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COMMISSION IMPLEMENTING DECISION

of 19.9.2025

on the authorisation of the disbursement of the sixth instalment of the non-repayable support and the second instalment of the loan support for the Republic of Croatia

(Only the Croatian text is authentic)

COMMISSION IMPLEMENTING DECISION

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THE EUROPEAN COMMISSION,

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 24(5) thereof,

Whereas:

- (1) According to Article 4(2) of Regulation (EU) 2021/241, the specific objective of the Recovery and Resilience Facility is to provide Member States with financial support with a view to achieving the milestones and targets of reforms and investments as set out in their recovery and resilience plans.
- (2) Council Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Croatia² (the ‘Council Implementing Decision’) provides that the Union is to release instalments in accordance with the Financing Agreement and the Loan Agreement conditional on a decision by the Commission, taken in accordance with Article 24(5) of Regulation (EU) 2021/241, that Croatia has satisfactorily fulfilled the relevant milestones and targets identified in relation to the implementation of the recovery and resilience plan.
- (3) On 20 December 2024, Croatia submitted a request for payment, accompanied by a management declaration and a summary of audits. The request concerned the sixth instalment of the non-repayable support and the second instalment of the loan support. Pursuant to Article 24(3) of Regulation (EU) 2021/241, the Commission assessed on a preliminary basis whether the relevant milestones and targets set out in the Council Implementing Decision had been satisfactorily fulfilled. For the purpose of this assessment, the operational arrangements concluded between the Commission and Croatia³ in accordance with Article 20(6) of Regulation (EU) 2021/241, were taken into account.
- (4) The Commission made a positive preliminary assessment of the satisfactory fulfilment of all 20 relevant milestones and targets related to the non-repayable support and all 6 relevant milestones and targets related to the loan support and, in accordance with

¹ OJ L 57, 18.2.2021, p. 17.

² ST 10687/21; ST 10687/21 ADD 1 as amended by ST 15834/23; ST 15834/23 COR 1; ST 15834/23 ADD 1 REV 1; ST 14432/24; ST 14433/24; ST 9586/25; ST 9586/25 ADD 1.

³ Recovery and Resilience Facility Operational arrangements between the European Commission and Croatia, entered into force on 9 February 2022, as amended on 18 April 2024.

Article 24(4) of Regulation (EU) 2021/241, provided its findings to the Economic and Financial Committee asking for its opinion on the satisfactory fulfilment of the relevant milestones and targets. In accordance with Article 25(4) of that Regulation, the Commission provided the competent committee of the European Parliament with an overview of its preliminary findings concerning the satisfactory fulfilment of the relevant milestones and targets. The Economic and Financial Committee agreed with the Commission's positive preliminary assessment and was of the opinion that Croatia has satisfactorily fulfilled all the milestones and targets associated with the payment request. The Commission has taken the opinion of the Economic and Financial Committee into account for its assessment.

- (5) Section 2(1)(6) of the Annex to the Council Implementing Decision provides the relevant milestones and targets that are to be satisfactorily fulfilled for the sixth instalment of the non-repayable support for an amount of EUR 505 174 531.
- (6) Section 2(2)(2) of the Annex to the Council Implementing Decision provides the relevant milestones and targets that are to be satisfactorily fulfilled for the second instalment of the loan support for an amount of EUR 455 802 533.
- (7) Target 40 requires the upgrade of the electricity network connection to the mainland for at least six islands (the planned islands are Krk, Cres, Lošinj, Brač, Hvar and Korčula). The evidence provided by Croatia demonstrates that old submarine cables connecting mainland with the islands of Krk, Cres, Lošinj, Brač, Hvar and Korčula, have been replaced with new, environmentally friendly cables. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (8) Target 77 requires the construction of at least 65 kilometres of flood protective structures to protect against the harmful effects of water. The evidence provided by Croatia demonstrates that 70 kilometres of flood protective structure were built in line with the requirements of the target. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (9) Milestone 120 requires the entry into force of the new legislation on autonomous driving. The evidence provided by Croatia demonstrates that the legislation has entered into force and covers national test procedure, road safety legislation, vehicle type-approval rules, road passenger safety rules and insurance legislation, to enable the implementation of autonomous driving service. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (10) Target 167 requires the development and implementation of nine new functionalities into the human resource management system. The evidence provided by Croatia demonstrates that the nine new functionalities are developed and implemented. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (11) Milestone 171 requires the establishment of a national archive information system and strengthening capacities to digitise analogue paper records. The evidence provided by Croatia demonstrates that the IT system is set up and publicly available to both institutional users as document creators, and for public users. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (12) Milestone 182 requires a public prevention campaign on cybercrime manifestations and prevention measures. The evidence provided by Croatia demonstrates that number of preventive awareness-raising and education activities were carried out by different target groups on measures of self-protective behaviour in relation to the risks of

