



CORTES GENERALES

NOTA SOBRE LA CONFERENCIA INTERPARLAMENTARIA SOBRE ESTABILIDAD COORDINACIÓN ECONÓMICA Y GOBERNANZA EN LA UNIÓN EUROPEA, CELEBRADA EL 28 DE SEPTIEMBRE DE 2021 (bajo la presidencia de turno eslovena y mediante participación remota)

El 28 de septiembre de 2021 tuvo lugar la Conferencia interparlamentaria sobre estabilidad, coordinación económica y gobernanza en la Unión Europea, celebrada mediante videoconferencia, bajo la presidencia de turno de Eslovenia. Asistieron a la misma los miembros de la Delegación de Gobernanza de las Cortes Generales, D. Javier Alfonso (GPS Congreso), D. Victor Piriz (GPP Congreso), D. José María Sánchez, (GP VOX Congreso), D. Roberto Uriarte (GP UP-EC-GC Congreso) y la Letrada de las Cortes Generales y de la Delegación, doña Mónica Moreno Fernández-Santa Cruz.

A las 9.45 tuvo lugar la apertura de la Conferencia, con la bienvenida de **Mr Igor Zorčič**, Presidente de la Asamblea Nacional de la República de Eslovenia, y el discurso introductorio de **Mr Paschal Donohoe**, Presidente del Eurogrupo.

A las 10.00 se abordó el primer tema de debate, “Estrategia para financiar la salida de la pandemia; nuevos recursos propios”, que se centró en la conveniencia de la imposición sobre la economía y los recursos digitales. Presidió el debate **Mr Robert Polnar**, Presidente de la Comisión de Finanzas de la Asamblea Nacional de la República de Eslovenia, e intervinieron como ponentes en el mismo **Mr Andrej Šircelj**, Ministro de Finanzas de la República de Eslovenia, **Mr José Manuel Fernandes**, Miembro y Rapporteur del Parlamento Europeo, **Mr Johannes Hahn**, Comisario Europeo para Presupuestos y Administración. Intervino nuevamente **Mr Robert Polnar**, y se abrió después un debate entre las delegaciones que seguían la Conferencia, en el que tomó la palabra don José María Sánchez, y que finalizó a las 12.00 horas.

La Conferencia se reanudó a las 13.30 horas con el segundo tema de debate “Nuevos retos y oportunidades para la recuperación económica de Europa y para aplicar eficazmente los Fondos a la implementación del NextGenerationEU Instrument”. Presidió el debate **Ms Mateja Udovč**, Presidenta de la Comisión de Economía de la Asamblea Nacional de la República de Eslovenia, tomando la palabra como ponentes **Mr Simon Zajc**, Secretario de Estado, Ministro de Economía, Desarrollo y Tecnología de la República de Eslovenia, **Ms Irene Tinagli**, Presidenta de la Comisión de Asuntos Económicos y Finanzas del Parlamento Europeo, y **Mr Paolo Gentiloni**, Comisario Europeo de Economía, y tras una nueva intervención de **Ms Mateja Udovč**, se abrió un debate entre los participantes, en el que participó don José María Sánchez, y con el que se puso final a la Conferencia, a las 15.30 horas.

Se adjuntan programa y documentos relacionados con la Conferencia.

Palacio del Congreso de los Diputados, 29 de septiembre de 2021.



REPUBLIC OF SLOVENIA
NATIONAL ASSEMBLY

Committee on the Economy
Committee on Finance



REPUBLIC OF SLOVENIA
NATIONAL ASSEMBLY

COURTESY TRANSLATION
Ljubljana, 7 July 2021

Dear Colleagues,

We are pleased to invite you to the **Inter-Parliamentary Conference on Stability, Economic Coordination and Governance in the European Union** on behalf of the Slovenian parliament and as part of the parliamentary dimension of Slovenia's Presidency of the Council of the EU. Due to the current uncertainty, the inter-parliamentary conference *will take place* in an online format on Tuesday, 28 September 2021.

During the conference, we would like to encourage debate around the following two topics:

- Financing the Pandemic Exit Strategy – New Own Resources; Could the proposed new digital tax be the answer we are all looking for?

and

- New Challenges and Opportunities of European Economic Recovery and Renewal for Effectively Channelling Funds into the Implementation of the NextGenerationEU Instrument.

We are certain that your participation will contribute to a lively debate on both topics. Please find enclosed a draft programme for the conference and some general information.

We look forward to meeting you.

