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VORSCHLAG

Absender:	Herr Jordi AYET PUIGARNAU, Direktor, im Auftrag des Generalsekretärs der Europäischen Kommission
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Empfänger:	Herr Jeppe TRANHOLM-MIKKELSEN, Generalsekretär des Rates der Europäischen Union
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Vorschlag für eine

VERORDNUNG DES EUROPÄISCHEN PARLAMENTS UND DES RATES

zur Aufstellung des Programms „InvestEU“

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BEGRÜNDUNG

1. KONTEXT DES VORSCHLAGS

Für den ab 2021 geltenden mehrjährigen Finanzrahmen (MFR) muss ein EU-Investitionsprogramm vorgesehen werden, in dem bereichsübergreifende Ziele im Hinblick auf eine Vereinfachung, Flexibilität, Synergien und Kohärenz in allen relevanten Politikbereichen der EU berücksichtigt werden. Die Überlegungen, die die Kommission in ihrem Diskussionspapier zur Zukunft der EU-Finzen angestellt hat, zeigen, wie wichtig es in Zeiten knapper Haushaltsmittel ist, „mit weniger mehr zu erreichen“ und mit dem EU-Haushalt eine Hebelwirkung zu erzielen. Angesichts der Vielzahl von Finanzierungsinstrumenten auf EU-Ebene wird im Diskussionspapier als mögliche Lösung dieses Problems vorgeschlagen, diese Instrumente in einem einzigen Fonds zusammenzufassen, über den eine stärker auf Politikbereiche und Ziele ausgerichtete Unterstützung durch eine breite Palette von Finanzprodukten bereitgestellt werden könnte. Zudem sollten die Finanzierungsinstrumente auf EU-Ebene und die von den Mitgliedstaaten im Rahmen der Kohäsionspolitik verwalteten Finanzierungsinstrumente einander ergänzen.

Im Rahmen des derzeitigen und der früheren MFR wurden die Finanzierungsinstrumente einer Vielzahl von Programmen erweitert. Im MFR 2014-2020 hat die Kommission 16 zentral verwaltete Finanzierungsinstrumente eingerichtet. Die Haushaltsmittel für die Instrumente für interne Maßnahmen belaufen sich derzeit auf 5,2 Mrd. EUR. Mit diesen Instrumenten sollen Investitionen in verschiedenen Politikbereichen wie Forschung und Innovation (FuI), Finanzierung kleiner und mittlerer Unternehmen (KMU), Infrastruktur und Kulturwirtschaft sowie die Förderung der ökologischen und sozialen Nachhaltigkeit unterstützt werden.

Finanzierungsinstrumente werden auch als Durchführungsmechanismus für die Programme der europäischen Struktur- und Investitionsfonds (ESIF) genutzt, die von den Verwaltungsbehörden im Rahmen der geteilten Mittelverwaltung durchgeführt werden. Für den MFR 2014-2020 sind insgesamt rund 21 Mrd. EUR für die Durchführung von Maßnahmen im Wege der geteilten Mittelverwaltung vorgesehen.

Seit der Finanz- und Staatsschuldenkrise in den Jahren 2008 bis 2015 zählt die Förderung von Beschäftigung, Wachstum und Investition zu den 10 obersten Prioritäten der Kommission, die 2014 die Investitionsoffensive für Europa auf den Weg brachte, um auf das gedämpfte Investitionsniveau zu reagieren. Das Kernstück dieser Initiative ist der 2015 eingerichtete Europäische Fonds für strategische Investitionen (EFSI), mit dem bis Mitte 2018 zusätzliche Investitionen von mindestens 315 Mrd. EUR mobilisiert werden sollen. Zu diesem Zweck soll die Risikoübernahmekapazität der EIB-Gruppe durch eine EU-Garantie in Höhe von 16 Mrd. EUR und eine Finanzierung in Höhe von 5 Mrd. EUR aus Eigenmitteln der EIB-Gruppe gestärkt werden. Angesichts seines Erfolgs wurde der EFSI Ende 2017 verlängert und aufgestockt. Heute wird über diesen Fonds eine Haushaltsgarantie in Höhe von 26 Mrd. EUR bereitgestellt, die mit Haushaltsmitteln von 9,1 Mrd. EUR unterlegt ist. Zudem stellt die EIB-Gruppe eine zusätzliche Risikoübernahmekapazität von 7,5 Mrd. EUR zur Verfügung. Auf diese Weise sollen bis Ende 2020 zusätzliche Investitionen in Höhe von mindestens 500 Mrd. EUR mobilisiert werden. Das Programm „InvestEU“ wird sich auf dasselbe erfolgreiche Haushaltsmodell wie der EFSI stützen, sodass mit knappen Haushaltsmitteln möglichst viele private Investitionen mobilisiert werden können.

Die Voraussetzungen für eine Steigerung der Investitionen haben sich seit 2014 dank der Verbesserung der wirtschaftlichen Rahmenbedingungen und auch dank öffentlicher Maßnahmen wie dem EFSI verbessert. Allerdings besteht in verschiedenen Politikbereichen weiterhin ein großer Rückstand bei Investitionen, die häufig durch anhaltende Marktversagen

gebremst werden. Mit Blick auf die ehrgeizigen politischen Ziele der Union ist es nach wie vor wichtig, privates Kapital für die Finanzierung von Investitionen zu gewinnen. Gleichzeitig muss eine stärkere Ausrichtung auf eine größere politische Relevanz erfolgen. Das Programm „InvestEU“ wird, insbesondere im Rahmen von COSME und Horizont Europa, in allen Fällen, in denen rückzahlbare Investitionsförderungen geeignete Unterstützungsformen sind, zur Verwirklichung der politischen Ziele der Union beitragen. Der Vorschlag der Kommission für einen modernen Haushalt für Europa sieht vor, dass 3,5 Mrd. EUR der Finanzausstattung für Horizont Europa im Rahmen des Fonds „InvestEU“ zugewiesen werden, um einen Beitrag zum Politikbereich „Forschung, Innovation und Digitalisierung“ zu leisten, und dass für die EU-Garantie ein Richtbetrag von insgesamt 11,25 Mrd. EUR zugewiesen wird.

Mit dem Programm „InvestEU“ wird ein zentraler EU-Mechanismus zur Unterstützung von Investitionen für interne Maßnahmen des MFR 2021-2027 geschaffen. Das Programm „InvestEU“ baut auf den erfolgreichen Erfahrungen mit dem EFSI und den derzeitigen Finanzierungsinstrumenten für interne Politikbereiche auf. Es umfasst vier Bestandteile: i) den Fonds „InvestEU“, über den die EU-Garantie bereitgestellt wird, ii) die InvestEU-Beratungsplattform, über die insbesondere technische Unterstützung für die Projektentwicklung bereitgestellt wird, iii) das InvestEU-Portal, eine leicht zugängliche Datenbank zur Förderung von Projekten, für die Finanzierungen benötigt werden, und iv) Mischfinanzierungen.

Der Fonds „InvestEU“ wird sich bei der Mobilisierung von Investitionen an der Nachfrage orientieren. Er wird insbesondere Investitionen in Innovation, Digitalisierung und nachhaltige Infrastrukturen fördern, aber auch dem Bedarf des sozialen Sektors und der KMU Rechnung tragen. Auch kleinere und lokale Projekte werden eine wichtige Rolle spielen.

Der Fonds „InvestEU“ umfasst eine EU-Haushaltsgarantie zur Absicherung der von den Durchführungspartnern bereitgestellten Finanzprodukte. Er zielt auf Projekte mit europäischem Mehrwert ab und fördert einen kohärenten Ansatz für die Finanzierung der politischen Ziele der EU. Gleichzeitig bietet er eine wirksame und effiziente Kombination von EU-Finanzierungsinstrumenten für bestimmte Politikbereiche.

Der vorliegende Vorschlag soll ab dem 1. Januar 2021 Anwendung finden. Er richtet sich an eine Union mit 27 Mitgliedstaaten, nachdem das Vereinigte Königreich dem Europäischen Rat gemäß Artikel 50 des Vertrags über die Europäische Union am 29. März 2017 seine Absicht mitgeteilt hat, aus der Europäischen Union und der Europäischen Atomgemeinschaft auszutreten.

• **Gründe und Ziele**

Das Programm „InvestEU“ stellt als einzige Investitionsregelung für die interne Unionspolitik sowohl ein Politik- als auch ein Durchführungsinstrument dar.

Als Politikinstrument verfolgt das Programm „InvestEU“ das allgemeine Ziel, die politischen Ziele der Union durch die Mobilisierung öffentlicher und privater Investitionen in der EU zu unterstützen und damit Marktversagen und Investitionslücken zu beheben, die die Verwirklichung der EU-Ziele in Bezug auf Nachhaltigkeit, Wettbewerbsfähigkeit und integratives Wachstum behindern.

Das Programm soll Finanzierungen für Wirtschaftsakteure mit einem Risikoprofil bereitstellen, bei dem private Geldgeber nicht immer tätig werden können oder wollen. Durch die Finanzierungen sollen die Wettbewerbsfähigkeit der EU-Wirtschaft, nachhaltiges Wachstum, soziale Resilienz und Inklusion sowie die Integration der Kapitalmärkte in der EU im Einklang mit den politischen Zielen der EU in verschiedenen Wirtschaftszweigen

gefördert werden. Das durch eine EU-Garantie unterlegte Programm „InvestEU“ wird zur Modernisierung des EU-Haushalts beitragen und dessen Wirkung erhöhen, indem *„mehr mit weniger erreicht“* wird. Für wirtschaftlich tragfähige Projekte, die Einnahmen generieren können, kann ein systematischerer Einsatz einer Haushaltsgarantie dazu beitragen, die Wirkung der öffentlichen Mittel zu erhöhen.

Auf der Grundlage des Programms „InvestEU“ sollte es möglich sein, eine EU-Strategie zur Ankurbelung der weiterhin verhaltenen Investitionstätigkeit in der Union zu entwickeln. Durch die Diversifizierung der Finanzierungsquellen und die Förderung langfristiger und nachhaltiger Finanzierungen wird das Programm „InvestEU“ zur Integration der europäischen Kapitalmärkte im Rahmen der Kapitalmarktunion und zur Stärkung des Binnenmarkts beitragen. Als Instrument, mit dem finanzielle, marktbezogene, technische und politische Fachkenntnisse in der EU gebündelt werden, sollte das Programm „InvestEU“ auch als Katalysator für Finanzinnovationen im Dienste politischer Ziele wirken.

Als Durchführungsinstrument zielt der Fonds „InvestEU“ darauf ab, den EU-Haushalt durch eine Haushaltsgarantie effizienter auszuführen, Skaleneffekte zu erzielen, die Sichtbarkeit der EU-Maßnahmen zu erhöhen und den Rahmen für die Berichterstattung und Rechenschaftslegung zu vereinfachen. Die vorgeschlagene Struktur soll eine Vereinfachung, mehr Flexibilität und die Beseitigung möglicher Überschneidungen zwischen scheinbar ähnlichen EU-Förderinstrumenten ermöglichen.

Neben der EU-Garantie auf Unionsebene bietet der Vorschlag den Mitgliedstaaten die Möglichkeit, einen Teil der Mittel über eine spezielle Komponente der EU-Garantie im Rahmen des Fonds „InvestEU“ im Wege der geteilten Mittelverwaltung für diese Ziele zu verwenden, wenn auf nationaler oder regionaler Ebene Marktversagen oder suboptimale Investitionsbedingungen bestehen.

Zudem wird über die InvestEU-Beratungsplattform Unterstützung durch Beratung für die Projektentwicklung und flankierende Maßnahmen während des gesamten Investitionszyklus geleistet, um die Ausarbeitung und Entwicklung von Projekten und den Zugang zu Finanzmitteln zu fördern. Die InvestEU-Beratungsplattform wird in den Politikbereichen des InvestEU-Programms als zentrale Anlaufstelle für Projektträger und Mittler zur Verfügung stehen und die technische Unterstützung im Rahmen der Programme ergänzen, die im Wege der geteilten Mittelverwaltung durchgeführt werden.

Das InvestEU-Portal wird die Sichtbarkeit von Investitionsmöglichkeiten in der Union erhöhen und dadurch für Projektträger, die Finanzierungen benötigen, hilfreich sein.

- **Kohärenz mit den bestehenden Vorschriften in diesem Politikbereich**

Der Vorschlag trägt den bestehenden Vorschriften umfassend Rechnung, da die EU-Garantie im Rahmen des Programms „InvestEU“ mit Blick auf eine effiziente Nutzung der EU-Haushaltsmittel bereitgestellt wird, wenn Maßnahmen, die Einnahmen generieren können, im Einklang mit den politischen Zielen der EU finanziert werden. Dies gilt für die Kapitalmarktunion, die Strategie für einen digitalen Binnenmarkt, das Paket „Saubere Energie für alle Europäer“, den Aktionsplan der EU für die Kreislaufwirtschaft, die Strategie für emissionsarme Mobilität, die Verteidigungsstrategie oder auch die Weltraumstrategie für Europa. Der Fonds „InvestEU“ unterstützt in seinem Anwendungsbereich diese sich gegenseitig verstärkenden Strategien.

- **Kohärenz mit der Politik der Union in anderen Bereichen**

Das Programm „InvestEU“ ergänzt Finanzierungen und andere Maßnahmen in den von ihm unterstützten Politikbereichen beispielsweise über Horizont Europa, die Fazilität „Connecting Europe“, das Programm „Digitales Europa“, das Programm über den Binnenmarkt, die

Wettbewerbsfähigkeit von KMU und die europäischen Statistiken, das Europäische Raumfahrtprogramm, den Europäischen Sozialfonds+, das Programm „Kreatives Europa“, das Programm für Umwelt und Klimapolitik (LIFE) und den Europäischen Verteidigungsfonds. Synergien mit außenpolitischen Instrumenten werden gegebenenfalls ausgeschöpft.

Die Mischfinanzierung mit Zuschüssen stellt die Komplementarität mit anderen Ausgabenprogrammen sicher.

Das Programm „InvestEU“ ergänzt auch die europäischen Struktur- und Investitionsfonds. Um den Einsatz bestimmter Fonds im Rahmen der geteilten Mittelverwaltung (Europäischer Fonds für regionale Entwicklung (EFRE), Europäischer Sozialfonds+ (ESF+), Kohäsionsfonds, Europäischer Meeres- und Fischereifonds (EMFF) und Europäischer Landwirtschaftsfonds für die Entwicklung des ländlichen Raums (ELER)) über Finanzprodukte zu erleichtern, können sich die Mitgliedstaaten auf das Programm „InvestEU“ stützen. Dies ist im Vergleich zur derzeitigen Situation eine erhebliche Vereinfachung, da in diesem Fall nur ein einziges Regelwerk gilt.

Die Maßnahmen des Programms sollten eingesetzt werden, um Marktversagen oder suboptimale Investitionsbedingungen in angemessener Weise entgegenzuwirken, ohne private Finanzierungen zu duplizieren oder zu verdrängen; zudem sollten die Maßnahmen einen klaren europäischen Mehrwert aufweisen. Dadurch wird die Kohärenz zwischen den Maßnahmen des Programms und den EU-Vorschriften für staatliche Beihilfen gewährleistet, wodurch übermäßige Wettbewerbsverzerrungen im Binnenmarkt vermieden werden.

2. RECHTSGRUNDLAGE, SUBSIDIARITÄT UND VERHÄLTNISMÄßIGKEIT

• Rechtsgrundlage

Der Vorschlag stützt sich auf Artikel 173 (Industrie) und Artikel 175 Absatz 3 (wirtschaftlicher, sozialer und territorialer Zusammenhalt) des Vertrags über die Arbeitsweise der Europäischen Union (AEUV).

Im Einklang mit der ständigen Rechtsprechung wird in der Rechtsgrundlage auf die wichtigsten Inhalte des Vorschlags eingegangen. Für beide Artikel, die die Rechtsgrundlage bilden, gilt dasselbe Verfahren (ordentliches Gesetzgebungsverfahren).

• Subsidiarität (bei nicht ausschließlicher Zuständigkeit)

Mit dem Programm „InvestEU“ werden Investitionen und der Zugang zu Finanzierungen gefördert, mit denen EU-weiten Marktdefiziten und Investitionslücken entgegengewirkt wird, um die politischen Prioritäten der EU zu unterstützen. Zudem fördert es die Konzeption, Entwicklung und EU-weite Marktttest innovativer Finanzprodukte für neue oder komplexe Fälle von Marktversagen sowie Systeme zur Verbreitung dieser Produkte.

Die freiwillige Mitgliedstaaten-Komponente bietet die Möglichkeit, Marktversagen und Investitionslücken in einzelnen Ländern durch auf zentraler Ebene konzipierte Finanzprodukte zu begegnen und gewährleistet so eine effizientere geografische Verteilung der Ressourcen, sofern dies gerechtfertigt ist. Um den Einsatz bestimmter Fonds im Rahmen der geteilten Mittelverwaltung (Europäischer Fonds für regionale Entwicklung (EFRE), Europäischer Sozialfonds+ (ESF+), Kohäsionsfonds, Europäischer Meeres- und Fischereifonds (EMFF) und Europäischer Landwirtschaftsfonds für die Entwicklung des ländlichen Raums (ELER)) über Finanzprodukte zu erleichtern, können sich die Mitgliedstaaten auf das Programm „InvestEU“ stützen.

Die vorgeschlagene Struktur mit zwei Komponenten in jedem Politikbereich ermöglicht eine wirksame Anwendung des Subsidiaritätsprinzips. Darüber hinaus werden für die beiden Komponenten in jedem Politikbereich dieselben Regeln des Fonds „InvestEU“ gelten, was einen klareren und einfacheren Rahmen für die Nutzung der verschiedenen EU-Finanzierungsquellen ermöglichen wird.

- **Verhältnismäßigkeit**

Die langfristigen Ziele der EU in Bezug auf Nachhaltigkeit, Wettbewerbsfähigkeit und integratives Wachstum erfordern erhebliche Investitionen in verschiedene Politikbereiche. Dazu gehören unter anderem neue Modelle in den Bereichen Mobilität, erneuerbare Energien, Energieeffizienz, Naturkapital, Innovation, Digitalisierung, Qualifikationen, soziale Infrastruktur, Kreislaufwirtschaft, Klimaschutz, Ozeane sowie Gründung und Wachstum kleiner Unternehmen.

Es bedarf neuer Anstrengungen, um die weiterhin bestehende Marktfragmentierung und Marktversagen zu beseitigen, die aus der geringen Risikobereitschaft privater Investoren, der begrenzten Finanzierungskapazität des öffentlichen Sektors und der Effizienzmängel bei den Rahmenbedingungen für Investitionen resultieren. Die Mitgliedstaaten können diese Investitionslücken nicht alleine schließen.

Maßnahmen auf EU-Ebene stellen sicher, dass eine kritische Masse von Ressourcen mobilisiert werden kann, um die Wirkung der Investitionen vor Ort zu maximieren. Der Vorschlag ersetzt nicht die Investitionen der Mitgliedstaaten, sondern ergänzt vielmehr solche Investitionen, da sein Schwerpunkt auf der Unterstützung von Projekten mit europäischem Mehrwert liegt. Ein Handeln auf EU-Ebene bewirkt Skaleneffekte bei der Nutzung innovativer Finanzierungsinstrumente, da private Investitionen in der gesamten EU angestoßen werden und sich die EU-Organe mit ihrer Sachkenntnis optimal einbringen können. Zudem ermöglicht es den Zugang zu einem diversifizierten Portfolio europäischer Projekte und mobilisiert dadurch private Investitionen. So können innovative Finanzierungslösungen entwickelt, erweitert oder bei Bedarf in allen Mitgliedstaaten übernommen werden.

Ein Vorgehen auf EU-Ebene ist das einzige Instrument, das in der Lage ist, den Investitionsbedarf im Zusammenhang mit den politischen Zielen der EU wirksam zu decken. Strukturreformen und ein verbessertes regulatorisches Umfeld werden weiterhin notwendig sein, um die verbleibenden Investitionslücken im Zeitraum 2021-2027 zu schließen.

- **Wahl des Instruments**

Ziel des Vorschlags ist es, ein einziges Instrument bereitzustellen, mit dem eine EU-Haushaltsgarantie für Finanzierungen und Investitionen durch die Durchführungspartner im Einklang mit den Schlussfolgerungen der Folgenabschätzung bereitgestellt wird, um an den Erfolg des EFSI und früherer Finanzierungsinstrumente anzuknüpfen und die gewonnenen Erkenntnisse (z. B. hinsichtlich der Vermeidung einer Fragmentierung und möglicher Überschneidungen) zu berücksichtigen. Daher wird eine Verordnung vorgeschlagen.

3. ERGEBNISSE DER RÜCKBLICKENDEN EVALUIERUNGEN, DER KONSULTATIONEN DER INTERESSENTRÄGER UND DER FOLGENABSCHÄTZUNGEN

• Rückblickende Evaluierungen / Eignungsprüfungen bestehender Rechtsvorschriften

Der Vorschlag baut auf den Erkenntnissen auf, die im Rahmen der Evaluierungen der Vorgängerinstrumente und des EFSI gewonnen wurden. Insbesondere wurde 2018 eine unabhängige Evaluierung des EFSI [Referenz zur externen Evaluierung und zum SWD einfügen] durchgeführt, die die folgenden seit der Einrichtung des EFSI vorgenommenen Evaluierungen ergänzt:

- Bewertung des Einsatzes der EU-Garantie und der Funktionsweise des EFSI-Garantiefonds durch die Kommission¹ zusammen mit einer Stellungnahme des Rechnungshofs²,
- Evaluierung der Funktionsweise des EFSI durch die EIB³ (Oktober 2016) und
- unabhängige externe Bewertung der Anwendung der EFSI-Verordnung⁴ (November 2016).

Die wichtigsten Ergebnisse dieser Evaluierungen wurden in der Mitteilung der Kommission über die Investitionsoffensive für Europa zusammengefasst (COM(2016) 764)⁵.

Bei allen Bewertungen wurde festgestellt, dass die EU-Garantie relevant war und der EIB die Durchführung risikoreicherer Tätigkeiten sowie die Einführung von Produkten ermöglichte, die mit höherem Risiko behaftet sind, um ein breiteres Spektrum von Begünstigten zu unterstützen. Der EFSI erwies sich auch als wichtiges Instrument zur Mobilisierung von Privatkapital. In Bezug auf die Leitungsstrukturen verwies die unabhängige Bewertung aus dem Jahr 2018 auf die Bedeutung des Investitionsausschusses für die Glaubwürdigkeit der Regelung, die Transparenz ihrer Entscheidungen und die Qualität der Bewertungsmatrix, die als wichtiges Instrument eingestuft wurde, um einen kohärenten Ansatz für die Präsentation der Projekte und die Zusammenfassung der Bewertungsschlussfolgerungen sicherzustellen.

Im Hinblick auf die unterzeichneten Finanzierungen und Investitionen hat der EFSI bis Ende 2017 Investitionen in Höhe von 207 Mrd. EUR mobilisiert, was 66 % der Zielvorgabe entspricht. Hinsichtlich der genehmigten Finanzierungen und Investitionen sind es 256 Mrd. EUR, was 81 % der Zielvorgabe entspricht. Wird dieser Trend auf die nächsten 6 Monate (der EFSI wird Mitte 2018 abgeschlossen) extrapoliert, dürften die mobilisierten Investitionen aus den genehmigten Finanzierungen und Investitionen Mitte 2018 oder kurz danach die Zielvorgabe von 315 Mrd. EUR erreichen.

Bei den Evaluierungen wurde eine gewisse Konzentration in Mitgliedstaaten mit gut entwickelten institutionellen Kapazitäten festgestellt. Betrachtet man jedoch die mobilisierten Investitionen im Verhältnis zum Bruttoinlandsprodukt der Mitgliedstaaten, so ist diese Konzentration viel weniger ausgeprägt. Um die geografische Ausgewogenheit weiter zu verbessern, wurde mit dem EFSI 2.0 jedoch die Rolle der Europäischen Plattform für Investitionsberatung gestärkt.

¹ <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52016SC0297&from=EN>

² https://www.eca.europa.eu/Lists/News/NEWS1611_11/OP16_02_DE.pdf

³ <http://www.eib.org/infocentre/publications/all/evaluation-of-the-functioning-of-the-efsi.htm#>

⁴ https://ec.europa.eu/commission/publications/independent-evaluation-investment-plan_en

⁵ <http://ec.europa.eu/transparency/regdoc/rep/1/2016/DE/COM-2016-764-F1-DE-MAIN.PDF>

Am 31. Dezember 2017 entsprach der tatsächliche Multiplikatoreffekt des EFSI weitgehend dem zu Beginn bewerteten globalen aggregierten Multiplikator von 13,5, der bis Ende 2017 erreicht werden sollte, wobei für das Ende des Investitionszeitraums ein Ziel von 15 vorgesehen ist. Der EFSI erwies sich auch als wirksames Instrument zur Mobilisierung von Privatkapital. Rund 64 % der mobilisierten Investitionen stammen aus dem Privatsektor.

Im Hinblick auf die Effizienz erwies sich die Verfügbarkeit der EU-Garantie als wirksames Instrument, um das Volumen der risikoreicheren Finanzierungen und Investitionen der Europäischen Investitionsbank erheblich zu erhöhen. Insbesondere werden mit der EU-Garantie im Vergleich zu Finanzierungsinstrumenten weniger Haushaltsmittel blockiert, da sie im Vergleich zu dem Umfang des finanziellen Engagements eine umsichtige, aber doch begrenzte Dotierung erfordert. Sie entspricht einer Eventualverbindlichkeit und dürfte daher Größenvorteile ermöglichen, die zu einer Steigerung der mobilisierten Investitionen je Euro führen. Ferner war der Umfang der EU-Garantie im Rahmen des EFSI der im Rahmen der unabhängigen Bewertung im Jahr 2018 vorgenommenen Datenanalyse zufolge eindeutig angemessen. Die Analyse ergab außerdem, dass der Ansatz für die Modellierung der EFSI-Zielquote im Großen und Ganzen angemessen war und den Branchenstandards entsprach; allerdings wurden einige Entwicklungen vorgeschlagen.

Eine Haushaltsgarantie hat sich auch für den EU-Haushalt als kosteneffizienter erwiesen, da sie die Zahlung von Verwaltungsgebühren an den Durchführungspartner begrenzt. Im Falle des EFSI erhält die EU für die EU-Garantie im Rahmen des Politikbereichs „Infrastruktur und Innovation“ sogar eine Vergütung.

In der unabhängigen Bewertung des Jahres 2016 wurde betont, dass das Zusätzlichkeitsprinzip klarer definiert werden muss. Folglich enthält die EFSI 2.0-Verordnung mehrere Maßnahmen, die das Konzept und die Kriterien präzisieren und das Verfahren transparenter gestalten.

Die unabhängige Bewertung des Jahres 2018, bei der nur die im Rahmen des EFSI genehmigten Finanzierungen und Investitionen bewertet werden konnten und die daher die neuen Maßnahmen des EFSI 2.0 nicht umfasst, bestätigte die Notwendigkeit, den Begriff der Zusätzlichkeit klarer zu fassen und das Vorliegen suboptimaler Investitionsbedingungen zu definieren. Insbesondere kam sie zu dem Schluss, dass die EFSI-Finanzierungen und -Investitionen, wie in der EFSI-Verordnung vorgeschrieben, im Vergleich zu (Nicht-EFSI-) Finanzierungen der Europäischen Investitionsbank durch ein höheres Risiko gekennzeichnet sind. Aus den verschiedenen Erhebungen und Befragungen geht jedoch hervor, dass im Rahmen des Politikbereichs „Infrastruktur und Innovation“ des EFSI möglicherweise ein gewisser Verdrängungseffekt eingetreten ist. Es wäre wichtig, diese Situation im Rahmen des Programms „InvestEU“ zu vermeiden.

In der unabhängigen Bewertung des Jahres 2018 wurde auch auf den zusätzlichen nichtfinanziellen Nutzen hingewiesen, der dadurch entsteht, dass neue Investoren gewonnen werden, neue Produkte und Finanzierungsmodelle vorgestellt und am Markt getestet werden und die Finanzdienstleister höhere Standards für ihre Finanzierungen und Investitionen unterstützen und annehmen.

Die Evaluierung der EIB aus dem Jahr 2016 und die unabhängige Bewertung des Jahres 2018 bestätigten die Störung, die der EFSI aufgrund des Angebots ähnlicher Finanzprodukte in Bezug auf andere EU-Finanzierungsinstrumente anfänglich verursacht hat, insbesondere in Bezug auf das Schuldeninstrument im Rahmen der Fazilität „Connecting Europe“ und auf einen Teil von InnovFin; diese Störungen wurden teilweise dadurch korrigiert, dass bestehende Instrumente auf neue Marktsegmente ausgerichtet wurden.

Der Vorschlag für den Fonds „InvestEU“ stützt sich auch auf Erkenntnisse aus den Evaluierungen der Vorgängerinstrumente, die sich über zwei Jahrzehnte erstreckt haben (Fazilität „Connecting Europe“, Horizont 2020, COSME usw.), sowie von Instrumenten, die im Rahmen früherer Finanzrahmen eingeführt wurden, wie das Programm für Wettbewerbsfähigkeit und Innovation (CIP). Diese Bewertungen bestätigen generell, dass in Europa weiterhin Finanzierungslücken in den von EU-Finanzinstrumenten abgedeckten Sektoren und Politikbereichen bestehen und dass die EU-Investitionsförderung weiterhin relevant und notwendig ist, um die politischen Ziele der EU zu erreichen. Sie betonen jedoch auch, dass die Kohärenz zwischen den verschiedenen EU-Finanzierungsinstrumenten und anderen EU-Initiativen verbessert werden sollte, dass Synergien mit nationalen und regionalen Initiativen besser genutzt werden sollten und dass es Überschneidungen zwischen den bestehenden Instrumenten gibt. Sie legen nahe, dass die Instrumente zur Investitionsförderung besser koordiniert und gestaltet werden müssen, um mögliche Überschneidungen zu begrenzen. Die Ausweitung der Tätigkeiten hat dazu geführt, dass die Mechanismen für die Gesamtkoordinierung der Maßnahmen gestärkt werden müssen, um das Entstehen unnötiger Mehrfachmaßnahmen zu vermeiden und größere Synergien zu erzielen.

In Bezug auf die COSME-Instrumente zur Förderung von KMU, die für die künftige Wettbewerbsfähigkeit der Union von entscheidender Bedeutung sind, zeigen die Bewertungen, dass diesen Instrumenten ein starkes Argument (Marktversagen und Beschränkungen des Zugangs von KMU zu Finanzmitteln) zugrunde liegt. Insbesondere Start-ups, kleinere KMU und Unternehmen, die nicht über ausreichende Sicherheiten verfügen, sind überall in der EU mit anhaltenden strukturellen Marktlücken bei der Kreditfinanzierung konfrontiert. In einem Sonderbericht stellte der Rechnungshof fest, dass sich die KMU-Bürgschaftsfazilität positiv auf das Wachstum der geförderten KMU ausgewirkt hat. Laut den Empfehlungen des Rechnungshofs bedarf es einer gezielteren Ausrichtung auf die Begünstigten und einer stärkeren Koordinierung mit nationalen Regelungen⁶.

Insbesondere in Bezug auf die InnovFin-Finanzierungsinstrumente im Rahmen von Horizont 2020 zeigen die Bewertungen, dass der Zugang zu Finanzmitteln nach wie vor ein wesentliches Hindernis darstellt, wenn es darum geht, die Innovationsleistung Europas zu verbessern. Darin wird bestätigt, dass die InnovFin-Finanzierungsinstrumente vor dem Hintergrund der wachsenden Nachfrage nach Risikofinanzierungen in den Bereichen Forschung und Innovation gute Leistungen erbracht und es der EIB-Gruppe ermöglicht haben, neue risikoreichere Segmente abzudecken. Allerdings wird erneut darauf hingewiesen, dass die Synergien mit anderen EU-Finanzierungsprogrammen verstärkt und die Hindernisse, die noch bei der Unterstützung innovativer Unternehmen beim Übergang von der Gründungs- in die Wachstumsphase bestehen, abgebaut werden müssen. Auch wird darauf hingewiesen, dass nur eine relativ kleine Zahl von Unternehmen, die im Rahmen von Horizont 2020 Finanzhilfen erhalten, in den Genuss von Finanzierungsinstrumenten im Rahmen von Horizont 2020 gekommen sind, was die Expansion innovativer Unternehmen behindern könnte.

Der Fonds „InvestEU“ wird auf diesen Erfahrungen aufbauen und auf Empfänger in den Bereichen Forschung und Innovation (einschließlich innovativer KMU und Unternehmen mit mittelgroßer Marktkapitalisierung) abstellen, um diesen in all ihren Entwicklungsphasen einen besseren Zugang zu Finanzierungsmitteln zu verschaffen. Durch die Erleichterung von Mischfinanzierungen wird er die Synergieeffekte zwischen der Finanzierung durch Finanzhilfen und der marktgestützten Finanzierung nutzen. Darüber hinaus empfahl der

⁶ <https://www.eca.europa.eu/de/Pages/DocItem.aspx?did=44174>

Europäische Rechnungshof in seiner Prüfung der Garantiefazität eine gezieltere Ausrichtung auf innovativere Unternehmen als Empfänger. Durch die Bündelung von Fachwissen und Ressourcen wird der Fonds „InvestEU“ den Schwerpunkt zunehmend auf Unternehmen richten, die Innovationstätigkeiten mit höherem Risiko ausführen.

Im sozialen Bereich und im Rahmen des Programms für Beschäftigung und soziale Innovation (EaSI) gibt es empirische Belege dafür, dass es in der Union einen erheblichen Mangel an Investitionen in soziale Infrastruktur, Sozialunternehmen, die Waren („materielle Güter“) herstellen, sowie in soziale Dienste, Ideen und Menschen („immaterielle Vermögenswerte“) gibt, obwohl diese für die Mitgliedstaaten zur Bildung einer fairen, inklusiven und wissensbasierten Gesellschaft von entscheidender Bedeutung sind.

Mikrofinanzierung und Sozialunternehmen gibt es in Europa erst seit Kurzem; sie sind Teil eines aufkommenden Marktes, der noch nicht vollständig entwickelt ist. Wie in der EaSI-Halbzeitbewertung von 2017 hervorgehoben wurde, haben die EaSI-Finanzierungsinstrumente sozial schwache Personen und Kleinstunternehmen unterstützt und den Zugang zu Finanzierungsmitteln für Sozialunternehmen erleichtert und damit eine beachtliche soziale Wirkung erzielt. Die Bewertung ergab, dass die Ausschöpfung des vollen Potenzials, das die bisherigen Ergebnisse aufgezeigt haben, die Fortsetzung der Investitionsförderung im sozialen Bereich und die Notwendigkeit zusätzlicher, im Rahmen des Programms „InvestEU“ zu erbringender Schlagkraft rechtfertigt.

Der Bericht mit der Folgenabschätzung zum Programm „InvestEU“ enthält eine detaillierte Zusammenfassung dieser Bewertungsergebnisse.

