

**Brussels, 13 October 2025  
(OR. en)**

**13918/25  
ADD 1**

**COH 189  
SOC 659  
CADREFIN 252  
POLGEN 159**

**COVER NOTE**

---

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	10 October 2025
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union

---

Subject:	ANNEXES to the REPORT OF THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL on the evaluation of REACT-EU
----------	--

---

Delegations will find attached document COM(2025) 634 final - ANNEXES.

Encl.: COM(2025) 634 final - ANNEXES



EUROPEAN  
COMMISSION

Brussels, 10.10.2025  
COM(2025) 634 final

ANNEXES 1 to 2

## **ANNEXES**

*to the*

### **REPORT OF THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL**

**on the evaluation of REACT-EU**

Annex I: Sampled REACT-EU national evaluation findings

Summary of national REACT-EU (or crisis) evaluations

Country / evaluation	Effectiveness	Efficiency	Relevance	Coherence	EU added value / Other
<b>Belgium (Wallonia)</b> <i>Evaluation of the contribution of priority axis 8 REACT-EU of the ERDF operational programme 2014-2020 “Wallonia-2020.EU”</i> <i>(CCI 2014BE16RFOP003)</i>	<p>Adapting hospital infrastructure and investing in medical equipment and material funded through REACT-EU improved the response of healthcare facilities to needs and increased their resilience. Procuring cutting-edge equipment and funding health researchers were the right instruments to meet needs.</p> <p>The centralised management of the health-related measures enabled a comprehensive mapping of available resources, providing an overview for future crisis management.</p> <p>The digital maturity of SMEs increased, especially for micro enterprises, facilitating their uptake of advanced digital solutions and thus enhancing their competitiveness and resilience.</p> <p>Support for SMEs as they transition to an energy-efficient economy contributed to an estimated reduction in energy consumption and in CO<sub>2</sub> emissions and an estimated increase in energy production from renewable resources.</p>	<p>The centralised management of the health-related measures made it possible to better anticipate the needs of health institutions and optimise the distribution of equipment.</p> <p>Similarly, the measure targeting the transition to a green economy was implemented through a legal entity functioning as a single direct beneficiary, which made financial support available to SMEs, i.e. over 500 loans to implement energy efficient measures.</p> <p>The relatively short implementation deadlines led to challenges, such as delays in implementing projects(in some cases also leading to underuse of the available budget), public procurement issues and administrative burden.</p> <p>An asymmetry between measures was found in the extent to which the results generated were proportionate to the budget and means of investment.</p>	<p>Most beneficiaries involved in the evaluation survey confirmed that the REACT-EU support fully (49%) or sufficiently (37%) addressed their needs. Although most health infrastructure needs were met, some were met to a lesser extent due to an inability to complete some infrastructure improvements.</p> <p>REACT-EU played a role in the energy transition by catalysing breakthroughs in research and development of green technologies, and encouraging companies and institutions to adopt sustainable practices and integrate more environmentally friendly energy solutions.</p>	<p>REACT-EU complemented and aligned with the other priority axes of the programme by providing additional resources to accelerate the implementation of existing priorities while introducing new measures to address the urgent challenges posed by the health crisis.</p> <p>Horizontally, REACT-EU aimed to contribute to key EU priorities, including the transition to a low-carbon economy and sustainable development.</p>	<p>REACT-EU played a crucial role in providing additional financial support to Member States’ cohesion programmes. This priority axis aimed to provide additional support to strengthen the resilience of regional economies and help them recover from the crisis.</p>
<b>Czechia</b> <i>Resulting thematic evaluation of the Partnership Agreement 2014-2020 - EO 6: Evaluation of the use of additional REACT-EU allocation</i> <i>(CCI 2014CZ16RFOP002)</i>	<p>REACT-EU contributed to upgrading the healthcare services, material and equipment in hospitals and health facilities/laboratories as well as modernising the integrated rescue system, leading to improved quality of healthcare services.</p> <p>REACT-EU support was used to reduce the operating costs of social services by investing in energy savings in buildings and increased use of electric vehicles, which contributes to the environmental sustainability of the services. This support partly contributed to some of the long-term investments planned.</p>	<p>At the time of the evaluation, changes in activities concerned mostly the investments related to health due to ongoing implementation (e.g. reduction of construction works in favour of the purchase of equipment).</p> <p>For projects that were not completed or did not undergo tendering procedures, there was a risk of a significant increase in the budget compared to the initial application. This was due to the sharp increase in prices and interest rates between applying for support and implementing the activities.</p>	<p>REACT-EU calls aimed at strengthening the resilience of Czechia and its regions to crisis situations. In addition, the projects supported the environmental sustainability of the services provided and resilience to physical and digital risks.</p>	<p>The REACT-EU support was made available to beneficiaries from 223 municipalities across all Czech regions, thus ensuring fairer territorial transformation.</p>	<p>The REACT-EU support enabled beneficiaries to develop and maintain quality services, which could not be fully implemented without REACT-EU support due to a lack of funding. More than half of beneficiaries stated that they would certainly not have carried out the investments in social infrastructure without the aid.</p>
<b>Denmark</b> <i>The evaluation covers the Business programme funded by the Danish REACT-EU initiative. The REACT-EU business programme comprises four independent initiatives (tracks).</i> <i>(2014DK16RFOP001; 2014DK05SFOP001)</i>	<p>The companies supported became more robust and adaptable and strengthened their ability to meet future challenges, as they became better prepared for future demands – in terms of customers, competition, society and their value chains. The programme allowed them to develop more and faster than they would otherwise have done. This was especially true in the post-COVID-19 period, when several development initiatives came to a standstill in companies and their risk appetite was low.</p>	<p>REACT-EU was easy to implement, with strong demand for its funds throughout the programme period. The business programme succeeded in creating a single-entry point to many services. However, there was potential for creating greater coherence between the business programme’s strands, especially in terms of the application process, requirements and criteria to facilitate uptake.</p>	<p>The SME ‘Digital’ track was relevant for companies to either start up or complement one of the other pathways. The trade fair activity supported by the SME ‘Export’ measure was particularly relevant for several small companies. The SME ‘Green’ measure seems to have been a significant financial contribution for companies, while the SME ‘Growth Pilot’ scheme provided companies</p>	<p>Interaction between ERDF and ESF measures could have been better exploited, despite their complementarity for businesses.</p>	<p>-</p>