Yours sincerely,

Robert Polnar
Chair
Committee on Finance

Mateja Udovč
Chair
Committee on the Economy



REPUBLIC OF SLOVENIA
NATIONAL ASSEMBLY

Committee on the Economy
Committee on Finance



Inter-parliamentary Conference on Stability, Economic Coordination and Governance in the European Union (SECG)

**Tuesday, 28 September 2021, 9:45-15:30 (CET)
Slovenia**

Videoconference

General Information

The Inter-parliamentary Conference on Stability, Economic Coordination and Governance in the European Union will be held as a videoconference. It will take place on 28 September 2021 from 9:45 am to 15:30 pm (CET).

Registration

An online registration form has been set up for all meetings organised as part of the parliamentary dimension of the Slovenian Presidency of the Council of the EU. You can register by clicking on the link below and using the password sent in the invitation e-mail:

https://www.lyti.in/InterParliamentary_Conference_on_Stability_Economic_Coordination_and_Governance_in_the_European_Union_3647/en

Password: **SECG2021SI**

Please fill in the online registration form by **Friday, 10 September 2021**.

Videoconferencing platform

The conference will take place on the Cisco Webex Legislate platform, which allows the participants to join the meeting on a variety of devices using their browser. You do not need to have a registered account with the platform.

We highly recommend you use a wired internet connection. We kindly ask speakers to use a headset with a built-in microphone when given the floor. Should the internet connection be of insufficient quality, your contribution will not be interpreted.

Connectivity test and login details

You will receive additional technical information with log-in details for the videoconference a few days before the conference. A connectivity test will take place on **Thursday, 23 September 2021**.

You will receive the log-in information for the connectivity test via e-mail. The test should take place under the same conditions as those planned for the conference (location, Internet connection, devices used, etc.). You will be able to connect to the test during your allocated time slot.

Should you be unable to perform the connectivity test at the specified time, please connect to the platform 45 minutes before the start of the conference. This will allow enough time to address any last-minute technical issues.

Languages

Simultaneous interpreting will be provided for all three working languages at the conference – English, French, and Slovene. Simultaneous interpreting into other languages is not provided and can be set up by the national parliaments themselves, should the need arise.

Requests for the floor

Organisers usually receive a number of requests to take part in the discussions, which is why we kindly ask you to indicate you would like to request the floor at a specific panel on the registration form. The speaking order and time limit will be communicated in due course.

During the conference, you will only be able to submit a request for the floor using the "Chat" channel. Debate will only be permitted after the previously registered speakers have already taken to the floor and provided there is enough remaining time.

The working languages for the discussion are English, French, and Slovenian. Should the participant wish to speak in another language, their national parliament must provide simultaneous interpreting into one of the working languages of the conference.

The web platform gives users two options when logging-in: they can log-in as active participants, who can take the floor during the meeting, and participants, who can only follow the meeting. Participants will receive the relevant links before the conference.

Conference documents

You will receive all the conference documents via e-mail. They will also be available on www.parleu2021.si and on [IPEX](#).

Videoconference streaming

The meeting will be livestreamed on www.parleu2021.si in English, French, and Slovenian. The video will subsequently be made available on the same website in these languages.

Technical issues

Should you experience any technical difficulties, we suggest you contact your parliament's IT department to verify your connection and PC performance. If problems persist, you are welcome to write to our Technical Support staff at ICT.parleu2021si@dz-rs.si.

Privacy notice

By registering as a conference participant and/or attending the conference, you agree to the transfer of the non-exclusive, unlimited right of use of your speech and/or your statements, along with any photos and videos taken during the conference, to the Republic of Slovenia, represented by the National Assembly. This includes the transferable right to copy, disseminate, send, reproduce and make available publicly, and use these in any form currently known or as yet unknown, including in edited form.

Contact details

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A technical hot line will be made available during the connectivity test, an hour before the conference, and during the conference. You will receive detailed technical information and contact telephone numbers for technical support in due course.

Tuesday, 28 September 2021

09:45–10:00

Conference Opening

Welcome address by the President of the National Assembly of the Republic of Slovenia, **Mr Igor Zorčič**

Introductory speech:

- **Mr Paschal Donohoe**, President of the Eurogroup

10:00–12:00

Topic I:

Financing the Pandemic Exit Strategy – New Own Resources; Could the proposed new digital tax be the answer we are all looking for?