- **Konsultation der Interessenträger**

Grundlage für die Folgenabschätzung war die öffentliche Konsultation zu EU-Fonds in den Bereichen Investitionen, Forschung und Innovation, KMU sowie Binnenmarkt, insbesondere die Antworten im Zusammenhang mit der Unterstützung der EU für Investitionen.⁷

Der vorliegende Vorschlag trägt den Ergebnissen dieser Konsultation Rechnung. In den meisten Antworten wurde die Auffassung vertreten, dass die derzeitige EU-Unterstützung für Investitionen nicht ausreichend auf politische Zielsetzungen wie die Senkung der Arbeitslosigkeit, die Förderung sozialer Investitionen, die Erleichterung des digitalen Wandels, die Erleichterung des Zugangs zu Finanzierungsmitteln insbesondere für KMU, die Gewährleistung einer sauberen und gesunden Umwelt und die Unterstützung der industriellen Entwicklung ausgerichtet ist.

Die Befragten betonten, wie wichtig EU-weite politische Zielsetzungen, u. a. in den Bereichen Forschung, Unterstützung für allgemeine und berufliche Bildung, saubere und gesunde Umwelt, Übergang zu einer CO₂-armen Kreislaufwirtschaft und Verringerung der Arbeitslosigkeit sind.

Rund 60 % der Teilnehmer der Konsultation über strategische Infrastrukturen waren der Ansicht, dass die Schwierigkeiten beim Zugang zu Finanzierungsinstrumenten ein Hindernis darstellen, das die derzeitigen Programme daran hindert, erfolgreich politische Ziele umzusetzen.

Die große Mehrheit der Teilnehmer sprach sich für die ermittelten Maßnahmen aus, die dazu beitragen könnten, den Verwaltungsaufwand zu vereinfachen und zu verringern. Dazu

⁷ Dies war ein Unterkapitel der öffentlichen Konsultation zu Investitionen, Forschung und Innovation, KMU und Binnenmarkt.
https://ec.europa.eu/info/consultations/public-consultation-eu-funds-area-investment-research-innovation-smes-and-single-market_de

gehörten weniger, klarere und kürzere Regeln, die Angleichung der Vorschriften der einzelnen EU-Fonds sowie ein stabiler, aber flexibler Rahmen zwischen den Programmplanungszeiträumen.

Der Vorschlag zielt auf diese Ergebnisse ab, indem der Schwerpunkt hinsichtlich der Unterstützung im Rahmen des Fonds „InvestEU“ noch stärker auf die politischen Prioritäten der Union gelegt wird. Das mit dem Fonds „InvestEU“ eingeführte einheitliche Regelwerk sollte das Problem etwaiger Überschneidungen beseitigen und es insbesondere Endempfängern erleichtern, Unterstützung zu beantragen. Der Fonds „InvestEU“ verfügt auch über eine inhärente Flexibilität, die es ihm ermöglicht, sich an die Entwicklung von Marktgegebenheiten und -bedürfnissen anzupassen. Auch die Berichtspflichten wurden harmonisiert.

- **Externes Fachwissen**

Wie unter der Unterüberschrift „Nachträgliche Bewertungen/Eignungsprüfungen bestehender Rechtsvorschriften“ erklärt, wurde im Einklang mit Artikel 18 Absatz 6 der Verordnung (EU) 2015/1017 des Europäischen Parlaments und des Rates vom 25. Juni 2015 über den Europäischen Fonds für strategische Investitionen, die europäische Plattform für Investitionsberatung und das europäische Investitionsvorhabenportal sowie zur Änderung der Verordnungen (EU) Nr. 1291/2013 und (EU) Nr. 1316/2013 – der Europäische Fonds für strategische Investitionen⁸ eine externe Bewertung durchgeführt. Sie wird zeitgleich zu diesem Vorschlag veröffentlicht.

- **Folgenabschätzung**

In der Folgenabschätzung [Verweis auf Folgenabschätzung einfügen] werden die größten Herausforderungen für den nächsten MFR, insbesondere die Investitionslücken und suboptimalen Investitionssituationen in verschiedenen Politikfeldern wie Forschung und Innovation, nachhaltige Infrastruktur, Finanzierung von KMU und soziale Investitionen, eingehend geprüft. Sie untersucht und erläutert die Beweggründe für die vorgeschlagene Struktur des Fonds „InvestEU“, seine Leitungsstruktur, seine Ziele, Zielvorhaben, Finanzprodukte und Endempfänger. Falls angezeigt, werden in der Folgenabschätzung die erwogenen Alternativlösungen beschrieben und die Beweggründe für die vorgeschlagenen Optionen erläutert. Dies bezieht sich insbesondere auf die Gründe für die Schaffung eines einzigen Investitionsförderinstruments, die Durchführungsmechanismen und die Durchführungspartner sowie auf die vorgeschlagene Leitungsstruktur.

In der Folgenabschätzung wird betont, dass die Erfahrung mit den derzeitigen EU-Finanzierungsinstrumenten und der EFSI-Haushaltsgarantie gezeigt hat, dass ein Bedarf an Vereinfachung, Straffung und besserer Koordinierung der EU-Investitionsförderinstrumente im nächsten MFR besteht. Die Erfahrung mit dem EFSI hat auch gezeigt, dass der Einsatz einer Haushaltsgarantie anstelle der herkömmlichen Finanzierungsinstrumente dort, wo es möglich ist, erhebliche Vorteile und Effizienzgewinne mit sich bringt.

Im Rahmen der Folgenabschätzung werden für den Fonds „InvestEU“ folgende Hauptmerkmale festgestellt:

- eine einheitliche Struktur mit einem direkten Kommunikationskanal zu den Finanzmittlern, Projektträgern und Endempfängern auf der Suche nach Finanzierungsmöglichkeiten;
- eine stärkere Hebelwirkung und eine effizientere Nutzung der Haushaltsmittel durch die Verwendung einer einzigen Haushaltsgarantie, die unterschiedlichen

⁸ ABl. L 169 vom 1.7.2015, S. 1.

Finanzprodukten mit einem diversifizierten Risikoportfolio zugrunde liegt; im Vergleich zu der Option, über unterschiedliche Finanzierungsinstrumente oder zweckgebundene Haushaltsgarantien zu verfügen, die eine begrenzte Spanne an Risiken abdecken, führt dies zu Effizienzgewinnen, da eine niedrigere Dotierungsquote erforderlich, aber ein gleichwertiger Schutz gewährleistet ist;

- ein vereinfachtes und gezieltes Angebot von Investitionsförderinstrumenten, die auf die wichtigsten politischen Ziele der EU ausgerichtet sind; ein solches Angebot würde es auch ermöglichen, Finanzhilfen mit Finanzierungen aus verschiedenen EU-Programmen, der herkömmlichen EIB-Kreditvergabe oder privater Finanzierung zu kombinieren;
- die Fähigkeit, sektorspezifische Instrumente einzusetzen, die bestimmten Fällen von Marktversagen entgegenwirken (z. B. „Green Shipping“, Energie-Demonstrationsprojekte, Naturkapital);
- Flexibilitätsmaßnahmen, die es dem Fonds „InvestEU“ ermöglichen, rasch auf Marktveränderungen und politische Prioritäten, die sich mit der Zeit verändern, zu reagieren;
- eine integrierte Leitungs- und Durchführungsstruktur, die die interne Koordinierung verbessert und den Standpunkt der Kommission gegenüber den Durchführungspartnern stärkt; dies würde auch zu Effizienzgewinnen bei den Verwaltungskosten führen, Doppelarbeit und Überschneidungen vermeiden und die Sichtbarkeit für Investoren erhöhen;
- vereinfachte Anforderungen an die Berichterstattung, Überwachung und Kontrolle; aufgrund des einheitlichen Rahmens sieht der Fonds „InvestEU“ integrierte und vereinfachte Überwachungs- und Berichterstattungsvorschriften vor;
- bessere Komplementarität zwischen den zentral verwalteten und den im Rahmen der geteilten Mittelverwaltung durchgeführten Programme; dazu zählt die Möglichkeit für Mitgliedstaaten, Zuweisungen im Rahmen der geteilten Mittelverwaltung über den Fonds „InvestEU“ (in der Mitgliedstaaten-Komponente) zu bündeln;
- Angliederung der InvestEU-Beratungsplattform an den Fonds „InvestEU“, um den Aufbau und die Umsetzung einer Pipeline von bankfähigen Projekten zu unterstützen.

Die Bandbreite der im Rahmen des Fonds „InvestEU“ erwogenen Maßnahmen wird über verschiedene Produkte umgesetzt, die auf unterschiedliche Risiken ausgerichtet sind und je nach Art der geleisteten Deckung der Garantie und der unterstützten Vorhaben hohe, mittlere oder niedrige Dotierungsquoten erfordern würden. Die Kommission wird Leitlinien für die Verwendung der einzelnen Produkte und der damit einhergehenden Risiken bereitstellen und die Verwendung überwachen, um zu gewährleisten, dass das Gesamtportfolio mit der im Vorschlag festgelegten Dotierungsquote vereinbar ist.

Am 27. April 2018 gab der Ausschuss für Regulierungskontrolle eine positive Stellungnahme mit Vorbehalten ab. [Hyperlink zur Stellungnahme des o. g. Ausschusses einfügen] In der Folgenabschätzung (Arbeitsunterlage der Kommissionsdienststellen) [Verweis/Link einfügen] werden die angesprochenen Fragen behandelt. Im Bericht werden die derzeitigen Überschneidungen zwischen dem EFSI und den zentral verwalteten Finanzierungsinstrumenten nun besser erläutert. Auch werden darin erläutert, wie im Rahmen des Fonds „InvestEU“ potenzielle Überschneidungen vermieden werden. Darüber hinaus werden darin die Wahl der vorgeschlagenen Leitungsstruktur und die Rolle der verschiedenen

Stellen näher erläutert. Dazu gehört eine Gegenüberstellung der aktuell im Rahmen des EFSI und der Finanzierungsinstrumente verwendeten Leitungsstrukturen mit der im Rahmen des Fonds „InvestEU“ vorgeschlagenen Struktur. Es wurden zusätzliche Erläuterungen zu den Annahmen für das vorgesehene Risikoniveau und die Dotierungsquote hinzugefügt, darunter weitere Erläuterungen zur Risikobewertungsfunktion innerhalb der Leitungsstruktur.

- **Vereinfachung**

Gegenwärtig wird suboptimalen Investitionsbedingungen anhand eines uneinheitlichen und fragmentierten Portfolios von EU-Finanzierungsinstrumenten und anhand des EFSI entgegengewirkt. Diese Situation stellt auch die Finanzmittler und Endempfänger vor Schwierigkeiten, die es mit unterschiedlichen Regeln für die Förderfähigkeit und die Berichterstattung zu tun haben.

Das Ziel des Fonds „InvestEU“ besteht darin, die EU-Investitionsförderung zu vereinfachen, indem ein einheitlicher Rahmen geschaffen wird, der die Komplexität verringert. Durch die geringere Zahl von Vereinbarungen im Rahmen eines einheitlichen Regelwerks wird der Fonds „InvestEU“ den Zugang zu EU-Fördermitteln für die Endempfänger, die Leitung und die Verwaltung von Investitionsförderinstrumenten vereinfachen.

Da der Fonds „InvestEU“ sämtliche Bedürfnisse nach Investitionsförderung abdeckt, ermöglicht er es auch, die Berichtspflichten und Leistungsindikatoren zu straffen und zu harmonisieren.

- **Grundrechte**

Der Vorschlag hat keine Auswirkungen auf die Grundrechte.

4. AUSWIRKUNGEN AUF DEN HAUSHALT

Im Einklang mit der Mitteilung der Kommission über den Mehrjährigen Finanzrahmen für den Zeitraum 2021-2027⁹ beläuft sich der Haushaltsrahmen (Mittel für Verpflichtungen zu jeweiligen Preisen) für das Programm „InvestEU“ auf 14 725 000 000 EUR, darunter 525 000 000 EUR für Projektentwicklungshilfe und andere flankierende Maßnahmen. Die Gesamtdotierung wird 15 200 000 000 EUR betragen, von denen 1 000 000 000 EUR durch Einnahmen, Einziehungen und Rückzahlungen aus bestehenden Finanzierungsinstrumenten und den EFSI abgedeckt werden. Im Einklang mit [Artikel 211 Absatz 4 Buchstabe d] der [Haushaltsordnung] liefern Einnahmen und Einziehungen aus dem Fonds „InvestEU“ auch zusätzliche Beiträge für die Dotierung.

Dieser Vorschlag enthält einen Finanzbogen.

5. WEITERE ANGABEN

- **Durchführungspläne sowie Überwachungs-, Evaluierungs- und Berichterstattungsmodalitäten**

Der Fonds „InvestEU“ (die EU-Garantie) wird nach dem Prinzip der indirekten Mittelverwaltung durchgeführt. Die Kommission schließt die notwendigen Garantievereinbarungen mit den Durchführungspartnern ab. Die InvestEU-Beratungsplattform wird je nach Art der Unterstützung nach dem Prinzip der indirekten oder der direkten Mittelverwaltung durchgeführt. Das InvestEU-Portal wird hauptsächlich nach dem Prinzip der direkten Mittelverwaltung durchgeführt.

⁹ COM(2018) 321 final.

Die Auswirkungen des Programms „InvestEU“ werden anhand von Evaluierungen bewertet. Evaluierungen werden gemäß den Randnummern 22 und 23 der Interinstitutionellen Vereinbarung vom 13. April 2016¹⁰ durchgeführt, sofern die drei Organe bestätigt haben, dass solche Evaluierungen der bestehenden Rechtsvorschriften und politischen Maßnahmen die Grundlage für Folgenabschätzungen in Bezug auf die Optionen weiterer Maßnahmen bilden sollten. Bei den Evaluierungen werden die praktischen Auswirkungen des Programms „InvestEU“ anhand der Indikatoren und Zielvorgaben des Programms „InvestEU“ bewertet, und es wird eingehend untersucht, inwieweit das Programm „InvestEU“ als relevant, wirksam und effizient eingestuft werden kann, ob es einen hinreichenden Unionsmehrwert schafft und ob Kohärenz mit anderen EU-Politikbereichen besteht. Anhand bestehender Erkenntnisse werden Mängel/Probleme ermittelt und es wird geprüft, ob die Maßnahmen oder ihre Ergebnisse weiter verbessert werden können und wie ihre Nutzung/Wirkung maximiert werden kann. Die Leistungsüberwachung wird anhand der im Vorschlag festgelegten Indikatoren gemessen. Zusätzlich zu diesen Kernindikatoren werden auf der Grundlage der spezifischen Finanzprodukte, die zum Einsatz kommen, detailliertere Indikatoren in die Investitionsleitlinien oder die Garantievereinbarungen aufgenommen. Darüber hinaus werden für die InvestEU-Beratungsplattform und das InvestEU-Portal spezifische Indikatoren entwickelt.

Entsprechend der [Haushaltsordnung] wird von den Durchführungspartnern eine harmonisierte Berichterstattung verlangt.

- **Ausführliche Erläuterung der einzelnen Bestimmungen des Vorschlags**

Kapitel I – Allgemeine Bestimmungen

In den allgemeinen Bestimmungen werden die allgemeinen und spezifischen Ziele des Programms „InvestEU“ dargelegt, die sich anschließend in den Politikbereichen niederschlagen.

Die Finanzierungen und Investitionen, die durch die EU-Garantie im Rahmen des Fonds „InvestEU“ unterstützt werden sollen, sollen Folgendes fördern: i) die Wettbewerbsfähigkeit der Union, einschließlich der Bereiche Innovation und Digitalisierung, ii) die Nachhaltigkeit sowie das Wachstum der Wirtschaft der Union, iii) die soziale Widerstandsfähigkeit und Inklusion und iv) die Integration der Kapitalmärkte der Union und die Stärkung des Binnenmarkts, darunter Lösungen zur Verringerung der Fragmentierung der Kapitalmärkte der Union, zur Diversifizierung der Finanzierungsquellen für Unternehmen in der Union und zur Förderung nachhaltiger Finanzierungen.

Als Umfang der EU-Garantie wird ein Betrag von 38 000 000 000 EUR vorgeschlagen, wobei für die Dotierung eine Dotierungsquote von 40 %, d. h. 15 200 000 000 EUR, erforderlich ist (beide Beträge zu jeweiligen Preisen). Die vorläufige Mittelzuweisung der EU-Garantie nach den einzelnen Politikbereichen ist in Anhang I aufgeführt. Die Höhe der Dotierung hängt von der Art der erwogenen Finanzprodukte und der Risikobehaftung der Portfolios ab, wobei den im Rahmen des EFSI und früherer Finanzierungsinstrumente gesammelten Erfahrungen Rechnung getragen wird.

Für die InvestEU-Beratungsplattform, das InvestEU-Portal und flankierende Maßnahmen wird eine Finanzausstattung von 525 000 000 EUR (zu jeweiligen Preisen) vorgeschlagen.

¹⁰ Interinstitutionelle Vereinbarung zwischen dem Europäischen Parlament, dem Rat der Europäischen Union und der Europäischen Kommission vom 13. April 2016 über bessere Rechtsetzung (ABl. L 123 vom 12.5.2016, S. 1).

Es ist ebenfalls vorgesehen, dass sich Drittländer an Finanzprodukten im Rahmen der Politikbereiche des Fonds „InvestEU“ beteiligen können, indem sie ihre vollständige Beteiligung in Barmitteln bereitstellen. Diese Möglichkeit ist insbesondere dann vorgesehen, wenn in begründeten Fällen bestehende Regelungen, unter anderem im Bereich der Forschung, fortgesetzt oder Möglichkeiten zur Unterstützung im Zusammenhang mit dem Beitrittsprozess vorgesehen werden sollen. Auch Mitgliedstaaten, die einen Teil ihrer unter die geteilte Mittelverwaltung fallenden Fondsmittel über den Fonds „InvestEU“ einsetzen wollen, können Beiträge einzahlen. Diese Beträge fließen zusätzlich zur EU-Garantie in Höhe von 38 000 000 000 EUR (zu jeweiligen Preisen) ein.

Kapitel II – Der Fonds „InvestEU“

In diesem Kapitel werden die vier Politikbereiche des Fonds „InvestEU“ herausgearbeitet: i) nachhaltige Infrastruktur, ii) Forschung, Innovation und Digitalisierung, iii) KMU und iv) soziale Investitionen und Kompetenzen. Auch werden darin die beiden Komponenten der EU-Garantie festgelegt: i) die EU-Komponente und ii) die Mitgliedstaaten-Komponente, die sich aus einer Subkomponente für jeden Mitgliedstaat zusammensetzt, der beschließt, einen Teil seiner Fondsmittel, die der geteilten Mittelverwaltung unterliegen, in den Fonds „InvestEU“ einzuzahlen.

Die spezifischen Vorschriften für die Mitgliedstaaten-Komponente sehen eine Beitragsvereinbarung zwischen der Kommission und dem betreffenden Mitgliedstaat vor und legen die wichtigsten Elemente der Einzahlung, z. B. Umfang, Dotierungsquote und Eventualverbindlichkeit, fest. Die notwendigen Bestimmungen sind in der Dachverordnung und anderen einschlägigen Rechtsinstrumenten enthalten. Unmittelbar nach der Übertragung in den Fonds „InvestEU“ erfolgt die Durchführung der Mitgliedstaaten-Komponente nach den Vorschriften des Fonds „InvestEU“. Die Kommission wählt die Durchführungspartner auf der Grundlage eines Vorschlags des Mitgliedstaats aus und unterzeichnet mit dem betreffenden Mitgliedstaat eine Garantievereinbarung.

In ihrem Vorschlag für den Mehrjährigen Finanzrahmen (MFR) 2021-2027 legt die Kommission ein noch ehrgeizigeres Ziel fest, um zu gewährleisten, dass die Klimaziele in allen EU-Programmen durchgängig berücksichtigt werden. Danach sollen 25 % der EU-Ausgaben zu Klimazielen beitragen. Der Beitrag des Programms „InvestEU“ zur Erreichung dieses Gesamtziels soll im Rahmen eines EU-Klimaverfolgungssystems nachverfolgt werden. Die Kommission wird diese Informationen jedes Jahr im Rahmen des jährlichen Haushaltsentwurfs vorlegen.

Um den potenziellen Beitrag des Programms „InvestEU“ zur Erreichung der Klimaziele umfassend zu nutzen, wird die Kommission sich bemühen, einschlägige Maßnahmen im Rahmen der Ausarbeitung, Durchführung, Überprüfung und Evaluierung des Programms „InvestEU“ zu ermitteln.

Kapitel III – Die EU-Garantie

In diesem Kapitel sind die Bestimmungen über die EU-Garantie und ihren Einsatz festgelegt. Dazu zählen die Unwiderruflichkeit und das Nachfrageprinzip der EU-Garantie, der Investitionszeitraum, der den MFR-Zeitraum abdeckt, die Anforderungen an förderfähige Finanzierungen und Investitionen und die förderfähigen Finanzierungsarten. Die für Finanzierungen und Investitionen infrage kommenden Sektoren sind im Einzelnen in Anhang II aufgeführt.

Das Kapitel regelt darüber hinaus die Anforderungen an die Durchführungspartner, die im Einklang mit der [Haushaltsordnung] unter anderem eine Säulenbewertung bestehen müssen,

und an die zwischen der Kommission und den Durchführungspartnern geschlossenen Garantievereinbarungen.

Bei der Auswahl der Durchführungspartner wird die Kommission berücksichtigen, inwieweit diese in der Lage sind, die Ziele des Fonds „InvestEU“ zu erfüllen und Eigenmittel beizusteuern, private Investoren zu mobilisieren, eine angemessene geografische und sektorale Abdeckung sicherzustellen und neue Lösungen zur Behebung von Marktversagen und suboptimaler Investitionsbedingungen zu bieten. In Anbetracht der ihr von den Verträgen zugewiesenen Rolle, ihrer Fähigkeit, in allen Mitgliedstaaten zu agieren, und ihrer im Rahmen der derzeitigen Finanzierungsinstrumente und des EFSI gewonnenen Erfahrungen sollte die Europäische Investitionsbank-Gruppe im Rahmen der EU-Komponente ein bevorzugter Durchführungspartner bleiben. Auch nationale Förderbanken oder -institute werden berücksichtigt. Außerdem werden andere internationale Finanzierungsinstitutionen als Durchführungspartner agieren können, insbesondere wenn sie aufgrund besonderer Fachkenntnisse und Erfahrungen in bestimmten Mitgliedstaaten einen komparativen Vorteil aufweisen. Auch andere Stellen, die die in der Haushaltsordnung festgelegten Kriterien erfüllen, sollten als Durchführungspartner agieren können. Die Durchführungspartner müssen dabei mindestens drei Mitgliedstaaten abdecken, können zu diesem Zweck jedoch eine Gruppe bilden.

Es wird erwartet, dass rund 75 % der unter die EU-Komponente fallenden EU-Garantie Durchführungspartnern oder Partnern zugewiesen werden, die in allen Mitgliedstaaten Finanzprodukte anbieten können.

Ferner enthält es auch die detaillierte Deckung der EU-Garantie je nach Art der Finanzierung, die in deren Rahmen bereitgestellt werden kann.

Kapitel IV – Die Leitungsstruktur

Der Fonds „InvestEU wird über einen Beratungsausschuss verfügen, der in zwei Formationen zusammentritt: i) Vertreter der Durchführungspartner und ii) Vertreter der Mitgliedstaaten. Zu seinen Aufgaben gehört die Beratung der Kommission hinsichtlich der Gestaltung von Finanzprodukten, die im Rahmen des Fonds „InvestEU“ durchzuführen sind, sowie Beratungen zu Marktversagen und suboptimalen Investitionsbedingungen sowie zu Marktbedingungen in der Zusammensetzung mit den Durchführungspartnern. Der Beratungsausschuss wird die Mitgliedstaaten zudem über die Durchführung des Fonds „InvestEU“ unterrichten und einen regelmäßigen Meinungsaustausch über die Marktentwicklungen sowie einen Austausch über bewährte Verfahren ermöglichen.

Eine Projektgruppe aus Sachverständigen, die der Kommission von den Durchführungspartnern zur Verfügung gestellt werden, bereitet auch die Bewertungsmatrix für potenzielle Finanzierungen und Investitionen vor, die dem Investitionsausschuss zur Beurteilung, ob diese Finanzierungen und Investitionen durch die EU-Garantie gedeckt werden sollen oder nicht, vorgelegt werden. Die Kommission muss bestätigen, dass eine vorgeschlagene Finanzierung oder Investition mit dem EU-Recht in Einklang steht, bevor der Projektgruppe ein Vorschlag vorgelegt werden kann.

Der Investitionsausschuss genehmigt den Einsatz der EU-Garantie für Finanzierungen und Investitionen. Die Mitglieder dieses Ausschusses sind externe Sachverständige mit Fachwissen in den betreffenden Sektoren. Der Ausschuss tritt in vier verschiedenen Formationen zusammen, die den jeweiligen Politikbereichen entsprechen. Jede Formation verfügt über sechs Mitglieder, von denen vier ständige Mitglieder sind, die an allen Formationen teilnehmen. Die beiden übrigen Mitglieder werden gezielter entsprechend den im Rahmen des jeweiligen Politikbereichs behandelten Themen ausgewählt.

Kapitel V – Die InvestEU-Beratungsplattform

Mit der InvestEU-Beratungsplattform wird die Ermittlung, Vorbereitung, Entwicklung, Strukturierung, Vergabe und Durchführung von Investitionsprojekten durch Beratung mit dem entsprechenden Kapazitätsaufbau unterstützt. Sie steht öffentlichen und privaten Projektträgern sowie Finanzmittlern und anderen Mittlern zur Verfügung.

Kapitel VI – Das InvestEU-Portal

Die Einrichtung des InvestEU-Portals erfolgt auf der Grundlage der Erfahrungen, die mit dem Investitionsvorhabenportal im Rahmen der Investitionsoffensive für Europa gesammelt wurden. Das Portal wird systematische Konformitätsprüfungen umfassen, die feststellen, ob die eingetragenen Projekte mit den Rechtsvorschriften und der Politik der Union übereinstimmen, und eine Verpflichtung für die Durchführungspartner beinhalten, Projekte zu berücksichtigen, die in ihren Anwendungsbereich fallen und die Konformitätsprüfung bestehen. Das Ziel des Portals besteht darin, investitionsfähigen Projekten in der EU, die auf der Suche nach Finanzierungsmöglichkeiten sind, Sichtbarkeit zu verleihen. Das Projekt muss jedoch nicht auf dem Portal eingetragen werden, um in den Genuss von EU-Fördermitteln zu kommen. Ebenso bedeutet die Eintragung eines Projekts in das Portal nicht, dass es letztlich in den Genuss der EU-Garantie kommt.

Kapitel VII – Überwachung und Berichterstattung, Evaluierung und Kontrolle

Es wird vorgeschlagen, den Einsatz der EU-Garantie im Einklang mit den Vorgaben der [Haushaltsordnung] anhand einer Zwischen- und einer Abschlussequalierung zu evaluieren. Dieses Kapitel sieht ferner eine regelmäßige Überwachung und Berichterstattung vor und legt die Indikatoren fest, anhand deren die Leistungsmessung in Anhang III erfolgt. Darüber hinaus enthält es Bestimmungen über die Rechnungsprüfung und die Rechte des OLAF in Bezug auf Finanzierungen und Investitionen in Drittländern.

Schließlich regelt dieses Kapitel das Verfahren für delegierte Rechtsakte und sieht eine Anwendung der Verordnung ab dem 1. Januar 2021 vor.

Kapitel VIII – Transparenz und Sichtbarkeit

Die Standardbestimmungen wurden aufgenommen, um eine angemessene Transparenz und Sichtbarkeit zu gewährleisten.

Kapitel IX – Übergangs- und Schlussbestimmungen

Dieses letzte Kapitel enthält Bestimmungen für die Verwendung von Einnahmen, Rückzahlungen und Einziehungen aus den Vorläuferprogrammen. Eine Liste dieser Programme ist zusätzlich zum EFSI in Anhang IV aufgeführt.

Vorschlag für eine

VERORDNUNG DES EUROPÄISCHEN PARLAMENTS UND DES RATES

zur Aufstellung des Programms „InvestEU“

DAS EUROPÄISCHE PARLAMENT UND DER RAT DER EUROPÄISCHEN UNION —

gestützt auf den Vertrag über die Arbeitsweise der Europäischen Union, insbesondere auf Artikel 173 und Artikel 175 Absatz 3,

auf Vorschlag der Europäischen Kommission,

nach Zuleitung des Entwurfs des Gesetzgebungsakts an die nationalen Parlamente,

nach Stellungnahme des Europäischen Wirtschafts- und Sozialausschusses¹¹,

nach Stellungnahme des Ausschusses der Regionen¹²,

gemäß dem ordentlichen Gesetzgebungsverfahren,

in Erwägung nachstehender Gründe:

- (1) Mit 1,8 % des BIP der EU gegenüber 2,2 % im Jahr 2009 lagen die Infrastrukturinvestitionen in der Union im Jahr 2016 rund 20 % unter den Investitionsquoten von vor der weltweiten Finanzkrise. Zwar lässt sich eine Erholung des Verhältnisses der Investitionen zum BIP in der Union beobachten, doch bleibt dieses angesichts der kräftigen Aufschwungphase hinter den Erwartungen zurück und reicht nicht aus, um den über Jahre gebildeten Investitionsstau aufzuholen. Noch wesentlicher ist, dass das derzeitige Investitionsniveau und die Investitionsprognosen in Anbetracht des technologischen Wandels und der globalen Wettbewerbsfähigkeit dem Bedarf der Union an strukturellen Investitionen, unter anderem für Innovation, Kompetenzen, Infrastruktur und kleine und mittlere Unternehmen (im Folgenden „KMU“), nicht gerecht werden und nicht ausreichen, um auf zentrale gesellschaftliche Herausforderungen wie Nachhaltigkeit oder Bevölkerungsalterung zu reagieren. Es bedarf daher einer fortlaufenden Unterstützung, um gegen Marktversagen und suboptimale Investitionsbedingungen vorzugehen und somit im Einklang mit den politischen Zielen der Union den Investitionsrückstand in bestimmten Sektoren zu verringern.
- (2) Evaluierungen haben ergeben, dass die Vielfalt der Finanzierungsinstrumente, die im Rahmen des Mehrjährigen Finanzrahmens 2014-2020 eingesetzt wurden, zu einigen Überschneidungen geführt hat. Ferner hat diese Vielfalt die Mittler und Endempfänger, die es mit unterschiedlichen Regeln für die Förderfähigkeit und die Berichterstattung zu tun hatten, vor Schwierigkeiten gestellt. Das Fehlen kompatibler Vorschriften hat auch die Kombination verschiedener Unionsfondsmittel behindert, obwohl eine solche Kombination zur Unterstützung von Projekten sinnvoll gewesen

¹¹ ABl. C [...] vom [...], S. [...].

¹² ABl. C [...] vom [...], S. [...].

wäre, die unterschiedliche Finanzierungsarten benötigen. Daher sollte ein einziger Fonds – der Fonds „InvestEU“ – eingerichtet werden, um durch die Zusammenführung und Vereinfachung des Finanzierungsangebots in Form einer einzigen Haushaltsgarantie den Endempfängern eine effizientere Unterstützung zu bieten und dadurch einerseits die Wirkung des Tätigwerdens der EU zu verbessern und gleichzeitig die Kosten für den Unionshaushalt zu verringern.

- (3) In den letzten Jahren hat die Union ehrgeizige Strategien verabschiedet, um den Binnenmarkt zu vollenden, nachhaltiges Wachstum zu fördern und Arbeitsplätze zu schaffen, etwa die Kapitalmarktunion, die Strategie für einen digitalen Binnenmarkt, das Paket „Saubere Energie für alle Europäer“, der Aktionsplan der EU für die Kreislaufwirtschaft, die Strategie für emissionsarme Mobilität, die Verteidigungsstrategie oder auch die Weltraumstrategie für Europa. Indem er Unterstützung für Investitionen und Zugang zu Finanzierungsmöglichkeiten bietet, sollte der Fonds „InvestEU“ die Synergien zwischen diesen sich gegenseitig verstärkenden Strategien nutzen und verstärken.
- (4) Auf Unionsebene schafft das Europäische Semester für die Koordinierung der Wirtschaftspolitik den Rahmen, um nationale Reformprioritäten zu ermitteln und deren Umsetzung zu überwachen. Zur Unterstützung dieser Reformprioritäten arbeiten die Mitgliedstaaten ihre eigenen nationalen mehrjährigen Investitionsstrategien aus. Diese Strategien sollten zusammen mit den jährlichen Nationalen Reformprogrammen vorgelegt werden, um die prioritären, aus nationalen und/oder Unionsmitteln zu fördernden Investitionsprojekte festzulegen und zu koordinieren. Auch sollten sie dazu dienen, Unionsmittel in kohärenter Weise zu nutzen und den Mehrwert der finanziellen Unterstützung, die je nach Bedarf insbesondere aus den europäischen Struktur- und Investitionsfonds, der Europäische Investitionsstabilisierungsfunktion und dem Fonds „InvestEU“ zu gewähren ist, zu maximieren.
- (5) Der Fonds „InvestEU“ sollte dazu beitragen, die Wettbewerbsfähigkeit der Union, einschließlich in den Bereichen Innovation und Digitalisierung, die Nachhaltigkeit des Wirtschaftswachstums der Union, die soziale Widerstandsfähigkeit und Inklusion sowie die Integration der Kapitalmärkte der Union, darunter auch Lösungen zur Verringerung der Fragmentierung der Märkte und zur Diversifizierung der Finanzierungsquellen für Unternehmen in der Union, zu verbessern. Zu diesem Zweck sollte der Fonds durch die Bereitstellung eines Rahmens für den Einsatz von Fremdkapital-, Risikoteilungs- und Eigenkapitalinstrumenten, die durch eine Garantie aus dem Haushalt der Union und durch Beiträge der Durchführungspartner gestützt werden, technisch und wirtschaftlich tragfähige Projekte fördern. Der Fonds „InvestEU“ sollte nach dem Nachfrageprinzip funktionieren, wobei die Fondsmittel gleichzeitig zur Erreichung der politischen Ziele der Union beitragen sollten.
- (6) Der Fonds „InvestEU“ sollte Investitionen in materielle und immaterielle Vermögenswerte fördern, um Wachstum, Investitionen und Beschäftigung zu fördern und somit zur Verbesserung der Lebensbedingungen und zu einer gerechteren Einkommensverteilung in der Union beizutragen. Der Rückgriff auf den Fonds „InvestEU“ sollte eine Ergänzung zur Unterstützung der Union durch Finanzhilfen darstellen.
- (7) Die Union hat sich zu den in der Agenda 2030 der Vereinten Nationen festgelegten Zielen, den Zielen der Vereinten Nationen für nachhaltige Entwicklung, dem Übereinkommen von Paris von 2015 und dem Sendai-Rahmen für Katastrophenvorsorge 2015-2030 bekannt. Um die vereinbarten Ziele, einschließlich

der in der Umweltpolitik der Union verankerten Ziele, zu erreichen, müssen die Anstrengungen zugunsten der nachhaltigen Entwicklung erheblich verstärkt werden. Daher sollten die Grundsätze der nachhaltigen Entwicklung einen wichtigen Platz in der Aufstellung des Fonds „InvestEU“ einnehmen.