	However, in some tracks of the programmes supported, several participants sought grants that were too large or sought too many grants and were unable to implement the projects or use the funds, resulting in significant backlogs. The advisers were effective in recruiting companies, but less so in guiding them throughout the projects, and the guidelines were not always sufficiently clear.	Several companies found the documentation time-consuming and complex, forming a barrier to the implementation of the project.	with relevant funding as the need arose.		
<b>Finland</b> <i>Evaluation of REACT-EU measures financed under the operational programme “Sustainable growth and jobs 2014-2020”</i> (CCI 2014FI16M2OP001)	<p>REACT-EU-funding was used to help repair the damage caused by the COVID-19-pandemic. It supported entrepreneurs and companies, bolstering the competence of companies, preventing unemployment and improving the labour market position of employees. The projects also helped to improve participants’ digital skills and their employment prospects. In addition, they were also able to strengthen the ability of companies to change and flexibly adjust in a proactive manner.</p> <p>The green and digital transition was promoted by projects reforming companies’ production technology and processes, developing competence and capabilities, implementing investments, producing new market information and developing new products and services.</p>	<p>The delivery mechanism for REACT-EU funding was efficient due to the existing management model and programme structures. The additional funding was successfully integrated into the existing ERDF programme, though the rigid structures of the programme were occasionally a hindrance.</p> <p>The short implementation period undoubtedly presented a challenge to the effectiveness. Nonetheless, the use of established systems and a flexible approach allowed action to be taken swiftly.</p> <p>Particularly useful was the utilisation of the existing IT-systems and operating methods of the 2014-2020 programming period to administer the funding.</p>	<p>The results achieved through REACT-EU funding were relevant and timely, addressing new needs created by the COVID-19 pandemic. However, the large-scale use of cohesion policy for sudden crises highlighted a need for greater internal flexibility.</p> <p>The additional funding was crucial for regions and industries in southern and western Finland, which were most affected by the pandemic.</p>	<p>REACT-EU funding stayed aligned with the programme’s original goals and operational logic.</p> <p>REACT-EU helped to bridge the gap between the old and the new programming periods in terms of funding and the launch of new project activities.</p>	<p>The instrument provided substantial added value that could not have been achieved through national instruments alone. The time perspective was key, with REACT-EU funding targeting long-term development while national subsidies addressed immediate cash flow crises.</p> <p>Without REACT-EU funding, the scale of support for southern and western Finland would have been much smaller.</p>
<b>Germany</b> <i>Evaluation of measures funded by REACT-EU under the operational programme “Rhineland-Palatinate ERDF 2014-2020”</i> (CCI 2014DE16RFOP010)	<p><i>Research, development and innovation:</i> Key objectives such as the development of new technologies and fostering innovation capacity were achieved. REACT-EU contributed to employment support, digital transformation, and the stability of the economy.</p> <p><i>Technology-oriented skills:</i> Research projects focused on health, biotechnology and the green transformation. These investments under REACT-EU represented more than 70% of all supported projects under priority axis 1 and contributed to reducing the gap in research, development and innovation (RDI) performance between Rhineland-Palatinate and the federal average.</p> <p><i>Tourism:</i> REACT-EU investments improved the competitiveness of tourism SMEs and stabilised the economic performance of the tourism sector.</p> <p><i>Climate objectives:</i> REACT-EU provided support for demonstration projects for CO<sub>2</sub> and resource savings in companies and municipalities.</p>	<p>The number of approved operations for almost all measures can be assessed as adequate. The short timeframe for implementation was a challenge and some projects could not be implemented within the prescribed timeframe.</p> <p>Stakeholders considered that the use of existing strategies, project applications and funding programmes promoted efficiency. All stakeholders cooperated well and showed rapid responsiveness.</p> <p>At the same time, potential improvements in terms of clearer communication and better budget planning were identified. The unclear disbursement situation of REACT-EU funding, in particular disbursement in two tranches, was reported as challenging. In the RDI area, there were significantly more applications under REACT-EU compared to the regular ERDF programme (probably due to higher co-financing rates). However, about half of the applications had to be rejected as, realistically, they were unlikely to be feasible.</p>	<p>REACT-EU contributed to the crisis response and to the recovery of the economy and other societal stakeholders.</p>	<p>Projects integrated well into regional strategic objectives and as a result contributed to national strategic objectives. With regard to crosscutting objectives, technological innovations are often considered to contribute to sustainability, while projects related to the tourism sector contribute greatly to equal opportunities, non-discrimination and inclusiveness. The evaluation also assumed a very high contribution to sustainable development in terms of climate and environmental protection.</p>	-
<b>Hungary</b> <i>Evaluation of REACT-EU measures under the operational programmes “Human Resources</i>	<p>The effectiveness of the schemes to help manage the health outcomes during the COVID-19 pandemic could only be partially assessed, as most projects focused on the <i>ex post</i> reimbursement of expenditure previously</p>	<p>Despite introducing some expedited procedures, the incomplete digitalisation of public administration and interconnection of different IT systems constituted a barrier to efficiency.</p>	<p>The pandemic measures funded through REACT-EU had a strong sectoral focus and did not necessarily target or address territorial differences.</p>		<p>8% of the businesses that received support and were included in the evaluation survey stated that without the REACT-EU support they would have</p>

