likely to continue implementing LWM activities in the short-to-medium term, though at a reduced scale to what was done under the Prize, depending on each MMDAs' level of leadership commitment and resource availability (both internally and through external partnerships) in the absence of a prize process. Sustained activity is more likely by those MMDAs that won the main prizes under SC4G, in the context of the financial constraints faced by most MMDAs during the Prize.

Longer-term sustainability of LWM activity (beyond 2021) by MMDAs is less certain. This depends on LWM being included in the next set of medium-term development plans and budgets, which in turn depends on a continued focus on sanitation and LWM at both national government and MMDA leadership levels. There is limited evidence that the majority of participating MMDAs will continue their LWM efforts in the longer term, without further interventions to push them and keep them on course.

Initial indications are that national government commitment to LWM will continue, as this reflects the broader new direction in sanitation service delivery in Ghana; however, the speed of implementation is uncertain, given the limited funding for sanitation. Though this features within the 'Ghana beyond aid' charter and strategy, which transcends any changes in government, the effect of the upcoming leadership election in December 2020 on government priorities and MMDA leadership presents a threat to the commitment established under the Prize.

For the positive changes seen in the policy environment for sanitation and LWM at MMDA level to continue, and to ensure participating MMDAs' LWM plans continue to be implemented, there needs to

be sufficient oversight by, and accountability to, the national government level. This should not be limited to the winners of SC4G, nor just its participants.

What can be learned from the sanitation challenge for Ghana?

At the end of the full evaluation report, we draw a broader set of lessons from the Prize's experience, aimed at prize managers and funders, who may be interested in running prizes for development in similar contexts. Here, we share some of the key lessons from the SC4G Prize experience and encourage readers to reflect on how they could be brought into the design of their own future prizes.

- **Prizes can be an effective use of development money to achieve results at scale with limited inputs:** If the right incentivisation structure is in place, results can be achieved by a multitude of actors, with no upfront funding and minimal support. This can lead to better VFM and a greater level of ownership by participants, in comparison to more traditional grant-based technical assistance programmes. Prizes also have the potential for stimulating political engagement at both national and local levels, provided there is an enabling environment for this.
- **Prize managers have a responsibility to monitor and understand the effects of a prize on the ground:** Given that prizes can stimulate a portfolio of projects that are run independently without direct prize manager or funder oversight, it can be challenging to understand what activity and change is happening on the ground. And yet, having this insight and taking the appropriate action in real time is particularly important, given that prizes can result in unintended consequences that can be both positive and negative and affect different actors in differing ways. This insight should be achieved through a combination of prize monitoring and participant reporting.
- **It is important that prize participants are held to account for the quality and impact of interventions:** Though prizes may attract participants that are not traditionally or routinely development actors, prizes that seek to achieve development outcomes should incentivise participants to ensure a minimum level of quality in their interventions (e.g. through the effective use of judging criteria). Given the voluntary nature of participation in prizes, mandatory reporting requirements should be kept light. However, reporting should include the collection of certain data points to help establish the ultimate development impact of prize participant interventions. Additional support is likely to be needed to help non-traditional development actors to meet these expectations.
- **Prizes alone are not enough to ensure development impact; they are best used as part of a toolkit to help ensure longer-term sustainability of results:** Prizes can be a useful and successful funding modality and implementation model to induce behaviour change and action in a set of prize participants. However, there needs to be continued commitment to realise the full development impact of actions stimulated under a prize. Therefore, prizes should be used as part of a toolkit of development interventions. For example, by running prizes as part of a broader programme, relevant activity can take place beyond prize award to sustain and further build on the results of a prize once the prize mechanism is removed. This should help ensure longevity, equity and depth of results at outcome and impact levels.

Section 1: Introduction

The Sanitation Challenge for Ghana (SC4G) was a sanitation-focused prize, implemented in urban areas of Ghana. Its aim was to stimulate local government to prioritise sanitation and thereby improve their sanitation service delivery, particularly for the poor. This was to be achieved through the development of liquid waste management (LWM) strategies in Stage 1, and the implementation of these strategies in Stage 2.

The Prize was one of a set of prizes being implemented under the UK Department for International Development's (DFID's) Ideas to Impact (I2I) programme, which seeks to induce and reward innovative solutions to development challenges in water, sanitation and hygiene (WASH), climate change adaptation and energy access. By running this portfolio of prizes with distinct design features, the programme aimed to test, research and learn about the use of innovation prizes for development.ⁱ We identify two key types of innovation prize – recognition and inducement prizes (see Table 1).⁶ SC4G was an innovation inducement prize.

Table 1: Types of innovation prizes

Prize type	Description
Recognition	Awarded for specific or general achievements made in advance of the award
Inducement	Define award criteria in advance to spur innovation towards a predefined goal

In advance of launching its first prize, I2I published a set of nine outcomes or effects that prizes can achieve, often in combination (Ward and Dixon, 2015). The I2I programme subsequently reviewed these, based on learning to date, to create an updated set of expected effects – including identifying the main intended effect for each prize within the portfolio. The updated effects are: raise awareness; promote best practice; facilitate and strengthen partnerships and networks; maximise participation towards the sponsor's aims; community action; point solution; open innovation; market stimulation; and altering the policy environment. For SC4G, 'altering the policy environment' was the main intended prize effect.

As the evaluation and learning partner for I2I, Itad is supporting the overall programme's learning by providing theory of change support, delivering a set of evaluations across the prizes, and looking across these to facilitate learning. The evaluations are designed to explore the process, outputs and outcomes of each prize, to determine whether, to what extent and under what circumstances innovation prizes are suitable for addressing complex development problems. Each prize evaluation is proportionate in scope and methodology to the prize itself, as well as what is feasible within the processes, timelines and resources of I2I. As part of the learning component of the programme, we will bring the evaluation findings together through a series of learning papers that draw on findings across the I2I prize evaluations to provide insight into the value and use of innovation prizes to development.⁷

This evaluation focuses on Stage 2 of SC4G and examines the outcomes observed under the Prize to respond to a set of programme-level evaluation questions (PEQs). The evaluation explores: the overall story of the Prize in relation to its theory of change (ToC); how effective the Prize was at catalysing innovation on the focus problem, and the other prize effects observed (PEQ1); the likelihood of the effect of the Prize being sustained (PEQ2); the value for money (VFM) of the Prize, (PEQ3); the unintended consequences of the Prize (PEQ4); and the effectiveness of the solver support provided (PEQ5).

This report documents the background to the Prize (Section 2), evaluation approach (Section 3), methodology (Section 4), findings (Sections 5–10), and conclusions and lessons.

⁶ This is the definition used by I2I; several other definitions and names for prizes exist including 'Challenge Prize', which is defined as rewarding whoever can first or most effectively meet a defined challenge (Ballantyne, 2014). See Roberts et al. (2019) for a summary of innovation prize terminology and definitions.

⁷ These learning papers will be made available on the I2I website: www.ideastoimpact.net.

Each of the findings sections begins with a paragraph that provides the headline findings. This is followed by a summary box of key findings, before the findings against the PEQ and related sub-evaluation questions (SEQs) are explored in more detail.⁸

The audience for this report is the Prize's funder DFID and the broader I2I programme team, along with those outside of the programme who are considering the use of prizes in the sanitation sector. It may also be of interest to the Prize participants and wider communities of practice around innovation, WASH and development.

⁸ The key findings boxes are intended to summarise and elevate those findings that lead to the evaluation's conclusions. These have been selected by the evaluation team on the basis of their relevance to understanding the value and use of prizes to development, and are not necessarily those findings that have the strongest evidence base, though strength of evidence has been considered.

Section 2: Background to the Prize

2.1 The design and development of SC4G

The potential for an innovation prize to effectively address the issue of piecemeal provision of sanitation services by local authorities was identified through a broader scoping study undertaken for the I2I programme (Trémolet, 2015). Box 1 in Annex 1 provides details from that initial scoping study on how SC4G's focus and location was determined, ahead of the Prize's detailed design and development.

SC4G focused on the management of liquid waste (including faecal sludge and excreta) by Metropolitan, Municipal and District Assemblies (MMDAs), only touching upon issues of solid waste management in so far as it has an impact on the ability to manage liquid waste sustainably. Some 139 MMDAs with urban settlements with a population of more than 15,000⁹ were targeted as the Prize's main participants.

The Prize ran from November 2015 to July 2019 and its design comprised two linked stages. Under Stage 1, known as the Duapa Award, MMDAs competed to develop liquid waste management (LWM) strategies for integrated sanitation service delivery across the urban areas served. The MMDAs that were successful under this first stage, and that also met the minimum conditions for participation, then competed to implement their strategies under Stage 2.ⁱⁱ Stage 2, also known as the Dignified City Award, is the focus of this evaluation.

2.2 Problem statement

According to the original scoping study (Trémolet, 2015), local government authorities in rapidly expanding urban areas in the developing world are finding it more and more difficult to expand sanitation services to keep up with urban growth.

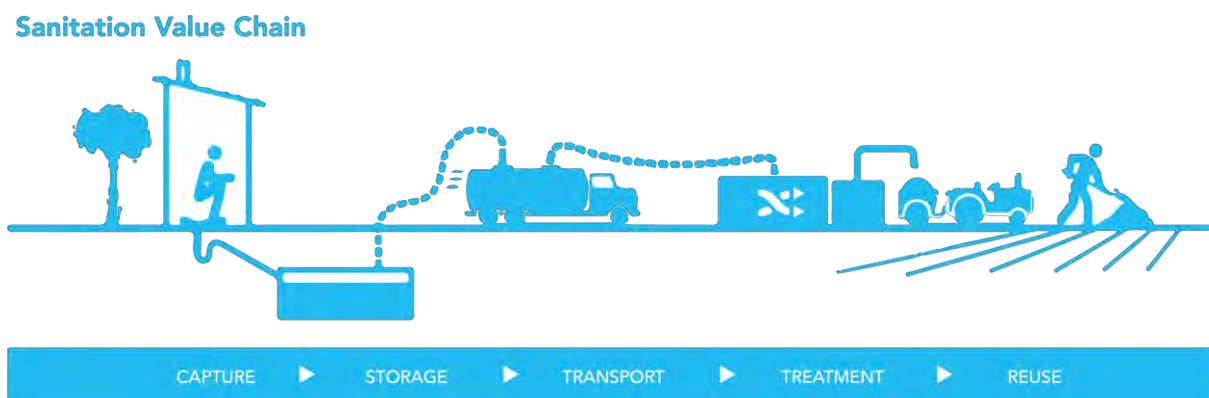
Key components of the problem that SC4G was designed to address include that: sanitation services are often seen by authorities as low priority and developed in a piecemeal manner, with little foresight and coordination; they are not sewer-based and so sustainable on-site sanitation service management is more important; and, where on-site facilities are provided, these are not emptied as frequently as needed. Where waste water and faecal sludge is collected from on-site solutions, treatment is almost non-existent. This results in limited access to sustainable sanitation, with a large proportion of 'shit flows' being discharged indiscriminately into the surrounding environment, which in turn results in disease and environmental degradation. In Ghana, urban sanitation coverage remains low, with 80 per cent of the urban population using unimproved facilities and 6.6 per cent practicing open defecation.ⁱⁱⁱ

2.3 Prize aim and objectives

The Prize aimed to incentivise local governments (MMDAs) to "prioritise the delivery of improved urban sanitation programmes in selected urban localities", thereby altering the policy environment for urban sanitation (the intended prize effect). It planned to do this by stimulating MMDAs to develop and implement innovative approaches to urban sanitation, thus delivering tangible improvements across the urban areas served. The expected result was "to increase access to sustainable sanitation services for all households in urban areas in Ghana, with a particular focus on the poor".^{iv} The intention was to encourage the MMDAs to take an integrated approach to sanitation services, covering the entire sanitation value chain, defined by the Prize as: capture, storage, transport, treatment and reuse (see Figure 4).

⁹ Population according to the 2010 census.

Figure 4: Sanitation value chain (first produced by BMGF in its Water, Sanitation & Hygiene Factsheet, 2010)



Specifically, the Prize's nine objectives were to motivate MMDAs to:

- Make urban sanitation a political priority for their chief executives and core management.¹⁰
- Take the leadership in ensuring that sustainable sanitation services are available and affordable for all.
- Use innovative approaches to transform and significantly improve sanitation service delivery.
- Prioritise the use of existing public funding¹¹ to support sanitation services and target the urban poor.
- Mobilise external donor funding for urban sanitation to equitably target and benefit the urban poor.
- Enable private sector financing, particularly for household sanitation and sanitation businesses.
- Create public-private partnerships with incentives for private entrepreneurs and businesses to provide sanitation services for the urban poor.
- Partner with civil society, academia, NGOs and innovators to harmonise sanitation programme approaches and make more effective use of human and financial resources at national level.
- Actively engage with urban neighbourhoods and households in solving sanitation challenges.^v

The need to further 'encourage inclusive partnership' was identified part way through the prize process. During Stage 2, a complementary separate 'sister' prize was launched. In 2017, a Bill and Melinda Gates Foundation (BMGF)-funded innovation prize was introduced in Ghana to stimulate private sector and non-state actors to partner with the MMDAs participating in Stage 2 and support the implementation of their LWM strategies by bringing innovations, expertise and investment.^{vi} This initiative was hosted by the Community Water and Sanitation Agency (CWSA) and is referred to as the 'PS-NSA prize'¹² in this report.

2.4 Prize mechanism

MMDAs were to mobilise resources and self-fund their participation in SC4G. The intention was to 'induce' their engagement with the issue and their sanitation actions under the Prize through the potential reward of prize money and the inter-MMDA competition this would stimulate. According to the Prize Team, this was a significant departure from the Government of Ghana's established reward system to MMDAs.^{vii}

¹⁰ Core management of MMDAs includes the Coordinating Director, Finance Officer, Planning Officer and Budget Officer.

¹¹ Including internally generated funds, District Assemblies Common Fund (DACF), District Development Facility (DDF) and Urban Development Grant (UDG).

¹² PS-NSA is short for the Private Sector and Non-State Actor prize.

To take part and win one or more prizes, MMDAs needed to develop and implement LWM strategies that sought to: eliminate open defecation; increase access to basic and hygienic sanitation for all at home, in public buildings (school, health centres, markets) and at work; improve faecal sludge and waste water management; and progressively reduce the sanitation services gap between the rich and poor.^{viii}

In Stage 1, monetary and non-monetary 'honorary' prizes were awarded to MMDAs for "the best plans to ensure the provision of liquid waste services in the whole city, including for the poorest segments".^{ix} The 21 MMDAs that won a prize under Stage 1 were invited to participate in Stage 2.

In Stage 2, monetary and honorary prizes were to be awarded to MMDAs for "having made the best efforts and achieved the best results in terms of implementing the liquid waste management strategies they developed under Stage 1".^{x13} Of the 21 MMDAs, only those able to prove their political and financial commitment to participating in the Prize and to providing improved sanitation service for the urban poor were eligible to continue in the competition. Seventeen MMDAs (or 12 per cent of the total number or MMDAs targeted) satisfied these conditions.

A set of seven main judging criteria were developed to guide MMDAs' implementation and final reporting; the full set of judging criteria and their weightings can be found in Annex 3. Sixteen MMDAs submitted final reports, 15 of which were eligible for judging. These were then verified by an independent verification agent,¹⁴ before two rounds of judging took place. The prize process ended with a high-profile final award ceremony in the capital Accra on 24 July 2019.^{xi} The PS-NSA sister prize, though run and judged as a separate process, was awarded at the same event.

The Prize was formally run by the central government ministry responsible for sanitation policy formulation and with authority for the MMDAs – initially the Ministry of Local Government and Rural Development (MLGRD), and later the newly formed Ministry of Sanitation and Water Resources (MSWR). In-country implementing agent IRC Ghana undertook the day-to-day implementation of the Prize, with technical inputs from locally based Maple Consult, and oversight from the prize manager IMC Worldwide. Together, IRC, Maple Consult and IMC are referred to as the Prize Team within this report. Annex 1 provides more details on the prize mechanism.

2.5 Prize purse and timeline

The total prize money (or prize purse) available to MMDAs competing in SC4G was £1,360,000: £75,000 was awarded under Stage 1 as planned and a further £1,285,000 was available for award under Stage 2. The prize purse was to be distributed as indicated in Table 2; the prize amount for first place was set but the number and value of other awards was left flexible, depending on MMDA results. The intention was for MMDAs to use at least 70 per cent of prize money received for "sustainable environmental management activities within their area, not limited to liquid waste".^{xii} The Prize's actual timeline is set out in Table 3.

¹³ Up to three MMDAs in the metropolitan and municipal category were to win monetary prizes, along with up to three MMDAs in the district assembly category (SC4G stage 2 prize design document, 2016).

¹⁴ The verification agent is the independent team that visited the 15 finalist MMDAs to verify their results.

Table 2: Prize money to be awarded in Stage 2

	Metropolitan and municipal category	District assembly category
Number of awards	Up to three prizes to be awarded	Up to three prizes to be awarded
Value of first place prize	£400,000	£285,000
Value of other prizes	£600,000 to be disbursed as second and third places, and runner-up prizes	
Total prize purse	£1,285,000	

Table 3: Key dates of the Prize

Activity	Date occurred
Launch of Stage 2 (at Stage 1 award ceremony)	June 2016
Inception workshop for participating MMDAs	September 2016
First monitoring visit to MMDAs	February and March 2017
First L&P workshop	July 2017
Baseline validation workshop	December 2017
MMDA progress report submission	April 2018
Second L&P workshop	July 2018
Second monitoring visit	January 2019
MMDA final report submission	March 2019
Verification of final reports	April–May 2019
Online judging	June–July 2019
Live judging and award ceremony	July 2019

2.6 Changes to the Prize design

The Prize's design continued to evolve in response to needs as they arose. Key design changes include:

- The Ministry of Sanitation and Water Resources became the main government partner.
- MMDAs were given the opportunity to revise their LWM strategies.
- The PS-NSA 'sister' prize was introduced.
- The Prize timeline was extended by six months.

More detail on these changes, including their timing and rationale, are set out in Annex 1, based on feedback from the Prize Team.^{xiii}

Section 3: Introduction to the evaluation

This section provides the background and headline methodology for the evaluation. Further detail is available in Annexes 4 (ToC, 5 (methodology), 6 (comparator project selection) and 7 (interview schedule).

3.1 Focus of the evaluation

This evaluation focuses on Stage 2 of SC4G, the Dignified City Award, up to the point of prize award. Its purpose is to provide evidence to understand whether SC4G achieved what it set out to achieve, i.e. the overall success of the Prize against its ToC, and to help answer a set of broader evaluation questions agreed with DFID across the I2I portfolio (see Section 3.2 for these PEQs). Stage 1 of the Prize was evaluated through an interim evaluation for an internal audience (see Annex 2 for the headline findings).

The focus of this evaluation was determined according to the Stage 1 findings, the overall I2I programme's mid-term review, and discussions with DFID and the I2I programme team.¹⁵ Together, we identified the following priorities for this and all I2I prize evaluations:

- i. **Prize effects**, with a focus on altering the policy environment for SC4G.
- ii. The **sustainability of prizes**, in terms of continued implementation beyond the prize timeframe, continued benefits of associated innovations and evidence of prize effects continuing.
- iii. The additional **benefits of using a prize modality** as opposed to other funding modalities to achieve development aims.
- iv. The **unintended consequences** of prizes.
- v. The likely necessity or value of **solver support** to ensure a prize reaches its aims.

This evaluation explores these elements of the Prize in the context of the SC4G 'story', as recorded through MMDA final reports, and the Prize's monitoring, event, verification and judging reports. This report provides a snapshot of the results of the Prize from a broader 'prizes for development' perspective, and focuses predominantly at the overall 'prize level', as opposed to going into detail at 'participant level'. For these reasons, it should not be considered a comprehensive evaluation of the Prize's results.

3.2 Evaluation questions

At the I2I programme level, five evaluation questions respond to the priorities outlined in Section 3.1. We have translated these PEQs into a set of eight SEQs, in order to both deliver a prize-level evaluation and to contribute to the programme-level learning that draws from across the prizes. The PEQs and SEQs are provided in Table 4.

Note that under PEQ1, the evaluation explores the agreed key prize effect – 'altering the policy environment'. Emerging evidence for how the Prize has contributed to the other eight I2I prize effects is discussed in Section 5.4 in response to the overarching evaluation question.

¹⁵ This included: presentation and discussion of the Stage 1 Interim Evaluation findings for all I2I prizes and consideration of the mid-term review findings at the I2I Review Point 11 meeting (and subsequent associated discussions); and further tailoring during an evaluation workshop held between the I2I evaluation team, the prize managers and the Research Director in March 2017.

Table 4: Evaluation questions at programme and prize level

Programme evaluation questions	Sub-evaluation questions
Overarching question: Did the Prize achieve what it set out to achieve?	Overview question: To what extent did the Prize drive MMDAs to make progress in implementing LWM strategies through innovative approaches, and improve LWM in urban settings, particularly for the poor, compared to their assessment of the initial situation? ¹⁶
PEQ1: How effective has the Prize been at catalysing innovation on the focus problem?	SEQ1.1: To what extent has the policy environment for LWM in urban settings in Ghana been altered as a result of the Prize process? ¹⁷ SEQ1.2: How has the Prize improved the commitment and capacity of MMDAs to implement LWM strategies through innovative approaches? ¹⁸
PEQ2: To what extent has the effect of the Prize been sustained beyond the point of award?	SEQ2: What is the likelihood that (i) improved LWM and (ii) the changes in policy environment for LWM will be sustained beyond the Prize?
PEQ3: Does the Prize offer VFM when compared to alternative funding modalities?	SEQ3.1: What is the VFM of the SC4G as compared to its original expectations? SEQ3.2: What is the VFM of the SC4G compared to a project with comparable objectives funded through a non-prize funding modality?
PEQ4: Were there any unintended consequences of the Prize and did they outweigh the benefits?	SEQ4: Which positive or negative unintended consequences has the Prize stimulated? Did the negative consequences outweigh the benefits of the Prize for (i) MMDAs and (ii) beneficiaries of LWM?
PEQ5: Is solver support necessary for prizes to be successful?	SEQ5.1: How did solver support activities delivered by the Prize reduce barriers to improve the ability of MMDAs to participate in Stage 2 and implement their LWM strategies? SEQ5.2: What additional solver support activities could have reduced barriers to improve the ability of MMDAs to participate in Stage 2 and implement LWM strategies?

¹⁶ This relates to outcome 1 of the ToC.

¹⁷ This is the main intended prize effect of the Prize.

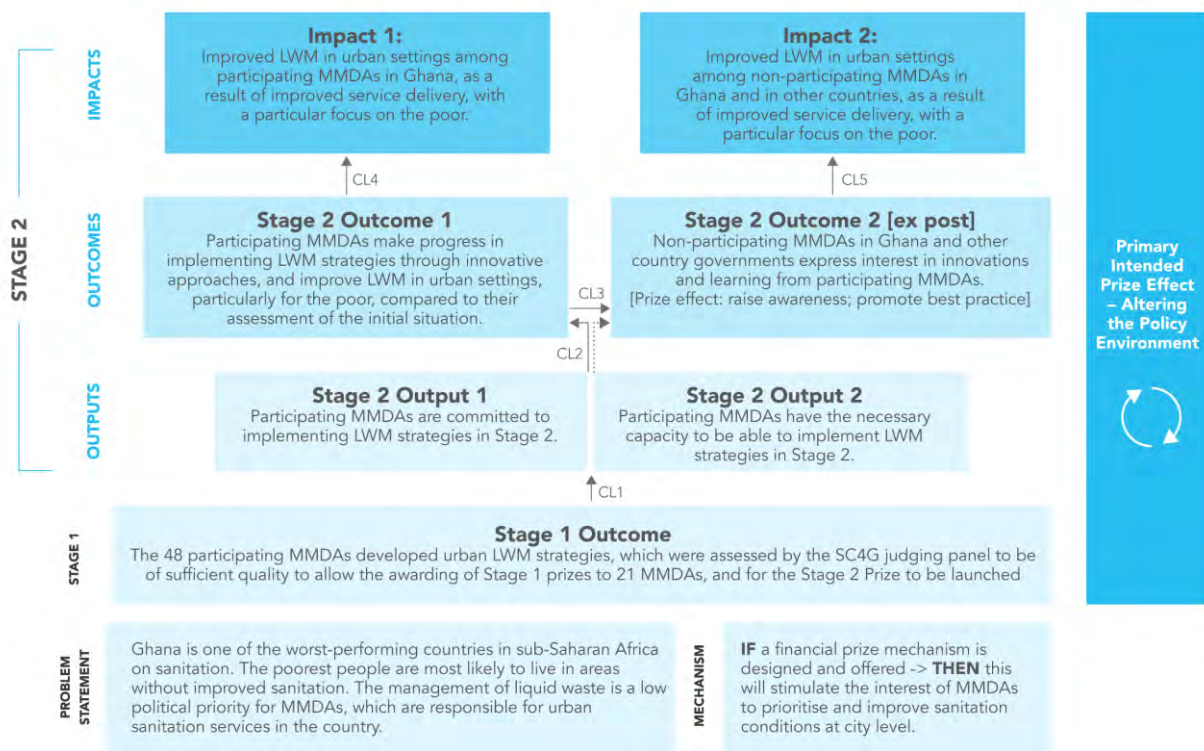
¹⁸ This combines outputs 1 and 2 of the ToC.

3.3 SC4G theory of change

The SC4G ToC is illustrated in Figure 5 (a fuller version, including the underlying assumptions, is available in Annex 4). The ToC was developed for the purposes of this evaluation by the evaluation team in consultation with the Prize Team. Its key components are as follows:

- The outcome from Stage 1 of the Prize provides the pre-condition or input for Stage 2 to occur.
- The Prize mechanism contributes to ensuring that participating MMDAs have the necessary commitment (output 1) and the necessary capacity (output 2) to be able to implement their LWM strategies.¹⁹
- The two main outputs of the Prize are necessary for achieving outcome 1, which sees MMDAs delivering their LWM strategies, using innovative approaches and with a focus on the poor.
- Outcome 2, which includes replication from non-participating MMDAs and other country governments is an *ex post* expectation beyond the lifetime of the Prize and not directly evaluated here (though a preliminary assessment is provided).
- Similarly, achieving impact, which focuses on the LWM strategies achieving their intended effect in terms of helping the poor to access sanitation services both in participating MMDAs and more widely, is largely an effect expected to be realised beyond the Prize's lifetime.

Figure 5: SC4G theory of change



¹⁹ Capacity here includes institutional, financial and staff capacity.

Section 4: Evaluation methodology

4.1 Headline methodology

The scope and methodology of this evaluation has been largely informed by the timeframe and resourcing available:

- The evaluation takes a 'rapid evaluation' approach in order to generate findings in time to feed into I2I's programme-level learning papers on the value and use of prizes to development.
- The sample size was determined by the budget available at the time of evaluation and previous experience from other I2I prize evaluations on how many interviews can be achieved within those resources.

This evaluation uses a theory-based, predominantly qualitative approach, underpinned by analysis against the Prize ToC. It applies an adapted contribution analysis, as well as both internal and external VFM assessments (see Annex 5 for further details on the key features of our evaluation approach).

The evaluation's analysis and findings are based on a document review of more than 50 prize- and programme-level documents and 37 interviews with 43 individuals across eight stakeholder groups. Stakeholder interviews were predominantly carried out by an in-country member of the evaluation team, who is familiar with the context and has good access to the target stakeholders. They took place within one month after the Stage 2 award ceremony. This equates to four months after submission of MMDA final reports. The additional interviews (as mentioned above) were carried out three months after the award ceremony. See Annex 5 for further details on the documentation and stakeholders consulted.

We prioritised speaking to those stakeholders directly involved in SC4G. We subsequently supplemented the initial interviews to incorporate the views of a broader group of stakeholders more external to the Prize. While these additional interviews were useful in helping situate the evaluation findings within the broader sanitation context in Ghana, we found that knowledge of the Prize, and its effects, diminishes rapidly beyond the core group of stakeholders.²⁰

Table 5 summarises the approach taken by the evaluation team in answering each evaluation question.

²⁰ Those closely involved in, or aware of, the Prize were able to provide valuable insights and evidence on the Prize's contribution to change. Those not directly involved in the Prize provided more generalised (though still valuable) views about the sanitation sector and LWM policy context, rather than being able to relate the Prize and its contribution to such changes.

Table 5: Summary of methods by evaluation question

Evaluation question	Approach	Data sources
Overarching question	Review secondary data to tell the story of the Prize against the ToC (in accordance with the other I2I prize evaluations)	Secondary data: MMDA final reports, judging reports, verification reports (endline only), Prize Team documentation
PEQ1 'Prize effect'	Contribution analysis: identify the extent to which the Prize altered the policy environment, and test using primary and secondary data sources	Secondary data: MMDA final reports, judging reports, verification reports (endline only), Prize Team documentation (including L&P workshop reports) Primary data: stakeholder interviews
PEQ2 'Sustainability'	Explore evidence of likelihood of sustainability according to the SC4G framework for sustainability: institutional, social, financial and environmental sustainability	Secondary data: MMDA final reports, judging reports, verification reports (endline only) Primary data: stakeholder interviews
PEQ3 'VFM'	VFM analysis based on the 4Es (Economy, Efficiency, Effectiveness and Equity) to understand 'internal' and 'external' VFM of the Prize. The comparator project selected for the external VFM assessment is the Ghana component of the USAID-funded Sanitation Service Delivery (SSD) programme, implemented by Water & Sanitation for the Urban Poor (WSUP)	Secondary data: MMDA final reports, judging reports, verification reports (endline only), Prize Team documentation, external comparator project documentation Primary data: stakeholder interviews
PEQ4 'Unintended consequences'	Identify unintended consequences and explore data to understand their level of impact and how and why they came about	Secondary data: MMDA final reports, judging reports, verification reports (endline only) Primary data: stakeholder interviews
PEQ5 'Solver support'	Explore barriers for Prize participants and impact of solver support in overcoming these	Secondary data: MMDA final reports, judging reports, verification reports (endline only), Prize Team documentation (including L&P workshop reports) Primary data: stakeholder interviews

4.2 Limitations and biases

The limitations and biases affecting the evaluation and how we have sought to minimise the implications of these are set out in full in Annex 5. The main limitations and biases that should be considered when engaging with the findings are summarised below:

- **The evaluation has both a small population and small sample size:** This means there is potential bias towards an internal perspective of the Prize. To reduce bias towards internal stakeholders, who have more of a stake in the evaluation results, the evaluation sought additional feedback from private sector and non-state actors, including those that partnered with participating MMDAs, and also a broader

external perspective from sectoral experts beyond the live judges. In addition, the evaluation findings are driven by feedback from representatives of the 17 MMDAs and the ministries that participated in the Prize and by more ‘independent’ documentation from both judges and the final verification agent. Feedback from those stakeholders that are more internal or had a relatively brief interaction with the Prize, such as the Prize Team, judges and verification agent, is used to validate and triangulate these external sources.

- **It was beyond the evaluation’s remit to directly evaluate the results of the individual MMDAs:** The evaluation uses the judges’ scores and comments and the verification agent’s findings as a proxy data source. However, there are some limitations with the judging data available, and the verification exercise did not directly consider the *quality* of MMDA interventions.
- **The 15 finalist MMDA reports, which form a key reference for this evaluation, both directly and indirectly, vary in their quality and completeness:** This evaluation has therefore considered the verification agents’ findings on the reliability and validity of MMDA data to inform the strength of evidence for specific evaluation findings.
- **The running of the PS-NSA prize in parallel with the SC4G Prize, which had crossovers in both stakeholders and aims, limits our understanding of the specific contribution of the SC4G Prize to results and changes seen:** Interviews with participants in the PS-NSA prize sought to directly understand the sister prize’s effect on the results seen in SC4G, however these were relatively few in number. We have tried to differentiate between the effects of the two prize processes where possible.
- **The methodology for both the internal and external VFM assessments provides a relatively subjective and narrow view of the VFM of SC4G:** However, taken together, and within the context of the broader evaluation findings, the assessments provide an insight into the VFM of the Prize. Caveats are clearly highlighted alongside the results of both assessments.
- **It was beyond this evaluation’s remit and scope (as per other I2I prize evaluations) to consult documentation external to the Prize:** This has limited the evaluation’s ability to situate the findings within the broader policy environment for sanitation in Ghana. The timing of the evaluation (immediately after prize award) further limits what the evaluation can say about sustainability of any effects of the Prize on the policy environment. We have considered the broader policy situation as reported by Prize stakeholders, in particular the more external PS-NSA prize representatives and sanitation sector experts consulted, to help establish the *likelihood* of sustainability.

A more detailed account of the evaluation methodology, including the VFM assessments, data collection and analysis, limitations and bias, and adjustments made to the methodology from the original evaluation design is available in Annex 5. Annex 6 provides a summary of the selection and key features of the comparator project for the external VFM assessment, while Annex 7 provides a summary of the questions asked in stakeholder interviews.

4.3 Strength of evidence

For each of the findings in this evaluation, we have assigned a rating of strong, moderate or limited to indicate the strength of evidence (SoE) for that particular finding.²¹ We refer to the SoE throughout the report using the terminology defined in Table 6 to denote the level of confidence we have in the evidence base for a particular finding. These terms should be used to guide understanding of the findings presented. We have identified varying SoEs between different sources and for different findings.

²¹ The strength of evidence is denoted in brackets at the end of each finding statement.

Table 6: Strength of evidence guide

Strong	Moderate	Limited	No evidence
Evidence based on multiple and diverse stakeholders and source types	Evidence from multiple sources/ stakeholders but with limited diversity OR evidence from diverse but a limited number of sources/stakeholders	Evidence from one source/ stakeholder group with limited numbers of stakeholder in agreement	No evidence found and/or contradicting position among stakeholders

Section 5: Findings

Overarching question: Did the Prize achieve what it set out to achieve?

To what extent did the Prize drive MMDAs to make progress in implementing LWM strategies through innovative approaches, and improve LWM in urban settings, particularly for the poor, compared to their assessment of the initial situation?

SC4G stimulated 17 MMDAs of varying profiles to self-fund their participation in the Prize and implement LWM strategies. The majority of the 15 finalist MMDAs made good progress in their strategy implementation, were innovative compared with the status quo, and engaged with and had a particular focus on improving sanitation service delivery for the poor.

Key findings

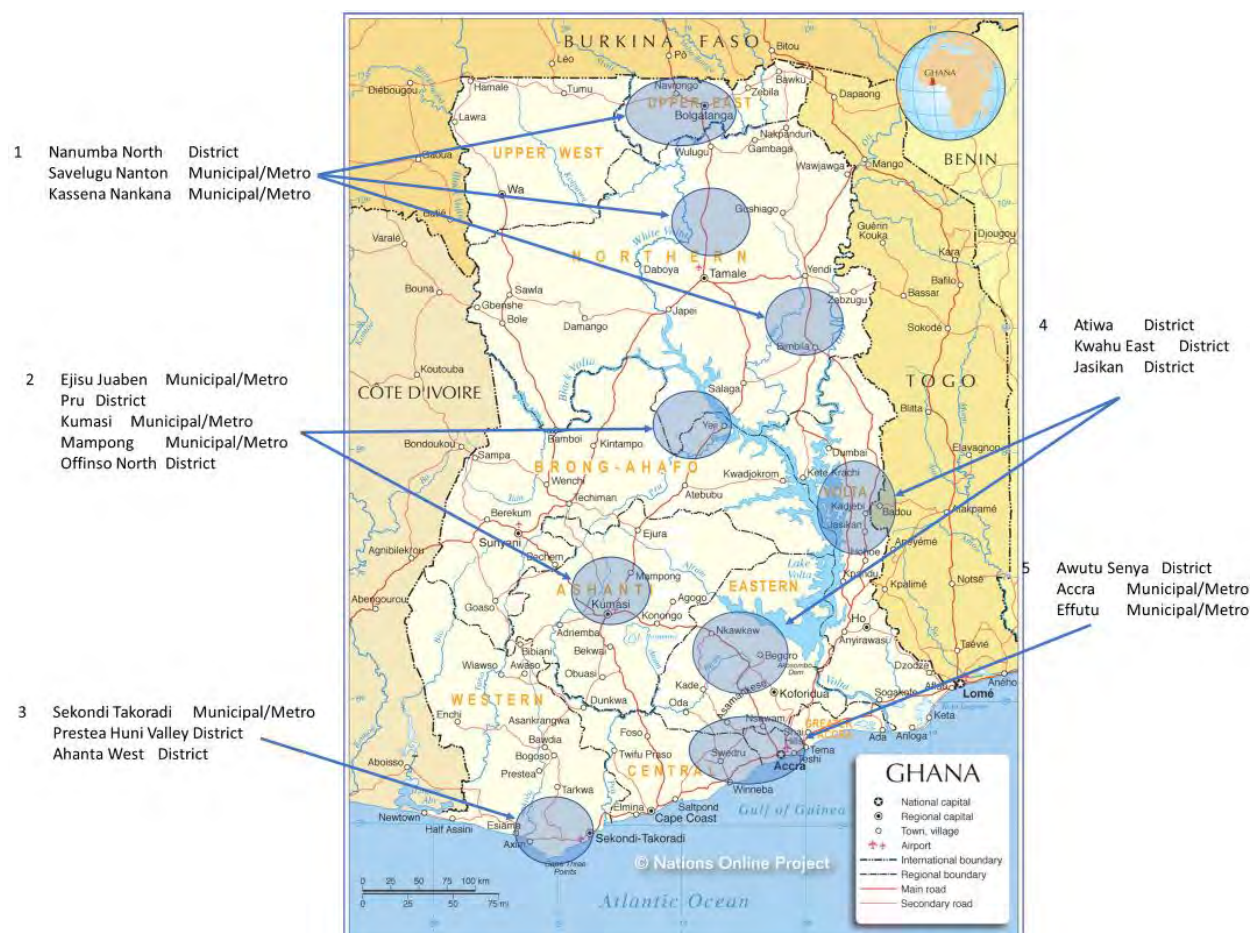
- The Prize attracted 17 of the 21 MMDAs originally eligible to participate in Stage 2, with a good spread across municipal, metropolitan and district assemblies, and from across Ghana.
- Two MMDAs left towards the end of the prize timeframe. Of the 15 finalist MMDAs, nine won monetary prizes, five of which were 'main prizes' of between £125,000 and £400,000 and four of which were 'special' prizes for specific MMDA achievements of £25,000 each.
- The Prize was successful in inducing a set of MMDAs to prioritise and allocate resources to the implementation of their LWM strategies, thereby contributing to altering the policy environment for LWM at local government level (the main intended prize effect).
- The Prize also achieved a number of other 'prize effects', including raising awareness of LWM among prize participants, facilitating and strengthening partnerships and networks, and maximising participation towards the sponsor's aims.
- The Prize's achievements are notable given that it took place in the context of a change in national government and leadership at MMDA level, and given that most MMDAs implemented their LWM strategies in the context of limited financial resources, organisational-level change and turnover of both management and technical staff.

5.1 Overview of Prize participants

Seventeen MMDAs participated in Stage 2 of SC4G. There was a good spread across the three types (or sizes) of MMDA, with three metropolitan, six municipal and eight district assemblies competing.²² The Prize also achieved representation from across Ghana, including from more remote northern regions. Figure 6 shows the geographical distribution of all 17 participating MMDAs in Ghana.

²² Accra Metropolitan Assembly, Kumasi Metropolitan Assembly, Sekondi Takoradi Metropolitan Assembly, Effutu Municipal Assembly, Kassenana Nankana Municipal Assembly, Mampong Municipal Assembly and Savelugu-Nanton Municipal Assembly competed in the metropolitan and municipal category. Ahanta West District Assembly, Atiwa District Assembly, Jasikan District Assembly, Kwahu East District Assembly, Nankumbi North District Assembly, Offinso North District Assembly, Prestea Huni-Valley District Assembly and Pru District Assembly competed in the district assembly category.

Figure 6: Location of the 17 participating MMDAs (source: final verification methodology)



5.2 Prize award

Two municipal assemblies left towards the end of the competition, one in the months before final report submission in March 2019, and the other following final submission, due to not meeting eligibility requirements.²³ Of the 15 finalist MMDAs, nine received monetary awards, with all finalist MMDAs receiving an honorary plaque. Three MMDAs were awarded 'main' prizes in the metropolitan and municipal assembly category and two MMDAs in the district assembly category. Third place in the district assembly category was not awarded, as the judges did not consistently feel there was a district assembly worthy of winning this prize. The remaining prize money was split between four MMDAs, who were awarded 'special prizes' for specific areas of achievement. These could be considered recognition rather than inducement prizes in that the criteria for award were not specified upfront, though the reasons for award do align with some of the judging criteria.