- (8) Das Programm „InvestEU“ sollte zum Aufbau eines nachhaltigen Finanzsystems in der Union beitragen, das im Einklang mit den Zielen des Aktionsplans der Kommission zur Finanzierung nachhaltigen Wachstums die Umlenkung privater Kapitalflüsse in nachhaltige Investitionen unterstützt.¹³
- (9) Angesichts der Notwendigkeit, den Klimawandel im Einklang mit den Zusagen der Union, das Übereinkommen von Paris umzusetzen und auf die Ziele der Vereinten Nationen für nachhaltige Entwicklung hinzuarbeiten, wird das Programm „InvestEU“ zu einer durchgängigen Berücksichtigung des Klimaschutzes und zum Erreichen des übergeordneten Ziels beitragen, 25 % der Unionsausgaben zur Verwirklichung von Klimazielen zu verwenden. Die Maßnahmen im Rahmen des Programms „InvestEU“ sollen 30 % der Gesamtfinanzausstattung des Programms „InvestEU“ zur Verwirklichung der Klimaziele beitragen. Entsprechende Maßnahmen werden bei der Vorbereitung und Durchführung des Programms „InvestEU“ ermittelt und im Zuge der entsprechenden Evaluierungen und Überprüfungen erneut bewertet.
- (10) Der Beitrag des Fonds „InvestEU“ zur Erreichung der Klimavorgabe der EU soll im Rahmen eines von der Kommission in Zusammenarbeit mit den Durchführungspartnern entwickelten EU-Klimaverfolgungssystems unter angemessener Berücksichtigung der [in der Verordnung über die Einrichtung eines Rahmens zur Förderung nachhaltiger Investitionen¹⁴] festgelegten Kriterien zur Feststellung, ob eine wirtschaftliche Tätigkeit ökologisch nachhaltig ist, nachverfolgt werden.
- (11) Laut dem vom Weltwirtschaftsforum herausgegebenen Global Risks Report 2018 hängt die Hälfte der zehn größten Risiken, die eine Bedrohung für die globale Wirtschaft darstellen, mit der Umwelt zusammen. Zu diesen Risiken zählen die Verschmutzung der Luft, des Bodens und des Wassers, extreme Wetterereignisse, Verlust an biologischer Vielfalt sowie mangelnder Klimaschutz und mangelnde Anpassung an den Klimawandel. Ökologische Grundsätze sind tief in den Verträgen und in vielen Politikfeldern der Union verankert. Daher sollte bei Maßnahmen im Zusammenhang mit dem Fonds „InvestEU“ die durchgängige Berücksichtigung von Umweltzielen gefördert werden. Der Umweltschutz und die damit zusammenhängende Risikovorsorge mit dem entsprechenden Risikomanagement sollten in die Vorbereitung und Durchführung von Investitionen einbezogen werden. Die EU sollte auch ihre mit der biologischen Vielfalt und der Kontrolle der Luftverschmutzung zusammenhängenden Ausgaben überwachen, um ihrer Berichterstattungspflicht entsprechend dem Übereinkommen über die biologische Vielfalt und der Richtlinie (EU) 2016/2284 des Europäischen Parlaments und des Rates über die Reduktion der nationalen Emissionen bestimmter Luftschadstoffe nachzukommen.¹⁵ Investitionen, die Zielen der ökologischen Nachhaltigkeit zugewiesen sind, sollten daher unter Verwendung gemeinsamer Methoden, die mit den im Rahmen anderer Unionsprogramme für Klimaschutz, biologischer Vielfalt und Luftverschmutzung

¹³ COM(2018) 97 final.

¹⁴ COM(2018) 353.

¹⁵ Richtlinie (EU) 2016/2284 des Europäischen Parlaments und des Rates vom 14. Dezember 2016 über die Reduktion der nationalen Emissionen bestimmter Luftschadstoffe, zur Änderung der Richtlinie 2003/35/EG und zur Aufhebung der Richtlinie 2001/81/EG (ABl. L 344 vom 17.12.2016, S. 1).

entwickelten Methoden zusammenstimmen, nachverfolgt werden, um die einzelnen und die kombinierten Auswirkungen der Investitionen auf die wichtigsten Bestandteile des Naturkapitals, einschließlich Luft, Wasser, Boden und biologische Vielfalt, zu beurteilen.

- (12) Investitionsprojekte, die erhebliche Unterstützung von der Union erhalten, insbesondere im Bereich der Infrastruktur, sollten einer Nachhaltigkeitsprüfung unterzogen werden, die Leitlinien Rechnung trägt, die von der Kommission in Zusammenarbeit mit den Durchführungspartnern im Rahmen des Programms „InvestEU“ entwickelt wurden und die mit den für andere Unionsprogramme entwickelten Leitlinien unter angemessener Berücksichtigung der [in der Verordnung über die Einrichtung eines Rahmens zur Förderung nachhaltiger Investitionen] festgelegten Kriterien zur Feststellung, ob eine wirtschaftliche Tätigkeit ökologisch nachhaltig ist, zusammenstimmen. Diese Leitlinien sollten angemessene Bestimmungen enthalten, um einen übermäßigen Verwaltungsaufwand zu vermeiden.
- (13) Durch die geringen Infrastrukturinvestitionen, die während der Finanzkrise in der Union verzeichnet wurden, wurde die Fähigkeit der Union, nachhaltiges Wachstum, Wettbewerbsfähigkeit und Konvergenz zu fördern, beeinträchtigt. Zur Erreichung der Ziele der Union im Bereich Nachhaltigkeit, einschließlich der Energie- und Klimaziele für 2030, sind umfangreiche Investitionen in die europäische Infrastruktur vonnöten. Daher sollte die Unterstützung aus dem Fonds „InvestEU“ auf Infrastrukturinvestitionen in den Bereichen Verkehr, Energie, darunter Energieeffizienz und erneuerbare Energien, Umwelt-, Klima- und Meeresschutz sowie Digitales ausgerichtet sein. Zur Maximierung von Wirkung und Mehrwert der Finanzierungsunterstützung der Union ist es angezeigt, einen gestrafften Investitionsprozess zu fördern, der der Projektpipeline Sichtbarkeit verleiht und Kohärenz mit allen einschlägigen Unionsprogrammen gewährleistet. Angesichts von Sicherheitsbedrohungen sollte bei Investitionsprojekten, die Unterstützung von der Union erhalten, den Grundsätzen für den Schutz der Bürger im öffentlichen Raum Rechnung getragen werden. Dies sollte die Bemühungen im Rahmen anderer Unionsfonds, etwa des Europäischen Fonds für regionale Entwicklung, die Sicherheitselemente von Investitionen in die Infrastruktur in den Bereichen öffentlicher Raum, Verkehr und Energie und in andere kritische Infrastrukturen fördern, ergänzen.
- (14) Die Investitionen in der Union nehmen zwar insgesamt zu, doch befinden sich die Investitionen in risikoreichere Tätigkeiten wie Forschung und Innovation nach wie vor auf einem unangemessenen Niveau. Die sich daraus ergebenden unzureichenden Investitionen in Forschung und Innovation schaden der Wettbewerbsfähigkeit von Industrie und Wirtschaft und schmälern die Lebensqualität der Bürgerinnen und Bürger der Union. Der Fonds „InvestEU“ sollte die passenden Finanzprodukte bereitstellen, die die verschiedenen Phasen im Innovationszyklus und eine große Bandbreite von Interessengruppen abdecken, um insbesondere den Ausbau und die Umsetzung von Lösungen in gewerbsmäßigem Umfang in der Union zu ermöglichen und so diese Lösungen wettbewerbsfähig für die Weltmärkte zu machen.
- (15) Es sind dringend erhebliche Anstrengungen erforderlich, um in den digitalen Wandel zu investieren und die Vorteile dieses Wandels allen Bürgern und Unternehmen der Union zugutekommen zu lassen. Der starke politische Rahmen der Strategie für einen digitalen Binnenmarkt sollte nun durch ähnlich ehrgeizige Investitionen – auch in künstliche Intelligenz – ergänzt werden.

- (16) Kleine und mittlere Unternehmen (KMU) spielen in der Union eine entscheidende Rolle. Aufgrund ihres vermeintlich hohen Risikos und unzureichender Sicherheiten stoßen sie beim Zugang zu Finanzierungsmitteln jedoch auf Herausforderungen. Weitere Herausforderungen rühren daher, dass KMU wettbewerbsfähig bleiben und deshalb Digitalisierungs-, Internationalisierungs- und Innovationsmaßnahmen sowie Maßnahmen zur Weiterqualifizierung ihrer Beschäftigten ergreifen müssen. Im Vergleich zu größeren Unternehmen haben sie zudem Zugang zu einem begrenzteren Spektrum von Finanzierungsquellen: Sie begeben üblicherweise keine Anleihen und haben nur begrenzten Zugang zu Börsen und großen institutionellen Anlegern. Für KMU, die schwerpunktmäßig im Bereich der immateriellen Vermögenswerte tätig sind, ist die Herausforderung beim Zugang zu Finanzierungsmitteln noch größer. In der Union ansässige KMU greifen stark auf Banken sowie auf Fremdfinanzierung in Form von Überziehungskrediten, Bankdarlehen und Leasing zurück. KMU, die vor diesen Herausforderungen stehen, müssen unterstützt und ein stärker diversifiziertes Finanzierungsangebot bereitgestellt werden, um einerseits KMU besser in die Lage zu versetzen, die Gründungs-, Wachstums- und Entwicklungsphase ihres Unternehmens zu finanzieren und Rezessionsphasen standzuhalten, und andererseits die Wirtschaft und das Finanzsystem widerstandsfähiger gegen Rezessionsphasen und Schocks zu machen. Dies stellt auch eine Ergänzung zu den bereits im Rahmen der Kapitalmarktunion ergriffenen Initiativen dar. Der Fonds „InvestEU“ sollte die Möglichkeit bieten, spezifische, gezieltere Finanzprodukte in Anspruch zu nehmen.
- (17) Wie im Reflexionspapier zur sozialen Dimension Europas¹⁶ und der europäischen Säule sozialer Rechte¹⁷ dargelegt, ist die Schaffung einer integrativeren und faireren Union eine zentrale Priorität der Union, um Ungleichheiten zu bekämpfen und Strategien zur sozialen Inklusion in Europa zu fördern. Chancenungleichheit besteht insbesondere beim Zugang zu allgemeiner und beruflicher Bildung sowie zur Gesundheitsversorgung. Insbesondere wenn sie auf Unionsebene koordiniert werden, können Investitionen in eine auf Sozialkapital, Kompetenzen und Humankapital gestützte Wirtschaft sowie in die Integration schutzbedürftiger Bevölkerungsgruppen in die Gesellschaft die wirtschaftlichen Möglichkeiten verbessern. Der Fonds „InvestEU“ sollte genutzt werden, um Investitionen in die allgemeine und berufliche Bildung zu fördern, die Beschäftigung insbesondere von nicht qualifizierten Arbeitnehmern und Langzeitarbeitslosen zu erhöhen und die Lage in puncto Solidarität zwischen den Generationen, Gesundheitswesen, Obdachlosigkeit, digitale Integration, Gemeinwesenarbeit, Rolle und Platz junger Menschen in der Gesellschaft und schutzbedürftige Personen, darunter Drittstaatsangehörige, zu verbessern. Das Programm „InvestEU“ sollte auch zur Förderung der Kultur und Kreativität in Europa beitragen. Um den tief greifenden Veränderungen, die die Gesellschaften in der Union und der Arbeitsmarkt in den kommenden zehn Jahren durchlaufen werden, zu begegnen, muss in das Humankapital, die Mikrofinanzierung, die Finanzierung von Sozialunternehmen und in neue sozialwirtschaftliche Geschäftsmodelle, darunter die Auftragsvergabe zugunsten wirkungs- und ergebnisorientierter Investitionen, investiert werden. Das Programm „InvestEU“ sollte das neu entstehende Sozialmarkt-Ökosystem stärken und das Angebot von und den Zugang zu Finanzierungen für Kleinstunternehmen und Sozialunternehmen verbessern, um der Nachfrage derjenigen, die die Finanzierung am meisten benötigen, nachzukommen. Der Bericht der

¹⁶ COM(2017) 206.

¹⁷ COM(2017) 250.

hochrangigen Taskforce „Investitionen in die soziale Infrastruktur in Europa“¹⁸ hat Lücken bei den Investitionen in die soziale Infrastruktur und in soziale Dienstleistungen, einschließlich für allgemeine und berufliche Bildung, Gesundheitsversorgung und Wohnraum, festgestellt, die u. a. auch auf Unionsebene Unterstützung erfahren müssen. Das kollektive Potenzial des Kapitals von Öffentlichkeit, Kommerz, und Philanthropen sowie die Unterstützung von Stiftungen sollte ausgeschöpft werden, um die Entwicklung der Wertschöpfungskette des Sozialmarktes zu unterstützen und die Widerstandsfähigkeit der Union zu steigern.

- (18) Der Fonds „InvestEU“ sollte in vier Politikbereichen greifen, die die wichtigsten politischen Prioritäten der Union widerspiegeln: nachhaltige Infrastruktur, Forschung, Innovation und Digitalisierung, KMU sowie soziale Investitionen und Kompetenzen.
- (19) Jeder Politikbereich sollte aus zwei Komponenten bestehen: einer EU-Komponente und einer Mitgliedstaaten-Komponente. Die EU-Komponente sollte unionsweitem Marktversagen und suboptimalen Investitionsbedingungen in angemessener Weise entgegenwirken; die geförderten Maßnahmen sollten einen klaren europäischen Mehrwert aufweisen. Die Mitgliedstaaten-Komponente sollte den Mitgliedstaaten die Möglichkeit geben, einen Teil ihrer Fondsmittel, die der geteilten Mittelverwaltung unterliegen, für die Dotierung der EU-Garantie bereitzustellen, um die EU-Garantie für Finanzierungen oder Investitionen einzusetzen, die spezifischen Marktversagen oder suboptimalen Investitionsbedingungen in ihrem eigenen Hoheitsgebiet – auch in benachteiligten und abgelegenen Gebieten wie den Gebieten der Union in äußerster Randlage – entgegenwirken und dadurch zur Erreichung der Ziele des unter die geteilte Mittelverwaltung fallenden Fonds beitragen. Die aus dem Fonds „InvestEU“ durch die EU-Komponente oder die Mitgliedstaaten-Komponente unterstützten Maßnahmen sollten private Finanzierungen nicht duplizieren oder verdrängen oder den Wettbewerb im Binnenmarkt verfälschen.
- (20) Die Mitgliedstaaten-Komponente sollte gezielt so ausgestaltet werden, dass Fondsmittel, die unter die geteilte Mittelverwaltung fallen, für die Dotierung einer von der Union ausgestellten Garantie eingesetzt werden können. Diese Kombination zielt darauf ab, die hohe Bonität der Union zur Förderung von Investitionen auf nationaler und regionaler Ebene zu nutzen und gleichzeitig ein kohärentes Risikomanagement der Eventualverbindlichkeiten dadurch zu gewährleisten, dass die von der Kommission ausgestellte Garantie im Rahmen der indirekten Mittelverwaltung durchgeführt wird. Die Union sollte die Garantie für die Finanzierungen und Investitionen, die in den zwischen der Kommission und den Durchführungspartnern geschlossenen Garantievereinbarungen im Rahmen der Mitgliedstaaten-Komponente vorgesehen sind, übernehmen; die unter die geteilte Mittelverwaltung fallenden Fondsmittel sollten für die Dotierung der Garantie nach einer von der Kommission auf der Grundlage der Art der Finanzierungen und Investitionen und der zu erwartenden Verluste festgelegten Dotierungsquote herangezogen werden; der Mitgliedstaat würde seinerseits durch die Ausstellung einer Rückgarantie zugunsten der Union für die über die erwarteten Verluste hinausgehenden Verluste aufkommen. Solche Vereinbarungen sollten mit jedem Mitgliedstaat, der sich freiwillig für eine solche Option entscheidet, in einer einzigen Beitragsvereinbarung geschlossen werden. Die Beitragsvereinbarung sollte eine oder mehrere spezifische Garantievereinbarungen umfassen, die innerhalb des betreffenden Mitgliedstaats umzusetzen sind. Die Festlegung der Dotierungsquote auf Einzelfallbasis erfordert eine Abweichung von [Artikel 211 Absatz 1] der

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Verordnung (EU, Euratom) Nr. XXXX¹⁹ (im Folgenden „Haushaltsordnung“). Eine solche Aufstellung bietet auch ein einheitliches Regelwerk für Haushaltsgarantien, die durch zentral verwaltete Mittel oder durch unter die geteilte Mittelverwaltung fallende Fondsmittel gestützt werden, was eine Kombination erleichtern würde.

- (21) Der Fonds „InvestEU“ sollte Drittländern, die Mitglieder der Europäischen Freihandelsassoziation, beitretende Länder, Kandidatenländer, potenzielle Kandidatenländer, unter die Europäische Nachbarschaftspolitik fallende Länder oder andere Länder sind, zwecks Einzahlungen offenstehen, wobei die zwischen der Union und diesen Ländern festgelegten Bedingungen einzuhalten sind. Dies sollte es ermöglichen, die Zusammenarbeit mit den betreffenden Ländern, falls angezeigt, insbesondere in den Bereichen Forschung und Innovation sowie KMU fortzusetzen.
- (22) Mit der vorliegenden Verordnung wird für andere Maßnahmen des Programms „InvestEU“ als die Dotierung der EU-Garantie eine Finanzausstattung festgesetzt, die für das Europäische Parlament und den Rat im Rahmen des jährlichen Haushaltsverfahrens den vorrangigen Bezugsrahmen im Sinne der [Verweis je nach der neuen interinstitutionellen Vereinbarung zu aktualisieren: Nummer 17 der Interinstitutionellen Vereinbarung vom 2. Dezember 2013 zwischen dem Europäischen Parlament, dem Rat und der Kommission über die Haushaltsdisziplin, die Zusammenarbeit im Haushaltsbereich und die wirtschaftliche Haushaltsführung²⁰] bilden soll.
- (23) Die EU-Garantie in Höhe von 38 000 000 000 EUR (zu jeweiligen Preisen) auf Unionsebene soll mehr als 650 000 000 000 EUR an zusätzlichen Investitionen in der gesamten Union mobilisieren und sollte den jeweiligen Politikbereichen vorläufig zugewiesen werden.
- (24) Die dem Fonds „InvestEU“ zugrunde liegende EU-Garantie sollte indirekt von der Kommission durchgeführt werden, die sich dabei auf die Durchführungspartner mit Kontakt zu den Endempfängern stützt. Die Kommission sollte mit jedem Durchführungspartner eine Garantievereinbarung mit einer aus dem Fonds zugewiesenen Garantiekapazität abschließen, um dessen Finanzierungen und Investitionen, die die Ziele und Förderkriterien des Fonds „InvestEU“ erfüllen, zu unterstützen. Um eine angemessene Inanspruchnahme der EU-Garantie zu gewährleisten, sollte der Fonds „InvestEU“ mit einer spezifischen Leitungsstruktur ausgestattet sein.
- (25) Es sollte ein Beratungsausschuss mit Vertretern von Durchführungspartnern und Vertretern von Mitgliedstaaten eingerichtet werden, um Informationen sowie Angaben über die Inanspruchnahme der im Rahmen des Fonds „InvestEU“ eingesetzten Finanzprodukte auszutauschen und die sich ändernden Bedürfnisse und neue Produkte, darunter spezifische territoriale Marktlücken, zu erörtern.
- (26) Die Kommission sollte die Vereinbarkeit der von den Durchführungspartnern eingereichten Investitionen und Finanzierungen mit dem Recht und der Politik der Union bewerten, wobei die endgültigen Entscheidungen über die Finanzierungen und Investitionen von einem Durchführungspartner getroffen werden sollten.

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²⁰ Verweis zu aktualisieren: ABl. C 373 vom 20.12.2013, S. 1. Die Vereinbarung ist abrufbar unter: http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.C_.2013.373.01.0001.01.ENG&toc=OJ:C:2013:373:TOC.

- (27) Eine Projektgruppe aus Sachverständigen, die der Kommission von den Durchführungspartnern zur Verfügung gestellt werden, um Fachwissen in die finanzielle und technische Bewertung der vorgeschlagenen Finanzierungen und Investitionen einzubringen, sollte die von den Durchführungspartnern zur Bewertung durch den Investitionsausschuss vorgelegten Finanzierungen und Investitionen benoten.
- (28) Ein Investitionsausschuss mit unabhängigen Sachverständigen sollte endgültig über die Gewährung von Unterstützung aus der EU-Garantie für Finanzierungen und Investitionen, die die Förderfähigkeitskriterien erfüllen, entscheiden und dadurch externen Sachverstand in die Investitionsbewertungen von Projekten einbringen. Der Investitionsausschuss sollte in unterschiedlichen Formationen zusammentreten, um den einzelnen Politikfeldern und Sektoren bestmöglich Rechnung zu tragen.
- (29) Bei der Auswahl der Durchführungspartner für die Umsetzung des Fonds „InvestEU“ sollte die Kommission berücksichtigen, inwieweit die Gegenpartei in der Lage ist, die Ziele des Fonds „InvestEU“ zu erfüllen und Eigenmittel beizusteuern, um eine angemessene geografische Abdeckung und Diversifizierung sicherzustellen, private Investoren zu mobilisieren, eine ausreichende Risikostreuung zu gewährleisten und neue Lösungen zur Behebung von Marktversagen und suboptimaler Investitionsbedingungen zu bieten. In Anbetracht der ihr von den Verträgen zugewiesenen Rolle, ihrer Fähigkeit, in allen Mitgliedstaaten zu agieren, und ihrer im Rahmen der derzeitigen Finanzierungsinstrumente und des EFSI gewonnenen Erfahrungen sollte die Europäische Investitionsbank-Gruppe (im Folgenden „EIB-Gruppe“) im Rahmen der EU-Komponente des Fonds „InvestEU“ ein bevorzugter Durchführungspartner bleiben. Neben der EIB-Gruppe sollten auch nationale Förderbanken oder -institute in der Lage sein, eine ergänzende Finanzproduktpalette anzubieten, da sich ihre Erfahrungen und Kompetenzen auf regionaler Ebene positiv auf die Maximierung der Wirkung öffentlicher Mittel auf dem Gebiet der Union auswirken könnten. Außerdem sollten andere internationale Finanzierungsinstitutionen als Durchführungspartner agieren können, insbesondere wenn sie aufgrund besonderer Fachkenntnisse und Erfahrungen in bestimmten Mitgliedstaaten einen komparativen Vorteil aufweisen. Auch andere Stellen, die die in der Haushaltsordnung festgelegten Kriterien erfüllen, sollten als Durchführungspartner agieren können.
- (30) Um zu gewährleisten, dass die Maßnahmen im Rahmen der EU-Komponente des Fonds „InvestEU“ auf Marktversagen und suboptimale Investitionsbedingungen auf Unionsebene ausgerichtet sind, gleichzeitig aber auch dem Ziel der bestmöglichen geografischen Reichweite gerecht werden, sollte die EU-Garantie Durchführungspartnern zugewiesen werden, die allein oder zusammen mit anderen Durchführungspartnern mindestens drei Mitgliedstaaten abdecken können. Es wird jedoch erwartet, dass rund 75 % der unter die EU-Komponente fallenden EU-Garantie Durchführungspartnern oder Partnern zugewiesen werden, die in allen Mitgliedstaaten Finanzprodukte im Rahmen des Fonds „InvestEU“ anbieten können.
- (31) Die unter die Mitgliedstaaten-Komponente fallende EU-Garantie sollte Durchführungspartnern zugewiesen werden, die gemäß [Artikel 62 Absatz 1 Buchstabe c] der [Haushaltsordnung] förderfähig sind; dazu zählen nationale oder regionale Förderbanken oder -institute, die EIB, der Europäische Investitionsfonds und andere multilaterale Entwicklungsbanken. Bei der Auswahl der Durchführungspartner für die Mitgliedstaaten-Komponente sollte die Kommission den Vorschlägen eines jeden Mitgliedstaates Rechnung tragen. Nach [Artikel 154] der [Haushaltsordnung] muss die Kommission eine Bewertung der Vorschriften und Verfahren der

Durchführungspartner durchführen, um sich zu vergewissern, dass diese einen Schutz der finanziellen Interessen der Union gewährleisten, der dem der Kommission gleichwertig ist.

- (32) Die Finanzierungen und Investitionen sollten letztlich von einem Durchführungspartner in eigenem Namen beschlossen, im Einklang mit dessen internen Vorschriften und Verfahren durchgeführt und in dessen Jahresabschluss verbucht werden. Die Kommission sollte daher ausschließlich etwaige finanzielle Verbindlichkeiten, die sich aus der EU-Garantie ergeben, verbuchen und den Höchstbetrag der Garantie, einschließlich aller einschlägigen Informationen über die bereitgestellte Garantie, offenlegen.
- (33) Falls angezeigt, sollte der Fonds „InvestEU“ in Situationen, in denen dies zur bestmöglichen Stützung von Investitionen zur Behebung bestimmter Marktversagen oder suboptimaler Investitionsbedingungen erforderlich ist, eine reibungslose und effiziente Kombination von Finanzhilfen und/oder Finanzierungsinstrumenten, die aus dem Unionshaushalt oder aus dem Innovationsfonds des EU-Emissionshandelssystem (EHS) finanziert werden, mit dieser Garantie ermöglichen.
- (34) Projekte, die von den Durchführungspartnern zwecks Förderung im Rahmen des Programms „InvestEU“ eingereicht werden und eine Mischfinanzierung mit einer Unterstützung aus anderen Unionsprogrammen umfassen, sollten als Ganzes den in den Vorschriften der betreffenden Unionsprogramme dargelegten Zielen und Kriterien für die Förderfähigkeit entsprechen. Der Einsatz der EU-Garantie sollte im Einklang mit den Vorschriften des Programms „InvestEU“ beschlossen werden.
- (35) Die InvestEU-Beratungsplattform sollte die Entwicklung einer stabilen Pipeline mit Investitionsprojekten für jeden Politikbereich fördern. Darüber hinaus sollte im Rahmen des Programms „InvestEU“ ein sektorübergreifendes Element vorgesehen werden, um eine einzige Anlaufstelle und eine sektorübergreifende Projektentwicklungshilfe für zentral verwaltete Unionsprogramme zu gewährleisten.
- (36) Um eine große geografische Reichweite der Beratungsdienste in der gesamten Union sicherzustellen und das lokale Wissen über den Fonds „InvestEU“ erfolgreich zu nutzen, sollte bei Bedarf und unter Berücksichtigung bestehender Fördersysteme für eine Präsenz der InvestEU-Beratungsplattform vor Ort gesorgt werden, damit konkrete, proaktive und maßgeschneiderte Unterstützung vor Ort bereitgestellt wird.
- (37) Im Rahmen des Fonds „InvestEU“ ist es erforderlich, Kapazitätsaufbauhilfe anzubieten, um die für die Entstehung hochwertiger Projekte notwendigen organisatorischen Kapazitäten und Market-Making-Tätigkeiten aufzubauen. Darüber hinaus geht es darum, die Voraussetzungen zu schaffen, um die potenzielle Zahl der förderfähigen Empfänger in neu entstehenden Marktsegmenten zu erhöhen, insbesondere in Fällen, in denen die geringe Größe der einzelnen Projekte zu erheblich höheren Transaktionskosten auf Projektebene führt, etwa für das Social-Finance-Ökosystem. Die Kapazitätsaufbauhilfe sollte daher zusätzlich zu den im Rahmen anderer Unionsprogramme für ein bestimmtes Politikfeld ergriffenen Maßnahmen bestehen und diese ergänzen.
- (38) Das InvestEU-Portal sollte eingerichtet werden, um eine leicht zugängliche und benutzerfreundliche Projektdatenbank zu schaffen, die die Sichtbarkeit von Investitionsprojekten auf der Suche nach Finanzierungsmöglichkeiten fördert und besonders darauf ausgerichtet ist, den Durchführungspartnern eine mögliche Pipeline

mit Investitionsprojekten bereitzustellen, die mit dem Recht und der Politik der Union vereinbar sind.

- (39) Gemäß den Nummern 22 und 23 der Interinstitutionellen Vereinbarung vom 13. April 2016 über bessere Rechtsetzung²¹ muss das Programm „InvestEU“ auf der Grundlage von Informationen evaluiert werden, die mittels besonderer Anforderungen an die Überwachung erfasst werden, wobei Überregulierung und Verwaltungsaufwand insbesondere für die Mitgliedstaaten zu vermeiden sind. Diese Anforderungen können bei Bedarf messbare Indikatoren als Grundlage für die Evaluierung der Auswirkungen des Programms „InvestEU“ vor Ort umfassen.
- (40) Es sollte ein solider, auf Output-, Ergebnis- und Wirkungsindikatoren gestützter Überwachungsrahmen umgesetzt werden, der den Fortschritt in Richtung auf die Ziele der Union überwacht. Um die Rechenschaftslegung gegenüber den europäischen Bürgerinnen und Bürgern zu gewährleisten, sollte die Kommission dem Europäischen Parlament und dem Rat jährlich über die Fortschritte, Auswirkungen und Tätigkeiten des Programms „InvestEU“ berichten.
- (41) Auf diese Verordnung finden die von Europäischem Parlament und Rat gemäß Artikel 322 des Vertrags über die Arbeitsweise der Europäischen Union erlassenen horizontalen Haushaltvorschriften Anwendung. Diese Vorschriften sind in der Haushaltsordnung festgelegt und regeln insbesondere das Verfahren für die Aufstellung und den Vollzug des Haushaltsplans durch Finanzhilfen, Auftragsvergabe, Preisgelder, indirekten Haushaltsvollzug sowie die Kontrolle der Verantwortung der Finanzakteure. Die auf der Grundlage von Artikel 322 AEUV erlassenen Vorschriften betreffen auch den Schutz der finanziellen Interessen der Union gegen generelle Mängel in Bezug auf das Rechtsstaatsprinzip in den Mitgliedstaaten, da die Achtung der Rechtsstaatlichkeit eine unverzichtbare Voraussetzung für die Wirtschaftlichkeit der Haushaltsführung und eine wirksame EU-Finanzierung ist.
- (42) Die Verordnung (EU, Euratom) Nr. [neue HO] findet auf das Programm „InvestEU“ Anwendung. Sie regelt den Vollzug des Unionshaushalts und enthält unter anderem Bestimmungen zu Haushaltsgarantien.
- (43) Gemäß der Haushaltsordnung, der Verordnung (EU, Euratom) Nr. 883/2013 des Europäischen Parlaments und des Rates²², der Verordnung (Euratom, EG) Nr. 2988/95 des Rates²³, der Verordnung (Euratom, EG) Nr. 2185/96 des Rates²⁴ und der Verordnung (EU) 2017/1939 des Rates²⁵ sollen die finanziellen Interessen der Union geschützt werden, indem verhältnismäßige Maßnahmen unter anderem zur Prävention,

²¹ Interinstitutionelle Vereinbarung zwischen dem Europäischen Parlament, dem Rat der Europäischen Union und der Europäischen Kommission vom 13. April 2016 über bessere Rechtsetzung (ABl. L 123 vom 12.5.2016, S. 1).

²² Verordnung (EU, Euratom) Nr. 883/2013 des Europäischen Parlaments und des Rates vom 11. September 2013 über die Untersuchungen des Europäischen Amtes für Betrugsbekämpfung (OLAF) und zur Aufhebung der Verordnung (EG) Nr. 1073/1999 des Europäischen Parlaments und des Rates und der Verordnung (Euratom) Nr. 1074/1999 des Rates (ABl. L 248 vom 18.9.2013, S. 1).

²³ Verordnung (EG, Euratom) Nr. 2988/95 des Rates vom 18. Dezember 1995 über den Schutz der finanziellen Interessen der Europäischen Gemeinschaften (ABl. L 312 vom 23.12.1995, S. 1).

²⁴ Verordnung (Euratom, EG) Nr. 2185/96 des Rates vom 11. November 1996 betreffend die Kontrollen und Überprüfungen vor Ort durch die Kommission zum Schutz der finanziellen Interessen der Europäischen Gemeinschaften vor Betrug und anderen Unregelmäßigkeiten (ABl. L 292 vom 15.11.1996, S. 2).

²⁵ Verordnung (EU) 2017/1939 des Rates vom 12. Oktober 2017 zur Durchführung einer Verstärkten Zusammenarbeit zur Errichtung der Europäischen Staatsanwaltschaft (EUSTA) (ABl. L 283 vom 31.10.2017, S. 1).

Aufdeckung, Behebung und Untersuchung von Unregelmäßigkeiten und Betrug, zur Einziehung entgangener, rechtsgrundlos gezahlter oder nicht widmungsgemäß verwendeter Mittel und gegebenenfalls verwaltungsrechtliche Sanktionen ergriffen werden. Insbesondere kann das Europäische Amt für Betrugsbekämpfung (OLAF) gemäß Verordnung (EU, Euratom) Nr. 883/2013 sowie Verordnung (Euratom, EG) Nr. 2185/96 administrative Untersuchungen einschließlich Kontrollen und Überprüfungen vor Ort durchführen, um festzustellen, ob ein Betrugs- oder Korruptionsdelikt oder eine sonstige rechtswidrige Handlung zum Nachteil der finanziellen Interessen der Union vorliegt. Wie in der Richtlinie (EU) 2017/1371 des Europäischen Parlaments und des Rates²⁶ vorgesehen ist, kann die Europäische Staatsanwaltschaft (im Folgenden „EUSTa“) gemäß der Verordnung (EU) 2017/1939 Betrugsfälle und sonstige gegen die finanziellen Interessen der Union gerichtete Straftaten untersuchen und ahnden. Nach der Haushaltsordnung ist jede Person oder Stelle, die Unionsmittel erhält, verpflichtet, uneingeschränkt am Schutz der finanziellen Interessen der Union mitzuwirken, der Kommission, dem OLAF, der EUSTa und dem Europäischen Rechnungshof die erforderlichen Rechte und den Zugang zu gewähren und sicherzustellen, dass an der Ausführung von Unionsmitteln beteiligte Dritte gleichwertige Rechte gewähren.