Chair:

- **Mr Robert Polnar**, Chair of the Committee on Finance

Introductory speakers:

- **Mr Andrej Šircelj**, Finance Minister of the Republic of Slovenia
- **Mr Johannes Hahn**, European Commissioner for Budget and Administration
- **Mr José Manuel Fernandes**, MEP, Rapporteur
- **Mr Robert Polnar**, Chair of the Committee on Finance

Discussion

12:00–13:30

Break

13:30–15:30

Topic II:

New Challenges and Opportunities of European Economic Recovery and Renewal for Effectively Channelling Funds into the Implementation of the NextGenerationEU Instrument

Chair:

- **Ms Mateja Udovč**, Chair of the Committee on the Economy

Introductory speakers:

- **Mr Zdravko Počivalšek**, Minister of Economic Development and Technology of the Republic of Slovenia
- **Mr Zvonko Černač**, Minister without Portfolio of the Republic of Slovenia, responsible for Development and EU Cohesion Policy
- **Ms Irene Tinagli**, MEP, Chair of Economic and Monetary Affairs Committee of the European Parliament
- **Mr Valdis Dombrovskis**, Executive Vice-President of the European Commission for an Economy that Works for the People (tbc)

Discussion

Financing the Pandemic Exit Strategy – New Own Resources:

Could the digital tax be the answer we are all looking for?

I. Introduction

On 17 December 2020, the Council of the European Union adopted the [Regulation laying down the multiannual financial framework for the years 2021 to 2027](#), which a day before had been approved by the European Parliament. The Regulation provides for a budget of EUR 1 074.3 billion in 2018 prices. This will be combined with the temporary recovery instrument, [NextGenerationEU](#), worth EUR 750 billion in 2018 prices, in the form of loans and grants. A total of EUR 1.8 trillion will therefore be available in 2018 prices (or EUR 2.018 trillion in current prices).

The EU's own resources will be used to cover expenditure under the EU's Multiannual Financial Framework. On 14 December 2020, the Council adopted a [Decision on the system of own resources of the European Union](#) on the basis of Article 311 of the Treaty on the Functioning of the EU, which was ratified by all Member States by 31 May 2021. The decision provides the basis for the EU to issue bonds on financial markets, which in turn will pave the way for the Recovery and Resilience Facility with the aim of mitigating the impact of the COVID-19 pandemic. A temporary increase of the own resources ceiling by 0.6 percentage points to 2% of EU GNI, provided for in the Own Resources Decision, will warrant this.

In the [Interinstitutional agreement of 16 December 2020](#), EU institutions further stipulate that new own resources are to be introduced according to a roadmap, with a view to re-financing the long-term NextGenerationEU repayment costs by 31 December 2058.

To finance the NextGenerationEU, the Commission will borrow up to € 750 billion in 2018 prices (equalling € 806.9 billion in current prices) on the financial markets. Given past experience, in particular with the SURE programme¹, it is expected that the EU as a whole will be able to borrow on favourable terms thanks to its high creditworthiness.

II. Current own resources

The current system of own resources is intended to finance the EU's budget and consists of traditional own resources, VAT-based own resources, GNI-based own resources, and new own resources based on non-recycled plastic packaging waste.

Traditional own resources nowadays consist of custom duties on imports from non-EU countries. Customs duties are a direct source of revenue for the EU budget and are collected by the member states, which will retain 25% of the amounts collected between 2021 and 2027. Traditional own resources are estimated to account for between 10 and 15% of the revenue side of the EU budget.

¹ European instrument for temporary support to mitigate unemployment risks in an emergency (SURE)

The new Own Resources Decision has simplified the **VAT-based own resources** by determining the contribution of each member state by applying the weighted average VAT rate calculated for the entire financial programming period based on 2016 data for each member state, capped at 50% of each country's GNI base. Finally, a uniform call rate of 0.3% is levied on this base. The VAT resource now accounts for 10–15% of EU's own resource revenue.

The **GNI-based own resource** generally accounts for more than 70% of the EU's budget and are its largest own resource. The amount is determined according to the member states' gross national income, with a view to balancing the EU's budget. Some member states are also eligible for a lump sum reduction of this levy.

Own resources based on plastic packaging waste represent a [new revenue source](#) for the EU budget. As of 1 January 2021, the member states contribution is proportional to the weight of non-recycled plastic packaging waste, totalling EUR 0.80 per kilogramme. Adequate safeguards have been put in place to prevent excessive contributions from member states with a GNI per capita below the EU average. This own resource has a twofold purpose: adding a new income stream to the EU's budget and providing an incentive to reduce the quantity of non-recycled plastic packaging waste.

III. The future of the own resources system

The current system of own resources has remained largely unchanged for several decades. That period exposed some of its shortcomings: its complexity, excessive dependence on GNI-based contributions, difficult budget negotiations, insufficient contribution to key EU objectives and priorities, and complex correction mechanisms. This has led to certain changes being proposed.