Table 7 provides details of the monetary prizes awarded.^{xiv} The prize amounts for the first-place winners of the two MMDA categories were as per the original prize design; the other prize award amounts were determined by the live judges as part of the overall judging decisions.^{xv} Findings on how the winning MMDAs expected to use the prize money are provided later in this report, in Section 7.1.

²³ The leaving MMDAs were: Awutu Senya East Municipal Assembly and Ejisu Juaben Municipal Assembly.

Table 7: Monetary prizes awarded under Stage 2

Prize category	Prize definition	Prize winner	Prize amount
Metropolitan and municipal assembly	1st place	Kumasi Metropolitan Assembly (KMA)	£400,000
	2nd place	Effutu Municipal Assembly	£225,000
	3rd place	Sekondi Takoradi Metropolitan Assembly	£125,000
District assembly	1st place	Nanumba North District Assembly	£285,000
	2nd place	Kwahu East District Assembly	£150,000
Special prizes	Community engagement	Prestea Huni Valley Municipal Assembly	£25,000
	Financial commitment	Offinso North District Assembly	£25,000
	Disability inclusion	Savelugu Municipal Assembly	£25,000
	Leadership commitment	Kassena Nankana Municipal Assembly	£25,000

Table 8 provides a summary of the overall winning MMDAs' sanitation interventions under the Prize.^{xvi}

Table 8: Summary of overall winning MMDAs' interventions

MMDA	Reason for award	Example interventions
Kumasi Metropolitan Assembly	For their innovative partnership with private sector partner Aquaculture, their skilled and knowledgeable staff and leadership commitment to the whole sanitation value chain.	<ul style="list-style-type: none"> ▪ Distribution and installation of Container Based Sanitation (CBS) to low-income households. ▪ Rehabilitation of a sewerage treatment pond at Chirapatre and its use to rear catfish on a commercial scale to generate funds for sustainable operations and maintenance of the facility. ▪ Rehabilitation of the Oti Liquid Waste Treatment Plant, the biggest facility and the first of its kind to be owned and managed by an assembly in Ghana.
Effutu Municipal Assembly	For their innovative partnership with the private sector and governmental institutions – including the local prison service, which is using biogas.	<ul style="list-style-type: none"> ▪ The use of the condominal system for biogas extraction. It is the first time that this technology is being applied to gas extraction for use by households and institutions.
Sekondi Takoradi Metropolitan Assembly	For their innovative public engagement and a highly committed Assembly.	<ul style="list-style-type: none"> ▪ The running of a sanitation competition among basic schools, which was

MMDA	Reason for award	Example interventions
		<p>projected to be a learning ground for others in the area and beyond.</p> <ul style="list-style-type: none"> Establishment of a technical team at sub-metro level comprising waste management/environmental health and works department staff to regularly engage, inspect and tackle liquid waste problems. Promotion of the use faecal sludge as fertiliser to boost agricultural productivity.
Nanumba North District Assembly	For bi-partisanship leadership commitment from both past and present chief executives, and innovative private partnership in the implementation of the LWM strategies.	<ul style="list-style-type: none"> Worked with the Nanumba Youth Parliament to adopt an innovative approach to mobilisation and sensitisation of communities. This approach, dubbed 'the sanitation for peace campaign', used the non-partisan parliamentary model to unite warring factions in the Bimbilla chieftaincy dispute.
Kwahu East District Assembly	For innovative commitment to the sanitation value chain and strong leadership commitment from a local chief as the presiding member in the implementation of the LWM strategies.	<ul style="list-style-type: none"> For the first time, poor households were subsidised to improve their toilet facilities by converting from Ventilated Improved Pit (VIP) toilets to WC toilets with bio-digester systems. Provision of WC toilets in schools and at Abetifi market, Nkwatia market and Kwahu Tafo to replace Kumasi Ventilated Improved Pit (KVIP) toilets and provide a continuous water supply to meet the needs of market women, drivers and the poor. Review of the national building code to suit the district-specific situation and to ensure ownership by citizens and stakeholders and usage by the poor. Building of thrift shops that provide free toiletries and cleaning agents have been built, benefiting the poor and elderly citizens.

5.3 The story of the Prize

Table 9 sets out the story of the Prize against its ToC. In summary, the Prize was successful in inducing a set of MMDAs to prioritise and allocate resources to the implementation of their LWM strategies (outputs 1 and 2), thereby altering the policy environment for LWM at local government level (main prize effect).

These MMDAs made progress in implementing their strategies to improve LWM in urban settings, using innovative approaches and with a particular focus on the poor (outcome 1). However, the extent to which the management of liquid waste was improved, as a result of improved service delivery (both quality and coverage) is unknown (impact 1), as are the effects on the lives of poor people (not explicitly part of the ToC). The reach of the Prize was limited to its immediate participants, i.e. it did not stimulate LWM or improved sanitation service delivery beyond the 17 participating MMDAs (outcome 2 and impact 2).

Table 9: Results of the Prize against its ToC

Intended result	Summary finding	Achieved
Output 1: Participating MMDAs are committed to implementing LWM strategies in Stage 2	<p>Seventeen MMDAs actively participated in the Prize and undertook activities to implement their LWM strategies. Sixteen of these went on to submit a final report at the end of the prize process.²⁴</p> <p>The 17 MMDAs self-funded their participation in the Prize, including their attendance at an inception workshop, two L&P workshops and a baseline validation workshop, as well as the final judging and award ceremony. Members of the MMDAs' core management team along with technical staff were involved in LWM strategy implementation and 3–4 people per MMDA attended each Prize event.^{xvii}</p> <p>The overall level of leadership commitment was high across the finalist MMDAs but varied between them. MMDA commitment is further explored in Section 6 under SEQ1.2.</p>	Yes
Output 2: Participating MMDAs have the necessary capacity to be able to implement LWM strategies in Stage 2	<p>Fifteen of the 16 MMDAs submitted a final report that was eligible for judging.²⁵ In these reports each MMDA described and provided supporting evidence for the progress they had made in implementing their LWM strategies. This included reporting against each of the judging criteria and outlining the main challenges faced.^{xviii}</p> <p>While the finalist MMDAs were able to implement their LWM strategies, they did this in the context of limited financial resources, organisational-level change and turnover of leadership, management and technical staff. This context and MMDA capacity more generally are further explored in Sections 5.5 and Section 6 under SEQ1.2. The effect of solver support on MMDA capacity to participate in the Prize and implement their LWM strategies is explored in Section 10 under PEQ5.</p>	Yes
Outcome 1: Participating MMDAs make progress in implementing LWM strategies through innovative approaches, and improve LWM in	<p>During the prize process, MMDAs were given the opportunity to revise their LWM strategies, to be more achievable within the timeframe. The reasons for this are explored in Section 5.5 in relation to the internal and external context. The majority of finalist MMDAs made good progress against their revised strategies, with high levels of effort to complete and report on these.</p> <p>MMDAs were innovative in their strategy delivery compared with the status quo, with most of the innovation being imitative in nature (i.e. new to the MMDA rather than new to the world). The finalist MMDAs</p>	Yes

²⁴ One MMDA left the competition before submission.

²⁵ One MMDA's submission was deemed not eligible by the Prize Team due to it not completing enough of the final report and the associated supporting documentation.

Intended result	Summary finding	Achieved
urban settings, particularly for the poor, compared to their assessment of the initial situation	<p>also engaged with and had a particular focus on improving service delivery for the poor. MMDAs were generally stronger in their engagement and targeting of the poor, with less consistent focus given to other vulnerable groups.</p> <p>The level of progress made by the finalist MMDAs, including level of innovation, is further explored under PEQ1 in Section 6. MMDA focus on the poor and vulnerable is explored in relation to equity under SEQ3.1 and SEQ3.2 in Section 8. The sustainability of these changes is explored in Section 7 under PEQ2.</p>	
Outcome 2: Non-participating MMDAs in Ghana and other country governments express interest in innovations and learning from participating MMDAs (ex post)	Steps towards replication were originally an expected output of the Prize process, though later removed from the ToC. ^{xix} In-country implementing agent IRC was to “play a lead role in capturing and documenting and sharing new innovations that may result from [the Prize], both in terms of urban sanitation and for the design and implementation of a programme of this nature”. ^{xx} Replication itself was an ex post outcome. Early in Stage 2, the Prize Team explored opportunities for replication of the Prize in another country; however, these did not come to fruition. ²⁶ The potential for replication and scale-up is further explored in relation to funder considerations under SEQ3.2 in Section 8.	No – though this was expected to happen ex post
Impact 1: Improved LWM in urban settings among participating MMDAs in Ghana, as a result of improved service delivery, with a particular focus on the poor (ex post)	There is insufficient data to report on whether and to what extent this impact, which was expected to be realised ex post, has been achieved. So far, we know little on the ultimate impact of MMDAs’ actions under the Prize on the poor.	Unknown – this was expected to happen ex post
Impact 2: Improved LWM in urban settings among non-participating MMDAs in Ghana and in other countries, as a result of	This impact is reliant upon replication happening (outcome 2) and so has not been achieved.	No – this was expected to happen ex post

²⁶ The I2I programme reported early in 2017 that ‘concrete opportunities’ for replication had been identified and that the scoping phase for replication could be conducted as part of the current programme. The prize manager was invited to present to Oxfam GB and IMC, and Oxfam subsequently started exploring opportunities for replication, particularly in Tajikistan and El Salvador. It is unknown why this opportunity did not come to fruition (I2I Annual report for period 2016).

Intended result	Summary finding	Achieved
improved service delivery, with a particular focus on the poor (ex post)		

5.4 The prize effects

Table 10 presents the nine prize effects identified upfront by the I2I programme and provides evidence of whether each of these was achieved by the Prize. As well as the main intended effect for SC4G of altering the policy environment, there were six other effects deemed relevant, with two not applicable. The evaluation only set out to collect primary data on the primary intended effect; however, we can glean insights from the data collected through the course of the evaluation process against the other effects.

In summary, as well as the main intended effect of altering the policy environment for LWM, the Prize contributed to a number of different (i.e. not-the-usual) outcomes. These include raising awareness of the issue of LWM, facilitating partnerships between local government and the private sector as well as non-state actors, and establishing LWM results from all participants, and not just the prize winners (moderate evidence). The Prize also promoted best practice among participating MMDAs, stimulated MMDAs to sensitise local communities, which may have increased community demand for improved sanitation services, and contributed to both increased investment in, and contracting out of, sanitation services, which may have stimulated the market for sanitation services (limited evidence).

Figure 7: Summary of I2I prize effects achieved



Table 10: Summary of progress against the I2I prize effects

Prize effect and definition ²⁷	Intended for SC4G	Evidence from SC4G
Altering the policy environment Policy change in reaction to the other prize effects	Primary intended effect	<p>There is strong evidence of this effect.</p> <p>The participating MMDAs demonstrated a positive change in their planning, policy, resource allocation and/or attitudes towards LWM. This was not in reaction to the other prize effects as originally expected by I2I. The Prize's contribution to altering the policy environment is further explored in Section 6 under SEQ1.1. The sustainability of these changes is explored in Section 7 under PEQ2.</p>
Raise awareness Increasing awareness and knowledge of an issue, which was previously neglected – in SC4G's case, LWM	Secondary intended effect	<p>There is moderate evidence of this effect within the Prize's immediate participants and limited evidence for non-participants. Levels of awareness were not specifically tracked by the Prize.</p> <p>MMDA and ministry representatives indicated that the Prize was a 'wake-up call' to liquid waste. The Prize Team strongly believe that SC4G centralised and brought attention to LWM and a broader focus to the sanitation value chain in participating MMDAs. However, they also indicated that the discussion is only just starting and that more awareness raising and advocacy is needed at national level.</p> <p>A live judge commented that though the final award ceremony brought in external stakeholders, these people seemed to have low levels of awareness of the focus of SC4G.^{xxi} The sanitation sector experts interviewed had had either little or no interaction with the Prize, though one had closely followed the competition. However, all were aware of the focus and main objectives of the Prize, in part due to their having some link to one or more of the partner organisations involved in the PS-NSA sister prize. One thought that overall awareness of the importance of LWM had increased in Ghana, in part due to other donor-funded initiatives. Another believed that the Prize had created awareness of the</p>

²⁷ The prize effect definitions are drawn from the I2I annual report for period 2016 (they are based on the generic I2I definitions, tailored to the SC4G Prize).

Prize effect and definition ²⁷	Intended for SC4G	Evidence from SC4G
		<p>issue, including through promotion by the first-place winner KMA. Private sector and non-state actors interviewed believe the Prize created awareness of both the need for LWM and of what the private sector and non-state actors can offer.</p> <p>There was a surge in media coverage following the event in July 2019 (see Annex 8),²⁸ in particular covering first-place winner KMA.²⁹</p>
Promote best practice Making potential solvers (MMDAs) aware of current best practice as part of the prize application process	Secondary intended effect	There is limited evidence of this effect. The solver support provided by the Prize did not specifically seek to promote and share best practice. However, MMDAs reported that they particularly benefited from learning from their counterparts during the prize process and appreciated the field visits organised as part of the L&P workshops. ^{xxii}
Facilitate and strengthen partnerships and networks MMDAs working in both new and better partnerships with private sector, other donors and communities.	Secondary intended effect	There is moderate evidence of this effect. Those MMDAs that were able to, supplemented their capacity with support from external private sector and non-state actor partners. A total of 31 verifiable private partnerships and agreements are known to have been entered into during the Stage 2 timeframe by 16 of the 17 participating MMDAs. ^{xxiii} Nine of these were with private sector actors participating in the BMGF-funded PS-NSA sister prize – in other words, the SC4G Prize was not the only known contributing factor). ^{xxiv} The number of verifiable new partnerships with non-state actors is unknown. ³⁰
Community action Awareness raising within the community intends to increase	Secondary intended effect	There is limited evidence of this effect. MMDAs engaged community members from poor neighbourhoods and from vulnerable

²⁸ In terms of social media, the tweets sent from the I2I Twitter handle on the day of the Prize award ceremony generated 18,820 impressions (times people saw those tweets) and 180 engagements (times people interacted with a tweet, e.g. like, clicks, retweets). These figures capture only part of the story; actual figures are likely to be much higher, as other Twitter accounts are known to have been active, and others may have tweeted without including the I2I handle.

²⁹ At least 13 of the 18 external media articles recorded centred on KMA winning £400,000. KMA also featured in the press ahead of the results being announced with respect to SC4G and 'chasing the prize': <http://www.peacefmonline.com/pages/local/news/201903/378623.php>.

³⁰ The number of verifiable partnerships under the Prize is not readily available in a consolidated format. The evaluation reviewed the number of private sector partnerships reported in each of the 15 MMDA final reports and cross-checked this with the 15 verification reports in order to report on this as part of the VFM assessment.

Prize effect and definition ²⁷	Intended for SC4G	Evidence from SC4G
community demand for services and interaction in urban sanitation management		groups as part of their LWM strategy implementation. However, the true extent of this is unknown, as is the effect on community demand for improved sanitation services. A summary document of the 17 participating MMDA progress reports stated that “some community members have started building their own toilets without support, following sensitisation activities”, however, this information has not been verified. ^{xxv}
Maximise participation towards the sponsor’s aims Benefits to the sponsor are provided by all effective participants not just by the winners	Secondary intended effect	There is moderate evidence of this effect. All 17 participating MMDAs made progress in implementing their LWM strategies, and not just the nine monetary prize winners. However, the level of progress made varied by MMDA, both during the prize process and at final submission. ^{xxvi}
Market stimulation Stimulation of sanitation services, e.g. increased contracting out of services, funding through other mechanisms (e.g. microfinance institutions), increased spending on MMDA sanitation service delivery	Secondary intended effect	There is limited evidence of this effect. The 15 finalist MMDAs reported spending £456,713 on implementation of their LWM strategies under the Prize. ^{xxvii} ³¹ The source of this funding, including whether it was ‘new’ investment in LWM is unknown. Some of the private sector partnerships entered into by MMDAs during the Prize timeframe were for the contracting out of services; however, the extent of this is unknown.
Point solution Finding a solution to a problem that has been broken down to a component part, e.g. a new product or process. Problem is highly specified	Not an intended effect for SC4G	There is no evidence of this effect. The competition was not seeking a new solution to a highly specified problem.
Open innovation Open innovation enables new solvers to enter the field of	Not an intended effect for SC4G	There is no evidence of this effect. The competition was only open to certain MMDAs that met the eligibility criteria.

³¹ This is the cumulative figure of the individual figures provided by each of the 15 finalist MMDAs against the ‘total expenditure for SC4G’ in the financial spreadsheet template as part of their final report submission. The same exchange rate as for the expected figure has been applied (1 Ghanaian cedi = 0.15 British pounds). There are several limitations to this figure including that the figures are not verified and that: no expenditure figures were provided by one MMDA; anomaly figures were provided by another (these are not included in the calculation); many MMDAs provided a budget for 2019 but no expenditure in this period (or budget for the whole year but spend only for the time period undertaken); and for one MMDA the budget and spend figures were exactly the same.

Prize effect and definition ²⁷	Intended for SC4G	Evidence from SC4G
endeavour. For some prizes, this could include local and grassroots innovators, e.g. small community organisations, students, etc.		

5.5 The context of the Prize

Context external to the MMDAs

A change in the national government was one of the biggest external contextual factors affecting the Prize, with a change in leadership happening just a few months after Stage 2 was launched, in December 2016.^{xxviii} **This leadership change had knock-on effects on the overall prize process and the level of progress made by MMDAs during the Prize (strong evidence).** The main impacts of the change were:

- A change in the leadership, i.e. the chief executives of all participating MMDAs. This process of replacement was not complete until June 2017, resulting in a six-month 'leadership vacuum', for example in approving Prize-related expenditure.^{xxix} As an exception, one of the winning MMDAs had a smooth transition from the old chief executive to the new, with the former remaining involved to the end.³²
- A high level of staff turnover. This staff movement as well as gaining subsequent buy-in from new staff members took time.
- MMDAs' ability to finance their LWM strategies during the transition was affected.

The level of impact on each participating MMDA varied, for example one reported it taking time for the new administrators to buy into SC4G/the project and that they had conflicting priorities, whereas another mentioned that the change in government was less of an issue than expected.^{xxx} According to the Prize Team, the prize process effectively paused until these changes had come into effect. The Prize responded to these challenges by giving MMDAs the opportunity to vary their strategies and change their objectives, and extending the timeframe for strategy implementation by six months to deal with the associated delays. In addition, the main ministry involved in officially running the Prize changed to the newly formed Ministry of Sanitation and Water Resources (MSWR).^{xxxi}

The participating MMDAs had different external (and internal) operating contexts (strong evidence). **These contextual factors and differences were acknowledged, and their effects taken into account, by the Prize in understanding and judging MMDAs' results and progress (moderate evidence).**³³ One of the main issues faced was the level of connectivity, due to the MMDAs being located in rural areas, infrastructure issues such as poor roads (affecting community access); and network/power issues (affecting document upload/data provision in the final submissions). The final verification agent adjusted their methodology once in-country to 'level the playing field', allowing MMDAs to provide additional evidence during the first three hours of their visit as long as it had been mentioned in the original submission.³⁴ Insecurity/conflict affected two MMDAs, which in turn affected community access and what could be achieved in the timeframe. The judges considered MMDAs' progress relative to the starting point of

³² Both the current and former chief executive represented Nanumba North's progress during a presentation to the live judges ahead of the final award decision.

³³ The final report template included a section for MMDAs to report the challenges faced; MMDAs were also encouraged to share challenges at the two L&P workshops. The final verification agent highlighted specific challenges faced by each finalist MMDA in their reports for all but one MMDA (which did not raise any concerns/issues during the verification agent visit or final report) (SC4G final reporting template, July 2017 and July 2018 L&P workshop reports, 15 final verification reports).

³⁴ On the whole, MMDAs were able to provide missing information during the verification agent's visit.

each, bearing in mind MMDAs' size and overall organisational capacity, as well as the prevailing operating context.^{xxxii}

The Prize ran in parallel with other (mostly donor-funded) sanitation programmes and projects.^{xxxiii} The BMGF-funded PS-NSA prize had similar objectives for establishing partnerships between MMDAs and private sector/non-state actors for sanitation service delivery, which, as noted in Section 4.2, poses a challenge in establishing the Prize's contribution to change. **Other actors have been working with participating MMDAs (and at national government level) to support them to improve sanitation service delivery, including policy, strategy and implementation interventions (moderate evidence).** This includes several projects of the implementing agency of the comparator project, WSUP. There is limited evidence on the level of crossover of MMDA activities with donor-funded activities (in terms of objectives and timing), and the number/proportion of MMDAs this applies to.

The Prize was run within a changing sanitation landscape in Ghana. There is strong alignment between these changes and the overall aims of the Prize (moderate evidence). According to the three sanitation sector experts and the three private sector and non-state actors consulted, the broader sectoral changes taking place during the lifetime of the Prize (Stages 1 and 2) include:

- Increased involvement of the private sector in sanitation service delivery. One respondent thought this was due to the Prize; another that it was due to large development donor-funded sanitation projects.
- An increased focus on urban sanitation, including a focus on low-income settlements, with various development projects focusing on this.
- Emergence of innovative ways of managing liquid waste, including through the use of new technologies; for example, the biodigester toilet to address key constraints to household latrine uptake.³⁵
- More attention on the sanitation value chain, with the services of the various actors involved in service delivery covering all aspects, from containment, through transportation to treatment and disposal.
- Improved provision of public toilets by MMDAs, and an increased focus on household toilets, including by private sector, with regulation and enforcement by municipalities piloted.
- Emergence of market-based approaches, with access to finance for households and entrepreneurs being piloted to enhance toilet uptake.

Internal MMDA context

The MMDAs implemented their LWM strategies in the context of limited financial resources (strong evidence). Ten of the 14 MMDAs that outlined challenges faced, cited to the final verification agent lack of financial capacity.^{xxxiv} One of the two MMDAs that left the competition before judging said that they did not have the funds to continue.^{xxxv} One of the three private sector and non-state actors interviewed mentioned that their partner MMDA did not have enough financial resources to implement their strategy.^{xxxvi} There is moderate evidence that this was due to delayed release of central government funding, change in MMDA status, limited financial capacity of partners, lack of leadership commitment/ buy-in and competing priorities for available budget. All three external sanitation sector experts explained that government funding for sanitation is scarce, as Ghana transitions to becoming a middle-income country, with a related reduction in grant-based funding. They reported that, over the Prize's lifetime, there was a (marginal) decrease in resource allocation to the sanitation sector from both government and development partners.^{xxxvii}

Seven of the 15 finalist MMDAs underwent organisational-level change during the Prize, changing their status (municipality/metropolitan/district), geographical boundaries and size (strong evidence). Six of the 14 MMDAs that outlined challenges faced, cited to the final verification agent a change in MMDA status/geography/jurisdiction. A further MMDA changed from a district assembly to a municipality, but

³⁵ Interviewees were not specific on whether these innovations were new to the actor, new to Ghana or new to the sector.

did not cite this as a specific challenge.^{xxxviii} These changes had implications on project communities (e.g. losing those previously served under SC4G) and financial resources available to MMDAs (moderate evidence).^{xxxix} It did not affect participation in the Prize in that all affected MMDAs continued to compete within the prize process (even if only one part of the former MMDA) and remained within their original category (either metropolitan and municipal or district assembly).^{xl}

MMDA staff capacity was in flux during the prize process with turnover of leadership, management and technical staff (strong evidence). Half of participating MMDAs cited a high staff transfer rate (both outwards and inwards) as a challenge.^{36xli} This had various implications, including loss of institutional memory, lack of buy-in/differing priorities – it took time for MMDAs to achieve this, if at all – and needing to retrain new staff (moderate evidence).^{xlii}

³⁶ Of the 14 MMDAs that outlined challenges faced to the final verification agent, seven cited this as an issue.

Section 6: PEQ1: How effective has the Prize been at catalysing innovation on the focus problem?

The Prize was effective in contributing to an increased focus on LWM by participating MMDAs. The increased focus on LWM at both national and prize level stimulated leadership commitment to LWM strategy implementation, which in turn facilitated participating MMDAs to have the capacity to implement their strategies. The Prize was effective in stimulating MMDAs to use approaches that were new/innovative to them and, in combination with the PS-NSA sister prize, was effective in inducing MMDAs to partner with the private sector and non-state actors.

6.1 SEQ1.1: To what extent has the policy environment for LWM in urban settings in Ghana been altered as a result of the Prize process?

Key findings

- The Prize contributed to an increased focus on LWM by participating MMDAs. However, inclusion of LWM in central government guidance was a key enabling factor. This was, in part, contributed to by Stage 1 of the Prize, when the government commitment was originally made.
- The Prize stimulated and enabled MMDAs to allocate more budget to sanitation/LWM. However, for at least some MMDAs, there was an issue with spending the allocated funds, due to a combination of lack of financing and capacity to deliver.
- The Prize stimulated MMDAs to revise their sanitation-related by-laws and to enforce these.

As outlined in relation to the SC4G ToC in Annex 4, the main expected prize effect of ‘altering the policy environment’ was the intended end result of the Prize but this was not envisaged as a linear effect. An incremental process and feedback loops were anticipated, including that:

- The initial prize award at the end of Stage 1 would contribute to increased government focus on LWM.
- Central government involvement in the Prize would create political pressure on participating MMDAs to continue engaging with the Prize and to make progress in implementing their LWM strategies.
- Successful achievement of the LWM strategies by participating MMDAs would lead to policy change.

We have applied an adapted contribution analysis to understand the Prize’s contribution to changes seen in the policy environment for LWM. Table 11 provides a summary of the analysis. It outlines the findings in relation to the Prize’s contribution to change alongside evidence that refutes this contribution and evidence of other programmes and actors contributing to the change seen. The accompanying narrative further explains and contextualises these findings. There are insufficient data to establish which aspects of the Prize mechanism specifically contributed to the changes seen, and how.

Table 11: Mechanisms contributing to altering the policy environment

Explanatory mechanism	Statement	Finding	Strength of evidence
Primary explanation ³⁷	The Prize altered the policy environment for LWM	The prize participants demonstrated a positive change in their planning, policy, resource allocation and/or attitudes towards LWM	Moderate
		All 17 participating MMDAs allocated and spent against a specific budget line for implementation of their LWM strategies for the duration of the Prize	Moderate
		At least 10 of the 17 participating MMDAs updated their sanitation by-laws as part of their LWM strategies	Moderate
Rival mechanism ³⁸	Other programmes and actors external to SC4G have altered the policy environment for LWM	Inclusion of LWM in central government guidance for MMDA medium-term development plans and budgets enabled a greater focus on LWM by MMDAs (in part contributed to by Stage 1 of the Prize)	Strong
		Others including multilateral agencies, bilateral agencies, NGOs, CSOs and MMDAs themselves, have been lobbying/advocating at national government level for increased sanitation funding.	Limited
		The creation of the MSWR along with the actions of bigger MMDAs signalled national change towards LWM	Limited
Refuting factor ³⁹	The policy environment for LWM did not change	There has been a lack of policy change in relation to sanitation/LWM at national level	Limited
		Only an estimated 42 per cent of the money budgeted by the finalist MMDAs for implementing their LWM strategies was spent	Moderate

Participating MMDAs showed an increased focus on sanitation and LWM during the Prize's lifetime (strong evidence). There is moderate evidence that the Prize contributed to this. All 17 participating MMDAs demonstrated a positive change in their planning, policy, resource allocation and/or attitudes

³⁷ The primary explanation is the causal mechanism triggered by the Prize activities that is expected to lead to the prize effect of altering the policy environment.

³⁸ A rival mechanism refers to any other mechanism that contributes significantly to the observed prize effect or outcome to explain the effect or outcome.

³⁹ A refuting factor is an account from either a primary or secondary data source that directly challenges the contribution of SC4G activities to achieving the observed prize effect.

towards LWM.^{xliii} This positive change was commented upon by judges and the verification agent in their reports for eight of the 15 finalist MMDAs, despite it not being a specific judging criterion.^{40xliv} The Prize served to centralise the issue of LWM, in a context where MMDA's sanitation focus had previously been in solid waste management.^{xlv} However, a sanitation sector expert noted that for those MMDAs not actively involved in the Prize, LWM has not been a focus in the same way, and the benefits of SC4G are yet to be scaled up to other non-participating MMDAs.^{xlvi}

National-level change in the policy direction, planning and budgets for LWM has been a large contributing factor in that it enabled a greater focus on LWM by MMDAs (strong evidence). According to ministry representatives interviewed, the inclusion of LWM in the national policy framework, by the National Development Planning Commission (NDPC) and the Ministry of Finance, enabled LWM activity at MMDA level, through its inclusion in medium-term development plans and the related budget becoming available.^{xlvii} **This change can, in part, be attributed to Stage 1 of the SC4G,** during which the Government of Ghana committed to adding a budget line (for LWM) to the 2017 budgets.^{xlviii} At the same time, others were lobbying/advocating at national government level for increased sanitation funding, including multilateral agencies, bilateral agencies, CSOs and MMDAs themselves.^{xlix} Inclusion of LWM in medium-term development plans and budgets was a change that affected all MMDAs in Ghana, having a broader reach than just prize participants. The national-level guidance also served to help LWM become mainstreamed, by giving it more prominence. In addition, according to a leaving MMDA, the creation of the MSWR (January 2017) along with the actions of bigger MMDAs (KMA and Accra Metropolitan Assembly) were also a signal of national change towards LWM.ⁱ

The Government of Ghana also showed an increased focus on sanitation and LWM at national government level during the lifetime of the Prize (moderate evidence). However, there is limited evidence of the Prize's contribution to this national-level change. According to all six of the external stakeholders interviewed, the policy environment for sanitation and LWM has changed in the context of broader sectoral change (as outlined in Section 5.5) since Stage 1 of the Prize launched four years ago.ⁱⁱ The creation of the MSWR in early 2017 is one of the main changes; however, their sanitation policy is still in the process of development (albeit at advanced stages), with ongoing work on strategies and guidelines for both solid and liquid waste management. This aligns with feedback from one of the judges that, as yet, there has been a lack of policy change in relation to sanitation/LWM at national level. That said, the MSWR has published a document to support proper targeting for the poor and behaviour change as key activities to increase household toilet uptake, which a ministry representative reported that the Prize has indirectly influenced.ⁱⁱⁱ The medium-term national development policy framework (December 2017) also includes a section highlighting the extent of the challenge and the importance of improving environmental sanitation, and, according to the Prize Team, the ministry has expressed its intention to review the 2010 sanitation policy and strategy in 2019/20.ⁱⁱⁱⁱ

The sanitation sector experts consulted were not sure of the contribution of the Prize to the change in policy environment, including an increased government focus on LWM. One believed that SC4G had provided national government with a better understanding to inform the policy process, through the participating MMDAs actively working on LWM.^{liv} The Prize Team reflected that the discussion is just starting at national government level, and that more awareness raising is needed.^{lv} That said, a representative of the President of Ghana at the Stage 2 final award ceremony publicly committed to prioritising and improving delivery of LWM services.^{lvi}

The Prize stimulated and enabled MMDAs to allocate (and in some cases release) more budget to sanitation/LWM (moderate evidence). However, for at least some MMDAs, there was an issue with spending the allocated funds. All 17 participating MMDAs allocated and spent against a specific budget line for implementation of their LWM strategies for the duration of the Prize.^{lvii} Representatives from eight finalist MMDAs and two leaving MMDAs reported at interview that they had increased the budget

⁴⁰ One MMDA was praised for its positive attitude to LWM/sanitation, another two for raising the profile of good sanitation. Improved resource allocation was mentioned for three MMDAs, improved policy/regulation and/or enforcement for three MMDAs, and improved level of priority for one MMDA.

allocation for LWM.^{lviii} According to a private sector and non-state actor representative, MMDAs “went the extra mile to fund LWM” under the Prize, leveraging funding from the private sector and from their own internal sources, which was not the case prior to SC4G.^{lix} However, only an estimated 42 per cent of the money budgeted by the finalist MMDAs was spent, which further demonstrates the prevailing internal context of limited finances.⁴¹ A representative from one of the MMDAs that left the competition commented that even though the money had been set aside, spending it was another matter. There also was an issue of budget reallocation from other areas of the MMDAs’ work; this is further explored under PEQ4 in Section 9.

The Prize stimulated MMDAs to revise their sanitation-related by-laws and to enforce these (moderate evidence). At least 10 of the 17 participating MMDAs updated their sanitation by-laws as part of their LWM strategies, as well as one of the two non-participating MMDAs interviewed (based on their LWM strategy developed in Stage 1). By-law review/revision was an enabling factor for enforcement, with representatives of eight MMDAs reporting at interview that they had improved their enforcement.^{lx} The Prize Team highlighted that this is a significant procedural shift not usually highlighted by donors.^{lxi}

6.2 SEQ1.2: How has the Prize improved the commitment and capacity of MMDAs to implement LWM strategies through innovative approaches?

Key findings

- The combination of the Prize and the increased focus on LWM at ministry level stimulated leadership commitment across the MMDAs to participate in the Prize.
- Leadership commitment enhanced individual MMDAs’ capacity to implement their LWM strategies.
- There was a general lack of technical capacity within MMDAs to implement (and report on) their LWM strategies, and differing levels of staff capacity for LWM depending on the size/status of the MMDA. Those MMDAs that were able to, supplemented their capacity (staff, institutional and financial) with support from external private sector and non-state actor partners.
- The majority of participating MMDAs made good progress against their (revised) LWM strategies as a result of the Prize.
- MMDAs used innovative approaches in their LWM strategy implementation compared with the status quo. There is strong evidence that this was due to the Prize.

The Prize ToC theorised that, for MMDAs to successfully deliver on their LWM strategies, it was necessary for them to not only be committed to implementing their strategies, i.e. suitably motivated, but also for them to have the capacity (where capacity includes institutional, financial and staff capacity).

The combination of the Prize and the increased focus on LWM at ministry level stimulated leadership commitment across the participating MMDAs to participate in the Prize and implement their LWM strategies (moderate evidence). Leadership commitment was one of the seven main judging criteria, i.e. MMDAs knew they would be assessed on this aspect. This, along with the contest and high-profile nature of the prize process motivated chief executives to be actively involved.^{lxii} The majority of participating MMDAs consulted thought that SC4G directly increased the commitment of leadership and management, with the Prize “paving the way” for management to commit to LWM. A private sector and non-state actor representative commented that the Prize got the top management (chief executives and coordinating

⁴¹ There are limitations with the figures provided by finalist MMDAs and the amounts reported as allocated and spent were not verified by the final verification agent. The barriers to spending did not fully emerge through the evaluation interviews, e.g. whether the timeline was realistic for spending the budget, or whether it was a lack of technical capacity that limited spending, as per the findings in Section 6.2.

directors) involved in LWM, and that MMDAs demonstrated their commitment by financially covering their costs of participating in Prize events, which is not the case for other projects. However, a ministry representative and one participating MMDA believed the Prize had done little to increase commitment.^{lxiii}

Fourteen out of 15 finalist MMDAs were rated by the judges as satisfactory, good or excellent for their level and continuity of engagement of the chief executive, core management and technical staff, and elected representatives. That said, leadership commitment varied both within and across MMDAs. Overall, commitment of core staff was judged to be higher than the chief executives, which in turn was higher than the elected representatives.^{lxiv} The level of confidence/reliability in what MMDAs reported in relation to leadership commitment was high, though it is to be noted that this was one of the more difficult areas to verify due to its intangible nature.^{lxv} It is unknown to what extent the level of leadership commitment was higher at the end of the prize process than elsewhere in the process, due to the high-profile nature of the final award ceremony.

Leadership commitment enhanced MMDAs' capacity to implement their LWM strategies (moderate evidence). In other words, it was a key enabling capacity-related factor in the progress/results achieved by MMDAs. Commitment and participation at the chief executive and core management level translated to release of funds and was critical to broader assembly commitment, engagement and achievement. Committed leaders actively supported their teams in their work, allocated budget to LWM/the Prize and sent larger teams to SC4G workshops and the final award ceremony. Conversely, one of the two MMDAs that left the competition reported that they lacked leadership commitment.

There was a general lack of technical capacity within MMDAs to implement (and report on) their LWM strategies, and differing levels of staff capacity for LWM depending on the size/status of the MMDA (strong evidence). This highlights a key but flawed assumption within the ToC that the MMDAs would have sufficiently skilled staff to implement their LWM strategies and access to technical assistance externally. Technical staff capacity in sanitation and lack of LWM departments was one of the main challenges/constraints mentioned at interview by MMDAs, ministry representatives, judges and the Prize Team.^{lxvi} According to the Prize Team, only metropolitan assemblies (which represent six of the 260 MMDAs in Ghana) are mandated to have waste management departments, which account for three of the 17 participating MMDAs.⁴² MMDA status/size affected the extent to which technical capacity was an issue for strategy implementation.^{lxvii} MMDAs, judges and the final verification agent reported a lack of capacity to report on/document and defend when questioned about their LWM strategy implementation, in part due to external consultants being hired to write the final report submissions (the extent of this issue is unknown).^{lxviii} One online judge questioned whether the lowest rated MMDA should have been part of the competition – due to low levels of capacity – though they acknowledge that this MMDA had still learned from the experience.^{lxix}

Those MMDAs that were able to, supplemented their capacity (staff, institutional and financial) with support from external private sector and non-state actor partners (moderate evidence).^{lxx} According to the sanitation sector experts interviewed, this is in the context of a broader increase in MMDA collaboration with private sector and non-state actors, in part due to the changing landscape of financing for sanitation.^{lxxi} Seven of the 15 finalist MMDAs and one of the two leaving MMDAs stated that they received support from private sector partners (some of which said this was due to the Prize), and six of the 15 finalist MMDAs stated they received support from non-state actor partners. Other forms of support mentioned include internal/leadership support (including writing to members of parliament), internal capacity building/training, including by partners, and partnership with other non-participating MMDAs.^{lxxii}

⁴² Metropolitan assemblies are mandated by the Local Governance Act, 2016 (Act 936) (<http://extwprlegs1.fao.org/docs/pdf/gha177648.pdf>).

It is difficult to distinguish the Prize's contribution to the formation of partnerships by MMDAs compared with that of the PS-NSA sister prize and other external donor-funded programmes.⁴³ According to two private sector and non-state actor representatives, previously it was difficult for potential partners to get commitment from MMDAs (including from leadership). SC4G created a common interest in LWM, and enabled partners to get access to, and facilitated collaboration with, MMDAs.^{lxxiii} MMDAs reached out to prospective partners on the basis of the PS-NSA prize to fulfil the expectations of SC4G – not only in relation to the expectation to involve PS-NSA actors, but also to enable them to make progress in implementing their strategies, focus on the poor and engage with communities. In some cases, the partnerships were new. In at least one case, a partnership that was already in place was formalised, with the sister prize acting as an incentive for the PS-NSA actor.

The quality and depth of partnerships varied. A private sector and non-state actor representative noted that the actors that won awards under the PS-NSA sister prize had strong partnerships with their MMDA(s); those that did not win also worked hard but did not get the needed support from the MMDA.^{lxxiv} All of the organisations that won an award under the PS-NSA prize partnered with MMDAs that won awards under the SC4G Prize.^{lxxv} Similarly, those MMDAs that won prizes under the SC4G prize had active partnerships with PS-NSA actors.^{lxxvi} One downside to this was that, in some cases, MMDAs were recognised for work done by their partners (where the partner was not necessarily recognised under the sister prize). The impacts on MMDA ownership and sustainability of results, where level of reliance on external partners was high, is unknown.

The majority of participating MMDAs made good progress against their (revised) LWM strategies (moderate evidence). Fourteen of the 15 finalist MMDAs were rated satisfactory and above for the consistency of delivery on their strategy, four of which were rated 'good'. Of these, 12 were rated satisfactory and above for delivery of programmes beyond use of donor funding and for the comprehensiveness of their interventions across the sanitation value chain (five of which were rated 'good' for the latter).^{lxxvii} The level of progress made varied across MMDAs, such as in the level of implementation across the sanitation chain.^{44lxxviii} It should also be noted that progress was judged for each MMDA relative to their starting point, rather than in relation to other MMDAs – the operating contexts of MMDAs were an important consideration in judging (even if implicitly).^{lxxix} While the judges commented on the overall good progress made, they also highlighted that there was room for improvement/learning; for example, to improve technical quality and build on what MMDAs had done/achieved. Judges made specific suggestions alongside their scoring, which have not been seen by the MMDAs (it is unknown why).⁴⁵ The overall message of the 15 online judges is that progress should not stop here.^{lxxx} The ultimate impact of the progress made by participating MMDAs has not been closely monitored; for example, the change in the rate of open defecation.