<p><i>Development”, “Economic Development and Innovation” and “Environmental and Energy Efficiency” (EFOP, GINOP, KEHOP), 2014-2020</i></p> <p><i>(CCI 2014HU05M2OP001; CCI 2014HU16M0OP001; CCI 2014HU16M1OP001)</i></p>	<p>financed by the national budget. As a result, their impact was difficult to quantify, although the costs subsequently charged to EU funds were of great benefit to public finances.</p> <p>The projects aimed to mitigate the negative economic and labour market effects of the pandemic. Enterprises received support to develop and retain their employees. In the case of job retention wage subsidies, a total of 361 051 jobs were maintained under projects funded through REACT-EU. The greatest positive effect was the progress and acceleration of digitalisation.</p>		<p>Opportunities to access digital solutions and telework were not equal in all social groups, which could amplify existing social, regional and institutional disparities, as well as the risk of early school leaving.</p>		<p>gone bankrupt after the pandemic and that the support provided was ‘lifesaving’.</p>
<p><b>Ireland</b></p> <p><i>Evaluation of REACT-EU</i></p> <p><i>(CCI 2014IE16RFOP001; CCI 2014IE16RFOP002)</i></p>	<p>In Ireland, the REACT-EU initiative played a critical role in the education sector, enabling the safe reopening of schools, during the 2021/2022 academic year.</p> <p>This financial support played a role in helping schools address the social and emotional challenges of closures, such as social reintegration, psychological challenges and additional students’ special needs.</p> <p>The fund significantly enhanced the resilience of Ireland’s education system:</p> <ul style="list-style-type: none"> <li>• Infrastructure improvements / health and safety measures</li> <li>• Procedural and staff preparedness / social recovery</li> <li>• Equity in resilience / support for vulnerable groups.</li> </ul> <p>The support provided was widely regarded as cost-effective: 73% of respondents agreeing across all school types and 77% of special schools indicating that reopening would not have been possible without the funding.</p>	<p>Funding allocations varied across academic years and school types, with primary schools receiving the largest share of funding, while spending per student was higher for post-primary schools, reflecting operational needs.</p> <p>Challenges included inefficiencies in procurement, with reports of overpricing and burdensome processes. Schools suggested that centralised sourcing could have improved efficiency and reduced stress on school administrators.</p> <p>Survey data indicated 81% satisfaction with the timeliness of funding. Some respondents noted delays in initial deployment, adding to the stress faced by school leaders during the reopening process.</p>	<p>The evaluation survey data indicated that most schools viewed the funding as critical, agreeing that the resources met their needs. The survey data also indicated a positive perception of resource allocation across different school types. Respondents stressed the importance of sustained support to mitigate the long-term consequences of the pandemic for disadvantaged schools.</p>	<p>While not a primary focus, the fund supported aspects of the EU’s green and digital goal.</p> <p>Although ventilation upgrades incorporating energy-efficient technologies were aligned with sustainability goals, these efforts were not part of a comprehensive strategy.</p> <p>The evaluation analysis highlighted the fund’s impact on fostering equity and access in education. The Delivering Equality of Opportunity in Schools (DEIS) programme played a pivotal role in addressing educational inequalities during the pandemic.</p>	-
<p><b>Italy</b></p> <p><i>Evaluation of the measures financed by REACT-EU under priority axis 6 of the 2014-2020 operational programme “Enterprises and Competitiveness”</i></p> <p><i>(CCI 2014IT16RFOP003)</i></p>	<p>As regards the state of progress of the individual investments, the following challenges were identified:</p> <ul style="list-style-type: none"> <li>• a significant rate of withdrawals and renunciations of project proposals under the ‘Innovative Machinery’ call,</li> <li>• a large number of projects under the ‘Sustainable Investment 4.0’ call with little physical and financial progress.</li> </ul> <p>The analysis of the two calls for proposals showed that most beneficiaries were small, active in the food and production industries and geographically concentrated in Campania and Lombardy.</p> <p>With regard to the green transition, to a limited extent, the investments had the objective of transforming processes into a circular process.</p>	<p>The needs identified in the post-pandemic phase were met very effectively and promptly. This was reflected in the high level of participation of companies in the two calls for proposals.</p> <p>As of October 2023, payments amounting to approximately EUR 1.7 billion had been made, representing more than 80% of the earmarked budgetary envelope.</p> <p>The use of existing support channels, building on the beneficiaries’ level of knowledge of existing procedures facilitated the rapid deployment of resources.</p>	<p>Financed interventions were explicitly designed to help companies overcome the negative impacts caused by the COVID-19 pandemic, while simultaneously promoting an environmentally and digitally sustainable recovery.</p> <p>The evaluation called for better targeting to specific company needs and adaptation of future calls for proposals.</p> <p>The choices made by the administration in terms of resource allocation also reflected the objective of ensuring territorial and socio-economic rebalancing. This is reflected in the resource concentration to the</p>	<p>The overall design showed a high level of coherence with the policy objectives of the REACT-EU initiative, trying to balance the three main objectives fairly.</p> <p>The need to combine emergency measures with more structural objectives, and tight deadlines for implementation, revealed some contradictions in the implementation arrangements.</p> <p>The mix of measures was generally consistent with other initiatives financed by the region, although there were some overlapping aspects, especially with some initiatives financed by regional programmes or</p>	<p>The views gathered through interviews and direct surveys showed that the EU support undoubtedly accelerated the implementation of investments that companies had already identified as strategic and necessary, often allowing the financing of more ambitious projects than would probably otherwise have been possible in the absence of support.</p>

