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PROPOSAL

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	13 July 2026
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union

No. Cion doc.:	COM(2026) 374 final
Subject:	Proposal for a COUNCIL IMPLEMENTING DECISION amending the Implementing Decision of 29 October 2021 on the approval of the assessment of the recovery and resilience plan for Estonia

Delegations will find attached document COM(2026) 374 final.

Encl.: COM(2026) 374 final



EUROPEAN
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Proposal for a

COUNCIL IMPLEMENTING DECISION

**amending the Implementing Decision of 29 October 2021 on the approval of the
assessment of the recovery and resilience plan for Estonia**

Proposal for a

COUNCIL IMPLEMENTING DECISION

amending the Implementing Decision of 29 October 2021 on the approval of the assessment of the recovery and resilience plan for Estonia

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 Facility¹, 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 Estonia on 18 June 2021, the Commission proposed its positive assessment to the Council. On 29 October 2021, the Council approved the positive assessment by means of an implementing decision² ('the Council Implementing Decision of 29 October 2021'). The Council Implementing Decision of 29 October 2021 was amended by the Council Implementing Decisions of 16 June 2023³, 13 November 2025⁴ and 10 March 2026⁵.
- (2) On 29 May 2026, Estonia made a reasoned request to the Commission to make a proposal to amend the Council Implementing Decision of 29 October 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, Estonia has submitted an amended RRP.

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

- (3) The amendments to the RRP submitted by Estonia because of objective circumstances concern 14 measures.
- (4) Estonia has explained that two measures have been amended to implement better alternatives in order to achieve their original ambition. This concerns measure 1.4 (Skills reform for the digital transformation of businesses) and measure 6.1 (A comprehensive change in the organisation of health care in Estonia). On this basis,

¹ OJ L 57, 18.2.2021, p. 17, ELI: <https://eur-lex.europa.eu/eli/reg/2021/241/oj>.

² ST 12532/21 INIT; ST 12532/21 ADD 1; ST 12532/21 ADD 1 COR 1; ST 12532/21 ADD 1 COR 1 REV 1.

³ ST 9367/23 INIT; ST 9367/23 ADD 1 REV 1.

⁴ ST 14442/25 INIT; ST 14442/25 ADD 1.

⁵ ST 6468/26 INIT; ST 6468/26 COR1; ST 6468/26 ADD 1.

Estonia has requested that those measures be amended. The Council Implementing Decision of 29 October 2021 should be amended accordingly.

- (5) Estonia has explained that 12 measures have been amended to implement better alternatives that allow the administrative burden to be reduced, while still achieving the objectives of those measures. This concerns 1.1 (Digital transformation in enterprises), 1.3 (Development of digital waybills services), 1.5 (Supporting the competitiveness of enterprises in foreign markets), 2.2 (Green skills to support the green transition of enterprises), 2.3 (Green technologies development programme), 2.4 (Modernisation of the business models in manufacturing companies), 4.2 (Support for the renovation of multi-apartment buildings), 4.3 (Support for the renovation of small residential buildings), 4.6 (Programme to boost energy production in industrial areas), 4.7 (Pilot Energy Storage Programme), 5.3.a (Construction of the Rail Baltic viaducts and terminal), 8.3 (Increasing production and uptake of sustainable biogas and biomethane). On this basis, Estonia has requested that those measures be amended. The Council Implementing Decision of 29 October 2021 should be amended accordingly.

Corrections of clerical errors

- (6) Three clerical errors have been identified in the text of the Council Implementing Decision, affecting three measures under three components. The Council Implementing Decision should be amended to correct these clerical errors that do not reflect the content of the RRP submitted to the Commission on 18 June 2021, as agreed between the Commission and Estonia. Those clerical errors relate to the description of the measure 3.8 (Construction of very high capacity broadband networks), the description of the measure 5.3.b (Renovation of a section of the railway from Rapla to Lelle) and the description of the measure 6.6 (Providing labour market measures to reduce youth unemployment). Those corrections do not affect the implementation of the measures concerned.

Commission's assessment

- (7) The Commission has assessed the amended RRP against the assessment criteria laid down in Article 19(3) of Regulation (EU) 2021/241.
- (8) The Commission considers that the amendments put forward by Estonia do not affect the positive assessment of the RRP set out in the Council Implementing Decision of 29 October 2021 regarding the relevance, effectiveness, efficiency and coherence of the RRP against the assessment criteria laid down in Article 19(3) of Regulation (EU) 2021/241 points (a), (b), (c), (d), (da), (db), (e), (f), (g), (h), (i), (j) and (k).

Positive assessment

- (9) 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

- (10) The estimated total costs of Estonia's amended RRP is EUR 953 380 000. As the amount of the estimated total cost of the amended RRP is higher than the updated

maximum financial contribution available for Estonia, the financial contribution determined in accordance with Article 4a of Regulation (EU) 2021/1755 of the European Parliament and of the Council⁶, and with Article 20(4) and Article 21a(6) of Regulation (EU) 2021/241 that is allocated for Estonia's amended RRP should be equal to EUR 953 184 800. Therefore, the financial contribution made available to Estonia remains unchanged.

- (11) The Council Implementing Decision of 29 October 2021 should therefore be amended accordingly. For the sake of clarity, the Annex to the Council Implementing Decision of 29 October 2021 should be replaced entirely.
- (12) 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 for Estonia 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 29 October 2021 on the approval of the assessment of the recovery and resilience plan for Estonia is amended as follows:

the Annex is replaced by the text set out in the Annex to this Decision.

Article 3
Addressee

This Decision is addressed to the Republic of Estonia.

Done at Brussels,

For the Council
The President

⁶ 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>).