England European Regional Development Fund Programme 2014 to 2020: Project Summative Assessment Guidance

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Note: This guidance is to read in conjunction with the summative assessment appendices available in a separate document: England European Regional Development Fund Programme 2014 to 2020: Project Summative Assessment Guidance – Appendices (Reference: ESIF-GN-1-034)
Executive Summary

The ERDF grant funding agreement places a requirement on all grant recipients to undertake a summative assessment. This guidance provides the essential information that you need to plan and undertake it. While there are aspects which you must implement in strict accordance with this guidance, every ERDF project is different and the evaluation methods need to be tailored to the type of project activity and the outcomes and impacts it is seeking to achieve.

Use of the summative assessments

Specifically, the summative assessments are intended to provide insights into project performance to enhance their implementation, reliable evidence of their efficiency, effectiveness and value for money, as well as insights into what and why interventions work (or not) and lessons for the future. It will also provide project level evidence which, when combined with national evidence of progress and impact, will result in stronger evidence of the overall impact and effectiveness of the ERDF operational programme across England. The evidence will also be particularly helpful for you in making the case for particular delivery approaches in the future or making the case for future funding.

Scope of the summative assessments

While the approach to collecting information and the type of analysis within each summative assessment may vary, all assessments need to cover the following themes: relevance and consistency, progress, delivery and management, impacts, assessing value for money.

The summative assessments stages

- Stage 1 - summative assessment planning: what must be done in order to plan for the successful implementation of the summative assessment. This includes the preparation of the logic model and the summative assessment plan using the templates provided by the managing authority.
- Stage 2 - data collection and reporting: how you need to record and report upon data to ensure that ERDF programme's monitoring requirements are met.
- Stage 3 - reporting and communication: the completion of the summative assessment and its summary, submission of the report to the managing authority and the communication of its messages.

Availability of further advice and guidance

All information is included in this guidance and appendices. If however you have any questions, please contact your local growth delivery teams in the first instance.
1. Overview for Grant Recipients

1.1 This guide provides the information needed to plan and carry out the summative assessment for your project. While there are aspects of your summative assessment which you must implement in accordance with this guidance it is for you to adopt an approach that is tailored to your specific project.

1.2 The summative assessment should in the main be undertaken by evaluators who are independent of the project and who have appropriate evaluation expertise. However, the managing authority recognises that the evaluation budget available for smaller projects may not permit this. In these circumstances the summative assessment should be lighter touch. However it should still be undertaken by someone with the necessary skills.

1.3 The material in this section of the guidance sets out the key elements of the requirement. The following sections then provide detail on the summative assessment processes. The appendices provide the templates and more technical detail on methods that could be employed when carrying out the summative assessment. This later section is intended for those who will be establishing the best approach to your project summative assessment.

Benefits

1.4 Summative assessments are intended to provide you with reliable evidence of the efficiency, effectiveness and value for money of your project, as well as insights into what and why interventions work (or not). This analysis can assist during the implementation of the project and provide lessons for future interventions. It can also be used to support your case for future funding.

1.5 Your project level evidence, when combined with national evidence of progress and impact, will result in stronger evidence of the overall impact and effectiveness of the ERDF operational programme across England.

Contractual requirement

1.6 Your ERDF grant funding agreement (GFA) places a requirement on all grant recipients to undertake a summative assessment. This guide provides the common framework and methodology referred to in clause 14.2(b) of the GFA.

1.7 The GFA sets out that up to 1% of your project eligible expenditure can be directed to the summative assessment up to a maximum of £100,000. Less

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1 This guidance is to read in conjunction with the appendices available in a separate document: England European Regional Development Fund Programme 2014 to 2020: Project Summative Assessment Guidance – Appendices (Reference: ESIF-GN-1-034)


3 In the case of financial instruments, clause 22.4 of GFA subject to future Summative Assessment specific clause. In the case of community-led local development (CLLD), summative assessment requirements have been adapted: see section 3.25 below.

4 This does not apply to community-led local development (CLLD).
than this amount can be used for the summative assessment; however, the summative assessment will have to have been carried out in line with the common framework and methodology.