	Although the projects often brought benefits in terms of resource efficiency and waste reduction, less than half of the beneficiaries under the ‘Sustainable Investment 4.0’ call envisaged such investments, which for the most part covered photovoltaic installations.		interventions in the southern regions, as well as reward mechanisms, in the form of higher aid intensities on a territorial basis.	with other national resources and, in some areas, with the national Recovery and Resilience Plan.  Compared to other nationally funded initiatives, there was generally no overlap.	
<b>Latvia</b>  <i>Evaluation of REACT-EU funding under the 2014-2020 operational programme “Growth and Employment” in Latvia</i>  <i>(2014LV16MAOP001)</i>	<p>REACT-EU supported:</p> <p><i>Health:</i> Improved infrastructure of medical institutions and research projects providing solutions against COVID-19.</p> <p><i>Education:</i> Digitalisation of education systems, covering 40% of Latvian higher education institutions.</p> <p><i>Employment:</i> Targeted training programmes supporting 26 235 people.</p> <p><i>Cultural projects:</i> Support for the regular maintenance costs of cultural organisations, as well as for new projects.</p> <p><i>Entrepreneurship:</i> Loans, grants and non-financial support for business development as well as training to improve employee skills and activities to promote exports.</p> <p><i>Green objectives:</i> Energy efficiency for municipal infrastructure and for the reconstruction of multi-apartment buildings to create a better living environment.</p> <p>Many of the projects implemented are expected to have a long-term impact.</p>	<p>Project implementers would have wanted the Cabinet of Ministers’ regulations to be approved faster as well as to have more time for implementation.</p> <p>Many of the projects implemented involved construction activities. COVID-19, penalties, inflation and supply chain disruptions led to a significant increase in construction prices, meaning that project implementers had to revise projects, including their costs and deadlines.</p> <p>For those who implemented EU-funded projects for the first time, such as representatives of the cultural sector, challenges involved providing all the necessary reports, needing to carry out compliance checks and working with the KPVIS system.</p>	-	<p>The horizontal priority ‘equal opportunities’ was respected. Additional actions were also taken in individual projects to ensure accessibility for disabled people. Training in a digital environment also promoted adherence to these principles and provided opportunities for participations from more remote regions.</p> <p>The horizontal principle ‘sustainable development’ was followed by applying ‘green’ procurement principles.</p> <p>Many of the projects implemented, such as training courses, digitalisation of training, research, improving the energy efficiency of buildings and other projects, were aimed at sustainable development.</p>	-
<b>Poland</b>  <i>Evaluation of the implementation of the REACT-EU instrument in Poland, in 2014-2020</i>  <i>(2014PL05M9OP001; 2014PL16M1OP001; 2014PL16RFOP001; 2014PL16RFOP002; 2014PL16M2OP001 to 2014PL16M2OP016)</i>	<p>The results of the survey showed that the activities were highly effective.</p> <p><i>Energy infrastructure:</i> Improving energy efficiency in enterprises and public buildings, developing prosumer energy, and building installations for the production of energy from renewable sources. Additional support was allocated to a gas pipeline construction project.</p> <p><i>Healthcare:</i> Infrastructural investment in hospitals and clinics as well as psychological assistance and the development of professional competences.</p> <p><i>Low-emission transport:</i> Purchase of new, low-emission rolling stock; construction or modernisation of urban transport infrastructure; development of Sustainable Urban Mobility Plans. Generally assessed as effective.</p>	<p><i>Energy infrastructure:</i> The evaluation established a satisfactory relation between the costs incurred and the results achieved. The main challenges concerned project budgets and schedules (delays). Also, the time between submitting the project proposal and implementing the project was relatively long and was affected by a period of high inflation.</p> <p><i>Healthcare:</i> The implementation of the instrument generally went smoothly. A shortcoming concerned monitoring the results of the health intervention area.</p> <p><i>Low-emission transport:</i> A key condition for providing support was that the projects were to be already at an advanced stage of implementation.</p> <p><i>Digital transformation:</i> The main challenges were time pressure resulting from funding agreements being signed late and the varying level of digital competence of beneficiaries in the</p>	<p><i>Energy infrastructure:</i> The pandemic had a negative impact on the activities of around two fifths of beneficiaries, who used REACT-EU support mainly to reduce their operating costs.</p> <p><i>Healthcare:</i> Beneficiaries declared that the support had a significant impact on improving the quality and accessibility of healthcare services. Most beneficiaries found it increased the resilience to future crises.</p> <p><i>Low-emission transport:</i> Support responded to the challenges identified, such as rebuilding the role of public transport after the pandemic, ensuring appropriate transport solutions for residents and limiting the negative impact of transport on the environment.</p>	<p><i>Low-emission transport:</i> The activities complemented previous activities in this area and were part of broader strategies for the development of sustainable urban transport.</p> <p><i>Digital transformation:</i> Every second grant beneficiary and every third borrower claimed that the current state of their enterprise’s digitalisation was influenced by the project implemented with REACT-EU support.</p> <p>The principle of non-discrimination was implemented with two scopes: passive (there were no discriminatory solutions) and active (projects created to allow groups of people that could potentially be discriminated against to participate equally).</p>	<p>The total allocation for the instrument amounted to PLN 8.2 billion.</p> <p>It was significant that the REACT-EU instruments appeared at a time when government and EU fund shields had already been allocated and the funds from the 2021-2027 programming period were not yet available.</p>