cybercrime including publishing educational materials, media posts and conducting social network surveys. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.

- (13) Milestone 184 requires the consolidation of the Central Information Health System of the Republic of Croatia (CEZIH) health information infrastructure systems and their integration into the State cloud (Shared Services Centre). The evidence provided by Croatia demonstrates that Croatia's central health information system has migrated and is operational for use in the state cloud (CDU) as well as the setting up of disaster recovery solutions, to ensure business continuity and provide a continuous, reliable and secure mode of operation. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (14) Milestone 208 requires the entry into force of a new legal framework on state-owned enterprises (SOEs) incorporating the recommendations of the OECD. The evidence provided by Croatia demonstrates that the law on SOEs is in line with the OECD recommendations and the other requirements specified in the description of the milestone. The law on SOEs will enter into force on 1 October 2025. Whilst this constitutes a minimal temporal deviation from the requirement of the Council Implementing Decision, the delay between the adoption of these legislative amendments and decisions and the actual application of the provisions is considered both limited and proportional. The Council Implementing Decision required the adoption of a single law for the fulfilment of this milestone while Croatia adopted a new regulatory framework made up of two main laws (the SOE Act and the Act on the Restructuring and Sale Centre). In addition, the Council Implementing Decision required a government decision to establish the central ownership coordinating entity. However, the definition of the coordinating unit is included in the SOE law and not in a government decision. While these constitute two minimal formal deviations, these do not affect the progress towards the achievement of the reform that the milestone represents. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (15) Target 228 requires completing the renovation of 20 judicial buildings meeting standards on rational energy use and thermal protection, access adapted to persons with disabilities and compliance with fire protection standards, prioritizing the locations in economically less developed parts of Croatia. The evidence provided by Croatia demonstrates that 20 judicial buildings have been renovated in line with the requirements of this target. Contextual interpretation of the terms "court" vs "judicial" buildings and that horizontal measures should be implemented subject to specificities and spatial characteristics of each building was applied. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (16) Target 235 requires the increase of the staff budget for employees of anti-corruption bodies in the justice system by 10%. The evidence provided by Croatia demonstrates that the budget for the staff in anti-corruption authorities within the judicial system was increased by 21.48% compared to 2020. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (17) Target 236 requires the increase of the budget for the acquisition of IT tools and equipment by judicial authorities to investigate corruption and organised crime offences by 20%. The evidence provided by Croatia demonstrates that the budget for IT tools and IT equipment for anti-corruption authorities in the judicial system was

increased by 76.14% compared to 2020. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.

