



Brussels, 5 January 2026
(OR. en)

5014/26

Interinstitutional File:
2025/0240 (COD)

LIMITE

COH 2
SOC 2
AGRI 2
AGRIFIN 2
PECHE 10
FIN 2
JAI 3
SAN 2
CODEC 2
CADREFIN 2
POLGEN 2
IA 2

NOTE

From: General Secretariat of the Council

To: Ad hoc Working Party on the Multiannual Financial Framework (AHWP MFF) - National and Regional Partnerships

No. prev. doc.: 11815/1/25 REV 1; 11815/1/25 COR 1

Subject: Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the European Fund for economic, social and territorial cohesion, agriculture and rural, fisheries and maritime, prosperity and security for the period 2028-2034 and amending Regulation (EU) 2023/955 and Regulation (EU, Euratom) 2024/2509
- Presidency compromise proposal (Block 5)

Delegations will find in the Annex the first Presidency compromise proposal on the above proposal (Block 5). Changes to the text of the Commission's proposal (doc. 11815/1/25 REV 1) are marked in **bold underlined** for additions and ~~strikethrough~~ for deletions.

Proposal for a

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

establishing the European Fund for economic, social and territorial cohesion, agriculture and rural, fisheries and maritime, prosperity and security for the period 2028-2034 and amending Regulation (EU) 2023/955 and Regulation (EU, Euratom) 2024/2509

TITLE III

NATIONAL AND REGIONAL PARTNERSHIP PLANS

CHAPTER 1

Preparation and adoption of the NRP Plan

Article 21

Preparation and submission of the NRP Plan

1. [Each Member State shall prepare and submit to the Commission the NRP Plan setting out their agenda of reforms, investments and other interventions. Each **NRP** Plan shall comprise measures which form a comprehensive and coherent package.] The Member State shall make the Plan submitted to the Commission publicly available ~~on the website referred to in Article 64 [Transparency].~~
2. Each Member State shall prepare and implement the **NRP** Plan in **accordance with the principles of partnership with partners and multi-level governance** as set out in Article 6 [Partnership **and multi-level governance**], including regional and local authorities, and in accordance with their institutional, legal and financial framework. [~~The NRP~~The Plan shall include national, sectoral and, where relevant, regional and territorial chapters.]

3. Only measures whose implementation started from 1 January 2028, **or the second phases of measures as referred to in Article 79**, shall be eligible for financing provided that they comply with the requirements set out in this Regulation and Regulations listed in Article 1 paragraph ~~1~~**2, without prejudice to Article 80(2)**.

By way of derogation from the first subparagraph, expenditure related to legal commitments to beneficiaries incurred under the interventions financed under Regulation (EU) 2021/2115 **and Regulation (EU) No 1308/2013** may be eligible for contribution, provided such expenditure is provided in the relevant NRP Plan in accordance with this Regulation and Regulation (EU) 202X/XXXX [CAP Regulation].

Article 22

Requirements for the NRP Plan

1. Each NRP Plan shall be duly reasoned and substantiated and shall set out the elements referred to in paragraph 2 of this Article, in accordance with the template set out in Annex V.
2. The NRP Plan shall:
 - (a) support the general objectives laid down in Article 2 and contribute in a comprehensive and adequate manner to all **or a significant subset of** the specific objectives laid down **under each letter of paragraph 1** in Article 3, taking into account the specific challenges of the Member State concerned, and provide an intervention strategy demonstrating how those objectives will be addressed and financed by the **NRP** Plan, what level of financing is needed to ensure achievement of the general objectives, and how that level of financing is justified. The NRP Plan of Member State with a per capita GNI of less than 90 % of the Union average shall in particular demonstrate that it contributes in an adequate manner to the specific objectives set out in Article 3(a), points (vii) and (ix), and Article 3(d), point (v).

