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Proposal for a

COUNCIL IMPLEMENTING DECISION

amending the Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Slovenia

{SWD(2025) 380 final}

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Proposal for a

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amending the Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Slovenia

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) 2021/241 of the European Parliament and of the Council of 12 February 2021 establishing the Recovery and Resilience Facility[1], and in particular Article 20(1) thereof,

Having regard to the proposal from the European Commission,

Whereas:

(1) Following the submission of the national recovery and resilience plan ('RRP') by Slovenia on 30 April 2021, the Commission proposed its positive assessment to the Council. On 28 July 2021, the Council approved the positive assessment by means of an implementing decision ('the Council Implementing Decision of 28 July 2021')[2]. The Council Implementing Decision of 28 July 2021 was amended by Council Implementing Decisions of 17 October 2023[3], 10 December 2024[4] and 20 June 2025[5].

(2) On 7 November 2025, Slovenia made a reasoned request to the Commission to make a proposal to amend the Council Implementing Decision of 28 July 2021 in accordance with Article 21(1) of Regulation (EU) 2021/241 on the grounds that the RRP is partially no longer achievable because of objective circumstances. On that basis, Slovenia has submitted an amended RRP.

Amendments based on Article 21 of Regulation (EU) 2021/241

(3) The amendments to the RRP submitted by Slovenia because of objective circumstances concern 68 measures.

(4) Slovenia has explained that four measures are partially no longer achievable, because of lack of or changed market demand. This concerns C3-IHL Further projects for the discharge, treatment and re-use of urban waste water, C3-IIL Further drinking water supply and savings projects, C11-IB The sustainable development of tourist accommodation offers to raise the added value of tourism, and C17-ID Energy

[1] OJ L 57, 18.2.2021, p. 17, ELI: https://eur-lex.europa.eu/eli/reg/2021/241/oj
[2] See documents ST 10612/21 INIT; ST 10612/21 ADD 1.
[3] See documents ST 13615/23 INIT; ST 13615/23 REV 1 (en); ST 13615/23 ADD 1 REV 1.
[4] See documents ST 15989/24 INIT; ST 15989/24 ADD 1; ST 15989/24 COR 1 (ga).
[5] See documents ST 9591/25 INIT; ST 9591/25 ADD 1.

efficiency and decarbonisation of the economy. On this basis, Slovenia has requested that those measures be amended. The Council Implementing Decision of 28 July 2021 should be amended accordingly.

(5) Slovenia has explained that six measures are partially no longer achievable, because of significant implementation delays due to unforeseen circumstances beyond the control of the Member State. This concerns C3-IFL Further reducing flood risks and reducing the risk to other climate-related disasters, C4-ICL Further increasing railway infrastructure capacity, C9-IC Support for decarbonisation, productivity, and competitiveness of companies, C9-ID Providing innovative ecosystems of economic and business infrastructure, C10-IC Introducing more flexible working methods adapted to the needs of persons with disabilities in sheltered companies and employment centres, and C15-ICL Ensuring a safe living environment for dependent persons. On this basis, Slovenia has requested that those measures be amended. The Council Implementing Decision of 28 July 2021 should be amended accordingly.