Changing the system of own resources by establishing genuine own resources would increase the autonomy of the EU budget. Finding new own resources will also play a key role in financing the NextGenerationEU instrument.

As early as 2017, the Commission, in its [Reflection paper on the future of EU finances](#), identified the need of linking own resources to key EU policies, in particular the single market and sustainable growth, and to the need to simplify the existing system. Own resources would ideally represent a significant and stable share of the EU's budget revenue and also reflect or even support EU policy objectives.

The High Level Group on Own Resources, led by Mario Monti (2017 [Report](#)), undertook an analysis of this issue and proposed possible new sources of revenue. They drafted nine recommendations and highlighted the single market and fiscal coordination, as well as the Energy Union, environment, climate, and transport policies as the most suitable options for new own resources.

On 16 December 2020, three EU institutions – the European Parliament, the Council, and the Commission – reached an interinstitutional agreement to seek new own resources, within a defined timeframe and roadmap. During the 17–21 July 2020 session, the European Council decided that, over the coming years, the EU would work towards reforming its own resources system and introduce new own resources.

The Commission has proposed several new sources to finance the EU budget, going on to present the [Proposal for a carbon border adjustment mechanism](#) and the [Proposal on the Union's revised greenhouse gas emissions trading scheme in 2021](#). The Commission's proposal regulating the digital services tax is, however, still on hold. Further steps will depend on the negotiations in the context of the OECD and G20 Action Plan on Base Erosion and Profit Shifting (hereinafter: BEPS Actions). One of the possible future own resources could also be a financial transaction tax.

IV. Possible new own resources

EU Emissions Trading System (ETS)-based own resource

The Commission already proposed an EU ETS-based own resource in its 2018 proposal for the 2021–2027 multiannual financial framework. In 2021, it plans to draw up a proposal for a new EU ETS-based own resource.

The EU ETS provides for a limited number of greenhouse gas emissions allowances that can be auctioned and traded. The system currently covers the energy, manufacturing, and commercial aviation sectors in the participating countries and covers about 40 percent of EU greenhouse gas emissions. Effective carbon pricing through emissions trading is essential for achieving the goal of climate neutrality by 2050 and reducing greenhouse gas emissions by 55 percent by 2030 (compared to 1990 levels).

In its 14 July 2021 proposal to revise the Directive on the EU ETS, the Commission proposed changes to the EU ETS, namely lowering the level of total emissions and raising the annual emission reduction rate. The ETS is also expected to include the maritime sector, while free aviation emission allowances are to be phased out. Countries will allocate all accrued revenues from the EU ETS to climate or energy projects in member states. The proposal also provides for a separate EU ETS for emissions from fuels used in transport and building. A part of resources will be used to address the potential social impact of the ETS on vulnerable households, micro-enterprises and transport users.

Carbon border adjustment mechanism

The mechanism aims to complement the EU ETS by ensuring equal treatment of domestic and imported products in terms of carbon pricing. The mechanism will encourage importers to reduce greenhouse gas emissions while contributing to the preservation of industries in carbon-intensive sectors in the EU.

On 14 July 2021, the Commission drafted the Proposal for a Regulation Establishing a Carbon Border Adjustment Mechanism, which is closely tied to the EU ETS. According to the Proposal, EU importers would buy certificates at the price they would have to pay under the EU ETS. If an importer proves they have already paid the carbon tax, they will be reimbursed the corresponding costs. The mechanism will be introduced over a transition period, initially only in the most carbon-intensive industries. The CBAM will make it possible to decrease the level of free certificates in the EU ETS without aggravating the “carbon leakage” dilemma. It is also in line with World Trade Organization (WTO) rules. The Proposal further envisages that the proceeds generated by the mechanism would be an own resource for the EU budget.

Financial Transaction Tax

This would be a contribution from the financial sector and would discourage risky or speculative trading. There have already been some proposals at the European level in the past, but in the absence of an agreement, some member states have resorted to national financial transaction tax arrangements, using different bases and rates, and an enhanced cooperation procedure is ongoing among a number of member states to have a tax with common features. The introduction of an own resource would be based on a harmonised application of an EU-wide FTT and could therefore strengthen the internal market. The Commission will work towards drafting a legislative proposal by 2024.

Own resources based on a Common Consolidated Corporate Tax Base (CCCTB)

The differing corporate tax regimes among EU member states present an administrative burden and an obstacle to the functioning of the EU single market. A common consolidated corporate tax base would be a step towards a more transparent and simplified corporate tax, facilitating the operation of European companies in the single and international market. An EU-wide CCCTB would, in principle, also be a very fair and viable base for an own resource.