- (44) Drittländer, die dem Europäischen Wirtschaftsraum (EWR) angehören, dürfen an Programmen der Union im Rahmen der im EWR-Abkommen eingerichteten Zusammenarbeit teilnehmen; darin ist geregelt, dass die Durchführung der Programme durch einen EWR-Beschluss auf der Grundlage des Abkommens erfolgt. Drittländer dürfen auch auf der Grundlage anderer Rechtsinstrumente teilnehmen. Es sollte eine spezifische Bestimmung in diese Verordnung aufgenommen werden, um dem zuständigen Anweisungsbefugten, dem Europäischen Amt für Betrugsbekämpfung (OLAF) und dem Europäischen Rechnungshof die erforderlichen Rechte und den Zugang, die sie zur Ausübung ihrer jeweiligen Befugnisse benötigen, zu gewähren.
- (45) Gemäß [Verweis ggf. entsprechend dem neuem Beschluss über ÜLG aktualisieren: Artikel 88 des Beschlusses 2013/755/EU des Rates] können natürliche Personen und Stellen eines überseeischen Landes oder Gebiets vorbehaltlich der Bestimmungen und Ziele des Programms „InvestEU“ und der möglichen Regelungen, die für den mit dem Land oder Gebiet verbundenen Mitgliedstaat gelten, finanziell unterstützt werden.
- (46) Um bestimmte nicht wesentliche Vorschriften dieser Verordnung durch Investitionsleitlinien, die die Finanzierungen und Investitionen einhalten müssen, zu ergänzen, eine rasche und flexible Anpassung der Leistungsindikatoren zu erleichtern und die Dotierungsquote anzupassen, sollte der Kommission die Befugnis übertragen werden, gemäß Artikel 290 AEUV Rechtsakte zu erlassen, um die Investitionsleitlinien für die Finanzierungen und Investitionen im Rahmen der einzelnen Politikbereiche zu erstellen, den Anhang III durch Überarbeitung oder Ergänzung der Indikatoren abzuändern und die Dotierungsquote anzupassen. Die Kommission sollte im Zuge ihrer Vorbereitungsarbeit unbedingt – auch auf der Ebene von Sachverständigen – angemessene Konsultationen durchführen, die mit den Grundsätzen der Interinstitutionellen Vereinbarung über bessere Rechtsetzung vom 13. April 2016 in Einklang stehen. Insbesondere sollten das Europäische Parlament und der Rat – im Interesse einer gleichberechtigten Beteiligung an der Ausarbeitung delegierter Rechtsakte – sämtliche Dokumente zur selben Zeit erhalten wie die

²⁶ Richtlinie (EU) 2017/1371 des Europäischen Parlaments und des Rates vom 5. Juli 2017 über die strafrechtliche Bekämpfung von gegen die finanziellen Interessen der Union gerichtetem Betrug (ABl. L 198 vom 28.7.2017, S. 29).

Sachverständigen der Mitgliedstaaten; zudem haben ihre Sachverständigen systematisch Zugang zu den Sitzungen der Sachverständigengruppen der Kommission, die mit der Ausarbeitung der delegierten Rechtsakte befasst sind.

- (47) Das Programm „InvestEU“ sollte EU-weitem Marktversagen und suboptimalen Investitionsbedingungen entgegenwirken und unionsweite Markttests innovativer Finanzprodukte für neue oder komplexe Fälle von Marktversagen sowie Systeme zur Verbreitung dieser Produkte ermöglichen. Daher ist ein Tätigwerden auf Unionsebene gerechtfertigt —

HABEN FOLGENDE VERORDNUNG ERLASSEN:

KAPITEL I

ALLGEMEINE BESTIMMUNGEN

Artikel 1

Gegenstand

Mit der vorliegenden Verordnung wird der Fonds „InvestEU“ aufgestellt, der eine EU-Garantie für von den Durchführungspartnern zur Förderung der internen Politikbereiche der Union durchgeführte Finanzierungen und Investitionen bereitstellt.

Sie richtet außerdem einen Mechanismus für beratende Unterstützung ein, der die Entwicklung investitionswürdiger Projekte und den Zugang zu Finanzierungen fördert und einen entsprechenden Kapazitätsaufbau bereitstellt („InvestEU-Beratungsplattform“). Ferner richtet sie eine Datenbank ein, die den Projekten, für die die Projektträger Finanzierungsmöglichkeiten suchen, Sichtbarkeit verleiht und Investoren Informationen über Investitionsmöglichkeiten liefert („InvestEU-Portal“).

Sie regelt die Ziele des Programms „InvestEU“, die Mittelausstattung und die Höhe der EU-Garantie für den Zeitraum 2021 bis 2027 sowie die Formen der Unionsfinanzierung und sie enthält die Finanzierungsbestimmungen.

Artikel 2

Begriffsbestimmungen

Für die Zwecke dieser Verordnung bezeichnet der Ausdruck:

- (1) „Mischfinanzierungsmaßnahmen“ aus dem Unionshaushalt unterstützte Maßnahmen, die nicht rückzahlbare Formen der Unterstützung und/oder rückzahlbare Formen der Unterstützung aus dem EU-Haushalt mit rückzahlbaren Formen der Unterstützung von Entwicklungsfinanzierungs- oder anderen öffentlichen Finanzierungsinstitutionen sowie von kommerziellen Finanzinstituten und Investoren kombinieren; für die Zwecke dieser Begriffsbestimmung können Unionsprogramme,

die aus anderen Quellen als dem Unionshaushalt finanziert werden, etwa der Innovationsfonds des EU-Emissionshandelssystem (EHS), den aus dem Unionshaushalt finanzierten Unionsprogrammen gleichgesetzt werden;

- (2) „EU-Garantie“ eine über den Unionshaushalt bereitgestellte Gesamtgarantie, in deren Rahmen die Haushaltsgarantien gemäß [Artikel 219 Absatz 1 der [Haushaltsordnung]] durch die Unterzeichnung einzelner Garantievereinbarungen mit den Durchführungspartnern wirksam werden;
- (3) „Finanzprodukt“ ein(e) zwischen der Kommission und dem Durchführungspartner vereinbarte(r) Finanzmechanismus bzw. Finanzvereinbarung, entsprechend dem bzw. der der Durchführungspartner den Endempfängern entweder direkt oder über Mittler eine Finanzierung in einer der in Artikel 13 genannten Formen bereitstellt;
- (4) „Finanzierungen und/oder Investitionen“ Maßnahmen, um Endempfängern direkte oder indirekte Finanzierung in Form von Finanzprodukten bereitzustellen, die von einem Durchführungspartner in eigenem Namen durchgeführt, im Einklang mit dessen internen Vorschriften erbracht und in dessen Jahresabschluss verbucht werden;
- (5) „Fonds mit geteilter Mittelverwaltung“ Fondsmittel, von denen ein Teil für die Dotierung einer Haushaltsgarantie im Rahmen der Mitgliedstaaten-Komponente des Fonds „InvestEU“ vorgesehen werden kann, namentlich der Europäische Fonds für regionale Entwicklung (EFRE), der Europäische Sozialfonds+ (ESF+), der Kohäsionsfonds, der Europäische Meeres- und Fischereifonds (EMFF) und der Europäische Landwirtschaftsfonds für die Entwicklung des ländlichen Raums (ELER);
- (6) „Garantievereinbarung“ das Rechtsinstrument, mit dem die Kommission und ein Durchführungspartner die Bedingungen festlegen, nach denen Finanzierungen oder Investitionen für eine Deckung durch die EU-Garantie vorgeschlagen werden, eine Haushaltsgarantie für diese Finanzierungen oder Investitionen bereitgestellt wird und diese Finanzierungen oder Investitionen im Einklang mit den Bestimmungen der vorliegenden Verordnung umgesetzt werden;
- (7) „Durchführungspartner“ die förderfähige Gegenpartei, etwa eine Finanzierungsinstitution oder ein anderer Mittler, mit der die Kommission eine Garantievereinbarung und/oder eine Vereinbarung zur Umsetzung der InvestEU-Beratungsplattform unterzeichnet;
- (8) „InvestEU-Beratungsplattform“ die in Artikel 20 definierte technische Hilfe;
- (9) „InvestEU-Portal“ die in Artikel 21 definierte Datenbank;
- (10) „Programm „InvestEU““ der Fonds „InvestEU“, die InvestEU-Beratungsplattform, das InvestEU-Portal und Mischfinanzierungsmaßnahmen zusammengenommen;
- (11) „Mikrofinanzierung“ Mikrofinanzierung im Sinne der Verordnung [[ESF+] Nummer];
- (12) „Unternehmen mit mittelgroßer Marktkapitalisierung“ Unternehmen, die bis zu 3000 Mitarbeiter beschäftigen und keine KMU oder kleinen Unternehmen mit mittelgroßer Marktkapitalisierung sind;
- (13) „nationale Förderbanken oder -institute“ juristische Personen, die im Rahmen ihrer gewerblichen Tätigkeit Finanzierungstätigkeiten ausüben und denen von einem Mitgliedstaat oder einer Einrichtung eines Mitgliedstaats — auf zentraler, regionaler

oder lokaler Ebene — ein Auftrag zur Durchführung von Entwicklungs- oder Fördertätigkeiten erteilt wurde;

- (14) „kleine und mittlere Unternehmen (KMU)“ Kleinstunternehmen sowie kleine und mittlere Unternehmen im Sinne des Anhangs der Empfehlung 2003/361/EG der Kommission²⁷;
- (15) „kleine Unternehmen mit mittelgroßer Marktkapitalisierung“ Unternehmen, die bis zu 499 Mitarbeiter beschäftigen und keine KMU sind;
- (16) „Sozialunternehmen“ ein Sozialunternehmen im Sinne der Verordnung [[ESF+] Nummer];
- (17) „Drittland“ ein Land, das kein Mitgliedstaat der Union ist.

Artikel 3

Ziele des Programms „InvestEU“

1. Das allgemeine Ziel des Programms „InvestEU“ besteht darin, die politischen Ziele der Union durch Finanzierungen und Investitionen zu unterstützen und dadurch Folgendes zu fördern:
 - a) die Wettbewerbsfähigkeit der Union, einschließlich der Bereiche Innovation und Digitalisierung;
 - b) die Nachhaltigkeit sowie das Wachstum der Wirtschaft der Union;
 - c) die soziale Widerstandsfähigkeit und Inklusion der Union;
 - d) die Integration der Kapitalmärkte der Union und die Stärkung des Binnenmarkts, darunter Lösungen zur Verringerung der Fragmentierung der Kapitalmärkte der Union, zur Diversifizierung der Finanzierungsquellen für Unternehmen in der Union und zur Förderung nachhaltiger Finanzierungen.
2. Die einzelnen Ziele des Programms „InvestEU“ sind:
 - a) die Unterstützung von Finanzierungen und Investitionen in nachhaltige Infrastruktur in den in Artikel 7 Absatz 1 Buchstabe a genannten Bereichen;
 - b) die Unterstützung von Finanzierungen und Investitionen in Forschung, Innovation und Digitalisierung;
 - c) die Verbesserung des Zugangs zu und der Verfügbarkeit von Finanzierungen für KMU und in hinreichend begründeten Fällen für kleine Unternehmen mit mittelgroßer Marktkapitalisierung;
 - d) die Verbesserung des Zugangs zu und der Verfügbarkeit von Mikrofinanzierungen und Finanzierungen für Sozialunternehmen, die Unterstützung von Finanzierungen und Investitionen im Zusammenhang mit sozialen Investitionen und Kompetenzen sowie die Entwicklung und

²⁷ Empfehlung 2003/361/EG der Kommission vom 6. Mai 2003 betreffend die Definition der Kleinstunternehmen sowie der kleinen und mittleren Unternehmen (ABl. L 124 vom 20.5.2003, S. 36).

Konsolidierung der Märkte für soziale Investitionen in den in Artikel 7 Absatz 1 Buchstabe d genannten Bereichen.

Artikel 4

Mittelausstattung und Betrag der EU-Garantie

1. Die EU-Garantie für die EU-Komponente nach Artikel 8 Absatz 1 Buchstabe a beträgt 38 000 000 000 EUR zu jeweiligen Preisen. Sie wird mit einer Quote von 40 % dotiert.

Für die Mitgliedstaaten-Komponente nach Artikel 8 Absatz 1 Buchstabe b kann die EU-Garantie mit einem weiteren Betrag ausgestattet werden, sofern die Mitgliedstaaten die entsprechenden Beträge nach Maßgabe des [Artikels 10 Absatz 1] der Verordnung [Nummer der Dachverordnung]²⁸ und des Artikels [75 Absatz 1] der Verordnung [Nummer der Verordnung über die GAP-Strategiepläne]²⁹ zuweisen.

Durch Beiträge von Drittländern nach Artikel 5 kann sich der in Unterabsatz 1 genannte Betrag der EU-Garantie weiter erhöhen, wobei die Geldleistung in voller Höhe im Einklang mit [Artikel 218 Absatz 2] der [Haushaltsordnung] erbracht wird.

2. Die indikative Aufteilung des in Absatz 1 Unterabsatz 1 genannten Betrags ist in Anhang I der vorliegenden Verordnung festgelegt. Die Kommission kann die in Anhang I festgelegten Beträge bei Bedarf für jedes Ziel um bis zu 15 % ändern. Sie unterrichtet das Europäische Parlament und den Rat von solchen Änderungen.
3. Die Finanzausstattung für die Durchführung der in den Kapiteln V und VI vorgesehenen Maßnahmen beträgt 525 000 000 EUR zu jeweiligen Preisen.
4. Der in Absatz 3 genannte Betrag darf auch für technische und administrative Hilfe bei der Durchführung des Programms „InvestEU“ eingesetzt werden, darunter für die Vorbereitung, Überwachung, Kontrolle, Prüfung und Evaluierung, einschließlich für betriebliche Informationssysteme.

Artikel 5

Mit dem Fonds „InvestEU“ assoziierte Drittländer

Die folgenden Drittländer können für die EU-Komponente nach Artikel 8 Absatz 1 Buchstabe a des Fonds „InvestEU“ und für jeden der Politikbereiche nach Artikel 7 Absatz 1 Beiträge erbringen, um sich gemäß [Artikel 218 Absatz 2] der [Haushaltsordnung] an bestimmten Finanzprodukten zu beteiligen:

- a) Mitglieder der Europäischen Freihandelsassoziation (EFTA), die dem Europäischen Wirtschaftsraum (EWR) angehören, nach Maßgabe des EWR-Abkommens,

²⁸

²⁹

- b) beitretende Länder, Kandidatenländer und potenzielle Kandidaten, nach Maßgabe der in den jeweiligen Rahmenabkommen und Beschlüssen des Assoziationsrats oder in ähnlichen Übereinkünften festgelegten allgemeinen Grundsätze und Bedingungen für ihre Teilnahme an Programmen der Union und nach Maßgabe der spezifischen Bedingungen aus den Abkommen zwischen ihnen und der Union,
- c) unter die Europäische Nachbarschaftspolitik fallende Länder, nach Maßgabe der in den jeweiligen Rahmenabkommen und Beschlüssen des Assoziationsrats oder in ähnlichen Übereinkünften festgelegten allgemeinen Grundsätze und Bedingungen für die Teilnahme dieser Länder an Programmen der Union und nach Maßgabe der spezifischen Bedingungen aus den Abkommen zwischen der Union und diesen Ländern,
- d) Drittländer nach Maßgabe des Abkommens über die Teilnahme des jeweiligen Drittlands an einem Unionsprogramm, sofern das Abkommen
 - i) ein ausgewogenes Verhältnis zwischen den Beiträgen und dem Nutzen der Teilnahme des Drittlandes an den Unionsprogrammen gewährleistet,
 - ii) die Bedingungen für die Teilnahme an den Programmen regelt, einschließlich der Berechnung der Finanzbeiträge zu den einzelnen Programmen und zu deren Verwaltungskosten. Diese Beträge gelten als zweckgebundene Einnahmen gemäß [Artikel 21 Absatz 5] der [Haushaltsordnung],
 - iii) dem Drittland keine Entscheidungsbefugnis in Bezug auf das Programm einräumt,
 - iv) die Rechte der Union wahrt, eine wirtschaftliche Haushaltsführung sicherzustellen und ihre finanziellen Interessen zu schützen.

Artikel 6

Durchführung und Formen der Unionsfinanzierung

1. Die EU-Garantie wird im Wege der indirekten Mittelverwaltung mit Einrichtungen nach [Artikel 62 Absatz 1 Buchstabe c Ziffern ii bis vii] der [Haushaltsordnung] durchgeführt. Sonstige EU-Finanzierungen im Rahmen der vorliegenden Verordnung werden im Einklang mit der [Haushaltsordnung] im Wege der direkten oder der indirekten Mittelverwaltung durchgeführt, wobei für Finanzhilfen [Titel VIII] der [Haushaltsordnung] maßgebend ist.
2. Durch die EU-Garantie gedeckte Finanzierungen und Investitionen, die Teil einer Mischfinanzierungsmaßnahme sind, bei der eine Unterstützung im Rahmen der vorliegenden Verordnung mit Unterstützung im Rahmen eines oder mehrerer Unionsprogramme oder aus dem EU-EHS-Innovationsfonds kombiniert wird,
 - a) entsprechen den im Rechtsakt des Unionsprogramms, in dessen Rahmen die Unterstützung gewährt wird, festgelegten politischen Zielen und Förderkriterien,

- b) stehen mit den Bestimmungen der vorliegenden Verordnung im Einklang.
3. Mischfinanzierungsmaßnahmen, die Finanzierungsinstrumente umfassen, die ohne Rückgriff auf die EU-Garantie im Rahmen der vorliegenden Verordnung vollständig aus anderen Unionsprogrammen oder aus dem EU-EHS-Innovationsfonds finanziert werden, entsprechen den im Rechtsakt des Unionsprogramms, in dessen Rahmen die Unterstützung gewährt wird, festgelegten politischen Zielen und Förderkriterien.
4. Im Einklang mit Absatz 2 werden die nicht rückzahlbaren Formen der Unterstützung und/oder Finanzierungsinstrumente aus dem Unionshaushalt, die Teil einer Mischfinanzierungsmaßnahme im Sinne der Absätze 2 oder 3 sind, nach Maßgabe der im Rechtsakt des jeweiligen Unionsprogramms festgelegten Vorschriften beschlossen und im Rahmen der Mischfinanzierungsmaßnahme im Einklang mit der vorliegenden Verordnung und mit [Titel X] der [Haushaltsordnung] umgesetzt.

Die Berichterstattung erstreckt sich ferner auf die Übereinstimmung mit den im Rechtsakt des Unionsprogramms, in dessen Rahmen die Unterstützung beschlossen wird, festgelegten politischen Zielen und Förderkriterien und auf die Einhaltung der Bestimmungen der vorliegenden Verordnung.

KAPITEL II

Fonds „InvestEU“

Artikel 7

Politikbereiche

1. Der Fonds „InvestEU“ ist für die folgenden vier Politikbereiche einsetzbar, wobei es darum geht, in jedem spezifischen Bereich Marktversagen und suboptimalen Investitionsbedingungen entgegenzuwirken:
- a) Der Politikbereich „Nachhaltige Infrastruktur“ umfasst nachhaltige Investitionen in den Bereichen Verkehr, Energie, digitale Vernetzung, Rohstoffgewinnung und -verarbeitung, Weltraum, Wasser und Meere, Abfall, Natur und Umwelt, Ausrüstung, rollendes Material sowie Verbreitung innovativer Technologien, die die ökologischen und/oder sozialen Nachhaltigkeitsziele der Union befördern oder die ökologischen oder sozialen Nachhaltigkeitsstandards der Union erfüllen.
- b) Der Politikbereich „Forschung, Innovation und Digitalisierung“ umfasst Tätigkeiten im Bereich Forschung und Innovation, Weitergabe von Forschungsergebnissen an den Markt, Demonstration und Verbreitung von innovativen Lösungen, Unterstützung der Expansion innovativer Unternehmen, bei denen es sich nicht um KMU handelt, und Digitalisierung der Industrie in der Union.

- c) Im Politikbereich „KMU“ werden der Zugang zu und die Verfügbarkeit von Finanzierungen für KMU und in begründeten Fällen für kleine Unternehmen mit mittelgroßer Marktkapitalisierung gefördert.
 - d) Der Politikbereich „Soziale Investitionen und Kompetenzen“ umfasst Mikrofinanzierungen, Finanzierung von Sozialunternehmen und Sozialwirtschaft, Qualifikationen, allgemeine und berufliche Bildung sowie damit zusammenhängende Dienste, soziale Infrastruktur (einschließlich Sozial- und Studentenwohnungen), soziale Innovation, Gesundheit und Langzeitpflege, Inklusion und Barrierefreiheit, kulturelle Aktivitäten mit sozialer Zielsetzung und Integration schutzbedürftiger Personen, einschließlich Drittstaatsangehöriger.
2. Lässt sich eine dem Investitionsausschuss nach Artikel 19 vorgeschlagene Finanzierung oder Investition mehreren Politikbereichen zuordnen, so bestimmt sich der Politikbereich, dem sie zuzuordnen ist, nach ihrem Hauptziel oder dem Hauptziel der Mehrheit ihrer Teilprojekte, sofern in den Investitionsleitlinien nichts anderes festgelegt ist.
3. Finanzierungen und Investitionen, die dem Politikbereich „Nachhaltige Infrastruktur“ nach Absatz 1 Buchstabe a zuzuordnen sind, werden auf ihre klimabezogene, ökologische und soziale Nachhaltigkeit geprüft, um möglichst geringe negative und möglichst große positive Auswirkungen auf Klima, Umwelt und Soziales zu gewährleisten. Die Projektträger, die Finanzierungen beantragen, legen zu diesem Zweck geeignete Informationen vor, wobei sie sich an den von der Kommission zu erstellenden Leitlinien orientieren. In diesen Leitlinien ist festgelegt, ab welcher Projektgröße diese Prüfung vorzunehmen ist.
- Anhand der Leitlinien der Kommission ist es möglich,
- a) mittels einer Bewertung der Klimaanfälligkeit und der Klimarisiken die erforderliche Resilienz gegen die nachteiligen Auswirkungen des Klimawandels – gegebenenfalls unter Vornahme entsprechender Anpassungsmaßnahmen – zu gewährleisten und die Kosten der Treibhausgasemissionen sowie die positiven Auswirkungen von Klimaschutzmaßnahmen in die wirtschaftliche Bewertung des Projekts einzubeziehen,
 - b) die Gesamtauswirkungen des Projekts im Hinblick auf die wichtigsten Naturkapitalbestandteile wie Luft, Wasser, Boden und biologische Vielfalt zu berücksichtigen,
 - c) die Auswirkungen auf die soziale Inklusion bestimmter Regionen oder Bevölkerungsgruppen zu bewerten.
4. Die Durchführungspartner legen die Informationen vor, die erforderlich sind, um Investitionen zu ermitteln, die zur Verwirklichung der Unionsziele in den Bereichen Umwelt- und Klimaschutz beitragen, wobei sie sich auf die von der Kommission zu erstellenden Leitlinien stützen.
5. Die Durchführungspartner streben das Ziel an, dass mindestens 50 % der Investitionen im Rahmen des Politikbereichs „Nachhaltige Infrastruktur“ zur Verwirklichung der Umwelt- und Klimaschutzziele der Union beitragen.

6. Der Kommission wird die Befugnis übertragen, gemäß Artikel 26 delegierte Rechtsakte zur Festlegung der Investitionsleitlinien für die einzelnen Politikbereiche zu erlassen.

Artikel 8

Komponenten

1. Jeder Politikbereich im Sinne des Artikels 7 Absatz 1 untergliedert sich in zwei Komponenten, deren Ziel es ist, spezifischen Marktversagen oder suboptimalen Investitionsbedingungen entgegenzuwirken:
 - a) Die EU-Komponente soll in folgenden Fällen Abhilfe schaffen:
 - i) bei Marktversagen oder suboptimalen Investitionsbedingungen, die politische Prioritäten der Union betreffen und ein Vorgehen auf Unionsebene erfordern,
 - ii) bei EU-weiten Marktversagen oder suboptimalen Investitionsbedingungen oder
 - iii) bei neuen oder komplexen Marktversagen oder suboptimalen Investitionsbedingungen, für die neue finanzielle Lösungen bzw. Marktstrukturen entwickelt werden müssen.
 - b) Die Mitgliedstaaten-Komponente dient der Behebung spezifischer Marktversagen oder suboptimaler Investitionsbedingungen in einem oder mehreren Mitgliedstaaten, um sicherzustellen, dass die Ziele der unter die geteilte Mittelverwaltung fallenden angeschlossenen Fonds erreicht werden.
2. Die Komponenten im Sinne des Absatzes 1 können komplementär zur Förderung von Finanzierungen oder Investitionen eingesetzt werden, beispielsweise durch Kombination der Unterstützung aus beiden Komponenten.

Artikel 9

Besondere Bestimmungen in Bezug auf die Mitgliedstaaten-Komponente

1. Beträge, die ein Mitgliedstaat gemäß Artikel [10 Absatz 1] der Verordnung [Nummer der Dachverordnung] oder Artikel [75 Absatz 1] der Verordnung [Nummer der Verordnung über die GAP-Strategiepläne] zuweist, werden für die Dotierung des Teils der EU-Garantie in der Mitgliedstaaten-Komponente verwendet, aus dem Finanzierungen und Investitionen in dem betreffenden Mitgliedstaat gefördert werden.
2. Die Einrichtung dieses Teils der EU-Garantie in der Mitgliedstaaten-Komponente setzt voraus, dass eine Beitragsvereinbarung zwischen dem Mitgliedstaat und der Kommission geschlossen wurde.

Der Mitgliedstaat und die Kommission schließen die Beitragsvereinbarung innerhalb von vier Monaten nach Erlass des Kommissionsbeschlusses zur Annahme der

Partnerschaftsvereinbarung oder des GAP-Strategieplans und sie beschließen Änderungen der Beitragsvereinbarung gleichzeitig mit dem Erlass des Kommissionsbeschlusses zur Änderung der Partnerschaftsvereinbarung oder des GAP-Strategieplans.

Der Abschluss gemeinsamer Beitragsvereinbarungen zwischen zwei oder mehr Mitgliedstaaten und der Kommission ist möglich.

Abweichend von Artikel [211 Absatz 1] der [Haushaltsordnung] wird die Dotierungsquote der EU-Garantie in der Mitgliedstaaten-Komponente auf 40 % festgesetzt, wobei diese Quote in jeder Beitragsvereinbarung je nach den mit den zu verwendenden Finanzprodukten verbundenen Risiken nach unten oder oben angepasst werden kann.

3. Die Beitragsvereinbarung enthält mindestens

- a) den Gesamtbetrag des Teils der EU-Garantie in der Mitgliedstaaten-Komponente, der dem Mitgliedstaat zuzuordnen ist, die Dotierungsquote, den Beitrag aus Fonds, die der geteilten Mittelverwaltung unterliegen, den Zeitraum der Bildung der Dotierung gemäß einem jährlichen Finanzplan und den Betrag der entsprechenden Eventualverbindlichkeit, der durch eine Rückgarantie des betreffenden Mitgliedstaats zu decken ist,
- b) die Strategie hinsichtlich der Finanzprodukte und ihrer Mindesthebelwirkung, die geografische Abdeckung, den Investitionszeitraum und, soweit zutreffend, die Kategorien der Endempfänger und förderfähigen Finanzmittler,
- c) den oder die Durchführungspartner, die ihr Interesse bekundet haben, und die Verpflichtung der Kommission, dem Mitgliedstaat mitzuteilen, welchen bzw. welche Durchführungspartner sie ausgewählt hat,
- d) den möglichen Beitrag von Fonds, die der geteilten Mittelverwaltung unterliegen, zur InvestEU-Beratungsplattform,
- e) die jährlichen Berichterstattungspflichten gegenüber dem Mitgliedstaat, einschließlich der Berichterstattung anhand der in der Beitragsvereinbarung genannten Indikatoren,
- f) die Bestimmungen über die Entgelte des Teils der EU-Garantie in der Mitgliedstaaten-Komponente,
- g) die Möglichkeit der Kombination mit Mitteln der EU-Komponente, darunter im Einklang mit Artikel 8 Absatz 2 in einer mehrschichtigen Struktur, um eine bessere Risikoabdeckung zu erreichen.

4. Die Beitragsvereinbarungen werden von der Kommission mittels Garantievereinbarungen umgesetzt, die nach Maßgabe des Artikels 14 mit den Durchführungspartnern geschlossen werden.

Wurde binnen neun Monaten ab Unterzeichnung der Beitragsvereinbarung keine Garantievereinbarung geschlossen oder wurde der in einer Beitragsvereinbarung festgelegte Betrag in diesem Zeitraum nicht vollständig mittels einer oder mehrerer Garantievereinbarungen gebunden, so wird die Beitragsvereinbarung im ersten Fall gekündigt und im zweiten Fall entsprechend geändert, und der ungenutzte Dotierungsbetrag wird gemäß [Artikel 10 Absatz 5] der Verordnung [Nummer der Dachverordnung] und Artikel [75 Absatz 5] der Verordnung [Nummer der Verordnung über die GAP-Strategiepläne] wiederverwendet.

Wurde die Garantievereinbarung nicht innerhalb des in [Artikel 10 Absatz 6] der Verordnung [Nummer der Dachverordnung] oder Artikel [75 Absatz 6] der Verordnung [Nummer der Verordnung über die GAP-Strategiepläne] festgelegten Zeitraums umgesetzt, so wird die Beitragsvereinbarung geändert und der ungenutzte Dotierungsbetrag wird gemäß [Artikel 10 Absatz 6] der Verordnung [Nummer der Dachverordnung] oder Artikel [75 Absatz 6] der Verordnung [Nummer der Verordnung über die GAP-Strategiepläne] wiederverwendet.

5. Für die Dotierung des Teils der EU-Garantie in der Mitgliedstaaten-Komponente, für den eine Beitragsvereinbarung geschlossen wurde, gelten die folgenden Bestimmungen:
 - a) Nach Ablauf des in Absatz 3 Buchstabe a genannten Zeitraums der Bildung der Dotierung werden am Ende des Jahres verbleibende Dotierungsüberschüsse, die durch Vergleich des nach der Dotierungsquote erforderlichen Betrags mit der tatsächlichen Dotierung ermittelt werden, nach Maßgabe von [Artikel 10 Absatz 6] der Verordnung [Nummer der Dachverordnung] und Artikel [75 Absatz 6] der Verordnung [Nummer der Verordnung über die GAP-Strategiepläne] wiederverwendet.
 - b) Abweichend von [Artikel 213 Absatz 4] der [Haushaltsordnung] wird die Dotierung nach Ablauf des in Absatz 3 Buchstabe a genannten Zeitraums der Bildung der Dotierung während des Verfügbarkeitszeitraums dieses Teils der EU-Garantie in der Mitgliedstaaten-Komponente nicht jährlich aufgefüllt.
 - c) Fällt die Dotierung dieses Teils der EU-Garantie in der Mitgliedstaaten-Komponente infolge der Inanspruchnahme dieses Teils der EU-Garantie unter 20 % der ursprünglichen Dotierung, setzt die Kommission den Mitgliedstaat unverzüglich davon in Kenntnis.
 - d) Sinkt die Dotierung dieses Teils der EU-Garantie in der Mitgliedstaaten-Komponente auf 10 % der ursprünglichen Dotierung, so zahlt der betreffende Mitgliedstaat auf Ersuchen der Kommission bis zu 5 % der ursprünglichen Dotierung in den gemeinsamen Dotierungsfonds ein.

KAPITEL III

EU-Garantie

Artikel 10

EU-Garantie

1. Die EU-Garantie wird den Durchführungspartnern nach Maßgabe des [Artikels 219 Absatz 1] der [Haushaltsordnung] gewährt und nach Maßgabe des [Titels X] der [Haushaltsordnung] verwaltet.
2. Die Förderung mittels der EU-Garantie kann für unter die vorliegende Verordnung fallende Finanzierungen und Investitionen für Investitionszeiträume gewährt werden, die am 31. Dezember 2027 enden. Verträge im Sinne des Artikels 13 Absatz 1 Buchstabe a zwischen dem Durchführungspartner und dem Endempfänger oder dem

Finanzmittler oder einer anderen Einrichtung werden spätestens am 31. Dezember 2028 unterzeichnet.

Artikel 11

Förderfähige Finanzierungen- und Investitionen

1. Mit dem Fonds „InvestEU“ werden lediglich Finanzierungen und Investitionen gefördert, die
 - a) den in [Artikel 209 Absatz 2 Buchstaben a bis e] der [Haushaltsordnung] festgelegten Anforderungen entsprechen, insbesondere der in [Artikel 209 Absatz 2 Buchstabe b] der [Haushaltsordnung] festgelegten Zusätzlichkeitsanforderung und gegebenenfalls der in [Artikel 209 Absatz 2 Buchstabe d] der [Haushaltsordnung] festgelegten Anforderung der Maximierung von Privatinvestitionen,
 - b) zu den politischen Zielen der Union beitragen und einem der Bereiche zuzuordnen sind, die im Rahmen des entsprechenden Politikbereichs gemäß Anhang II der vorliegenden Verordnung mittels Finanzierungen und Investitionen gefördert werden können, und
 - c) mit den Investitionsleitlinien im Einklang stehen.
2. Neben Projekten in der Union können aus dem Fonds „InvestEU“ auch die folgenden Projekte und Vorhaben mittels Finanzierungen und Investitionen gefördert werden:
 - a) grenzüberschreitende Projekte zwischen Stellen, die in einem oder mehreren Mitgliedstaaten eine Niederlassung oder ihren Sitz haben, und die sich auf ein oder mehrere Drittländer erstrecken – einschließlich beitretender Länder, Kandidatenländern und potenzieller Kandidaten, Ländern, die unter die Europäische Nachbarschaftspolitik fallen, Ländern des Europäischen Wirtschaftsraums oder der Europäischen Freihandelsassoziation – oder auf überseeische Länder und Gebiete im Sinne des Anhangs II des AEUV oder auf assoziierte Drittländer, unabhängig davon, ob es in diesen Drittländern oder überseeischen Ländern oder Gebieten einen Partner gibt oder nicht;
 - b) Finanzierungen und Investitionen in Ländern nach Artikel 5, die sich an einem bestimmten Finanzprodukt beteiligen.
3. Der Fonds „InvestEU“ kann zur Unterstützung von Finanzierungen und Investitionen eingesetzt werden, die dazu dienen, Finanzmittel für Rechtsträger bereitzustellen, die in einem der folgenden Länder niedergelassen sind:
 - a) einem Mitgliedstaat oder einem mit ihm verbundenen überseeischen Land oder Gebiet,
 - b) einem mit dem Programm „InvestEU“ assoziierten Drittland oder Gebiet gemäß Artikel 5,
 - c) einem Drittland gemäß Absatz 2 Buchstabe a, falls zutreffend,
 - d) einem anderen Land, sofern dies erforderlich ist, um ein Projekt in einem Land oder Gebiet im Sinne der Buchstaben a bis c zu finanzieren.

Artikel 12

Auswahl der Durchführungspartner

1. Die Kommission wählt im Einklang mit [Artikel 154] der [Haushaltsordnung] aus dem Kreis der förderfähigen Gegenparteien die Durchführungspartner oder eine Gruppe von Durchführungspartnern im Sinne von Unterabsatz 2.

Für eine Förderung aus der EU-Komponente müssen die förderfähigen Gegenparteien ihr Interesse bekundet haben und in der Lage sein, Finanzierungen und Investitionen in mindestens drei Mitgliedstaaten abzudecken. Die Durchführungspartner können sich auch zu einer Gruppe zusammenschließen, um Finanzierungen und Investitionen in mindestens drei Mitgliedstaaten abzudecken.