1.8 Clause 14.2(c) refers to the need for summative assessments to be provided at least three months prior to the final grant claim. There may be circumstances in which you agree with your local growth delivery team (GDT) to submit your final summative assessment after the final claim, in particular, for projects where those outcomes and impacts occur over a longer time period (e.g. employment sites, property schemes, business finance financial instruments). You need to be aware however that any spend occurring after the financial completion date of your project will be at your own cost and the final claim will need to be accompanied by an interim summative assessment report (including the summary findings template)\(^5\).

The common framework and methodology

1.9 The summative assessment requirement is broken down into three stages. These are:

- **Stage 1.** Summative assessment planning: what must be done in order to plan for the successful implementation of the summative assessment. This includes the preparation of the logic model and summative assessment plan templates. This should be provided within the first three to six months\(^6\) of the GFA being signed\(^7\).

- **Stage 2.** Data collection and reporting: how you need to record and, in some instances, report on data to ensure the ERDF programme’s monitoring requirements are met. The data required for your summative assessment should be reported in the appropriate template as part of the claims process.

- **Stage 3.** Reporting and communication: the completion of the summative assessment report\(^8\) and a summary findings template. As set out above the final report should be submitted three months prior to making your final claim\(^9\) and should be accompanied by the summary findings report template. You are encouraged to promote the findings of your report with local partners. The managing authority will do similar with external bodies, therefore, you will need to inform us of any information that is either commercially sensitive or you consider being personal data within the final report.

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\(^5\) This does not apply in the case financial instruments and community-led local development (CLLD), please see specific requirements in sections 3.24 and 3.25 below.

\(^6\) Or up to twelve months in the case of financial instruments GFAs already signed at the time of the publication of this guidance.

\(^7\) This will apply until the project logic model is required as part of the full application after which only the summative assessment plan will be required post-GFA.

\(^8\) Or an interim report as described in paragraph 1.8.

\(^9\) In the case of financial instruments, see section 3.24 below.
1.10 The approach to collecting information and the type of analysis within each summative assessment may vary depending on the scale and nature of each ERDF project. However, all assessments should consider the following themes:

- The continued relevance and consistency of the project;
- The progress of the project against contractual targets;
- The experience of delivering and managing the project;
- The economic impact attributable to the project; and
- The cost-effectiveness of the project and hence its value for money.

1.11 You are encouraged to be both ambitious and realistic in your approach to assessing the impact of your project in your summative assessment. Certain types of project, in particular, are encouraged to adopt more counterfactual impact evaluation methods (see sections 3.11 and 3.12 below).

Figure 1.1 The structure and role of the summative assessments

Projects already underway

1.12 The managing authority recognises that the delay in providing this framework and methodology will be challenging to implement for those projects that are already underway, in particular those with GFAs that are coming to an end in the near future.

1.13 Projects covered by GFAs ending in 2017 are therefore asked to complete as a minimum:

- The logic model (which you should have already been asked to complete);
- The summative assessment summary findings; and
- The summative assessment report.
1.14 Although not mandatory those projects are also encouraged to provide the additional data sets required to support the national evaluation where they have been collected. Ideally, these would be provided through the standard templates but can be included alongside your final summative assessment report.

1.15 Projects covered by GFAs which were signed more than 6 months prior to the publication date of this guidance and end in 2018 or later excluding financial instruments) are asked to complete as a minimum:

- The logic model (which you should have already been asked to complete);
- From the publication date of this guidance report the additional data sets required to support your project’s and the national evaluation using the template;
- The summative assessment summary findings; and
- The summative assessment report.

1.16 Although not mandatory these projects are also encouraged to provide the additional data sets required to support the National Evaluation where they have been collected prior to the publication of this document. Ideally, these would be provided through the standard templates but can be included alongside your final summative assessment report.

1.17 Those projects for which GFAs were signed less than 6 months prior to the publication date of this guidance, and all financial instruments, are asked to meet all the summative assessment requirements.

Support

1.18 As set out above it is for you to adopt an approach to the summative assessment that is tailored to your specific project. This guidance is intended to support that process but it is for you to decide on the most appropriate approach based on the scale of your project, what is possible in terms of evaluation design and when impacts might be realised. In the majority of cases, summative assessments should be undertaken by evaluators who are independent of the project and who have appropriate evaluation expertise. In a minority of smaller projects, suitably skilled researchers could undertake the assessment.