The Prize provided MMDAs with a structured process and timeframe within which to implement their LWM strategies, motivating them to deliver against their strategies, including finding partners and funds (moderate evidence). A private sector and non-state actor representative noted that the Prize helped their partner MMDA achieve a lot within a short timeframe through the competition, which provided both urgency and opportunity.^{lxxxi} Other motivating factors included a drive to reduce open defecation, through ongoing state reporting on the proportion of open defecation free (ODF) areas.^{lxxxii} A ministry representative reported that a commitment by MMDA leadership to achieve development in general affected the progress made (i.e. it was not just because of the Prize).^{lxxxiii} One of the two non-participating MMDAs interviewed reported on progress made outside the prize process (using their strategy developed in Stage 1).^{lxxxiv}

⁴³ In addition, the final verification agent discovered some MMDAs working with a private partner that central government had asked them to work with (stakeholder interview and final verification reports).

⁴⁴ One judge commented that some MMDAs focused on one segment only of the value chain (stakeholder interview).

⁴⁵ The Prize Team report that they are looking at appropriate ways to share feedback with the finalist MMDAs. Inadequate/untimely feedback to MMDAs was a challenge reported under the Stage 1 evaluation, which concluded that feedback should have been provided to non-winning solvers. It recommended that Stage 2 include a clear communication strategy around feedback to MMDAs.

The level of overall quality and completeness of the final reports submitted by the 15 finalist MMDAs was deemed as good by the verification agent and judges, given the connectivity challenges, though with variation between MMDAs. Issues encountered, which applied to a minority of MMDAs, included: inclusion of activities before Stage 2 commenced (six MMDAs); inclusion of non-Prize-related activities (six MMDAs); lack of supporting evidence (five MMDAs).^{lxxxv} The final verification process, which included on-the-ground spot checks for all 15 finalist MMDAs, was vital in uncovering these issues. The final verification agent's reports were much appreciated by the judges.^{lxxxvi}

Commenting on the quality and completeness of MMDAs' activities was, however, outside of the verification agent's remit, and therefore not documented or taken into account by the judges.⁴⁶ The verification agent found the level of completion of activities to be an issue for seven MMDAs (mostly toilet construction), though in some cases they could see that progress had continued since the final report submission date. Facilities having been completed but not being in use was also found to be the case for two MMDAs.^{lxxxvii} The verification agent also uncovered a potential issue affecting three MMDAs, where the involvement of a certain private partner indicated that the level of activity on the part of the MMDA was restricted to provision of land for toilet construction and potential enforcement of non-compliance by users.⁴⁷ For one of these MMDAs, a non-state actor was also found to be solely responsible for latrine construction, with toilets financed by the household owner – the involvement of the MMDA being limited to inviting them to operate within their constituency.^{lxxxviii}

MMDAs showed high levels of commitment and effort to complete and report on their LWM works (strong evidence). The effort made by participating MMDAs, including that they had followed through to implementation, was noted by ministry representatives, judges and the final verification agent.^{lxxxix} The Prize ultimately demonstrated that MMDAs can do this themselves, without support through more traditional donor-funded programmes. The final verification agent highlighted instances of two MMDAs completing activities over and above the planned strategy.^{xc}

MMDAs used innovative approaches in their LWM strategy implementation compared with the status quo; with the majority of innovation being imitative in nature (moderate evidence). There is strong evidence that this was due to the Prize. Innovation in the I2I programme is broadly conceived, including application of products and services that are new to the world (novel), new to a region or business (imitative) or new to the field of endeavour (adaptive). One of the Prize objectives was to motivate MMDAs to "use innovative approaches to transform and significantly improve sanitation service delivery".^{xc} MMDAs were judged on the 'degree of innovation' shown in the implementation of their LWM strategies in terms of service delivery (including technical innovation); social innovation (benefiting the community); and environmental innovation (improving the environmental conditions within the MMDA).

Thirteen of the 15 finalist MMDAs were rated by the judges as satisfactory or above for the degree of social innovation shown, 12 for the degree of innovation in service delivery, and nine for the degree of environmental innovation.^{xcii} Representatives from the judges, ministries and private sector and non-state actor representatives interviewed reflected that MMDAs were more innovative than previously in their strategy implementation under the Prize, saying there was a good level of innovation, both technical and the softer side.^{xciii} Though one judge noted that technical innovation had been limited by technical staff capacity and a judge and the Prize Team reported that some of the innovations seen across the MMDAs were similar, as a result of peer learning during the prize process.^{xciv} The innovation seen was mostly 'imitative' in nature, i.e. new to the MMDA and/or Ghana, through the adoption of existing technologies and practices. The Prize challenged, motivated and supported participating MMDAs to be innovative in

⁴⁶ The verification agent's remit was purposely limited to examining the level of reliability of MMDA reporting and, on this basis, verifying the level of progress made, as a supplementary information source for judges when making their ratings and final award decisions. They specifically set out to discover whether activities and achievements reported by MMDAs were real, implemented after September 2016, part of SC4G and not part of any other donor-linked activity (final verification methodology).

⁴⁷ In this way, MMDAs could claim high numbers of public toilet construction without needing to invest any money (the private partner pre-finances the construction and users pay at the point-of-use).

their strategy delivery.⁴⁸ Enabling factors included the availability of private sector and/or non-state actor partners, who facilitated access to innovations, and the MMDA engaging with other sanitation projects.^{xcv} A ministry representative reflected that the overall way of working, i.e. the prize modality, and achieving results without providing funding upfront, was an innovation in and of itself.^{xcvi} This was echoed by a sanitation sector expert, who believes the Prize, including its stimulation of public–private partnerships, demonstrated a new way of implementing sanitation.^{xcvii}

In summary, the Prize played a clear role in altering the policy environment to facilitate greater commitment at MMDA level to the issue of LWM and a focus on improving sanitation services in urban areas. However, this was greatly facilitated by a more general change in the sanitation landscape in Ghana during the lifetime of the Prize, as well as support for planning and budgeting for LWM from national government level. The enhanced leadership commitment seen under the Prize unlocked resources both within MMDAs and from external private sector and non-state actor organisations, enabling participating MMDAs to make progress against their LWM strategies, albeit to different degrees and relative to their starting points.

⁴⁸ This includes innovations that were more affordable to the urban poor, i.e. two judging criteria combined (PS-NSA representative interview).

Section 7: PEQ2: To what extent has the effect of the Prize been sustained beyond the point of award?

The majority of MMDAs that participated in the Prize are likely to continue implementing LWM activities in the short-to-medium term, though at a reduced scale. Sustainability of activities beyond 2021 is less certain. The upcoming leadership election in December 2020 presents a potential threat to the commitment established under the Prize.

7.1 SEQ2.1: What is the likelihood that (i) improved LWM and (ii) the changes in policy environment for LWM will be sustained beyond the Prize?

Key findings

- The majority of participating MMDAs are likely to continue implementing LWM activities in the short-to-medium term, enabled by LWM/sanitation being included in their current medium-term development plans and budgets.
- The scale of LWM activity beyond the Prize is dependent on continued MMDA leadership commitment and release of allocated funds as planned; sufficient funds will be available for some but not all MMDAs. Sustained activity is more likely by those MMDAs that won the main prizes under SC4G, in the context of the financial constraints faced by most MMDAs during the Prize.
- Longer-term sustainability of LWM activity (beyond 2021) by MMDAs is dependent on a continued focus by national government and MMDA leadership. There is limited evidence that MMDAs will continue their LWM efforts in the longer term.
- The sustainability of the increased focus on sanitation and LWM at MMDA level depends on continued commitment of MMDA leadership, which in turn depends on renewed focus on sanitation/LWM at the national level. It is likely that there will be a sustained focus on sanitation/LWM at national level; however, the speed of implementation by national government is unknown.
- Oversight and monitoring by central government are crucial for the positive changes seen in the policy environment for sanitation and LWM at MMDA level to continue now the Prize has closed.

Sustainability of improved LWM

The majority of participating MMDAs are likely to continue implementing LWM activities in the short-to-medium term, enabled by LWM/sanitation being included in their current medium-term development plans and budgets (moderate evidence). Thirteen of the 15 finalist MMDAs, one of the two leaving MMDAs, and one of the two non-participating MMDAs interviewed mentioned and/or outlined plans for continuing their LWM efforts beyond the Prize, with some already continuing unfinished activities from their strategies. This includes scaling up/acting on their learning (at least four MMDAs, including one leaving MMDA), continuing partnerships (at least three MMDAs) and continuing their focus on the poor/vulnerable (at least two MMDAs).^{xcviii} One finalist MMDA talked about their future activities in relation to the sanitation value chain, as if this is a framework for sustainability – having implemented one part, they now needed to implement another to “deal with the waste”.^{xcix} The online judges reported that there is scope for sharing learning/best practice with other MMDAs (six MMDAs) and internal learning

and scale-up (five MMDAs).^{49c} Motivating factors for continuing LWM activities include meeting targets in relation to the global Sustainable Development Goals (SDGs) and becoming ODF, as well as communities and customers holding MMDAs to account as a result of increased visibility and sensitisation under the Prize.^{ci} However, one MMDA interviewed mentioned that plans are not in place to continue LWM efforts beyond the Prize. Ten MMDAs mentioned LWM being part of their medium-term development plans and six mentioned budget being allocated to LWM in relation to sustainability.^{cii}

Overall, this aligns with the judging scores; the online judges found the finalist MMDAs were strongest on 'institutional' sustainability, followed by financial and then social and environmental sustainability (14, 13, 12 and 12 MMDAs respectively were rated as satisfactory or above for these aspects of sustainability, with seven MMDAs rated as good or excellent for institutional sustainability, compared with between two and four for the other categories).^{ciii} Though, as with level of innovation, the final verification agent reflected that sustainability was more difficult to verify compared with more tangible change/progress.^{civ} All 15 finalist MMDAs included a slide on what they plan to do next as part of their final report submission and in their subsequent presentations to the live judges.^{cv} According to the Prize Team, the sustainability of certain aspects of MMDA progress is less certain; for example, whether MMDAs will continue to apply innovative approaches, and whether they will continue to focus on the poor and vulnerable (this was not mentioned by many MMDAs in relation to sustainability in interviews).^{cvi}

The overall sustainability of partnerships entered into under the Prize is unclear, and likely depends on the outcome of the SC4G and PS-NSA prizes for both the MMDA and the partner. Feedback from MMDA partners suggests that this will vary by MMDA: for one private sector and non-state actor interviewed, the partnership has and will continue; for another, they have not heard from the MMDA since the award ceremony and the partnership is no longer active.^{cvi} Based on a meeting with all prize winners under the PS-NSA sister prize, whether or not the partner won a prize may also be a factor in the sustainability of partnerships. The majority of the interventions the winning private sector and non-state actors plan to execute are aligned with the LWM plans of the respective MMDAs and their medium-term development plans. There is less clarity on the plans and level of commitment of non-winning participants under the sister prize.^{cvi}

The scale of LWM activity beyond the Prize is dependent on continued MMDA leadership commitment and release of allocated funds as planned (moderate evidence). Sufficient funds will be available for some but not all MMDAs to continue LWM activities at the scale planned (limited evidence). At least three MMDAs interviewed mentioned that continuing to implement their LWM activities depends on leadership giving the go ahead/their support. At least four MMDAs mentioned that a lack of money will limit what they can do in their implementation of LWM activities (two of these specifically mentioned lack of prize money – a non-winner and a winner of a £25,000 special prize).^{cix} This aligns with what MMDAs said following final report submission, with four finalist MMDAs telling the final verification agent that they hoped to overcome financial capacity issues by winning a prize.^{cx} The live judges varied in their opinions on whether MMDAs will continue with their LWM activities and set the budget aside for these – one judge believed that they would, while another two were concerned that sustained activity is dependent on internally generated and central funds (and that, prior to the results being announced, MMDAs were dependent on winning prize money).^{cx} However, at least five MMDAs interviewed plan to find (or are already seeking) ways to fund their LWM activities. This includes at least three MMDAs setting up a sanitation fund beyond using internally generated funds.^{cxii}

Sustained activity is more likely by those MMDAs that won the main prizes under SC4G, in the context of the financial constraints faced by most MMDAs during the Prize (moderate evidence). Two MMDAs interviewed mentioned that they plan to use their prize money for continued LWM efforts.^{cxiii}

⁴⁹ Judges were not specifically asked to comment on the scope for replication/scale-up of MMDA activities, however some included this in their overall comments per MMDA (covering 11 MMDAs).

Table 12 summarises what the winners of the main prizes expected to spend prize money on at the time of final report submission and judging i.e. before the award decisions were made.^{50cxiv}

Table 12: How the winning MMDAs anticipated spending their prize money (pre-award)

Winning MMDA	Prize money won	How the MMDA expected to spend the prize money
Kumasi Metropolitan Assembly (KMA)	£400,000	<ul style="list-style-type: none"> ▪ Intensify awareness creation on container-based sanitation to expand the coverage to 1500 households by 2021 ▪ Construction of 10 No 20-seater water closet institutional toilets with changing rooms for girls at ten schools ▪ Amelioration of the Oti Stabilisation Pond – Phase 2
Nanumba North District Assembly	£285,000	<ul style="list-style-type: none"> ▪ Assist additional 1000 poor vulnerable and disabled persons with household toilet facilities ▪ Undertake WASH activities in schools and rehabilitate existing public latrines ▪ Undertake public private partnership arrangements for the construction of a treatment facility for compost fertiliser for farmers ▪ Sanitation law enforcement, sanitation marketing and sanitation for peace activities
Effutu Municipal Assembly	£225,000	<ul style="list-style-type: none"> ▪ 70% to scale up access to improved biogas toilets across the municipality ▪ 30% to leverage on activities that would enhance waste management in the municipality, such as sorting waste at source and composting
Kwahu East District Assembly	£150,000	<ul style="list-style-type: none"> ▪ Fund the implementation of LWM activities in the District's medium-term development plan (2018-2021) ▪ With partners, support the construction of a liquid waste treatment system to produce organic compost for farmers ▪ Provide additional subsidy to 150 identified poor households to construct W/C toilets with bio digesters ▪ Provide additional institutional facilities for schools and marketplaces
Sekondi Takoradi Metropolitan Assembly	£125,000	<ul style="list-style-type: none"> ▪ Dedicate a significant percentage of the award money into setting-up of a revolving fund and partnering with local commercial banks and relevant CSOs to scale up the implementation of the household toilet model ▪ Investment into the treatment of faecal sludge and into the production of manure on large-scale waste to energy

⁵⁰ As part of their final report submission, each MMDA answered the question: "If the MMDA does win one of the cash prizes, please explain how the money would be spent to support liquid waste management within the MMDA?". In addition, the 15 finalist MMDAs each included a slide as part of their face-to-face presentation to live judges to update on what they planned to do with the prize money, should they win a prize.

Winning MMDA	Prize money won	How the MMDA expected to spend the prize money
		<ul style="list-style-type: none"> Capacity building – constantly upgrading the skills of environmental health and waste management officers in order to sensitise citizens on best practices, engage in behavioural change campaigns and enforce the sanitation by-laws

The original prize design document stated that “the MMDAs will have to use at least 70 per cent of the prize proceeds for sustainable environmental management activities within their area, not limited to liquid waste”.^{cxv} However, there is no formal monitoring mechanism in place for this. A ministry representative explained that this is more of a mutual agreement, rather than a pre-condition. They said the government will provide guidance/support to ensure that the prize money is applied properly and with positive results.^{cxvi} This aligns with the Prize Team’s expectation that the government will continue to keep an eye on what winning MMDAs use their prize money for.^{cxvii} A private sector and non-state actor representative interviewed was 70 per cent sure that their partner MMDA (winner of a monetary prize) would continue focusing on delivering improved sanitation to the urban poor. They believe that if the Prize Team were to follow up with the winning MMDAs, this would increase the likelihood of them going on to implement what they promised.^{cxviii} A ministry representative thought that, while some MMDAs would be inspired by what they were able to achieve and the publicity achieved for winning, those that did not do so well would “go back to sleep”.^{cxix}

There is also potential for winning/larger MMDAs to play a role in the sustainability of results across the broader set of participating MMDAs – one of the winning MMDAs is reportedly hosting a meeting for all participating MMDAs.^{cxx} According to the Prize Team, the cross-MMDA relationships and communications established under the Prize may also serve to support sustained action – at least one MMDA mentioned continuing to collaborate/coordinate with both participating and non-participating MMDAs.^{xxxi}

Longer-term sustainability of LWM activity (beyond 2021) by MMDAs is less certain and is dependent on a continued focus by national government and MMDA leadership. There is limited evidence that MMDAs will continue their LWM efforts in the longer term. The current medium-term development plans run for four years to 2021 (with its associated budget allocation). A ministry representative acknowledged that the environment for MMDAs to budget for LWM is currently in place.^{cxxii} Three MMDAs interviewed said that they plan/intend to continue prioritising LWM beyond their medium-term development plan.^{cxxiii} However, the likelihood of LWM continuing to be included in the guidance by central government for MMDA-level planning and budgeting is unclear. A live judge believes that only a few of the participating MMDAs will sustain their focus on LWM and activities if there are no other interventions to push them and keep them on course.^{cxxiv}

Official activity under the Prize finished at the point of prize award at the end of July 2019; there is no sustainability strategy or plan in place going forward.^{cxxv} This is despite recommendations being included in the interim evaluation at the end of Stage 1 to ensure an exit strategy is clearly in place, embedding the Prize in the institutional framework (see Annex 2).^{cxxvi} Meanwhile, the contextual factors that challenged MMDAs during the prize process are likely to continue: limited financial resources; ongoing staff turnover; changes in MMDA status; and competing demands/priorities for central funds. It is unknown to what extent the MMDA ownership seen under the Prize and mindset change commented on by both a judge and a ministry representative, will continue under these conditions.^{cxxvii}

Sustainability of changes in the policy environment

The sustainability of the increased focus on sanitation and LWM at MMDA level depends on continued commitment of MMDA leadership, which in turn depends on renewed focus on sanitation/LWM at the national level – including in the face of any future leadership changes at both national and MMDA level

(moderate evidence). There is limited evidence that there will be a sustained focus on sanitation/LWM at national level.

The prevailing context in Ghana is a move to reduce the country's reliance on international aid, as it becomes a middle-income country. The 'Ghana beyond aid' charter and strategy (published in April 2019) was introduced by the current government as a 'national agenda' to transcend any subsequent changes in government. It contains a series of commitments and targets in the context of the SDGs. This includes that all households will have improved toilet facilities (compared to 14 per cent baseline in 2017), that there will be no more open defecation, and that waste will be collected and disposed of properly. The sanitation sector experts interviewed believe that national government commitment to LWM will continue, as this reflects the broader new direction in sanitation service delivery in Ghana, which the Prize has helped confirm is feasible. However, they were less confident on the speed of implementation in the context of limited funding for sanitation.^{cxviii} The overall policy direction and position of the Government of Ghana with respect to sanitation and LWM was not monitored by the Prize.

Given that 2020 is an election year, a judge questioned whether the sanitation focus would continue during and after the election.^{cxix} For example, if there is another leadership change, as in 2016, then there would be new chief executives again at MMDA level, with no guarantee they would continue to prioritise LWM.^{cxx} One finalist MMDA expressed concern for the lack of permanence of their chief executive – with the potential for a future change in agenda with any new leader coming in.^{xxxi} A sanitation sector expert also questioned what happens if new chief executives come in.^{xxxii}

Sanitation sector experts and private sector and non-state actor representatives consulted agreed that, for the positive changes seen in the policy environment for sanitation and LWM at MMDA level to continue, there needs to be sufficient oversight by, and accountability to, the national government level, in order to incentivise performance. They believe this monitoring should predominantly come from the MSWR. According to the Prize Team, continued/increased engagement of the MSWR and the MLGRD (including the OHLGS, which is effectively the MMDAs' employer) is key to commitment/focus on LWM at the MMDA level. One sanitation sector expert cautioned that the issue is not just how to ensure participating MMDAs' LWM plans continue to be implemented, but also how to get other non-participating MMDAs to prepare and implement LWM plans.^{xxxiii}

Section 8: PEQ3: Does the Prize offer value for money when compared to alternative funding modalities?

Overall, the Prize achieved good VFM in relation to its original expectations. When compared to a grant-based sanitation service delivery project, the Prize offered overall similar VFM, with each project providing better VFM on specific aspects. For example, due to the scale and incentivisation structure of the Prize, SC4G performed better in relation to cost-effectiveness. Meanwhile, the grant-based comparator project SSD⁵¹ saw better results in terms of equity and broader funder considerations. This was in part due to monitoring and reporting on these aspects being a more explicit part of project design.

This evaluation considers the VFM of SC4G based on the results of two different assessments:

- An **'internal' assessment**: measuring the VFM of SC4G against the original expectations for the Prize.
- An **'external' assessment**: measuring the VFM of SC4G in comparison to an alternative funding mechanism targeting similar outcomes.

Annex 5 provides an introduction to the methodology of both assessments. Annexes 9 and 10 further explain the methodology for each assessment, including the basis of the sub-criteria, indicators and ratings. These two annexes also provide the detailed results of the internal and external assessments.

While the ratings are important to establish the VFM of the Prize, they are only indicative. The accompanying narrative in this section is key to understanding the true performance of the Prize.

8.1 SEQ3.1: What is the value for money of the SC4G as compared to its original expectations?

Key findings

- **Economy**: The Prize was launched moderately later than planned (not quite meeting expectations) and was implemented significantly below budget (exceeding expectations), with the prize purse awarded in full (meeting expectations).
- **Efficiency**: The Prize met expectations in stimulating participating MMDAs to have an increased focus on LWM, the number of eligible final submissions received and awarding those MMDAs that made the most progress. The Prize achieved significantly less than the expected level of new investment in LWM, though the investment made by participating MMDAs was significant in the context of low levels of previous investment and limited resources.
- **Effectiveness**: The Prize participants used innovative approaches to improve sanitation service delivery as expected and created new partnerships to improve sanitation service delivery as expected. The extent to which the latter was directly attributable to the SC4G Prize, as opposed to the PS-NSA sister prize is, however, unknown. The Prize altered the policy environment for LWM moderately more than expected. There is insufficient evidence to conclude whether prize participants met expectations in the number of individuals that gained access to improved sanitation services under the Prize.
- **Equity**: LWM activities implemented by MMDAs under the Prize met expectations in their focus on the poor and vulnerable, and prize participants met expectations in their engagement with community members from poor neighbourhoods in their strategy implementation. However, the prize

⁵¹ As already outlined, the comparator project selected was the Ghana component of the USAID-funded Sanitation Service Delivery programme, delivered in Ghana by WSUP.

process collected insufficient evidence to understand whether the MMDAs sufficiently targeted the poor. Prize participants' engagement with vulnerable groups was moderately below expectations.

The overall internal VFM assessment is summarised in Table 13; these summary ratings are each based on three and four sub-criteria ratings. **The VFM analysis indicates that the Prize met expectations against all four assessment criteria: economy, efficiency, effectiveness and equity.** The assessment is based on strong evidence overall⁵² for the first three criteria, and moderate evidence for the equity criterion. The strength of evidence (SoE) however varied by sub-criteria. The narrative that follows provides a more comprehensive view of the SoE behind each individual rating/finding.

Table 13: Summary of the internal VFM of SC4G

What we want to know	Criteria	Rating*					SoE
Economy: Did the Prize cost what we expected it to cost?	The Prize was launched and ran respecting the original time schedule, and within the original budget	1	2	3	4	5	
Efficiency: Were prize inputs converted into the expected outputs?	The Prize increased MMDAs' capacity and commitment to implement LWM strategies ⁵³	1	2	3	4	5	
Effectiveness: Did prize outputs convert to the expected outcomes?	The Prize stimulated MMDAs to make progress in LWM using innovative approaches ⁵⁴	1	2	3	4	5	
Equity: Were prize outcomes equitable for those intended?	Prize participants (MMDAs) had a particular focus on improving service delivery for the poor	1	2	3	4	5	

* 1 is the lowest rating and 5 is the highest rating, with evidence from each project considered in the context of the other as well as its own performance – as such a number of factors are often considered in determining the rating. Dark grey shading denotes where a particular rating was not possible.

There are some caveats to bear in mind when considering the results of the internal VFM assessment (these caveats are further explained at the start of Annex 9):

- One of the main limitations to the assessment is that judging the performance and results of the 15 finalist MMDAs as a group masks the successes and shortfalls of a small subset of MMDAs. While the VFM assessment considers the 15 finalist MMDAs as a group, this difference in results across MMDAs is also noted for certain sub-criteria.
- Another limitation is a lack of data to report against certain 'expectations'. There is a limited evidence base for understanding the scale and nature of investment leveraged by the Prize (efficiency) and also insufficient data to calculate the number of beneficiaries reached by MMDAs' activities under the Prize (effectiveness).
 - The results for investment leveraged by the Prize are not included in the summary rating in Table 13; instead the Efficiency sub-section provides narrative around the results achieved by the 15 finalist MMDAs.

⁵² The strength of evidence varied by sub-criteria

⁵³ These are the two outputs in the Prize theory of change.

⁵⁴ This is the main outcome in the Prize theory of change (the other outcome was expected to happen post-Prize).

- The number of beneficiaries reached by the Prize does not form part of the VFM assessment. However, the Effectiveness sub-section provides a narrative based on the reported populations of the finalist MMDAs' project areas, where available.
- Finally, expectations for the Prize's results changed during the prize process. The assessment takes the Prize's latest expectations as its basis rather than the initial expectations. For example, it compares to the adjusted prize schedule, rather than the schedule at prize design.

Economy of the Prize

The Prize was launched and ran moderately later than planned (strong evidence).^{cxixiv} Stage 2 of the Prize was launched as planned on 23 June 2016 at the award ceremony of the Stage 1 Prize. MMDAs submitted their final reports as planned, by the deadline of 27 March 2019, with interim progress reports having been submitted a year earlier in April 2018. The Prize award ceremony took place a month later than planned, on 24 July 2019, immediately following two days of live judging. This slight delay was due to the Government of Ghana, which officially ran the Prize, requesting to hold the ceremony at the end of July.^{cxixv}

The Prize was implemented significantly below budget, exceeding expectations (strong evidence).^{cxixvi} The Prize budget (both stages 1 and 2 combined), not including the prize purse, was £921,674. The cost of prize implementation was £774,615, i.e. £147,059 (16 per cent) below budget, though in reality the final underspend is slightly less due to not all costs being posted at the time of assessment. Stage 1 represented 13 per cent of prize implementation costs and Stage 2 represented 87 per cent of prize implementation costs. Forty-five per cent (£350,083) of prize implementation costs were spent by the in-country implementing agent, IRC. The underspend was in relation to staff salaries and verification agent fees. This is largely due to the difficulty in predicting how much staff time would be needed to manage the Prize (though savings were made in contracting an internal verification agent). IMC plan to reallocate the Prize underspend to other I2I initiatives.

The prize purse allocated was the amount expected: £1,360,000 in total (strong evidence).^{cxixvii} This breaks down as £75,000 awarded in Stage 1 and £1,285,000 awarded in Stage 2. In Stage 1, £30,000 was awarded for first place, £25,000 for second place and £20,000 for third place. In Stage 2, the £1,285,000 was distributed among nine winning MMDAs, with prize amounts ranging from £400,000 to £25,000. Table 7 in Section 5.2 provides further details of the monetary prizes awarded.

Efficiency of the Prize

The Prize met expectations in stimulating MMDAs to have an increased focus on LWM (strong evidence).^{cxixviii} One of the Prize objectives was to motivate MMDAs to "take the leadership in ensuring that sustainable sanitation services are available and affordable for everyone living in urban areas".^{cxixix} Seventeen MMDAs actively participated in the Prize and undertook activities to implement their LWM strategies. Sixteen of these went on to submit a final report at the end of the prize process. This finding also draws on the evidence as presented against the ToC in Section 5.3.

The Prize met expectations in terms of the number of eligible submissions received from the set of MMDAs (strong evidence).^{cxli} Of the 17 participating MMDAs in Stage 2, 15 MMDAs submitted final reports that were eligible for judging. This finding also draws on the evidence as presented against the ToC in Section 5.3.

The Prize met expectations in awarding prizes to those MMDAs that made the most progress (strong evidence).^{cxlii} Nine MMDAs were awarded monetary prizes at the final award ceremony. Five of these were 'main prizes' and four were 'special prizes'. The live judges decided not to award third place in one category as they did not consistently feel there was a district assembly worthy of winning this prize.^{cxliii} The four 'special prizes' were awarded to three municipal assemblies and one district assembly for: strong community engagement; strong financial commitment; great demonstration of disability inclusion; and

dedicated leadership commitment.⁵⁵ These reasons for award broadly align with three of the seven overarching judging criteria: community participation, sustainability and leadership commitment.

The Prize stimulated significantly less than the expected level of new investment in LWM (limited evidence).^{cxliii} Nevertheless, it is to be noted that the investment made by MMDAs in participating in the Prize and implementing their LWM strategies was significant, given this was made upfront with no guarantee of winning prize money and in the context of low levels of previous investment in LWM and limited resources. Two of the Prize objectives were to motivate MMDAs to: mobilise external donor funding; and enable private sector financing, particularly for household sanitation and sanitation businesses. This is in the context that, as an inducement prize, the intended effect of the monetary awards was to “foster change, rather than to provide full financial compensation to applicants for their efforts [thus] applicants [were] expected to find sources of co-funding to implement their strategies”.^{cxliv}

In total, the Prize expected to stimulate £1,333,631. Based on the total amount budgeted by MMDAs for participation in the SC4G, the Prize expected the 15 finalist MMDAs to commit a total of £1,096,026⁵⁶ in the form of increased spending on sanitation service delivery through their LWM strategy implementation. There was no specific required level of investment in order for MMDAs to participate in the prize process or to win a prize. In addition, the Prize expected to leverage £237,605 of funds for conducting a sister prize.

In reality, a total of £703,913 is known to have been stimulated by the Prize, leveraging 36 per cent of the £1,955,830 total cost of Stage 2 of the Prize. It is to be noted, however, that the full level of investment leveraged could be more than reported. The 15 finalist MMDAs reported spending £456,713 on implementation of their LWM strategies under the Prize.⁵⁷ This equates to 42 per cent of the amount budgeted by these MMDAs. However, MMDAs may have only reported fiscal cash investments and not quantified other inputs, such as the cost of staff and management time to implement LWM strategies and the cost of attendance at Prize events, which was fully funded by MMDAs. In addition, some of the other resources leveraged by the Prize are unquantifiable; for example, the value of the leadership commitment achieved by MMDAs. The source of MMDAs’ implementation budgets, including whether it was ‘new’ investment in LWM is unknown. However, the Prize Team notes that the level of investment in LWM before the Prize for the majority of MMDAs was zero. On this basis, the level of investment achieved is significant for those MMDAs, particularly in the context of the competing demands for limited internal funds faced by participating MMDAs (see negative unintended consequences sub-section in Section 9.1).

The request to the BMGF for \$300,000 (£237,605) was approved as anticipated, to implement the PS-NSA sister prize.⁵⁸ Beyond the sister prize, the financing leveraged from private sector and non-state actors is unknown.

Effectiveness of the Prize

The prize participants used innovative approaches to improve sanitation service delivery as expected (strong evidence).^{cxlv} The degree of innovation by the 15 finalist MMDAs was judged overall as satisfactory. Five MMDAs were rated as more than satisfactory for at least one of the three innovation

⁵⁵ These categories were not predefined; they were the areas the judges thought the MMDAs who won special awards were particularly good at.

⁵⁶ This figure is the sum of the ‘total budget for SC4G interventions’ provided by the 15 finalist MMDAs in their final reports: 7,241,220 GHS with the same exchange rate as applied by the comparator project in the external VFM assessment (1 Ghanaian cedi = 0.15 British pounds). It differs from the target figure included in the annual report for period 2016 (more than £6 million) – the expected figure used is a more meaningful point of comparison.

⁵⁷ This is the cumulative figure of the individual figures provided by each of the 15 finalist MMDAs against the ‘total expenditure for SC4G’ in the financial component of their final report submission. There are several limitations to this figure including that the figures have not been verified.

⁵⁸ This equates to £247,200 using the exchange rate applied by the comparator project in the external VFM assessment (1 USD = 5.444 GHS).

criteria, with three or four MMDAs rated as good or excellent in each of the three categories.⁵⁹ This finding also draws on the evidence as presented against SEQ1.2 in Section 6.2.

The prize participants created new partnerships to improve sanitation service delivery as expected (strong evidence).^{cxlvi} The extent to which this was directly attributable to the SC4G Prize, as opposed to the PS-NSA sister prize is, however, unknown. Two of the Prize objectives were to motivate MMDAs to: “create public–private partnerships with incentives for private entrepreneurs and businesses to provide sanitation services for the urban poor” and “partner with civil society, academia, NGOs, and innovators to harmonise sanitation programme approaches and make more effective use of the collective human and financial resources at national level”.^{cxlvii} The involvement of private sector and non-state actors by the 15 finalist MMDAs was judged overall as satisfactory. Private sector involvement was stronger than non-state actor involvement: 14 of the 15 MMDAs were rated by the judges as satisfactory and above for their involvement of private sector actors, while 12 of the 15 MMDAs were rated the same for their involvement of non-state actors. The majority of MMDAs were rated satisfactory – only four MMDAs in each category were rated good or excellent.⁶⁰ A total of 30 private partnerships/agreements were entered into during the Stage 2 timeframe by the 15 finalist MMDAs that submitted final reports.⁶¹

The Prize altered the policy environment for LWM moderately more than expected (moderate evidence).^{cxlviii} One of the Prize objectives was to prioritise the use of existing public funding – including internally generated funds, the District Assemblies Common Fund (DACF), District Development Facility (DDF) and Urban Development Grant (UDG). Another was to “make urban sanitation a political priority for Chief Executives and core management of the MMDAs”.^{cxlix} This finding also draws on the evidence as presented against SEQ1.1 in Section 6.2.

There is insufficient evidence to conclude whether prize participants met expectations in the number of individuals or households that gained access to improved sanitation services under the Prize.⁶² The Prize aimed to reach 5,716,039 beneficiaries, of which 750,000 would benefit from improved sanitation services and outcomes directly.⁶³ However, as it was not mandatory to report on beneficiary numbers, only six of the 15 finalist MMDAs included details of the population size of the areas served by their LWM strategy implementation in their final reports. Together, these total 216,928 people. The number of beneficiaries reached by the Prize is further explored under effectiveness in the comparative external VFM assessment (Section 8.2).

Equity of the Prize

LWM activities implemented by MMDAs under the Prize met expectations in their focus on the poor and vulnerable (moderate evidence).^{cl} However, the prize process collected insufficient evidence to understand whether the MMDAs sufficiently targeted the poor. ‘Focus on the poor’ was one of the seven main judging criteria, with a weighting of 15 per cent.^{cli} The performance of the 15 finalist MMDAs against this criterion was judged overall as satisfactory. Twelve of the 15 finalist MMDAs were rated by the judges as satisfactory and above, six of which were rated good or excellent. However, the judges rated the MMDAs’ performance based on limited information about each MMDA’s targeting strategy and without field-based information on the impact of activities on the poor. A field-based survey could have

⁵⁹ Judges scored each MMDA on each judging criterion according to a five-point scale: excellent, good, satisfactory, fair and poor.

⁶⁰ Five different MMDAs in total were judged as more than satisfactory for their involvement of private sector and/or non-stage actors.

⁶¹ The number of private sector partnerships was calculated based on the verifiable number of partnerships reported by the 15 finalist MMDAs, as well as the list of private partnerships considered by the PS-NSA sister prize.

⁶² While I2I programme-level documentation set out clear expectations for the number of direct and indirect beneficiaries that MMDAs’ activities would reach, MMDAs were not required to include beneficiary numbers within their final report submissions due to a change in reporting requirements at programme level (stakeholder interview).

⁶³ Expectation as reported in the I2I annual report for period 2016. These target figures were developed by the original Prize Manager and Stage 1 evaluation lead, and were later adjusted by the Prize Team based on the known number of participating MMDAs. The direct beneficiary numbers represent those people benefiting from implemented strategies under Stage 2 (by both winning and non-winning MMDAs). Indirect beneficiary numbers are those people benefiting from strategies developed under Stage 1 and implemented by MMDAs outside of the prize process.

provided insight into parts of the sanitation value chain – for example, storage and emptying – and explored to what extent, if any, changes had been experienced by beneficiaries (especially poor and other vulnerable groups). Representatives from 10 of the 15 finalist MMDAs interviewed were able to talk about the progress their MMDA made in targeting the poor.

Prize participants met expectations in their engagement with community members from poor neighbourhoods in their strategy implementation (moderate evidence).^{clii} One of the Prize objectives was to motivate MMDAs to “actively engage with urban neighbourhoods and households in solving sanitation challenges”, with the judging criterion ‘community participation’ representing 10 per cent of the judges’ scoring.^{cliii} The engagement of community members from poor neighbourhoods by the 15 finalist MMDAs was judged overall as satisfactory. Thirteen of the 15 finalist MMDAs were rated by the judges as satisfactory and above, five of which were rated good or excellent. Representatives from 12 of the 15 finalist MMDAs (as well as the two leaving MMDAs) outlined in their interview for this evaluation how they involved and sensitised, trained and/or educated communities as part of their strategy implementation. In some cases, it was the private sector or non-state actor that was responsible for the community engagement work reported by the MMDA, in other cases, it was the MMDA that facilitated partners’ access to communities.^{cliv} The extent of either situation is unknown.

Prize participants’ engagement with vulnerable groups when implementing their LWM strategies was moderately below expectations (limited evidence).^{clv} The vulnerable were defined by the Prize as youth, elderly persons (65 years and above), girls and people with disabilities. The 15 finalist MMDAs’ engagement with these groups was judged overall as fair. Eleven out of 15 MMDAs were rated satisfactory for their engagement with youth/girls/the elderly and people with disabilities – but only one of these was rated above satisfactory. The other four MMDAs were rated as fair. Representatives from six MMDAs mentioned targeting the vulnerable in their evaluation interview.

Though the evaluation was able to access data to assess the equity of the Prize, due to this being represented in two of the main judging criteria, **there is a lack of specific data available to understand the level of equitable service provision at MMDA level.** Provision of disaggregated data on the vulnerable stakeholder groups reached by the LWM strategies was not a final reporting requirement – compared with the data required under development programmes more typically to understand reach and impact.

8.2 SEQ3.2: What is the value for money of the SC4G compared to a project with comparable objectives funded through a non-prize funding modality?

Key findings

- Overall, SC4G and the comparator project SSD had comparable VFM, with each project performing relatively better than the other under certain criteria and sub-criteria.
- Economy: The two projects showed overall comparable VFM in relation to economy.
- Efficiency: The two projects performed comparably in relation to efficiency. SC4G was moderately more efficient in its efforts to increase government commitment to improve sanitation service delivery. SSD was moderately more efficient in building capacity to improve sanitation service delivery.
- Effectiveness: While the two projects showed overall comparable VFM in relation to effectiveness, SSD was moderately more effective in producing innovative or new sanitation models, approaches and technologies, and SC4G was moderately more effective in creating an improved enabling environment for urban sanitation provision.

- **Cost-effectiveness:** SC4G was moderately more cost-effective than SSD in stimulating innovative approaches and in creating an improved enabling environment for urban sanitation provision.
- **Equity:** SSD was moderately better able to demonstrate results in relation to equity. Both projects were comparable in their engagement of the poor and vulnerable and in supporting these communities in their sanitation service delivery.
- **Additional funder considerations:** SSD performed moderately better overall, due to its specific consideration of the replication and scale-up of its results and the steps directly taken to ensure the prevention of negative environmental impacts. Meanwhile, SC4G performed moderately better in terms of the potential for sustainability of its results in the short-to-medium term, due to LWM being included in MMDAs' medium-term development plans and budgets until 2021.

The comparative external assessment compares the VFM of SC4G to the Ghana component of the USAID-funded SSD programme, implemented by Population Services International (PSI), PATH and WSUP. SSD was a five-year programme implemented in Ghana, Benin and Côte d'Ivoire to improve sanitation outcomes through developing and testing scalable, market-based models that would contribute to structural change within the West Africa region's sanitation sector. WSUP led the work in Ghana (see Annex 6 for the comparator selection process and rationale as well as key points of comparability and difference).^{clvi}

There is a significant level of comparability in the aims, objectives, strategy and approaches of the two projects, the main differences being the funding modality and the activities themselves. SC4G challenged national and local government to invest in improved sanitation service delivery, providing no upfront funding and limited technical assistance. SSD meanwhile took a market-based approach,⁶⁴ focused on supporting two MMDAs and specific types of private sector service providers,⁶⁵ providing ongoing and tailored technical assistance.

The external VFM assessment focuses on:

- Costs for stakeholders in each project.
- Two to three indicators for which data are available for both projects, which can be directly compared to assess the relative economy, efficiency, effectiveness, cost-effectiveness and equity of the two projects.
- Additional funder considerations of relevance when determining the type of funding modality to invest in to achieve desired outcomes.