- (b) [effectively address all or a significant subset of challenges identified:
- (i) in the context of the European Semester, in particular in the relevant country-specific recommendations addressed to the Member State, including those related to the European Pillar of Social Rights;
 - (ii) in other relevant documents officially adopted or assessed by the Commission related to the objectives laid down in Article 3 [specific objectives], including CAP national recommendations laid down in Article 2 of Regulation (EU) 202X/XXXX [CAP Regulation], Digital Decade recommendations based on Article 6 of the Decision establishing the Digital Decade Policy Programme, and National Energy and Climate Plans;
 - (iii) in relevant documents and strategies adopted by the Council or the Commission in the field of internal security, European integrated border management, visa policy and asylum and migration, taking into account the Schengen IT architecture, the Schengen evaluation mechanism in accordance with Regulation (EU) 2022/922, vulnerability assessments in accordance with Regulation (EU) 2019/1896 and the European Union Agency for Asylum monitoring mechanism in accordance with Regulation (EU) 2021/2303.]

2a. The Member State shall provide an explanation on how the **general and specific objectives, the** challenges and **relevant** country-specific recommendations are addressed by the NRP Plan. **When assessing these requirements, the Commission shall take into account the principle of proportionality, including the size of the financial allocation of the Member State concerned and whether the relevant country-specific recommendations are addressed in other national plans or documents adopted at the EU** and what level of financing is envisaged and how the NRP Plan will.

Furthermore, the NRP Plan shall:

- (a) be consistent, ~~in particular,~~ with the national medium-term fiscal structural plans under Regulation (EU) 2024/1263, national restoration plans under Regulation (EU) 2024/1991 of the European Parliament and of the Council¹, National Energy and Climate Plans under Regulation (EU) 2018/1999 of the European Parliament and of the Council²; and national digital decade strategic roadmaps under Decision (EU) 2022/2481 of the European Parliament and of the Council³;
- (b) contribute to the completion of the Single Market, notably by providing for measures with a cross-border, transnational or multi-country dimension, including by taking into account projects located on the core and the extended core network as defined in Regulation (EU) 2024/1679 of the European Parliament and of the Council⁴ by taking into account and enabling, through national network developments, projects of common interest as defined in Regulation (EU) 2022/869 of the European Parliament and of the Council⁵, and

¹ Regulation (EU) 2024/1991 of the European Parliament and of the Council of 24 June 2024 on nature restoration and amending Regulation (EU) 2022/869 (OJ L, 2024/1991, 29.7.2024, ELI: <http://data.europa.eu/eli/reg/2024/1991/oj>).

² Regulation (EU) 2018/1999 of the European Parliament and of the Council of 11 December 2018 on the Governance of the Energy Union and Climate Action, amending Regulations (EC) No 663/2009 and (EC) No 715/2009 of the European Parliament and of the Council, Directives 94/22/EC, 98/70/EC, 2009/31/EC, 2009/73/EC, 2010/31/EU, 2012/27/EU and 2013/30/EU of the European Parliament and of the Council, Council Directives 2009/119/EC and (EU) 2015/652 and repealing Regulation (EU) No 525/2013 of the European Parliament and of the Council (OJ L 328, 21.12.2018, p. 1, ELI: <http://data.europa.eu/eli/reg/2018/1999/oj>).

³ Decision (EU) 2022/2481 of the European Parliament and of the Council of 14 December 2022 establishing the Digital Decade Policy Programme 2030 (OJ L 323, 19.12.2022, p. 4, ELI: <http://data.europa.eu/eli/dec/2022/2481/oj>).

⁴ Regulation (EU) 2024/1679 of the European Parliament and of the Council of 13 June 2024 on Union guidelines for the development of the trans-European transport network, amending Regulations (EU) 2021/1153 and (EU) No 913/2010 and repealing Regulation (EU) No 1315/2013 (OJ L, 2024/1679, 28.6.2024, ELI: <http://data.europa.eu/eli/reg/2024/1679/oj>).