- (18) Milestone 241 requires improving the current system for submitting the asset statements of officials by enabling the automation of some of the processes in the existing IT system and improving the preconditions for checking the information in asset statements of state officials and judicial officials. The evidence provided by Croatia demonstrates that the system for submitting the asset statement of officials has been improved by allowing for the automatic filling of data from available public sources and that preconditions for checking the information contained in the asset statement of state officials and judicial officials has been improved. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (19) Milestone 244 requires the publication of a handbook for the application of the OECD recommendations on corporate governance in companies majority-owned by local and regional units. The evidence provided by Croatia demonstrates that the Handbook on the application of OECD Recommendations on corporate governance in companies in majority ownership by local and regional self-government units was published in line with the requirements of the milestone that and controls on compliance with existing legal obligations have been strengthened. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (20) Target 246 requires training of 20 judges of the High Administrative Court of Croatia on corruption risk management in public procurement and judicial redress in public procurement procedures. The evidence provided by Croatia demonstrates that a total of 20 judges of the High Administrative Court were trained on corruption risk management and judicial redress in public procurement procedures. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (21) Milestone 263 requires the setting up of programmes to provide professional assistance to procurers regarding innovation procurement and strengthening the capacities of staff providing training on innovation procurement. The evidence provided by Croatia demonstrates that a training programme was established, contact points and materials were made available to public procurers, and capacities of staff providing training on innovation procurement were strengthened. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (22) Target 326 requires the modernisation and comprehensive adaptation of the new day hospital, one-day, emergency facilities and Neurosurgery Clinic at the Clinical Hospital Centre Sestre Milosrdnice by equipping it with state-of-the-art medical devices, furniture, and advanced IT systems, thus enabling more efficient care, improved patient experience, and an increase in treatment capacity. The evidence provided by Croatia demonstrates that the procurement contracts and takeover records affirm the successful purchase, installation, and operational integration of the necessary equipment, in accordance with the outlined investment description. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (23) Target 347 requires the digitalisation and integration of four operating rooms at Firule and Križine, as well as installing a robotic system at the Firule site, all located at the Clinical Hospital Center Split. The evidence provided by Croatia demonstrates that works, supervision, equipment, and devices were purchased, installed, and brought

into operation to integrate and digitalise a total of nine operating rooms, leading to an improvement of the quality of surgical treatment, patient safety, achieving greater transparency in treatment, better controlling costs and health outcomes, reinforcing and consolidating key health information infrastructure resources and modernising paperless healthcare services. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.

- (24) Target 350 requires the digitalisation and integration of operating rooms equipped with robotic surgery in Clinical Hospital Centre 'KBC Sestre Milosrdnice', with at least four modern operating rooms having advanced robot technology. The evidence provided by Croatia demonstrates that four operating rooms in two distinct departments were equipped with state-of-the-art robot technology, which was purchased and installed into operation, specifically three rooms in the Department of Neurosurgery and one room in the Department of Surgery. The new functionalities, including real-time access and analysis of health data, combined with the system's ability to seamlessly integrate various diagnostic and therapeutic devices, lead to better patient care and a more efficient medical process. On the basis of the due justification provided, the target should be considered as satisfactorily fulfilled.
- (25) Milestone 407 requires the entry into force of a legal Act designating the Croatian Hydrocarbon Agency as the hydrogen coordinating body in Croatia. The evidence provided by Croatia demonstrates that the Act on Amendments to the Renewable Sources and High-Efficiency Cogeneration Act has entered into force, designating the Croatian Hydrocarbon Agency as the hydrogen coordinating body in Croatia. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (26) Milestone 412 requires the adoption and publication of the Geothermal Potential Development Plan. The evidence provided by Croatia demonstrates that the Ministry of Economy and Sustainable Development has adopted and published the Geothermal Potential Development Plan. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (27) Milestone 382 requires the adoption of the National Water Loss Reduction Action Plan. The evidence provided by Croatia demonstrates that the National Water Loss Reduction Action Plan was adopted in line with the content required by the milestone and published on the Croatian Waters webpage. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (28) Milestone 385 requires the entry into force of the Regulation on the Council for Water Services. The evidence provided by Croatia demonstrates that the Regulation entered into force and stipulates mandatory publication of the Council for Water Services' decisions and interpretations, mandatory and regulates mandatory professional training of staff. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (29) Milestone 393 requires the entry into force of six bylaws which define the remuneration system in public and civil service as well as criteria and methods for the evaluation of employees in civil and public service. The evidence provided by Croatia demonstrates that the bylaws have entered into force and clearly regulate the procedures for evaluating and classifying posts, the conditions for selection to the posts, the ranges of the salary grades, and the procedure, criteria and method for evaluating the performance of officials. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.