	<p><i>Support to enterprises:</i> REACT-EU contributed to mitigating the negative impact of the pandemic on the functioning of the businesses.</p> <p><i>Digital transformation:</i> Development of e-services and the digitalisation of administration, which mitigated the impact of the pandemic on businesses, mainly by enabling remote work and digitalisation of sales channels.</p> <p><i>Migration challenges:</i> Due to the highly diversified nature of the projects and the lack of a coherent approach, it is not possible to estimate the collective impact of the projects on the situation of refugees from Ukraine.</p>	<p>public sector. Despite this, most projects were successfully implemented.</p> <p><i>Migration challenges:</i> Lack of possibilities to allocate funds due to the advanced state of actions in other areas of the REACT-EU intervention was identified as a main limitation. A bottleneck was identified between the decision to use REACT-EU and the support reaching final recipients.</p> <p>There was potential in terms of simplifying procedures so that emergency instruments could be launched faster in the future.</p>	<p><i>Support to enterprises:</i> The scale of support was relatively small compared to national interventions.</p> <p><i>Digital transformation:</i> For almost half of the beneficiaries under this objective, the REACT-EU support was necessary to be able to implement the project.</p> <p><i>Migration challenges:</i> Due to the late implementation period (relative to the peak of the migration crisis), besides refugee support, emphasis was put on building resilience to future crises.</p>		
<p><b>Sweden</b></p> <p><i>Evaluation of measures funded by REACT-EU under the 2014-2020 operational programme “Investment in growth and jobs”</i></p> <p><i>(2014SE05M9OP001)</i></p>	<p>Within regional employment projects, it is estimated that participation had an effect corresponding to a 1% higher probability of being in work after participation. The probability of being registered as unemployed was 3% higher compared to a control group. No effects were found on participation in studies or salary levels.</p> <p>Within the competence development projects and the Kickstart project, no statistically significant effects were found.</p>	<p>Regional projects had a higher hourly participation cost compared to previous ESF projects. The evaluation indicated that this could primarily be explained by external conditions such as short preparation time and difficulties in recruiting participants.</p> <p>The cost of the regional projects was also high in relation to the expected increase in tax revenue resulting from participation in ESF operations.</p> <p>The design of REACT-EU was characterised by a high level of complexity and uncertainty, which was generally well managed. However, the design of the programme limited the possibility to act effectively in a crisis situation.</p> <p>The allocation of funds was effective overall. However, the allocation to regional projects hampered efficiency, given the target group definition and the development of unemployment.</p> <p>The implementation of REACT-EU by the ESF Council was characterised by initial challenges. However, overall, it managed its room for manoeuvre well and managed the initiative effectively given the conditions that existed.</p>	<p>The thematic objective was highly relevant when the initiative was launched. However, the relevance of the goal of contributing to crisis repair weakened over time as the needs became lower than initially expected.</p> <p>The objective of contributing to a green and digital transition had some impact on the governance of REACT-EU. The impact was in line with the EU’s level of ambition: 25% of total REACT-EU funding was to contribute to climate objectives.</p> <p>The objective of contributing to a resilient recovery had a weak impact on the governance of REACT-EU. Operational objectives were lacking, and the objective was not focused on in preparation or follow-up.</p>	<p>The Swedish government chose to adopt a relatively open and broad perspective in the design of REACT-EU.</p> <p>This had an impact, among other things, on the calls for funds for the regional projects. In addition to the frameworks already set up by the European Commission in terms of, among other things, target group demarcation, the calls for proposals were relatively broad. The calls also did not require the projects to contribute to the digital or green transition, as the Swedish government chose to only operationalise this objective in the call for proposals to the Swedish Public Employment Service. The calls instead mentioned the green and digital transition as an example of actions that projects could (but did not need to) target.</p>	<p>EU funding had an added value at organisational level for the Swedish Public Employment Service. In addition to providing financial security for the Swedish Public Employment Service during an uncertain time, the agency was given scope to develop a method for defining green and digital competencies that was useful for the agency’s work in meeting the needs for skills supply in the green and digital transitions.</p>