(6) Slovenia has explained that 55 measures have been amended to implement better alternatives that allow the administrative burden to be reduced and simplify the Council Implementing Decision, while still achieving the objectives of those measures. This concerns C1-ID Energy efficient restructuring of district heating systems with the use of renewable sources, C1-IEL Production of electricity from renewable energy sources, C1-IF Strengthening the electricity distribution network (transformer stations), C1-IFL Strengthening the electricity distribution network (low-voltage network), C1-RA Reform of the promotion of renewable energy sources in Slovenia, C1-RB Reform of electricity supply to promote renewable energy sources, C2-IB Sustainable renovation of buildings, C2-IBL Continuation of sustainable renovation of buildings, C2-RA Reform of the planning and financing of the energy renovation of buildings in the public sector, C3-IE Social and economic resilience to climate-related disasters in the Republic of Slovenia, C3-IG Centre for seeds, nurseries and forest protection, C3-IH Urban waste water discharge and treatment projects, C3-II Drinking water supply and savings projects, C4-IC Increasing railway infrastructure capacity, C4-ID Digitalisation of rail and road infrastructure, C4-IE Promoting the deployment of alternative fuels infrastructure in transport, C4-RA Reform of the organisation of public passenger transport, C4-RB Reform on the deployment of alternative fuels infrastructure, C5-IB Integrated Strategic project for the Decarbonisation of Slovenia through the Transition to a Circular Economy, C5-IC Increased Wood Processing to Accelerate the Transition to a Climate-neutral Society, C6-ID Cross border and multi-country projects - European common data infrastructure and services, C7-IG Modernising the digital environment of public administration, C7-IH Gigabit infrastructure, C7-II Digitalisation of internal security, C7-IJ Digitalisation of education, science and sports, C7-IK Green Slovenian location framework, C7-IL The digital transition in agriculture, food and forestry, C7-IM Digitalisation in the field of culture, C7-IN Digitalisation in the field of justice, C7-RE Ensuring cybersecurity, C7-IG Modernising the digital environment of public administration, C8-IB Co-financing of research innovation projects in support of green transition and digitalisation, C8-IC Co-financing of projects to enhance the international mobility of Slovenian researchers and research organisations and to promote the international involvement of Slovenian applicants, C8-ID Co-financing of investments in RDI demonstration and pilot projects, C10-ID Faster entry of young people into the labour market, C10-RA Structural measures to strengthen the resilience of the labour market, C11-ID Sustainable restoration and revitalisation of cultural heritage and public cultural infrastructure, C11-RA Strengthening the sustainable development of tourism,

C12-IE The comprehensive transformation of green and digital education, C12-IF Pilot projects for higher education reform for a green and resilient transition, C12-IG Strengthening cooperation between the education system and the labour market, C12-IH Greening education infrastructure in Slovenia, C12-IHL Further greening education infrastructure in Slovenia, C12-RA Renovating the education system for the green and digital transitions, C12-RB Reform of higher education for a green and resilient transition, C12-RC Modernisation of secondary vocational and vocational education training, including apprenticeships, C13-RC Creating systemic conditions for investment growth, C14-IB Strengthening the competence of health personnel to ensure quality of care, C14-IC Digital transformation of healthcare, C14-ID Accessibility of the health system, C14-IE Effective treatment of communicable diseases, C14-RA Healthcare system reform, C15-RA Establishing a single system for long-term care, C16-IB Provision of public rental housing, and C17-IC Strengthening the medium-voltage electricity distribution network. On this basis, Slovenia has requested that those measures be amended. The Council Implementing Decision of 28 July 2021 should be amended accordingly.

(7) Following the decrease in the level of implementation of measures in accordance with Article 21 of Regulation (EU) 2021/241, Slovenia has requested to use the resources freed up by the decrease in the level of their implementation to increase the level of implementation of three measures. This concerns C3-IF Reducing flood risks and reducing the risk to other climate-related disasters, C11-IC Sustainable development of public and shared tourism infrastructure and natural attractions in tourist destinations, and C17-IE REPowerEU Promoting the deployment of alternative fuels infrastructure in transport (scaled-up). On this basis, Slovenia has requested that the level of implementation of three measures be increased.

Distribution of milestones and targets

(8) The distribution of milestones and targets in instalments should be amended to take into account the amendments to the RRP and the indicative timeline presented by Slovenia.

Commission's assessment

(9) The Commission has assessed the amended RRP against the assessment criteria laid down in Article 19(3) of Regulation (EU) 2021/241.

Contribution to the REPowerEU objectives

(10) In accordance with Article 19(3), point (da), of and Annex V, criterion 2.12, to Regulation (EU) 2021/241, the REPowerEU chapter is expected to effectively contribute to a large extent (rating A) to energy security, the diversification of the Union's energy supply, an increase in the uptake of renewables and in energy efficiency, an increase of energy storage capacities or the necessary reduction of dependence on fossil fuels before 2030.