The overall external VFM assessment is summarised in Table 14; these summary ratings are each based on between two and three sub-criteria ratings. For example, to understand whether inputs were of the appropriate quality and reasonable cost, we considered whether each project was delivered within budget and looked at whether competitive processes were followed for the purchase of inputs (see Table 29 in Annex 10 for the full set of sub-criteria and indicators used).

Overall the two projects had comparable VFM, with each project performing relatively better than the other under certain criteria. The two projects had comparable overall VFM in relation to economy, efficiency and effectiveness. SC4G performed comparably better in relation to cost-effectiveness, while SSD saw better results in relation to equity and funder considerations. The assessment does not include an indication of the SoE behind the ratings; however, it is to be noted that the evidence base for both projects has limitations in terms of both quality and reliability.

⁶⁴ The SSD programme looked at three categories of the market: (i) core market functions – the four Ps (product, price, place, promotion); (ii) supporting market functions, like coordination, finance, workforce capacity, information and guidance; and (iii) rules functions in the market, like policy, regulation, and norms (including social).

⁶⁵ Private sector stakeholders included: vacuum truck operators, latrine construction artisans and public latrine block operators.

Table 14: Summary of the comparative VFM of SC4G and SSD

Comparison point	Criteria	SSD rating*					SC4G rating*				
Economy: Getting the best value inputs	Inputs are of the appropriate quality and reasonable cost	1	2	3	4	5	1	2	3	4	5
Efficiency: Maximising the outputs for a given level of inputs	Efficiency in increasing government commitment and capacity for improving sanitation service delivery	1	2	3	4	5	1	2	3	4	5
Effectiveness: Ensuring that the outputs deliver the desired outcomes	Effectiveness in producing innovative approaches and creating an enabling environment for urban sanitation provision	1	2	3	4	5	1	2	3	4	5
Cost-effectiveness: Outcomes relative to inputs invested	Cost-effectiveness of the level of innovation and enabling environment for urban sanitation provision	1	2	3	4	5	1	2	3	4	5
Equity: Outcomes are equitable for those intended	Equity of sanitation service delivery solutions in engaging and supporting poor and vulnerable communities	1	2	3	4	5	1	2	3	4	5
Funder considerations	Likelihood of the project delivering against further funder considerations: potential for long-term sustainability and replication/scale-up, and avoiding negative environmental impacts	1	2	3	4	5	1	2	3	4	5

There are some caveats to bear in mind when considering the results of the external VFM assessment (these caveats are further explained at the start of Annex 10):

- The assessment is relatively crude in that it rewards quantity and breadth, with less consideration for quality and depth – the evaluation does not have enough information to understand the comparative quality of the two interventions. There is a potential bias towards SC4G, due to the assessment prioritising those elements common to both projects that align with the Prize's core objectives and due to our having access to much more information on the performance of SC4G compared with SSD.
- Data provided by the comparator project SSD are not the final results as the project was due to close shortly after the VFM assessment, and the final report for the donor was not yet prepared.
- Points for comparison for the two projects were limited under 'Economy' due to sensitivity of information.
- Limited information on sanitation outcomes in terms of numbers of beneficiaries reached (SC4G) and on the amount of investment leveraged (SSD) means that a comparison between the two projects on these considerations has not been possible.
- The two projects' data collection priorities and metrics are not aligned and so, in some cases, the best fit indicator and evidence has been used.

Bearing these caveats in mind, what the assessment tells us – or at least indicates – is more important than the assessment results themselves. For example, the main reason for SC4G performing comparatively 'better' than SSD on cost-effectiveness (which considers the results in relation to inputs or

costs), is the vast difference in scale (15 or 17 MMDAs compared with two MMDAs) and the difference in approach (self-funding/self-motivating compared with a more directly supportive approach). The latter is also why SC4G has seen 'better' results in terms of level of government commitment but SSD has more results in relation to capacity building. The assessment therefore helps us to understand the differences in the project approaches, the implications of the different funding modalities, and the implications of these on donors' programming decisions.

Cost of implementing SC4G compared to SSD

The costs of the two projects in relation to one another, including the relative balance between administrative and programme costs, have not been rated. Rather, they provide the basis to help determine the efficiency and cost-effectiveness of each project. Comparing the inputs also provides an insight into the implementation approach and activities of the two projects and how these differ, which has informed the overall assessment.⁶⁶

For SC4G, as with the internal VFM assessment, the inputs cover both Stage 1 and Stage 2 of the Prize, on the basis that Stage 2 could not have happened without Stage 1. For SSD, the inputs cover up to and including the penultimate quarter of expenditure for the Ghana component of the programme, due to the programme not having completed at the point of data provision. The total cost of the SSD project was £1,316,821.⁶⁷ The total cost of the SC4G Prize was £2,134,615, of which £1,955,830 was spent during Stage 2.⁶⁸ This represents the cost to donor; other costs such as participating MMDAs and ministries' in-kind contributions, for example by self-funding their attendance at Prize events, are not included in this assessment.

Economy of SC4G compared to SSD

The two projects showed overall comparable VFM in terms of economy.

SC4G and SSD were comparable in terms of delivering within the original budget. SC4G recorded a 16 per cent underspend on the original £2,281,674 budget, though in reality the final underspend is slightly less due to not all costs being posted at the time of assessment. The underspend was in relation to staff salaries and verification fees, and is largely due to the difficulty in predicting how much staff time would be needed to manage the Prize (though savings were made in contracting an internal verification agent). Meanwhile, two months before the project's end, SSD recorded a potential 14 per cent underspend against the original budget of 1,525,010. At the time of data provision, implementing agency WSUP expected there to be a 3–5 per cent underspend by the end of the project, as a consequence of delays in some activities.

SSD performed moderately better than SC4G in demonstrating that input costs were qualified by both their costs and quality.⁶⁹ Project expenditure followed WSUP's stringent procurement procedure, with the procedure differing depending on the value of the contract. All procurement actions in excess of £5,000 were supported by evidence of price reasonableness. Meanwhile, for SC4G, two of the three large contracts awarded under the Prize followed a competitive tender process and were awarded to local teams. The third large contract, the final verification agent, was carried out by an internal IMC staff team, due to it being considered too political a role for an unknown external agency. A local team of two consultants with lower fee rates supported the international team of two.

⁶⁶ The evaluation considered the overall costs to the funder, divided into administrative costs and project activity costs (with full breakdowns for each).

⁶⁷ This figure is to the end of July 2019, i.e. it does not include the final two months of expenditure.

⁶⁸ This figure is to the end of July 2019, when a small amount of spend had not yet been posted. Note that certain costs are not included in prize-level expenditure but rather within the overall I2I programme budget.

⁶⁹ This has been considered at the prize management level and, as such, provides a partial view. We do not have the equivalent procurement information for the MMDA level.

Efficiency of SC4G compared to SSD

The two projects performed comparably in terms of efficiency.

SC4G was moderately more efficient than SSD in its efforts to increase government commitment to improve sanitation service delivery. This is largely due to the broader reach of the Prize at both local and national government levels, as well as the funding modality making the level of commitment more apparent. The 17 participating MMDAs, along with the various ministries involved in running and steering the Prize, self-funded their participation.⁷⁰ Members of the MMDAs' core management team as well as technical staff were involved in LWM strategy implementation. Meanwhile, SSD supported its two focus MMDAs with funding and advice to improve their compound sanitation service delivery: Kumasi Metropolitan Assembly (KMA) and Ga West Municipal Assembly (GWMA). While both MMDAs organised their own activities, such as community meetings (*durbars*) and workshops, these were funded by the project. Nevertheless, MMDA leadership was involved in project activities, as were ministry representatives.

Conversely, SSD was moderately more efficient than SC4G in building capacity to improve sanitation service delivery. This is largely due to the differences in approach and level of importance assigned to building capacity. Capacity building was central to the comparator project, which provided ongoing and tailored technical assistance to a broad range of stakeholders across the sanitation supply chain. Meanwhile, SC4G did not seek to directly build MMDA capacity, though the prize process overall sought to facilitate this. The Prize provided limited 'solver support' to participating MMDAs and encouraged MMDAs to supplement their capacity through new partnerships. The SSD project trained 823 individuals on sanitation issues during its lifetime. Both public and private sector organisations benefited from this training.⁷¹ It also provided ongoing technical assistance at the institutional level. Meanwhile, under the Prize, the 17 participating MMDAs benefited from peer support during Stage 2, sharing their progress, ideas and challenges with fellow MMDAs at the two L&P workshops as well as the baseline validation workshop. There were ~60 MMDA participants at each event.⁷²

The two projects achieved comparable levels of efficiency in linking public and private sector stakeholders for sanitation service delivery. The assessment results do not consider the quality of the partnerships established under either project. A total of 31 verifiable private partnerships/agreements are known to have been entered into during the Prize by 16 of the 17 participating MMDAs.⁷³ This equates to an average of two private sector partnerships per participating MMDA. Nine of these 31 partnerships were with private sector actors participating in the BMGF-funded PS-NSA sister prize (i.e. the SC4G Prize was not the only known contributing factor). Meanwhile, under SSD, both focus MMDAs engaged in public-private partnerships, with KMA establishing 16 partnerships and GWMA setting up four partnerships. These were in relation to public latrine blocks and household sanitation. In addition, the project established partnerships with small entrepreneurs – key actors necessary for the scale-up of project activities. WSUP also formed partnerships with five microfinance institutions (MFIs) and worked in partnership with the World Bank's Greater Accra Metropolitan Area (GAMA) sanitation and water project.

⁷⁰ The MLGRD and later the MSWR officially ran the Prize. Representatives from central government ministries participated as part of the Prize's steering committee, including from the: Ministry of Local Government and Rural Development (MLGRD); Ministry of Sanitation and Water Resources (MSWR); and Ministry of Finance.

⁷¹ Environmental Health and Sanitation Divisions (EHSD) of KMA and GWMA; vacuum truck operators; latrine construction artisans; and public latrine block (PLB) operators.

⁷² The estimated figure is based on a review of the attendance lists for each of the Prize events. An accurate figure of the total number of discrete individuals that were engaged in the Prize is not available – this is likely to be higher given the high level of staff transfers between MMDAs during the Prize's lifetime, meaning that the Prize likely had a wider reach to other non-participating MMDAs.

⁷³ One of the public-private partnerships for KMA was supported by WSUP under the SSD project and other initiatives, i.e. both projects contributed to this result.

Effectiveness and cost-effectiveness of SC4G compared to SSD

While the two projects showed overall comparable VFM in terms of effectiveness, each project performed relatively better than the other in relation to each of the sub-criteria that contributed to this overall rating.

SSD was moderately more effective than SC4G in producing innovative or new sanitation models, approaches and technologies. Both projects had a focus on 'innovative approaches' but this manifested itself differently in each project. SC4G was about MMDAs being innovative in the implementation of their LWM strategies, whereas SSD involved MMDAs applying the innovations of others. Under SSD, three new business models and five innovative technologies and approaches were tested and/or applied in GWMA and KMA. These were innovative in the Ghana context. The project tested several designs of toilet technology in the context of the business models, though it is to be noted that two of these were tested but applied and another was piloted but not rolled out. Meanwhile, under the Prize, 14 of the 15 finalist MMDAs were judged as having a 'satisfactory' or above degree of innovation in their strategy implementation for at least one of the three innovation judging criteria.⁷⁴ Though participating MMDAs used innovative approaches compared with the status quo, many of the innovations applied by the MMDAs were similar, as a result of peer learning during the prize process.

SC4G was moderately more effective than SSD in creating an improved enabling environment for urban sanitation provision. The main reason for this is the difference in scale in the two projects. Under the Prize, all 17 participating MMDAs demonstrated a positive change in their planning, policy, resource allocation and/or attitudes towards LWM.⁷⁵ This includes them allocating and spending against a specific budget line for the implementation of their LWM strategies for the duration of the Prize; LWM was also included in their medium-term development plans. Under SSD, both focus MMDAs demonstrated a positive change in their policy and resource allocation towards LWM. KMA and GWMA supported the improvement of sanitation, as evidenced in the formulation and implementation of their compound sanitation strategies.

The effectiveness rating does not consider the number of beneficiaries reached by the two projects due to incomplete data for the SC4G Prize; data for populations served are incomplete and it is recognised that this does not equate to people reached/known to have benefited. However, given the proxy data available, it is **likely that SC4G reached a significantly higher number of beneficiaries with improved sanitation service delivery than SSD.** Two months from the end of the SSD project, 763 household toilets had been sold, benefiting 5,274 people. Further beneficiaries from other SSD activities were less easy to define; for example, the work on sanitation loans, public latrine blocks, sanitation enforcement and establishment of sanitation business models. Meanwhile, under SC4G, the six finalist MMDAs that included details of the population size of the areas served by their LWM strategy implementation in their final reports reached 216,928 people.⁷⁶⁷⁷

SC4G performed moderately better than SSD in terms of cost-effectiveness in stimulating innovative approaches and in creating an improved enabling environment for urban sanitation provision. This is due to the comparably better results seen by SC4G under effectiveness having a broader reach (i.e. more MMDAs) than the results under SSD.

⁷⁴ Social innovation (benefiting the community), innovation in service delivery (including technical innovation) and environmental innovation (improving the environmental conditions within the MMDA).

⁷⁵ Whether this change in policy environment resulted in actual improvements in sanitation service delivery is covered elsewhere in the report.

⁷⁶ Beneficiaries were reached by a range of sanitation service delivery initiatives that were established under the Prize (see Table 8 for examples).

⁷⁷ A further four MMDAs provided the size of the entire population served by the MMDA, i.e. not just direct beneficiaries, totalling 697,244 people. These figures were not verified as part of the final verification process. As a proxy, the evaluation has also considered the population of the remaining five finalist MMDAs, totalling 3,740,380 people. However, these are not specific to the urban or project areas of those MMDAs. When these (non-comparable) figures are taken together, the total population that could have benefited from SC4G is 4,654,552 people.

Equity of SC4G compared to SSD

SSD was moderately better able to demonstrate results than SC4G in terms of equity. However, this is largely due to the grant-based project being able to say how many and who they reached, rather than them definitively performing better. We do not have sufficient information on either project to make this judgement.

SC4G and SSD were comparable in terms of equity of sanitation service delivery solutions in engaging poor and vulnerable communities. The two focus MMDAs and the SSD project more broadly actively engaged with communities through multiple strategies. This included engaging communities through marketing,⁷⁸ community representatives to sensitise people on sanitation issues and encourage them to invest in appropriate sanitation, and local toilet sales agents. Meanwhile, under SC4G, 14 of the 15 finalist MMDAs were judged as 'satisfactory' or above for their engagement with the poor and vulnerable in their strategy implementation.

SC4G and SSD were comparable in terms of equity of sanitation service delivery solutions in supporting poor and vulnerable communities. Twenty-five per cent of the 3,024 people who gained access to basic sanitation as a result of SSD project activities were from the lowest 40 per cent wealth group.⁷⁹ The project chose to work in low-income areas, where building and planning was unstructured and WASH services were of poor quality, and the broader SSD programme had a gender strategy. The project considered financial aspects of sanitation, and took the difficulty of financing toilets into account in the development of sanitation loan products. Meanwhile, under SC4G, 12 of the 15 finalist MMDAs were judged as 'satisfactory' or above for delivering their strategies with a focus on poor neighbourhoods and/or households. However, the final verification agent found that, though MMDAs' focus on the poor and/or vulnerable was evident from their site visits, there was limited documentation on this, in particular how and why beneficiaries were targeted. Neither project was able to provide disaggregated data (e.g. gender and youth), though this was originally the plan.

Funder considerations

The external VFM assessment also considers some broader funder considerations: the potential for long-term sustainability, the potential for replication and scale-up, and the prevention of negative environmental impacts. **SSD performed moderately better than SC4G in terms of these broader funder considerations, with a higher rating for two of the three sub-criteria that contributed to this overall rating.**

SC4G performed moderately better than SSD in terms of the potential for sustainability of its results. All 15 finalist MMDAs were judged as 'satisfactory' or above for at least one of the four sustainability judging criteria.⁸⁰ As previously mentioned, LWM/sanitation is included in participating MMDAs' current medium-term development plans and budgets. However, longer-term sustainability of LWM activity (beyond 2021) by MMDAs is less certain. There is no explicit exit or sustainability strategy in place for the Prize. Meanwhile, the SSD project team believe there is sustainability of the project goals in terms of the improved enabling environment and the increased awareness of national and local government for the improvement of sanitation services. The project has taken an accompaniment approach to working with and building the capacity of the two focus MMDAs. Sustainability of outcomes and exit strategy were considerations in the original project proposal, including a focus on environmental sustainability.

SSD performed moderately better than SC4G in terms of the potential for replication and scale-up of its results. The SSD project intended to support the scale-up of promising market-based solutions. It is part of a broader three-country regional programme with an explicit goal to document its learning from

⁷⁸ Marketing was done through radio, TV, paper-based educational material, public announcements and community meetings or *durbars*.

⁷⁹ These figures are based on where the beneficiaries resided and the government income categorisation of those communities, rather than survey results. Reporting does not include final quarter of the project.

⁸⁰ Institutional, financial, social and environmental sustainability.

developing and testing new business models, for others to act on beyond the project's lifetime. The project took major steps towards understanding how sanitation businesses can be formed within the Ghana context, but more work is still required to further understand and overcome some of the barriers confronted. The project has documented and shared its learning via various events/publications. Meanwhile, though replication and scale-up were an explicit expectation from the beginning of the SC4G Prize, take-up of the innovations and learning by other non-participating MMDAs in Ghana and other country governments is expected to happen *ex post*. Initial explorations during the prize timeframe have not led to replication. There is no explicit strategy or plan in place to increase the likelihood of replication or scale-up. However, IMC, the I2I programme manager, is currently scoping a piece of work to promote and build from SC4G and the other WASH prize, Dreampipe. Prize representatives attended a WASH conference in the United States to share experiences and results with sector specialists and donors.⁸¹

SSD performed moderately better than SC4G in terms of the prevention of negative environmental impacts. The broader SSD programme had an environmental monitoring and mitigation plan (EMMP), which was revised/updated during the programme's lifetime. This included a condition to protect beneficiaries and sanitation business personnel from exposure to unsafe living/working conditions and prevent untreated liquid waste being released into the environment. The Ghana-based project took a series of steps to mitigate the impact of toilet installation on the environment. Meanwhile, under SC4G, the aim of having 'environmental sustainability' as one of the judging sub-criteria was to incentivise participating MMDAs to ensure their LWM interventions had no negative impacts on the environment. Beyond this, the Prize Team did not seek to influence how MMDAs decided to improve their LWM as this would have potentially biased the prize process. Twelve of the 15 finalist MMDAs were judged as 'satisfactory' or above for this criterion, i.e. three MMDAs were judged as below satisfactory. For a subset of MMDAs, there is the potential for negative environmental impacts to have occurred as a result of their (or their partners') LWM-related actions under the Prize. This is further explored in response to PEQ4 in Section 9.1.

⁸¹ Representatives from IMC, IRC, the MSWR, a winning MMDA and representatives for the PS-NSA prize attended a conference at the University of North Carolina in the United States in October 2019. Together they held a side event to share the SC4G and PS-NSA prizes' experiences and results with WASH sector specialists and donors.

Section 9: PEQ4: were there any unintended consequences of the Prize and did they outweigh the benefits?

There are indications that the Prize resulted in a small number of unintended consequences, both positive and negative. The Prize stimulated MMDAs to engage in improved ways of working, with a range of other MMDA-specific benefits seen. However, in the context of competing demands for resources, MMDAs also reallocated funds from other areas of work in order to fund their LWM efforts under the Prize. For a small subset of MMDAs, there is the potential for environmental harm from LWM activities implemented.

9.1 SEQ4.1: Which positive or negative unintended consequences has the Prize stimulated? Did the negative consequences outweigh the benefits of the Prize for (i) MMDAs and (ii) beneficiaries of LWM?

Key findings

- The Prize stimulated improved ways of working within participating MMDAs. There have also been a number of other positive benefits for MMDAs that came as a surprise/were unexpected on the part of the MMDA.
- While the Prize stimulated a focus by MMDAs on considering the potential for environmental harm in their management of liquid waste, there is the potential for environmental harm from the activities of a small subset of MMDAs.
- In the context of limited budgets, MMDAs reallocated funds (and other resources) from other departments/causes to fund their sanitation efforts under the Prize.
- There is insufficient evidence on the scale and impacts of the issues of reallocation of MMDA funds and potential environmental harm to say definitively whether these were outweighed by the benefits of the Prize, for either MMDAs or beneficiaries.

Table 15 provides a summary of the unintended consequences, both positive and negative, of the Prize. The accompanying narrative explains these in more detail.⁸² There is limited evidence on the scale of these consequences, i.e. how many MMDAs were affected and the nature of their impacts.

⁸² There is also the potential for negative unintended consequences in relation to MMDAs' use of fining for community members caught practicing open defecation (for example, if this went beyond their means). There was, however, insufficient evidence to include this directly as an unintended consequence of the Prize.

Table 15: Summary of unintended consequences observed as a result of the Prize

Unintended consequence	Description	Positive/negative	Affecting whom
Improved ways of working	This includes: cross-team integrated working; improved teamwork; harnessing MMDA/community leadership commitment; using other areas of work/policy for sanitation messages/outcomes; and greater MMDA presence within communities	Positive	Participating MMDAs
Range of benefits that were unexpected by MMDAs	This includes: longer-term impact of sensitisation; improved relationships and dialogue with private partners; involvement and direct engagement of leadership; recognition of the MMDA by communities; the platform and size of the Prize	Positive	Participating MMDAs
Potential for environmental harm	There is the potential for environmental harm from the activities of a small subset of MMDAs	Negative	Communities
Funds reallocated from other departments and causes	In the context of limited budgets, and competing demands for resources available, MMDAs gave priority to LWM activities implemented under the Prize	Negative	Participating MMDAs and potentially communities

Positive unintended consequences

The Prize stimulated improved ways of working within participating MMDAs (moderate evidence). It is unknown if this effect will continue beyond the Prize. Changes cited by MMDAs at interview include:^{83clvii}

- Cross-team/integrated working where this did not happen before, including one MMDA creating a new sanitation team. A finalist MMDA suggested that more cross-departmental working would in future help improve buy-in and prioritisation of LWM and, in turn, the release of funds.
- Improved teamwork, both within and across MMDAs. In addition, the Prize Team asked all finalist MMDAs at live judging what the biggest outcome from the prize process had been, with teamwork the most cited response. MMDA staff needed to understand a lot more what each other did in order to collect the information needed and be able to present this in the final report and presentation to judges.^{clviii}
- Core staff harnessing MMDA and community leadership commitment. This involved putting leadership at the forefront of, for example, community sensitisation activities, and engaging with community leadership.
- Using other areas of work/policy for sanitation messages and outcomes. For example, in leadership speeches on other issues, and using building codes to enforce sanitation requirements.

⁸³ Each of these positive changes to ways of working were cited by between two and four participating MMDAs.

- An increased focus on behavioural change through law enforcement to become ODF. This is both positive, and negative – for example, with MMDAs potentially fining companies, households and individuals within their means to pay.
- More profile and interaction with communities. For example, through going into the community more, where they used to have town hall meetings.

There were a number of other positive outcomes/benefits for MMDAs that were unexpected on the part of the MMDA (limited evidence). These include: longer-term impact of sensitisation (one finalist MMDA); improved relationships/dialogue with private partners, who are now more receptive to new policy (one finalist MMDA); involvement/direct engagement of leadership, including chief executives coming to the live judging (three finalist MMDAs); recognition of the MMDA by communities/the people (three finalist MMDAs); the platform/size of the Challenge (one finalist MMDA).

Negative unintended consequences

While the Prize stimulated a focus by MMDAs on considering the potential for environmental harm in their management of liquid waste, there is the potential for environmental harm from the activities of a small subset of MMDAs (both during and beyond the Prize) (moderate evidence). Three of the 15 finalist MMDAs were judged as below satisfactory for the 'environmental sustainability' sub-criterion, and six for the 'environmental innovation' sub-criterion (innovation that improves the environmental conditions within the MMDA).^{clix} Judges were not specifically asked to comment on the potential for environmental harm; however, some included this as part of their overall comments for each MMDA. The judges highlighted negative effects on the environment for four MMDAs, and for two others they offered advice/warnings on how to avoid environmental effects in the future, as a key link to sustainability. Conversely, another MMDA was praised for their positive environmental effect. Similarly, the judges interviewed differed in their focus on positive and negative environmental impacts of MMDAs under the Prize. One raised the issue of long distances to final disposal sites and a lack of monitoring for illegal discharging.^{clx}

It is unclear whether the incidence of environmental harm increased as a result of MMDA activities under the Prize, or MMDAs' awareness of this increased, through the broadening of activities to cover the full sanitation value chain, or both. One leaving MMDA interviewed reported that the Prize brought about a "real awakening" on the need to handle septic waste properly. Another finalist MMDA reported that they had taken steps to minimise environmental harm.^{clxi} The Prize Team suggested that all participating MMDAs were challenged on this issue, and started to acquire/repurpose land for waste disposal under the Prize.^{clxii}

In the context of limited budgets, MMDAs reallocated funds (and other resources) from other departments/causes to fund their sanitation efforts under the Prize (moderate evidence). Representatives of MMDAs interviewed referred to there being a lot of competing demands for the MMDAs' main sources of funding, saying that they gave priority to LWM strategy implementation under the Prize. One MMDA spoke of diverting efforts from business as usual to concentrate on the Prize, another three MMDAs explained that they had a lot of programmes and projects that all needed funding, and even though the funds were not there, they had to try to make it available, thereby neglecting other areas.^{clxiii} A ministry representative further explained that the MMDAs have other areas they have to manage, including education and health, meaning that they were not able to raise enough for LWM activities. A judge also acknowledged that LWM was competing with many other things that were also critical, and that the MMDAs did not have enough money for all of these things. The Prize Team also mentioned this as an issue.^{clxiv} This situation further questions the sustainability of both MMDAs' focus on LWM and their continued implementation of LWM activities, once the Prize mechanism is removed.

Whether the negative consequences outweigh the benefits

There is insufficient evidence on the scale and impacts of the issues of reallocation of MMDA funds and potential environmental harm to say definitively whether these were outweighed by the benefits of the Prize, for either MMDAs or beneficiaries.

For MMDAs, this will depend on the nature and level of benefits seen. For example, reallocation of funds is likely to have been worthwhile for those MMDAs that won a monetary prize (at least those that won a main prize). The other positive benefits cited by participating MMDAs may have made the reallocation of funds worthwhile for other non-winning MMDAs. Overall, these potential negative consequences may have been worth enduring during the Prize's lifetime but, going forward, may not be, which will challenge the financial sustainability of MMDAs' LWM efforts.

For beneficiaries, there is no evidence on the downstream effects of the issues of MMDA fund reallocation and potential environmental harm to be able to assess whether benefits seen from improved sanitation outcomes outweigh any negative effects.

Section 10: PEQ5: Is solver support necessary for prizes to be successful?

A relatively limited level of solver support was provided to participating MMDAs under SC4G, and yet extremely positive results were seen in both the number of MMDAs remaining within the prize process, and the level of progress made against their LWM strategies. The Prize Team used the two L&P workshops, along with two monitoring visits per MMDA and a mid-term report from each participating MMDA to understand each MMDAs' respective progress during the prize process. The support that was provided served to leverage central government's involvement in the Prize as a mechanism to maintain MMDA participation and commitment. It also facilitated peer learning across MMDAs in place of direct technical capacity support and brought together MMDAs with their partners established under the PS-NSA prize.

10.1 SEQ5.1: How did solver support activities delivered by the Prize reduce barriers to improve the ability of MMDAs to participate in Stage 2 and implement their LWM strategies?

Key findings

- Participating MMDAs faced some common barriers to taking part in the Prize and implementing their LWM strategies.
- The L&P workshops worked well in building the confidence, understanding and commitment/motivation of participating MMDAs to participate effectively in the Prize and implement their LWM strategies.
- The two monitoring visits reinvigorated leadership commitment to participate and do well in the Prize and boosted MMDAs' capacity to both deliver their strategies and report on their achievements.

Participating MMDAs faced some common barriers to taking part in the Prize and implementing their LWM strategies (strong evidence). A small subset of MMDAs faced a range of other challenges (moderate evidence). As reported in relation to the internal MMDA context in Section 5.5, MMDAs implemented their strategies in the context of limited financial capacity, organisational-level change and high staff turnover. The MMDA-specific challenges faced were as follows: ^{clxv}

- As noted in relation to the external context in Section 5.5, five of the 14 finalist MMDAs that cited challenges to the verification agent reported network, connectivity and/or power issues, which affected document upload and data provision in the final report submissions. This was overcome by providing evidence to the final verification agent in person during their visit. One MMDA mentioned at interview a lack of support from the Prize Team when they raised this issue with them. ^{clxvi}
- Five MMDAs cited issues in working with communities, including resistance to behaviour change/sensitisation, lack of household capacity and commitment, and lack of community buy-in. MMDAs overcame this issue by showing proof of concept, undertaking further sensitisation and making costs more affordable for households.
- Four MMDAs cited technical issues, due to specific factors such as a high water table and population density. MMDAs sought to overcome these issues by changing the strategy.
- Other issues cited include: the short implementation timeframe (two MMDAs); lack of available space/land (two MMDAs); insecurity (one MMDA); water access (one MMDA); difficulty in procuring a supplier (one MMDA); and Prize reporting templates not being received in time (one MMDA).

The L&P workshops worked well in building the confidence, understanding and commitment/motivation of participating MMDAs to participate effectively in the Prize and implement their LWM strategies (moderate evidence). The level of solver support provided by the Prize Team was purposefully kept low, in direct response to the funder DFID's preference to run the Prize with minimal external intervention.^{clxvii} The main form of solver support provided was the convening of all 17 participating MMDAs and some of their partners⁸⁴ along with ministry representatives at two L&P workshops, which took place one year and two years respectively into the prize process. Senior figures from the OHLGS and the MSWR featured prominently in the programmes of both workshops.^{clxviii} According to the Prize Team, the visibility and messaging of ministry figures worked well in keeping MMDAs committed to continue participating in the Prize.^{clxix} In addition, a dedicated telephone helpdesk and support email address were provided to respond to MMDA queries about the Prize process, technical guidance and details of potential partners were posted on the SC4G website, and a WhatsApp group was formed for informal communications between participants.^{clxx} It is unknown to what extent these online-, telephone- and mobile phone-based forms of support were utilised by MMDAs.⁸⁵

During both L&P workshops, each participating MMDA was invited to present in turn on their LWM interventions, progress, challenges and opportunities. This enabled them to exchange implementation experiences and, through the discussions that followed, explore solutions to some of the common issues affecting progress. During the second L&P workshop, there was a dedicated session run by the Prize Team in response to one of the main weaknesses identified in the 2018 progress reports: "poor reporting of activities and results achieved with hard core evidence". The session's aim was to provide MMDA technical staff with insights on "how to sharpen documentation of processes, results and verifiable outcomes and provide evidence-based data to convince judges about their project achievements".^{clxxi} In parallel to this feedback session, there was a separate session for MMDA chief executives and coordinating directors to boost the leadership commitment being shown. The Prize Team also facilitated a mapping of the potential threats to implementation in MMDAs, co-creating ideas to mitigate these. Among the threats explored were some that continued to affect MMDA progress: staff transfers, and weak financial and technical capacity. It is unknown to what extent this is due to the mitigation approaches not being implemented or not being effective.

The level of satisfaction with the solver support provided was mostly high (moderate evidence). MMDAs particularly appreciated learning from their counterparts and appreciated the field visits as part of the L&P workshops. Feedback collected by the Prize Team and an independent evaluator at the end of both workshops was positive overall.⁸⁶ Following the first L&P workshop, held in July 2017, 10 of the 17 participating MMDAs' chief executives were captured on record praising both the event and the Prize, stating their commitment, including to releasing resources, to facilitate their MMDA's participation and success. Participants were also reportedly impressed that the workshop had brought together both political and administrative heads for each MMDA.^{clxxii} Following the second workshop, participants commended the competitive and empowering nature of the prize process. One year on, during the evaluation interviews, nine participating MMDAs interviewed (including at least one leaving MMDA) stated that they were happy with the solver support provided by the Prize, with most referring to the L&P workshops. Four finalist MMDAs and one leaving MMDA particularly appreciated the 'study tours' and would have liked the opportunity to do more of these.^{87clxxiii} According to a finalist MMDA and the Prize Team, though direct capacity building was not provided, MMDAs appreciated learning from other participating MMDAs and were stimulated by seeing what others were doing. Another finalist MMDA

⁸⁴ The PS-NSA sister prize also used the L&P workshops as a platform for its participants to meet with the MMDAs, including to get a common understanding on LWM, and to get feedback from MMDAs on support from partners. Partners reported that the workshops provided a good opportunity for learning and networking (stakeholder interviews).

⁸⁵ A central log of communications received via telephone, email and mobile phone, as well as level of website usage, was not available for the evaluation's consideration.

⁸⁶ The evaluation has only seen and considered the consolidated feedback provided in official workshop reports, and not the feedback directly.

⁸⁷ During the second L&P workshop, MMDA staff visited selected LWM treatment and reuse facilities (2018 L&P workshop).

representative commented that doing the presentations at the L&P workshops was a form of confidence building for defending their proposals. A judge reflected that the provision of the structured Prize process was a form of overall capacity building or support at the macro level.^{clxxiv}

The two monitoring visits reinvigorated leadership commitment to participate and do well in the Prize and boosted MMDAs' capacity to both deliver their strategies and report on their achievements (moderate evidence). The first monitoring visit was undertaken by in-country implementing agent IRC, six months into the prize process, in February and March 2017. Fifteen of the 17 participating MMDAs were visited; two MMDAs could not be visited, one for security reasons and the other due to a "conflicting assignment". The Prize Team assessed the progress made by each MMDA, explored the opportunities and challenges created by the Prize, and considered the partnerships in progress as well as the capacity issues of each individual MMDA. They made a series of general recommendations, including to delay the first L&P workshop until the new MMDA leadership positions were in place, following the December 2016 change in national government.^{clxxv}

The second, joint monitoring visit was undertaken by the MSWR and IRC in January 2019, three months before final report submission, with all 17 participating MMDAs visited. Its aim was to review each MMDA's progress, to encourage MMDA leadership to support in the completion of outstanding activities and in the preparation of the final report submission, and to learn about the opportunities and challenges to inform planning for scale-up within participating MMDAs, as well as future replication in other MMDAs. The issue of poor documentation was seen and highlighted to the MMDAs, and the issues of high levels of staff transfer and weak staff technical capacity were also observed.^{clxxvi}

Though not their primary intention, the monitoring visits provided a form of capacity building and one-to-one advice for the MMDAs. One finalist MMDA reported the visitors sitting down with them and supporting them with how to report on the MMDA's achievements. Another referred to the visits as a technical backstop. A ministry representative explained that on-the-spot advice was provided to the MMDAs. According to three finalist MMDAs, the visits also served to reinvigorate leadership commitment and motivated the MMDAs to document their progress, reminding them that they were in a project, that it was not business-as-usual, and they needed to focus on it.^{clxxvii} Members of the Prize Team who had been part of the monitoring visits believe that the idea of someone watching their progress, who could do spot checks, kept the MMDAs "on their toes". The second monitoring visit, conducted by central government, was useful in helping MMDAs realise that they should be documenting their good work and in encouraging them to document everything.^{clxxviii}

10.2 SEQ5.2: What additional solver support activities could have reduced barriers to improve the ability of MMDAs to participate in Stage 2 and implement LWM strategies?

Key findings

- There is little that the Prize could have done directly to support MMDAs to overcome weak financial capacity to implement their LWM strategies while remaining a pure innovation prize model.
- More frequent interactions and support to participating MMDAs would have supported ongoing leadership and staff commitment to LWM at MMDA level in the face of staff turnover. However, this may have reduced MMDAs' ownership of their activities and results.
- Further support from the Prize, for example, to facilitate partnerships between MMDAs and private sector and non-state actors, could have helped MMDAs overcome staff capacity issues.

There is little that the Prize could have done directly to support MMDAs to overcome weak financial capacity to implement their LWM strategies while remaining a pure innovation prize model; for example, without providing seed funding. The Prize could have indirectly addressed this barrier by lobbying the ministries involved in the Prize to make more funds available centrally and/or by stimulating more consistent leadership commitment at MMDA level. Weak financial capacity remained a critical barrier for full/continued participation in the Prize and implementation of LWM strategies (strong evidence). Along with the evidence already outlined, 14 of the 15 finalist MMDAs, the two leaving MMDAs and one of the two non-participating MMDAs interviewed stated weak financial capacity and tight budgets as one of the main challenges they faced in implementing their strategies and participating in the Prize. This limited how much they could achieve in the timeframe and led to two MMDAs leaving the competition (in combination with other factors). Though the overall level of satisfaction with solver support was high, four MMDAs would have liked to have received per diems and/or seed funding. Conversely, eight finalist MMDAs stated that the possibility of winning a monetary prize motivated them to stay involved in the prize process. One leaving MMDA reflected that they (the MMDAs more broadly) should not need to be baited with a monetary prize to want to solve LWM. Weak financial capacity of partners was also mentioned as a constraint by three MMDAs, including one leaving MMDA.^{clxxxix} The lack of financial capacity of MMDAs was also mentioned as a key constraint by two ministry representatives, two judges and the Prize Team.

There is limited evidence of the difference that more indirect support by the Prize to address the issue of weak financial capacity would have made to reduce this barrier. The Prize Team felt strongly that more advocacy with the central government was needed to provide MMDAs with financial support to meet their targets. Another 'soft' intervention would have been to monitor and verify MMDA expenditure on an ongoing basis and understand the potential for unintended consequences of this; for example, budget being reallocated from other areas of MMDAs' work. It is the evaluation team's view that the Prize could have also taken steps to directly reduce the barrier for the duration of the prize process, but that this would have taken away from the Prize's achievements in terms of stimulating a set of MMDAs to act on LWM with limited/no external financial support. It would likely have also had implications on the sustainability of budget allocation and expenditure by MMDAs beyond the Prize's lifetime.

More frequent interactions and support to participating MMDAs via more L&P workshops and/or monitoring visits to MMDAs would have supported ongoing leadership and staff commitment to LWM at MMDA level in the face of staff turnover. However, this may have reduced MMDAs' ownership of their activities and results. It also would have reduced the broader I2I programme's ability to understand the effects of the prize design/process with more limited solver support inputs, i.e. the necessity of solver support, and placed a further financial burden on MMDAs to self-fund their participation.⁸⁸

Inconsistent commitment of leadership and staff in the face of staff turnover was a barrier for MMDAs' full and continued participation in the Prize and implementation of LWM strategies (strong evidence). In addition to the evidence already outlined, six of the 15 finalist MMDAs, one of the two leaving MMDAs and one of the two non-participating MMDAs stated staff turnover as one of the main challenges they faced in implementing their strategies and participating in the Prize. Three of the 15 finalist MMDAs, both of the leaving MMDAs and one of the two non-participating MMDAs cited lack of leadership commitment as a key challenge, in part because this took time to build following staff turnover. Two of the 15 finalist MMDAs stated staff motivation as a key challenge faced. For one of the two leaving MMDAs and one of the two non-participating MMDAs interviewed this was one of the main reasons for leaving the prize process. A leaving MMDA reflected that they could learn from other MMDAs at the L&P workshops but, if the leadership commitment is not there, they could not put that learning in action. A leaving MMDA stated that more internal support and commitment would have facilitated them to stay in the prize process, and a finalist MMDA said that this would have helped them achieve more. Conversely, seven of the 15 finalist MMDAs stated leadership commitment to stay involved as a key reason for their continued

⁸⁸ Each of the I2I prizes provided a differing level and type of solver support to help understand the importance of this to achieving results.

involvement in the Prize.^{89clxxx} In addition, according to a ministry representative and the Prize Team, the lack of winning a monetary prize under Stage 1 was either a motivating or disengaging factor for MMDAs.^{clxxxi}

Further support from the Prize to facilitate partnerships between MMDAs and private sector and non-state actors, to solve technical sanitation issues/challenges, and to help MMDAs meet the Prize expectations in documenting their achievements, could have helped MMDAs overcome staff capacity issues. However, again, this would have served to differentiate the Prize less from more traditional grant-based programmes. A lack of partnerships, lack of technical capacity and lack of capacity to document and capture achievements were barriers to participation in the Prize, at least for a subset of MMDAs (moderate evidence).

Two of the 15 finalist MMDAs and the two leaving MMDAs said at interview that obtaining partners, including competing with other donor-funded programmes for partners, was a challenge. A ministry representative, judge and the Prize Team also commented that a lack of private partners limited how much some of the MMDAs could achieve. A finalist MMDA and the Prize Team believe that provision of more links by the Prize to partners would have helped MMDAs overcome this barrier.^{clxxxii} However, based on feedback from one of the MMDA's partners, this would also depend on strong leadership commitment within the MMDAs to working in partnership.^{clxxxiii}

In addition to the evidence already outlined, two MMDAs cited lack of technical capacity as an issue at interview, along with two judges, one ministry representative (who said this was also an issue in Stage 1) and the Prize Team. However, at least two MMDAs said that this was not an issue, further highlighting that the participating MMDAs all had differing internal contexts.