Für eine Förderung aus der Mitgliedstaaten-Komponente kann der betreffende Mitgliedstaat nach Maßgabe des Artikels 9 Absatz 3 Buchstabe c aus dem Kreis der Gegenparteien, die ihr Interesse bekundet haben, eine oder mehrere förderfähige Gegenparteien als Durchführungspartner vorschlagen.

Schlägt der betreffende Mitgliedstaat keinen Durchführungspartner vor, wählt die Kommission gemäß Unterabsatz 2 Durchführungspartner, die die Finanzierungen und Investitionen in den betreffenden geografischen Gebieten abdecken können.
2. Bei der Auswahl der Durchführungspartner stellt die Kommission sicher, dass das Finanzproduktportfolio des Fonds „InvestEU“
 - a) optimal auf die in Artikel 3 genannten Ziele ausgerichtet ist,
 - b) die Wirkung der EU-Garantie durch die vom Durchführungspartner gebundenen Eigenmittel optimiert,
 - c) gegebenenfalls Privatinvestitionen maximiert,
 - d) geografisch diversifiziert ist,
 - e) eine ausreichende Risikostreuung aufweist,
 - f) innovative Finanzierungslösungen und Risikoansätze unterstützt, um Marktversagen oder suboptimalen Investitionsbedingungen entgegenzuwirken.
3. Bei der Auswahl der Durchführungspartner berücksichtigt die Kommission ferner
 - a) etwaige Aufwendungen und Erträge für den Haushalt der Union,
 - b) die Fähigkeit des Durchführungspartners, die Anforderungen des [Artikels 155 Absatz 2] der [Haushaltsordnung] in Bezug auf Steuervermeidung, Steuerbetrug, Steuerhinterziehung, Geldwäsche, Terrorismusfinanzierung und nicht kooperative Länder und Gebiete konsequent umzusetzen.
4. Nationale Förderbanken oder -institute können als Durchführungspartner gewählt werden, sofern sie die im vorliegenden Artikel und in Artikel 14 Absatz 1 Unterabsatz 2 festgelegten Anforderungen erfüllen.

Artikel 13

Förderfähige Finanzierungsarten

1. Die EU-Garantie kann bei folgenden Arten von Finanzierungen der Durchführungspartner für die Absicherung der Risiken eingesetzt werden:
 - a) Darlehen, Bürgschaften, Rückbürgschaften, Kapitalmarktinstrumente, andere Finanzierungsformen oder Instrumente zur Verbesserung der Kreditqualität, einschließlich nachrangiger Fremdkapitalfinanzierungen oder Kapital- oder Quasi-Kapitalbeteiligungen, die direkt oder indirekt über Finanzmittler, Fonds, Investitionsplattformen oder sonstige Instrumente erbracht werden und an die Endempfänger weitergeleitet werden sollen;
 - b) Finanzierungen oder Bürgschaften, die ein Durchführungspartner für ein anderes Finanzinstitut leistet, um es diesem zu ermöglichen, die in Buchstabe a genannten Finanzierungstätigkeiten durchzuführen.

Um von der EU-Garantie gedeckt werden zu können, müssen die in Unterabsatz 1 Buchstaben a und b genannten Finanzierungsarten für Finanzierungen oder Investitionen nach Artikel 11 Absatz 1 gewährt, erworben oder begeben werden, wobei die Finanzierung durch den Durchführungspartner im Einklang mit einer Finanzierungsvereinbarung oder einer Transaktion erfolgt sein muss, die der Durchführungspartner nach der Unterzeichnung der Garantievereinbarung zwischen der Kommission und dem Durchführungspartner, die nicht abgelaufen ist oder gekündigt wurde, unterzeichnet oder geschlossen hat.

2. Bei Finanzierungen und Investitionen, die über Fonds oder sonstige Zwischenstrukturen finanziert werden, erfolgt die Deckung durch die EU-Garantie nach Bestimmungen, die in den Investitionsleitlinien festzulegen sind, selbst wenn lediglich eine Minderheit der von der betreffenden Struktur investierten Beträge außerhalb der Union und in Ländern nach Artikel 11 Absatz 2 oder in Vermögenswerten angelegt ist, die nach dieser Verordnung nicht förderfähig sind.

Artikel 14

Garantievereinbarungen

1. Die Kommission schließt nach Maßgabe dieser Verordnung mit jedem Durchführungspartner eine Garantievereinbarung über die Gewährung der EU-Garantie und legt darin deren Höchstbetrag fest.

Falls die Durchführungspartner nach Artikel 12 Absatz 1 Unterabsatz 2 eine Gruppe bilden, wird die Garantievereinbarung entweder zwischen der Kommission und allen Durchführungspartnern oder zwischen der Kommission und einem Durchführungspartner, der die gesamte Gruppe vertritt, geschlossen.
2. Die Garantievereinbarungen enthalten insbesondere Bestimmungen über
 - a) die Höhe und die Bedingungen des vom Durchführungspartner zu leistenden finanziellen Beitrags,

- b) die Bedingungen der Finanzierung oder der Bürgschaften, die der Durchführungspartner für einen anderen an der Durchführung beteiligten Rechtsträger zu leisten hat, falls dies zutrifft,
 - c) detaillierte Regeln für die Bereitstellung der EU-Garantie gemäß Artikel 16, einschließlich der Deckung der Portfolios bestimmter Instrumentenarten und der möglichen Auslöser für den Abruf von Garantiebeträgen,
 - d) die für die Risikoübernahme erhobenen Entgelte, die der Union und den Durchführungspartnern ihrem jeweiligen Risikoübernahmeanteil entsprechend zuzuweisen sind,
 - e) die Zahlungsbedingungen,
 - f) die Verpflichtung des Durchführungspartners, Entscheidungen der Kommission und des Investitionsausschusses in Bezug auf den Einsatz der EU-Garantie für eine vorgeschlagene Finanzierung oder Investition zu akzeptieren, wobei die Beschlussfassung des Durchführungspartners in Bezug auf die vorgeschlagene Finanzierung oder Investition ohne EU-Garantie unberührt bleibt;
 - g) die Vorschriften und Verfahren für die Einziehung von Forderungen, die dem Durchführungspartner zu übertragen ist,
 - h) die für Finanzierungen und Investitionen im Rahmen der EU-Garantie anwendbare finanzielle und operative Berichterstattung und Überwachung,
 - i) die zentralen Leistungsindikatoren, insbesondere in Bezug auf den Einsatz der EU-Garantie, die Verwirklichung bzw. Erfüllung der in den Artikeln 3, 7 und 11 festgelegten Ziele und Kriterien und die Mobilisierung von privatem Kapital,
 - j) gegebenenfalls die für Mischfinanzierungen geltenden Vorschriften und Verfahren,
 - k) die sonstigen Vorschriften gemäß den Anforderungen des [Titels X] der [Haushaltsordnung].
3. In der Garantievereinbarung wird außerdem festgelegt, dass die der Union zustehenden Entgelte aus unter diese Verordnung fallenden Finanzierungen und Investitionen nach Abzug der durch Inanspruchnahmen der EU-Garantie bedingten Zahlungen bereitzustellen sind.
 4. Ferner wird in der Garantievereinbarung festgelegt, dass Beträge, die dem Durchführungspartner im Zusammenhang mit der EU-Garantie zustehen, vom Gesamtbetrag der Entgelte, Einnahmen und Rückzahlungen in Abzug gebracht werden, die der Durchführungspartner der Union für Finanzierungen und Investitionen im Rahmen dieser Verordnung schuldet. Reicht dieser Gesamtbetrag nicht aus, um den Betrag abzudecken, der dem Durchführungspartner nach Maßgabe des Artikels 15 Absatz 3 zusteht, so wird für den fehlenden Restbetrag die Mittelausstattung der EU-Garantie in Anspruch genommen.
 5. Wird die Garantievereinbarung im Rahmen der Mitgliedstaaten-Komponente geschlossen, so kann sie vorsehen, dass Vertreter des betreffenden Mitgliedstaats oder der betreffenden Region in die Überwachung der Umsetzung der Garantievereinbarung eingebunden werden.

Artikel 15

Voraussetzungen für den Einsatz der EU-Garantie

1. Die Gewährung der EU-Garantie erfolgt vorbehaltlich des Inkrafttretens der Garantievereinbarung mit dem betreffenden Durchführungspartner.
2. Finanzierungen und Investitionen werden nur von der EU-Garantie gedeckt, wenn sie die in der vorliegenden Verordnung und in den betreffenden Investitionsleitlinien festgelegten Kriterien erfüllen und wenn der Investitionsausschuss feststellt, dass sie die Anforderungen für eine Unterstützung durch die EU-Garantie erfüllen. Die Durchführungspartner sind dafür verantwortlich, dass bei den Finanzierungen und Investitionen die Bestimmungen dieser Verordnung und der betreffenden Investitionsleitlinien eingehalten werden.
3. Für die Durchführung der Finanzierungen und Investitionen im Rahmen der EU-Garantie kann der Durchführungspartner bei der Kommission keine Verwaltungskosten oder Gebühren geltend machen, es sei denn, der Durchführungspartner kann nachweisen, dass in Anbetracht der Art der politischen Ziele, die mit dem betreffenden Finanzprodukt verfolgt werden, eine Ausnahmeregelung erforderlich ist. Die Deckung dieser Kosten wird in der Garantievereinbarung festgelegt und muss mit [Artikel 209 Absatz 2 Buchstabe g] der [Haushaltsordnung] im Einklang stehen.
4. Darüber hinaus kann der Durchführungspartner die EU-Garantie im Einklang mit Artikel 14 Absatz 4 einsetzen, um den entsprechenden Anteil von Einziehungskosten abzudecken, sofern er nicht von den eingezogenen Summen abgezogen wird.

Artikel 16

Deckung und Bedingungen der EU-Garantie

1. Die für die Risikoübernahme erhobenen Entgelte werden der Union und dem Durchführungspartner entsprechend dem Risikoübernahmeanteil zugewiesen, den sie in Bezug auf ein Portfolio von Finanzierungen und Investitionen oder gegebenenfalls in Bezug auf einzelne Finanzierungen oder Investitionen übernehmen. Der Durchführungspartner übernimmt selbst einen angemessenen Teil der mit den Finanzierungen und Investitionen, die mit der EU-Garantie unterstützt werden, verbundenen Risiken, es sei denn die mit dem Finanzprodukt verfolgten politischen Ziele sind in Ausnahmefällen dergestalt, dass der Durchführungspartner nach vernünftiger Einschätzung nicht mit seiner eigenen Risikoübernahmekapazität beitragen kann.
2. Die EU-Garantie deckt Folgendes ab:
 - a) im Fall der in Artikel 13 Absatz 1 Buchstabe a genannten Schuldtitel
 - i) den Kapitalbetrag und die dem Durchführungspartner geschuldeten, bei ihm jedoch nicht eingegangenen Zinsen und Beträge gemäß den Bedingungen der Finanzierungen bis zum Zeitpunkt des Ausfalls; im

Fälle nachrangiger Fremdkapitalfinanzierungen gilt ein Zahlungsaufschub, eine Kürzung oder ein erforderlicher Ausstieg als Ausfall,

- ii) Verluste aus Umschuldungen,
 - iii) Verluste aufgrund von Schwankungen bei anderen Währungen als dem Euro in Märkten, in denen die Möglichkeiten für eine langfristige Absicherung begrenzt sind,
- b) im Fall der in Artikel 13 Absatz 1 Buchstabe a genannten Eigenkapitalbeteiligungen oder Quasi-Eigenkapitalbeteiligungen den investierten Betrag und die damit verbundenen Finanzierungskosten sowie Verluste aufgrund von Schwankungen bei anderen Währungen als dem Euro;
- c) im Fall von Finanzierungen oder Bürgschaften im Sinne des Artikels 13 Absatz 1 Buchstabe b, die der Durchführungspartner zugunsten eines anderen Rechtsträger geleistet hat, den verwendeten Betrag und die damit verbundenen Finanzierungskosten.
3. Leistet die Union bei einer Inanspruchnahme der EU-Garantie eine Zahlung an den Durchführungspartner, tritt sie in die entsprechenden Rechte des Durchführungspartners im Zusammenhang mit sämtlichen von der EU-Garantie gedeckten Finanzierungen oder Investitionen ein, sofern diese Rechte fort dauern.
- Der Durchführungspartner zieht im Namen der Union die Forderungen in Höhe der Beträge, die auf die Union übergegangen sind, ein und erstattet ihr die eingezogenen Summen.

KAPITEL IV

LEITUNGSSTRUKTUR

Artikel 17

Beratungsausschuss

1. Die Kommission wird von einem Beratungsausschuss beraten, der in zwei Formationen zusammentritt: mit Vertretern der Durchführungspartner oder mit Vertretern der Mitgliedstaaten.
2. Jeder Durchführungspartner und jeder Mitgliedstaat kann einen Vertreter für die betreffende Formation bestellen.
3. Die Kommission ist in beiden Formationen des Beratungsausschusses vertreten.
4. Bei Sitzungen der Vertreter der Durchführungspartner im Beratungsausschuss führen ein Vertreter der Kommission und der von der Europäischen Investitionsbank bestellte Vertreter gemeinsam den Vorsitz.

Bei Sitzungen der Vertreter der Mitgliedstaaten im Beratungsausschuss führt ein Vertreter der Kommission den Vorsitz.

Der Beratungsausschuss tritt regelmäßig und mindestens zweimal jährlich auf Initiative des Vorsitzenden zusammen. Auf den gemeinsamen Antrag ihrer

Vorsitzenden hin können auch gemeinsame Sitzungen der beiden Formationen des Beratungsausschusses angesetzt werden.

Die Kommission legt die Vorschriften und Verfahren für die Tätigkeit des Beratungsausschusses fest und nimmt die Sekretariatsgeschäfte wahr.

5. Der Beratungsausschuss übernimmt folgende Aufgaben:

- a) In seiner Zusammensetzung aus Vertretern der Durchführungspartner
 - i) berät er bei der Gestaltung von Finanzprodukten, die auf der Grundlage der vorliegenden Verordnung umgesetzt werden sollen,
 - ii) berät er die Kommission zu Marktversagen und suboptimalen Investitionsbedingungen sowie Marktbedingungen.
- b) In seiner Zusammensetzung aus Vertretern der Mitgliedstaaten
 - i) informiert er die Mitgliedstaaten über die Durchführung des Fonds „InvestEU“;
 - ii) steht er im Austausch mit den Mitgliedstaaten über Marktentwicklungen und bewährte Verfahren.

Artikel 18

Projektgruppe

1. Es wird eine Projektgruppe aus Sachverständigen eingerichtet, die der Kommission von den Durchführungspartnern ohne Kostenwirkung für den Unionshaushalt zur Verfügung gestellt werden.
2. Jeder Durchführungspartner stellt für die Projektgruppe Sachverständige ab. Die Zahl der Sachverständigen wird in der Garantievereinbarung festgelegt.
3. Die Kommission stellt fest, ob die von den Durchführungspartnern vorgeschlagenen Finanzierungen und Investitionen mit dem Recht und der Politik der Union im Einklang stehen.
4. Vorbehaltlich der Bestätigung durch die Kommission gemäß Absatz 3 prüft die Projektgruppe die von den Durchführungspartnern vorgenommenen Sorgfaltsprüfungen der vorgeschlagenen Finanzierungen und Investitionen. Anschließend legt sie die Finanzierungen und Investitionen dem Investitionsausschuss zur Genehmigung der Deckung durch die EU-Garantie vor.

Die Projektgruppe bereitet für den Investitionsausschuss die Bewertungsmatrix für die vorgeschlagenen Finanzierungen und Investitionen vor.

Anhand der Matrix werden insbesondere folgende Aspekte bewertet:

- a) Risikoprofil der vorgeschlagenen Finanzierungen und Investitionen,
- b) Nutzen für die Endempfänger,
- c) Erfüllung der Förderkriterien.

Jeder Durchführungspartner übermittelt der Projektgruppe sachdienliche und harmonisierte Informationen, damit diese eine Risikoanalyse durchführen und die Bewertungsmatrix vorbereiten kann.

5. Ein der Projektgruppe angehörender Sachverständiger beurteilt keine für potenzielle Finanzierungen oder Investitionen durchgeführten Sorgfaltsprüfungen oder Prüfungen, die von dem Durchführungspartner vorgelegt wurden, der der Kommission den Sachverständigen zur Verfügung gestellt hat. Der betreffende Sachverständige bereitet auch keine Bewertungsmatrix für solche Vorschläge vor.
6. Jeder Sachverständige der Projektgruppe meldet der Kommission etwaige Interessenkonflikte und übermittelt ihr unverzüglich alle Informationen, die erforderlich sind, um laufend zu prüfen, dass keine Interessenkonflikte vorliegen.
7. Die Kommission legt detaillierte Vorschriften für die Arbeitsweise der Projektgruppe und die Prüfung von Interessenkonflikten fest.
8. Die Kommission legt detaillierte Vorschriften für die Bewertungsmatrix fest, auf deren Grundlage der Investitionsausschuss den Einsatz der EU-Garantie für eine vorgeschlagene Finanzierung oder Investition genehmigen kann.

Artikel 19

Investitionsausschuss

1. Es wird ein Investitionsausschuss eingerichtet. Der Investitionsausschuss
 - a) prüft die von den Durchführungspartnern für eine Deckung durch die EU-Garantie vorgeschlagenen Finanzierungen und Investitionen,
 - b) überprüft die Einhaltung der vorliegenden Verordnung und der einschlägigen Investitionsleitlinien unter besonderer Berücksichtigung des Zusätzlichkeitskriteriums gemäß [Artikel 209 Absatz 2 Buchstabe b] der [Haushaltsordnung] und der Gewinnung möglichst vieler privater Investitionen gemäß [Artikel 209 Absatz 2 Buchstabe d] der [Haushaltsordnung] und
 - c) überprüft, ob die Finanzierungen und Investitionen, die eine Unterstützung durch die EU-Garantie erhalten sollen, alle relevanten Anforderungen erfüllen.
2. Der Investitionsausschuss tritt in vier verschiedenen Formationen zusammen, die den in Artikel 7 Absatz 1 genannten Politikbereichen entsprechen.

Jede Formation des Investitionsausschusses umfasst sechs vergütete externe Sachverständige. Die Sachverständigen werden im Einklang mit [Artikel 237] der [Haushaltsordnung] ausgewählt und von der Kommission für einen befristeten Zeitraum von bis zu vier Jahren bestellt. Ihre Amtszeit kann verlängert werden, darf aber einen Gesamtzeitraum von sieben Jahren nicht überschreiten. Die Kommission kann beschließen, die Amtszeit eines amtierenden Mitglieds des Investitionsausschusses zu verlängern, ohne das in diesem Absatz dargelegte Verfahren anzuwenden.

Die Sachverständigen verfügen über umfangreiche einschlägige Markterfahrung mit der Strukturierung und Finanzierung von Projekten oder der Finanzierung von KMU oder größeren Unternehmen.

Bei der Zusammensetzung des Investitionsausschusses ist sicherzustellen, dass er über eine umfassende Kenntnis der Sektoren der in Artikel 7 Absatz 1 genannten Politikbereiche und der geografischen Märkte in der Union verfügt und Frauen und Männer insgesamt ausgewogen vertreten sind.

Vier Mitglieder sind ständige Mitglieder aller vier Formationen des Investitionsausschusses. Zudem verfügen in allen vier Formationen jeweils zwei Sachverständige über Erfahrung mit Investitionen in Sektoren des betreffenden Politikbereichs. Mindestens eines der ständigen Mitglieder verfügt über Fachkenntnisse in Bezug auf nachhaltige Investitionen. Die Kommission weist die Mitglieder des Investitionsausschusses der oder den geeigneten Formation(en) zu. Der Investitionsausschuss wählt aus den Reihen seiner ständigen Mitglieder einen Vorsitzenden.

Die Kommission legt die Geschäftsordnung fest und nimmt für den Investitionsausschuss die Sekretariatsgeschäfte wahr.

3. Die Mitglieder des Investitionsausschusses nehmen ihre Ausschusstätigkeiten unparteiisch und im alleinigen Interesse des Fonds „InvestEU“ wahr. Sie dürfen keine Weisungen der Durchführungspartner, der Institutionen der Union, der Mitgliedstaaten oder anderer öffentlicher oder privater Einrichtungen einholen oder entgegennehmen.

Die Lebensläufe und Interessenerklärungen jedes Mitglieds des Investitionsausschusses werden veröffentlicht und kontinuierlich aktualisiert. Jedes Mitglied des Investitionsausschusses übermittelt der Kommission unverzüglich alle Informationen, die erforderlich sind, um laufend zu prüfen, dass keine Interessenkonflikte vorliegen.

Bei Nichterfüllung der in diesem Absatz festgelegten Anforderungen oder in anderen ordnungsgemäß begründeten Fällen kann die Kommission ein Ausschussmitglied von seinen Aufgaben entbinden.

4. Im Rahmen seiner Tätigkeiten nach diesem Artikel stützt sich der Investitionsausschuss auf die von den Durchführungspartnern vorgelegten Unterlagen und sonstige Dokumente, die er für sachdienlich erachtet. Eine von einem Durchführungspartner vorgenommene Projektbewertung ist für den Investitionsausschuss in Bezug auf durch die EU-Garantie gedeckte Finanzierungen oder Investitionen nicht bindend.

Der Investitionsausschuss verwendet für die Bewertung und Überprüfung der Vorschläge eine Bewertungsmatrix im Sinne des Artikels 18 Absatz 3.

5. Die Schlussfolgerungen des Investitionsausschusses werden mit einfacher Mehrheit aller Mitglieder angenommen. Bei Stimmengleichheit gibt die Stimme des Vorsitzenden des Investitionsausschusses den Ausschlag.

Schlussfolgerungen des Investitionsausschusses, mit denen die Unterstützung einer Finanzierung oder Investition durch die EU-Garantie genehmigt wird, müssen öffentlich zugänglich gemacht werden und eine Begründung enthalten. Die Veröffentlichung darf keine sensiblen Geschäftsinformationen enthalten.

Die Bewertungsmatrix muss nach Unterzeichnung einer Vereinbarung über eine Finanzierung, eine Investition oder ein Teilprojekt öffentlich zugänglich gemacht werden. Die Veröffentlichung darf keine sensiblen Geschäftsinformationen oder personenbezogene Daten enthalten, die gemäß den Datenschutzbestimmungen der Union nicht offengelegt werden dürfen.

Zweimal jährlich werden die Schlussfolgerungen des Investitionsausschusses, mit denen der Einsatz der EU-Garantie abgelehnt wird, dem Europäischen Parlament und dem Rat vorgelegt, wobei strenge Vertraulichkeitsanforderungen gelten.

6. Wenn der Investitionsausschuss um die Genehmigung des Einsatzes der EU-Garantie für eine Finanzierung oder Investition in Form einer Fazilität, eines Programms oder einer Struktur mit zugrunde liegenden Teilprojekten ersucht wird, bezieht sich die Genehmigung auch auf die Teilprojekte, sofern der Investitionsausschuss sich nicht das Recht vorbehält, diese separat zu genehmigen.

KAPITEL V

InvestEU-Beratungsplattform

Artikel 20

InvestEU-Beratungsplattform

1. Mit der InvestEU-Beratungsplattform wird die Ermittlung, Vorbereitung, Entwicklung, Gestaltung, Ausschreibung und Umsetzung von Investitionsprojekten durch Beratung unterstützt und die Fähigkeit von Projektträgern und Finanzintermediären gestärkt, Finanzierungen und Investitionen durchzuführen. Diese Unterstützung kann in jeder Phase des Lebenszyklus eines Projekts beziehungsweise der Finanzierung einer geförderten Stelle erfolgen.

Die InvestEU-Beratungsplattform steht als Komponente aller in Artikel 7 Absatz 1 genannten Politikbereiche für alle Sektoren des betreffenden Politikbereichs zur Verfügung. Darüber hinaus stehen sektorübergreifende Beratungsdienste zur Verfügung.

2. Durch die InvestEU-Beratungsplattform werden insbesondere die folgenden Dienste erbracht:
- a) Bereitstellung einer einzigen Anlaufstelle für Behörden und Projektträger, um Projektentwicklungshilfe für zentral verwaltete Unionsprogramme zu erhalten,
 - b) gegebenenfalls Unterstützung von Projektträgern bei der Entwicklung ihrer Projekte, damit diese die in den Artikeln 3, 7 und 11 festgelegten Ziele und Förderkriterien erfüllen, und Förderung der Entwicklung von Aggregatoren für kleine Projekte; diese Unterstützung greift aber den Schlussfolgerungen des Investitionsausschusses bezüglich der Deckung solcher Projekte durch die EU-Garantie nicht vor,
 - c) Unterstützung von Maßnahmen und Nutzbarmachung lokalen Wissens, um die Nutzung der Förderung im Rahmen des Fonds „InvestEU“ in der gesamten Union zu erleichtern, sowie, falls möglich, aktive Unterstützung des Ziels der sektoralen und geografischen Diversifizierung des Fonds „InvestEU“ durch Hilfestellung für die Durchführungspartner bei der Initiierung und Ausarbeitung möglicher Finanzierungen und Investitionen,
 - d) Erleichterung der Einrichtung kollaborativer Plattformen für den Peer-to-Peer-Austausch und die Weitergabe von Daten, Know-how und bewährten Verfahren zur Unterstützung des Aufbaus der Projektpipeline und der Entwicklung der Sektoren,

- e) proaktive beratende Unterstützung bei der Einrichtung von Investitionsplattformen, insbesondere von grenzüberschreitenden Investitionsplattformen, an denen mehrere Mitgliedstaaten beteiligt sind,
 - f) Unterstützungsmaßnahmen für den Kapazitätsaufbau, um Fähigkeiten, Fertigkeiten und Verfahren im Bereich Organisation zu entwickeln und die Investitionsbereitschaft von Einrichtungen zu beschleunigen, damit Projektträger und Behörden Pipelines mit Investitionsprojekten aufbauen und Projekte verwalten können beziehungsweise Finanzintermediäre Finanzierungen und Investitionen zugunsten von Unternehmen tätigen können, die Schwierigkeiten beim Zugang zu Finanzierungen haben; darunter fällt auch die Unterstützung des Aufbaus von Risikobewertungskapazitäten oder sektorspezifischen Kenntnissen.
3. Die InvestEU-Beratungsplattform steht öffentlichen und privaten Projektträgern sowie Finanzintermediären und anderen Mittlern zur Verfügung.
 4. Für die in Absatz 2 genannten Dienstleistungen können Entgelte berechnet werden, um einen Teil der Kosten für die Erbringung dieser Dienste zu decken.
 5. Um das in Absatz 1 genannte Ziel zu erreichen und die Erbringung von Beratungsdiensten zu erleichtern, baut die InvestEU-Beratungsplattform auf der Sachkenntnis der Kommission und der Durchführungspartner auf.
 6. Die InvestEU-Beratungsplattform ist bei Bedarf vor Ort präsent. Diese Präsenz wird insbesondere in den Mitgliedstaaten oder Regionen eingerichtet, in denen bei der Ausarbeitung von Projekten im Rahmen des Fonds „InvestEU“ Schwierigkeiten bestehen. Die InvestEU-Beratungsplattform leistet beim Wissenstransfer auf die regionale und lokale Ebene Unterstützung, damit auf regionaler und lokaler Ebene die in Absatz 1 genannten Kapazitäten und Kompetenzen entstehen.
 7. Die Durchführungspartner empfehlen (insbesondere bei kleineren Projekten) Projektträgern, die einen Finanzierungsantrag stellen, für ihre Projekte eine Unterstützung durch die InvestEU-Beratungsplattform zu beantragen, damit ihre Projekte besser vorbereitet werden können und/oder geprüft werden kann, ob Vorhaben gebündelt werden können.

Die Durchführungspartner unterrichten Projektträger gegebenenfalls auch über die Möglichkeit, ihre Projekte bei dem in Artikel 21 genannten InvestEU-Portal zu registrieren.

KAPITEL VI

Artikel 21

InvestEU-Portal

1. Die Kommission richtet das InvestEU-Portal ein. Dabei handelt es sich um eine leicht zugängliche, benutzerfreundliche Projektdatenbank, die relevante Informationen über die einzelnen Projekte liefert.

2. Das InvestEU-Portal bietet Projektträgern die Möglichkeit, ihre Projekte, für die sie eine Finanzierung benötigen, sichtbar zu machen und Anleger über sie zu informieren. Die Aufnahme der Projekte in das InvestEU-Portal hat keinen Einfluss auf die Beschlüsse über die endgültige Auswahl der Projekte für eine Förderung im Rahmen der vorliegenden Verordnung, im Rahmen eines anderen Unionsinstruments oder für eine öffentliche Förderung.
3. Nur Projekte, die mit dem Recht und der Politik der Union vereinbar sind, werden auf dem Portal registriert.
4. Projekte, die die Voraussetzungen des Absatzes 3 erfüllen, übermittelt die Kommission den einschlägigen Durchführungspartnern.
5. Die Durchführungspartner prüfen Projekte, die nach geografischen und inhaltlichen Gesichtspunkten in ihren Tätigkeitsbereich fallen.

KAPITEL VII

ÜBERWACHUNG UND BERICHTERSTATTUNG, EVALUIERUNG UND KONTROLLE

Artikel 22

Überwachung und Berichterstattung

1. In Anhang III der vorliegenden Verordnung sind Indikatoren für die Berichterstattung über den Fortschritt bei der Durchführung des Programms „InvestEU“ im Hinblick auf die in Artikel 3 genannten allgemeinen und spezifischen Ziele aufgeführt.
2. Um die Fortschritte bei der Erreichung der Ziele des Programms „InvestEU“ wirksam bewerten zu können, ist die Kommission befugt, im Einklang mit Artikel 26 delegierte Rechtsakte zur Änderung des Anhangs III der vorliegenden Verordnung zu erlassen, um die Indikatoren zu überarbeiten oder zu ergänzen, wenn dies für nötig befunden wird, und diese Verordnung durch Bestimmungen über die Einrichtung eines Rahmens für Überwachung und Evaluierung zu ergänzen.
3. Durch ein System der Leistungsberichterstattung wird sichergestellt, dass die Daten zur Überwachung der Programmdurchführung und Ergebnisse effizient, wirksam und rechtzeitig erfasst werden. Zu diesem Zweck werden verhältnismäßige Berichterstattungsanforderungen festgelegt, die die Durchführungspartner und gegebenenfalls andere Empfänger von Unionsmitteln zu erfüllen haben.
4. Die Kommission erstattet über die Durchführung des Programms „InvestEU“ gemäß [den Artikeln 241 und 250] der [Haushaltsordnung] Bericht. Zu diesem Zweck übermitteln die Durchführungspartner jährlich die Informationen, die erforderlich sind, damit die Kommission ihren Berichtspflichten nachkommen kann.
5. Zudem übermittelt jeder Durchführungspartner der Kommission alle sechs Monate einen Bericht über die unter diese Verordnung fallenden Finanzierungen und Investitionen, die nach der EU-Komponente und innerhalb der Mitgliedstaaten-

Komponente nach Mitgliedstaaten aufgeschlüsselt sind. In dem Bericht wird auch bewertet, inwieweit die Voraussetzungen für die Inanspruchnahme der EU-Garantie und die zentralen Leistungsindikatoren im Sinne des Anhangs III der vorliegenden Verordnung eingehalten wurden. Ferner enthält der Bericht operative und statistische Daten sowie Finanz- und Rechnungslegungsdaten zu allen Finanzierungen und Investitionen auf Ebene der Komponenten, der Politikbereiche und des Fonds „InvestEU“. Einer dieser Berichte enthält die Informationen, die die Durchführungspartner im Einklang mit [Artikel 155 Absatz 1 Buchstabe a] der [Haushaltsordnung] vorlegen.

Artikel 23

Evaluierung

1. Evaluierungen werden rechtzeitig durchgeführt, damit die Ergebnisse in den Entscheidungsprozess einfließen können.
2. Bis zum 30. September 2025 nimmt die Kommission eine Zwischenevaluierung des Programms „InvestEU“ vor, die insbesondere den Einsatz der EU-Garantie betrifft.
3. Am Ende der Durchführung des Programms „InvestEU“, spätestens aber vier Jahre nach dem Ablauf des in Artikel 1 genannten Zeitraums, nimmt die Kommission eine abschließende Evaluierung des Programms „InvestEU“ vor, die insbesondere den Einsatz der EU-Garantie betrifft.
4. Die Kommission übermittelt dem Europäischen Parlament, dem Rat, dem Europäischen Wirtschafts- und Sozialausschuss und dem Ausschuss der Regionen die Schlussfolgerungen dieser Evaluierungen zusammen mit ihren Anmerkungen.
5. Die Durchführungspartner leisten einen Beitrag zu den in den Absätzen 1 und 2 genannten Evaluierungen und übermitteln der Kommission die dafür benötigten Informationen.
6. Im Einklang mit [Artikel 211 Absatz 1] der [Haushaltsordnung] enthält der jährliche Bericht der Kommission gemäß [Artikel 250] der [Haushaltsordnung] alle drei Jahre eine Überprüfung, in der festgestellt wird, ob die in Artikel 4 Absatz 1 der vorliegenden Verordnung genannte Dotierungsquote dem tatsächlichen Risikoprofil der durch die EU-Garantie gedeckten Finanzierungen und Investitionen angemessen Rechnung trägt. Die Kommission ist befugt, im Einklang mit Artikel 26 delegierte Rechtsakte anzunehmen, um auf der Grundlage dieser Überprüfung die in Artikel 4 Absatz 1 der vorliegenden Verordnung festgelegte Dotierungsquote um bis zu 15 % anzupassen.

Artikel 24

Prüfungen

Die Ergebnisse der Prüfung der Verwendung von Unionsmitteln, die von Personen oder Stellen – was auch solche einschließt, die nicht im Auftrag von Organen oder Einrichtungen

der Union tätig sind – durchgeführt werden, bilden die Grundlage für die Feststellung der allgemeinen Zuverlässigkeit gemäß [Artikel 127] der [Haushaltsordnung].

Artikel 25

Schutz der finanziellen Interessen der Union

Nimmt ein Drittland aufgrund eines Beschlusses im Rahmen einer internationalen Übereinkunft oder aufgrund eines anderen Rechtsinstruments am Programm „InvestEU“ teil, so gewährt das Drittland dem zuständigen Anweisungsbefugten, dem Europäischen Amt für Betrugsbekämpfung (OLAF) und dem Europäischen Rechnungshof die erforderlichen Rechte und den Zugang, die sie zur Ausübung ihrer jeweiligen Befugnisse benötigen. Im Falle von OLAF gehört dazu auch das Recht, Untersuchungen einschließlich Vor-Ort-Kontrollen und Inspektionen gemäß der Verordnung (EU, Euratom) Nr. 883/2013 des Europäischen Parlaments und des Rates über die Untersuchungen des Europäischen Amtes für Betrugsbekämpfung (OLAF) durchzuführen.