## Annex II: Methodology and Additional data

### Methodology

The evaluation relied on three main sources of desk research:

- implementation data reported by the Member States to the Commission via SFC2014;
- studies for the *ex post* evaluation of the ESF and the ERDF;
- national evaluations.

Notably, the evaluation used data in SFC2014 to provide the statistics on the number of days necessary to amend programmes and on finances. Most of the statements about relevance and effects, as well as the added value of REACT-EU, were based on the findings of the studies carried out for the ERDF and the ESF *ex post* evaluation. For the former, a specific work package focused on REACT-EU; for the latter, the study included a dedicated case study that did not cover only REACT-EU. The study for the ESF *ex post* evaluation also contained a case study on the Cohesion's Action for Refugees in Europe (CARE) initiative: most of the findings concerning ESF support to people fleeing the military aggression in Ukraine were based on that work. For the ERDF, the dedicated case study on the refugee crisis covered both CARE and REACT-EU. (Concerning CARE, the European Court of Auditors special report on the initiative was an additional source.) Finally, examples from national evaluations were used illustratively. Summaries of all evaluations can be found in DG REGIO's [Evaluation Library](#).

Recent regulatory changes postponed programme closure to February 2026. As a result, only end-2022 indicator achievement data could be taken into account in the analysis. This covered only two out of the three relevant implementing years and limited the assessment of effectiveness. Operation-level and beneficiary data were not sufficiently standardised; this uneven micro-data availability meant that robust quantitative causal analysis of effectiveness could not be conducted.