⁵ Regulation (EU) 2022/869 of the European Parliament and of the Council of 30 May 2022 on guidelines for trans-European energy infrastructure, amending Regulations (EC) No 715/2009, (EU) 2019/942 and (EU) 2019/943 and Directives 2009/73/EC and (EU) 2019/944, and repealing Regulation (EU) No 347/2013 (OJ L 152, 3.6.2022, p. 45, ELI: <http://data.europa.eu/eli/reg/2022/869/oj>).

by supporting Important Projects of Common European Interest (IPCEIs) and operations that have been awarded a ~~Competitiveness~~-Seal, and by implementing measures underpinning the Savings and Investments Union;

- (c) [provide the list and description of measures grouped in chapters, including the general and specific objectives that each of them primarily pursues and the list of envisaged milestones and targets, with their indicative completion date during the programming period, including the additional measures and related milestones and targets in case the Member State concerned requests loan support.] Measures linked to the CAP shall comply with the requirements set out in Title V [CAP] and Regulation (EU) 202X/XXXX [CAP Regulation] and Regulation (EU) 202X/XXXX [CMO] and those linked to the Common Fisheries Policy with the requirements set out in Article XX of Regulation XX [CFP]. The indicators proposed for the targets shall be based on the output indicators listed in Annex I to Regulation (EU) 202X/XXXX [Performance Regulation] except where duly justified;
- (d) set out the total estimated costs of the measures in accordance with the template set out in Annex V, as part of the **NRP** Plan or of a request for its amendment, for a total amount at least equivalent to the sum of the Union financial contribution, any requested loans, and national contribution, together with information on existing or planned Union financing where relevant, backed up by appropriate justification and by explanations of how it is plausible and reasonable and in line with the principle of cost efficiency, sound financial management and commensurate to the expected economic and social impact. The non-programmed amount set aside as flexibility amount shall be considered as part of the total estimated costs of the ~~measures~~**NRP Plan**;
- (e) set out clear arrangements for the effective **coordination**, monitoring and implementation of the **NRP** Plan by the Member State concerned, including the responsible authorities and monitoring committees reflecting the objective of establishing a robust multi governance system based on the partnership principle, the envisaged approach to communication and visibility, an identification of potential technical support needs, as well as clear and effective arrangements between the national and regional authorities in terms

of responsibilities for **coordination**, programming, implementation, financial management, monitoring and evaluation, in accordance with the institutional and legal framework of the Member State;

- (f) reduce economic, social and territorial disparities in **and between** less developed, transition and more developed regions, in particular by:
 - (i) allocating resources to less developed, transition and more developed regions, in accordance with their specific challenges, to be reported in Annex V based on methodology set out in Annex VII;
 - (ii) concentrate resources on less developed regions by establishing minimum amounts per Member State based on methodology set out in Annex II;
 - (iii) focusing on the specific needs of border regions, northern sparsely populated regions, rural and urban areas, areas affected by industrial transition, islands, to be reported in Annex V based on methodology set out in Annex VII;
 - (iv) strengthening the economic and social development of outermost regions; to be set out in dedicated measures for the territories concerned in accordance with Article 46;
- (g) concentrate resources on:
 - (i) supporting generational renewal in the agricultural sector, in accordance with Article **815** of Regulation XX [CAP, generational renewal], as well as in the fisheries and aquaculture sector;
 - (ii) social measures in accordance with Annex VI [social allocations].
 - (iii) supporting fisheries, aquaculture and maritime activities, including small scale fishing, the implementation of the CFP as set out in Regulation EU XX [CFP] as well as the European Ocean Pact in accordance with Annex V [**NRP** Plan's template].

- (h) effectively contribute to:
- (i) promoting the use of cooperation ~~interventions~~**initiatives** as referred to in Article 74 [cooperation ~~interventions~~**initiatives**], including integrated territorial investment in cities, urban, rural and coastal areas, community-led local development, or other territorial tools including just transition and smart specialisation strategies, as well as LEADER as referred to in Article 77 [LEADER];
 - (ii) improving farm resilience and management of risks at farm level and supporting the digital and data-driven transition of agriculture and rural areas to enhance their competitiveness, sustainability and resilience;
 - (iii) the environmental and climate priority areas set out in Article 4 of Regulation (EU) 202X/XXXX [CAP - Environment and climate priority areas].
- (i) promote partnership, knowledge exchange and as relevant distribution of agricultural products by setting out:
- (i) which stakeholders have been consulted, how these were selected, how their representativeness and prevention of conflict of interest has been ensured and how their input is reflected in the **NRP** Plan in line with the code of conduct on partnership⁶, and by including a summary of the consultation process conducted for the preparation of the **NRP** Plan and each chapter;
 - (ii) an Agricultural Knowledge and Innovation System including its organisation set-up in accordance with Article 20 of Regulation (EU) 202X/XXXX [CAP Regulation – Agricultural knowledge and innovation systems and farm advisory services];

⁶ Commission Delegated Regulation (EU) No 240/2014 of 7 January 2014 on the European code of conduct on partnership in the framework of the European Structural and Investment Funds (OJ L 74, 14.3.2014, p. 1).