Artikel 26

Ausübung der Befugnisübertragung

1. Die Befugnis zum Erlass delegierter Rechtsakte wird der Kommission unter den in diesem Artikel festgelegten Bedingungen übertragen.
2. Die Befugnis zum Erlass delegierter Rechtsakte gemäß Artikel 7 Absatz 6, Artikel 22 Absatz 2 und Artikel 23 Absatz 6 wird der Kommission für einen Zeitraum von fünf Jahren ab [Inkrafttreten der vorliegenden Verordnung] übertragen. Die Kommission erstellt spätestens neun Monate vor Ablauf dieses Zeitraums von fünf Jahren einen Bericht über die Befugnisübertragung. Die Befugnisübertragung verlängert sich stillschweigend um Zeiträume gleicher Länge, es sei denn, das Europäische Parlament oder der Rat widerspricht einer solchen Verlängerung spätestens drei Monate vor Ablauf des jeweiligen Zeitraums.
3. Die Befugnisübertragung gemäß Artikel 7 Absatz 6, Artikel 22 Absatz 2 und Artikel 23 Absatz 6 kann vom Europäischen Parlament oder vom Rat jederzeit widerrufen werden. Ein Beschluss zum Widerruf beendet die Übertragung der in diesem Beschluss angegebenen Befugnis. Er wird am Tag nach seiner Veröffentlichung im *Amtsblatt der Europäischen Union* oder zu einem im Beschluss angegebenen späteren Zeitpunkt wirksam. Er berührt nicht die Gültigkeit von bereits in Kraft getretenen delegierten Rechtsakten.
4. Vor Erlass eines delegierten Rechtsakts hört die Kommission im Einklang mit den Grundsätzen der Interinstitutionellen Vereinbarung über bessere Rechtsetzung vom 13. April 2016 die von den einzelnen Mitgliedstaaten benannten Sachverständigen an.
5. Sobald die Kommission einen delegierten Rechtsakt erlässt, übermittelt sie ihn gleichzeitig dem Europäischen Parlament und dem Rat.

6. Ein delegierter Rechtsakt, der gemäß Artikel 7 Absatz 6, Artikel 22 Absatz 2 und Artikel 23 Absatz 6 erlassen wurde, tritt nur in Kraft, wenn weder das Europäische Parlament noch der Rat innerhalb einer Frist von zwei Monaten nach Übermittlung dieses Rechtsakts an das Europäische Parlament und den Rat Einwände erhoben haben oder wenn vor Ablauf dieser Frist das Europäische Parlament und der Rat beide der Kommission mitgeteilt haben, dass sie keine Einwände erheben werden. Auf Initiative des Europäischen Parlaments oder des Rates wird diese Frist um zwei Monate verlängert.

KAPITEL VIII

TRANSPARENZ UND SICHTBARKEIT

Artikel 27

Information, Kommunikation und Öffentlichkeitsarbeit

1. Die Durchführungspartner machen die Herkunft von Unionsmitteln durch kohärente, wirksame und gezielte Information verschiedener Zielgruppen, darunter die Medien und die Öffentlichkeit, bekannt und stellen insbesondere mittels Informationskampagnen zu den Maßnahmen und deren Ergebnissen sicher, dass die Unionsförderung Sichtbarkeit erhält.
2. Die Kommission führt Maßnahmen zur Information und Kommunikation über das Programm „InvestEU“, die Programmmaßnahmen und die Ergebnisse durch. Mit den dem Programm „InvestEU“ zugewiesenen Mitteln wird auch die institutionelle Kommunikation über die politischen Prioritäten der Union gefördert, insofern sie die in Artikel 3 genannten Ziele betreffen

KAPITEL IX

ÜBERGANGS- UND SCHLUSSBESTIMMUNGEN

Artikel 28

Übergangsbestimmungen

1. Einnahmen, Rückzahlungen und Einziehungen im Rahmen von Finanzierungsinstrumenten, die durch Programme im Sinne des Anhangs IV der vorliegenden Verordnung geschaffen wurden, können für die Dotierung der EU-Garantie gemäß der vorliegenden Verordnung verwendet werden.
2. Einnahmen, Rückzahlungen und Einziehungen im Rahmen der mit der Verordnung (EU) 2015/1017 eingeführten EU-Garantie können für die Dotierung der EU-Garantie gemäß der vorliegenden Verordnung eingesetzt werden, sofern sie nicht für

die in den Artikeln 4, 9 und 12 der Verordnung (EU) 2015/1017 genannten Zwecke verwendet werden.

Artikel 29

Inkrafttreten

Diese Verordnung tritt am zwanzigsten Tag nach ihrer Veröffentlichung im *Amtsblatt der Europäischen Union* in Kraft.

Sie gilt ab dem 1. Januar 2021.

Diese Verordnung ist in allen ihren Teilen verbindlich und gilt unmittelbar in jedem Mitgliedstaat.

Geschehen zu Brüssel am [...]

Im Namen des Europäischen Parlaments
Der Präsident

Im Namen des Rates
Der Präsident

FINANZBOGEN ZU RECHTSAKTEN

1. RAHMEN DES VORSCHLAGS/DER INITIATIVE

- 1.1. Bezeichnung des Vorschlags/der Initiative
- 1.2. Politikbereich(e) in der ABM/ABB-Struktur
- 1.3. Art des Vorschlags/der Initiative
- 1.4. Ziel(e)
- 1.5. Begründung des Vorschlags/der Initiative
- 1.6. Laufzeit der Maßnahme und Dauer ihrer finanziellen Auswirkungen
- 1.7. Vorgeschlagene Methode(n) der Mittelverwaltung

2. VERWALTUNGSMASSNAHMEN

- 2.1. Monitoring und Berichterstattung
- 2.2. Verwaltungs- und Kontrollsystem
- 2.3. Prävention von Betrug und Unregelmäßigkeiten

3. GESCHÄTZTE FINANZIELLE AUSWIRKUNGEN DES VORSCHLAGS/DER INITIATIVE

- 3.1. Betroffene Rubrik(en) des mehrjährigen Finanzrahmens und Ausgabenlinie(n)
- 3.2. Geschätzte Auswirkungen auf die Ausgaben
 - 3.2.1. *Übersicht*
 - 3.2.2. *Geschätzte Auswirkungen auf die operativen Mittel*
 - 3.2.3. *Geschätzte Auswirkungen auf die Verwaltungsmittel*
 - 3.2.4. *Vereinbarkeit mit dem mehrjährigen Finanzrahmen*
 - 3.2.5. *Finanzierungsbeteiligung Dritter*
- 3.3. Geschätzte Auswirkungen auf die Einnahmen

FINANZBOGEN ZU RECHTSAKTEN

1. RAHMEN DES VORSCHLAGS/DER INITIATIVE

- 1.1. Bezeichnung des Vorschlags/der Initiative
- 1.2. Betroffener Politikbereich (Programmcluster)
- 1.3. Art des Vorschlags/der Initiative
- 1.4. Begründung des Vorschlags/der Initiative
- 1.5. Laufzeit der Maßnahme und Dauer ihrer finanziellen Auswirkungen
- 1.6. Vorgeschlagene Methode(n) der Mittelverwaltung

2. VERWALTUNGSMASSNAHMEN

- 2.1. Monitoring und Berichterstattung
- 2.2. Verwaltungs- und Kontrollsystem
- 2.3. Prävention von Betrug und Unregelmäßigkeiten

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- 3.2. Geschätzte Auswirkungen auf die Ausgaben
 - 3.2.1. *Übersicht*
 - 3.2.2. *Geschätzte Auswirkungen auf die Verwaltungsmittel*
 - 3.2.3. *Finanzierungsbeteiligung Dritter*
- 3.3. Geschätzte Auswirkungen auf die Einnahmen

FINANZBOGEN ZU RECHTSAKTEN

1. RAHMEN DES VORSCHLAGS/DER INITIATIVE

1.1. Bezeichnung des Vorschlags/der Initiative

InvestEU-Programm

Verordnung (EU) 2018/xx des Europäischen Parlaments und des Rates über das InvestEU-Programm

1.2. Betroffener Politikbereich (Programmcluster)

Strategische Investitionen in Europa

1.3. Der Vorschlag/die Initiative bezieht sich auf:

☐ eine neue Maßnahme

☐ eine neue Maßnahme im Anschluss an ein Pilotprojekt/eine vorbereitende Maßnahme³⁰

☐ Der Ausbau einer vorhandenen Maßnahme

☒ eine Verschmelzung oder Umleitung einer oder mehrerer Maßnahmen auf eine andere / eine neue Maßnahme

1.4. Begründung des Vorschlags/der Initiative

1.4.1. Kurz- oder langfristig zu deckender Bedarf, einschließlich eines detaillierten Zeitplans für die Umsetzung der Initiative

Die langfristigen Ziele der EU in Bezug auf Nachhaltigkeit, Wettbewerbsfähigkeit und integratives Wachstum erfordern beträchtliche Investitionen in verschiedenen Sektoren wie neue Mobilitätsmodelle, erneuerbare Energien, Energieeffizienz, Forschung und Innovation, Digitalisierung, Bildung und Qualifikation, Sozialwirtschaft und Infrastruktur, Kreislaufwirtschaft, Naturkapital, Klimaschutz oder Gründung und Entwicklung kleiner und mittlerer Unternehmen. Eine Haushaltsgarantie, die den Durchführungspartnern Risikotragfähigkeit bietet, damit sie Investitionen in der Union auf dem Erfolg des EFSI und den Finanzinstrumenten aufbauend finanzieren können, ermöglicht es, die Investitionsförderung ab 2021 reibungslos fortzusetzen.

1.4.2. Mehrwert der Beteiligung der Union (er kann sich aus verschiedenen Faktoren ergeben, z.B. Koordinierungsgewinne, Rechtssicherheit, größere Effizienz oder Komplementarität). Im Sinne dieses Punktes ist der "Mehrwert der Beteiligung der Union" der Wert, der sich aus den Maßnahmen der Union ergibt und der zusätzlich zu dem Wert ist, der sonst von den Mitgliedstaaten allein geschaffen worden wäre.

Gründe für Maßnahmen auf europäischer Ebene (ex-ante):

Zwar ist in der EU eine Erholung der Investitionen im Verhältnis zum BIP zu beobachten, sie reicht jedoch nicht aus, um die jahrelangen unzureichenden Investitionen zu kompensieren und den strukturellen Investitionsbedarf der Union vor dem technologischen Wandel und der globalen Wettbewerbsfähigkeit zu decken, einschließlich Innovation, Qualifikation, Infrastruktur, KMU und der Notwendigkeit,

³⁰

Im Sinne des Artikels 58 Absatz 2 Buchstabe a oder b der Haushaltsordnung.

wichtige gesellschaftliche Herausforderungen wie Nachhaltigkeit oder Bevölkerungsalterung anzugehen. Die Mitgliedstaaten können diese Investitionslücken allein nicht überbrücken. Weitere Unterstützung ist erforderlich, um Marktversagen und suboptimale Investitionssituationen anzugehen und die Investitionslücke in bestimmten Sektoren zu verringern, um die politischen Ziele der Union zu erreichen. Die Verwendung einer Haushaltsgarantie, mit Hebelwirkung und näher am Markt, ergänzt die Zuschüsse im Haushaltsinstrumentarium der Union wirksam. Interventionen auf Unionsebene ermöglichen Skaleneffekte bei der Nutzung innovativer Finanzprodukte, indem sie private Investitionen in der gesamten Union fördern und die europäischen Institutionen und ihr Expertenwissen zu diesem Zweck optimal nutzen. Die Maßnahmen der Union sichern auch den Zugang zu einem diversifizierten Portfolio der Investitionsvorhaben in der Union und ermöglichen die Entwicklung innovativer Finanzierungslösungen, die in allen Mitgliedstaaten ausgeweitet oder nachgebildet werden können. Der Multiplikatoreffekt und die Auswirkungen vor Ort sind also viel höher als das, was durch eine Initiative in einem einzigen Mitgliedstaat erreicht werden könnte, insbesondere bei groß angelegten Investitionsprogrammen.

Erwartete Wertschöpfung der Union (ex-post)

Die Initiative sollte den Durchführungspartnern ermöglichen, Finanzierungs- und Investitionsmaßnahmen in bestimmten Bereichen der strategischen Ziele der Union durchzuführen. Ein Multiplikatoreffekt sollte durch die Bereitstellung einer EU-Garantie und durch Anziehung privater und öffentlicher Investitionen erzielt werden.

Die Initiative soll dazu beitragen, bis zum Ende des mehrjährigen Finanzrahmens Mittel für Projekte in Höhe von bis zu 650 Mrd. EUR zu mobilisieren. Dies sollte dazu beitragen, Marktversagen Rechnung zu tragen und Unternehmen, die andernfalls keine angemessene Finanzierung gefunden hätten, Zugang zu Finanzmitteln zu verschaffen und dadurch die Gesamtinvestitionen in der Union und damit Wachstum und Beschäftigung zu erhöhen.

1.4.3. Aus früheren ähnlichen Maßnahmen gewonnene Erkenntnisse

Der EFSI hat sich als relevant erwiesen, um nach der Wirtschaftskrise Lücken im Investmentmarkt und suboptimale Anlagesituationen zu anzugehen. Da die Lücken im Investitionsmarkt weiterhin bestehen, ist eine stärker politikorientierte Investitionsförderung erforderlich, um spezifische suboptimale Investitionssituationen anzuvisieren.

Die Haushaltsgarantie im Rahmen des EFSI hat gezeigt, dass sie die Wirkung der begrenzten Haushaltsmittel effizient erhöht.

Bei EFSI-Unterstützung und zentral verwalteten Finanzinstrumenten, sowie mehreren zentral verwalteten Finanzinstrumenten wurde festgestellt, dass diese sich in einer Reihe von Bereichen überschneiden. Die Integration aller künftigen Investitionsprogramme der Union in einem einzigen Fonds zielt auf Vereinfachung, größere Flexibilität und Beseitigung möglicher Überschneidungen zwischen ähnlichen EU-Investitionsförderungsinstrumenten ab.

Beratungsdienste und technische Hilfe sind dringend erforderlich, um die Kapazität der Mitgliedstaaten und Projektträger zu verbessern, Investitionsvorhaben ins Leben zu rufen, zu entwickeln und durchzuführen. Für den Zeitraum 2021-2027 wird

vorgeschlagen, zentral verwaltete Initiativen für technische Beratung zur Unterstützung von Investitionsprojekten im Rahmen der InvestEU zu integrieren.

1.4.4. *Vereinbarkeit und mögliche Synergieeffekte mit anderen Finanzierungsinstrumenten*

Der InvestEU-Fonds umfasst die rückzahlbare Unterstützung von Finanzierungs- und Investitionsvorhaben der Union durch die Bereitstellung der Risikotragfähigkeit über eine Haushaltsgarantie für die Durchführungspartner in wichtigen internen Politikbereichen. Die gesamte Unterstützung erfolgt somit im Rahmen eines einzigen Instruments, um die Hebelwirkung zu erhöhen, die Bereitstellung zu verringern, mögliche Überschneidungen zu vermeiden und die Sichtbarkeit des Handelns der Union zu erhöhen. Kombinationen mit Zuschussfinanzierung (Blending) sind gegebenenfalls möglich, um Synergien zu schaffen, z.B. in den Bereichen Verkehr, Forschung und Digitalisierung.

Eine Komponente eines Mitgliedstaates wird es den Mitgliedstaaten ermöglichen, die im Rahmen der Kohäsionsfonds verfügbaren Mittel auf attraktive und vereinfachte Weise zu nutzen.

1.5. **Laufzeit der Maßnahme und Dauer ihrer finanziellen Auswirkungen**

X begrenzte Dauer

- X in Kraft vom 1.1.2021 bis 31.12.2027
- X Finanzielle Auswirkungen von 2021 bis 2027 bei den Verpflichtungsermächtigungen und von 2021 bis 2030 bei den Zahlungsermächtigungen für die Bereitstellung der EU-Garantie

☐ **unbegrenzte Dauer**

- Durchführung mit Anlaufphase von JJJJ bis JJJJ,
- anschließend reguläre Umsetzung.

1.6. **Vorgeschlagene Methode(n) der Mittelverwaltung³¹**

X Direkte Verwaltung durch die Kommission

- X durch ihre Dienststellen, einschließlich ihres Personals in den Delegationen der Union;
- ☐ durch Exekutivagenturen

☐ **Geteilte Verwaltung** mit Mitgliedstaaten

X Indirekte Verwaltung durch Übertragung von Haushaltsvollzugsaufgaben an:

- ☐ Drittländer oder die von ihnen benannten Einrichtungen;
- X internationale Organisationen und ihre Agenturen (möglicherweise, *unter anderem*, die Europäische Bank für Wiederaufbau und Entwicklung; Entwicklungsbank des Europarates; Weltbank);
- X die Europäische Investitionsbank;

³¹ Erläuterungen zu den Methoden der Mittelverwaltung und Verweise auf die Haushaltsordnung enthält die Website BudgWeb (in französischer und englischer Sprache):
<https://myintracomm.ec.europa.eu/budgweb/EN/man/budgmanag/Pages/budgmanag.aspx>

- ☐ Einrichtungen im Sinne der Artikel 70 und 71 der Haushaltsordnung;
- ☒ öffentlich-rechtliche Körperschaften;
- ☒ privatrechtliche Einrichtungen, die im öffentlichen Auftrag tätig werden, sofern sie ausreichende Finanzsicherheiten bieten;
- ☒ privatrechtliche Einrichtungen eines Mitgliedstaats, die mit der Einrichtung einer öffentlich-privaten Partnerschaft betraut werden und die ausreichende Finanzsicherheiten bieten;
- ☐ Personen, die mit der Durchführung bestimmter Maßnahmen im Bereich der GASP im Rahmen des Titels V EUV betraut und in dem maßgeblichen Basisrechtsakt benannt sind.

Bemerkungen

Die Durchführungspartner werden von der Europäischen Kommission auf der Grundlage der im Legislativvorschlag festgelegten Kriterien ausgewählt. Sie können alle oder einen Teil davon umfassen.

Die direkte Verwaltung kann einen Teil der Umsetzung der InvestEU-Beratungsplattform und des InvestEU-Portals betreffen.

2. VERWALTUNGSMASSNAHMEN

2.1. Monitoring und Berichterstattung

Die Durchführungspartner erstatten der Kommission gemäß der [Haushaltsordnung] regelmäßig Bericht. Zur Überwachung wenden sie ihre Regeln und Verfahren an, die gemäß [Artikel 154] der [Haushaltsordnung] bewertet wurden, um die darin festgelegten Anforderungen zu erfüllen.

Die Kommission wird die Leistung in jedem Politikbereich überwachen.

2.2. Verwaltungs- und Kontrollsystem(e)

2.2.1. *Begründung des/der Methoden der Mittelverwaltung(en), des/der Durchführungsmechanismus(-mechanismen) für die Finanzierung, der Zahlungsmodalitäten und der vorgeschlagenen Kontrollstrategie*

Die EU-Garantie im Rahmen des InvestEU-Fonds kann nur bei der indirekten Verwaltung über Durchführungspartner gewährt werden, die im Regelfall auch zur Unterstützung der Endbegünstigten beitragen. Die Durchführungspartner sind internationale Finanzinstitute, nationale Förderbanken und -institutionen sowie andere Finanzinstitute, welche Einrichtungen der Union sind und unter Aufsicht des Bankensektors stehen. Von der EU-Garantie unterstützte Maßnahmen bleiben von den Leitungsgremien der Durchführungspartner genehmigt, die ihre Sorgfaltspflicht und ihren Kontrollrahmen auf diese Maßnahmen anwenden müssen. Die Durchführungspartner legen der Kommission geprüfte Jahresabschlüsse vor.

2.2.2. *Informationen über identifizierte Risiken und das (die) zur deren Linderung eingerichtete(n) interne(n) Kontrollsystem(e).*

Das Risiko für den Haushalt der Union ist mit der Haushaltsgarantie verbunden, welche die Union den Durchführungspartnern für ihre Finanzierungs- und Investitionsmaßnahmen gewährt. Die EU-Garantie stellt eine unwiderrufliche

Erstgarantie auf Portfoliobasis für die Vorhaben dar. Der Haushalt der Union und der Durchführungspartner teilen sich die risikobezogene Vergütung aus den Vorhaben auf der Grundlage ihres jeweiligen Anteils an der Risikoübernahme.

Die EU-Garantie ist auf 38 000 000 000 EUR begrenzt.

Der Haushaltsplan ("p.m."), der die Budgetgarantie für den Durchführungspartner widerspiegelt, würde nur im Falle einer effektiven Inanspruchnahme der Garantie aktiviert, die nicht vollständig durch die Rückstellung gedeckt werden kann (Finanzierung mit mindestens 15 200 000 EUR schrittweise bis Ende 2030). Die Rückstellungsquote von 40 % basiert auf den bisherigen Erfahrungen mit dem EFSI und den Finanzinstrumenten.

Die Eventualverbindlichkeit in Bezug auf die Mitgliedstaaten-Komponente wird von jedem betroffenen Mitgliedstaat durch eine Rückgarantie abgedeckt.

Die Finanzierungs- und Investitionsmaßnahmen im Rahmen der InvestEU erfolgen nach den üblichen Geschäftsordnungen der Durchführungspartner und solider Bankengrundsätze. Die ausgewählten Durchführungspartner und die Kommission schließen eine Garantievereinbarung ab, in der die detaillierten Bestimmungen und Verfahren für die Umsetzung des InvestEU-Fonds festgelegt sind.

Da der Durchführungspartner in der Regel einen Teil des Risikos trägt, sind die Interessen der Union und des Durchführungspartners entsprechend aufeinander abgestimmt, was das Risiko für den Haushalt mindert. Sie sind auch Finanzinstitute mit geeigneten Regeln und Verfahren, die gemäß der [Haushaltsordnung] durch die Säulenbewertung kontrolliert werden.

Es wird eine spezielle Führungsstruktur eingerichtet, um die relevanten finanziellen Risiken der Operationen zu bewerten (Projektteam) oder die Inanspruchnahme der EU-Garantie zu gewähren (Investitionsausschuss).

Die Kommission erhält von den Durchführungspartnern jährlich geprüfte Jahresabschlüsse über die Maßnahmen.

2.2.3. *Schätzung und Begründung der Kostenwirksamkeit der Kontrollen (Verhältnis "Kontrollkosten ÷ Wert der verwalteten Mittel") und Bewertung des erwarteten Fehlerrisikos (bei Zahlung & Abschluss)*

NA

Die EU garantiert, dass die Maßnahmen von den beauftragten Stellen im Rahmen ihrer Vorschriften und Verfahren, einschließlich ihres internen Kontrollrahmens durchgeführt werden. Kosten für den EU-Haushalt würden nur im Zusammenhang mit besonderen Anforderungen der EU an den internen Kontrollrahmen der beauftragten Stellen entstehen, die noch nicht quantifiziert werden können.

2.3. **Prävention von Betrug und Unregelmäßigkeiten**

Spezifizieren Sie bestehende oder geplante Präventions- und Schutzmaßnahmen, z.B. aus der Betrugsbekämpfungsstrategie.

Die ausgewählten Durchführungspartner werden der in [Artikel 154] der [Haushaltsordnung] vorgesehenen Säulenbewertung unterzogen, die eine solide Qualität der internen Kontrolle und der unabhängigen externen Auditsysteme gewährleistet. Darüber hinaus müssen sie die Anforderungen von [Titel X] der

[Haushaltsordnung] erfüllen. Als Finanzinstitute verfügen die Durchführungspartner über einen internen Kontrollrahmen. Da der InvestEU-Fonds aus rückzahlbarer Unterstützung besteht, wird auf die Sorgfaltspflichten, sowie die Überwachung und Kontrolle durch die Durchführungspartner zurückgegriffen, es sei denn, es werden darin Schwachstellen festgestellt. Darüber hinaus sieht Artikel 24 der vorgeschlagenen Verordnung vor, dass Prüfungen der Verwendung der Finanzmittel der Union durch Personen oder Einrichtungen, auch durch andere als die von den Organen oder Einrichtungen der Union beauftragt wurden, die Grundlage für die Gesamtversicherung gemäß [Artikel 127] der Haushaltsordnung bilden.

3. GESCHÄTZTE FINANZIELLE AUSWIRKUNGEN DES VORSCHLAGS/DER INITIATIVE

3.1. Rubrik des mehrjährigen Finanzrahmens und Ausgabenlinie(n)

Rubrik des mehrjährigen Finanzrahmens	Haushaltslinie	Art der Ausgaben	Finanzierungsbeiträge			
		GM/NGM ³²	von EFTA-Ländern ³³	von Kandidatenländern ³⁴	von Drittländern	nach Artikel 21 Absatz 2 Buchstabe b der Haushaltsordnung
1	02.02.01 InvestEU-Garantie	GM	J	J	J	N
	02.02.02 Dotierung der InvestEU-Garantie	GM	J	J	J	N
	02.02.03 InvestEU-Beratungsplattform, InvestEU-Portal und begleitende Maßnahmen	GM	J	J	J	N
	02.01 InvestEU administrative Unterstützung	NGM	J	J	J	N

³² GM = Getrennte Mittel/NGM = Nichtgetrennte Mittel.

³³ EFTA: Europäische Freihandelsassoziation.

³⁴ Kandidatenländer und gegebenenfalls potenzielle Kandidatenländer des Westbalkans.

3.2. Geschätzte Auswirkungen auf die Ausgaben

3.2.1. Übersicht³⁵

in Mio. EUR (auf 3 Dezimalstellen)

Rubrik des mehrjährigen Finanzrahmens Rahmen	1	"Binnenmarkt, Innovation & Digitalisierung"

		2021	2022	2023	2024	2025	2026	2027	Nach 2027	INSGE- SAMT
02.02.01 InvestEU-Garantie	Verpflichtungen	pm	pm	pm	pm	pm	pm	pm		pm
	Zahlungen									
02.02.02 Dotierung der InvestEU-Garantie	Verpflichtungen	1906,742	1945,387	1984,325	2026,571	2071,143	2114,056	2151,776		14 200,000
	Zahlungen	1402,505	1574,122	1673,829	1805,244	1921,368	1994,694	2040,875	1787,362	14 200,000
02.02.03 InvestEU-Beratungsplattform, InvestEU-Portal und begleitende Maßnahmen ³⁶	Verpflichtungen	72,658	73,658	76,158	76,158	73,658	73,658	73,158		519,106
	Zahlungen	30,058	58,458	74,658	76,658	76,158	73,658	72,658	56,800	519,106
02.01 InvestEU administrative Unterstützung	Verpflichtungen = Zahlungen	0,842	0,842	0,842	0,842	0,842	0,842	0,842		5,894
Mittel INSGESAMT-für den Finanzrahmen des	Verpflichtungen	1980,242	2019,887	2061,325	2103,571	2145,643	2188,556	2225,776		14 725,000

³⁵ Aufgrund von Rundungen stimmen Summen möglicherweise nicht überein.

³⁶ Technische und/oder administrative Unterstützung und Ausgaben zur Unterstützung der Umsetzung von Programmen bzw. Maßnahmen der EU (vormalige BA-Linien), indirekte Forschung, direkte Forschung.

Programms	Zahlungen	1433,405	1633,422	1749,329	1882,744	1998,368	2069,194	2114,375	1844,162	14 725,000

Rubrik des mehrjährigen Finanzrahmens Rahmen	7	'Verwaltungsausgaben'

in Mio. EUR (auf 3 Dezimalstellen)

		2021	2022	2023	2024	2025	2026	2027	<i>Nach 2027</i>	INSGE- SAMT
Personalausgaben		3,432	3,432	3,432	3,432	3,432	3,432	3,432		24,024
Sonstige Verwaltungsausgaben		2,150	2,150	2,150	2,150	2,150	2,150	2,150		15,050
Mittel INSGESAMT unter der Rubrik 7 des mehrjährigen Finanzrahmens	(Verpflichtungen insges. = Zahlungen insges.)	5,582	5,582	5,582	5,582	5,582	5,582	5,582		39,074

in Mio. EUR (auf 3 Dezimalstellen)

		2021	2022	2023	2024	2025	2026	2027	<i>Nach 2027</i>	INSGESAMT
Mittel INSGESAMT alle RUBRIKEN des mehrjährigen Finanzrahmens	Verpflichtungen	1985,824	2025,469	2066,907	2109,153	2151,225	2194,138	2231,358		14 764,074
	Zahlungen	1438,987	1639,004	1754,911	1888,326	2003,950	2074,776	2119,957	1844,162	14 764,074

3.2.2. Zusammenfassung der geschätzten Auswirkungen auf die Mittel administrativer Art

- ☐ Der Vorschlag/ die Initiative erfordert nicht die Verwendung von Mitteln administrativer Art
- ☒ Der Vorschlag / die Initiative erfordert die Verwendung von Mitteln administrativer Art, wie nachstehend erläutert:

in Mio. EUR (auf 3 Dezimalstellen)

Jahre	2021	2022	2023	2024	2025	2026	2027	INSGESAMT

RUBRIK 7 des mehrjährigen Finanzrahmens								
Personalausgaben	3,432	3,432	3,432	3,432	3,432	3,432	3,432	24,024
Sonstige Verwaltungs- ausgaben	1,900	1,900	1,900	1,900	1,900	1,900	1,900	13,300
Zwischensumme RUBRIK 7 des mehrjährigen Finanzrahmens	5,332	5,332	5,332	5,332	5,332	5,332	5,332	37,324

Außerhalb der RUBRIK 7³⁷ des mehrjährigen Finanzrahmens								
Personalausgaben								
Sonstige Ausgaben administrativer Art	0,842	0,842	0,842	0,842	0,842	0,842	0,842	5,894
Zwischensumme außerhalb der RUBRIK 7 des mehrjährigen Finanzrahmens								

INSGESAMT	6,174	6,174	6,174	6,174	6,174	6,174	6,174	43,218

Der Mittelbedarf für Personal- und sonstige Verwaltungsausgaben wird durch die Verwaltung der Maßnahme zugeordnete Mittel der GD oder GD-interne Personalumsetzung gedeckt. Hinzu kommen etwaige zusätzliche Mittel, die der für die Verwaltung der Maßnahme zuständigen GD nach Maßgabe der verfügbaren Mittel im Rahmen der jährlichen Mittelzuweisung zugeteilt werden.

3.2.2.1. Geschätzter Personalbedarf

- ☐ Für den Vorschlag/die Initiative wird kein Personal benötigt.

³⁷

Technische und/oder administrative Unterstützung und Ausgaben zur Unterstützung der Umsetzung von Programmen bzw. Maßnahmen der EU (vormalige BA-Linien), indirekte Forschung, direkte Forschung.

– X Für den Vorschlag/die Initiative wird das folgende Personal benötigt:

Schätzung in Vollzeitäquivalenten

Jahre	2021	2022	2023	2024	2025	2026	2027
• Im Stellenplan vorgesehene Planstellen (Beamte und Bedienstete auf Zeit)							
Sitz und in den Vertretungen der Kommission	24	24	24	24	24	24	24
Delegationen							
Forschung							
• Externes Personal (in Vollzeitäquivalenten: VZÄ) - VB, ÖB, ANS, LAK und JSD ³⁸							
RUBRIK 7							
Finanziert aus RUBRIK 7 des mehrjährigen Finanzrahmens	- am Sitz						
	- in den Delegationen						
Finanziert aus dem Finanzrahmen des Programms ³⁹	- am Sitz						
	- in den Delegationen						
Forschung							
Sonstige: entsandte und von den Durchführungspartnern voll bezahlte Experten							
INSGESAMT	24	24	24	24	24	24	24

Der Personalbedarf wird durch die Verwaltung des der Maßnahme zugeordneten Personals der GD oder GD-interne Personalumsetzung gedeckt. Hinzu kommen etwaige zusätzliche Mittel, die der für die Verwaltung der Maßnahme zuständigen GD nach Maßgabe der verfügbaren Mittel im Rahmen der jährlichen Mittelzuweisung zugeteilt werden.

Beschreibung der auszuführenden Aufgaben:

Beamte und Zeitbedienstete	Risikomanager (4), um das Risikoprofil der Maßnahmen-Portfolios zu bewerten und kontinuierlich zu überwachen, sowie sicherzustellen, dass die Risikovorsorge den zugrunde liegenden Risiken entspricht. Personal (20) für das Sekretariat des InvestEU-Fonds. Das Sekretariat kümmert sich um Folgendes - Empfang der Vorschläge der Durchführungspartner; - Verteilung der Vorschläge an das Projektteam und an den Investitionsausschuss zur Beurteilung; - Kontaktpflege mit den Durchführungspartnern; - Kontaktpflege mit dem Beirat und dem Investitionsausschuss; - Vorbereitung der Treffen zwischen den Generaldirektionen der Kommission, die an der Umsetzung der InvestEU beteiligt sind, und interne Koordinierung der Ausarbeitung von Investitionsleitlinien, der Gestaltung von Finanzprodukten und anderen horizontalen Themen; - Unterstützung der Risikomanager bei der Vorbereitung der Risikoprofilüberwachung; - die Vorbereitung und Verhandlung der Garantievereinbarungen mit den Durchführungspartnern; - Überwachung der Umsetzung;

³⁸ VB = Vertragsbedienstete, ÖB = Örtliche Bedienstete, ANS = Abgeordnete nationale Sachverständige, LAK = Leiharbeitskräfte, JSD = junge Sachverständige in Delegationen.

³⁹ Teilobergrenze für aus operativen Mitteln finanziertes externes Personal (vormalige BA-Linien).

	- Vorbereitung der Berichte; - Verwaltung der InvestEU-Beratungsplattform
Externes Personal	

3.2.3. Finanzierungsbeteiligung Dritter

Der Vorschlag / die Initiative:

- ☐ Der Vorschlag/Die Initiative sieht keine Kofinanzierung durch Dritte vor
- ☒ sieht die nachstehend geschätzte Kofinanzierung durch Dritte vor:

Mittel in Mio. EUR (3 Dezimalstellen)

Jahre	2021	2022	2023	2024	2025	2026	2027	INSGESAMT
Drittstaaten	pm	pm	pm	pm	pm	pm	pm	pm
Kofinanzierung INSGESAMT	pm	pm	pm	pm	pm	pm	pm	pm

3.3. Geschätzte Auswirkungen auf die Einnahmen

- ☐ Der Vorschlag/Die Initiative wirkt sich auf die Einnahmen nicht aus.
- ☒ Der Vorschlag/Die Initiative wirkt sich auf die Einnahmen aus, und zwar:
 - ☐ auf die Eigenmittel
 - ☒ auf sonstige Einnahmen

Bitte geben Sie an, ob die Einnahmen den Ausgabenzeilen X zugeordnet sind

in Mio. EUR (auf 3 Dezimalstellen)

Einnahmenlinie:	Auswirkungen des Vorschlags/der Initiative ⁴⁰						
	2021	2022	2023	2024	2025	2026	2027
6 4 1 (Beiträge von Finanzierungsinstrumenten — Zweckgebundene Einnahmen)	250,000	100,000	100,000	250,000	100,000	100,000	100,000
INSGESAMT	250,000	100,000	100,000	250,000	100,000	100,000	100,000

Gemäß Artikel 28 Absatz 1 des Vorschlags werden die Einnahmen, Rückzahlungen und Wiedereinzahlungen der folgenden Haushaltslinie zugewiesen:

02.02.02 Bereitstellung des InvestEU-Fonds + 02.02.03

Sonstige Bemerkungen (z.B. Methode/Formel zur Berechnung der Auswirkungen auf die Einnahmen oder andere Informationen).