1.19 The managing authority will provide clarity on issues where possible, in particular where this is a clarification of the summative assessment requirement. These queries should be raised with your contract manager in the local growth delivery team in the first instance.
2. The Scope and Principles of the Summative Assessment

2.1 This guide highlights the important factors that need to be considered when designing and implementing the summative assessment. Where possible it highlights key considerations for different types of project. But given the wide range of ERDF project types, the guide cannot provide a standard methodology for undertaking all assessments. The guide has been prepared to help apply the summative assessment requirement to your own ERDF project. The details of which elements of the summative assessment need to be completed where project delivery has already commenced are set out above.

2.2 In addition to this document, there is a lot of existing information and guidance that you can draw on for your summative assessment. Throughout this guide, we provide links to additional resources. As set out above, where possible the managing authority will respond to any queries you may have.

Scope

2.3 Primarily, the summative assessment is about understanding the experience of implementing the ERDF project, the difference the project has made, whether it has provided value for money, and the lessons which can be learnt from the experience.

2.4 While the approach to collecting information and the type of analysis within each summative assessment may vary depending on the scale and nature of each ERDF project, all assessments need to cover the following themes:

- **Relevance and consistency**: the summative assessments must explore the continued relevance and consistency of the project, in light of any changes in policy or economic circumstances during its delivery period.
- **Progress**: the summative assessments will set out the progress of the project against contractual targets, any reasons for under or over performance, and the expected lifetime results.
- **Delivery and management**: the summative assessment must explore the experience of implementing and managing the project and any lessons which have emerged from this.
- **Impacts**: the summative assessment, where possible, must show the economic impact attributable to the project, including both the intended and actual outcomes and impact.
- **Assessing value for money**: the summative assessments must analyse the cost-effectiveness of the project in light of its intended and unintended outcomes and impacts, and hence its value for money.

2.5 The summative assessments will help stakeholders to understand better the difference the projects have made in practice to their local economies, communities and beneficiary groups. They will also improve the effectiveness
of measures to enhance local economic growth in the future and provide valuable information for the evaluation of the national ERDF programme.

Important principles

2.6 It is important that the summative assessments are delivered in a way which enables them to be used in the National Evaluation, while still meeting your needs and those of your delivery partners. To help achieve this, there are a small number of principles which should be followed:

- **Evaluation effort**: while assessments need to be comprehensive, they should reflect the size of the project and the complexity of its activities. We expect that larger and more complex projects should devote more effort to counterfactual impact evaluation (see Appendix C).

- **Independent evaluation**: where practical summative assessments should be undertaken by evaluators who are independent of the project and who have appropriate evaluation expertise.

- **Consistency**: there are many ways to approach evaluations. Hence, the guidance provides a framework for designing the assessment and reporting the results. This is intended to ensure consistency in some important aspects of the evaluation, while retaining some flexibility for grant recipients to reflect the nature of their own projects.

- **Standards of evaluation**: those using the evidence will need to rely on the information in making future decisions. It is therefore important to ensure a minimum standard of quality across projects. You are expected to draw on appropriate evaluation guidance (including this document) in planning and carrying out your assessment.

- **Consistent measures and definitions**: programme-level outputs are already set out in the ERDF indicator framework. However, there are a range of other indicators which you may need to use to measure project progress and success. The guidance suggests a range of additional indicators which could be used to measure the progress of the different types of projects funded through the ERDF programme (see Appendix D).
3. Undertaking the Summative Assessment

3.1 Figure 3.1 provides an overview of the summative assessment process and the important steps that need to be taken in order to meet this requirement.

3.2 The process has three stages:

- Stage 1. Summative assessment planning: what must be done now in order to plan for the successful implementation of the summative assessment\(^\text{10}\).

- Stage 2. Data collection and reporting: how you need to record and (in some instances) report on data to ensure the ERDF programme’s monitoring requirements are met.

- Stage 3. Reporting and communication: completion of summative assessment, submission of the report to DCLG and communication of its messages.