(11) Despite Slovenia's request to decrease the level of its implementation of one measure, the REPowerEU chapter is still coherent with Slovenia's policy framework aimed at reducing greenhouse gas emissions and increasing the share of renewable energy sources. The measures also reinforce those included in the original RRP on promoting energy efficiency, zero-emission transport, and increasing the share of renewables.

Contribution to the green transition including biodiversity

(12) In accordance with Article 19(3), point (e), of and Annex V, criterion 2.5, to Regulation (EU) 2021/241, the amended RRP contains measures that contribute to a large extent (rating A) to the green transition, including biodiversity, or to addressing the challenges resulting therefrom. The measures supporting climate objectives account for an amount which represents 45.03% of the amended RRP's total allocation and 85.49% of the total estimated costs of measures in the REPowerEU chapter calculated in accordance with the methodology set out in Annex VI to Regulation (EU) 2021/241. In accordance with Article 17 of Regulation (EU) 2021/241, the amended RRP is consistent with the information included in the National Energy and Climate Plan 2021-2030.

(13) The downscaled measures do not impact the overall ambition of the plan regarding the green transition, including biodiversity. The REPowerEU chapter continues to provide additional support to the green transition of Slovenia, since the reform and all the investments contribute integrally to accelerating the uptake of renewables and thereby reducing the reliance on fossil fuels and reducing air pollution, as well as increasing energy efficiency and energy savings. The measures in the plan are still expected to reduce the greenhouse gas emissions and facilitate the uptake of renewable energy, as well as further increase the railway infrastructure capacity and ensure the reduction of flood risks in Slovenia and thus contribute to the attainment of the 2030 climate targets and the objective of the Union climate neutrality by 2050.

Contribution to the digital transition

(14) In accordance with Article 19(3), point (f), of and Annex V, criterion 2.6, to Regulation (EU) 2021/241, the amended RRP contains measures that contribute to a large extent (rating A) to the digital transition or to addressing the challenges resulting from it. The measures supporting digital objectives account for an amount which represents 23.46% of the amended RRP's total allocation calculated in accordance with the methodology set out in Annex VII to that Regulation.

(15) The amendments of the measures do not impact the overall ambition of the plan regarding the digital transition. The modified RRP continues to significantly contribute to the digital transition of the public administration and businesses, including by developing necessary infrastructure (building up connectivity, cloud and improving cybersecurity), deploying advanced and user-friendly digital solutions and services, as well as transforming business processes and closing the digital gap for more traditional companies.

Costing

(16) In accordance with Article 19(3), point (i), of and Annex V, criterion 2.9, to Regulation (EU) 2021/241, the justification provided in the amended RRP on the amount of the estimated total cost of the RRP is to a medium extent (rating B reasonable and plausible, is in line with the principle of cost efficiency and is commensurate to the expected national economic and social impact.

(17) According to the information provided, the assessment of the cost estimates for the revised investments show that most of the costs are reasonable and plausible. Slovenia proposed to make allocation changes between loans and grants, reducing the overall amount of loans. Additional resources were allocated to well-performing measures while allocations were reduced in cases the measures faced risks. Slovenia provided sufficient explanations, which include mainly the results of tenders and calls for proposals launched for the purposes of the RRP. In most cases the modification

ensures that the changes in targets are proportionate to the changes in funding. Furthermore, the changes in the cost estimates for amended measures were justified and proportional and as such the reasonability and plausibility of these cost estimates were not altered compared to the original RRP. Slovenia has provided sufficient information and evidence that the amount of the estimated total costs is not covered by existing or planned Union financing. Finally, the estimated total costs of the modified RRP are in line with the principle of cost-efficiency and commensurate to the expected national economic and social impact.

Any other assessment criteria

(18) The Commission considers that the amendments put forward by Slovenia do not affect the positive assessment of the RRP set out in the Council Implementing Decision of 28 July 2021 on the approval of the assessment of the RRP for Slovenia regarding the relevance, effectiveness, efficiency and coherence of the RRP against the assessment criteria laid down in Article 19(3), points (a), (b), (c), (d), (db), (g), (h), (j) and (k).