Die zugewiesenen Einnahmen aus InvestEU werden zunächst zur Deckung der Gebühren verwendet.

⁴⁰

Bei den traditionellen Eigenmitteln (Zölle, Zuckerabgaben) sind die erwähnten Beträge netto, d. h. abzüglich 20 % für Erhebungskosten, anzugeben.

Brüssel, den 30. Mai 2018
(OR. en)

Interinstitutionelle Dossiers:
2018/0199 (COD)
2018/0197 (COD)
2018/0198 (COD)

9558/18
ADD 1

IA 154
FSTR 26
REGIO 34
FC 27
CADREFIN 54
RELEX 485
CODEC 907

ÜBERMITTLUNGSVERMERK

Absender:	Herr Jordi AYET PUIGARNAU, Direktor, im Auftrag des Generalsekretärs der Europäischen Kommission
Eingangsdatum:	30. Mai 2018
Empfänger:	Herr Jeppe TRANHOLM-MIKKELSEN, Generalsekretär des Rates der Europäischen Union
Nr. Komm.dok.:	SWD(2018) 283 final
Betr.:	ARBEITSUNTERLAGE DER KOMMISSIONSDIENSTSTELLEN ZUSAMMENFASSUNG DER FOLGENABSCHÄTZUNG Begleitunterlage zu den Vorschlägen für eine VERORDNUNG DES EUROPÄISCHEN PARLAMENTS UND DES RATES über den Europäischen Fonds für regionale Entwicklung und den Kohäsionsfonds über einen Mechanismus zur Überwindung rechtlicher und administrativer Hindernisse in einem grenzübergreifenden Kontext über besondere Bestimmungen für das aus dem Europäischen Fonds für regionale Entwicklung sowie aus Finanzierungsinstrumenten für das auswärtige Handeln unterstützte Ziel "Europäische territoriale Zusammenarbeit" (Interreg)

Die Delegationen erhalten in der Anlage das Dokument SWD(2018) 283 final.

Anl.: SWD(2018) 283 final

Straßburg, den 29.5.2018
SWD(2018) 283 final

ARBEITSUNTERLAGE DER KOMMISSIONSDIENSTSTELLEN

ZUSAMMENFASSUNG DER FOLGENABSCHÄTZUNG

Begleitunterlage zu

den Vorschlägen für eine

VERORDNUNG DES EUROPÄISCHEN PARLAMENTS UND DES RATES

über den Europäischen Fonds für regionale Entwicklung und den Kohäsionsfonds

**über einen Mechanismus zur Überwindung rechtlicher und administrativer Hindernisse
in einem grenzübergreifenden Kontext**

**über besondere Bestimmungen für das aus dem Europäischen Fonds für regionale
Entwicklung sowie aus Finanzierungsinstrumenten für das auswärtige Handeln
unterstützte Ziel “Europäische territoriale Zusammenarbeit” (Interreg)**

{COM(2018) 372 final} - {SEC(2018) 268 final} - {SWD(2018) 282 final}

Zusammenfassung der Folgenabschätzung

1. INTERVENTIONSBEREICH UND AUFTRAG

Der Auftrag des Europäischen Fonds für regionale Entwicklung (EFRE) und des Kohäsionsfonds (KF) – der wirtschaftliche, soziale und territoriale Zusammenhalt – ist in den Verträgen festgelegt. Dieser Auftrag beinhaltet die Verringerung der regionalen und nationalen Unterschiede in vielfältigen Bereichen: Innovation, Wettbewerbsfähigkeit, Arbeitsplätze, Umwelt, Verkehr, Bildung, Gesundheitsinfrastruktur und nachhaltige Stadtentwicklung.

Die grenzübergreifende Zusammenarbeit im Rahmen der Europäischen territorialen Zusammenarbeit (im Folgenden „ETZ“ oder „Interreg“) und die Europäische grenzübergreifende Verpflichtung (im Folgenden „Verpflichtung“) stellen bereichsübergreifende Prioritäten dar.

Im Hinblick auf die Kohärenz mit anderen Bereichen der EU-Politik mit geteilter Mittelverwaltung werden die Regelungen für die Gestaltung und den Einsatz des EFRE und des Kohäsionsfonds soweit wie möglich in der Verordnung mit gemeinsamen Bestimmungen (im Folgenden „Dachverordnung“) festgelegt. In dieser Verordnung werden gemeinsame Bestimmungen für folgende sieben Fonds mit geteilter Mittelverwaltung auf EU-Ebene festgelegt:

- KF: Kohäsionsfonds
- EMFF: Europäischer Meeres- und Fischereifonds
- EFRE: Europäischer Fonds für regionale Entwicklung
- ESF+: Europäischer Sozialfonds+
- AMIF: Asyl- und Migrationsfonds
- ISF: Fonds für die innere Sicherheit
- BMI: Instrument für Grenzmanagement

2. ERKENNTNISSE AUS FRÜHEREN PROGRAMMEN

In Bezug auf **Strategie, Prioritäten und Wirkung der Politik** wurde bei der Ex-post-Evaluierung unterschieden zwischen

- hohem Mehrwert und großer Wirkung: Unterstützung von KMU, von Strategien für intelligente Spezialisierung und für den Aufstieg der Regionen in der Wertschöpfungskette, einer CO₂-armen Wirtschaft, der nachhaltigen Stadtentwicklung und der regionalen Zusammenarbeit;
- geringerer Wirkung, wie die Unterstützung von Großunternehmen und Flughafeninvestitionen (außer in den Gebieten in äußerster Randlage).

Vereinfachung: Gebot der Verringerung des Verwaltungsaufwands: Die Ex-post-Evaluierung des EFRE und des Kohäsionsfonds hat ergeben, dass die Verwaltungs-, Kontroll- und Prüfsysteme zu komplex waren. Dies führte zu Unsicherheiten bei der Verwaltung und zu Verzögerungen beim Einsatz. Die Komplexität war insbesondere in den Ländern der EU-15 problematisch, deren Mittelausstattung niedriger war und wo Verhältnismäßigkeit gefragt war.

Gebot der Flexibilität, um auf neue Bedürfnisse reagieren zu können: Die Ex-post-Evaluierung des EFRE und des Kohäsionsfonds hat ergeben, dass die Anpassung der

Programme während der Wirtschaftskrise eine der Erfolgsgeschichten des Zeitraums 2007-2013 war, auf der aufgebaut werden sollte.

Potenzial von Finanzierungsinstrumenten (FI): Die Ex-post-Evaluierung des EFRE und des Kohäsionsfonds hat ergeben, dass die FI in einigen Politikbereichen effizienter zur Finanzierung von Investitionen in Anspruch genommen werden könnten. Es kommt jedoch zu Verzögerungen bei ihrem Einsatz, und sie in größerem Umfang einzusetzen ist nicht einfach.

Die Kommission hat vom 10. Januar bis zum 9. März 2018 eine öffentliche Konsultation zu "EU-Fonds im Bereich der Kohäsionspolitik" durchgeführt. Die wichtigste Schlussfolgerung ist das Gebot der Vereinfachung: Den Interessenträgern zufolge stellten die komplexen Verfahren das bei Weitem größte Erfolgshindernis dar, gefolgt von schwerfälligen Prüf- und Kontrollanforderungen, fehlender Flexibilität, Schwierigkeiten mit der Sicherstellung der finanziellen Nachhaltigkeit und Zahlungsverzögerungen.

Darüber hinaus sprachen sich die Konsultationsteilnehmer für Folgendes aus:

- eine Kohäsionspolitik für alle Regionen (deren Schwerpunkt jedoch nach wie vor auf den weniger entwickelten Regionen liegen sollte)
- politische Innovation, wie Strategien für intelligente Spezialisierung und allgemein intelligente Investitionen
- Fortsetzung und Ausbau der thematischen Konzentration
- Fokus auf lokalen Herausforderungen (insbesondere der Stadtentwicklung)
- interregionale – grenzübergreifende sowie europaweite – Zusammenarbeit.

3. POLITIKOPTIONEN

Die Optionen zeigen Alternativen dafür auf, wie die Haushaltskürzungen bewältigt werden können:

- Option 1: generelle Kürzungen
- Option 2: Verringerung des Beitrags für die stärker entwickelten Regionen
- Option 3: Beibehaltung der Unterstützung in Schlüsselbereichen (thematische Konzentration) und Verringerung in anderen Bereichen

Option 3 ist aus folgenden Gründen die bevorzugte Option:

- Beibehaltung der Ausrichtung auf die Themen mit dem höchsten EU-Mehrwert, in denen der Evaluierung zufolge die Maßnahmen die größte Wirkung hatten.
- Viele der größten Herausforderungen (Globalisierung und wirtschaftlicher Wandel, Umstellung auf eine CO₂-arme Wirtschaft und eine Kreislaufwirtschaft, Umweltprobleme, Migration und städtische Armutsgebiete) betreffen immer mehr und auch stärker entwickelte Regionen in der gesamten EU. EU-Investitionen sind sowohl notwendig als auch ein Ausdruck der Solidarität.
- Erhaltung einer kritischen Masse – die Pro-Kopf-Investitionen in den stärker entwickelten Regionen sind bereits gering.
- Eine große Mehrheit der Interessenträger hat sich in der öffentlichen Konsultation dafür ausgesprochen, dass der EFRE in allen Regionen tätig ist. Das sorgt auch für eine bessere Sichtbarkeit der kohäsionspolitischen Mittel in allen Mitgliedstaaten.

4. VORRANGIGE ZIELE, THEMATISCHE KONZENTRATION

Die elf im Zeitraum 2014-2020 verwendeten thematischen Ziele wurden in der vorliegenden Verordnung auf fünf klare politische Ziele reduziert:

1. ein intelligenteres Europa – innovativer und intelligenter wirtschaftlicher Wandel
2. ein grüneres, CO₂-armes Europa
3. ein stärker vernetztes Europa – Mobilität und regionale IKT-Konnektivität
4. ein sozialeres Europa, in dem die europäische Säule sozialer Rechte umgesetzt wird
5. ein bürgernäheres Europa – nachhaltige und integrierte Entwicklung von städtischen, ländlichen und Küstengebieten durch lokale Initiativen

Diese Vereinfachung ermöglicht Synergien und Flexibilität zwischen verschiedenen Aktionsbereichen eines Ziels, sodass künstliche Unterscheidungen zwischen Maßnahmen, die zum selben Ziel beitragen, beseitigt werden. Sie bildet zudem die Grundlage für die thematische Konzentration.

Um sicherzustellen, dass trotz der Haushaltskürzungen noch immer eine kritische Masse an Investitionen vorhanden ist, werden in der Verordnung über den EFRE und den Kohäsionsfonds die Anforderungen einer thematischen Konzentration beibehalten. Die meisten Mittel (65 % bis 85 %) werden auf die politischen Ziele konzentriert, die der Evaluierung und der Folgenabschätzung zufolge den höchsten Mehrwert haben dürften und den größten Beitrag zu den EU-Prioritäten leisten:

- PZ 1: „ein intelligenteres Europa durch die Förderung eines innovativen und intelligenten wirtschaftlichen Wandels“
- PZ 2: „ein grüneres, CO₂-armes Europa durch Förderung von sauberen Energien und einer fairen Energiewende, von grünen und blauen Investitionen, der Kreislaufwirtschaft, der Anpassung an den Klimawandel, der Risikoprävention und des Risikomanagements“

Um Flexibilität zu ermöglichen, wird das Kriterium der thematischen Konzentration auf nationaler Ebene angewandt:

Für Länder mit:	mindestens „PZ 1“	%	mindestens % „PZ 2“
BNE < 75 %	35 %		30 %
BNE 75-100 %	45 %		30 %
BNE > 100 %	60 %		PZ 1 + PZ 2 = mindestens 85 %

5. KOHÄRENZ MIT DEN PRIORITÄTEN UND ANDEREN POLITIKBEREICHEN DER EU

Die Ex-ante-Konditionalitäten bestehen weiterhin als „**grundlegende Voraussetzungen**“. Sie sind zahlenmäßig geringer und ganz klar auf Bereiche ausgerichtet, die die größte Auswirkung auf die Wirksamkeit der EFRE- und KF-Unterstützung haben. Darüber hinaus werden sie während des Programmplanungszeitraums überprüft.

Es wird eine stärkere Abstimmung mit dem **Europäischen Semester der wirtschaftspolitischen Koordinierung** geben. In der Programmplanungsphase werden die Mitgliedstaaten relevante länderspezifische Empfehlungen der letzten beiden Jahre (2019 und 2020) ermitteln und in die Programme aufnehmen. Die Kommission und die Mitgliedstaaten

erörtern anschließend die länderspezifischen Empfehlungen im Rahmen des jährlichen politischen Dialogs (und auf den Sitzungen des Überwachungsausschusses).

Die Dachverordnung sorgt für eine bessere Kohärenz und Angleichung der Vorschriften der betroffenen sieben **Fonds mit geteilter Mittelverwaltung**.

Im Hinblick auf die thematische Konzentration auf PZ 1 stellt sich die wichtige Frage der **Kohärenz mit Horizont Europa**. Der Schwerpunkt von „Horizont Europa“ wird auf „europäischer Exzellenz“ (Gewinnung und Nutzung neuer Kenntnisse, Spitzenforschung) liegen; der EFRE wird sich auf „regionale Relevanz“ (bedarfsgerechte Verbreitung von Wissen und Technologie, Einbettung auf lokaler Ebene mittels Innovationsstrategien für intelligente Spezialisierung, Aufbau lokaler Innovationssysteme) konzentrieren.

Die Kohärenz mit der **Fazilität „Connecting Europe“ (CEF)** wird durch erhöhte Synergie und Komplementarität in Bereichen ermöglicht, in denen die Fazilität den Schwerpunkt vor allem auf das „Kernnetz“ legt, während der EFRE und der Kohäsionsfonds auch das „Gesamtnetz“ unterstützen und dabei insbesondere den Zugang zu diesem Netz auf regionaler und lokaler Ebene und Verkehrsverbindungen innerhalb städtischer Gebiete sicherstellen.

6. INTERREG UND EUROPÄISCHE GRENZÜBERGREIFENDE MECHANISMEN

Aufbauend auf dem Erfolg früherer Interreg-Programme schlagen wir die folgende Entwicklung vor:

- **Grenzübergreifende Programme** sollten dazu übergehen, nicht nur primär Mittel zu verwalten und zu verteilen, sondern als Instanzen für den Austausch zu agieren, die grenzübergreifende Tätigkeiten erleichtern und ein Zentrum für strategische Planung darstellen.
- Die Hinzunahme der **Zusammenarbeit außerhalb der EU**. Dies erfolgt in Form 1. eines speziellen Aktionsbereichs für Gebiete in äußerster Randlage, und 2. der Aufnahme der derzeitigen IPA-/ENI-Mittel zur Unterstützung der Erweiterung und der Zusammenarbeit mit Nachbarländern.

Alle vorrangigen Ziele von Interreg bleiben (wo zweckdienlich) bestehen und werden, obwohl sie aus dem EFRE finanziert werden, in einer ETZ-Verordnung erfasst, in der spezielle Regelungen für den Interreg-Kontext festgelegt werden.

In vielen Fällen gehen grenzübergreifende Hindernisse (insbesondere bei Gesundheitsleistungen, Arbeitsrecht, öffentlichem Nahverkehr und Wirtschaftsförderung) auf eine unterschiedliche Verwaltungspraxis und unterschiedliche nationale Rechtsrahmen zurück. Diese administrativen Hindernisse können schwerlich von den Programmen allein überwunden werden, da sie über die Programmstruktur hinausgehende Beschlüsse erfordern.

Die Kommission schlägt vor, Lösungen durch ein **standardisiertes Rechtsinstrument** zu ermöglichen, **das die Anwendung der Vorschriften eines Mitgliedstaats in einem benachbarten Mitgliedstaat erlaubt**. Da diese Maßnahme freiwillig ist und auf Initiative der betroffenen Mitgliedstaaten genutzt werden kann (oder auch nicht), werden Subsidiarität und Verhältnismäßigkeit gewahrt. Darüber hinaus sind damit keine Kosten für den EU-Haushalt verbunden.

Das Instrument bietet zwei Möglichkeiten: eine Europäische grenzübergreifende Verpflichtung („Verpflichtung“) (die eine Abweichung von den normalerweise geltenden Vorschriften ermöglicht) oder eine Europäische grenzübergreifende Erklärung („Erklärung“) (mit der die Unterzeichner zusagen, die nationalen Vorschriften formal zu ändern). Der Mechanismus gilt für gemeinsame Projekte für Infrastrukturmaßnahmen, die Auswirkungen

auf eine grenzübergreifende Region haben, oder Dienstleistungen von allgemeinem wirtschaftlichem Interesse, die in einer bestimmten grenzübergreifenden Region erbracht werden.

7. EINFACHERES FÖRDERSYSTEM

Die Verwaltungskosten im Zusammenhang mit dem EFRE und dem Kohäsionsfonds sind erwiesenermaßen hoch und belaufen sich laut einer neueren Studie¹ beim EFRE auf 3 % und beim Kohäsionsfonds auf 2,2 % der durchschnittlichen Programmkosten. Der Verwaltungsaufwand bei den Empfängern (einschließlich KMU) ist höher.

Die meisten Maßnahmen zur Vereinfachung des EFRE und des Kohäsionsfonds gehen auf die Dachverordnung zurück. Viele können nur schwer finanziell beziffert werden; der Studie zufolge

- könnte die stärkere Nutzung **vereinfachter Kostenoptionen** (oder mit Bedingungen verknüpfter Zahlungen) beim EFRE und beim Kohäsionsfonds die Verwaltungskosten insgesamt beträchtlich verringern – um 20-25 %, wenn diese Möglichkeiten durchgängig angewandt werden;
- würde **ein angemessenerer Ansatz für Kontrollen und Prüfungen** zu deutlich weniger Überprüfungen und zur Verringerung des Prüfaufwands bei Programmen mit geringen Risiken führen. Dadurch könnten die gesamten Verwaltungskosten des EFRE und des Kohäsionsfonds um 2-3 % und die Kosten für die betroffenen Programme deutlich stärker verringert werden.

Weitere Vereinfachungen:

- Die Kombination verschiedener Fonds – sowie von Finanzierungsinstrumenten und Finanzhilfen – ist in einfachen Vorschriften festgelegt.
- Es gibt keine Vorschriften mehr für Einnahmen schaffende Investitionen.
- Es gibt keine Verfahren für Großprojekte (stattdessen werden strategische Projekte vom Überwachungsausschuss verfolgt).
- Die Finanzierung wird weiter vereinfacht, z. B. durch das Exzellenzsiegel.
- Die Finanzierungsinstrumente werden von Anfang an besser in die Programmplanung und Programmumsetzung einbezogen, und die Ex-ante-Bewertung wird entsprechend gestrafft – für die Kombination von Finanzhilfen mit Finanzierungsinstrumenten wird Flexibilität vorgeschlagen.
- Die Förderfähigkeitsregeln wurden präzisiert, und Regeln für Verwaltungskosten und -gebühren wurden vereinfacht, bleiben jedoch weiterhin leistungsabhängig, um eine effiziente Verwaltung zu gewährleisten.

¹ Spatial Foresight & t33, New assessment of administrative costs and burdens in ESI Funds, preliminary results (Neue Bewertung der Verwaltungskosten und des Verwaltungsaufwands bei den ESI-Fonds, vorläufige Ergebnisse).

- Es gibt keine zusätzliche separate Berichterstattung über Finanzierungsinstrumente, da sie in dasselbe Berichterstattungssystem wie alle anderen Finanzierungsformen aufgenommen wurden.



Rat der
Europäischen Union

Brüssel, den 11. Juni 2018
(OR. en)

**Interinstitutionelles Dossier:
2018/0229 (COD)**

9980/18
ADD 2

ECOFIN 604
CADREFIN 92
CODEC 1029
COMPET 441
RECH 283
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VORSCHLAG

Absender:	Herr Jordi AYET PUIGARNAU, Direktor, im Auftrag des Generalsekretärs der Europäischen Kommission
Eingangsdatum:	7. Juni 2018
Empfänger:	Herr Jeppe TRANHOLM-MIKKELSEN, Generalsekretär des Rates der Europäischen Union
Nr. Komm.dok.:	COM(2018) 439 final ANNEX 2
Betr.:	ANHANG des Vorschlags für eine Verordnung des Europäischen Parlaments und des Rates zur Aufstellung des Programms „InvestEU“

Die Delegationen erhalten in der Anlage das Dokument COM(2018) 439 final ANNEX 2.

Anl.: COM(2018) 439 final ANNEX 2



EUROPÄISCHE
KOMMISSION

Brüssel, den 6.6.2018
COM(2018) 439 final

ANNEX 2

ANHANG

des

Vorschlags für eine Verordnung des Europäischen Parlaments und des Rates

zur Aufstellung des Programms „InvestEU“

{SEC(2018) 293 final} - {SWD(2018) 314 final} - {SWD(2018) 316 final}

ANHANG II

Förderfähige Bereiche

Die Finanzierungen und Investitionen können einen oder mehrere der folgenden Bereiche betreffen:

1. Entwicklung des Energiesektors im Einklang mit den Prioritäten der Energieunion, einschließlich der Sicherheit der Energieversorgung, und den im Rahmen der Agenda 2030 und des Übereinkommens von Paris eingegangenen Verpflichtungen, insbesondere durch:
 - a) Ausbau der Erzeugung, Bereitstellung und Nutzung sauberer und nachhaltiger erneuerbarer Energien;
 - b) Energieeffizienz und Energieeinsparung (mit Schwerpunkt auf der Reduzierung der Nachfrage durch Nachfragesteuerung und Sanierung von Gebäuden);
 - c) Entwicklung, Verbesserung und Modernisierung nachhaltiger Energieinfrastruktur (Übertragungs- und Verteilungsebene, Speichertechnologien);
 - d) Produktion und Bereitstellung synthetischer Kraftstoffe aus erneuerbaren/CO₂-neutralen Quellen; alternative Kraftstoffe;
 - e) Kohlenstoffabscheidung und -speicherung.
2. Entwicklung nachhaltiger Verkehrsinfrastrukturen, Ausrüstungen und innovativer Technologien im Einklang mit den Verkehrsprioritäten der Union und den im Rahmen des Übereinkommens von Paris eingegangenen Verpflichtungen, insbesondere durch:
 - a) Projekte zur Unterstützung der Entwicklung der TEN-V-Infrastruktur, einschließlich der städtischen Knotenpunkte, See- und Binnenhäfen, multimodalen Umschlaganlagen und ihrer Anbindung an die Hauptnetze;
 - b) intelligente und nachhaltige städtische Mobilitätsprojekte (mit Zielsetzungen in Bezug auf emissionsarme städtische Verkehrsträger, Zugänglichkeit, Luftverschmutzung und Lärm, Energieverbrauch und Unfälle);
 - c) Unterstützung der Erneuerung und Nachrüstung des rollenden Materials mit dem Ziel, emissionsarme Mobilität zu ermöglichen;
 - d) Eisenbahninfrastruktur, andere Bahnprojekte und Seehäfen;
 - e) Infrastruktur für alternative Kraftstoffe, einschließlich Ladeinfrastruktur.
3. Umwelt und Ressourcen, insbesondere durch:
 - a) Wasser, einschließlich Wasserversorgung und Abwasserentsorgung, sowie Küsteninfrastruktur und andere ökologische Wasser-Infrastruktur;

- b) Infrastruktur für die Abfallbewirtschaftung;
 - c) Projekte und Unternehmen in den Bereichen Bewirtschaftung der Umweltressourcen und saubere Technologien;
 - d) Verbesserung und Wiederherstellung von Ökosystemen und deren Dienstleistungen;
 - e) nachhaltige Stadt-, Land- und Küstenentwicklung;
 - f) Maßnahmen im Bereich Klimawandel, einschließlich der Verringerung des Risikos von Naturkatastrophen;
 - g) Projekte und Unternehmen, die die Kreislaufwirtschaft umsetzen, insbesondere durch Berücksichtigung von Aspekten der Ressourceneffizienz in der Produktion und im Produktlebenszyklus, einschließlich der nachhaltigen Versorgung mit Primär- und Sekundärrohstoffen;
 - h) Dekarbonisierung und erhebliche Verringerung der Emissionen energieintensiver Branchen, einschließlich groß angelegter Demonstration innovativer emissionsarmer Technologien und deren Verbreitung.
4. Entwicklung der digitalen Vernetzungsinfrastruktur, insbesondere durch Projekte zur Unterstützung des Aufbaus digitaler Netze mit sehr hoher Kapazität.
5. Forschung, Entwicklung und Innovation, insbesondere durch:
- a) Forschung, einschließlich Forschungsinfrastruktur und Unterstützung der wissenschaftlichen Einrichtungen, und Innovationsprojekte, die zu den Zielen von [Horizont Europa] beitragen;
 - b) Unternehmensprojekte;
 - c) Demonstrationsprojekte und -programme sowie die Verbreitung entsprechender Infrastrukturen, Technologien und Verfahren;
 - d) Kooperationsprojekte zwischen Wissenschaft und Industrie;
 - e) Wissens- und Technologietransfer;
 - f) neue wirksame Gesundheitsprodukte, einschließlich Arzneimittel, medizinischer Geräte und Arzneimittel für neuartige Therapien.
6. Entwicklung und Verbreitung digitaler Technologien und Dienste, insbesondere durch:
- a) künstliche Intelligenz;
 - b) Infrastruktur für die Cybersicherheit und den Netzwerkschutz;
 - c) Internet der Dinge;
 - d) Blockchain und andere Distributed-Ledger-Technologien;
 - e) fortgeschrittene digitale Kompetenzen;

- f) sonstige fortgeschrittene digitale Technologien und Dienste, die zur Digitalisierung der Wirtschaft der Union beitragen.
7. Finanzielle Unterstützung für Unternehmen mit bis zu 3000 Beschäftigten, insbesondere für KMU und kleine Unternehmen mit mittelgroßer Marktkapitalisierung:
- a) Bereitstellung von Betriebskapital und Investitionen;
 - b) Bereitstellung von Risikofinanzierungen von der Gründungs- bis zur Expansionsphase zur Sicherung der technologischen Führungsposition in innovativen und nachhaltigen Sektoren
8. Kultur- und Kreativbranche; Medien, audiovisueller Sektor und Journalismus.
9. Tourismus
10. Nachhaltige Landwirtschaft, Forstwirtschaft, Fischerei, Aquakultur sowie weitere Elemente der nachhaltigen Bioökonomie;
11. Soziale Investitionen, einschließlich Investitionen zur Förderung der Umsetzung der europäischen Säule sozialer Rechte, insbesondere durch:
- a) Mikrofinanzierung, Finanzierung von Sozialunternehmen und Sozialwirtschaft;
 - b) Nachfrage und Angebot von Qualifikationen;
 - c) allgemeine und berufliche Bildung verbundene Dienstleistungen;
 - d) Soziale Infrastruktur, insbesondere
 - i) allgemeine und berufliche Bildung, inklusive frühkindlicher Betreuung, schulischer Einrichtungen, Studentenwohnungen und digitaler Einrichtungen;
 - ii) sozialer Wohnungsbau;
 - iii) Gesundheit und Langzeitpflege, einschließlich Kliniken, Krankenhäuser, Grundversorgung, häusliche Pflege, sowie Betreuung in der lokalen Gemeinschaft;
 - e) soziale Innovation, einschließlich innovativer sozialer Lösungen zur Förderung der sozialen Auswirkungen und Ergebnisse in den in diesem Punkt erwähnten Bereichen;
 - f) kulturelle Aktivitäten mit sozialer Zielsetzung;
 - g) Integration schutzbedürftiger Personen, einschließlich Drittstaatenangehöriger;
 - h) innovative Lösungen in der medizinischen Versorgung, einschließlich Gesundheitsdienstleistungen und neuer Pflegemodellen;
 - i) Barrierefreiheit und Inklusion von Menschen mit Behinderungen.

12. Entwicklung der Verteidigungsindustrie und dadurch Stärkung der strategischen Autonomie der Union, insbesondere durch Unterstützung
- a) der Lieferkette der Verteidigungsindustrie der Union, insbesondere durch die finanzielle Förderung von KMU und kleinen Unternehmen mit mittelgroßer Marktkapitalisierung;
 - b) von Unternehmen, die an disruptiven Innovationen im Verteidigungssektor sowie damit zusammenhängenden Technologien mit doppeltem Verwendungszweck arbeiten;
 - c) der Lieferkette des Verteidigungssektors bei gemeinschaftlichen Forschungs- und Entwicklungsprojekten im Verteidigungsbereich, einschließlich Projekten, die durch den Europäischen Verteidigungsfonds gefördert werden;
 - d) der Infrastruktur für Forschung und Ausbildung im Bereich Verteidigung.
13. Weltraum, insbesondere durch die Entwicklung des Raumfahrtsektors in Übereinstimmung mit den Zielsetzungen der Weltraumstrategie, um
- a) den Nutzen für die Gesellschaft und Wirtschaft der Union zu maximieren;
 - b) die Wettbewerbsfähigkeit der Raumfahrtsysteme und -Technologien zu auszubauen, insbesondere hinsichtlich der Anfälligkeit der Lieferketten;
 - c) das Unternehmertum im Raumfahrtbereich zu unterstützen;
 - d) die Autonomie der Union im Hinblick auf einen sicheren und geschützten Zugang zum Weltraum auszubauen, einschließlich Aspekten der doppelten Verwendbarkeit.



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Europäischen Union

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Die Delegationen erhalten in der Anlage das Dokument COM(2018) 439 final ANNEX 3.

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KOMMISSION

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ANNEX 3

ANHANG

des

Vorschlags für eine Verordnung des Europäischen Parlaments und des Rates

zur Aufstellung des Programms "InvestEU"

{SEC(2018) 293 final} - {SWD(2018) 314 final} - {SWD(2018) 316 final}

ANHANG III

Zentrale Leistungsindikatoren

1. Umfang der Finanzierungen im Rahmen von InvestEU (nach Politikbereichen)

- 1.1 Umfang der unterzeichneten Finanzierungen und Investitionen
- 1.2 Mobilisierte Investitionen
- 1.3 Umfang der mobilisierten privaten Finanzierungen
- 1.4 Erreichte Hebel- und Multiplikatoreffekte

2. Geographische Abdeckung der Finanzierungen im Rahmen von InvestEU (nach Politikbereichen)

- 2.1 Anzahl der Länder mit InvestEU-Projekten

3. Auswirkung der Finanzierungen im Rahmen von InvestEU

- 3.1 Anzahl der geschaffenen oder geförderten Arbeitsplätze
- 3.2 Investitionen zur Förderung von Klimazielen
- 3.3 Investitionen zur Förderung der Digitalisierung

4. Nachhaltige Infrastruktur

- 4.1 Energie: zusätzlich geschaffene Kapazität zur Erzeugung erneuerbarer Energien (MW)
- 4.2 Energie: Anzahl der Haushalte mit niedrigerem Energieverbrauch
- 4.3 Digitalisierung: zusätzliche Haushalte mit Breitbandzugang von mindestens 100 Mbit/s, auf Gigabit-Geschwindigkeit aufrüstbar
- 4.4 Verkehr: Mobilisierte Investitionen in TEN-V Projekte, davon in Kernnetze
- 4.5 Umwelt: Investitionen zur Durchführung von Plänen und Programmen, die nach dem Umweltrecht der Union in Bezug auf Luft- und Wasserqualität, Abfallbewirtschaftung und Ökologie gefordert werden

5. Forschung, Innovation und Digitalisierung

- 5.1 Beitrag zum Ziel, 3 % des BIP der Union in Forschung, Entwicklung und Innovation zu investieren.
- 5.2 Anzahl der unterstützten Unternehmen, die Forschungs- und Innovationsprojekte durchführen

6. KMU

- 6.1 Anzahl der unterstützten Unternehmen nach Größe (Kleinst-, kleine und mittlere Unternehmen sowie kleine Unternehmen mit mittelgroßer Marktkapitalisierung)
- 6.2 Anzahl der unterstützten Unternehmen nach Phase (Früh-, Wachstums-/Expansionsphase)

7. Soziale Investitionen und Kompetenzen

- 7.1 Soziale Infrastruktur: Kapazität der unterstützten sozialen Infrastruktur nach Sektoren: Wohnungswesen, Bildung, Gesundheit, Sonstiges

7.2 Mikrofinanzierung und Finanzierung von Sozialunternehmen: Anzahl der unterstützten Sozialunternehmen

7.5 Kompetenzen: Anzahl der Personen, die neue Kompetenzen erwerben (allgemeine und berufliche Bildung)



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zur Aufstellung des Programms „InvestEU“**

{SEC(2018) 293 final} - {SWD(2018) 314 final} - {SWD(2018) 316 final}

ANHANG IV

Das Programm „InvestEU“ - Vorgängerinstrumente

A. Eigenkapitalinstrumente:

- **Startkapitalprogramm für die Europäische Technologiefazilität (ETF98):** Beschluss Nr. 98/347/EG des Rates vom 19. Mai 1998 über Maßnahmen zur finanziellen Unterstützung innovativer und arbeitsplatzschaffender kleiner und mittlerer Unternehmen (KMU) — Initiative für mehr Wachstum und Beschäftigung (ABl. L 155 vom 29.5.1998, S. 43).
- **TTP:** Beschluss der Kommission zur Annahme eines ergänzenden Finanzierungsbeschlusses zur Finanzierung von Aktionen der Aktivität „Binnenmarkt für Waren und sektorale Politiken“ der Generaldirektion Unternehmen & Industrie für das Jahr 2007 und Annahme eines Rahmenbeschlusses zur Finanzierung der vorbereitenden Aktion „Eine wichtige Rolle für die EU in einer globalisierten Welt“ und der vier Pilotprojekte „Erasmus für junge Unternehmer“, „Maßnahmen zur Förderung von Zusammenarbeit und Partnerschaften zwischen Kleinstunternehmen und KMU“, „Technologietransfer“ und „Herausragende europäische Reiseziele“ der Generaldirektion Unternehmen & Industrie für das Jahr 2007 (K(2007) 531).
- **Startkapitalprogramm für die Europäische Technologiefazilität (ETF01):** Entscheidung Nr. 2000/819/EG des Rates vom 20. Dezember 2000 über ein Mehrjahresprogramm für Unternehmen und unternehmerische Initiative, insbesondere für die kleinen und mittleren Unternehmen (KMU) (2001-2005) (ABl. L 333 vom 29.12.2000, S. 84).
- **GIF:** Beschluss Nr. 1639/2006/EG des Europäischen Parlaments und des Rates vom 24. Oktober 2006 zur Einrichtung eines Rahmenprogramms für Wettbewerbsfähigkeit und Innovation (2007 bis 2013) (ABl. L 310 vom 9.11.2006, S. 15).
- **Fazilität „Connecting Europe“ (CEF):** Verordnung (EU) Nr. 1316/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 zur Schaffung der Fazilität „Connecting Europe“, zur Änderung der Verordnung (EU) Nr. 913/2010 und zur Aufhebung der Verordnungen (EG) Nr. 680/2007 und (EG) Nr. 67/2010 (ABl. L 348 vom 20.12.2013, S. 129), geändert durch die Verordnung (EU) 2015/1017 des Europäischen Parlaments und des Rates vom 25. Juni 2015 über den Europäischen Fonds für strategische Investitionen, die europäische Plattform für Investitionsberatung und das europäische Investitionsvorhabenportal sowie zur Änderung der Verordnungen (EU) Nr. 1291/2013 und (EU) Nr. 1316/2013 — der Europäische Fonds für strategische Investitionen (ABl. L 169 vom 1.7.2015, S. 1).