On 18 May 2021, in its [Communication on Business Taxation for the 21st Century](#), the Commission announced a new proposal to establish a consolidated corporate tax base called Business in Europe: Framework for Income Taxation (BEFIT). The key elements of BEFIT are a common tax base for multinational companies and formulary apportionment. The proposal will build on and expand BEPS Actions, while formulary apportionment will consider a number of factors, notably the sales market, labour assets, and labour force. The Commission's proposal is expected to be issued in 2023 and take effect in 2026. Once established, it too might lend itself as a suitable basis for an own resource linked to corporate taxation and the common market.

V. Digital levy

Digital services generate income from online advertising, the online sale of goods and content, and the processing and sale of user-generated information. These are services delivered in the EU mainly by foreign providers without them being physically present there. Therefore, they are not sufficiently covered by taxation regulations that are based on the physical location of the company. For this reason, there is considerable scope for tax optimization when it comes to digital services based on the company's headquarters. This is the reason that tax revenues in the digital sector are often much lower in practice than in traditional industries.

The purpose of the digital levy is primarily to adjust the taxation of digital services in such a way as to allow for profits to be recorded and taxed where companies have significant interaction with users through digital channels. This would limit the possibility of reducing the tax base and transferring profit. BEPS Actions are especially relevant in this regard, as they propose the introduction of a minimum global tax and a unified international approach that would require digital service providers pay a certain share of taxes in the country where the customer or user is located. This would mean that digital service providers would certainly, at least in part, be taxed.

The OECD and the G20, together with over 130 countries, formulated the BEPS Actions to improve the tax environment in the participating countries, reduce the consequences of tax planning, and strengthen the coherence of international tax rules. The BEPS Actions are based on two pillars:

Pillar One envisages a partial redistribution of taxing rights and covers multinational corporations with a global turnover exceeding EUR 20 billion and profitability above 10%, leaving room for some exceptions during the transition period. Pillar One would adapt the rules in the direction of new business practices, especially regarding companies that can operate in a country without being physically present. The extractive industry and regulated financial services would be excluded.

Pillar Two would set an effective tax rate of 15% and cover all multinational corporations with total turnover above EUR 750 million. Government entities, non-profit organisations, and pension or investment funds that are ultimate parent entities of multinational corporations would be excluded.

In 2018, the Commission also prepared the [Proposal for a Council Directive laying down rules relating to the corporate taxation of a significant digital presence](#) and the [Proposal for a Council Directive on the common system of a digital services tax on revenues resulting from the provision of certain digital services](#). So far, negotiations on these directives have failed and some member states have introduced their own digital taxes. The arrangements in individual countries vary. Some only tax revenue from online advertising (Austria and Hungary), while most have opted for a broader approach. There are also differences in terms of tax rates (ranging from 1.5% to 7.5%) and the definition of taxable persons.

At its meeting of 17–21 July 2020, the European Council instructed the Commission to prepare a proposal for a digital levy as an own resource.

As a final agreement on BEPS Actions is expected in October 2021, the Commission has postponed its digital levy proposal until October. After consensus is reached on the two BEPS pillars, the Commission will prepare measures to implement BEPS Actions in the light of EU tax policy and the needs of the single market.

Some countries looking to attract investment from the largest technology companies openly oppose the digital levy. Problems could also arise at the international level, with opposition from countries where technology companies are headquartered.

Another challenge concerns costs, as digital companies are likely to pass on the costs to consumers. This has occurred in some countries that have introduced their own form of a digital levy. Special attention will also need to be paid to the prevention of double taxation and the setting of detailed taxation criteria.

Potential topics for discussion:

- The role of national parliaments and the European Parliament in introducing new own resources to support and shape EU policies in the future.
- Contribution of the proposals for new own resources to the independence of the EU budget and the financing of NextGenerationEU. The pros and cons of the EU budget and the own resources system as a backstop for common EU debt issuance.
- The importance of new own resources for the implementation of the European Green Deal and the digital transformation of the European Union. The optimal use of the EU budget and national budgets in the design of the ETS.
- The role of the European Union and the member states in establishing and implementing BEPS Actions.

New Challenges and Opportunities of European Economic Recovery and Renewal for Effectively Channelling Funds into the Implementation of the NextGenerationEU Instrument

I. Joint efforts at the EU level

The COVID-19 pandemic represents one of Europe's greatest challenges to date. The public health crisis has resulted in one of the worst economic crises in the history of the EU. Exiting this crisis requires decisive joint efforts at the EU-level.