Measures supporting investment operations contributing to the objectives of the Strategic Technologies for Europe Platform (STEP)

(19) In accordance with Article 4(4) of Regulation (EU) 2024/795 of the European Parliament and of the Council of 29 February 2024 establishing the Strategic Technologies for Europe Platform (STEP)[6], Slovenia considered as a matter of priority projects that have been awarded a Sovereignty Seal pursuant to Article 4(1) of Regulation (EU) 2024/795. However, Slovenia considered that no project having been awarded a Sovereignty Seal was to be included in the amended RRP because the projects that have been awarded a Sovereignty Seal do not cover the areas that have been upscaled with this revision.

Positive assessment

(20) Following the positive assessment by the Commission of the amended RRP, with the finding that the RRP satisfactorily complies with the criteria for assessment set out in Regulation (EU) 2021/241, in accordance with Article 20(2) of and Annex V to that Regulation, the reforms and investment projects necessary for the implementation of the amended RRP, the relevant milestones, targets and indicators, and the amount made available from the Union for the implementation of the amended RRP should be set out.

Financial contribution

(21) The estimated total costs of Slovenia's amended RRP is EUR 2 139 101 704. As the amount of the estimated total cost of the amended RRP is higher than the updated maximum financial contribution available for Slovenia, the financial contribution determined in accordance with Article 4a of Regulation (EU) 2021/1755 of the European Parliament and of the Council[7], and with Article 20(4) and Article 21a(6) of Regulation (EU) 2021/241 that is allocated for Slovenia's amended RRP should be equal to EUR 1 612 948 340. Therefore, the financial contribution made available to Slovenia remains unchanged.

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6 OJ L, 2024/795, 29.2.2024.

7 Regulation (EU) 2021/1755 of the European Parliament and of the Council of 6 October 2021 establishing the Brexit Adjustment Reserve (OJ L 357, 8.10.2021, p. 1, ELI: http://data.europa.eu/eli/reg/2021/1755/oj).

Loans

(22) In order to support additional reforms and investments, a total loan support of EUR 613 247 438 was made available to Slovenia by means of Council Implementing Decision of 28 July 2021. Following the decrease in the level of implementation of C3-IHL Further projects for the discharge, treatment and re-use of urban waste water, C3-IIL Further drinking water supply and savings projects, C3-IFL Further reducing flood risks and reducing the risk to other climate-related disasters, C4-ICL Further increasing railway infrastructure capacity and C15-ICL Ensuring a safe living environment for dependent persons, under Article 21 of Regulation 2021/241, Slovenia has not requested to use the freed up loan resources to support new measures or to increase the level of implementation of existing measures within the RRP. The amount of the estimated total costs of the RRP is lower than the combined financial contribution available for Slovenia and the loan support that had been made available to Slovenia by means of Council Implementing Decision of 28 July 2021. Therefore, the total loan support made available to Slovenia should be reduced to EUR 525 585 704.

(23) The Council Implementing Decision of 28 July 2021 should therefore be amended accordingly. For the sake of clarity, the Annex to the Council Implementing Decision of 28 July 2021 should be replaced entirely.

(24) This Decision should be without prejudice to the outcome of any procedures relating to the award of Union funds under any Union programme other than the Facility or to procedures relating to distortions of the operation of the internal market that may be undertaken, in particular under Articles 107 and 108 of the Treaty. It does not override the requirement for Member States to notify instances of potential State aid to the Commission under Article 108 of the Treaty,

HAS ADOPTED THIS DECISION:

Article 1
Approval of the assessment of the RRP

The assessment of the amended RRP of Slovenia on the basis of the criteria provided for in Article 19(3) of Regulation (EU) 2021/241 is approved.

Article 2
Amendments

The Council Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Slovenia is amended as follows:

(1) in Article 3, paragraph 1 is replaced by the following:

“1. The Union shall make available to Slovenia a loan amounting to a maximum of EUR 525 585 704.”;

(2) the Annex to the Council Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Slovenia is replaced by the text set out in the Annex to this Decision.

Article 3
Addressee

This Decision is addressed to the Republic of Slovenia.

Done at Brussels,

For the Council
The President