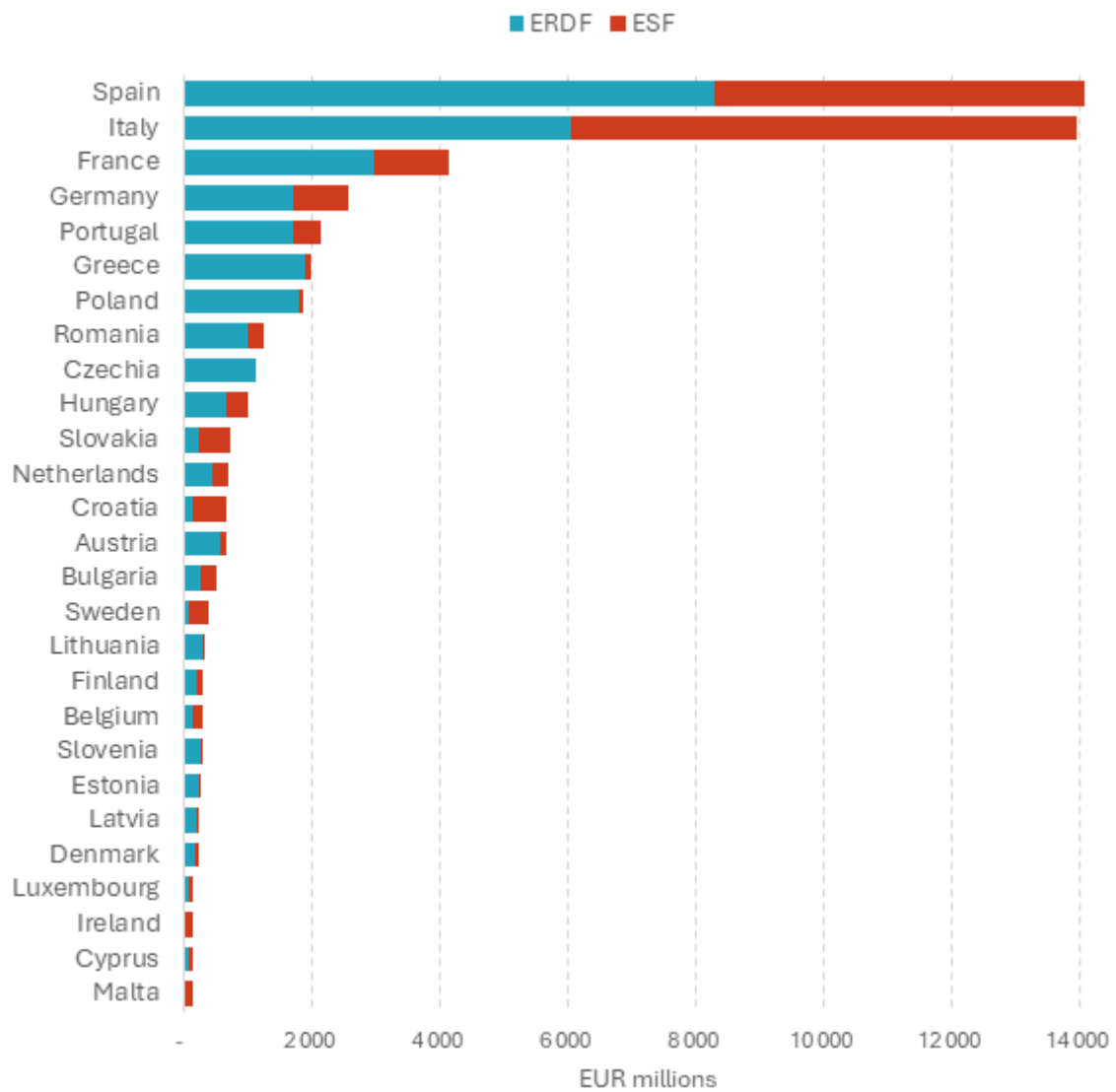
## Additional data

### Median values of operations per Member State

Country	Median duration (days)	Median start date	Median cost (EUR)
Austria	596	12/05/2021	894 955
Bulgaria	303	16/09/2022	116 790
Croatia	669	30/09/2021	824 574
Cyprus	1429	01/02/2020	70 000 000
Czechia	526	20/09/2021	102002
Estonia	526	10/01/2022	100 000
France	729	01/01/2021	297 975
Germany	288.5	18/12/2022	50 050
Greece	639	01/04/2020	204 233
Italy	366	27/01/2022	65 663
Luxembourg	1429	01/02/2020	34 718 690
Poland	364	01/07/2022	77 318
Portugal	180	28/01/2021	5 411
Slovakia	244	01/02/2023	165 579
Slovenia	821	01/12/2020	166 667
Spain	326	09/02/2021	2 500

*Note: Operation-level data only available for the above countries, which collectively represent 93% of REACT-EU allocations. Values show the median of all reported operations within the respective country.*

### Total REACT-EU budget by country



Source: European Commission.

The table below shows a selection of indicators relevant for REACT-EU objectives, as well as COVID-specific indicators. The values presented show the state of play as of the end of 2022<sup>1</sup>, the latest data available at the time of writing. These values are therefore expected to be higher at the end of the implementation period in 2023, and closer to the targets set for that date<sup>2</sup>.

### Association between REACT-EU objectives and selected common and COVID-specific indicators<sup>3</sup>

ERDF indicators			
Objective	Indicator	Value achieved by end 2022	Decided / implementation rate by end 2022 <sup>4</sup>
Enterprise support (working capital for SMEs and short-time work)	Number of enterprises receiving support (CO01)	354 000 enterprises	90% decided 77% implemented
	Number of enterprises receiving grants (CO02)	66 000 enterprises	69% decided 53% implemented
	Number of enterprises receiving financial support other than grants (CO03)	50 000 enterprises	70% decided 61% implemented
	Private investment matching public support to enterprises – grants (CO06)	EUR 114 000 000	130% decided 11% implemented
Healthcare	Population covered by improved health services (CO35)	195 000 persons	96% decided 39% implemented

<sup>1</sup> Note that by the end of 2022, less than two years had passed since the adoption of REACT-EU on 23 December 2020.