Several MMDAs called for more technical support at interview, including a leaving MMDA representative, who said that every MMDA strategy was different and that the Prize Team should have come to provide one-to-one support to MMDAs. Another finalist MMDA would have liked more training on identifying suitable technologies for their area. The Prize Team agreed that more direct support from the in-country implementing agent was needed, especially for those MMDAs operating in more deprived, remote regions. A ministry representative believes that more and earlier technical 'deep dives' would have been beneficial, reflecting that the final monitoring visit occurred too late in the process for MMDAs to act on the advice received. Several MMDAs also said there were not enough monitoring visits.^{clxxxiv} Though steps were taken to improve MMDA data collection and reporting, as outlined in Section 10.1, there is a question as to whether the Prize Team could have provided more support for final report completion, with one finalist MMDA including in their report that they found it burdensome and a leaving MMDA citing lack of support to access the prize platform as a reason for leaving the prize process.^{clxxxv}

⁸⁹ Another key reason for remaining involved in the Prize was to solve sanitation problems for the community and reduce the problem of LWM (eight MMDAs interviewed).

Conclusions

Overall, the Prize was successful in inducing participating MMDAs to prioritise sanitation service delivery

The SC4G Prize set out to incentivise local government to prioritise the improvement of sanitation service delivery in urban areas for the benefit of the poor, and thereby alter the policy environment for urban sanitation. The Prize stimulated 17 MMDAs of varying profiles to self-fund their participation in the Prize and implement LWM strategies. Only two MMDAs left the prize process; political pressure from central government was high to remain in the competition. Continued commitment from MMDA leadership was another compelling factor, along with a drive to achieve ODF status in the context of broader government targets.

MMDAs made good progress in their LWM strategy implementation, relative to their starting point

The majority of the 15 finalist MMDAs made good progress in their strategy implementation, were innovative compared with the status quo, and engaged with and had a particular focus on improving sanitation service delivery for the poor. The Prize's judging criteria were effective in encouraging MMDAs to prioritise these aspects, as well as incentivising visible leadership commitment, which was vital for MMDAs' success under the Prize. The level of progress varied by MMDA and was judged in relation to their starting point.

Less is known about the quality and development impacts of MMDAs' LWM activities

While the judging criteria as a set provided an effective mechanism to incentivise MMDAs to prioritise those aspects of LWM most important to the Prize's success, these did not directly enable an assessment of the *quality* of MMDAs' sanitation service delivery under the Prize. The final verification agent were effectively the judges' 'eyes on the ground', but it was not part of their remit to comment on the quality of interventions. This, along with the lack of reporting required from MMDAs on outcome-level change, including numbers and disaggregation of beneficiaries, has led to insufficient information to evaluate the quality and development impacts of MMDAs' LWM activities.

The Prize both contributed to and benefited from an enabling policy environment for LWM

The legacy of Stage 1 of the Prize in contributing to the inclusion of LWM by central government ministries in guidance for MMDAs' medium-term development planning and budgeting provided the foundation for an enabling policy environment. This allowed participating (as well as non-participating) MMDAs to plan and budget for LWM-related activities. The combination of the Prize and the increased focus on LWM at ministry level, with the creation of a dedicated ministry for sanitation, stimulated leadership commitment across the MMDAs to participate in the Prize and implement their LWM strategies. This leadership commitment was vital for the release of funds and the effective allocation of other resources to MMDAs' efforts under the Prize. The changing sanitation landscape in Ghana, and the alignment between these changes and the Prize's aims, also served to support and further the results seen under the Prize.

The combination of SC4G and its sister prize stimulated private sector and non-state actor partnerships

The two prizes together facilitated and strengthened partnerships between MMDAs and private sector and non-state actors for improved sanitation service delivery. SC4G created a common interest in LWM, and enabled partners to get access to, and facilitated collaboration with, MMDAs. MMDAs reached out to prospective partners on the basis of the PS-NSA prize to fulfil the expectations of SC4G – both in terms of the expectation to involve PS-NSA actors, but also to enable them to make progress in implementing their strategies, focus on the poor and engage with communities. In some cases, the partnerships were new. In at least one case, a partnership that was already in place was formalised.

The Prize's reach was largely limited to its participants

The Prize was effective at raising awareness of LWM among prize participants, and served as a 'wake-up call' to liquid waste for the MMDAs and ministries involved. However, there is little evidence that it raised

awareness and stimulated action among non-participants (including the other 200+ MMDAs in Ghana), beyond those involved in the PS-NSA sister prize. The final award ceremony and award decisions received good media coverage and, awareness of the Prize, as well as its potential to influence broader sanitation policy, is likely to have been at its highest just as it was closing.

The majority of MMDAs are likely to continue with their LWM activities in the short-to-medium term; sustainability of improved sanitation service delivery beyond 2021 is less certain

Early indications are that most MMDAs will continue implementing against their LWM strategies in the short term. This is likely to be at a reduced scale to that seen under the Prize, depending on each MMDAs' level of leadership commitment and resource availability. It is unclear to what extent those aspects encouraged by the Prize, such as use of innovative approaches, a focus on the poor and vulnerable and working in partnership, will continue now the prize mechanism has been removed. Sustainability of activities beyond 2021 depends largely on LWM being included in the next set of MMDA medium-term development plans and budgets. There is limited evidence that MMDAs will continue their LWM efforts in the longer term, without further interventions to push them and keep them on course.

Sustainability of the increased focus on sanitation and LWM at MMDA level depends on national government commitment

Sustainability of the increased focus on sanitation and LWM at MMDA level depends on continued commitment of MMDA leadership, which in turn depends on renewed focus on sanitation/LWM at the national level. Initial indications are that national government commitment to LWM will continue, as this reflects the broader new direction in sanitation service delivery in Ghana; however, the speed of implementation is uncertain, given the limited funding for sanitation. The upcoming leadership election in December 2020 on government priorities and MMDA leadership presents a threat to the commitment and momentum established under the Prize.

Overall, the Prize achieved good VFM in relation to its original expectations

The Prize met almost all its expectations in relation to economy, efficiency, effectiveness and equity. The prize purse was awarded in full, the Prize was implemented significantly below budget, and the majority of the prize process ran to time. It met expectations in relation to the number of eligible final submissions received and awarding those MMDAs that made the most progress. The Prize was also effective in stimulating MMDAs to use innovative approaches and to work in partnership to improve sanitation service delivery, and in altering the policy environment for LWM at local government level. LWM activities implemented by MMDAs under the Prize met expectations in their focus on the poor and vulnerable and in their engagement with community members from poor neighbourhoods.

However, the Prize achieved significantly less than the expected level of new investment in LWM (though the investment made by participating MMDAs was significant in the context of low levels of previous investment in LWM and limited resources), and prize participants' engagement with vulnerable groups was moderately below expectations.

Little is known about the ultimate impact of MMDAs' actions under the Prize on the poor and other vulnerable groups

There is insufficient evidence to conclude whether prize participants met expectations in the number of individuals that gained access to improved sanitation services under the Prize, due to this not being a reporting requirement. The quality and effectiveness of the targeting of sanitation services provided is also unknown, again due to this not being a reporting requirement. Ultimately, we do not know if the MMDAs' LWM strategies were effective in reaching and benefiting the poor and other vulnerable groups, without a field-based survey being conducted.

The Prize achieved comparable VFM to the grant-based technical assistance comparator project

It is not possible to precisely measure the VFM of SC4G in relation to the comparator. The assessment used is mainly useful for a comparison of the relative merits of each funding modality and implementation

model rather than a specific calculation of their absolute VFM. The Prize performed better on some criteria, and the comparator project on others. Even where the Prize and project performed similarly, the direct comparison provides insight into the different funding modalities. For example, the larger underspend by the Prize highlights the difficulty in predicting expenditure on prize programmes.

The Prize's approach and reach meant it saw more results in stimulating local government commitment to sanitation at scale and shows more potential for sustained results than the comparator

SC4G was moderately more efficient than SSD in its efforts to increase government commitment to improve sanitation service delivery, due to the number of MMDAs actively involved and the self-selected and self-funded nature of their participation. The Prize was also moderately more effective in creating an improved enabling environment for urban sanitation provision. Further, the Prize was moderately more cost-effective due to the comparably better results seen by SC4G under effectiveness having this broader reach. It also performed moderately better in terms of the potential for sustainability of its results in the short-to-medium term, due to LWM being included in MMDAs' medium-term development plans and budgets until 2021.

The comparator project's tailored approach meant it saw more results in building the capacity of a broad range of stakeholders and in monitoring their progress

SSD was moderately more efficient in building capacity to improve sanitation service delivery, largely due to the difference in approach and level of importance assigned to building capacity. Capacity building was central to the comparator project, which provided ongoing and tailored technical assistance to a broad range of stakeholders across the sanitation supply chain. Meanwhile, SC4G did not seek to directly build MMDA capacity, though the prize process overall sought to facilitate this.

In addition, the comparator project was moderately better able to demonstrate results in relation to equity. This is largely due to the grant-based project being able to say how many and who they reached, rather than them definitively performing better, which we do not have sufficient information to judge. Further, SSD made more progress in its actions to increase the likelihood of scale-up and replication than SC4G, and it also monitored interventions on the ground more closely to help prevent negative environmental impacts.

The Prize resulted in a small number of unintended consequences, both positive and negative

Whilst the Prize stimulated MMDAs to engage in improved ways of working as a positive unintended consequence, conversely there also exists the potential for environmental harm from the activities of a small subset of MMDAs. Furthermore, in the context of limited budgets, evidence suggests that MMDAs reallocated funds to resource their sanitation efforts under the Prize. This situation further questions the sustainability of both MMDAs' focus on LWM and their continued implementation of LWM activities once the prize mechanism is removed. Whilst these are examples of both positive and negative unintended consequences, they were not explored in any depth, either during or after the Prize. Insufficient evidence exists on the scale and impacts of the issues to establish whether any negative effects were outweighed by the benefits, for both the MMDAs and their end beneficiaries.

Positive results seen despite the limited level of solver support provided and the systemic issues faced by MMDAs

Participating MMDAs faced some common barriers to participate in the Prize and implement their LWM strategies. These were systemic issues related to funding and staffing that went beyond the Prize's ability to directly address (the Prize's ToC assumed that the MMDAs would have sufficiently skilled staff to implement their LWM strategies and access to technical assistance externally). A limited level of solver support was provided to participating MMDAs under the Prize compared with more traditional donor-funded programmes that tend to have a technical capacity-building component. Yet extremely positive results were seen in both the number of MMDAs remaining within the prize process, and the level of progress made against their LWM strategies. The support that was provided served to reinvigorate leadership commitment and boosted MMDAs' capacity to deliver, in part by leveraging central

government's involvement in the Prize as a mechanism to maintain MMDA participation and commitment. It also facilitated peer learning across MMDAs in place of direct technical capacity support.

Additional solver support would have likely affected MMDAs' ownership of their activities and results

There is little more that the Prize could have done directly to support MMDAs to overcome the barriers faced while remaining a pure innovation prize model. More frequent interactions and support to participating MMDAs would have supported ongoing leadership and staff commitment to LWM at MMDA level in the face of staff turnover. However, this may have reduced MMDAs' ownership of their activities and results, which is one of the main benefits of the prize mechanism compared with other funding modalities and implementation models.

Implications of the collective evaluation findings

Overall, this evaluation found that the Prize was effective in driving MMDAs to make progress in implementing their LWM strategies developed during Stage 1, through approaches that were innovative compared to the status quo and with a focus on the poor. However, in development terms, there is still a long way to go, highlighting that a prize alone is not enough and there needs to be continued commitment to realise development impact.

The overall results seen by the Prize align well with the areas of achievement the MMDAs were to be judged on. In other words, the judging criteria, and the Prize's consistent use and orientation of these with prize participants, were an effective mechanism to incentivise MMDAs to prioritise certain aspects as intended. Another factor that strongly contributed to the success of the Prize was the ongoing involvement of central government and the political pressure and incentivisation this provided to MMDA leadership. These factors together enabled MMDAs to make progress in their LWM strategy implementation despite the more systemic internal contextual factors faced by most.

The Prize did well to 'level the playing field' and consider MMDA progress in relation to their individual starting points and contextual challenges. However, limited information was collected through the Prize's monitoring, MMDA self-reporting or the final verification process on the effect of the Prize at MMDA and community levels (it was beyond the evaluation's remit and resources to do this). This has led to limited information on the quality and reach of MMDA activities under the Prize, and on the extent and impact of potential negative consequences.

There are several factors that will challenge the longer-term sustainability of both MMDAs' focus on sanitation and LWM and their continuation of related activities to improve sanitation service delivery in urban areas. The Prize's closure at the final prize award, with no explicit exit or sustainability strategy is a missed opportunity.

Looking forward, for the positive changes seen in the policy environment for sanitation and LWM at MMDA level to continue, and to ensure participating MMDAs' LWM plans continue to be implemented, there needs to be sufficient oversight by, and accountability to, the national government level. This should not be limited to the winners of the Prize, nor just its participants; other non-participating MMDAs should be encouraged to prepare and implement LWM plans. It is the evaluation team's view that a targeted follow-up project to alter the policy environment in the longer term and broaden the reach of the Prize's results could greatly improve the overall VFM of the Prize and deepen its legacy. Annex 11 provides a set of recommendations aimed at the I2I programme team and DFID to maximise the Prize's legacy and effectively handover to in-country actors.

Given that the Prize has now closed and the overall I2I programme is shortly due to close, we focus in the next section on drawing a set of lessons from the SC4G Prize experience for broader application by prize managers and funders of future innovation inducement prizes.

Lessons for future prizes

Based on the findings and conclusions of this evaluation, we pose a set of lessons and related implications for future innovation inducement prizes.

Prizes that target local government as solvers need to establish buy-in at national government level

As seen in the SC4G Prize, prizes have the potential for achieving political engagement at both national and local levels. In the context of not providing any upfront seed funding to support MMDA participation, the ongoing involvement of a range of ministries in the SC4G Prize was critical to encouraging and enabling participation at local government level. The official running of the Prize by the MSWR served to endorse it and provide credibility, leading to participating MMDAs investing time and resources over a two-and-a-half-year period, with no guarantee of winning a monetary prize at the end of it.

Prizes that aim to alter the policy environment should not cease all activities at the point of final award

The influence and voice of the SC4G Prize was arguably strongest at the end of the prize process, once there were demonstrable results across the 15 finalist MMDAs and following the high-profile award ceremony. However, a lack of exit or sustainability strategy means there are no explicit plans to understand, help sustain and continue to monitor the political commitment to sanitation and LWM at either national or local government level in Ghana, now that the prize mechanism has been removed.

Prizes can be an effective use of development money to achieve results at scale with limited inputs

The experience of the SC4G Prize shows that, if the right incentivisation structure is in place, results can be achieved by a multitude of actors, with no upfront funding and minimal support. This can lead to better VFM in terms of efficiency, effectiveness and cost-effectiveness, and a greater level of ownership by participants, in comparison to more traditional grant-based technical support programmes. As seen in the SC4G Prize, prizes can stimulate new ways of working for prize participants. Prize managers should invest time in scoping and developing the judging criteria at the start of the prize process, especially for prizes that target and/or are only open to a very specific profile of solver. This will require a sound understanding of the prevailing context and of the potential prize participants themselves, as well as clarity in the aims and objectives of the prize, and any likely critical success factors.

Prizes need to understand relative achievement of participants, and differences across them

The SC4G Prize was only open to a certain type of solver: MMDAs in Ghana with urban settlements with a population of more than 15,000 people. However, this is a heterogeneous group, with each MMDA operating within different internal and external contexts. The SC4G Prize experience highlights the importance of understanding and judging participants' progress and achievements in relation to their starting point and within their specific context. In addition, this evaluation highlights the importance of being able to report on differences seen for subsets of solvers.

Prize managers have a responsibility to monitor and understand prize effects on the ground

Given that prizes can stimulate a portfolio of projects that are run independently without direct prize manager or funder oversight, it is challenging for prize managers to understand what activity and change is happening on the ground, particularly in real time. As the SC4G Prize shows, prizes can result in unintended consequences that can be both positive and negative, and can affect different actors in differing ways. Prize managers should seek to identify any potential negative consequences of the prize upfront, for example as part of the theory of change. They should then continue to monitor and understand these as they evolve, including the downstream impacts on beneficiaries, taking action as appropriate to minimise the effects of any negative unintended consequences on both prize participants and beneficiaries.

To uphold Do No Harm principles, prizes need to take a more holistic view to understanding change as a result of prize participants' actions in real time. While prizes are unlikely to have the resources to monitor and evaluate individual projects implemented by solvers in any detail, they should seek to include and

make the most of any field visits undertaken. For example, evaluators could be involved at the methodology design stage of any prize verification process, to help ensure the capture of information that is not central to the verification remit but that is useful and important for understanding and evaluating the results of a prize at solver level for both judging and evaluation purposes.

To understand development outcomes, evaluations of prizes need to include field-based data collection

This evaluation of the SC4G Prize leaves us with several unknowns in terms of the quality and reach of prize participant activities, and the extent and impact of unintended consequences. Field-based data collection – which this evaluation did not have sufficient resource to include – would have likely mitigated this limitation by providing a clearer picture of the development change stimulated by the Prize. Evaluations of future prizes should therefore seek, where possible, to include primary data collection at both prize participant and beneficiary levels, and to use this alongside prize monitoring, reporting and verification data to assess a prize's contribution to development change. *See the related learning paper, which draws lessons from evaluating all the I2I prizes "Evaluating the results of innovation prizes for development: Reflections and recommendations from practice" (Gould, Brown and Stott, 2020) for a fuller set of lessons about evaluating prizes for development.*⁹⁰

It is important that prize participants are held to account for the quality and impact of interventions

In the SC4G Prize, apart from in relation to equity, which featured in the judging criteria, MMDAs were not directly incentivised to ensure the quality of their interventions, or judged on this aspect. Nor were they expected to report on how many or which beneficiaries they had reached to help establish the ultimate development impact of their interventions. Given the voluntary nature of participation in prizes, mandatory reporting requirements should be kept light. However, minimum expectations in relation to programme quality should be established at the start of the prize process and made clear to all potential prize participants. Additional solver support is likely to be needed to support non-traditional development actors to meet these expectations.

Prizes alone are not enough to ensure development impact; they are best used as part of a toolkit

Experience from the SC4G Prize shows that, while prizes can be a useful and successful funding modality to induce behaviour change and action in a set of prize participants, there needs to be continued commitment to realise the full development impact. Prizes should be used as part of a broader toolkit of development interventions to help ensure longevity, equity and depth of results at outcome and impact levels.

⁹⁰ This, along with the other I2I learning papers, are available on the I2I programme website: www.ideastoimpact.net/research.

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Sanitation Challenge For Ghana evaluation annexes

Annex 1: Further background to the SC4G Prize

How the Prize's focus and location were determined

Box 1 below provides details from the initial scoping study undertaken for the I2I programme (Trémolet, 2015) on how SC4G's focus and location was determined, ahead of the Prize's detailed design and development.

Box 1: Details of how the Prize's focus and location was determined

The issue of piecemeal provision of sanitation services by local authorities was one of 14 potentially 'prizeable' WASH areas found where the market alone had not yet produced a satisfactory solution for society as a whole and where an innovation prize, if successful in stimulating new solutions, could have a significant impact on low-income households.

Integrated sanitation service delivery was selected by I2I as the focus for one of its two WASH prizes due to the possibility for fostering change in approaches to sanitation at the local government level (which has primary responsibility for improving sanitation conditions). The focus was further defined as urban (including peri-urban) as opposed to rural areas, due to the increased importance of an integrated approach in these high-density areas, in the context of rapidly expanding cities.^{clxxxvi}

The programme explored several countries where urban sanitation issues were particularly acute and where there could be an 'enabling' environment for the introduction of an innovation prize.⁹¹ Ghana was selected as the host country, where responsibilities for sanitation had been decentralised, and where there was a national sanitation strategy and investment plan in place.⁹²

The prize mechanism in more detail

Stage 1 (design and planning)

In Stage 1, monetary and non-monetary 'honorary' prizes were awarded to MMDAs for "the best plans to ensure the provision of liquid waste services in the whole city, including for the poorest segments".^{clxxxvii} Of the 139 MMDAs targeted, 91 registered their intention to participate and 48 submitted eligible LWM strategies in response to a set of judging criteria.^{clxxxviii} The efforts of 21 MMDAs were recognised, with three MMDAs receiving monetary prizes totalling £75,000 and 18 MMDAs awarded honorary prizes.^{clxxxix} Notably, the judges decided to only award monetary prizes to the district assembly category, and not the metropolitan and municipal category. The 21 MMDAs that won a prize under Stage 1 were invited to participate in Stage 2.

Stage 2 (implementation)

In Stage 2, monetary and honorary prizes were to be awarded to MMDAs for "having made the best efforts and achieved the best results in terms of implementing the liquid waste management strategies they developed under Stage 1".^{cxc93} Of the 21 MMDAs, only those able to prove their political and financial commitment to participating in the Prize and to providing improved sanitation service for the

⁹¹ This included India, Kenya, Ghana and Tanzania (Trémolet, 2015).

⁹² The Government of Ghana adopted a National Environment Sanitation Strategy and Action Plan (NESSAP) in 2011 and, shortly afterwards, a Strategic Environmental Sanitation Investment Plan (SESIP) (Trémolet, 2015).

⁹³ Up to three MMDAs in the metropolitan and municipal category were to win monetary prizes, along with up to three MMDAs in the district assembly category (SC4G stage 2 prize design document, 2016).

urban poor were eligible to continue in the competition. Seventeen MMDAs (or 12 per cent of the total number of MMDAs targeted) satisfied these conditions.

The Prize brought together 17 participating MMDAs at two learning and practice (L&P) workshops to maintain their interest and excitement about the prize process. The Prize Team also conducted two monitoring visits, with one of these led by the relevant ministry, to see the MMDAs' work on the ground.

A set of seven main judging criteria were developed to guide MMDAs' implementation and final reporting: leadership commitment; degree of innovation; private sector and non-state actor involvement; sustainability; focus on the poor; community participation; and achievement of strategy. The full set of judging criteria and their weightings can be found in Annex 3.

Sixteen MMDAs submitted final reports, 15 of which were eligible for judging. These were then verified by an independent verification agent,⁹⁴ before two rounds of judging took place, first online and then 'live' in country. A panel of judges made up of local and international sanitation experts judged finalist MMDA performance against the judging criteria to make the final award decisions.

The prize process ended with a high-profile final award ceremony in the capital Accra on 24 July 2019.^{cxci} The PS-NSA sister prize, though run and judged as a separate process, was awarded at the same event.

Prize management

The Prize was formally run by the central government ministry responsible for sanitation policy formulation and with authority for the MMDAs – initially the Ministry of Local Government and Rural Development (MLGRD), and later the newly formed Ministry of Sanitation and Water Resources (MSWR). All formal communications about the Prize came from central government.

In-country implementing agent IRC Ghana undertook the day-to-day implementation of the Prize, with technical inputs from locally based Maple Consult, and with oversight from the prize manager IMC. Together, IRC, Maple Consult and IMC are referred to as the Prize Team within this report. A local advisory committee oversaw the overall design and implementation of the Prize. This was predominantly made up of representatives from relevant government ministries and departments,⁹⁵ as well as the implementing agent.

⁹⁴ The verification agent is the independent team that visited the 15 finalist MMDAs to verify their results.

⁹⁵ Representatives were drawn from the Ministry of Local Government and Rural Development (MLGRD), Environmental Health and Sanitation Directorate (EHSD), District Development Facility (DDF), Community Water and Sanitation Agency (CSWA), Ministry of Finance (MOF), Local Government Service Secretariat (LGSS), National Planning Development Commission (NDPC), and National Association of Local Authorities of Ghana (NALAG).

Timing and rationale of key prize design changes

The table below sets out more detail on the key design changes made to the Prize, including their timing and rationale, based on feedback from the Prize Team.^{cxcii}

Table 16: Key changes made during the prize process

Design change	Timing of change	Reason for change
Ministry of Sanitation and Water Resources became the main government partner	January 2017	The MSWR was formed as part of the new government, following a change in leadership in December 2016 ^{cxci}
MMDAs were given the opportunity to revise their LWM strategies	July 2017 ⁹⁶	MMDAs had developed their LWM strategies to win Stage 1. They needed to refine these based on what was achievable in the Stage 2 timeframe and within the budget they had available, following a change in government and MMDA leadership
Introduction of PS-NSA prize	July 2017 ^{97cxci}	This was an opportunistic change based on a pot of money becoming available from BMGF and the Prize Team realising the need to further stimulate private sector and non-state actors to partner with MMDAs in Stage 2
The Prize timeline was extended by six months	January 2018 ^{98cxci}	This change was made in part due to the change in government and the time taken to transition from one party to another. The submission deadline was originally August 2018 and the award ceremony originally scheduled for November 2018 ^{cxci}

⁹⁶ This timing could not be verified.

⁹⁷ This is the data of the sister prize launch, at the first L&P workshop.

⁹⁸ Note, this is the date of the documentation reporting the change – the exact timing of the change could not be confirmed.

Annex 2: Summary of SC4G Stage 1 internal evaluation findings

The evaluation of Stage 1 of the Prize, the 'Duapa Award', focused on the prize process with the intention of providing an evidence base for the Prize Team to apply related learning to the design and implementation of Stage 2 (the Dignified City Award). The evaluation questions focused around quality of the prize process, effectiveness of the prize award and added value of the prize modality.

In reality, the scope for systematically applying learning from Stage 1 to the design of Stage 2 was limited due to a lack of 'break point' between the two stages. This annex outlines the interim evaluation's findings that are most relevant to the evaluation of Stage 2 of the Prize; it does not provide a comprehensive summary of the results of Stage 1.

What worked well

- Awareness of the Prize and sanitation/liquid waste management (LWM) was raised. A high level of solvers registered their interest to compete in the Prize. Ninety-one Metropolitan, Municipal and District Assemblies (MMDAs) registered out of the 139 eligible MMDAs.
- Initial commitment from MMDAs was achieved, with the target number of submissions reached. Forty-eight MMDAs submitted LWM strategies for judging.
- The target number of awards was exceeded. Twenty-one MMDAs were shortlisted, compared with the anticipated 14. Three MMDAs – all District Assemblies (DAs) – received monetary prizes and 18 MMDAs received honorary prizes.
- The Government of Ghana committed to adding in a budget line to the 2017 budgets. Promises of financing had been factored into the Ministry of Finance and MMDAs' budgeting process. The evaluation noted that the extent to which these promises and commitments would translate into disbursement to and expenditure by MMDAs was unknown.
- Ownership of the Prize by government and solvers alike (and the need for MMDAs to pre-finance their participation due to there not being any money given upfront) was considered by judges and solvers as a key difference compared with other aid modalities. The upfront effort was welcomed by some MMDAs – others were not aware of any differences as they had not received funding for sanitation previously.

What did not work so well

- The majority of stakeholders (eligible solvers and judges) at the time of being interviewed, suggested that there had been limited feedback provided in the immediate post-award period.
- The Prize Team's efforts to bring in private sector actors happened late in the Stage 1 prize process and did not directly facilitate links between MMDAs and the private sector.
- There was limited support provided to MMDAs to help them develop good quality strategies.
- There were still some 'unknowns' at the end of Stage 1 in terms of the proposed LWM strategies. These included the level of commitment of partners (e.g. private sector) included in MMDAs' strategies, and the extent of additional financing that would be made available and leveraged.
- There was a lack of systematic capture of prize progress, including the tracking of solvers, the recording of monitoring data and the capture of Prize Team learning.

The main barriers faced by MMDAs in participating in Stage 1

- Staff movement from one MMDA to another during the prize process.

- Many of the MMDAs, particularly the DAs, were new to developing LWM strategies.
- Despite participation in the Prize being demand driven, those solvers with the greatest need were not necessarily able to apply given the extent of barriers faced, such as financial and human resource constraints.
- The Prize design did not incorporate a baseline of solvers' capacity and capability or their ongoing initiatives. This could have contributed to addressing some of the barriers faced by solvers and also aided benchmarking of the scoring and judging criteria for Stage 1.

Reflections on Stage 1 and recommendations for Stage 2

- Given the varying capacity and capabilities and differing enabling environments of the MMDAs, it would have perhaps been better to split Stage 1 into two phases and/or looked for the most realistic strategy, rather than the 'best'. Awards could have been made on a regional basis initially. Support to MMDAs should have gone further, especially on how to prepare a LWM strategy. This would have helped 'level the playing field'.
- Feedback should have been provided to non-winning solvers, and perhaps even those MMDAs that did not submit, on what a 'good' LWM strategy looks like. Stage 2 should include a clear communication strategy around feedback to MMDAs.
- Provide more technical assistance to MMDAs, including peer learning to support MMDAs to participate and encourage them to remain within the prize process.
- Develop a stakeholder analysis to better understand the contribution and potential blocking of the Prize as well as to enable the Prize Team to engage the various stakeholders.
- Give those MMDAs with electricity and information technology (IT) challenges the opportunity to submit hard copy as an alternative to online submissions only.
- In order to maximise the ultimate reach and impact of the Prize, include a strategy in Stage 2 for maintaining the motivation of those MMDAs that either did not register, started but did not complete a submission, or submitted under Stage 1 but were not successful.
- Ensure an exit strategy is clearly in place, embedding the Prize into the institutional framework. The strategy of such a strategy should commence in 2017 (i.e. towards the start of Stage 2).

Annex 3: SC4G Stage 2 judging criteria

Judges in both the online and live judging rounds considered the performance and results of the 15 finalist MMDAs against seven main judging criteria. These criteria and their sub-criteria were weighted to denote their relative importance to the Prize results. Judges assigned a score of 1–5 to each MMDA for each sub-criterion with 1 = poor, 2 = fair, 3 = satisfactory, 4 = good, 5 = excellent. The judging criteria are set out in Table 17.

Table 17: Stage 2 judging criteria

Main judging criteria	Weighting	Sub-criteria	Weighting
Leadership commitment	10%	Level and continuity of engagement of chief executive	3%
		Level and continuity of engagement of core management and technical staff ⁹⁹	3%
		Level and continuity of engagement of elected representatives (MP and assembly members) and traditional leaders	4%
Degree of innovation	15%	Service – innovation in service delivery provided to the public including technical innovations)	5%
		Social – innovations that benefit community within the MMDA	5%
		Environmental – innovations that improve the environmental conditions within the MMDA	5%
Private sector/non-state actor involvement	10%	Private sector involvement – technology, research, human resource, capacity building, appropriate (poor)	7%
		Non-state actor involvement – technology, research, human resource, capacity building, appropriate (poor)	3%
Sustainability	15%	Institutional: Alignment with national mid-term development plan/updated regulatory frameworks	5%
		Social: Culturally acceptable and appropriate interventions	5%
		Financial: Embedded sanitation services in composite budgets and actual expenditure	3%
		Environmental: Interventions that have no negative impacts on environment/have positive impacts on environment	2%

⁹⁹ Coordinating directors, department heads and technical staff, including environmental health officers, public health engineers, planning officers.

Main judging criteria	Weighting	Sub-criteria	Weighting
Focus on the poor	15%	Delivery of strategy with focus on poor neighbourhoods and/or households	15%
Community participation	10%	Engagement of the community members from poor neighbourhoods in SC4G implementation Engagement with youth, elderly persons (65 years and above), girls and people with disabilities	5% 5%
Achievement of strategy	25%	Consistency of delivery on strategy (equal or above) Delivery of programmes beyond use of donor funding that support the objectives of the LWM strategy Comprehensiveness of intervention across sanitation value chain	5% 5% 25%

Annex 4: SC4G Stage 2 theory of change

The latest version of the SC4G ToC was produced at the start of the evaluation process, and is a development on the ToC included in the original evaluation design (see Section 5 of Annex 5 for the reasons for this and details of the changes made). Figures 8, 9, 10 and 11 set out the overarching ToC visual and the detail behind each results level. We present the causal linkages (CL) below.

Explanation of causal linkages

CL1

Following the successful conclusion of the Stage 1 Prize (development of LWM strategies), MMDAs have developed a LWM strategy which is relevant to identified needs and achievable. The motivating effect of the prize award and solver support provided are sufficient for MMDAs to commit to continue to Stage 2 of the Prize (implementation of LWM strategies).

CL2

Achieving outcome 1 – which focuses at the MMDA level on delivery of their LWM strategies – is dependent on both outputs: it is necessary for MMDAs to not only be committed to implementing their strategies (suitably motivated) but also for them to have the capacity (whether this is pre-existing, or capacity development is supported by SC4G Prize activities).

CL3

Whilst interest from non-participating MMDAs and other country governments may be generated from the prize process itself (dashed line), interest is most likely to be dependent on evidence that the participating MMDAs have made progress in improving LWM, and on participating MMDAs sharing specific interventions or policies which are more widely applicable.

CL4 and CL5

Achieving impact – which focuses on the LWM strategies achieving their intended effect in terms of helping the poor to access sanitation services both in participating MMDAs and more widely – is largely an *ex post* expectation, and is not expected within the Prize's lifetime. For example, impact in participating MMDAs will be dependent on longer-term funding and political commitment.

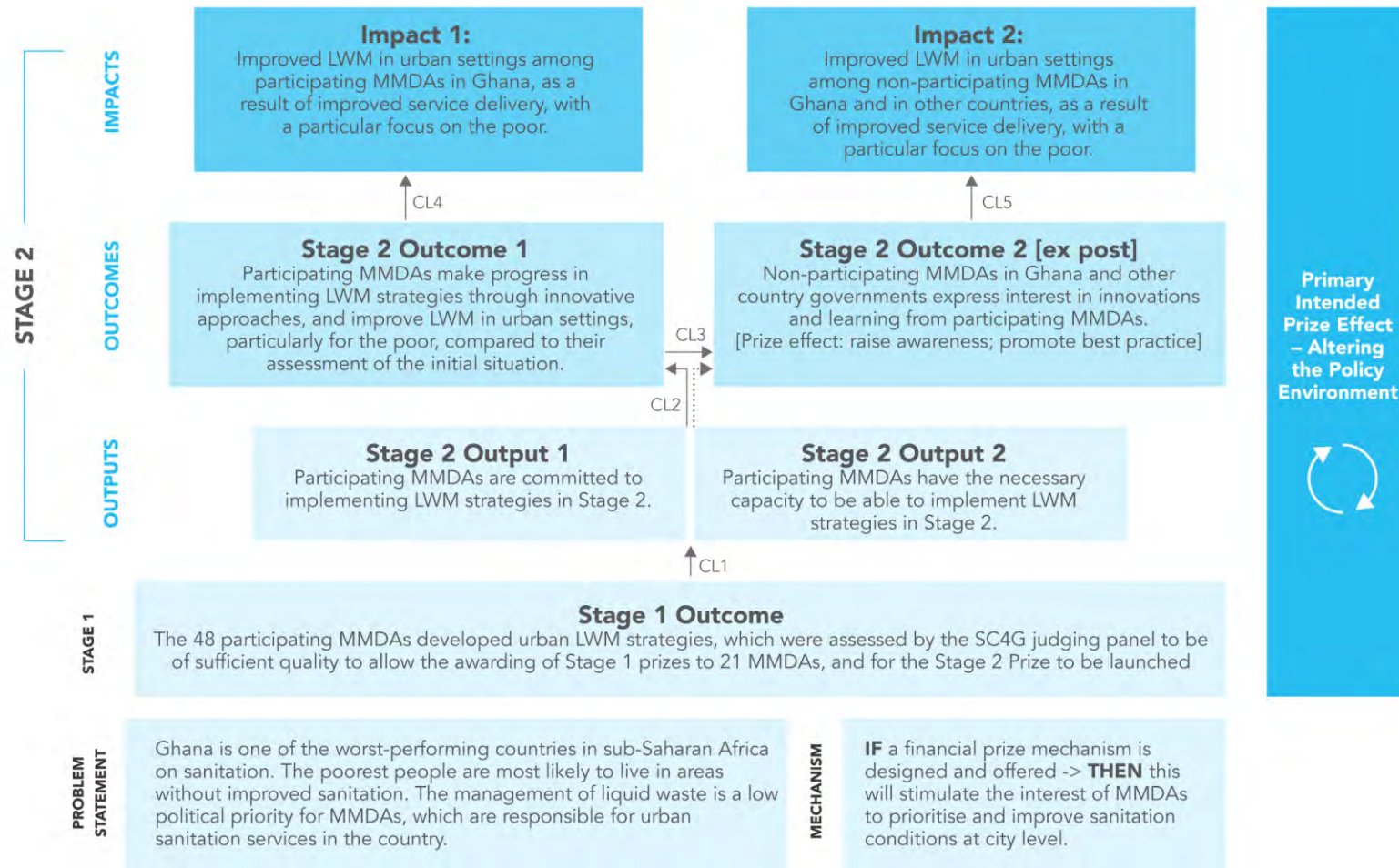
Link to the expected prize effect

The prize effect of 'altering the policy environment' is the intended end result of the SC4G Prize; however, this is not envisaged as a linear effect. There may be a feedback loop, for example:

- Initial prize award contributes to increased government focus on LWM (acting in parallel with external advocacy efforts).
- Government creates political pressure on participating MMDAs to continue engaging with the Prize and to make progress in implementing their LWM strategies.
- Successful achievement of LWM strategies by participating MMDAs leads to policy changes.
- Achieving the prize effect is likely to be an incremental process.