- (iii) the modalities for the EU school scheme in accordance with Title I, Part II, Chapter IIa of Regulation (EU) No 1308/2013.
- (j) specify the way in which the NRP Plan and its implementation comply with the principle set out in Article 6(3), including a description of the protective practices referred to in Article 3(4) of Regulation (EU) 202X/XXXX [CAP Regulation], their territorial scope, farmers and other beneficiaries subject to the practice and a summary of the protective practice, and complementarity between the elements of the farm stewardship and the relevant measures supported under the NRP Plan;
- (k) explain how the Member State's system and arrangements are sufficient to ensure a regular, effective and efficient use of Union resources, in compliance with sound financial management and the protection of the financial interests of the Union, based on the key requirements laid down in Annex IV [key requirements], together with measures to address potential deficiencies;
- (l) specify the arrangements in place to ensure that in the event of interruption of payment deadlines or suspension of Union funding, financial corrections or other measures to ensure the protection of Union's financial interests, the Member States will comply with their obligations to continue the payments to beneficiaries, recipients, final recipients, contractors and participants, **except where the entity concerned is responsible for the application of such measures**;
- (m) where appropriate, provide a security self-assessment based on common objective criteria identifying any security issues, and detailing how those issues will be addressed in order to comply with relevant applicable law.
- (n) ~~justify~~ **explain** the coherence of the **NRP** Plan and the synergies and complementarities between measures supporting the objectives as referred to in Articles 2 and 3, with a description of how the needs of more than one target group will be addressed, including the needs of rural and coastal communities, and the arrangements in place to capitalise on such synergies ;

- (o) provide a self-assessment of the compliance with the Charter horizontal condition referred to in Article 8 [Charter Article];
- (p) specify the way in which the **NRP** Plan and its envisaged implementation ensure the respect of the Rule of Law horizontal condition referred to in Article 9 [RoL horizontal condition], including the follow-up given to the country-specific recommendations issued in the framework of the latest Rule of Law Report and European Semester, together with measures to address those identified country-specific challenges.
- (q) ensure that the NRP Plan contributes to the Union's social objectives. At least [14]% of the total Union contribution and loans shall be dedicated to meeting these objectives, calculated by using the coefficients referred to in Article 6(1) of Regulation (EU) .../... [Performance Regulation]. The amount set out in Article 10(2), point (a) (ii), as well as externally assigned revenue from the Social Climate Fund shall be excluded from the basis for the calculation of this minimum allocation.
- (r) ensure that the NRP Plan contributes to the Union's climate and environmental objectives. A minimum percentage of the total Union allocation of the NRP Plan shall be dedicated to meeting these objectives, corresponding to the specific climate and environment spending target referred to in [Annex III of Regulation (EU) .../... [Performance Regulation] **and applied in accordance with Article 8 of Regulation (EU) .../... [Performance Regulation].**]:-

[By way of derogation from paragraph 1, the Commission may request Member States to contribute a lower or higher minimum percentage of the total allocation of the plan for climate and environmental objectives. The specific percentage shall be established by the Commission in the context of the approval of the NRP Plan.]

The determination of the percentage shall take into account the Commission's assessment of the Member State's progress and projected trajectory towards achieving their targets under Regulation (EU) 2018/842 (Effort Sharing Regulation), as detailed in its most recent National Energy and Climate Plan assessment, and their targets under Regulation (EU) 2024/1991 (Nature Restoration Regulation), in accordance with the Nature Restoration Plans.

3. The Commission is empowered to adopt delegated acts in accordance with Article 87 [Exercise of the delegation] to amend the template set out in Annex V.

Article 23

Commission proposal and Council implementing decision

1. [The Commission shall assess the Plan or the amended Plan submitted by the Member State and its compliance with this Regulation within four months of its submission and make a proposal for a Council implementing decision. When carrying out the assessment, the Commission shall ensure that the NRP Plan complies with all requirements laid down in this Regulation, in particular in Article 22.]
2. The Commission may make observations to Member States and request additional information.

