



10th Evaluation Conference in Prague

**What is (not) going well
in evaluations and why?**

**Evaluating the EU's first major
performance-based funding programme -
challenges and opportunities from the
mid-term evaluation of the RRF**

Marie-Gabrielle de Liedekerke



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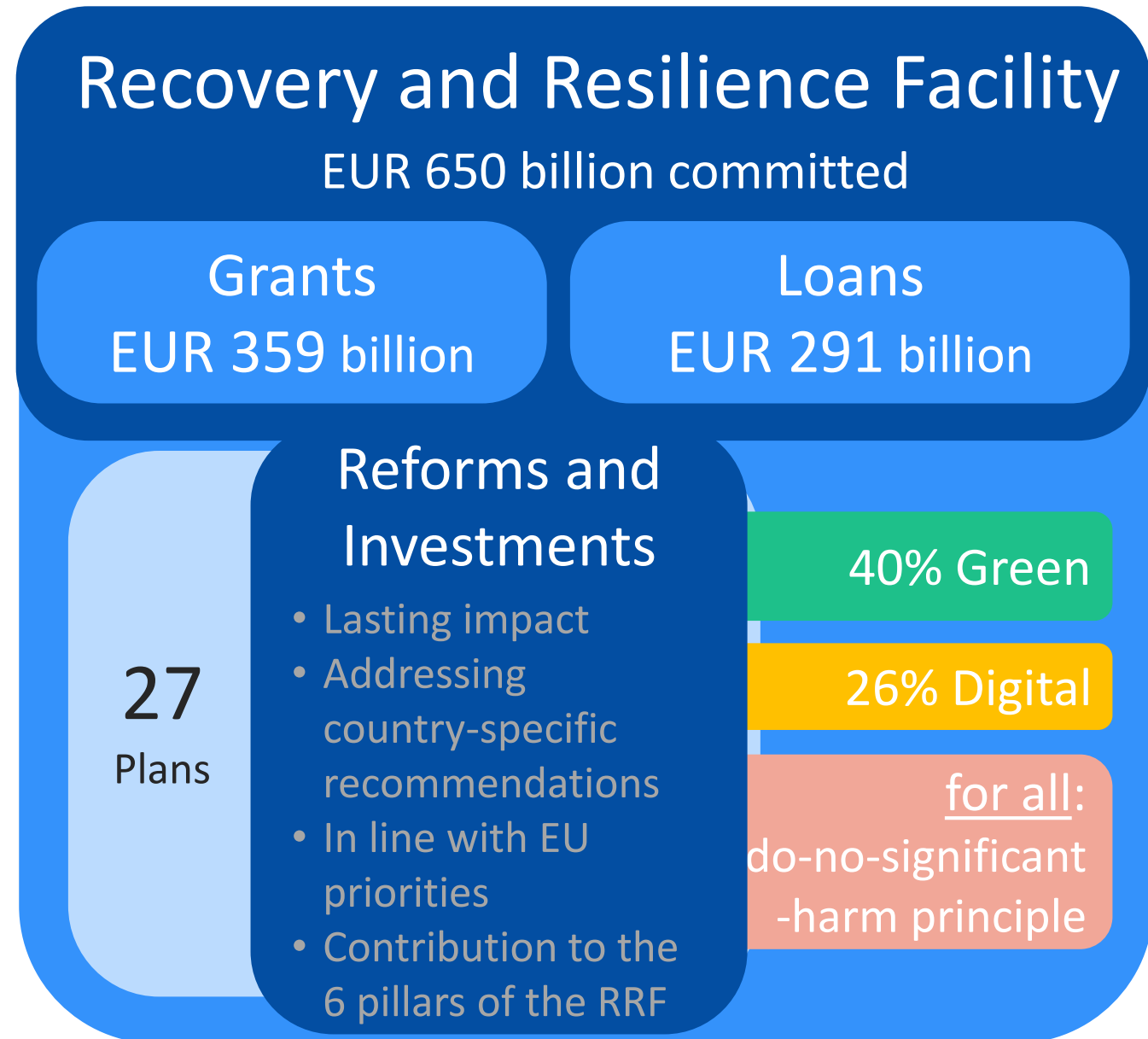
EVALUATION
UNIT NCA

12 November 2024

What is the Recovery and Resilience Facility?