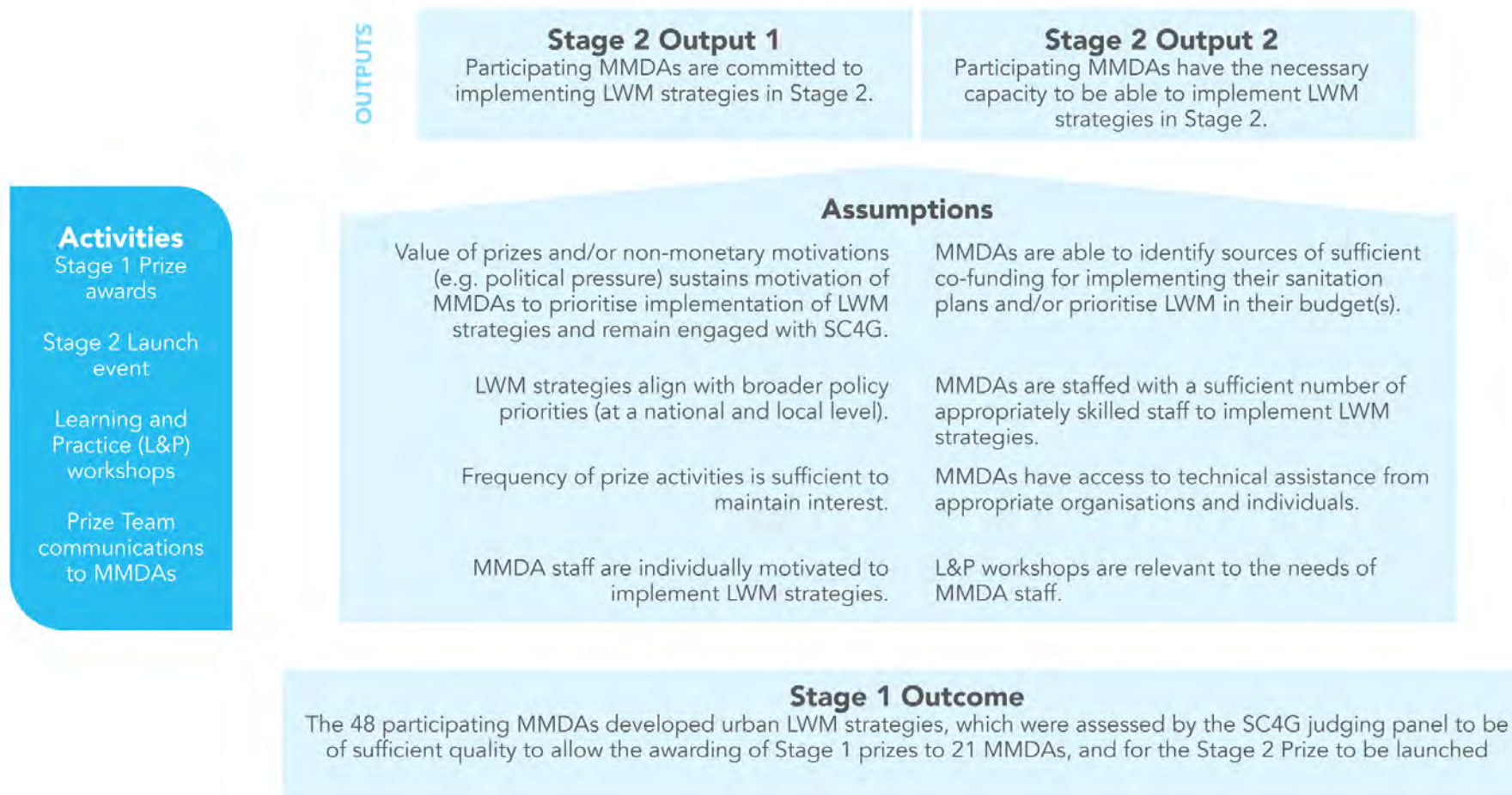
Overarching ToC visual

Figure 8: Overarching Stage 2 ToC



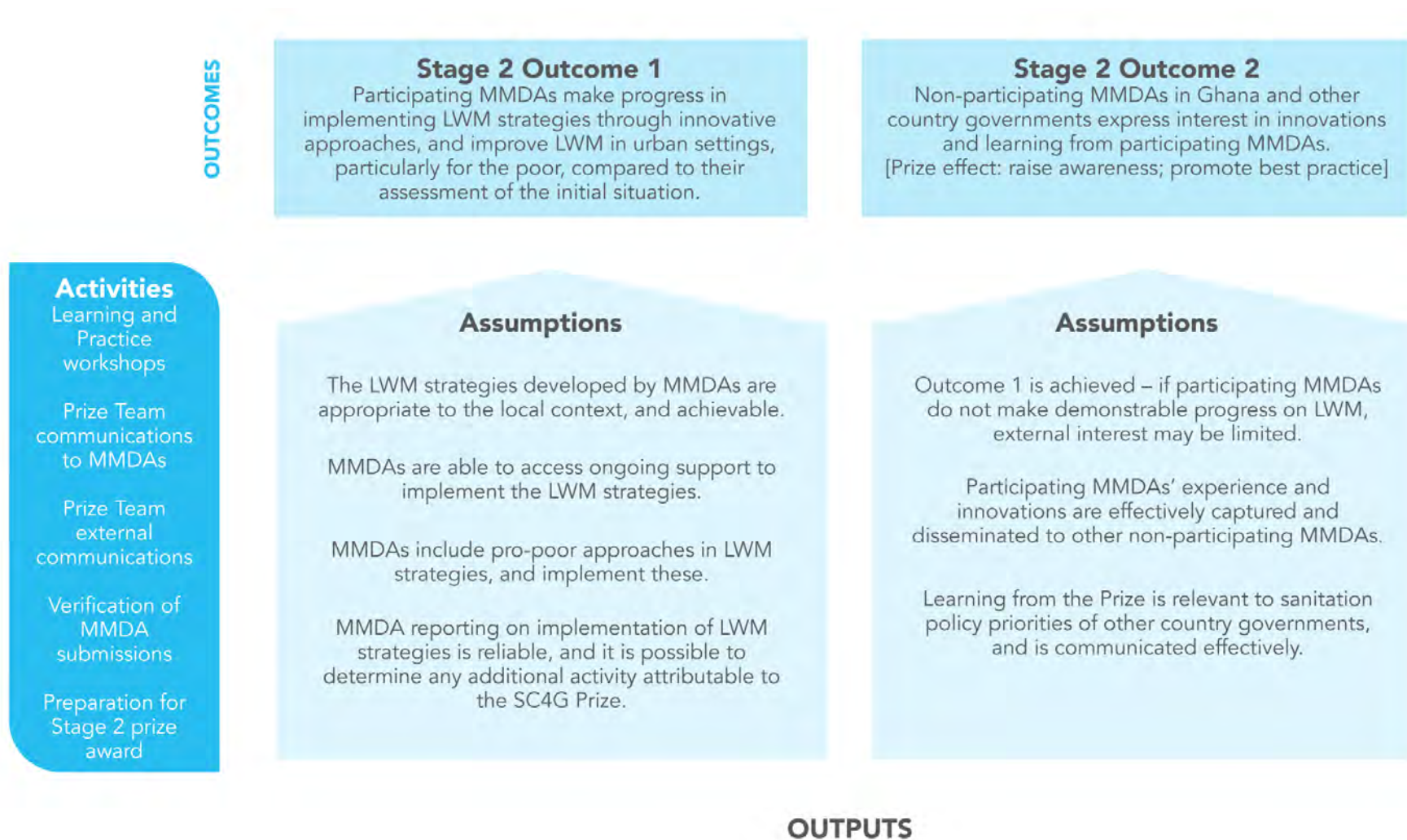
ToC visual – output level

Figure 9: Stage 2 ToC – output level



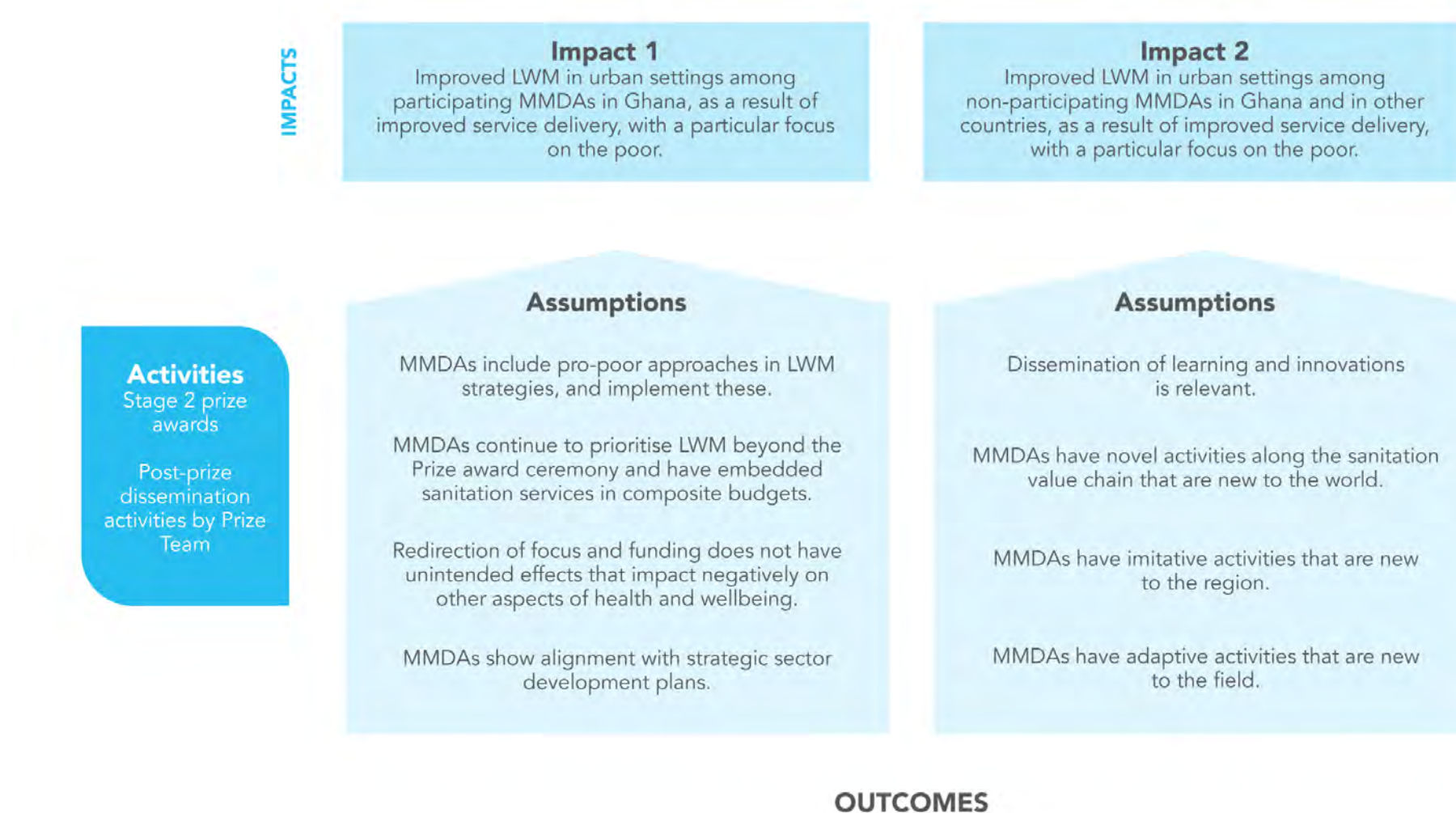
ToC visual – outcome level

Figure 10: Stage 2 ToC – outcome level



ToC visual – impact level

Figure 11: ToC visual – impact level



Annex 5: Detailed evaluation methodology

This annex provides more detail on the evaluation methodology used, including the internal and external value for money (VFM) assessments, data collection and analysis, and limitations/bias affecting the evaluation. It also summarises some of the key changes to the methodology since the original evaluation design.

1. Further detail on how timelines and resources affected the evaluation's design

- There was a four- to five-month window between the Prize's close at the end of July 2019 and the broader I2I programme's need for finalised prize evaluation findings to feed into the programme-wide learning papers on prizes for development. The evaluation therefore takes a 'rapid evaluation' approach.
- The sample size was determined by the budget available at the time of evaluation and previous experience from other I2I prize evaluations on how many interviews can be organised, conducted, transcribed, coded and analysed within those resources. It is to be noted that the sample size in the original evaluation methodology was significantly larger (more than 60 as opposed to just over 40) as this was based on the ideal, before resourcing was finalised.^{cxcvii}

2. Key features of the evaluation approach

Contribution analysis

Contribution analysis is a theory-based evaluation approach that collects and assesses evidence on a programme's ToC, to explore a programme's contribution to observed effects. Contribution analysis recognises that a programme is one of a number of causes contributing to effects. It provides a framework to assess the extent to which a programme has contributed to these effects, while identifying other contributing factors to the same effects.

While time and resource limitations meant a full contribution analysis was not possible, we have drawn from the methodology in an adapted contribution analysis to answer PEQ1. Adopting terminology adapted from Lemire *et al.* (2012),¹⁰⁰ we have identified the primary explanatory mechanism, rival mechanisms and a refuting factor for changes seen in the policy environment for sanitation and LWM (the primary intended prize effect for SC4G). These terms are explained, as and when used, in footnotes within the main report.

Value for money assessment

The Ideas to Impact (I2I) evaluation and learning team developed the VFM approach based on work by Oxford Policy Management (OPM),¹⁰¹ DFID, and the Independent Commission for Aid Impact (ICAI), and in response to DFID's desire to see a comparison against another funding modality. This resulted in a two-part approach to provide both an 'internal' and an 'external' assessment of the VFM of all I2I prizes, including SC4G:

- **'Internal' assessment:** to measure the VFM of SC4G Stage 2 against the original expectations for the Prize.

¹⁰⁰ Lemire, S.T., Nielsen, S.B. and Dybdal, L. (2012). Making contribution analysis work: A practical framework for handling influencing factors and alternative explanations. *Evaluation* 18(3): 294–309. DOI: 10.1177/1356389012450654.

¹⁰¹ OPM's Approach to VFM.

- **‘External’ assessment:** to measure the VFM of SC4G Stage 2 in comparison to project with similar objectives, funded through a non-prize funding mechanism.

For the internal assessment, we developed a set of sub-criteria and indicators against the 4Es which together would measure the Prize’s Economy, Efficiency, Effectiveness and Equity. We collected data against each indicator, drawing from primary and secondary sources (see Section 3 of this annex, below). We then analysed the secondary and primary data available to provide a rating and corresponding narrative against each indicator. We used a rating scale drawn from DFID’s VFM approach, wherein 1 = substantially did not meet expectations; 2 = moderately did not meet expectations; 3 = met expectations; 4 = moderately exceeded expectations; 5 = substantially exceeded expectations. We averaged the scores to give a final rating for each ‘E’. We draw up from the narrative and the ratings to provide an overall assessment for the internal VFM of SC4G. The results for this assessment are presented in Section 8.1 of the main report, with the detailed methodology and results provided in Annex 9.

For the external assessment, we first identified a suitable comparator, with similar objectives to Stage 2 of the Prize, operating in a similar context (Ghana) but using a different funding modality. Annex 6 outlines the comparator selection process and criteria, as well as the nature of the comparator project, the USAID-funded Sanitation Service Delivery (SSD) programme, in relation to SC4G. The external VFM analysis covers the 4Es as explored within the internal assessment, as well as considering the additional criterion of Cost-Effectiveness. SC4G’s relative VFM is also assessed against broader funder considerations, which funders may use to guide their investment decisions. Inputs to both projects are captured but not directly compared.

The evaluation team, in collaboration with the comparator project’s implementing agency Water and Sanitation for the Urban Poor (WSUP), developed the sub-criteria and related indicators, against which each project’s VFM is assessed, based on the main points of comparison with available data between Stage 2 of SC4G and SSD. We then analysed the secondary and primary data available to provide a rating and corresponding narrative against each indicator for both projects. The ratings for each project are comparative, i.e. they indicate whether one project’s result is better or worse than the other. We averaged the scores to give a final rating for each ‘E’ for each project. We draw up from the narrative and the ratings to provide an overall assessment for the external VFM of SC4G. The results for this assessment are presented in Section 8.2 of the main report, with the detailed methodology results provided in Annex 10.

For both assessments, the lead evaluator undertook the initial analysis and ratings. These were then reviewed and challenged by a peer evaluator within the team, before being finalised.

3. Data collection and analysis

Secondary data

The evaluation consulted secondary data collected and/or developed by the Prize Team throughout the prize process, and delivered by the participating MMDAs, the verification agent (endline only)¹⁰² and judges. Table 18 outlines the main documentation referred to by the evaluation team. The evaluation also consulted documentation external to the Prize to situate the findings within the broader context.¹⁰³

¹⁰² The baseline verification results were not provided to the evaluation team as these were not directly used in the prize process.

¹⁰³ This was based on Prize Team feedback. These sources are referenced in the References section at the end of the main report.

Table 18: Secondary data used by the evaluation

Document type	Number of documents	Document author	Notes
Prize design and guidance documents	5	Prize Team	Guidance for both participants and judges
Workshop and event reports	6	Prize Team	Includes 2 L&P workshops and 2 award ceremonies
Monitoring visit reports	2	Prize Team and Ministry of Sanitation and Water Resources (MSWR)	2 monitoring visits
Prize logs and updates	4	Prize Team	Includes logs of participants
Final submission reports	15	Finalist MMDAs	Key sections reviewed, including financial and partnership documents
Final verification methodology and reports	16	Verification agent	15 final reports, one per finalist MMDA visited
Judging scores and comments	1	Judges (collated by Prize Team)	Includes scores and comments from 15 online judges
Programme-level budget and annual reporting	4	I2I programme team	Focused on SC4G sections of these reports
Comparator project proposal and progress reports	7	WSUP and/or Population Services International (PSI)	Referenced to develop and complete the external VFM framework

Primary data

The evaluation used a purposive sampling strategy to define the sample frame for stakeholder interviews, selecting target stakeholder groups as relevant for the evaluation within the resources available. The number and breadth of stakeholder groups and the overall number of interviews targeted was much reduced from the draft sampling in the original evaluation design (see Section 5 of this annex for the reasons for this). We prioritised those stakeholders directly involved in the Prize, i.e. the MMDAs, ministries, judges and verification agent, as well as the Prize Team for overall background on the Prize. We also spoke with key stakeholders from WSUP to support the VFM comparison between SSD and SC4G. Based on feedback from the Prize Team on the initial evaluation findings, we undertook a second round of interviews to incorporate views of additional stakeholders external to the Prize.¹⁰⁴

Forty-three individuals from eight stakeholder groups were consulted via 37 interviews (see the narrative below and Table 19 for more details of who we spoke to): 28 of these were via telephone, six held face-to-face and three via Skype; and 34 interviews were conducted by the in-country evaluator and three by the lead evaluator. Despite engaging with many stakeholders within each stakeholder group, for most

¹⁰⁴ These additional interviews were with sanitation sector experts in Ghana and private sector and non-state actor representatives.

stakeholder groups the 'total population' is small. We spoke to all 17 MMDAs that participated in Stage 2 as well as two of the four non-participating MMDAs that pre-qualified based on their performance in Stage 1 but did not go on to participate in Stage 2. We also spoke to four representatives from three of the ministries involved in the Prize, the four judges involved in the 'live' judging round, the final verification agent and the Prize Team. In addition, we consulted three 'sanitation sector experts' not directly involved in the Prize and three private sector and non-state actor representatives involved in the BMGF-funded PS-NSA sister prize.

The lead evaluator and in-country evaluator worked closely together to ensure successful completion of the primary data collection within the two short data collection windows. Data collection started with the two participating MMDAs that had already left the competition. These two MMDAs were interviewed on 22 and 23 July 2019, ahead of the award ceremony to test the interview questions and process. The main data collection period was 26 July 2019–15 August 2019, with the majority of interviews completed during the initial two-week period. The subsequent data collection period was 28 October–6 November 2019.

All stakeholder groups were reached as planned with 100% response rate from all but one group. The exception was with the ministries, where one stakeholder was not available for interview. This was in part due to the evaluation team not receiving the relevant ministry contact details until a few days before data collection was due to end. The interviewer contacted the target respondent via telephone phone call and SMS and also visited their office to find they were travelling externally.

All interviews were recorded and transcribed for coding; five transcriptions were validated by interviewees. The other transcripts were not validated due to a combination of: lack of sending/response; incorrect email addresses; and lack of time to follow up due to the intensive interview schedule. The average length of interviews conducted with the non-Prize Team stakeholder groups was 42 minutes (slightly more for participating/leaving MMDAs, judges, the verification agent and the external stakeholder groups, less for non-participating MMDAs and ministries). Interviews with the Prize Team were more in-depth as planned (80, 90 and 150 minutes)

Data analysis

We coded the data according to pre-defined codes related to the programme evaluation questions (PEQs) and sub-evaluation questions (SEQs), as well as coding by background information on the Prize, internal and external context and lessons/reflections. The primary dataset is made up of 1,114 pieces of coded data, 472 of which were in relation to PEQ1. Some data were double coded and so these numbers do not represent discrete pieces of data.

We then used qualitative analysis methods to triangulate between sources and draw out findings. After a first round of data analysis, we presented emerging findings back to the Prize Team in a validation workshop (September 2019). We used this to build on and finalise the analysis and produce a final set of findings, including integrating the data from the additional stakeholder interviews undertaken. We then shared a near-final draft of the report with both the Prize Team and the I2I programme manager for their feedback and final validation, before DFID's review of the final report.

Table 19: Interview sample size

Stakeholder	Sample frame	Target sample	Target interviews	# stakeholders consulted	# interviews conducted	Notes, including reasons for any differences
Finalist MMDAs that went through to judging	15	15	15	15	15	All 15 participating MMDAs were consulted. Interviewees at 11 of these were core technical staff. Interviewees at 2 were core management staff. Interviewees at 2 were chief executives
Participating MMDAs that left before judging	2	2	2	2	2	All 2 leaving MMDAs were consulted. Interviewees at both were core technical staff
Non-participating MMDAs that were invited to participate	4	2	2	2	2	2 of the 4 non-participating MMDAs that were initially eligible to participate were consulted as planned (selected based on availability of correct contact details – both core technical staff)
Ministries involved in Stage 2	5	5	5	4	4	All were members of the SC4G advisory committee: 1 from Ministry of Finance; 2 from MSWR; 1 from National Development Planning Committee (NDPC). Representative from Local Government Service Secretariat was not available
Live judges	4	4	4	4	4	All 4 live judges were consulted as planned. 2 of these were also involved in the online judging round
Sanitation sector experts	4	3	3	3	3	3 sanitation sector experts consulted in additional interviews
Private sector and non-state actors	15	3	3	3	3	3 representatives involved in the private sector and non-state actor sister prize consulted in additional interviews
In-country prize team	5	5	3	5	2	5 key members of the in-country prize team were consulted as planned (interview with lead and group interview with 4 others)
UK-based prize team	3	3	1	3	1	All 3 key members of the UK-based prize team were consulted as planned in a group interview
Verification agent	5	2	1	2	1	2 international members involved in in-country verification visits. Between them they visited all 15 MMDAs
Totals	62	44	39	43	37	

4. Limitations and biases

We have identified a set of limitations and biases to the evaluation that should be considered when engaging with the evaluation findings. For each, we have made efforts to reduce the impact on the evaluation findings. Table 20 sets out the evaluation's limitations and biases, along with implications and mitigation actions taken.

Table 20: Limitations and biases of the evaluation

Limitation and/or bias	Implication and mitigation
A small population and sample size mean there is potential bias towards an internal perspective of the Prize	Though there is good coverage of the stakeholder groups prioritised by the evaluation (with only one non-respondent), the evaluation team spoke to more stakeholders directly involved in the Prize than those one or more steps removed. To reduce bias towards internal stakeholders, who have more of a stake in the evaluation results, the evaluation sought additional feedback from private sector and non-state actors, including those that partnered with participating MMDAs, and also a broader external perspective from sectoral experts beyond the live judges. In addition, the analysis has been driven by the views of those external stakeholders with insight into the contribution of the Prize (MMDAs, MMDA partners and ministries), with the Prize Team for example only considered as 'one voice'. ¹⁰⁵
It was beyond the evaluation's remit to directly evaluate the results of the individual MMDAs – and yet their performance determines the overall success of the Prize. The evaluation uses the judges' scores and comments and the verification agent's findings as a proxy data source to understand the key information and issues on an MMDA-by-MMDA basis. However, there are some limitations with the judging data available, and the verification exercise did not directly consider the <i>quality</i> of MMDA interventions	<p>We have used a combination of secondary data (e.g. reports submitted by each MMDA, judges' scores and comments and the independent verification agent's view of the reliability of data) and primary data (interviews with stakeholders with differing perspectives – MMDAs themselves, judges, MMDA private sector and non-state actor partners, ministry representatives and members of the Prize Team) to triangulate and provide a fuller picture of MMDAs' progress on the ground. While there was insufficient resource and time to review all 15 MMDA submissions in detail, we have referred to specific sections of each MMDA's submission as needed.</p> <p>As did the Prize's judges, the evaluation relies on the final verification agent's first-hand view of whether MMDAs did/achieved what they said they did in their final reports. It is important to note that it was beyond the verification agent's remit to comment on the quality of MMDA interventions and so this is a potential gap in the Prize's data.</p>
There are some limitations with the judging data available	Only online judging scores/comments were available and referred to by the evaluation (and not live judging). However, the online judging scores are based on feedback from 15 judges (including two of the live judges) and are deemed to be a sufficient proxy as the overall highest average scores by MMDA correlate with those awarded main prizes.

¹⁰⁵ The three interviews with eight members of the Prize Team have been combined and used as one data source.

Limitation and/or bias	Implication and mitigation
	<p>Averaging the judging scores across the 15 finalist MMDAs per judging criterion provides little insight as the mean tends to be around three or 'satisfactory'. We have averaged judging scores by MMDA for each judging criterion as a more useful data source, for example to inform the VFM assessments. We also developed the 'ranges' for what counted as each of the five judging ratings (1–5) by referring to judges' comments and original scores to ensure these represented the original individual assessments.</p>
<p>The 15 finalist MMDA reports, which form a key reference for this evaluation, both directly and indirectly, vary in their quality and completeness. They also do not include figures for beneficiaries reached or financing leveraged that use comparable methodologies</p>	<p>Based on a review of both online judges' comments and the final verification agent findings, there are a number of limitations in the dataset provided by MMDAs. This evaluation has therefore considered the verification agent's findings on the reliability and validity of MMDA data to inform the strength of evidence for specific evaluation findings.</p> <p>In addition, MMDAs were not required to report on the number of beneficiaries directly or indirectly benefiting from activities under the Prize. This was due in part to a change in donor and therefore I2I programme reporting priorities during the Prize's lifetime. We have been able to use a combination of MMDA-provided and publicly available figures as a proxy and include this within the report's main narrative (we have not included the figures within the VFM assessments themselves as they are not comparable or verifiable).</p> <p>MMDAs were not required to report on the amount of investment leveraged, for example from private sector partners, and, though they were all required to report on the budget allocated and spent under the Prize, specific guidelines were not provided on what to and not to include. Again, we have used MMDA-provided figures as a proxy and include this within the report's main narrative, but we have not included the figures within the VFM assessments themselves as they are not comparable and have not been verified.</p>
<p>The running of the Private Sector and Non-State Actor (PS-NSA) prize in parallel with the SC4G Prize, which had crossovers in both stakeholders and aims, limits our understanding of the specific contribution of the SC4G Prize to results and changes seen</p>	<p>While the PS-NSA was run as a separate prize process, it had the same in-country implementing agent (IRC) and 'piggybacked' on some of SC4G's processes and events; for example, PS-NSA judges used the SC4G verification reports where possible and awarded at the same final award ceremony. The prize does not have its own evaluation for us to draw on.</p> <p>We have tried to differentiate between the effects of the two prize processes where possible. For example, in stakeholder interviews, interviewees were told upfront as part of the introduction that the scope of the consultation was in relation to the SC4G Prize and not PS-NSA. Interviews with participants in the PS-NSA prize sought to directly understand the PS-NSA prize's effect on the results seen in SC4G. In our review of Prize documentation, we looked for evidence of MMDA partnerships both within and outside the PS-</p>

Limitation and/or bias	Implication and mitigation
	NSA prize and have made this distinction when reporting the number of partnerships created under SC4G.
<p>The methodology for both the internal and external VFM assessments provides a relatively subjective and narrow view of the VFM of SC4G. For example, in the external VFM assessment, we compare SC4G against one other purposively selected project. This does not, therefore, provide a reliable benchmark, but rather a proxy to help us interpret our findings. However, taken together, and within the context of the broader evaluation findings, the assessments provide an insight into the VFM of the Prize</p>	<p>The external assessment rewards quantity and breadth, with less consideration for quality and depth. It also has a potential bias towards SC4G due to the assessment criteria being built around those elements common to both projects that align with the Prize's core objectives, and due to our having more information on the performance/results of SC4G compared with the comparator SSD. We have mitigated these limitations and biases as far as practicable, for example by only including those sub-criteria and indicators for which we have sufficient information for both projects. We also highlight these caveats alongside the narrative in the main report.</p> <p>In the internal assessment, judging the performance and results of the 15 finalist MMDAs as a group masks the successes and shortfalls of a small subset of MMDAs. While the VFM assessment considers the 15 finalist MMDAs as a group, this difference in results across MMDAs is also noted for certain sub-criteria.</p> <p>For both assessments, the lead evaluator's analysis has been fully reviewed and interrogated by a co-evaluator to ensure fair ratings that reflect the evidence available.</p> <p>The detailed VFM assessments in Annexes 9 and 10 provide a headline set of limitations specific to each assessment.</p>
<p>There is limited scope to situate the evaluation's findings within the broader policy environment for sanitation in Ghana. The timing of the evaluation (immediately after the prize award) further limits what the evaluation can say about sustainability of any effects of the Prize on the policy environment</p>	<p>It was beyond this evaluation's remit and scope (as per other I2I prize evaluations) to consult documentation external to the Prize, though we did this to a limited extent based on documentation provided by the Prize Team. This, along with the immediate timing of the evaluation after the Prize awarded, means we can only consider the likelihood of sustainability of the Prize's effects and results.</p> <p>We have considered the broader policy situation as reported by Prize stakeholders (mainly MMDAs, ministries and the Prize Team). The additional interviews with both PS-NSA prize stakeholders and sanitation sector experts focused on further understanding changes in the policy environment for sanitation and LWM and broader changes in sanitation service delivery during the Prize's lifetime, as well as the likelihood that these changes will be sustained beyond the Prize.</p>

5. Main changes to evaluation design

In preparation for the evaluation, the SC4G Stage 2 ToC was finalised with the Prize Team, the evaluation questions adjusted accordingly and the sampling for primary data collection tied down. This section outlines the main changes to each of these aspects and the rationale behind the changes. The evaluation team shared a similar summary with our focal point in the Prize Team, and with the funder DFID, towards the start of the evaluation process in July 2019.

Theory of change

The ToC was updated by the lead evaluator's predecessor based on a workshop held with representatives of the Prize Team in November 2018 and subsequent discussions with the Prize Team in June/July 2019. The ToC looks different to previous versions, but is still based around the overall programme impacts and outcomes articulated in the original ToC – though these have been adjusted in some cases. For example, the awards ceremony is no longer an outcome in itself, but an indicator that the desired programme outcome (MMDAs making progress on implementing their LWM strategies) has been achieved. The key changes are as follows:

- The ToC only covers Stage 2 – it treats the development of LWM strategies in Stage 1 (and the accompanying award ceremony) as an input into Stage 2 of the Prize.
- The ToC no longer follows a linear pathway with specific outputs leading to outcomes in an 'if-then' relationship. We have tried to capture that multiple prize activities will lead to outputs and outcomes, but that (at this stage) it is not possible to delineate the contribution they have made. This is based on discussion in the November 2018 workshop, and the acceptance that the structure of the previous ToC did not reflect the reality of how the Prize process led to change.
- The assumptions were updated to make sure that these fully capture the external factors which are beyond the immediate control of the Prize Team.
- We also tried to capture the complexity of some of the feedback loops which seemed to be present in the Prize, particularly in relation to the main prize effect, altering the policy environment.
 - The updated ToC is available in Annex 4.

Evaluation questions

We used the updated ToC to guide the final evaluation questions. These have been revised at both PEQ level (to align with the established framework of other I2I prize evaluations) and at SEQ level. The SEQs were reduced from the long list originally proposed to simplify and streamline these, moving from four to five SEQs per PEQ to one or two. Being a 'rapid' evaluation, the aim was to focus on the evaluation's priority enquiries. The final questions used in this evaluation are outlined in Table 21.¹⁰⁶

¹⁰⁶ This is the same as Table 4 in the main report.

Table 21: Evaluation questions at programme and prize level

Programme evaluation questions	Sub-evaluation questions
Overarching question: Did the Prize achieve what it set out to achieve?	Overview question: To what extent did the Prize drive MMDAs to make progress in implementing LWM strategies through innovative approaches, and improve LWM in urban settings, particularly for the poor, compared to their assessment of the initial situation? ¹⁰⁷
PEQ1: How effective has the Prize been at catalysing innovation on the focus problem?	SEQ1.1: To what extent has the policy environment for LWM in urban settings in Ghana been altered as a result of the Prize process? ¹⁰⁸ SEQ1.2: How has the Prize improved the commitment and capacity of MMDAs to implement LWM strategies through innovative approaches? ¹⁰⁹
PEQ2: To what extent has the effect of the Prize been sustained beyond the point of award?	SEQ2: What is the likelihood that (i) improved LWM and (ii) the changes in policy environment for LWM will be sustained beyond the Prize?
PEQ3: Does the Prize offer VFM when compared to alternative funding modalities?	SEQ3.1: What is the VFM of the SC4G as compared to its original expectations? SEQ3.2: What is the VFM of the SC4G compared to a project with comparable objectives funded through a non-prize funding modality?
PEQ4: Were there any unintended consequences of the Prize and did they outweigh the benefits?	SEQ4: Which positive or negative unintended consequences has the Prize stimulated? Did the negative consequences outweigh the benefits of the Prize for (i) MMDAs and (ii) beneficiaries of LWM?
PEQ5: Is solver support necessary for prizes to be successful?	SEQ5.1: How did solver support activities delivered by the Prize reduce barriers to improve the ability of MMDAs to participate in Stage 2 and implement their LWM strategies? SEQ5.2: What additional solver support activities could have reduced barriers to improve the ability of MMDAs to participate in Stage 2 and implement LWM strategies?

Sampling

The sampling for the evaluation was updated to cover the most relevant stakeholder groups according to the ToC, and to have more realistic target numbers given the data collection timeframe (2.5 weeks) and evaluation resources available. The sample frame was subsequently broadened to include all but one of the original target stakeholder groups, though resources constrained the overall number of stakeholders we could speak to in the additional stakeholder groups.

¹⁰⁷ This relates to outcome 1 of the ToC.

¹⁰⁸ This is the main intended prize effect of the Prize.

¹⁰⁹ This combines outputs 1 and 2 of the ToC.

Rather than the 60+ interviews originally planned, the evaluation team aimed to interview 44 people (and ultimately interviewed 43 people) covering all the original target stakeholder groups except those MMDAs not eligible to participate in Stage 2. This group was not prioritised as it was felt they would have the least informed insight to provide on the Prize's contribution to change. A reduced number of private sector and non-state actor representatives and sector experts were consulted.

The updated sample frame is available in Section 3 of this annex and the related evaluation limitations are set out in Section 4 of this annex.

Annex 6: Selection and key features of the VFM comparator project

Selection of the VFM comparator

In our search for an appropriate reference point for establishing the relative VFM of the Prize compared with a similar project with a non-prize funding modality, the evaluation team considered the suitability of four potential comparator programmes. This was based on suggestions from DFID, the Prize's funder, and the evaluation team's own suggestions.

We were not expecting to find a perfectly comparable project that was similar to SC4G across every aspect apart from the funding modality. We were therefore pragmatic and considered initiatives with similar aims at the headline level, i.e. those projects implemented in urban areas of Ghana that aimed to improve sanitation (LWM or equivalent) and benefit poor and vulnerable people with improved sanitation services.

We also sought to meet a set of 'nice to have' comparable factors: projects that aimed to create an improved enabling environment for urban sanitation programming and/or aimed to establish new models or technologies and/or aimed to build government capacity, working with or implementing through service authorities, and covering the entire sanitation value chain. We conducted a rapid review of the four potential comparator programmes based on publicly available information and contacted representatives at those that appeared to be the 'best fit'.

One of the implementing agencies, WSUP, was particularly open to working with us, to identify a specific initiative within their sanitation portfolio in Ghana that was most directly comparable to SC4G. A key consideration was minimising linkages between the selected comparator project and the Prize, given that several of WSUP's initiatives involved working with one of the MMDAs competing under the Prize, Kumasi Metropolitan Assembly (KMA).

In the Ghana component of the USAID-funded Sanitation Service Delivery (SSD) programme, we found a comparator project that met all of the essential and nice-to-have criteria, as well as one we had not specified – the aim of linking public and private sector organisations. The cross-project linkages were minimised as development of the compound sanitation strategy under SSD preceded SC4G and the project also had other components that did not form part of KMA's strategy under SC4G.

WSUP sought the necessary permissions from the lead agency for the SSD programme, PSI, and its funder USAID, before working with the evaluation team to identify the main areas of comparison between SSD and SC4G and to share the necessary data.

Key features of the comparator in relation to the Prize

Table 22 presents the comparable factors that are common to the two projects and the key points of difference between SSD and SC4G, including project-specific information. While there was a significant level of comparability in the scope, aims/objectives and strategy/approaches of the two projects, SSD and SC4G were characterised by very different implementation and monitoring and evaluation (M&E) activities. This does not affect the suitability of SSD as a comparator project as it is more important that the aim and focus of both projects are aligned, rather than their specific activities. We constructed the external VFM framework (i.e. the sub-criteria) to focus on the main areas of comparability as set out in the first column of Table 22.

The main points of difference were that SSD was a market-focused initiative and it provided more direct technical assistance to both public and private sector stakeholders. In other words, it took a more 'traditional' development project approach to supporting its stakeholders and beneficiaries. This furthers its suitability as a comparator to understand the comparative value of a prize funding modality. The SSD project's scope included household sanitation, sanitation businesses, work in certifying vacuum truck

operators, sanitation financing, sanitation legislation, sanitation marketing and assessment of faecal sludge reuse options.

Table 22: Comparable factors and points of difference between SSD and SC4G

Element	Comparable factors that are common to the two projects	Points of difference/project-specific information	
		SSD	SC4G (Stage 2)
Key project information – including scope	<ul style="list-style-type: none"> Implemented in urban areas of Ghana Multi-year projects with some overlap in calendar years (i.e. in the same operating context) Build on previous/ongoing interventions. SSD builds on WSUP pilots (community/pay-for-use model and compound sanitation strategy, improvement of enabling environment for sanitation). SC4G builds on MMDAs' strategy development in Stage 1 	<ul style="list-style-type: none"> Grant-funded (USAID) (key factor to enable comparison) 5-year project October 2014–September 2019 Regional scope: Ghana, Benin and Côte d'Ivoire (the comparison focuses on Ghana only) Ghana scope: 2 MMDAs, Ga West Municipal Assembly (GWMA) and KMA 400,000 target beneficiaries (Ghana only) 	<ul style="list-style-type: none"> Innovation prize (DFID) 3-year project June 2016–July 2019 National scope: Ghana only Broader reach: 17 MMDAs across Ghana 750,000 target (direct) beneficiaries
Aims/objectives	<ul style="list-style-type: none"> To improve sanitation service delivery and outcomes. SSD uses faecal sludge management (FSM) terminology. SC4G refers to LWM, which includes faecal sludge and excreta 	<ul style="list-style-type: none"> Focused on increased use, of improved sanitation and of safe disposal and reuse of faecal waste (including more accessible financing) Focused on 'scaling-up' (in years 4 and 5) – aims to disseminate learning on market-based 	<ul style="list-style-type: none"> Aimed to "stimulate the development and implementation of innovative approaches to urban sanitation and deliver city-wide tangible improvements"¹¹⁰

¹¹⁰ SC4G stage 2 design document, 2016.

Element	Comparable factors that are common to the two projects	Points of difference/project-specific information	
		SSD	SC4G (Stage 2)
	<ul style="list-style-type: none"> To benefit poor and vulnerable people with improved sanitation services To create an improved enabling environment at city and national levels for urban sanitation provision To catalyse change in the sanitation sector in Ghana 	<p>approaches and feasible urban FSM solutions across the region</p> <ul style="list-style-type: none"> Sought for policy change to be more market friendly Overall vision: a thriving and sustainable sanitation marketplace in West Africa 	<ul style="list-style-type: none"> Overall vision: to “transform and significantly improve sanitation service delivery”; “sustainable sanitation services are available and affordable for everyone”¹¹¹ Aimed to extend reach to non-participating MMDAs in Ghana and other country governments <i>ex post</i> – as a result of sharing of results/learning/innovations
Strategy/ approach	<ul style="list-style-type: none"> Working with service authorities Incentivising/motivating the public sector to increase their commitment and priority given to improving sanitation and FSM/LWM Building government capacity for sanitation service delivery Strengthening linkages/partnerships between the public and private sector to 	<ul style="list-style-type: none"> WSUP supported public and private sector stakeholders to carry out sanitation activities Also worked with private sector and aims to build private sector capacity Included a focus on changing regulatory environments and on financing mechanisms (to enable consumers to purchase toilets) 	<ul style="list-style-type: none"> MMDAs and MSWR¹¹³ have been the main implementing agent Closed competition for monetary and non-monetary prize awards – prizes awarded to MMDAs for having made the best efforts and achieved best results in implementing their LWM

¹¹¹ SC4G stage 2 design document, 2016.

¹¹³ Originally launched as Ministry of Local Government and Rural Development (MLGRD) prize.

Element	Comparable factors that are common to the two projects	Points of difference/project-specific information	
		SSD	SC4G (Stage 2)
	<p>provide sanitation services and enabling private sector financing for sanitation service delivery</p> <ul style="list-style-type: none"> ▪ Innovating with new sanitation models/technologies ▪ Focusing on sustainable sanitation solutions and covering the sanitation value chain 	<p>and entrepreneurs to build them)</p> <ul style="list-style-type: none"> ▪ Conceptualised FSM as spanning two distinct value chains¹¹² ▪ Innovation focused on new sanitation products/services, new business models for toilet construction and FSM and new regulation enforcement models ▪ Market focused: strengthens sanitation market systems (using compound sanitation and landlord/pay-for-use models) 	<p>strategies developed under Stage 1</p> <ul style="list-style-type: none"> ▪ MMDAs have been implementing LWM strategies that seek to: eliminate open defecation; increase access to basic and hygienic sanitation at home/work/in public buildings; improve faecal sludge and wastewater management (pit emptying, transport, safe disposal, treatment and reuse); progressively reduce the sanitation services gap between the rich and poor ▪ Is linked to a sister innovation prize that focuses on private sector: Private Sector and Non-State Actor (PS-NSA) prize, funded by the Bill and Melinda Gates Foundation (BMGF)

¹¹² The first is the value derived by the toilet user: Hygienic removal of faecal sludge that is low cost and convenient is the final important link of the toilet value chain. Once the sludge is removed, a new value chain commences that must respect community and environmental safety while finding or raising the value of the processed sludge.