<sup>2</sup> During the uncertain environment of unfolding crises there were some difficulties in setting targets. This is explored in more detail in the *ex post* evaluation of the ERDF and the Cohesion Fund in the 2014-2020 programming period.

<sup>3</sup> Indicators used by less than 15% of programmes were excluded due to lack of comparability.

<sup>4</sup> Ratio of decided and implemented values to targets. Note that the values were to reach 100% by end 2023.

Investment in employment, education and social services	Capacity of supported childcare or education infrastructure (CO36)	8 000 000 persons	212% decided 29% implemented
Investments contributing to the transition towards a green and digital economy	Decrease of annual primary energy consumption of public buildings (CO32)	33 000 000 kWh/year	29% decided 14% implemented
	Estimated annual decrease of GHG (CO34)	38 000 tonnes of CO <sub>2</sub> equivalent	53% decided 4% implemented
<b>COVID-19 specific indicators</b>			
Enterprise support (working capital for SMEs and short-time work)	Number of SMEs supported with non-repayable financial support for working capital (grants) in COVID-19 response (CV22)	113 000 enterprises	91% decided 68% implemented
	Number of SMEs supported with working capital other than grants (financial instruments) in COVID-19 response (CV23)	46 000 enterprises	92% decided 56% implemented
Healthcare	Value of personal protective equipment purchased (CV1)	EUR 52 000 000	124% decided 13% implemented
	People COVID-19 vaccinated (CV64)	49 000 000 persons	113% decided 102% implemented
Investment in employment, education and social services	Value of COVID-19 related IT for education (CV4c)	EUR 179 000 000	91% decided 37% implemented

ESF indicators			
Objective	Indicator <sup>5</sup>	Achieved value	Participation/Success rate <sup>6</sup>
Enterprise support (working capital for SMEs and short-time work)	Unemployed, including long-term unemployed (CO01)	453 000 persons	20.6% of total participants
	Long-term unemployed (CO02)	184 000 persons	8.4% of total participants
	Inactive (CO03)	672 000 persons	30.5% of total participants
	Employed, including self-employed (CO05)	1 000 000 persons	49.0% of total participants
	Other disadvantaged (CO17)	119 000 persons	5.4% of total participants
	Inactive participants engaged in job searching upon leaving the supported operation (CR01)	70 000 persons	10.5% of inactive participants
	Participants in employment, including self-employment, upon leaving the supported operation (CR04)	257 000 persons	11.7% of total participants
Investment in employment, education and social services	Unemployed, including long-term unemployed (CO01)	453 000 persons	20.6% of total participants
	Long-term unemployed (CO02)	184 000 persons	8.4% of total participants
	Inactive (CO03)	672 000 persons	30.5% of total participants

<sup>5</sup> These indicators measure the total number of participation records. In theory, one person could participate more than once in ESF funded operations, however as in practice the number of such cases is small, participations, participants and people are used interchangeably.

<sup>6</sup> For common output indicators, the participation rate measures the share in total ESF funded REACT-EU participations. For result indicators, the success rate measures the share of positive results among the population of relevant participants.

	Inactive, not in education or training (CO04)	142 000 persons	6.4% of total participants
	Employed, including self-employed (CO05)	1 000 000 persons	49% of total participants
	Below 25 years of age (CO06)	678 000 persons	30.8% of total participants
	Above 54 years of age (CO07)	294 000 persons	13.3% of total participants
	Above 54 years of age who are unemployed, including long-term unemployed, or inactive not in education or training (CO08)	112 000 persons	5.1% of total participants
	Migrants, participants with a foreign background, minorities (including marginalised communities such as the Roma) (CO15)	370 000 persons	16.8% of total participants
	Participants with disabilities (CO16)	158 000 persons	7.2% of total participants
	Other disadvantaged participants (CO17)	119 000 persons	5.4% of total participants
	Inactive participants engaged in job searching upon leaving the supported operation (CR01)	70 000 persons	10.5% of inactive participants
	Participants in education/training upon leaving the supported operation (CR02)	63 000 persons	2.9% of total participants
	Participants gaining a qualification upon leaving the supported operation (CR03)	244 000 persons	11.1% of total participants
	Participants in employment, including self-employment, upon leaving the supported operation (CR04)	257 000 persons	11.7% of total participants

COVID-19 specific indicators			
Enterprise support (working capital for SMEs and short-time work)	Value of ESF actions to combat or counteract the effects of the COVID-19 pandemic (CV30)	EUR 5 920 000 000	N/A
	Participants supported to combat or counteract the effects of the COVID-19 pandemic (CV31)	5 730 000 persons	N/A
Healthcare	Healthcare personnel who benefited from ESF support (CVHC)	68 000 persons	N/A
Investment in employment, education and social services	Participants who benefited from support in short- time work arrangements (CVST)	1 314 000 persons	N/A
	Participants maintaining their job 6 months after the end of support (CVR1)	888 000 persons	N/A

Source: European Commission.