Figure 3.1 The summative assessment process\(^\text{11}\)

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\(^{10}\) Project logic model to be submitted with the summative assessment plan until it is requested as part of the full application process.

\(^{11}\) Stage 3 will vary in the case of financial instruments: see section 3.24 below.
3.3 The rest of this guidance focuses on the practical steps needed to produce the summative assessment in line with the requirements set out above.

Stage 1: Planning the summative assessment

3.4 This plan outlines what the summative assessment will include, the data that will be collected, the methods that will be used and the format, the timing of the assessment output and how it will be presented.

3.5 The summative assessment plan (see Appendix B and summative assessment plan template – Ref ESIF-Form-1-012) will include the project logic model\(^\text{12}\). The model is an important foundation for the summative assessment as it provides a clear way to think about the essential components of the project. Once complete, the logic model will provide a summary of the rationale for the project, the activities being delivered and, importantly, the manner in which these activities support various outcomes and impacts.

3.6 The logic model (see Appendix A and project logic model template - ref: ESIF-Form-1-011 ERDF Summative Assessment Logic Model v2) plays a wider role for the National Evaluation. The insights into the various elements of the logic model will be used by the National Evaluation to understand the types of outcomes and impact which are being created by all types of projects.

3.7 You are required, subject to the exemptions in section 1, to produce and submit to your contract manager a summative assessment plan within three to six months of signing your GFA. Each plan will follow the same template structure (Appendix B). This structure follows the good practice evaluation requirements which are set out in the Magenta Book\(^\text{13}\) and has been designed to ensure, as far as possible:

- Each element of the summative assessment is carefully considered;
- Appropriate methods are selected given the nature of the project;
- Data and information requirements are met;
- Timescales and milestones are clear and reasonable; and
- The quality, transparency and relevance of the summative assessment.

3.8 In developing the summative assessment plan, you must consider a range of things to help ensure that appropriate quality standards and common principles are achieved.

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\(^{12}\) See footnote 10.
3.9 Table 3.1 below provides an overview of the requirement within each aspect of the plan. It highlights important things to consider and points to relevant guidance (both within this document and in external sources).

3.10 As noted, the ERDF programme is funding a wide range of interventions and the most appropriate methods for the summative assessment will vary. You should consider how best to approach the summative assessment for your type of project. An illustration of some of the considerations is provided below.

**Projects investing in infrastructure.** The ERDF programme is supporting a wide range of capital investments, many of which don’t have direct beneficiaries. You and your evaluators should consider how best to engage the indirect beneficiaries of these investments (and the impact on local competitiveness if possible and appropriate), of which there may be multiple types.

**Financial instruments.** The programme is supporting a range of financial instruments, including business finance, sites and premises. These interventions are distinct due to their mechanism for recycling finance and their intended stimulus to the supply side (e.g. in terms of provision of finance and property to small and medium-sized enterprises) and hence the evaluators need to carefully assess these.

**Project packages.** Community-led local development is an example of a package approach, with multiple projects in a package. An overall summative assessment is required for all of the projects in each package.

**Strategic area approaches.** Area-based approaches are encouraged in a number of priority axes, including sustainable urban development and low carbon strategies. Besides considering the usual delivery, management and impact issues, the summative assessments also need to consider the added value of area-based approaches and the geographical scale of impacts.

**Technical assistance projects.** While a summative assessment is required for technical assistance projects, the scope of these assessments may differ from most other types of projects. There is likely to be more emphasis on the delivery and management of activities and the manner in which these enhance the delivery of aspects of the ERDF programme. There is likely to be less emphasis on impact evaluation, unless it is specifically relevant to the type of activities.
3.11 You are encouraged to be both ambitious and realistic in your approach to assessing the impact of your project in your summative assessment. Certain types of project, in particular, are encouraged to adopt more counterfactual impact evaluation methods. These being:

- Larger projects with an overall value in excess of £10 million;
- Projects with direct beneficiaries, particularly existing small and medium-sized enterprises where there is a sufficient sample size and funding available in the project's budget; or
- Projects within investment themes where the National Evaluation is unlikely to be undertaking a comprehensive counterfactual impact evaluation (such as transport, broadband, low carbon and selected place-making infrastructure investments).