Element	Comparable factors that are common to the two projects	Points of difference/project-specific information	
		SSD	SC4G (Stage 2)
			<ul style="list-style-type: none"> Also encourages MMDA partnerships with civil society, academia, NGOs and innovators
Activities	<ul style="list-style-type: none"> Provision of technical assistance to MMDAs to support sanitation strategy implementation Promotion and facilitation of cross-sector 'best practices' and learning through sharing of experiences and challenges 	<ul style="list-style-type: none"> Went further in providing 'technical leadership' and direct training to MMDAs to support them in both strategy development and implementation, as well as enforcement of regulations and improved revenue collection/allocation Had an explicit advocacy component with MMDAs (including for women's inclusion) Annual awards given to best public latrine block (private) operators Facilitated interactions (e.g. contractual agreements) between public and private sector Also provided technical assistance to private sector 	<ul style="list-style-type: none"> MMDAs received limited support and have been more self-sufficient (though some MMDAs may have used Stage 1 prize money to pay for technical assistance in Stage 2, i.e. indirect technical assistance) Prize process concluded with final report submission, independent verification, judging and prize award ceremony Summary of MMDA activities: constructing public/school/household toilets; constructing sewerages/biogas plants/waste water treatment plants; securing land for installation/construction; procuring/training cesspit

Element	Comparable factors that are common to the two projects	Points of difference/project-specific information	
		SSD	SC4G (Stage 2)
		<p>(small to medium size enterprises – SMEs) to buy and maintain public toilet blocks</p> <ul style="list-style-type: none"> ▪ Development and testing of new market-based sanitation business models ▪ Cross-sector learning is regional ▪ Implementation of Environmental Mitigation and Management Plan (EMMP) with public and private sector stakeholders 	<p>emptiers; awareness raising/sanitation clubs and hygiene promotion; training, registration, licensing and monitoring of service providers; updating ordinances, by-laws and penalties; establishing stakeholder platforms/strengthening stakeholder collaboration; establishing platforms for consumer complaints and comments¹¹⁴</p>
Stakeholders/beneficiaries	<ul style="list-style-type: none"> ▪ Main beneficiaries: the urban poor ▪ Main stakeholders: local government (MMDAs) and national government 	<ul style="list-style-type: none"> ▪ Market-based sanitation enterprises and microfinance institutions (MFIs) ▪ Civil society ▪ Particular focus on ensuring women's needs are incorporated throughout, as well as people with disabilities, older people and people living with HIV/AIDS 	<ul style="list-style-type: none"> ▪ MSWR (and to lesser extent other ministries, e.g. Ministry of Finance) ▪ MMDAs with a population of more than 15,000 that won a prize under Stage 1. Specifically, chief executives (CEs) and core management

¹¹⁴ Final verification methodology, based on MMDAs' planned activities.

Element	Comparable factors that are common to the two projects	Points of difference/project-specific information	
		SSD	SC4G (Stage 2)
		<ul style="list-style-type: none"> ▪ Stakeholders beyond Ghana: PSI and PATH as implementers; African Water Association (AfWA), Sustainable Sanitation Alliance (SuSanA) and West Africa Water Supply, Sanitation and Hygiene Project (WA-WASH) for information dissemination 	<ul style="list-style-type: none"> ▪ Judges – national and international sanitation experts ▪ IRC in-country and IMC Worldwide
M&E	<ul style="list-style-type: none"> ▪ N/A 	<ul style="list-style-type: none"> ▪ Monitoring was frequent (monthly/annually) and an integral part of the project's design, using national Health Management Information Systems (HMIS) ▪ Monitoring went down to consumer level, i.e. whether communities were using the facilities installed and whether SMEs were accessing financial support, use of satisfaction surveys ▪ Includes annual monitoring of environmental indicators ▪ Details of evaluations unknown 	<ul style="list-style-type: none"> ▪ Monitoring by IRC and MSWR (and IMC as I2I programme manager) ▪ Independent verification visit to all MMDAs ▪ Independent final evaluation

Annex 7: Stakeholder interview schedule

Eight different interview schedules were used, which were tailored to the eight stakeholder groups interviewed, with a degree of overlap across these.¹¹⁵ Each interview schedule was made up of five to six headline questions with sub-questions beneath these. They also included specific prompts for each sub-question for the interviewer to use as needed to guide and focus the semi-structured conversations. To give an idea of the types of questions asked, and the relative time spent on each (in parentheses), the interview schedule for participating MMDAs is presented below (not including the specific prompts).

In addition, those stakeholders with more of an overview of the MMDAs and the Prize as a whole (e.g. ministries, judges and the Prize Team) were asked for their reflections on the overall Prize. This included their reactions to the award decisions, their reflections on the main achievements of the Prize and the level of engagement of MMDAs, and how they thought the Prize could have improved its results.

Participating MMDA interview schedule (redacted)

1. What has been your (and your MMDA's) involvement in the Sanitation Challenge for Ghana? (15%)
 - o Timeframe of involvement: e.g. Stage 1/all of Stage 2/part of Stage 2/both stages.
 - o Nature of involvement: What has this involved/how have you directly worked with the SC4G Prize?
 - o Reason for involvement: How and why did you/your MMDA first get involved with SC4G?
 - o Outcome of involvement: Did you win a prize under SC4G? If so, was this in Stage 1 or 2 or both, and was it monetary/honorary?
2. What progress was made in implementing your LWM strategy and improving LWM in urban settings? [headline summary only] (20%)
 - o What has changed compared to the original situation (at the start of Stage 2 in September 2016)?
 - o How does your MMDA plan to build on/sustain improvements in LWM?
 - o What challenges did you face in implementing your LWM strategy?
3. What difference has participation in SC4G made to your approach to LWM in urban settings? (35%)
 - o What did you do differently that you would not have done or been able to do without SC4G?
 - o What was your experience of support from SC4G during Stage 2?
 - o Have there been any unexpected consequences of participating in SC4G – anything that has happened because of your involvement in SC4G (for the MMDA and/or beneficiaries of LWM)?
 - o Reasons for continued involvement: Why did you stay involved in SC4G?
4. (i) How has the policy environment for LWM in urban settings changed during Stage 2 (since September 2016)? (ii) What difference has SC4G made? (25%)
 - o Changes both locally (at the district/metro/municipality level) and nationally?
 - o Has government focus on LWM in urban settings, particularly for the poor changed? How?
 - o Are there new policies, planning processes, guidelines? Has allocation of resources changed?
 - o What effect (if any) has SC4G had on each of these changes?
5. Is there anything else you would like to tell us about your LWM strategy or your involvement with the SC4G Prize? (5%)

¹¹⁵ The interview schedule for the sanitation sector experts was quite different, focusing on awareness of the Prize and changes in the policy environment and sanitation sector in Ghana.

Annex 8: Media coverage of SC4G

Table 23 provides a snapshot of the media coverage immediately following the Stage 2 award ceremony. This was collated by the I2I communications representative at programme manager, IMC and added to by the evaluator.

Table 23: Media coverage of the Stage 2 award ceremony

Date	Event/Article	Link	Source
25 July 2019	Articles on the Ghana News Agency website	http://www.ghananewsagency.org/social/kma-wins-400-000-grand-prize-in-sanitation-challenge-153622	Ghana News Agency website
24 July 2019	Article on Inter News Network website	https://www.internewsnetwork.com/kumasi-metro-wins-ultimate-prize-in-sanitation-challenge/	Inter News Network website
07 August 2019	Article in <i>EcoWatch</i> (newspaper)	Soft publication provided to the evaluation team. Headline: 'KMA wins £400,000 in sanitation challenge'	Environmental Print Media publication
25 July 2019	News item on the Sanitation Challenge for Ghana website	http://www.sanitationchallenge4ghana.org/	SC4G website
27 July 2019	News item on the Sanitation Challenge for Ghana website	www.sanitationchallenge4ghana.org/2019/07/29/nine-local-assemblies-awarded-cash-prizes-for-excellence-in-urban-liquid-waste-management-in-ghana/	SC4G website
27 July 2019	News item on the Sanitation Challenge for Ghana website	http://www.sanitationchallenge4ghana.org/2019/07/29/six-ghanaian-private-partners-win-cash-prizes-at-the-dignified-city-award-event/	SC4G website
24 July 2019	Article on Joy Online platform	https://www.myjoyonline.com/news/2019/July-24th/kma-wins-400k-sanitation-challenge.php	Multimedia (myjoyonline.com) publication
24 July 2019	News item on local television (UTV)	https://youtu.be/2Oa9TeAo5sc	UTV Production
26 July 2019	Article on GhanaWeb website	https://www.ghanaweb.com/GhanaHomePage/NewsArchive/KMA-wins-400-000-grand-prize-in-Sanitation-Challenge-766713	GhanaWeb

Date	Event/Article	Link	Source
26 July 2019	Article in DailyGuideNetwork	https://dailyguidenetwork.com/kma-wins-400000-sanitation-prize/	DailyGuideNetwork
26 July 2019	News item on GhanaWaves online radio	https://www.ghanawaves.com/kma-wins-400000-sanitation-prize/	GhanaWaves online radio
25 July 2019	News item on the Ghana News Agency website	https://www.ghanaiainews.com/2019/07/25/kma-wins-400000-grand-prize-in-sanitation-challenge/	Ghana News Agency website
26 July 2019	News item on 247AceMedia website	https://www.247acemedia.com/kma-wins-400000-sanitation-prize/	247AceMedia website
26 July 2019	News item on Kingdom FM online website	https://www.kingdomfmonline.com/2019/07/26/kma-wins-400000-sanitation-prize/	Kingdom FM online
26 July 2019	News item on Ghana MMA website	https://www.ghanamma.com/2019/07/26/kma-wins-400000-sanitation-prize/	Ghana MMA website
13 August 2019	Feature article on the Graphic Online website	https://www.graphic.com.gh/news/general-news/ghana-news-kma-s-400-000-prize-stirs-hope-in-sanitation-drive.html	Graphic Online website
25 July 2019	Article in the <i>Daily Graphic</i>	Scanned copy available. Headline: 'KMA awarded for implementing SCG programme'	<i>Daily Graphic</i> publication
25 July 2019	Article in the <i>Ghanaian Times</i>	Scanned copy available	<i>Ghanaian Times</i> publication
24 July 2019	News item on Metro TV	Online link not available	Metro TV Production
24 July 2019	News item on GBC Radio (Uniiq FM)	Online link not available	GBC Radio Production
25 July 2019	Article on GhanaWeb website	https://www.ghanaweb.com/GhanaHomePage/NewsArchive/Play-your-respective-roles-in-the-fight-against-insanitary-practices-President-766644?channel=D2#	GhanaWeb website

Annex 9: Internal VFM detailed assessment

This annex provides the detailed basis for the SC4G internal VFM assessment. The overall results of the VFM assessment are discussed in Section 8.1 of the main report.

Basis of the internal VFM assessment

The internal VFM analysis has been undertaken against the original expectations of the Prize in relation to the 4Es: Economy, Efficiency, Effectiveness and Equity. The evaluation team developed the sub-criteria, against which the Prize's VFM is assessed, for the purposes of this assessment, based on the original aims of the SC4G Dignified City Award.

The indicators are based on expectations available in prize and/or I2I programme documentation¹¹⁶ and, where necessary, implicit expectations of the Prize. Sources used to develop the expectations are provided in brackets throughout. It is worth noting that expectations changed during the prize process. This VFM assessment takes the Prize's latest expectations as its basis rather than the initial expectations. For example, it compares to the adjusted prize schedule, rather than the original schedule.

Internal VFM ratings

The assessment has used a rating scale developed by DFID,¹¹⁷ as follows:

- 1 = substantially did not meet expectations
- 2 = moderately did not meet expectations
- 3 = met expectations
- 4 = moderately exceeded expectations
- 5 = substantially exceeded expectations

On an indicator-by-indicator basis, we define the results related to each rating, i.e. what does it mean to substantially meet or not meet a particular expectation, and what is the difference between these expectations. For some indicators, only a maximum score of 3 or 4 is possible. In these cases, the relevant scale goes from 1–3 or 1–4, rather than 1–5 and a rationale is included to explain why.

Some of the ratings consider the broader set of 17 MMDAs that participated in Stage 2 of the Prize. Others consider the Prize results in relation to 15 finalist MMDAs only (i.e. only those that were considered in the judging).

As highlighted in the main report, the ratings for each of the criteria and sub-criteria are only indicative. **The accompanying narrative is key to understanding the true performance of the Prize.**

Evidence for the internal VFM assessment

Much of the evidence for the assessment has come from secondary data – from the document review and from financial data provided by the I2I programme manager, IMC. The assessment is supplemented by primary data to deepen the analysis and story of the Prize. The assessment includes an indication of the strength of evidence (SoE) for each sub-criterion rating. This is based on both the type/number of sources, as well as the verification agent's reports of MMDA data reliability. This is indicated using a RAG rating, where red = limited SoE, amber = moderate SoE, and green = strong SoE.

¹¹⁶ The expectations have been mainly drawn from the SC4G prize design document (2016) and the I2I annual report for period 2016.

¹¹⁷ i.e. as used by DFID:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/67344/HTN-Reviewing-Scoring-Projects.pdf

Limitations of the internal VFM assessment

There are three main limitations for the internal VFM assessment:

- **Limited evidence base for understanding the scale and nature of investment leveraged by the Prize:** New investment by participating MMDAs as a result of the Prize was not comprehensively captured or verified as part of MMDA submissions and prize monitoring. The VFM assessment compares reported SC4G expenditure by the 15 finalist MMDAs with their planned SC4G budgets. However, there are known limitations with these figures. These limitations are set out in footnotes in relation to the related sub-criterion under Efficiency and the SoE is indicated as limited. Due to the limited evidence base, the results against this sub-criterion are not included in the Prize's overall rating for Efficiency. The Efficiency section of the internal VFM assessment in the main report provides a further narrative around results achieved by the 15 finalist MMDAs.
- **Judging the performance and results of the 15 finalist MMDAs as a group masks the successes and shortfalls of a small subset of MMDAs:** In general, across most judging criteria, around two thirds of the finalist MMDAs were rated as 'satisfactory' in their performance. There was a subset of three to four MMDAs that tended to be rated above satisfactory and two to three that tended to be rated below satisfactory. While the VFM assessment considers the 15 finalist MMDAs as a group, this difference in results across MMDAs is also noted for certain sub-criteria.
- **There is insufficient data to calculate the number of beneficiaries reached by MMDAs' activities under the Prize:** Ideally, the VFM assessment would have included a sub-criterion related to Prize activities benefiting local communities and a calculation of the number of individuals or households who gained access to improved sanitation services. However, while programme documentation set out clear expectations for the number of direct and indirect beneficiaries that MMDAs' activities would reach, MMDAs were not required to include beneficiary numbers within their final report submissions.¹¹⁸ The Prize Team report that this was due to a change in reporting requirements at the programme level, which in turn were affected by a change in priority at the funder level. While there is insufficient evidence to include number of beneficiaries reached in the VFM rating, the Effectiveness section of the internal VFM assessment in the main report provides a narrative, based on the reported populations of the finalist MMDAs' project areas, where available.

¹¹⁸ The Prize expected to reach 750,000 direct beneficiaries and 4,966,039 indirect beneficiaries, totalling 5,716,039 beneficiaries (I2I annual report for period 2016).

Internal VFM criteria and overall assessment

The evaluation has defined each of the 'Es' using the Prize's theory of change. Table 24 below sets out the overall rating against each 'E'. These overall ratings should be read in conjunction with the detailed assessment presented in Table 25, as well as the accompanying narrative in the main report. They are built from the cumulative ratings for the sub-criteria in the detailed assessment. Note that we have adjusted the upper limits of the rating scales for Economy, Efficiency and Effectiveness to reflect the highest possible rating across the sub-criteria within these categories.

Table 24: Summary of the internal VFM of the SC4G Prize

What we want to know	Criteria	Rating*					SoE
Economy: Did the Prize cost what we expected it to cost?	The Prize was launched and ran respecting the original time schedule, and within the original budget	1	2	3	4	5	
Efficiency: Were prize inputs converted into the expected outputs?	The Prize increased MMDAs' capacity and commitment to implement LWM strategies ¹¹⁹	1	2	3	4	5	
Effectiveness: Did prize outputs convert to the expected outcomes?	The Prize stimulated MMDAs to make progress in LWM using innovative approaches ¹²⁰	1	2	3	4	5	
Equity: Were prize outcomes equitable for those intended?	Prize participants (MMDAs) had a particular focus on improving service delivery for the poor	1	2	3	4	5	

* 1 = substantially did not meet expectations; 2 = moderately did not meet expectations; 3 = met expectations; 4 = moderately exceeded expectations; 5 = substantially exceeded expectations. Dark grey shading denotes where a rating was not possible.

¹¹⁹ These are the two outputs in the Prize theory of change.

¹²⁰ This is the main outcome in the Prize theory of change (the other outcome was expected to happen post-Prize).

Internal VFM detailed assessment

Table 25 below provides the detailed assessment of the VFM of the SC4G Prize. Note that costs (under Economy) are for both Stage 1 and Stage 2 of the Prize. The other three 'Es' consider the results achieved under Stage 2 only.

Table 25: Internal VFM indicators and ratings for the SC4G Prize

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
The Stage 2 SC4G Prize (Dignified City Award) is launched, closed and awarded as planned	Launch: June 2016 ¹²¹	Date of Dignified City Award launch, submission deadline and award	<p>The Prize was launched as planned on 23 June 2016 (at the award ceremony of the Stage 1 Prize). An inception workshop then took place on 16 September 2016.</p> <p>MMDAs submitted their final reports as planned, by the deadline of 27 March 2019, with interim progress reports having been submitted a year earlier in April 2018.</p> <p>The Prize award ceremony took place a month later than planned, on 24 July 2019, immediately following two days of live judging. This slight delay was due to the Government of Ghana, which officially ran the Prize, requesting to hold the ceremony at the end of July. The verification of MMDAs’ final reports took place as planned in April and May 2019, and initial online judging slightly later than planned from 21 June to 7 July 2019.</p>	1 – The Prize is launched, closed and/or awarded significantly later/earlier than planned (i.e. more than one month)		
	Submission deadline: 25 March 2019			2 – The Prize is launched, closed and/or awarded moderately later/earlier than planned (i.e. up to one month)		
	Live judging and award ceremony: late June 2019			3 – The Prize is launched, closed and/or awarded to the timeline planned		
	(I2I annual report for period 2016 and SC4G evaluation methods note, 2016)			Ratings of 4 and 5 not possible for this indicator ¹²²		

¹²¹ Other expected key dates for the Prize were as follows: Inception workshop: September 2016; Progress report: 20 March 2018; Verification of final reports: April–May 2019; Online judging: early June 2019.

¹²² As a prize programme, the rating for this sub-criterion cannot exceed meeting expectations – if a schedule is changed this has implications for participants and so delivering earlier than intended would not be considered above expectations as it might be for other programmes.

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
			(Sources: I2I annual report for period 2016; SC4G website; SC4G award ceremony programme; stakeholder interviews)			
The Prize was implemented within budget [for Stages 1 and 2]	Prize budget: ¹²³ £921,674, which breaks down as £296,590 fees and £625,084 expenses <i>(Revised I2I programme budget January 2018¹²⁴)</i>	Total cost of implementation	<p>The cost of prize implementation (not including the prize purse) was £774,615, i.e. £147,059 (16%) below budget. In reality, the final underspend is slightly less due to not all costs being posted at the time of assessment.</p> <p>Stage 1 represented 13% of prize implementation costs and Stage 2 represented 87% of prize implementation costs. 45% (£350,083) of prize implementation costs were spent by the in-country implementing agent, IRC.</p> <p>This total expenditure breaks down as £141,580 fees and £633,035 expenses.¹²⁵</p> <p>Note that certain costs are not included in prize-level expenditure but rather within the overall I2I programme budget. This includes the time of the prize expert who worked across all prizes and some</p>		1 – The Prize was implemented significantly above budget (+>10%)	
					2 – The Prize was implemented moderately above budget (+ 5–10%)	
					3 – The Prize was implemented within budget (±5%)	

¹²³ Note this prize budget does not include the prize purse but does include the prize purse administrative fee. Including the prize purse brings the overall total budget for the SC4G Prize (stages 1 and 2) to £2,281,674.

¹²⁴ This is the latest revised budget for the SC4G Prize – the VFM assessment takes an adaptive approach in response to flexible budget management applied by the Prize Team.

¹²⁵ A further, more detailed breakdown of the Prize's costs in terms of both admin and delivery costs is provided within the external VFM assessment under Economy (see Annex 9).

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
			<p>admin costs of the programme manager, IMC (such as office and utility costs).</p> <p>It is also to be noted that an additional £86,225 was requested during the prize process as part of I2I's annual report to the funder at the start of 2017. This is not included directly in either the expected budget or the actual spend.¹²⁶</p> <p>IMC plan to re-allocate the Prize underspend to the Lake Victoria Challenge and other I2I initiatives.</p> <p><i>(Sources: Expenditure report provided by Prize Manager at IMC and related discussions)</i></p>		<p>4 – The Prize was implemented moderately below budget (- 5–10%)</p> <p>5 – The Prize was implemented significantly below budget (- >10%)</p>	
The prize purse allocated was the amount expected [for Stage 1 and Stage 2]	<p>Total prize purse: £1,360,000. This breaks down as: £75,000 in Stage 1 and £1,285,000 in Stage 2.</p> <p>Stage 2 prize money was to be allocated as</p>	Total prize purse awarded	<p>The total prize purse awarded was as planned: £1,360,000 in total, which breaks down as £75,000 awarded in Stage 1 and £1,285,000 awarded in Stage 2. Note that while the total prize amount awarded was as planned/expected, 3rd place in the DA category was not awarded. Instead four 'special prizes' were awarded.¹²⁷</p> <p>In Stage 1, £30,000 was awarded for 1st prize, £25,000 for 2nd prize and £20,000 for 3rd prize.</p>		1 – The total prizes awarded were significantly below the value expected (target - >10%)	
					2 – The total prizes awarded were moderately below the value expected (target - 5–10%)	
					3 – The total prizes awarded were the value expected (target ±5%)	

¹²⁶ This additional budget request breaks down as: £4,500 for management of the BMGF-funded sister prize; £32,250 to scope replication; £33,325 for capacity support to MMDAs; £16,150 for additional management costs related to extension to the Prize timeline (which was just a possibility at that stage).

¹²⁷ See further down the table for more details on the prizes awarded, and reasons for non-award – sub-criterion “The Prize awarded a prize to those MMDAs that made the most progress” under Efficiency.

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
	<p>follows: £400,000 for 1st prize MM category; £285,000 for 1st prize DA category; £600,000 to be distributed among other winners.</p> <p>Plus honorary awards of: £12,000 in Stage 1, and £54,000 in Stage 2 to be spent on inception and L&P workshops.</p> <p><i>(Revised I2I programme budget January 2018, SC4G prize design document, 2016)</i></p>		<p>In Stage 2: The 1st place prizes were awarded as planned: £400,000 was awarded for 1st prize in the Municipal and Metro (MM) category and £285,000 for 1st prize in the District Assembly (DA) category. The remaining £600,000 prize money was awarded as follows: £225,000 and £125,000 for 2nd and 3rd place in the MM category; £150,000 for 2nd place in the DA category; and £25,000 each for the four 'special prizes'.</p> <p>The individual prize amounts and the special prize categories were determined by the judges as part of the live judging process.</p> <p>The honorary awards specified in the original prize design document were spent on the inception and L&P workshops as planned, as well as conference attendance.</p> <p><i>(Sources: Stage 1 award event report; SC4G website; stakeholder interviews; expenditure discussion with the Prize Manager)</i></p>		Ratings of 4 and 5 not possible for this indicator ¹²⁸	
Efficiency: The Prize increased MMDAs' capacity and commitment to implement LWM strategies						
The Prize stimulated	17 MMDAs undertaking	Number of MMDAs	17 MMDAs actively participated in the Prize and undertook activities to implement their LWM		1 – Less than 15 MMDAs participate in the Prize/ demonstrate an increased focus on LWM	

¹²⁸ There was a set prize purse available for allocation, with no provision for additional prize money beyond this.

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
MMDAs to have an increased focus on LWM ¹²⁹	activities towards achieving award of Stage 2 (I2I annual report for period 2016)	participating in Stage 2 of the Prize (participation includes attending inception and L&P workshops, and submitting a progress report)	strategies. 16 of these went on to submit a final report at the end of the prize process. 21 MMDAs were eligible to participate in Stage 2. 17 of these met the minimum requirements to participate. Inception workshop (September 2016): 62 officials and partners from 16 of the 17 participating MMDAs attended this one-day meeting. First L&P workshop (July 2017): 58 representatives from all 17 participating MMDAs attended this two-day meeting. All 17 MMDAs presented on their strategy implementation. Monitoring visit (February and March 2017): 15 MMDAs were visited by the Prize Team (two could not be visited for security reasons). Baseline validation workshop (December 2017): attended by 53 representatives of the 17 MMDAs . Progress reports (April 2018): All 17 participating MMDAs submitted reports. Ten MMDAs submitted their reports on time; seven after the deadline. Second L&P workshop (July 2018): 57 representatives from all 17 participating MMDAs attended this two-day meeting. All 17 MMDAs presented on their strategy implementation.	2 – 15–16 MMDAs participate in the Prize/ demonstrate an increased focus on LWM		
				3 – 17 MMDAs participate in the Prize/ demonstrate an increased focus on LWM		
				4 – 18–19 MMDAs participate in Prize/ demonstrate an increased focus on LWM		
				5 – 20–21 MMDAs participate in the Prize/ demonstrate an increased focus on LWM		

¹²⁹ One of the Prize objectives was to motivate MMDAs to “take the leadership in ensuring that sustainable sanitation services are available and affordable for everyone living in urban areas”. (SC4G prize design document, 2016)

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
			<p>Monitoring visit (January 2019): all 17 MMDAs were visited by the Prize Team and MSWR.</p> <p>Judging and final award (July 2019): all 15 finalist MMDAs presented their progress to the live judges. 60 representatives from 15 finalist MMDAs and one non-finalist MMDA attended the award ceremony.</p> <p><i>(Sources: inception workshop report; July 2017 L&P workshop report; July 2018 L&P workshop report; March 2017 monitoring visit report; January 2019 monitoring visit report; validation workshop report; log of MMDA progress report submissions; final award ceremony report)</i></p>			
The Prize received eligible submissions from a set of MMDAs	15 MMDAs expected to submit final reports (17 provided good proof of political and financial commitment)	Number of eligible submissions for Stage 2	Of the 17 participating MMDAs in Stage 2, 15 MMDAs submitted final reports that were eligible for judging. One MMDA left the competition before submission. The other MMDA's submission was deemed not eligible by the Prize Team due to their not completing enough of the final report and the associated supporting documentation.	1 – 0–12 eligible submissions at end of Stage 2		
				2 – 13–14 eligible submissions at end of Stage 2		
				3 – 15 eligible submissions at end of Stage 2		
				4 – 16–17 eligible submissions at end of Stage 2		

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
	(I2I annual report for period 2016)		(Sources: online judging scores and comments; stakeholder interviews; inception workshop report)		Rating of 5 not possible for this indicator ¹³⁰	
The Prize awarded a prize to those MMDAs that made the most progress ¹³¹	Up to six main prizes were to be awarded (1st, 2nd and 3rd place in both the MM and DA categories) plus ‘a number of’ special awards for runners up in each group (SC4G prize design document, 2016 and Live	Number of prizes awarded for Stage 2 and reasons for award/non award	Nine MMDAs were awarded monetary prizes at the final award ceremony. Five of these were main prizes and four were special prizes. Three prizes were awarded for 1st, 2nd and 3rd place in the MM category. Two prizes were awarded for 1st and 2nd prize in the DA category. The live judges decided not to award 3rd place in this category as they did not consistently feel there was a DA worthy of winning this prize. Four ‘special prizes’ were awarded to three municipals and one DA for: strong community engagement; strong financial commitment; great demonstration of disability inclusion; and dedicated leadership	1 – Less than seven prizes are awarded due to lack of progress made/not being able to identify MMDAs eligible for a prize, of which three or fewer are main prizes ¹³²		
				2 – Seven to eight prizes are awarded due to lack of progress made/not being able to identify MMDAs eligible for a prize, of which four or fewer are main prizes		
				3 – Nine prizes are awarded, of which at least five are main prizes ¹³³		

¹³⁰ A rating of 5 is not possible for this sub-criterion. If the VFM framework had been set at the start of Stage 2 then the rating scale may have included 18–21 MMDAs as substantially exceeding expectations. However, the knowledge that only 17 met the minimum requirements results in the scale only going to 4.

¹³¹ Prizes were to be awarded to MMDAs for having made the best efforts and achieving the best results in terms of implementing their LWM strategies (SC4G prize design document, 2016).

¹³² The ratings for this sub-criterion are the total number of prizes awarded and the proportion of these that were 'main prizes'. The number of both main prizes and special prizes was left open within the Prize design – the main prize target figures were 'up to' rather than definite amounts.

¹³³ The definition of this 'met expectations' rating does not include six main prizes as awarding all six does not necessarily reflect value for money – the prize design documentation was clear in stating that 'up to six' main prizes would be awarded.

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
	<i>judging guidelines, 2019)</i>		commitment. These categories were not pre-defined; they were the areas the live judges thought the MMDAs who won special awards were particularly good at. They broadly align with three of the seven overarching judging criteria: community participation, sustainability and leadership commitment. <i>(Sources: SC4G website; stakeholder interviews)</i>		<div>4 – 10–11 prizes are awarded due to high level of progress made/ability to identify high potential across MMDAs, of which six are main prizes</div> <div>5 – 11+ prizes are awarded due to high level of progress made/ability to identify high potential across MMDAs, of which six are main prizes</div>	
The Prize stimulated new investment in LWM¹³⁴	Investment committed by 15 finalist MMDAs: £1,096,026 ¹³⁵	Total amount of financing leveraged by the Prize Team	A total of £703,913 known investment was stimulated by the Prize. The 15 finalist MMDAs reported spending £456,713 on implementation of their LWM strategies under the Prize.¹³⁶ This equates to 42% of the amount	1 – Less than £1,200,268 of new investment leveraged (target - >10%)		
				2 – £1,200,268–£1,266,948 of new investment leveraged (target - 5–10%)		

¹³⁴ Two of the Prize objectives were to motivate MMDAs to: mobilise external donor funding; and enable private sector financing, particularly for household sanitation and sanitation businesses. This is in the context that, as an inducement prize, the intended effect of the monetary awards was to “foster change, rather than to provide full financial compensation to applicants for their efforts [thus] applicants [were] expected to find sources of co-funding to implement their strategies” (SC4G prize design document, 2016).

¹³⁵ This figure is the sum of the ‘total budget for SC4G interventions’ provided by the 15 finalist MMDAs in their final reports: 7,241,220 GHS with the same exchange rate as applied by the comparator project in the external VFM assessment (1 Ghanaian cedi = 0.15 British pounds). It is significantly lower than the target figure that was included in the I2I Annual Report for Period 2016 (in part due to it capturing fewer MMDAs). The investment committed was to include: increased spending on sanitation service delivery in participating MMDAs, i.e. the amount of additional financing proposed and spent through the MMDAs’ LWM strategies.

¹³⁶ This is the cumulative figure of the individual figures provided by each of the 15 finalist MMDAs against the ‘total expenditure for SC4G’ in the financial spreadsheet template as part of their final report submission. The same exchange rate as for the expected figure has been applied (1 Ghanaian cedi = 0.15 British pounds). There are several limitations to this figure including that the figures are not verified and that: no expenditure figures were provided by one MMDA; anomaly figures were provided by another (these are not included in the calculation); many MMDAs provided a budget for 2019 but no expenditure in this period (or budget for the whole year but spend only for the time period undertaken); and for one MMDA the budget and spend figures were exactly the same.

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE	
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget							
	Additional funds expected for conducting a sister prize: £237,605 Total: £1,333,631 <i>(MMDA final report financial spreadsheets; I2I annual report for period 2016)</i>	and Prize participants	budgeted by these MMDAs. The source of this funding, including whether it was ‘new’ investment in LWM is unknown. The request to the BMGF for \$300,000 was approved as anticipated. This was to implement the PS-NSA sister prize. ¹³⁷ Beyond the sister prize, the financing leveraged by private sector and non-state actors is unknown. <i>(Sources: MMDA final report financial spreadsheets; I2I Annual Report for Period 2016)</i>		3 – £1,266,949–£1,400,313 of new investment leveraged (target ±5%) 4 – £1,400,314–£1,466,994 of new investment leveraged (target + 5–10%) 5 – More than £1,466,994 of new investment leveraged (target + >10%)		
Effectiveness: The Prize stimulated MMDAs to make progress in LWM using innovative approaches							
Prize participants used innovative approaches to improve sanitation service delivery ¹³⁸	MMDAs use innovative approaches: in service delivery, to benefit communities and improve environmental conditions	Evidence of innovative approaches being applied by MMDAs ¹³⁹	The degree of innovation by the 15 finalist MMDAs was judged overall as satisfactory. MMDAs were judged on the ‘degree of innovation’ shown in the implementation of their LWM strategies in terms of service delivery (including technical innovation); social innovation (benefiting the community); and environmental innovation (improving the environmental conditions within the MMDA).		1 – Overall degree of innovation by MMDAs judged as ‘poor’ 2 – Overall degree of innovation by MMDAs judged as ‘fair’ 3 – Overall degree of innovation by MMDAs judged as ‘satisfactory’		

¹³⁷ This equates to £247,200 using the exchange rate applied by the comparator project in the external VFM assessment (1 USD = 5.444 GHS).

¹³⁸ One of the Prize objectives was to motivate MMDAs to "use innovative approaches to transform and significantly improve sanitation service delivery". Innovation was to make up 15% of the judging criteria (SC4G design document, 2016).

¹³⁹ Innovation in the I2I programme is broadly conceived, including: the application of improved or new products, business or financing models, processes, technologies or services that are either "new to the world (novel), new to a region or business (imitative) or new to the field of endeavour (adaptive)" (SC4G design document, 2016).

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
	(SC4G prize design document, 2016, SC4G judging criteria, 2018)		<p>13 of the 15 MMDAs were rated by the judges as satisfactory or above for the degree of social innovation shown (three of which were rated good or excellent). 12 of the 15 MMDAs were rated as satisfactory or above for the degree of innovation in service delivery (four of which were rated good or excellent). The degree of environmental innovation was less strong, with nine of the 15 MMDAs rated as satisfactory or above (four of which were rated good or excellent).</p> <p>Five MMDAs were rated as more than satisfactory (i.e. good or excellent) for at least one of the three innovation criteria.</p> <p>(Sources: online judging scores and comments; 15 final verification reports)</p>		<p>4 – Overall degree of innovation by MMDAs judged as ‘good’</p> <p>5 – Overall degree of innovation by MMDAs judged as ‘excellent’</p>	
Prize participants created new partnerships to improve	<p>MMDAs partner with private sector and non-state actors to deliver their strategies</p> <p>(SC4G prize design document, 2016, SC4G judging criteria, 2018)</p>	Evidence of partnerships created by MMDAs	<p>The involvement of private sector and non-state actors by the 15 finalist MMDAs was judged overall as satisfactory.</p> <p>Private sector involvement was stronger than non-state actor involvement. 14 of the 15 MMDAs were rated by the judges as satisfactory and above for their involvement of private sector (four of which were good or excellent). 12 of the 15 MMDAs were rated satisfactory and above for their involvement of non-state actors (four of which were good or</p>		<p>1 – Overall involvement of private sector and non-state actors by MMDAs judged as ‘poor’</p> <p>2 – Overall involvement of private sector and non-state actors by MMDAs judged as ‘fair’</p> <p>3 – Overall involvement of private sector and non-state actors by MMDAs judged as ‘satisfactory’</p>	

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
sanitation service delivery ¹⁴⁰			excellent). Five different MMDAs in total were judged as more than satisfactory for their involvement of private sector and/or non-state actors. A total of 30 private partnerships/agreements were entered into during the Stage 2 timeframe by the 15 finalist MMDAs that submitted final reports. ¹⁴¹ (Sources: online judging scores and comments; 15 final verification reports; MMDA final report partnership spreadsheets; PS-NSA prize participants log)	4 – Overall involvement of private sector and non-state actors by MMDAs judged as ‘good’		
				5 – Overall involvement of private sector and non-state actors by MMDAs judged as ‘excellent’		
The Prize altered the policy environment for LWM (main intended prize effect) ¹⁴²	MMDAs prioritise the delivery of improved urban sanitation programmes	Evidence of positive change in planning/policy/resource allocation/ attitudes towards LWM	All 17 participating MMDAs demonstrated a positive change in their planning, policy, resource allocation and/or attitudes towards LWM. Though online judges were not specifically asked to comment on positive change achieved in relation to MMDAs’ policy environment, this was highlighted in	1 – Less than 13 MMDAs demonstrate a positive change in planning/policy/resource allocation/attitudes towards LWM		
				2 – 13–14 MMDAs demonstrate a positive change in planning/policy/resource allocation/attitudes towards LWM		

¹⁴⁰ Two of the Prize objectives were to motivate MMDAs to: “Create public–private partnerships with incentives for private entrepreneurs and businesses to provide sanitation services for the urban poor” and “Partner with civil society, academia, NGOs, and innovators to harmonise sanitation programme approaches and make more effective use of the collective human and financial resources at national level” (SC4G prize design document, 2016).

¹⁴¹ The number of private sector partnerships has been calculated based on the verifiable number of partnerships reported by the 15 finalist MMDAs, as well as the list of private partnerships considered by the PS-NSA sister prize. The latter includes one non-finalist MMDA. If this MMDA’s private sector partnership is included, this brings the total known new partnerships to 31.

¹⁴² One of the Prize objectives was to: prioritise the use of existing public funding – including internally generated funds, the District Assemblies Common Fund (DACF), District Development Facility (DDF) and Urban Development Grant (UDG). Another was to “make urban sanitation a political priority for Chief Executives and core management of the MMDAs” (SC4G prize design document, 2016).

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
	(SC4G prize design document, 2016)		<p>their overall comments for five finalist MMDAs.¹⁴³</p> <p>The verification agent highlighted positive changes in their verification reports for a further three finalist MMDAs.</p> <p>Representatives of 10 of the 17 participating MMDAs interviewed reported their MMDA had reviewed its sanitation by-laws (a non-participating MMDA also reported this). Representatives of eight of the 17 participating MMDAs reported their MMDA had improved its enforcement of sanitation by-laws. Representatives of 10 of the 17 participating MMDAs reported their MMDA had increased its budget allocation for LWM (including two leaving MMDAs).</p> <p>(Sources: online judging scores and comments; 15 final verification reports; stakeholder interviews)</p>		<p>3 – 15 MMDAs demonstrate a positive change in planning/policy/resource allocation/attitudes towards LWM¹⁴⁴</p> <p>4 – 16–17 MMDAs demonstrate a positive change in planning/policy/resource allocation/attitudes towards LWM</p> <p>Rating of 5 not possible for this indicator¹⁴⁵</p>	
Equity: The Prize participants (MMDAs) had a particular focus on improving sanitation service delivery for the poor						
Prize activities implemented by	MMDA LWM activities have a	Evidence of focus on the	The focus on the poor by the 15 finalist MMDAs was judged overall as satisfactory. 12 of the 15 finalist		1 – Overall focus on the poor by MMDAs judged as 'poor'	

¹⁴³ One MMDA was praised for their positive attitude to LWM/sanitation, another two for raising the profile of good sanitation. Improved resource allocation was mentioned for three MMDAs, improved policy/regulation and/or enforcement for three MMDAs, and improved level of priority for one MMDA.

¹⁴⁴ This equates to the number of MMDAs expected to make eligible submissions at the end of the Prize process.

¹⁴⁵ A rating of 5 is not possible for this sub-criterion. If the VFM framework had been set at the start of Stage 2 then the rating scale may have included 18–21 MMDAs as substantially exceeding expectations. However, the knowledge that only 17 met the minimum requirements results in the scale only going to 4.