In duly justified cases, the Commission may ~~request~~**suggest** the inclusion of additional measures or the modification of measures proposed by the Member State.

The Member State shall provide the requested additional information and, if needed, review its **NRP** Plan, taking into account the observations and ~~requests~~**suggestions** made by the Commission. The ~~deadline~~**deadlines** set out in ~~paragraph 1~~**this article** shall be interrupted from the working day following the date ~~following that~~ on which Commission sends its observations or a request for revised documents to the Member State and until the Member State responds to the Commission.

3. Where the **NRP** Plan does not comply with the requirements referred to in paragraph 1, the Commission shall communicate a duly justified reasoning to the Member State concerned within the deadline set out in paragraph 1.
4. Where the Commission concludes that the **NRP** Plan complies with the requirements referred to in paragraph 1, the Commission proposal for a Council implementing decision shall lay down:
 - (a) the total Union contribution.

- (b) the amount of the loan support where the Member State concerned makes such a request; and the related amount of pre-financing, as well as the availability period of the loan;
 - (c) the list of measures covered by the Union contribution and loans contained in the NRP Plan;
5. In duly justified cases, where the Commission concludes that one or more measures of the **NRP** Plan do not comply with the requirements referred to in paragraph 1, and that a corresponding request made in accordance with paragraph 2, second subparagraph, has not been satisfactorily addressed by the Member States, it may include in the Commission proposal referred to in paragraph 4 an identification of the deficiencies affecting those measures.
6. The Council shall adopt the implementing decisions referred to in paragraph 1, as a rule, within four weeks of the adoption of the Commission proposal.
7. Once the Council has adopted an implementing decision as referred to in paragraph 6, the Commission shall adopt a financing decision within the meaning of Article 110 of Regulation (EU, Euratom) 2024/2509, including the following:
- (a) the milestones and targets in relation to the implementation of measures contained in the NRP Plan, and for each of them, the corresponding pay-out value;
 - (b) the Union contribution per year, based on the percentages set out in Article 14(1) [commitments];

The notification of that Commission decision to the Member State concerned shall constitute a legal commitment.

[Where Article 4(2), point (b), of the MFF Regulation applies, that financing decision may be amended in accordance with the outcome of the annual budgetary procedure.]

8. Payment applications for the specific measures affected by deficiencies identified in the implementing decisions adopted by the Council may be submitted by the Member State concerned, but the Commission shall not make the corresponding payments until the deficiencies have been remedied.

CHAPTER 3

Revision Amendment of the NRP Plan

Article 24

Amendment of the NRP Plan

1. A Member State may submit to the Commission a reasoned request for an amendment of its NRP Plan, together with the amended NRP Plan, setting out the expected impact of that amendment on the achievement of the objectives laid down in Articles 2 and 3.

A Member State may submit another request for amendment before the adoption of the decision laid down in paragraph 5, provided that this amendment concerns different chapters.

2. The Commission shall assess the compliance of the amended NRP Plan with this Regulation, including Article 23 [Commission proposal and Council implementing decision], ~~and may make observations~~ within three months of the submission of the amended NRP Plan.

The Commission may make observations to Member States and request additional information.

3. [In duly justified cases, irrespective of whether the Member State submitted a reasoned request for an amendment of its NRP Plan pursuant to paragraph 1, the Commission may also propose to the Member State to amend existing measures or to introduce new ones.]

4. The Member State shall **provide the requested additional information and** review the amended NRP Plan ~~within one month from the date of submission of the Commission's observations referred to in paragraph 2,~~ taking into account the observations and the proposals by the Commission ~~as referred to paragraphs 2 or 3.~~

The deadlines set out in this Article shall be interrupted from the working day following the date on which Commission sends its observations or a request for revised documents to the Member State, until the Member State responds to the Commission.

Where the amended NRP Plan does not comply with the requirements referred to in paragraph 2, the Commission shall communicate a duly justified reasoning to the Member State concerned within the deadline set out in paragraph 2.