3.12 The managing authority will seek peer review from the national programme evaluator on a sample of projects' logic models and the summative assessment plans.
<table>
<thead>
<tr>
<th>Element of the plan</th>
<th>Requirement</th>
<th>Important considerations</th>
<th>Things to help and/ or deliverables</th>
</tr>
</thead>
</table>
| 1. Statement of objectives, scope and research questions | The summative assessment plan must provide a clear statement of objectives for the summative assessment. These objectives should clearly state what the focus of the assessment will be and what insight and evidence it will seek to provide. These objectives must be tailored to the specific characteristics of the project. | • Who are the internal and external audiences for the summative assessment?  
• What insight is being sought by these audiences? What questions will they be asking?  
• Do the summative assessment objectives cover all of the relevant areas of the evaluation as specified in this guidance? | Appendix B: Setting the Objectives for the Summative Assessment  
The Magenta Book – Section 5: Step 3¹⁴  
The What Works Centre – How to evaluate: Define success |
| 2. The project logic model | You need to complete the logic model template using the specified spreadsheet format provided. All sections of the logic model must be completed and the required project classification information must be provided. | • Are each of the sections of the logic model complete?  
• Is there a clear read across and logic linking the various elements of the logic model?  
• Does the logic model identify a clear and specific sequence of output, outcome and impact indicators for direct and indirect beneficiaries? | Logic model template and guidance  
The Magenta Book – Section 5: Step 1¹⁵ |
| 3. Approach, methods and tasks | You need to provide a description of the evaluation methods that the summative assessment will use. | • What are the relevant measures of outcome and | Counterfactual impact evaluation guide - |

¹⁴ The Magenta Book Evaluation Guidance, HM Treasury, 2011, p.43  
¹⁵ The Magenta Book Evaluation Guidance, HM Treasury, 2011, p.40
4. Data and monitoring

As a minimum, the summative assessment plan must outline the ERDF outputs that the project is contracted to deliver and the associated beneficiary data required by the National Evaluation. In addition, the summative assessment plan should also demonstrate whether you might need to collect any additional data (over and above that required by the National Evaluation) to support the successful implementation of the summative impact for the project?

- Over what time period will these outcomes and impacts materialise?
- Does the project have direct and / or indirect beneficiaries?
- What sample size are you likely to achieve?
- What data sources and methods are appropriate to measure change in these indicators?
- What counterfactual impact methods might be appropriate to attribute this change to the project?
- What are the limitations of the design and caveats that will need to be applied to the findings?

Appendices C

The Magenta Book – Section 5: Step 4

Evalsed Sourcebook – Chapter 8

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16 The Magenta Book Evaluation Guidance, HM Treasury, 2011, p.44
17 The European Commission, Evalsed Sourcebook: Method and Techniques, pp.47-120
5. Implementation plan

The plan will need to outline the practical steps you propose to take in order to implement the summative assessment. This needs to cover:

- The assessment route: who will undertake the assessment and have appropriate people been involved in this decision?
- Timescale and outputs: a clear indication of the timescales for the various stages of the summative assessment is required. This needs to include procurement (if necessary) and clearly state when the outputs will be available.
- Managing the assessment and ensuring quality: this section needs to outline who will manage the assessment and who will sit on the steering group. You will also need to set out briefly the proposed approach to ensuring the quality of the assessment.

6. Using and disseminating the findings

As a minimum, you should make the full summative assessment report available to the GDT. You will also be expected to make the Summary Findings Template freely available.

- What are the key milestones that will enable you to meet the contractual obligations?
- Do you have the expertise in-house to undertake the summative assessment?
- Which elements of the summative assessment will you wish to publish?
- Are any elements of the report likely to be commercially sensitive and therefore not available for publication?

See Appendix F and Summary Findings Template (ESIF-Form-1-014)
Stage 2: Collecting the necessary information

3.13 As the project is delivered there will be a requirement to collect certain types of data and information (see Appendix D). This requirement may extend beyond the spend and output information that is reported to local growth delivery teams as part of the project claims for some project types (specified in the GFA). It includes:

- The data and information that is collected on any additional output indicators that have been specified in developing the logic models; and
- The information about direct, and in some cases indirect, beneficiaries of projects.