- (30) Milestone 425 requires the tender for procurement of pipes for the expansion of the Bosiljevo - Sisak – Kozarac gas pipeline to be launched. The evidence provided by Croatia demonstrates that the tender for procurement of pipes for the expansion of the Bosiljevo - Sisak – Kozarac gas pipeline has been launched on 29 March 2024. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (31) Milestone 427 requires the tender for procurement of pipes for the expansion of the section Lučko – Zabok of the Croatia – Slovenia interconnector to be launched. The evidence provided by Croatia demonstrates that the tender for procurement of pipes for the expansion of the section Lučko – Zabok of the Croatia – Slovenia interconnector has been launched on 28 March 2024. On the basis of the due justification provided, the milestone should be considered as satisfactorily fulfilled.
- (32) Target 438 requires the signing of contracts awarding at least EUR 13 million for the energy renovation of multi-dwelling buildings damaged by the earthquakes. The evidence provided by Croatia demonstrates that the contracts have been signed and the target has been exceeded with a total of EUR 34.9 million awarded. On the basis of the due justification provided, the target should be considered satisfactorily fulfilled.
- (33) Furthermore, the Republic of Croatia has also confirmed that previously satisfactorily fulfilled milestones and targets have not been reversed.
- (34) Following the fully positive assessment concerning the Republic of Croatia's payment request, in accordance with Article 24(5) of Regulation (EU) 2021/241, the disbursement of the financial contribution for the sixth instalment of the non-repayable support and the disbursement of the loan for the second instalment of the loan support should be authorised.
- (35) In accordance with Article 2(3) of the Council Implementing Decision, as specified in the Financing Agreement, the pre-financing of the financial contribution shall be cleared by being proportionally deducted against the payment of the instalments. As Croatia received EUR 873 651 732 of the financial contribution as pre-financing, an amount of EUR 68 568 856 of the payment should be utilised to clear the pre-financing, of which EUR 8 274 761 to clear the pre-financing for the REPowerEU chapter.
- (36) In accordance with Article 3(3) of the Council Implementing Decision, as specified in the Loan Agreement, the pre-financing of the loan shall be cleared by being proportionally deducted against the payment of the instalments. As Croatia received EUR 529 884 336 of the loan as pre-financing, an amount of EUR 56 773 322 of the payment should be utilised to clear the pre-financing, of which EUR 56 773 322 to clear the pre-financing for the REPowerEU chapter.
- (37) This Decision should be without prejudice 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 on the Functioning of the European Union. It does not override the requirement for Member States to implement the measures in accordance with Union and national law and, in particular, to notify instances of potential State aid to the Commission under Article 108 of the Treaty on the Functioning of the European Union.
- (38) The measures provided for in this Decision are in accordance with the opinion of the Committee established by Article 35(1) of Regulation (EU) 2021/241,

HAS ADOPTED THIS DECISION:

Article 1

Authorisation of the disbursement of the non-repayable support

The disbursement of the sixth instalment of the non-repayable support as laid down in Section 2(1)(6) of the Annex to the Council Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Croatia for an amount of EUR 505 174 531 is authorised.

In accordance with the Financing Agreement concluded pursuant to Article 23(1) of Regulation (EU) 2021/241 between the Commission and the Republic of Croatia, EUR 68 568 856 shall be utilised to clear the pre-financing of the financial contribution. EUR 436 605 675 shall be provided to Croatia by means of payment to the bank account indicated in the Financing Agreement.

Article 2

Authorisation of the disbursement of the loan support

The disbursement of the second instalment of the loan support as laid down in Section 2(2)(2) of the Annex to the Council Implementing Decision of 28 July 2021 on the approval of the assessment of the recovery and resilience plan for Croatia for an amount of EUR 455 802 533 is authorised.

In accordance with the Loan Agreement concluded pursuant to Article 15(2) of Regulation (EU) 2021/241 between the Commission and the Republic of Croatia, EUR 56 773 322 shall be utilised to clear the pre-financing of the loan and EUR 399 029 211 shall be provided to Croatia by means of payment to the bank account indicated in the Loan Agreement.

Article 3

Addressee

This Decision is addressed to the Republic of Croatia.

Done at Brussels, 19.9.2025

For the Commission

Valdis DOMBROVSKIS

Member of the Commission