On 23 April 2020, EU leaders agreed to direct efforts into establishing a recovery fund. On 27 May 2020, the European Commission unveiled a recovery plan for Europe – the NextGenerationEU instrument (hereinafter: NGEU), as well as an updated long-term EU budget (also known as the Multiannual Financial Framework – MFF), running from 2021 to 2027. Their total value is EUR 1,800 billion (in 2018 prices), representing the largest European package ever adopted.

The **NGEU** is an emergency and temporary recovery instrument with an earmarked EUR 750 billion (in 2018 prices) to help repair the direct economic and social damage caused by the coronavirus pandemic.

The central part of the NGEU is the **Recovery and Resilience Facility**, while the smaller part contains the **REACT-EU** initiative. To a lesser extent, the NGEU also provides additional funding for other European programmes or funds, such as **Horizon 2020**, **InvestEU**, **Rural Development**, or the **Just Transition Fund**.

Breakdown of NGEU funds (in EUR billion in 2018 prices):

Recovery and Resilience Facility	672.5
of which loans	360
of which grants	312.5
ReactEU	47.5
Horizon Europe	5
InvestEU programme	5.6
Rural Development	7.5
Just Transition Fund	10
rescEU reserve	1.9
TOTAL	750

(Source: [The European Commission](#))

The financing of the NGEU is made possible through the Commission's borrowing on the financial markets, on the basis of the **Council Decision on the System of Own Resources** (hereinafter: Decision). The details governing the borrowing operations are set out in the Decision, while the earmarking of the borrowed funds for certain expenditure policies is detailed in the [Council Regulation Establishing a European Union Recovery Instrument to Support the Recovery in the Aftermath of the COVID-19 Crisis](#). The Decision ratification process was completed in May 2021, when it was ratified by all member states.

II. The Recovery and Resilience Facility and National Recovery and Resilience Plans

The [Recovery and Resilience Facility](#) (hereinafter: Facility) was established through the [Regulation of the European Parliament and of the Council establishing a Recovery and Resilience Facility](#) (hereinafter: Regulation). It will provide the financial support member states need to implement reforms and investments for mitigating the deleterious economic and social consequences of the COVID-19 pandemic. In the medium to long term, reforms and investments are expected to strengthen the sustainable growth and resilience of member states' economies, promote economic, social and territorial cohesion, as well as prepare the EU to address long-term challenges, such as the green transition, digital transformation, and creating added value for the EU. The funds available through the Facility amount to **EUR 672.5 billion** (in 2018 prices): EUR 312.5 billion in grants and a further EUR 360 billion in loans for member states (both in 2018 prices).

In order to implement the Facility, member states must prepare and submit **national recovery and resilience plans** to the Commission (hereinafter: the national plan). This will allow them to use the resources offered by the Facility to achieve the milestones and reform and investment objectives set out in their national plans. The details pertaining to national plans are governed by the Regulation. Links to member states' national plans are published on the [Commission's website](#).

Member states must implement the reforms and investments by 31 August 2026:

1. Member states are generally expected to **submit national plans** to the Commission by 30 April 2021.
2. The Commission will **evaluate the national plans** within two months of their formal submission or update and prepare a proposal for a Council implementing decision.
3. The Council, acting on a proposal from the Commission, then generally **approves the evaluation** of the national plan or its update within four weeks of its receipt from the European Commission **by means of an implementing decision**.
4. The Commission and the member state **sign a financing** (and possibly a loan) **agreement**, allowing for a pre-financing disbursement of up to 13% of the grants and loans requested.
5. Further disbursements are made once milestones and targets are complied with.

The Commission evaluates the national plans and their updates and determines the member states' **financial allocation**. The Commission then calculates the maximum grant allocation¹ available to each member state. Financial allocations in current prices and per member states are published on the [Commission's website](#).

Member States may also apply for a **loan** of up to 6.8% of their gross national income (GNI) in 2019. They can apply for loan support by 31 August 2023.

Each national plan must contain a **coherent package of measures aimed at implementing reforms and investment projects** and contribute to progress in policy areas of European importance, structured around **six pillars**².