5. Where the Commission ~~has not submitted observations or~~ where it is satisfied that any observations made have been duly taken into account, and where the amendment of the NRP Plan would result in a modification of the total Union contribution, of the amount of loan support or the list of measures or in one or more measures of the NRP Plan no longer complying with the requirements referred to in Article 23(1) [Commission proposal and Council implementing decision], the Commission shall make a proposal for a new Council implementing decision in accordance with Article 23 no later than four months after the submission of the amended NRP. The Council shall adopt the new implementing decision, as a rule, within four weeks of ~~the adoption of~~ **receiving** the Commission proposal. The Commission shall then amend the financing decision referred to in Article 23(7) [Commission proposal and Council implementing decision] accordingly.

Where the amendment of the NRP Plan would not result in a modification of the total Union contribution, of the amount of loan support or the list of measures, the Commission shall proceed directly by amending the financing decision referred to in Article 23(7) [Commission proposal and Council implementing decision] accordingly.

6. The adoption of the decisions referred to in paragraph 5 shall not be required:
- (a) for corrections of a purely clerical or editorial nature or in the case of minor adjustments to the NRP Plan, representing an increase or decrease of less than 5 % of a target set out in the NRP Plan. Member States shall apply those rules only once per target **until the next decision on the amendment of the NRP Plan** and shall notify the Commission of such adjustments. Such amendments shall comply with all requirements of the NRP Plan, including the revision of costing information;
 - (b) for amendments in accordance with Article 31(7) **or Article 34**.
7. Member States shall ensure that the amount of the estimated total costs of their NRP Plan remain reasonable and plausible throughout its implementation, in accordance with the principle of sound financial management, and request an amendment of their NRP Plan where necessary in accordance with paragraph 1.

8. The specific measures identified in the implementing decision referred to in Article 9(4) or subject to a decision imposing measures for the protection of the budget under Regulation (EU, Euratom) 2020/2092 shall not be amended until the decision has been repealed, unless the amendment is intended to support measures that contribute to the fulfilment of the Rule of Law horizontal condition or to addressing the situation that led to the adoption of the aforementioned decisions.
9. The specific measures identified in the implementing decision referred to in Article 8(4) [Charter conditions] shall not be amended until the decision has been repealed, unless the amendment is intended to support measures that contribute to:
 - (a) the fulfilment of the Charter horizontal condition;
 - (b) addressing significant changes in the priorities of the Union, within the limit of 30% of the amounts associated with the specific measures concerned.
10. Member States shall not be required to review parts of the NRP Plan that are not directly affected by the intended changes proposed by the Member State.

Article 25

Mid-term review

1. The Member State shall review their NRP Plans, taking into account the following elements:
 - (a) the challenges identified in accordance with Article 22(2), points (a), (b) and (c) [Requirements of the **NRP** Plan];
 - (b) the socio-economic situation of the Member State or region concerned, with special emphasis on territorial needs, taking into account any major negative financial, economic or social development;
 - (c) the main results of relevant interim ~~assessment~~ **evaluation** reports **in accordance with Article 11(3) of the [Performance Framework Regulation]**;
 - (d) the progress towards the achievement of measures, taking into account major difficulties encountered in the implementation of the NRP Plan;

- (e) Important Projects of Common European Interest (IPCEI) and projects that have been awarded a Seal;
- (f) occurrence of any crisis;
- (g) the need to ensure continuous compliance of the Rule of Law and the Charter horizontal conditions in the implementation of the NRP Plan, taking into consideration in particular the country-specific challenges identified in the context of the Rule of Law Report and the European Semester.
2. The Member State shall submit an amended NRP Plan presenting the outcome of the mid-term review, including a review of the estimated total costs of the measures covered by the NRP Plan and a proposal for additional **or revised** measures to be supported by the flexibility amount referred to in Article 14(2) by 31 March 2031. **Depending on the outcome of the mid-term review, the amendment may concern one or more chapters of the NRP Plan.**
3. The amended NRP Plan shall include the following:
- (a) revised or new measures;
- (b) the updated estimated total costs of the NRP Plan and the flexibility amount requested;
- (c) revised or new milestones and targets.
4. The revised NRP Plan shall be approved in accordance with Article 24 [on amendment].
-