The RRF: An unprecedented EU funding instrument

- The first major **performance-based** EU funding instrument
- Launched in February 2021, amid the **COVID-19** pandemic
- Crucial for implementing the **REPowerEU Plan**, launched in 2023
- RRF ends on **31 December 2026**.
- **Ex post evaluation** due end of 2028



Context and purpose of the RRF mid-term evaluation

Legal requirement

- Article 32(1) of the RRF Regulation and Commission's Better Regulation Guidelines

Internal and external sources used in the RRF mid-term evaluation

- **Open public consultation:** Call for evidence on the Commission's Better Regulation portal (November – December 2022) and 12-weeks open public consultation on the *Have Your Say* platform (16 March – 8 June 2023)
- **Independent external study** led by a consortium of consultants (CEPS-ECORYS, CSIL and Wavestone) between March-October 2023.
- **Inter-service group composed of 26 DGs** supervising the evaluation at all stages

Timing of the mid-term evaluation

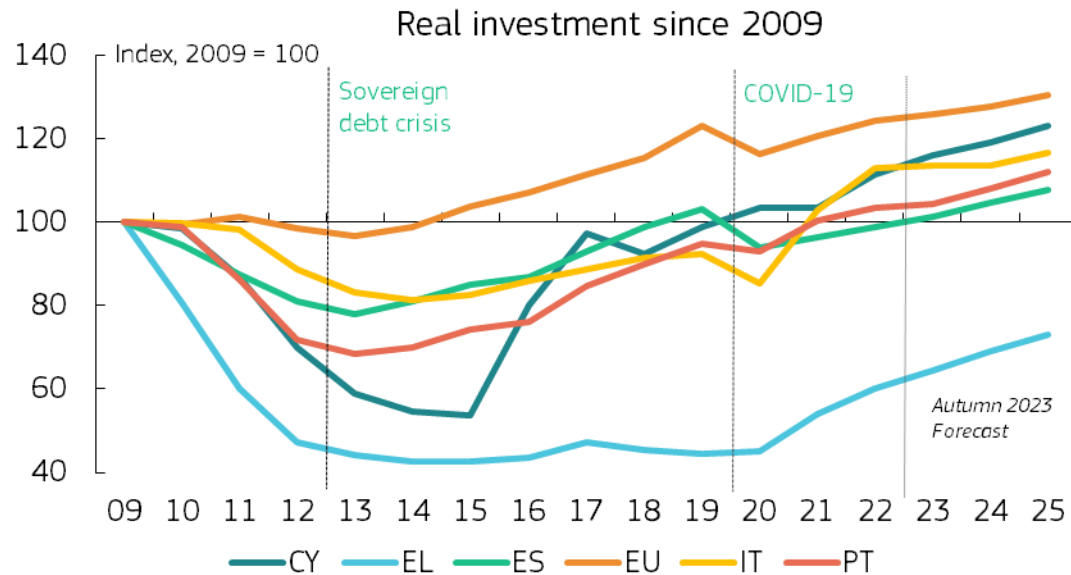
- At the half-way point of RRF lifetime (published by February 2024)
- **Too early to assess the impact** of the measures supported by the RRF, but useful to take stock of implementation so far.

Lessons learnt for performance-based instruments

- The RRF mid-term evaluation provides **useful lessons** for the design of potential future performance-based instruments.