The evaluation is made on the basis of the guidelines set out in the Regulation in terms of relevance, effectiveness, efficiency and compliance. There are **11 criteria for evaluating national plans**:

- 1) It contributes to the six pillars, taking into account the specific challenges and financial resources allocated to the member state;
- 2) It respects the principle of not causing significant harm to environmental objectives;
- 3) It allocates at least 37% of the funds for the green transition, the proposed measures contributing effectively to the green transition;
- 4) It allocates at least 20% of the funds for digital transformation, the proposed measures contributing effectively to the digital transformation;
- 5) It addresses the challenges from the European Semester, especially [the 2019 and 2020 country specific recommendations](#);
- 6) It effectively contributes to growth, job creation, economic, social and institutional resilience and, consequently, to the implementation of the European Pillar of Social Rights, to mitigating the economic and social consequences of the crisis and strengthening economic, social and territorial cohesion in the EU;
- 7) It provides for coordinated measures to implement reforms and public investment projects;
- 8) It provides for measures with a lasting effect;

¹ The maximum grant allocation for a member state is calculated in the following manner:

- 70% of the amount based on:
 - the population size of the member state;
 - the inverse of its GDP per capita, and
 - the relative unemployment rate in each member state;
- for the remaining 30% of the amount, the change in real GDP in 2020 and the total change in real GDP for the 2020–2021 period are taken into account instead of the unemployment rate.

² Pursuant to Article 3 of the Regulation, the application of the Facility refers to policy areas structured around **six pillars**: (a) the green transition, (b) digital transformation, (c) smart, sustainable and inclusive growth, including economic cohesion, jobs, productivity, competitiveness, research, development and innovation, and a well-functioning internal market with strong SMEs, (d) social and territorial cohesion, (e) health and economic, social and institutional resilience, with the aim of, inter alia, increasing crisis preparedness and response capacity, and (f) policies for the next generation, children and young people, for example those related to education and the acquisition of skills.

- 9) It proposes arrangements to ensure the effective monitoring and implementation of the national plan, including a timetable, clear and realistic milestones and targets, and appropriate, acceptable, and robust milestone indicators;
- 10) It contains a cost justification that is credible, in line with the principle of cost-effectiveness, and proportionate to the expected economic and social impact;
- 11) It provides an appropriate control and audit mechanism.

In the course of the **evaluation**, the Commission cooperates with the member state and may submit comments or request additional information. The member state provides additional information and, if necessary, amends the national plan after formal submission. The member state and the Commission, if necessary, agree on a reasonable extension of the evaluation deadline. Information on the evaluation of national plans is published on the [Commission's website](#).

A **pre-financing** of up to 13% of the financial allocation or loan may be paid to a member state upon request once the Council has adopted its implementing decision and the member state and the Commission have signed the necessary legal arrangements. Member states may submit payment applications to the Commission twice annually, provided milestones and targets are achieved.

III. Efforts to implement the Facility effectively and transparently

The Commission is responsible for the overall implementation of the Facility, including the assessment of whether the conditions for obtaining funds are met, the disbursement of funds, the entire administration, and the review of the implementation of the Facility.

Disbursements under the Facility are conditional on the **implementation of national plans**, with member states satisfactorily meeting the **milestones and targets set out in national plans**.

The fulfilment of the milestones and targets is subject to a preliminary assessment by the Commission, which also asks the **Economic and Financial Committee** for its opinion. The Economic and Financial Committee delivers an opinion on the fulfilment of the milestones and targets within four weeks of receiving the Commission's preliminary evaluation.

In exceptional cases, if one or more member states consider that another **significantly deviates from the satisfactory fulfilment of the milestones and targets**, the country or countries may request the President of the European Council to submit the matter for discussion during the next European Council session. The relevant member states also inform the Council, the Council then informing the European Parliament. In such exceptional circumstances, decisions to grant financial allocations and loans are frozen until the European Council has held a comprehensive discussion on the matter.

The disbursement of all or part of the financial allocation is **temporarily suspended** if the Commission considers that the member state's targets and milestones have not been satisfactorily met. The member state must take the necessary measures to ensure satisfactory compliance with the milestones and decisions within six months of the suspension, otherwise the Commission may proportionately reduce the amount of the financial allocation or loan. If the member state in question adopts the necessary measures, the suspension may be lifted.

A member state may not change the targets and milestones, but may submit an amended or new national plan when, for objective reasons, the targets and milestones are no longer achievable.

The Facility is linked to the principles of good economic governance. The Commission can propose to the Council a temporary suspension of payments or commitments be applied for a member state subject to the conditions of Article 10 of the Regulation. The proposal is implemented by the Council by means of a suspension decision. Upon fulfilment of the conditions referred to in Paragraph 6 of Article 10 of the Regulation, the Council terminates the suspension by adopting a decision on lifting the temporary suspension. The Commission immediately submits such proposals to the European Parliament and the Council. The European Parliament may call on the Commission to justify the reasons for its proposal.