3.14 These requirements are important for two reasons. First, this monitoring data and information has a central role to play in supporting the successful implementation of the summative assessment. Second, there is a requirement to provide some of this data in a standard format to meet the needs of the National Evaluation.

3.15 Monitoring is the observation of programme implementation and performance through a continuous and systematic process of generating quantitative and in many cases qualitative information. It helps to detect and quantify any deviation from initial plans and financial and output targets. While monitoring can identify what has been delivered, the summative assessment is necessary to identify and attribute the change the project achieves and the associated efficiency and value for money.

3.16 As outlined earlier, the monitoring data and information that you collect while delivering the ERDF project is essential in ensuring the success of the National Evaluation and supporting a high quality and insightful summative assessment.

3.17 During the delivery of the ERDF project, you will need to ensure that you collect all of the data identified in the summative assessment plan. This includes:

- The contractual spend and outputs included in the GFA: these need to be reported in the format specified by the managing authority.
- The compulsory beneficiary data if this applies to the project (see Appendix D): you will need to provide the required beneficiary information alongside the project claims in order for the claim to be compliant. The templates identified in Appendix D (ref ESIF-Form-1-013) must be used when submitting this beneficiary data.
- Data on any additional output or outcome indicators that have been identified as useful: as with the other parts of the monitoring data, it is essential that this data is recorded in a consistent fashion.

3.18 You must ensure that you collect all of the data required to meet the contractual obligations and support high quality summative assessment.

3.19 You must ensure that direct and indirect beneficiaries (such as small and medium-sized enterprises or individuals receiving business start-up support) are aware of the contractual obligations to share various types of information with the
National Evaluators and DCLG. Where personal data is required, you will need to provide a privacy notice (see Appendices D and E) to direct and indirect beneficiaries you engage with.

Stage 3: Reporting the findings

3.20 As the project activities draw to a close, you must produce the summative assessment report using a standard format.

3.21 The key components of the summative assessment are set out in Appendix F. You must cover these components in your summative assessments, irrespective of the nature or scale of their projects. However, the balance of effort between these components will vary and the nature of the methods used will be tailored according to the nature and size of the projects. While this report must be provided to the managing authority in an electronic format of your choice, the summative assessment report summary must be produced using the standard template (ref ESIF-Form-1-014).

3.22 As set out above, you should submit the summative assessment three months before the submission of your final claim. There are also certain circumstances in which the submission can occur after the final claim, in particular where outcomes and impacts are expected to arise over a longer time period (e.g. site and property schemes). Grant recipients may negotiate with their GDT the submission of the final summative assessment up to 12 months after the final claim. However, in these cases, the final claim must be accompanied by an interim summative assessment report (including the summary findings template) and all spend occurring after the financial completion date will be at your own cost.

3.23 It may be necessary for lifetime outcomes and impacts of a project to be forecast as they will continue to accrue after the completion of the summative assessment. If this is the case, it is important that there is a clear distinction between the outcomes and impacts which have actually been realised and those which are predicted to arise in future years. For quantitative forecast, the estimation method will need to be clearly explained18.

3.24 In the case of financial instruments, you should submit an interim summative assessment report:

- with your mid-term report or ‘evaluation early assessment’19 or,
- at any other point to be agreed with the managing authority (e.g. with your annual report two years after the start of your project).

You should also submit a full summative assessment report:

19 For financial instruments managed by the British Business Bank.

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• at the agreed project completion date\textsuperscript{20} or,
• at any other point to be agreed with the managing authority.

3.25 The GFA for \textit{community-led local development (CLLD)} projects requires that an evaluation is undertaken of the implementation of the local CLLD strategy, covering the entirety of the strategy i.e. investment from both the European Regional Development Fund and the European Social Fund and the local governance and management arrangements.

You should provide:
• An evaluation plan that addresses the requirements of the summative assessment plan and a logic model as set out in the logic model template;
• Monitoring data in line with this guidance;
• An evaluation report that as a minimum provides the information required in an ERDF summative assessment report (and its summary form) with the final grant claim.

\textsuperscript{20} This may take the form of a further interim report, where a final report is not due until a later date.