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
MMDAs focus on the poor and vulnerable	particular focus on the poor <i>(SC4G prize design document)</i>	poor and vulnerable	MMDAs were rated by the judges as satisfactory and above, six of which were rated good or excellent. Representatives from 10 finalist MMDAs interviewed were able to talk about the progress they made in targeting the poor. <i>(Sources: online judging scores and comments; 15 final verification reports; stakeholder interviews)</i>		2 – Overall focus on the poor by MMDAs judged as ‘fair’	
					3 – Overall focus on the poor by MMDAs judged as ‘satisfactory’	
					4 – Overall focus on the poor by MMDAs judged as ‘good’	
					5 – Overall focus on the poor by MMDAs judged as ‘excellent’	
Prize participants engage the poor and vulnerable in their strategy implementation¹⁴⁶	MMDAs engage community members from poor neighbourhoods in their strategy implementation <i>(SC4G judging criteria, 2018)</i>	Evidence of engagement with the poor	The engagement of community members from poor neighbourhoods by the 15 finalist MMDAs was judged overall as satisfactory. 13 of the 15 finalist MMDAs were rated by the judges as satisfactory and above, five of which were rated good or excellent. Representatives from 12 of the 15 finalist MMDAs (as well as the two leaving MMDAs) outlined in their		1 – Overall engagement with the poor by MMDAs judged as ‘poor’	
					2 – Overall engagement with the poor by MMDAs judged as ‘fair’	
					3 – Overall engagement with the poor by MMDAs judged as ‘satisfactory’	

¹⁴⁶ One of the Prize objectives was to motivate MMDAs to “actively engage with urban neighbourhoods and households in solving sanitation challenges”. (SC4G prize design document, 2016) This manifests as ‘community participation’ in the judging criteria (online judging guidelines, 2019)

Sub-criteria	Expectation	Indicator	Evidence required	Evidence for assessment	Rating, including definition	SoE
Economy: The prize was launched and ran respecting the original time schedule, and within the original budget						
			interview how they had involved and sensitised, trained and/or educated communities. (Sources: online judging scores and comments; 15 final verification reports; stakeholder interviews)	4 – Overall engagement with the poor by MMDAs judged as ‘good’		
				5 – Overall engagement with the poor by MMDAs judged as ‘excellent’		
	MMDAs engage with youth, elderly persons (65 years and above), girls and people with disabilities (SC4G judging criteria, 2018)	Evidence of engagement with the vulnerable	The 15 finalist MMDAs’ engagement with youth, girls, the elderly and people with disabilities was judged overall as fair (between satisfactory and poor). 11 out of 15 MMDAs were rated satisfactory for their engagement with youth/girls/the elderly and people with disabilities – but only one of these was rated above satisfactory (i.e. good or excellent). Four MMDAs were rated as fair. Representatives from six MMDAs mentioned targeting the vulnerable in their interview. (Sources: online judging scores and comments; 15 final verification reports; stakeholder interviews)	1 – Overall engagement with vulnerable stakeholders by MMDAs judged as ‘poor’		
				2 – Overall engagement with vulnerable stakeholders by MMDAs judged as ‘fair’		
				3 – Overall engagement with vulnerable stakeholders by MMDAs judged as ‘satisfactory’		
				4 – Overall engagement with vulnerable stakeholders by MMDAs judged as ‘good’		
				5 – Overall engagement with vulnerable stakeholders by MMDAs judged as ‘excellent’		

Annex 10: External VFM detailed assessment

This annex provides the detailed basis for the SC4G external VFM assessment. The overall results of the VFM assessment are discussed in Section 8.2 of the main report.

Basis of the external VFM assessment

For the purposes of this assessment, the evaluation team selected the Ghana component of the USAID-funded Sanitation Service Delivery programme (SSD), implemented by Water & Sanitation for the Urban Poor (WSUP), as the comparator project (see Annex 6 for more details on the comparator selection process and criteria as well as the nature of the comparator project in relation to SC4G).

The external VFM analysis covers the 4Es as explored within the internal VFM assessment (Economy, Efficiency, Effectiveness and Equity), as well as considering the additional criterion of Cost-Effectiveness. SC4G's relative VFM is also assessed against broader funder considerations. Inputs to both projects are captured but not directly compared.

The evaluation team developed the sub-criteria, against which each project's VFM is assessed, for the purposes of this assessment, based on the main points of comparison with available data between Stage 2 of SC4G and SSD. As such, the assessment is opportunistic and not a comprehensive VFM assessment for either project. The evaluation team then developed indicators for both projects based on the data available. The indicators for the SSD programme were developed in collaboration with WSUP's Director for Ghana, who then provided evidence for the team's consideration against each. For the purposes of data analysis efficiency, the SC4G indicators align as far as possible to those of the internal VFM assessment.

External VFM ratings

The ratings for the external assessment are comparative – i.e. if both projects have similar results, they will both be rated the same (and up or down the scale to the extent this reflects expectations). If the results are subtly different, they will have a difference in rating of one; moderately different, they will have a difference in rating of two and extremely different they will have a difference in rating of three to four – the higher rating being assigned to the project that achieved better results. Table 26 below shows the comparative rating scale.

Table 26: Rating scale for the external VFM assessment

Comparative rating scale
1 – significantly worse result than comparator
2 – moderately worse result than comparator
3 – similar to comparator
4 – moderately better result than comparator
5 – significantly better result than comparator

As highlighted in the main report, the ratings for each of the criteria and sub-criteria are only indicative. **The accompanying narrative is key to understanding the true performance of the Prize in relation to the comparator project;** the narrative in the main report outlines some important caveats to the assessment.

Data limitations of the external VFM assessment

There are five main data limitations for the external VFM assessment, four of which relate to data availability, and the fifth to data quality and reliability:

- **Data provided by the comparator project SSD are not the final results as the project was due to close shortly after the VFM assessment, and the final report for the donor was not yet prepared:** the SSD programme closed at the end of September 2019 and a final report was not due to the funder, USAID, until the end of October 2019. The implementing agency, WSUP, has provided those data that were: (i) available at the point of the assessment (early September 2019) and (ii) held centrally at the headquarters level (due to the in-country team being busy with project closure activities).
- **Points for comparison for the two projects were limited under 'Economy' due to sensitivity of information:** There was an option to compare the projects on their average fee rates for all team members and specifically for project experts, or on their donor administration fees. However, this was deemed too sensitive for sharing between potential competitors or to be in the public domain.
- **Lack of information on sanitation outcomes in terms of numbers of beneficiaries reached (SC4G) and on the amount of investment leveraged (SSD) means that a comparison between the two projects on these considerations has not been possible:** Section 8.2 of the external VFM assessment in the main report provides a broader narrative on beneficiary numbers, based on proxy figures available for SC4G.
- **The two projects' data collection priorities and metrics are not aligned and so, in some cases, the best fit indicator and evidence has been used:** This means that for some indicators only qualitative data are available, or partial data based on what was captured and reported in project reporting.
- **The evidence base for both projects has limitations in terms of quality and reliability; it has not been possible to provide 'strength of evidence' ratings alongside the assessment:** For SC4G, the results have been explicitly judged by sector experts, based on results verified on the ground. However, this provides a broad perspective across the 15–17 MMDAs, and masks differences in achievement across this group. For SSD, evaluation data were not yet available and annual donor reports, which are based on project monitoring data, were the main data source.

External VFM criteria and overall assessment

Table 27 below provides a summary of the overall external VFM assessment.

Table 27: Summary of the VFM comparison between SSD and SC4G

Comparison point	Criteria	SSD rating*					SC4G rating*				
Economy: Getting the best value inputs	Inputs are of the appropriate quality and reasonable cost	1	2	3	4	5	1	2	3	4	5
Efficiency: Maximising the outputs for a given level of inputs	Efficiency in increasing government commitment and capacity for improving sanitation service delivery	1	2	3	4	5	1	2	3	4	5
Effectiveness: Ensuring that the outputs deliver the desired outcomes	Effectiveness in producing innovative approaches and creating an enabling environment for urban sanitation provision	1	2	3	4	5	1	2	3	4	5
Cost-effectiveness: Outcomes relative to inputs invested	Cost-effectiveness of the level of innovation and enabling environment for urban sanitation provision	1	2	3	4	5	1	2	3	4	5
Equity: Outcomes are equitable for those intended	Equity of sanitation service delivery solutions in engaging and supporting poor and vulnerable communities	1	2	3	4	5	1	2	3	4	5
Funder considerations	Likelihood of the project delivering against further funder considerations: potential for long-term sustainability and replication/scale-up, and avoiding negative environmental impacts	1	2	3	4	5	1	2	3	4	5

* 1 is the lowest rating and 5 is the highest rating, with evidence from each project considered in the context of the other as well as its own performance – as such a number of factors are often considered in determining the rating.

External VFM detailed assessment

Inputs to the projects

Table 28 below outlines the inputs to the two projects. For SC4G, the inputs cover both Stage 1 and Stage 2 of the Prize, on the basis that Stage 2 could not have happened without Stage 1. For SSD, the inputs cover up to and including the penultimate quarter of expenditure for the Ghana component of the project (due to the project not having completed at the point of data provision). The two projects' inputs are not directly compared but provide evidence to help determine the efficiency and cost-effectiveness of each. The inputs also give an insight into the implementation approach and activities of the two projects and how these differ.

Table 28: Inputs to the SSD and SC4G projects

Cost category	SSD indicator	SSD evidence	SC4G indicator	SC4G evidence
Costs to funder	Total project cost	<p>Total cost of the SSD project: £1,316,821. This figure is to the end of July 2019, i.e. it does not include the final two months of expenditure.</p> <p>Spend was mainly in Ghanaian cedi and GBP, with donor budgets in USD. Exchange rates varied throughout the project's lifetime (January 2015–September 2019). The comparator has applied the exchange rates for the three currencies at the time of data provision: \$1 = £0.824 = 5.444 GHS.¹⁴⁷ The substantial overlap of the two projects' timeframes mitigates any lack of precision from not taking into account the variability of exchange rates.</p>	Total project cost	<p>Total cost of the SC4G Prize: £2,134,615 (£1,955,830 of this was spent during Stage 2). This figure is to the end of July 2019, when a small amount of spend had not yet been posted.</p> <p>Note that certain costs are not included in prize-level expenditure but rather within the overall I2I programme budget.</p> <p>It is also worth noting that the 'true cost' of running the Prize is higher, as both participating MMDAs and ministries provided in-kind contributions; for example, by self-funding their attendance at Prize events.</p>

¹⁴⁷ OANDA website, 21 August 2019.

Cost category	SSD indicator	SSD evidence	SC4G indicator	SC4G evidence
Administrative costs	Administrative costs/total cost	<p>Total administrative costs of SSD were £452,044. This represents 34% of total costs to run the project.</p> <p>This breaks down as: £238,191 WSUP staff salaries; £73,808 fringe benefits (on costs for staff); £85,414 staff travel (international and in Ghana); and £47,159 office and utility costs.</p>	Administrative costs/total cost	<p>Total administrative costs of SC4G were £453,528. This represents 21% of total costs to run the Prize.</p> <p>This breaks down as: £141,580 staff salaries and fees; £60,030 staff travel expenses; £204,319 implementing agent costs not directly assigned to a specific Prize event or activity; and £47,600 prize purse financing fee.¹⁴⁸</p> <p>The figure does not include the time of the prize expert who worked across all I2I prizes and some administrative costs of the programme manager, IMC (such as office and utility costs and fringe benefits).</p>
Programme activity costs	Project activity costs/total cost	<p>Total programme activity costs of SSD were £864,777. This represents 66% of the total cost of the project.</p> <p>The programme activity costs break down as:</p> <ul style="list-style-type: none"> ▪ £38,573 for improving revenue collection systems and practices. ▪ £39,605 for capacity building to government and businesses (including training artisans on microfinance and compound sanitation. ▪ £91,632 for improving the operations of public latrine blocks. 	Project activity costs/total cost	<p>Total programme activity costs of SC4G were £1,681,087. This represents 79% of the total cost of the Prize. This does not include the cost of this evaluation or other evaluation and learning activity, which is part of the overall I2I programme budget.</p> <p>£1,360,000 of this was prize money awarded to winning MMDAs. The remaining £321,087 were delivery costs spent by the in-country implementing partner IRC and the programme manager IMC.</p> <p>The delivery costs break down as:</p> <ul style="list-style-type: none"> ▪ £13,000 prize launch;

¹⁴⁸ The prize purse financing fee is the 0.035% administrative fee charged by IMC to manage and disburse the prize money to winning MMDAs.

Cost category	SSD indicator	SSD evidence	SC4G indicator	SC4G evidence
		<ul style="list-style-type: none"> ▪ £262,426 for developing and scaling up an innovative sanitation business model. ▪ £253,387 for technical assistance to a municipality to develop and implement a sanitation strategy. ▪ £108,707 to promote compound latrine improvements via microfinance to landlords through marketing campaigns. ▪ £70,447 for research, monitoring and evaluation. 		<ul style="list-style-type: none"> ▪ £40,364 inception workshops; ▪ £29,400 L&P workshops; ▪ £20,000 monitoring visits; ▪ £63,573 baseline verification; ▪ £91,498 final verification; ▪ £7,500 judges' fees; ▪ £43,000 prize award ceremonies; ▪ £4,186 prize promotion; ▪ £2,659 prize platform; and ▪ £5,907 miscellaneous programme manager costs.

VFM ratings for the five 'Es'

Table 29 below provides the detailed assessment of the comparative VFM of the SC4G Prize in relation to the five 'Es'. Each project is rated 1–5 for each sub-criterion/indicator.

Table 29: Assessment for the five 'Es'

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
Economy – Getting the best value inputs						
Project delivered within budget	Actual spend vs original budget	<p>The cost of implementing SSD was £1,316,821,¹⁴⁹ which represents up to a potential 14% underspend against the original budget of £1,525,010 two months before the project's end.</p> <p>WSUP expects there to be a 3–5% underspend by the end of the project as a consequence of delays in some activities.</p>	3	Actual spend vs original budget	<p>The cost of implementing SC4G was £2,134,615, which represents a 16% underspend against the original budget of £2,281,674, though in reality the underspend is slightly less due to not all costs being posted at the time of assessment.</p> <p>The Prize purse was awarded as planned; the underspend was in relation to staff salaries and verification agent fees. This is largely due to the difficulty in predicting how much staff time would be needed to manage the Prize.</p> <p>IMC plan to re-allocate the Prize underspend to the Lake</p>	3

¹⁴⁹ This figure is for the Ghana component only of the 3-country regional SSD programme.

					Victoria Challenge and other I2I initiatives.	
Input costs qualified by cost and quality	Competitive process followed for purchase of inputs	WSUP have a stringent procurement procedure which must be adhered to for all expenditure; the procedure differs depending on the value of the contract. A minimum of three quotes are required for contract values of £5,000 to £100,000. Contract values above £100,000 require proposals from at least six tenderers. All procurement actions in excess of £5,000 are supported by evidence of price reasonableness , usually included in the Tender Evaluation Report. By submitting the contract for approval to the CEO or by signing the contract, the budget holder deems the price reasonable.	4	Competitive process followed for purchase of inputs	Two of the three large contracts awarded under the Prize followed a competitive tender process and were awarded to local teams: the baseline verification agent (which was sent to six tenderers) and the in-country implementing agent. The third large contract, the final verification agent, was carried out by an internal IMC staff team. This was due to it being considered too political a role for an unknown external agency. A local team of two consultants with lower fee rates supported the international team of two. There was a 9% (£8,500) saving against the original budget for the final verification agent.	3

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
Efficiency – Maximising the outputs for a given level of inputs						
Efficiency of project in increasing government commitment to improve sanitation service delivery	Total cost of project per number of MMDAs participating in project activities to improve their sanitation service delivery	<p>£658,411 (£1,316,821/two MMDAs with increased commitment)</p> <p>SSD supported its two focus MMDAs with funding and advice to improve their compound sanitation service delivery: Kumasi Metropolitan Assembly (KMA) and Ga West Municipal Assembly (GWMA).</p> <p><u>Both MMDAs</u>: organised community meetings (<i>durbars</i>) and local exhibitions funded by SSD.</p> <p><u>KMA</u>: undertook administrative adoption of the compound sanitation strategies despite difficulty in convincing its general assembly to do this. KMA also organised a one-day workshop with WSUP and a private sector partner to help ensure effective enforcement measures, and participated in quarterly by-law lunch meetings.</p>	2	Total cost of Stage 2 per number of MMDAs actively participating in the Prize	<p>£115,049 (£1,955,830/17 participating MMDAs)</p> <p>The 17 MMDAs and three government ministries self-funded their participation in the Prize, including their attendance at an inception workshop, two L&P workshops and a baseline validation workshop, as well as the final judging and award ceremony.</p> <p>Members of the MMDAs' core management team as well as technical staff were involved in LWM strategy implementation and three to four people per MMDA attended each Prize event.</p> <p>Representatives from central government ministries participated as part of the Prize's steering committee, including from the: Ministry of Local Government and Rural Development (MLGRD),</p>	4

		<p><u>GWMA</u>: worked with WSUP on its compound sanitation strategy, including its by-laws. The Chief Executive launched the strategy with senior attendance from key central ministries and project partners. GWMA established a 14-member steering committee to ensure timely strategy implementation, and participated in the mapping of 57 public latrines.</p>			<p>MSWR, and Ministry of Finance.</p> <p>The MLGRD, and later the MSWR, officially ran the Prize, sending all formal communications to participating MMDAs and leading a joint monitoring visit to all 17 participating MMDAs shortly before final report submissions.</p>	
Efficiency of project in building capacity for sanitation service delivery	Total cost of project per number of individuals trained on sanitation issues	<p>£1,600 (£1,316,821/823 individuals trained on sanitation issues)</p> <p>Both public and private sector organisations have benefited from this training:</p> <ul style="list-style-type: none"> ▪ Environmental Health and Sanitation Divisions (EHSD) of KMA and GWMA. ▪ Vacuum truck operators. ▪ Latrine construction artisans. ▪ Public latrine block (PLB) operators. 	4	Total cost of Stage 2 per number of MMDA staff benefiting from solver support	<p>£32,597 (1,955,830/estimated 60 MMDA staff benefiting from solver support)</p> <p>All 17 participating MMDAs benefited from peer support during Stage 2, sharing their progress, ideas and challenges with fellow MMDAs at the two L&P workshops as well as the baseline validation workshop. There were ~60 MMDA participants at each event.¹⁵⁰ The 17 participating MMDAs were also visited by the Prize</p>	2

¹⁵⁰ The estimated figure is based on a review of the attendance lists for each of the Prize events. An accurate figure of the total number of discrete individuals that were engaged in the Prize is not available – this is likely to be higher given the high level of staff transfers between MMDAs during the Prize’s lifetime, meaning that the Prize likely had a wider reach to other non-participating MMDAs.

		<ul style="list-style-type: none"> The project has also provided ongoing technical assistance at the institutional level, including development of processes and guidance based on staff shadowing and baseline assessments of current procedures. 			Team during two monitoring visits.	
Efficiency of project in linking public and private sector stakeholders for sanitation service delivery	Total project cost in relation to the number and nature of new public–private partnerships established under the project	<p>Both focus MMDAs engaged in public–private partnerships during the £1,316,821 project. These were in relation to public latrine blocks and household sanitation. 20 partnerships were set up in total under SSD, 16 by KMA and four by GWMA.</p> <p>KMA undertook an initiative to engage PLB operators to invest in compound sanitation.</p> <p>GWMA, with advisory support from SSD, signed an MoU with Private and Social Toilets (PRISTO) – a public–private partnership intended to promote improved health by increasing the number of biofil toilet</p>	3	Total cost of Stage 2 per number of new public–private partnerships or agreements for improved sanitation	<p>£63,091 (£1,955,830/31 partnerships)</p> <p>A total of 31 verifiable private partnerships/agreements are known to have been entered into during the Stage 2 timeframe by 16 of the 17 participating MMDAs. This equates to an average of two private sector partnerships per participating MMDA.</p> <p>Nine of these 31 partnerships were with private sector actors participating in the BMGF-funded sister prize (i.e. the SC4G Prize was not the only known contributing factor).</p>	3

		<p>systems in households and schools.</p> <p>In addition, the project established partnerships with small entrepreneurs (such as hardware shops, plumbers, masons, and concrete ring manufacturers) – key actors necessary for the scale-up of project activities. WSUP also formed partnerships with five MFIs and worked in partnership with the World Bank's Greater Accra Metropolitan Area (GAMA) project.</p>			<p>One of the public-private partnerships for KMA was supported by WSUP under the SSD project and other initiatives, i.e. both projects contributed to this result.</p>	
Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
Effectiveness – Ensuring that the outputs deliver the desired outcomes						
Effectiveness of project in producing innovative or new sanitation models/ approaches/ technologies	Number of new sanitation business models, technologies and approaches tested	<p>Three new business models and five innovative technologies and approaches were tested and/or applied in GWMA and KMA.</p> <p>The project defined business models as a specific business structure and procedure used for the improvement of sanitation. The following models were tested: artisan (use of artisans to sell toilets to landlords and</p>	4	Number of MMDAs judged as having a 'satisfactory' or above degree of innovation	<p>14 of the 15 finalist MMDAs were judged as having a 'satisfactory' or above degree of innovation in their strategy implementation for at least one of the three innovation judging criteria. Many of the innovations applied by MMDAs were similar, as a result of peer learning during the prize process.</p>	3

		<p>property agents, linking to MFI sanitation loans); mobile money (introduction of a system to pay and monitor payments using mobile phones); toilet sales agent (use of independent toilet sales agents TSAs)).</p> <p>The technologies and approaches tested were innovative in the Ghana context – the project tested several designs of toilet technology in the context of the business models: digester toilets; a concrete slab-built septic tank (tested but not applied); a ferro cement septic tank (tested but not applied); a double offset leach pit; and the use of a silicone valve to replace additive to the container-based toilet (piloted but not rolled out).</p>			<p>13 of the 15 MMDAs were rated by the judges as satisfactory or above for the degree of social innovation shown (benefiting the community).</p> <p>12 of the 15 MMDAs were rated as satisfactory or above for the degree of innovation in service delivery (including technical innovation).</p> <p>Nine of the 15 MMDAs were rated by the judges as satisfactory or above for the degree of environmental innovation shown (improving the environmental conditions within the MMDA).</p>	
Effectiveness of project in creating an improved enabling environment for urban sanitation provision	Evidence of MMDAs demonstrating positive change in planning/policy/ resource allocation/ attitudes towards LWM	<p>Both focus MMDAs demonstrated a positive change in their policy and resource allocation towards LWM.</p> <p>KMA and GWMA supported the improvement of sanitation, as evidenced in the formulation and implementation of their compound sanitation strategies.</p>	3	Number of MMDAs demonstrating positive change in planning/policy/ resource allocation/ attitudes towards LWM	<p>All 17 participating MMDAs demonstrated a positive change in their planning, policy, resource allocation and/or attitudes towards LWM.</p> <p>All 17 participating MMDAs allocated and spent against a specific budget line for</p>	4

		<p>This included the insertion of additional clauses to strengthen compound sanitation-related sections of their by-laws.</p> <p><u>GWMA</u>: The Chief Executive publicly committed to finance 51% of strategy implementing costs (total planned cost was £95,584) and a representative asserted the support of central government. The municipality publicly engaged stakeholders to introduce a sanitation surcharge into property rates ring fenced for sanitation services. The MMDA also showed commitment towards improvement in revenue generation by gazetting its sanitation-related by-laws. The judiciary applied a six-month moratorium for landlords and house owners before enforcement commenced.</p> <p><u>KMA</u>: following discussions with the WSUP team, the mayor of Kumasi publicly announced his support of the improvement of sanitation and the application of the by-laws on sanitation. The MMDA imposed a three-month moratorium in three sub metro</p>			<p>implementation of their LWM strategies for the duration of the Prize; LWM was also included in their medium-term development plans.</p> <p>At least 10 of the 17 participating MMDAs updated their sanitation by-laws as part of their LWM strategies.</p> <p>A positive change in planning, policy, resource allocation and/or attitudes was commented upon by judges and the verification agent in their reports for eight of the 15 finalist MMDAs, despite this not being a specific judging criterion.</p>	
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		areas for households and compounds to acquire toilets.				
Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
Cost-effectiveness – Outcomes relative to inputs invested						
Cost-effectiveness of innovations established	Total cost of project per number of new sanitation business models, technologies and approaches tested	£164,603 (£1,316,821/eight new business models and innovative approaches/technologies)	3	Total cost of Stage 2 per number of MMDAs judged as having a 'satisfactory' or above degree of innovation	£139,702 (£1,955,830/14 MMDAs using innovative approaches in their LWM strategy implementation)	4
Cost-effectiveness of change in enabling environment	Total cost of project per number of MMDAs demonstrating positive change in planning/policy/resource allocation/ attitudes towards liquid waste management	£658,411 (£1,316,821/two MMDAs demonstrating a positive change in relation to their policy and resource allocation)	2	Total cost of Stage 2 per number of MMDAs demonstrating positive change in planning/policy/resource allocation/ attitudes towards liquid waste management	£115,049 (£1,955,830/17 MMDAs demonstrating a positive change in planning/policy/resource allocation/attitudes towards liquid waste management)	4

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
Equity – Outcomes equitable for those intended						
Equity of sanitation service delivery solutions in engaging poor and vulnerable communities	Evidence that sanitation service providers actively engaged with urban neighbourhoods and households in solving sanitation challenges	<p>The two focus MMDAs and the project more broadly actively engaged with communities through multiple strategies.</p> <p>This included engaging communities through marketing (radio, TV, paper-based educational material, public announcements and community meetings or <i>durbars</i>).</p> <p>The project used community pioneers (representatives from the communities) to sensitise people on sanitation issues and encourage them to invest in appropriate sanitation. The community pioneers participated in quarterly 'toilet sprints' with the EHSD and assembly members.</p> <p>The project also used local toilet sales agents (hired from each district) to promote understanding of community issues and community trust.</p>	3	Evidence that MMDAs actively engaged with the poor and vulnerable in their sanitation service delivery	<p>14 of the 15 finalist MMDAs were judged as 'satisfactory' or above for their engagement with the poor and vulnerable in their strategy implementation.</p> <p>13 of the 15 MMDAs were judged as 'satisfactory' or above for their engagement of community members from poor neighbourhoods.</p> <p>11 of the 15 MMDAs were judged as 'satisfactory' or above for their engagement with youth, elderly persons (65 years and above), girls and disabled people.</p>	3

Equity of sanitation service delivery solutions in supporting poor and vulnerable communities	Evidence that solutions supported poor and vulnerable people	<p>25% of the 3,024 people who gained access to basic sanitation as a result of project activities were from the lowest 40% wealth group (reporting does not include final quarter of the project).</p> <p>The project chose to work in low-income areas – the peri-urban sectors of Ga West and Kumasi, where building and planning was unstructured and WASH services of poor quality. The broader programme had a gender strategy.</p> <p>The project considered financial aspects of sanitation, and the difficulty of financing toilets was taken into account in the development of sanitation loan products with banks and MFIs.</p>	3	Evidence that MMDAs actively focused on the poor and vulnerable in their sanitation service delivery	<p>12 of the 15 finalist MMDAs were judged as ‘satisfactory’ or above for delivering their strategies with a focus on poor neighbourhoods and/or households.</p> <p>The final verification agent found that, though MMDAs’ focus on the poor and/or vulnerable was evident from their site visits, there was limited documentation on this, in particular how and why beneficiaries were targeted.</p>	3
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Funder considerations

Table 30 below provides the detailed assessment of the comparative VFM of the SC4G Prize in relation to broader funder considerations. Each project is rated 1–5 for each sub-criterion/indicator.

Table 30: Assessment for funder considerations

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
Potential for long-term sustainability	Sustainability of sanitation service delivery established	<p>The project team believe there is sustainability of the project goals in terms of the improved enabling environment and the increased awareness of national and local government for the improvement of sanitation services.</p> <p>The project has taken an accompaniment approach to working with and building the capacity of the two focus MMDAs.</p> <p>Sustainability of outcomes and exit strategy were considerations in the original project proposal, including a focus on environmental sustainability.</p>	3	Sustainability of sanitation service delivery established	<p>All 15 finalist MMDAs were judged as 'satisfactory' or above for at least one of the four sustainability judging criteria (institutional, financial, social and environmental).</p> <p>LWM/sanitation is included in participating MMDAs' current medium-term development plans and budgets.</p> <p>Longer-term sustainability of LWM activity (beyond 2021) by MMDAs is less certain. There is no explicit exit or sustainability strategy in place.</p>	4
Potential for replication/scale-up	Evidence that project has considered replication/scale-up	The project intended to support the scale-up of promising market-based solutions. It is part of a broader three-country regional programme with an	3	Evidence that project has considered replication/scale-up	Replication and scale-up have been an explicit expectation from the beginning of the Prize. However, take-up of the innovations and learning by other non-participating	2

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
		<p>explicit goal to document its learning from developing and testing new business models, for others to act on beyond the project's lifetime.</p> <p>In terms of the formation of sanitation businesses, the project has made major steps in understanding how sanitation businesses can be formed within the Ghana context, but more work is still required to further understand and overcome some of the barriers confronted. The project has documented and shared its learning at various events/publications.</p>			<p>MMDAs in Ghana and other country governments is expected to happen ex post.</p> <p>Initial explorations during the prize timeframe have not led to replication. However, the programme manager, IMC, is currently scoping a piece of work to promote and build from SC4G and the other I2I WASH prize, Dreampipe.</p> <p>The keynote address on behalf of the President of the Government of Ghana at the Prize's final award ceremony in July 2019 stated a belief that 'the scaling up of the [Prize] and its replication in other MMDAs will contribute immensely towards the achievement of the SDGs' (final award ceremony report).</p> <p>Representatives from IMC, IRC, the MSWR, a winning MMDA and representatives for the PS-NSA prize attended a conference at the University of North Carolina, USA in October 2019 to share the SC4G and PS-NSA prizes' experiences and</p>	

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
					results with WASH sector specialists and donors. ¹⁵¹	
Prevention of negative environmental impacts	Evidence that project has ensured its activities do not create additional health problems to target populations	<p>The broader programme had an environmental monitoring and mitigation plan (EMMP), which was revised/updated during the programme's lifetime. This included a condition to protect beneficiaries and sanitation business personnel from exposure to unsafe living/working conditions and prevent untreated liquid waste being released into the environment.</p> <p>The Ghana-based project took the following steps to mitigate the impact of toilet installation on the environment:</p> <ul style="list-style-type: none"> ▪ It chose toilet technologies that were less polluting in areas of high population density. ▪ It trained partner micro-entrepreneurs on national standards for basic 	4	Evidence that project has ensured its activities do not have adverse effects on target populations	<p>By having 'environmental sustainability' as one of the judging criteria, the aim was to incentivise participating MMDAs to ensure their LWM interventions had no negative impacts on the environment. Beyond this, the Prize Team did not seek to influence how MMDAs decided to improve their LWM as this would have potentially biased the prize process.</p> <p>12 of the 15 finalist MMDAs were judged as 'satisfactory' or above for this criterion, i.e. three MMDAs were judged as below satisfactory.</p> <p>For a subset of MMDAs, there is the potential for negative environmental impacts to have occurred as a result of their (or their partners') LWM-related actions under the Prize.</p>	3

¹⁵¹ The 1.5-hour side event at the UNC Water and Health conference focused on sharing joint experiences of the SC4G main Prize and the PS-NSA sister prize to reflect on the suitability of prize mechanisms for inducing public-private partnership financing to transform sanitation service delivery in Ghana. The Deputy Minister of Sanitation and Water Resources in his closing remarks reinforced the commitment of Ghana's government to sanitation. There were approximately 50 people in attendance (source: side event brief and debrief from IMC communications representative).

Criteria/sub-criteria	SSD indicator	SSD evidence	SSD rating	SC4G indicator	SC4G evidence	SC4G rating
		<p>sanitation, including a focus on technical criteria and compliance with the environmental standards.</p> <ul style="list-style-type: none"> ▪ It complied with the national minimum quality standard. ▪ It conducted regular field visits to ensure that concrete ring manufacturers and builders adhered to good practices. 				

Annex 11: Recommendations to further the legacy of the Prize

Table 31 provides recommendations aimed at the I2I programme team and DFID to maximise the Prize's legacy.

Recommendations in relation to evaluating prize programmes, beyond those that relate to prize design, are not provided here. The I2I evaluation team have been reflecting on learning from each prize evaluation and applying this to subsequent prize evaluations on an ongoing basis. The Itad team are currently developing a set of learning papers to conclude the I2I programme that draw across the I2I prize evaluations to provide insight into the value and use of innovation prizes for development. One of these papers focuses on lessons and recommendations for evaluating prizes for development.¹⁵²

Table 31: Recommendations for future prizes

Ref	Recommendation	Audience
1	<p>Continue with plans to share the learning from SC4G with WASH sector donors and implementing agencies to maximise the chances of replication of key aspects of the prize process. Take steps to ensure this is demand driven rather than supply driven.</p> <p>There is much learning to be gleaned from the Prize; for example, on how to stimulate action at the national and local government level on a WASH issue; the pros and cons of using an innovation prize to improve sanitation service delivery; and how to effectively use judging criteria to incentivise certain behaviours and actions. The I2I programme team and DFID should establish whether replication is still an <i>ex post</i> objective of the Prize and, if so, which specific aspects they are seeking to see replicated and why. Efforts should be made to understand the demands and needs for such replication to support strategic sharing of learning.</p>	I2I programme team DFID
2	<p>Work with the in-country implementing agent to investigate how best to influence the inclusion of LWM in national government guidance for the next generation of MMDA medium-term development plans and budget (2021 onwards) to maximise the Prize's longer-term VFM and impact.</p> <p>The in-country implementing agent, IRC, along with technical support Maple Consult, have a unique insight into the overall policy direction and policy 'moments' for sanitation and LWM in Ghana. This should be utilised to understand if and how national-level guidance can best be influenced to ensure the longevity of LWM prioritisation seen under the Prize. This includes better understanding the funding situation and trade-offs for MMDAs in allocating resources to LWM.</p>	I2I programme team DFID
3	<p>Work with the in-country implementing agent and national government (e.g. MSWR) to establish how MMDA expenditure of prize money won under SC4G can be effectively monitored.</p> <p>The original intention was that at least 70 per cent of MMDA prize money would be spent on sustainable environmental management activities. The Government of Ghana has indicated informally that it is committed to</p>	I2I programme team DFID

¹⁵² All I2I evaluation reports and learning papers are available on the programme website: www.ideastoimpact.net

Ref	Recommendation	Audience
	seeing the money won by MMDAs under SC4G being spent to further improve sanitation service delivery. The potential for formal monitoring by the central government should be explored, along with how information on expenditure could be utilised to further promote the effects of the Prize.	
4	<p>Work with the in-country implementing agent and national government (e.g. MSWR) to investigate how best to promote continued implementation of LWM initiatives across the participating MMDAs and to grow this to the broader set of MMDAs across Ghana.</p> <p>Steps should be taken to help ensure an effective handover to the MSWR (and/or other government ministries) for continued monitoring of participating MMDAs' progress against their strategies and stimulation of LWM activity across other non-participating MMDAs. The SC4G in-country partners have a unique perspective on the peer learning established under the Prize and the broader MMDA environment. They should be consulted to identify the scope for peer support continuing beyond the Prize, as a further mechanism for LWM activity at MMDA level.</p>	<p>I2I programme team</p> <p>DFID</p>

Endnotes

- ⁱ <http://www.ideastoimpact.net/about-us>
- ⁱⁱ SC4G final award ceremony report, 2019
- ⁱⁱⁱ Trémolet, 2015
- ^{iv} SC4G stage 2 design document, 2016
- ^v SC4G stage 2 design document, 2016
- ^{vi} SC4G final award ceremony report, 2019
- ^{vii} Stakeholder interview (Prize Team)
- ^{viii} SC4G stage 2 design document, 2016
- ^{ix} SC4G stage 2 design document, 2016
- ^x SC4G stage 2 design document, 2016
- ^{xi} SC4G stage 2 design document, 2016
- ^{xii} SC4G stage 2 design document, 2016
- ^{xiii} Stakeholder interviews (Prize Team)
- ^{xiv} SC4G website
- ^{xv} Stakeholder interviews (Prize Team)
- ^{xvi} I2I website: www.ideastoimpact.net/content/sanitation-challenge-ghana-rewards-excellence-urban-liquid-waste-management
- ^{xvii} Inception workshop report, July 2017 L&P workshop report, July 2018 L&P workshop report, March 2017 monitoring visit report, January 2019 monitoring visit report, validation workshop report, log of MMDA progress report submissions, final award ceremony report
- ^{xviii} SC4G final reporting template
- ^{xix} SC4G evaluation methods note
- ^{xx} SC4G prize design document, 2016
- ^{xxi} Stakeholder interviews
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- ^{xxiii} MMDA final report partnership spreadsheets
- ^{xxiv} PS-NSA prize participants log
- ^{xxv} SC4G briefing note, May 2018
- ^{xxvi} Letters to three ministries to discuss MMDA progress reports, May 2018
- ^{xxvii} MMDA final report financial spreadsheets
- ^{xxviii} <https://www.theguardian.com/world/2016/dec/09/nana-akufo-addo-wins-poll-to-become-ghanas-president>
- ^{xxix} I2I quarterly report, Q7 January–March 2017
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- ^{xl} Stakeholder interviews (Prize Team)
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- xlvi SC4G stage 1 evaluation report, 2017
- xlvi Stakeholder interviews (finalist MMDA and leaving MMDA, Prize Team)
- l Stakeholder interview (leaving MMDA)
- li Stakeholder interviews (sanitation sector experts, private sector and non-state actor representatives)
- lii Stakeholder interviews (sanitation sector expert, ministry representative)
- liii Prize Team during report validation process
- liv Stakeholder interviews (sanitation sector experts)
- lv Stakeholder interview (Prize Team)
- lvi <https://www.ghanaweb.com/GhanaHomePage/NewsArchive/Play-your-respective-roles-in-the-fight-against-insanitary-practices-President-766644?channel=D2#>
- lvii MMDA final report financial spreadsheets
- lviii Stakeholder interviews (finalist and leaving MMDAs)
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- lxxxvii Final verification reports
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- lxxxix Stakeholder interviews (ministry representatives, judges, verification agent, participating MMDA)
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cvi Stakeholder interviews (Prize Team and participating MMDAs)

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cvi Stakeholder interviews (private sector and non-state actor representative)

cix Stakeholder interviews (finalist MMDAs and leaving MMDAs)

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cxii Stakeholder interviews (participating MMDAs)

cxiii Stakeholder interviews (finalist MMDAs and leaving MMDAs)

cxiv MMDA presentations to live judges, MMDA final reports

cxv SC4G prize design document, 2016

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cxix Stakeholder interviews (ministry representative, Prize Team)

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cxix Stakeholder interview (ministry representative)

cxix Stakeholder interviews (participating MMDAs)

cxix Stakeholder interview (judge)

cxix Stakeholder interview (Prize Team)

cxix SC4G stage 1 evaluation report, 2017

cxix Stakeholder interviews (ministry representative and judge)

cxix Stakeholder interviews (sanitation sector experts, Prize Team)

cxix <http://ghanaelection2020.ghanaweb-news.com/index.html>

cxix Stakeholder interview (judge)

cxix Stakeholder interview (finalist MMDA)

cxix Stakeholder interview (sanitation sector expert)

cxix Stakeholder interviews (private sector and non-state actor representatives, sanitation sector experts, Prize Team)

cxix I2I annual report for period 2016, SC4G website, SC4G award ceremony programme

cxix Stakeholder interview (Prize Team)

cxix Expenditure report provided by prize manager at IMC and related discussions

cxix Stage 1 award event report, SC4G website; stakeholder interviews, expenditure discussion with the prize manager

cxix Inception workshop report, July 2017 L&P workshop report, July 2018 L&P workshop report, March 2017 monitoring visit report, January 2019 monitoring visit report, validation workshop report, log of MMDA progress report submissions, final award ceremony report

cxix SC4G prize design document, 2016

cxix Online judging scores and comments; stakeholder interviews; inception workshop report

cxix SC4G website; stakeholder interviews

cxix Stakeholder interviews (judge, Prize Team)

cxix MMDA final report financial spreadsheets, I2I Annual Report for Period 2016

cxix SC4G prize design document, 2016

cxix Online judging scores and comments, 15 final verification reports

cxix Online judging scores and comments; 15 final verification reports; MMDA final report partnership spreadsheets; PS-NSA prize participants log

cxix SC4G prize design document, 2016

cxix Online judging scores and comments, 15 final verification reports, stakeholder interviews

cxix SC4G prize design document, 2016

cl Online judging scores and comments, 15 final verification reports, stakeholder interviews

cl Online judging guidelines, 2019

clii Online judging scores and comments, 15 final verification reports, stakeholder interviews

cliii SC4G prize design document, 2016, online judging guidelines, 2019

cliv Stakeholder interviews (private sector and non-state actor representatives)

clv Online judging scores and comments, 15 final verification reports, stakeholder interviews

clvi SSD original proposal, 2014

clvii Stakeholder interviews (participating MMDAs)
 clviii Stakeholder interview (Prize Team)
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 clxviii July 2017 and July 2018 L&P workshop reports
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 clxxi July 2018 L&P workshop report
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 clxxv Monitoring visit report, March 2017
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 clxxvii Stakeholder interviews (finalist MMDAs, ministry representative)
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 clxxxvi Tremolet, 2015
 clxxxvii SC4G stage 2 design document, 2016
 clxxxviii SC4G stage 1 evaluation report, 2017
 clxxxix SC4G final award ceremony report, 2019
 cx c SC4G stage 2 design document, 2016
 cxi SC4G stage 2 design document, 2016
 cxii Stakeholder interviews (Prize Team)
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 cxvi I2I annual report for period 2016
 cxvii SC4G evaluation methods note, January 2018



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