Twice per year, **member states report on the progress of implementing the national plan** in the context of the European Semester. Member states' reports are reflected in the national reform programmes, which are used as a tool for reporting on the progress in implementing national plans.

The Commission **monitors the implementation of the Facility and measures the achievement of targets**, including the ex-post reporting of expenditure financed by the Facility – for each of the six pillars. Progress is assessed based on **common indicators**.

To this end, the Commission will adopt **delegated acts** by the end of December 2021, which:

- establish common indicators for monitoring the Facility, assessing the achievement of general and specific targets, and reporting on the progress of the Facility (Article 29 of the Regulation);
- define the methodology for reporting on social expenditure under the Facility (Article 29 of the Regulation), and
- establish a scoreboard of recovery and resilience indicators showing member states' progress in implementing national plans in each of the six pillars. The scoreboard will be active from December 2021 onwards. It will be updated twice annually and published on the website of the Commission (Article 30 of the Regulation).

The Commission provides the European Parliament and the Council with an **annual report on the implementation of the Facility**.

The Commission will submit a **report reviewing the implementation of the Facility** to the European Parliament and to the Council by 31 July 2022. When doing so, it considers the scoreboard, the member states' reports, and any other relevant information on the fulfilment of the milestones and targets of the national plans.

IV. The role of the European Parliament and national parliaments

As part of **the dialogue on recovery and resilience between the Commission and the European Parliament** (hereinafter: dialogue) per Article 26 of the Regulation, the competent committee of the European Parliament may invite the Commission every two months to discuss topics related to the implementation of the national programmes. The Commission must take due account of the views expressed by the European Parliament, notably in the context of the dialogue referred to above, and of European Parliament resolutions. The scoreboard is the main basis for conducting the dialogue. The competent committee of the European Parliament may invite the Commission to present the main findings of the review report as part of the dialogue.

In its [Resolution on the right of information of the Parliament regarding the ongoing assessment of the national recovery and resilience plans](#) adopted on 20 May 2021, the European Parliament called for enhanced scrutiny of national plans and for scrutiny of the Facility. Furthermore, on 10 June 2021, the European Parliament adopted the [European Parliament resolution on the views of Parliament on the ongoing assessment by the Commission and the Council of the national recovery and resilience plans](#).

The involvement of **national parliaments** in the consideration of national plans is analysed in the [35th semi-annual COSAC report](#). It shows that the role of national parliaments in the process of adopting national plans was rather limited.

Most national parliaments have considered legislative and other proposals in this area. An analysis of the report shows that a large majority of national parliaments discussed the decision on the EU's own resources system, the Commission's communication on the NGEU, and the legislative proposal to establish a Recovery and Resilience Facility. Nevertheless, only a handful of national parliaments were involved in the preparation of the national plans. In some national parliaments, national plans were presented at various stages of adoption. National plans or their drafts were not presented to most national parliaments. Nevertheless, most national parliaments have debated the process of drawing up national plans or the content of national plans at various stages of preparation. Only a handful of national parliaments have adopted a resolution or opinion on national plans.

The results of the analysis show that most national parliaments intend to monitor and control the implementation of national programs in the future. National parliaments want to be more active in this area in the future and strengthen their role, in particular in the process of monitoring and supervising the implementation of national plans.

Potential topics for discussion:

- What is the future role of national parliaments and the European Parliament in monitoring and supervising the implementation of national plans and the NGEU?
- Does the proposed system provide national parliaments and the European Parliament with regular, transparent, and adequate information for monitoring and supervising the implementation of national plans and the NGEU?
- Delegated acts of the Commission for monitoring, evaluating, and reporting on the Facility. Will the scoreboard be an appropriate tool for assessing the efficiency of financial spending and the effects of the Facility on long-term competitiveness and growth?
- Structural reforms are one of the most important elements of a successful recovery of European economies. What are the biggest challenges?
- How does the parliamentary control of measures under the NGEU differ from parliamentary control of the traditional European Structural and Investment Funds and other expenditure programmes that cover the same policy areas as the Facility? How to ensure complementarity?



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**Inter-parliamentary Conference
on Stability, Economic Coordination and
Governance in the European Union (SECG)
Tuesday, 28 September 2021, Slovenia**

Videoconference

Draft List of Participants (as of 20. September 2021)

**Conférence interparlementaire
sur la stabilité, la coordination économique
et la gouvernance au sein de l'Union européenne
(Conférence SCEG)
Le mardi 28 septembre 2021, Slovénie**

Vidéoconférence

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