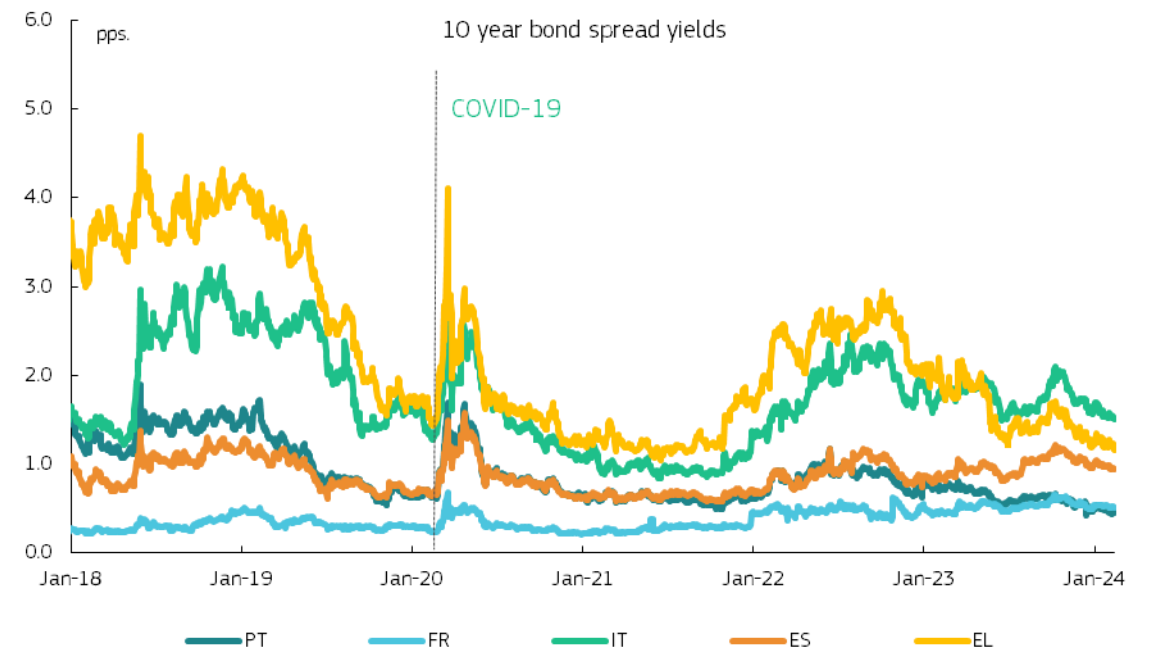
Taking stock at the half-way point

The RRF supported the EU economic recovery



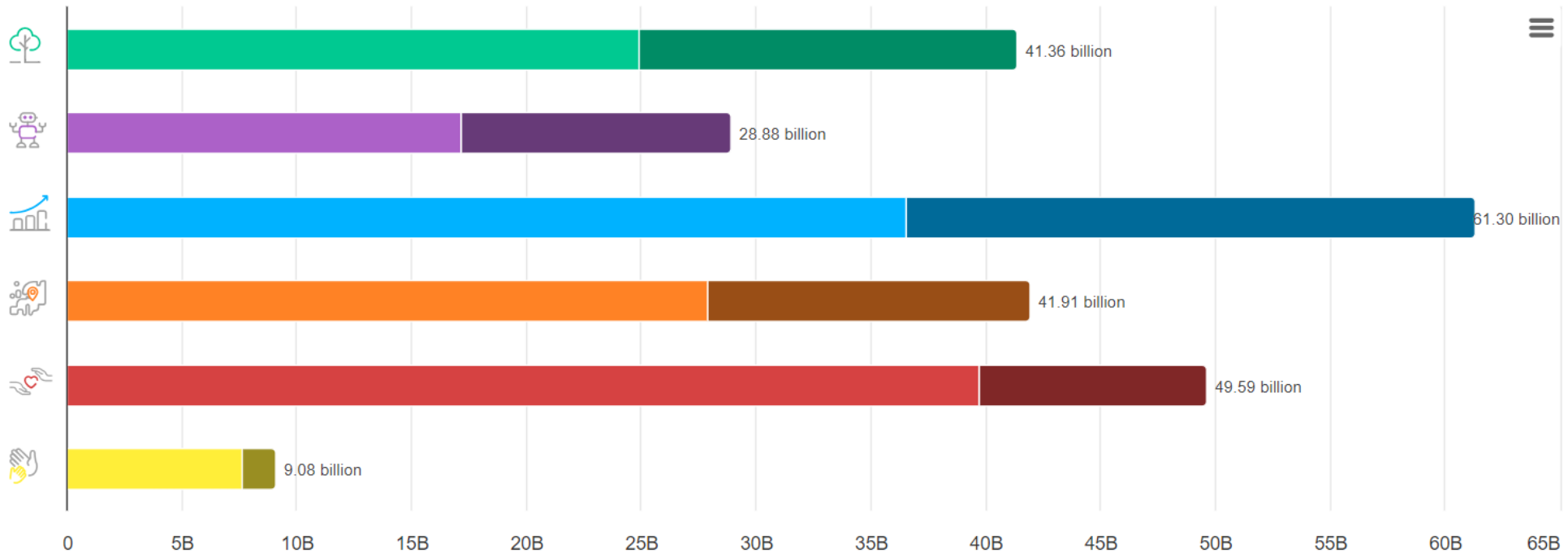
- **Public investment preserved:** Public investment from 3.0% in 2019 to 3.3% in 2023
- **NGEU effect on GDP:** NGEU potential to increase EU real GDP by up to 1.4% in 2026 compared to no-NGEU scenario (*Commission QUEST model*)
- **Unemployment:** initial RRF disbursements lowered EU unemployment by around 0.8 percentage points compared to no-RRF scenario (*Commission QUEST model*)

- **Impact on spreads:** Considerable narrowing of EU sovereign bond spreads further contributing to reducing fiscal pressure
- **Funds disbursed quickly:** EUR 56.6 billion in pre-financing disbursed in 2021 and 2022



The RRF is supporting European resilience

Disbursements per pillar



08 May 2024: The data in the 'Disbursements per pillar' graph was revised due to a technical issue.

Each disbursement reflects progress in the implementation of the RRF, across the six policy pillars. This graph displays how disbursements under the RRF relate to the pillars. The amounts were calculated by linking the milestones and targets covered by a given disbursement to the pillar tagging (primary and secondary) of their respective measures. [Click here for more information on the methodology to report on disbursements per pillar](#)



Green transition pillar



Digital transformation pillar



Smart, sustainable and inclusive growth pillar



Social and territorial cohesion pillar



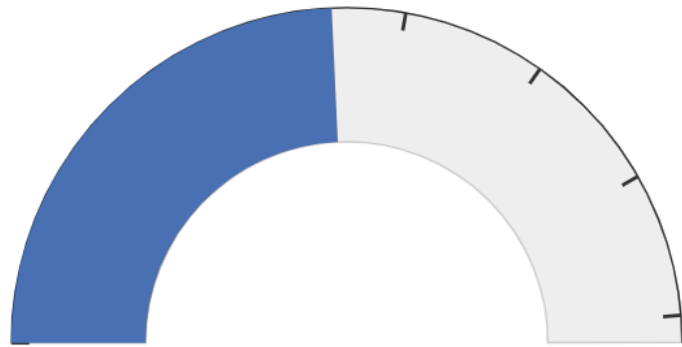
Health and economic, social and institutional resilience pillar



Policies for the next generation pillar

Visible progress on the RRF implementation

RRF grants disbursed



€174.69 billion

This graph displays the amount of grants disbursed so far under the RRF. Grants are non-repayable financial contributions. The total amount of grants given to each Member State is determined by an allocation key and the total estimated cost of the respective recovery and resilience plan.

By 1 November 2024:

- **€269 billion** disbursed to Member States
- Over **1 700** milestones and targets assessed by the Commission as **fulfilled**
- Over **1 400** milestones and targets reported by Member States as **completed**

Lessons learned from RRF mid-term evaluation

What the RRF has already achieved

Agenda of reforms and investments supported

- Increase in the implementation of **Country Specific Recommendations (CSRs)** addressed to Member States in the context of the European Semester

Binding climate and digital targets surpassed

- **42% climate expenditure** (legal target: 37%)
- **26% digital expenditure** (legal target: 20%)

'Do-No-Significant-Harm' Principle (DNSH) mainstreamed

- Strengthening of the green dimension in line with EU priorities.

Implementation of EU policy priorities accelerated

- Contributions to European Pillar of Social Rights
- Strengthening the Single Market

Key findings on the performance-based approach of the RRF

Combination of reforms and investments	Increased predictability and accountability	Disbursement conditional upon reforms	Faster disbursements	Effective monitoring
Leads to a more coherent intervention , increasing efficiency	Concrete results to be achieved are set out clearly in advance	Leads to concrete results on the ground and enhanced the implementation of structural reforms	Thanks to RRF pre-financing and to payment based on progress towards results	RRP implementation can be monitored through milestones and targets

Feedback received from Member States during the evaluation



Higher-than-expected **administrative burden** experienced in implementation



Impact on the **workload** of Member States' administrations



Variations in Member States' involvement of **regional/local authorities** and **social partners**



Member States would like more **flexibility** in design and implementation of the RRF

Analytical challenges encountered with the mid-term evaluation of the RRF

Data availability: Too early to fully assess the impact of the RRF

Heterogeneity of available information at national level on the implementation of RRF measures

Difficulty to carry out cost-benefit analysis and reliance on surveys to collect data on direct and indirect costs

Challenging to quantify the economic impact of reforms



How to best evaluate instruments based on performance rather than costs?

More information or data on the Recovery and Resilience Facility

- **Recovery and Resilience Scoreboard:**
https://ec.europa.eu/economy_finance/recovery-and-resilience-scoreboard/index.html?lang=en
 - Information on the **content of RRP**s and on **implementation of RRF**
- **Webpage of the Recovery and Resilience Facility:**
https://commission.europa.eu/business-economy-euro/economic-recovery/recovery-and-resilience-facility_en#national-recovery-and-resilience-plans, including
 - **Map of RRF projects** in Member States.
 - **Mid-term evaluation** of the RRF
 - **Annual Report 2024** on the implementation of the RRF



Thank you!

Marie-Gabrielle de Liedekerke (marie-gabrielle.de-liedekerke@ec.europa.eu)



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