- **COSME EFG:** Verordnung (EU) Nr. 1287/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über ein Programm für die Wettbewerbsfähigkeit von Unternehmen und für kleine und mittlere Unternehmen (COSME) (2014-2020) und zur Aufhebung des Beschlusses Nr. 1639/2006/EG (ABl. L 347 vom 20.12.2013, S. 33).
- **InnovFin-Eigenkapitalfazilität:**
 - Verordnung (EU) Nr. 1291/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über das Rahmenprogramm für Forschung und Innovation „Horizont 2020“ (2014-2020) und zur Aufhebung des Beschlusses Nr. 1982/2006/EG (ABl. L 347 vom 20.12.2013, S. 104);
 - Verordnung (EU) Nr. 1290/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über die Regeln für die Beteiligung am Rahmenprogramm für Forschung und Innovation „Horizont 2020“ (2014-2020) sowie für die Verbreitung der Ergebnisse und zur Aufhebung der Verordnung (EG) Nr. 1906/2006 (ABl. L 347 vom 20.12.2013, S. 81);
 - Beschluss Nr. 2013/743/EU des Rates vom 3. Dezember 2013 über das Spezifische Programm zur Durchführung des Rahmenprogramms für Forschung und Innovation „Horizont 2020“ (2014-2020) und zur Aufhebung der Beschlüsse 2006/971/EG, 2006/972/EG, 2006/973/EG, 2006/974/EG und 2006/975/EG (ABl. L 347 vom 20.12.2013, S. 965).
- **EaSI Capacity Building Investments Window:** Verordnung (EU) Nr. 1296/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über ein Programm der Europäischen Union für Beschäftigung und soziale Innovation („EaSI“) und zur Änderung des Beschlusses Nr. 283/2010/EU über die Einrichtung eines europäischen Progress-Mikrofinanzierungsinstruments für Beschäftigung und soziale Eingliederung (ABl. L 347 vom 20.12.2013, S. 238).

B. Bürgschaftsinstrumente:

- **KMU-Bürgschaftsfazilität '98 (SMEG98):** Beschluss Nr. 98/347/EG des Rates vom 19. Mai 1998 über Maßnahmen zur finanziellen Unterstützung innovativer und arbeitsplatzschaffender kleiner und mittlerer Unternehmen (KMU) — Initiative für mehr Wachstum und Beschäftigung (ABl. L 155 vom 29.5.1998, S. 43).
- **KMU-Bürgschaftsfazilität '01 (SMEG01):** Entscheidung Nr. 2000/819/EG des Rates vom 20. Dezember 2000 über ein Mehrjahresprogramm für Unternehmen und unternehmerische Initiative, insbesondere für die kleinen und mittleren Unternehmen (KMU) (2001-2005) (ABl. L 333 vom 29.12.2000, S. 84).
- **KMU-Bürgschaftsfazilität '07 (SMEG07):** Beschluss Nr. 1639/2006/EG des Europäischen Parlaments und des Rates vom 24. Oktober 2006 zur Einrichtung eines

Rahmenprogramms für Wettbewerbsfähigkeit und Innovation (2007 bis 2013) (ABl. L 310 vom 9.11.2006, S. 15).

- **Europäisches Progress-Mikrofinanzierungsinstrument – Garantie (EPMF-G):** Beschluss Nr. 283/2010/EU des Europäischen Parlaments und des Rates vom 25. März 2010 über die Einrichtung eines europäischen Progress-Mikrofinanzierungsinstruments für Beschäftigung und soziale Eingliederung (ABl. L 87 vom 7.4.2010, S. 1).
- **RSI:**
 - Beschluss Nr. 1982/2006/EG des Europäischen Parlaments und des Rates vom 18. Dezember 2006 über das Siebte Rahmenprogramm der Europäischen Gemeinschaft für Forschung, technologische Entwicklung und Demonstration (2007-2013), Erklärungen der Kommission (ABl. L 412 vom 30.12.2006, S. 1);
 - Entscheidung Nr. 2006/971/EG des Rates vom 19. Dezember 2006 über das spezifische Programm Zusammenarbeit zur Durchführung des Siebten Rahmenprogramms der Europäischen Gemeinschaft für Forschung, technologische Entwicklung und Demonstration (2007-2013) (ABl. L 400 vom 30.12.2006, S. 86);
 - Entscheidung Nr. 2006/974/EG des Rates vom 19. Dezember 2006 über das spezifische Programm „Kapazitäten“ zur Durchführung des Siebten Rahmenprogramms der Europäischen Gemeinschaft für Forschung, technologische Entwicklung und Demonstration (2007-2013) (ABl. L 400 vom 30.12.2006, S. 299).
- **EaSI-Garantie:** Verordnung (EU) Nr. 1296/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über ein Programm der Europäischen Union für Beschäftigung und soziale Innovation („EaSI“) und zur Änderung des Beschlusses Nr. 283/2010/EU über die Einrichtung eines europäischen Progress-Mikrofinanzierungsinstruments für Beschäftigung und soziale Eingliederung (ABl. L 347 vom 20.12.2013, S. 238).
- **COSME-Kreditbürgschaftsfazilität (COSME LGF):** Verordnung (EU) Nr. 1287/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über ein Programm für die Wettbewerbsfähigkeit von Unternehmen und für kleine und mittlere Unternehmen (COSME) (2014-2020) und zur Aufhebung des Beschlusses Nr. 1639/2006/EG (ABl. L 347 vom 20.12.2013, S. 33).
- **InnovFin-Fremdkapitalfazilität:**
 - Verordnung (EU) Nr. 1290/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über die Regeln für die Beteiligung am Rahmenprogramm für Forschung und Innovation „Horizont 2020“ (2014-2020) sowie für die Verbreitung der Ergebnisse und zur Aufhebung der Verordnung (EG) Nr. 1906/2006 (ABl. L 347 vom 20.12.2013, S. 81);

- Verordnung (EU) Nr. 1291/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über das Rahmenprogramm für Forschung und Innovation „Horizont 2020“ (2014-2020) und zur Aufhebung des Beschlusses Nr. 1982/2006/EG (ABl. L 347 vom 20.12.2013, S. 104);
 - Beschluss Nr. 2013/743/EU des Rates vom 3. Dezember 2013 über das Spezifische Programm zur Durchführung des Rahmenprogramms für Forschung und Innovation „Horizont 2020“ (2014-2020) und zur Aufhebung der Beschlüsse 2006/971/EG, 2006/972/EG, 2006/973/EG, 2006/974/EG und 2006/975/EG (ABl. L 347 vom 20.12.2013, S. 965).
- **Bürgschaftsfazilität für den Kultur- und Kreativsektor (BKK):** Verordnung (EU) Nr. 1295/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 zur Einrichtung des Programms Kreatives Europa (2014-2020) und zur Aufhebung der Beschlüsse Nr. 1718/2006/EG, Nr. 1855/2006/EG und Nr. 1041/2009/EG (ABl. L 347 vom 20.12.2013, S. 221).
 - **Bürgschaftsfazilität für Studiendarlehen (SLGF):** Verordnung (EU) Nr. 1288/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 zur Einrichtung von „Erasmus+“, dem Programm der Union für allgemeine und berufliche Bildung, Jugend und Sport, und zur Aufhebung der Beschlüsse Nr. 1719/2006/EG, Nr. 1720/2006/EG und Nr. 1298/2008/EG (ABl. L 347 vom 20.12.2013, S. 50).
 - **Instrument für private Finanzierungen im Bereich Energieeffizienz (PF4EE):** Verordnung (EU) Nr. 1293/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 zur Aufstellung des Programms für die Umwelt und Klimapolitik (LIFE) und zur Aufhebung der Verordnung (EG) Nr. 614/2007 (ABl. L 347 vom 20.12.2013, S. 185).

C. Risikoteilungsinstrumente:

- **Fazilität für Finanzierungen auf Risikoteilungsbasis (RSFF):** Beschluss Nr. 1982/2006/EG des Europäischen Parlaments und des Rates vom 18. Dezember 2006 über das Siebte Rahmenprogramm der Europäischen Gemeinschaft für Forschung, technologische Entwicklung und Demonstration (2007-2013), Erklärungen der Kommission (ABl. L 412 vom 30.12.2006, S. 1).
- **InnovFin:**
 - Verordnung (EU) Nr. 1290/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über die Regeln für die Beteiligung am Rahmenprogramm für Forschung und Innovation „Horizont 2020“ (2014-2020) sowie für die Verbreitung der Ergebnisse und zur Aufhebung der Verordnung (EG) Nr. 1906/2006 (ABl. L 347 vom 20.12.2013, S. 81);
 - Verordnung (EU) Nr. 1291/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 über das Rahmenprogramm für Forschung und

- **Fremdfinanzierungsinstrument der Fazilität „Connecting Europe“ (CEF DI):** Verordnung (EU) Nr. 1316/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 zur Schaffung der Fazilität „Connecting Europe“, zur Änderung der Verordnung (EU) Nr. 913/2010 und zur Aufhebung der Verordnungen (EG) Nr. 680/2007 und (EG) Nr. 67/2010 (ABl. L 348 vom 20.12.2013, S. 129).
- **Finanzierungsfazilität für Naturkapital (NCFF):** Verordnung (EU) Nr. 1293/2013 des Europäischen Parlaments und des Rates vom 11. Dezember 2013 zur Aufstellung des Programms für die Umwelt und Klimapolitik (LIFE) und zur Aufhebung der Verordnung (EG) Nr. 614/2007 (ABl. L 347 vom 20.12.2013, S. 185).

D. Zweckgebundene Anlageinstrumente:

- **Europäisches Progress-Mikrofinanzierungsinstrument – Fonds commun de placements – Fonds d'investissements spécialisés (EPMF FCP-FIS):** Beschluss Nr. 283/2010/EU des Europäischen Parlaments und des Rates vom 25. März 2010 über die Einrichtung eines europäischen Progress-Mikrofinanzierungsinstruments für Beschäftigung und soziale Eingliederung (ABl. L 87 vom 7.4.2010, S. 1).
- **Fonds Marguerite:**
 - Verordnung (EG) Nr. 680/2007 des Europäischen Parlaments und des Rates vom 20. Juni 2007 über die Grundregeln für die Gewährung von Gemeinschaftszuschüssen für transeuropäische Verkehrs- und Energienetze (ABl. L 162 vom 22.6.2007, S. 1);
 - Beschluss der Kommission vom 25.2.2010 über die Beteiligung der Europäischen Union am Europäischen Fonds 2020 für Energie, Klimaschutz und Infrastruktur („Fonds Marguerite“) (K(2010) 941).
- **Europäischer Energieeffizienzfonds (EEEF):** Verordnung (EU) Nr. 1233/2010 des Europäischen Parlaments und des Rates vom 15. Dezember 2010 zur Änderung der Verordnung (EG) Nr. 663/2009 über ein Programm zur Konjunkturbelebung durch eine finanzielle Unterstützung der Gemeinschaft zugunsten von Vorhaben im Energiebereich (ABl. L 346 vom 30.12.2010, S. 5).



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IMPACT ASSESSMENT

Accompanying the document

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establishing the InvestEU Programme

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Glossary

Term	Definition
Blending facilities	A cooperation framework established between the Commission and development or other public finance institutions with a view to combining non-repayable forms of support and/or financial instruments from the EU budget and financial instruments from development or other public finance institutions as well as from commercial finance institutions and investors.
Contingent liability	A potential financial obligation that may be incurred depending on the outcome of a future event.
Equity investment	Provision of capital to a firm, invested directly or indirectly in return for total or partial ownership of that firm and where the equity investor may assume some management control of the firm and may share the firm's profits.
Budgetary guarantee	Guarantee provided by the Union budget, pursuant to a legal commitment to support a programme of actions, representing a financial obligation that can be called upon if a specified event materialises during the programme implementation, and that remains valid for the duration of the programme.
Financial instruments	Union measures of financial support provided from the EU budget to address one or more specific policy objectives of the Union. Such instruments may take the form of equity or quasi-equity investments, loans or guarantees, or other risk-sharing instruments, and may, where appropriate, be combined with other forms of financial support or with funds under shared management or funds of the European Development Fund.
Financial product	Financial mechanism or arrangement agreed between the Commission and the implementing partner under the terms of which the implementing partner provides direct or intermediated financing to final recipients mainly in the forms of debt or equity.
Financing and/or investment operations	Operations to provide finance directly or indirectly to final recipients, carried out by an implementing partner in its own name, provided by it in accordance with its internal rules and accounted for in its own financial statements.
Guarantee agreement	Legal instrument whereby the Commission and an implementing partner specify the conditions for proposing financing or investment operations to be granted the benefit of the EU guarantee, for providing the budgetary guarantee for those operations and for implementing them.
Implementing partner	Eligible counterpart such as a financial institution or other intermediary with whom the Commission signs an agreement to implement the Union funds.
Quasi-equity investment	Type of financing that ranks between equity and debt, having a higher risk than senior debt and a lower risk than common equity and that can be structured as debt, typically unsecured and subordinated and in some

	cases convertible into equity, or into preferred equity.
Mid cap companies	Entities having up to 3 000 employees that are not SMEs or small mid-cap companies.
Multiplier effect	Investment by eligible final recipients divided by the amount of the Union contribution.
National promotional banks or institutions	Legal entities carrying out financial activities on a professional basis which are given mandate by a Member State or a Member State's entity at central, regional or local level, to carry out development or promotional activities.
Risk-sharing instrument	Financial instrument which allows for the sharing of a defined risk between two or more entities, where appropriate in exchange for an agreed remuneration.
Small and medium-sized enterprises (SMEs)	Micro, small and medium-sized enterprises as defined in Article 2 of the Annex to Commission Recommendation 2003/361/EC ¹ .
Small mid-cap companies	Entities having up to 499 employees that are not SMEs.
Technical Assistance	Advisory support for the identification, preparation, development, structuring, procuring and implementation of investment projects, or enhance the capacity of promoters and financial intermediaries to implement financing and investment operations. Its support may cover any stage of the life-cycle of a project or financing of a supported entity, as appropriate.
Third country	Country that is not member of the European Union.

¹ Commission Recommendation 2003/361/EC of 6 May 2003 concerning the definition of micro, small and medium-sized enterprises (OJ L 124, 20.5.2003, p. 36)

Acronyms

<i>Acronym</i>	<i>Meaning</i>
BG	Budgetary Guarantee
CCS	Cultural and Creative Sectors
CEF	Connecting Europe Facility
CEO	Chief executive officer
CMU	Capital Markets Union
COSME	Competitiveness of Enterprises and Small and Medium-sized Enterprises
COSME +	Europe's programme for small and medium-sized enterprises
CRD IV	Capital Requirements Directive IV
CRR	Capital Requirements Regulation
EaSI	Employment and Social Innovation
EC	European Commission
ECB	European Central Bank
EDP	InnovFin Thematic Products - Energy Demo Projects
EFSI	European Fund for Strategic Investments
EIAH	European Investment Advisory Hub
EIB	European Investment Bank
EIF	European Investment Fund
EIPP	European Investment Project Portal
ERC	European Research Council
ESI Funds/ ESIF	European Structural and Investment Funds
FI	Financial Instrument
FR	Financial Regulation
IFI	International Financial Institution
INEA	The Innovation and Networks Executive Agency
IPE	Investment Plan for Europe
IPO	Initial Public Offering
MDB	Multilateral Development Bank
MFF	Multiannual Financial Framework
MS	Member State
NCFF	Natural Capital Financing Facility

NPB	National Promotional Bank
OPC	Open Public Consultation
PBI	Project Bond Initiative
PbR	Payment-by-Results
PF4EE	Private Finance for Energy Efficiency
PPP	Public–private partnership
R&D	Research and Development
R&I	Research and Innovation
RSB	Regulatory Scrutiny Board
SPV	Special Purpose Vehicle
TA	Technical Assistance
TEN	Trans-European Networks
TEN-E	Trans-European Energy Networks
TEN-T	Trans-European Transport Network
TFEU	Treaty on the Functioning of the European Union
VC	Venture Capital

1 INTRODUCTION: POLITICAL AND LEGAL CONTEXT

1.1 Scope and context

In line with the political orientation and guidance note of the College on the next Multiannual Financial Framework (MFF), there is a need to explore ways to incorporate the cross-cutting objectives of the new MFF in the future EU investment programme, particularly with regards to simplification, flexibility, synergies and ensuring coherence with other EU programmes. The considerations put forward in the Commission's Reflection Paper² on the future of EU finances highlight the need "*to do more with less*" and leverage the EU budget at a time of budgetary constraints. To address the overlaps inherent in the current multitude of EU-level financial instruments (FIs) and applicable rules, the Reflection Paper suggests as a possible solution their integration in a single fund. This single fund would provide support via a wide variety of financial products while having a strengthened focus on policy areas and objectives. It also requests EU-level financial instruments and those managed by Member States under cohesion policy to be complementary.

EU financial instruments and budgetary guarantees (BGs) are financial tools aimed to support investment and to achieve EU policy objectives. Financial instruments can take the form of debt, guarantees, equity, etc. Budgetary guarantees back financial products provided by implementing partners.

Their main objective is to address market failures and suboptimal investment situations related to the supply of financing to economic actors with a risk profile that private financiers are not always able or willing to address. The reasons can range from asymmetry of information to risk averseness of private investors, underdeveloped financial markets and liquidity problems.

This lack of financing provided by the market may have negative externalities that hinder economic growth, job creation, innovation, the pursuit of long term objectives, the emergence of more sustainable economic models and the resilience of the financial system. In these cases, financial public support may be justified.

The public support may be provided in the form of grants or repayable instruments. For economically viable projects with a revenue generating capacity, a more systemic use of financial instruments and budgetary guarantees can help increase the impact of public funds.

The EU has been successfully addressing investment gaps related to market failures with EU financial instruments since the mid-1990s. The EU's first budgetary guarantee, the External Lending Mandate, was created in the 1970s and is still used today to support EIB's lending activities outside the EU. The New Community Instrument, mobilising investments by the EU budget in the form of loans "to stimulate an economic upturn and support common policies", was created in 1978.

Under the current and previous MFFs, financial instruments have been expanding under a variety of programmes. During the 2014-2020 MFF, the Commission established 16 centrally managed FIs³. The budget allocation for these instruments for internal action currently amounts to EUR

² COM(2017) 358 of 28 June 2017.

³ These financial instruments were created under Regulations establishing different Union Programmes, under the relevant provisions of the Financial Regulation. This impact assessment does not consider financial instruments created under the previous MFF and those targeting external action.

5.4 billion⁴. These instruments aim at supporting investments in different policy areas, like Research and Innovation (R&I), small and medium size enterprises (SME) financing, infrastructure, cultural sectors as well as promoting environmental and social sustainability (see Annex 5 for a complete list of 2014-2020 centrally managed financial instruments and budgetary guarantee for internal action).

Financial instruments are also a delivery mechanism for the European Structural and Investment Funds' (ESI Funds) programmes delivered under shared management. These instruments address specific Member States and regions and they are managed by the relevant Managing Authorities. The total budget planned to be delivered through financial instruments under shared management for the 2024-2020 period amounts to approximately EUR 21 billion.

Moreover, in the aftermath of the financial and sovereign debt crisis, boosting jobs, growth, and investment has become one of the top 10 priorities of the Juncker Commission⁵. As a response to the subdued investment levels, the Commission launched in November 2014 the Investment Plan for Europe⁶. It focuses on removing obstacles to investment and seeks to deliver jobs, growth, and innovation in Europe. One of its key actions is the European Fund for Strategic Investments (EFSI)⁷, which aims at mobilising EUR 500 billion of additional investment through support via an Infrastructure and Innovation Window, and an SME Window by end-2020. EFSI provides a budgetary guarantee of EUR 26 billion underpinned by provisioning of budgetary resources of EUR 9.1 billion. Moreover, the EIB provided additional risk-bearing capacity of EUR 7.5 billion.

Other actions include the European Investment Advisory Hub (EIAH) that provides technical assistance to private and public project promoters, as well as the European Investment Project Portal (EIPP) that is an online platform connecting project promoters and investors.

The conditions for an uptake of investment have improved since 2014, thanks to the improvement of the economic conditions and also due to the public intervention such as the EFSI. However, important investment gaps have been observed in different policy areas often held back by persistent market failures.

Based on the public consultation for the next MFF and the mid-term evaluations of the EU centrally-managed financial instruments and the EFSI, the Commission intends to propose the creation of the InvestEU Programme, a single EU investment support mechanism for internal action for the 2021-2027 MFF. The Programme would include an InvestEU Fund, InvestEU Advisory as well as the InvestEU Portal. The InvestEU Fund would be the successor programme to the EFSI and the current centrally managed financial instruments (excluding external action financial instruments). The InvestEU Advisory would be the successor mechanism to the EIAH and current centrally managed technical assistance initiatives. The InvestEU Portal is the successor of the European Investment Project Portal.

The InvestEU Fund will consist of providing an EU budget guarantee that will back the financial products provided by the implementing partners. It would target EU added-value priority projects and promote a coherent approach to financing EU policy objectives. It would use an

⁴ Source: Commission services. See Annex 5.

⁵ https://ec.europa.eu/commission/sites/beta-political/files/juncker-political-guidelines-speech_en.pdf

⁶ https://ec.europa.eu/commission/priorities/jobs-growth-and-investment/investment-plan-europe-juncker-plan_en

⁷ The Regulation (EU) 2015/1017 was amended by Regulation (EU) 2017/2396 of the European Parliament and of the Council of 13 December 2017 amending Regulations (EU) No 1316/2013 and (EU) 2015/1017 as regards the extension of the duration of the European Fund for Strategic Investments as well as the introduction of technical enhancements for that Fund and the European Investment Advisory Hub (OJ L 345, 27.12.2017, p. 34).

effective and efficient mix of EU financing tools for specific policy areas and would target cross-sector needs and emerging priorities. It will also improve complementarity between different EU investment financing instruments by avoiding duplications and overlaps.

The InvestEU Fund would also be accompanied by technical assistance (TA), the InvestEU Advisory, aimed at preparing, developing and implementing a robust investment pipeline. The InvestEU Advisory will build on existing initiatives (e.g. EIAH, ELENA, InnovFin Advisory) and provide support where possible and appropriate within InvestEU Fund objectives. Such TA support will also promote environmental and social sustainability that are important cross-cutting objectives.

The envisaged scope of this impact assessment relates to identifying the main challenges to be addressed by this support mechanism with a focus on the main improvements and possible disadvantages in terms of budgetary efficiency, synergies, simplification, flexibility and policy impacts that it can bring compared to the current interventions from the EU budget in the form of financial instruments and budgetary guarantee.

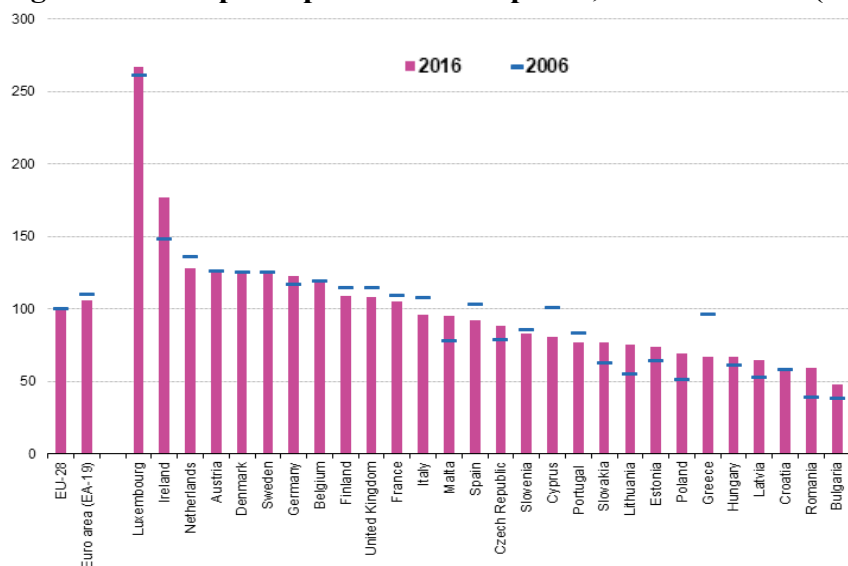
The baseline for the InvestEU Fund is built on the budgetary allocations under the current MFF for centrally managed financial instruments and the EFSI (more details in section 3 and Annex 5)

This impact assessment constitutes an ex-ante evaluation in the sense of the requirements of the Financial Regulation for the creation of the InvestEU Fund and its budgetary guarantee.

1.2 Investment in a post-crisis economic environment

Since 2008, the crisis has motivated specific initiatives aiming at promoting economic activity in order to support jobs and growth and/or mitigate the effects of the crisis: the European Economic Recovery Plan (2009-2010), the Marguerite Fund (launched in 2010), Progress-Microfinance (launched in 2011), the SME Initiative (launched in 2014) and the EFSI (launched in 2015).

Figure 1 - GDP per capita at current prices, 2006 and 2016 (EU-28 = 100)



Source: Eurostat

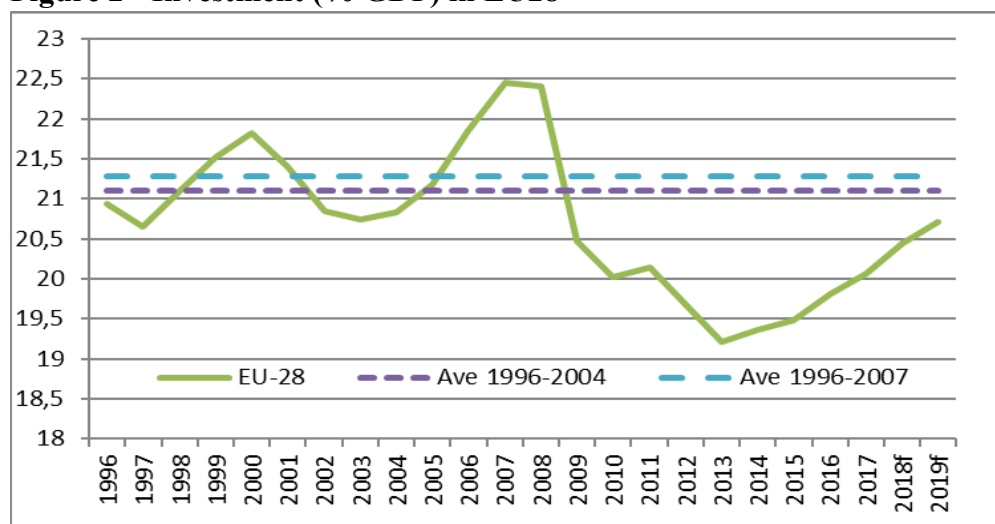
According to the last Commission economic forecasts⁸, the expansion is making its headway. Lending to non-financial corporations grew by 2.9% in 2017 and investment should continue to

⁸ European Economy Forecast, Winter 2018 (interim), Institutional Paper 073, February 2018

grow at a robust pace in 2018 and 2019. Over the forecast horizon, the expansion is expected to remain solid. By 2021, Member States are expected to have recovered their pre-crisis GDP level, with very few exceptions.

However, persistent market gaps holding back investment are still observed in different policy areas. The recent acceleration of investment in the EU has not managed to bring investment rates up to historical averages. Efforts will therefore need to continue beyond 2020 to bring investment back to its long-term sustainable trend with particular focus on current and emerging EU policy priorities.

Figure 2 - Investment (% GDP) in EU28



Source: AMECO and ECFIN calculations

Against this background, the InvestEU Fund will be designed by refocusing the EU investment support intervention in a more policy-oriented way, addressing the challenges identified below.

1.2.1 Sustainable infrastructure⁹

Infrastructure investment activities in the EU in 2016 were about 20% below investment rates before the global financial crisis. Investment rates in 2016 represented 1.8% of EU GDP, down from 2.2% in 2009¹⁰. Compared to 2009, current infrastructure investment in Europe declined most in the transport sector.

The Commission has estimated investment needs in several key policy areas. For example:

- To reach the EU's 2030 climate and energy target, about EUR 379 billion investments are needed annually over the 2020-2030 period, mostly in energy efficiency, renewable energy sources, and infrastructure¹¹ – excluding transport infrastructure.
- Circa EUR 500 billion will be needed to complete the TEN-T core network¹² during 2021-2030 and up to EUR 1.5 trillion, if the TEN-T comprehensive network and other transport investments are included. In case of the TEN-E (i.e. energy transmission projects with cross-border relevance), it is projected that EUR 179 billion will need to be invested during 2021-

⁹ Infrastructure in this context is broader than large, cross border, network infrastructure (i.e. a concept used in trans-European network regulations) and refers broadly to the infrastructure necessary for economic development.

¹⁰ EIB, *Investment Report 2017/2018 – From Recovery to Sustainable Growth*

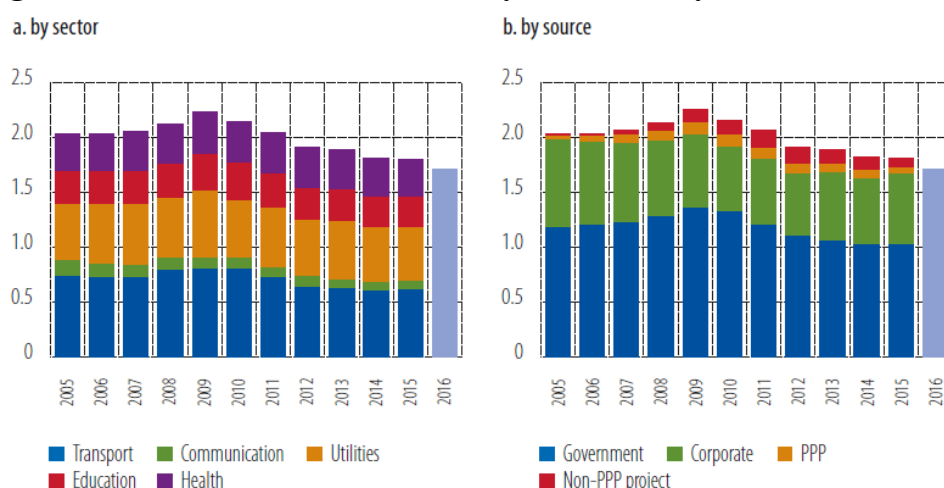
¹¹ Clean Energy For All - European Communication COM(2016) 860 final

¹² TEN-T Work Plans: https://ec.europa.eu/transport/themes/infrastructure_en

2030¹³. These include investments that can enable important CO₂ reductions as well as other priority air pollutants, and/or provide alternatives for infrastructure with large impacts on natural capital.

- The estimated investment required to achieve the objectives stated in the EU Urban Waste Water Directive ranged between EUR 22 and 25 billion, according to the information gathered under the last article 17 Report from EU Member States forecasts¹⁴. Investments forecasted increasingly relate to the renewal, improvement and extension of the existing infrastructure.

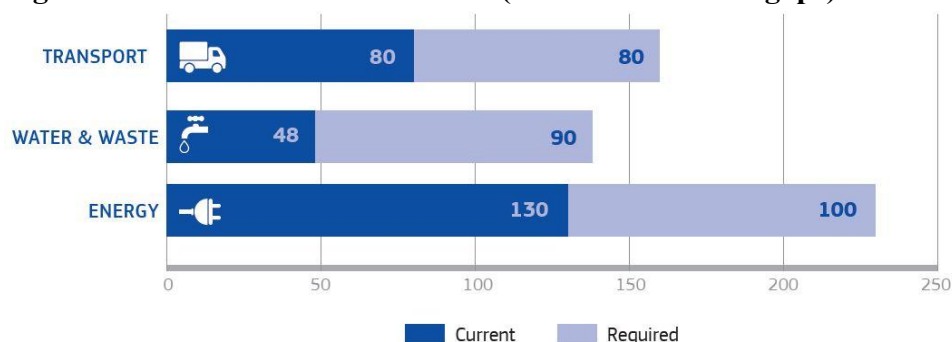
Figure 3 - Infrastructure investment by sector and by source, 2005-2016 (in % of GDP)



Source: Eurostat, Projectware, EPEC

The weak infrastructure investment in Europe has been largely attributed to a decline in investment activities by governments (primarily regional or local authorities). Fiscal constraints, regulatory or political instability and investment decisions driven by political choices have been identified as the main challenges to infrastructure investment. According to EIB estimates, the overall investment gap in transport, energy and resource management infrastructure has reached a yearly figure of EUR 270 billion¹⁵.

Figure 4 - Annual Investment needs (current levels and gaps) for sustainable infrastructure



Source: Action Plan: Financing Sustainable Growth, COM (2018)97 final

¹³ Based on the study "Investment needs in trans-European energy infrastructure up to 2030 and beyond", Ecofys, July 2017.

¹⁴ Figures based on the information gathered from EU Member States forecasts under Art 17 of the Urban Waste Water Treatment Directive (UWWTD). These include investment forecasted for achieving compliance with the UWWTD, also (and increasingly) for the renewal, improvement and extension of the existing infrastructure.

¹⁵ See EIB, 'Restoring EU competitiveness', 2016. The estimate, until 2020, include investments in modernising transportation and logistics, upgrading energy networks, increasing energy savings, renewables, improving resource management, including water and waste.

In the field of telecommunications, the investment gap is approximately EUR 65 billion to reach the global benchmark for broadband services and to match US investments in cyber security and data centre capacity¹⁶.

Therefore, it is essential to further stimulate private sector investment.

The lack of a strong pipeline of sustainable infrastructure projects is a recurring concern for investors. The capacity to develop and implement projects varies widely across the EU and between sectors. Therefore, technical assistance is key to further support the development of sustainable infrastructure projects in the EU and to scale up small and scattered projects.

In addition, from environmental, and climate policy perspectives, the failure to reflect environmental costs in market prices renders sustainable investment in infrastructure less attractive.

Further challenges arise for cross-border projects. Costs and benefits of projects involving several Member States are asymmetrically distributed among them, leading to coordination failures. At the same time, costs are charged at the national and local level, while benefits are realised transboundary or at EU scale and are dependent on other investments in the supply chain, value chain or network.

1.2.2 Research and Innovation

Research and Innovation (R&I) investment is a key driver of productivity and economic growth. However, private companies do not sufficiently invest in R&I from a welfare perspective. The reason is that companies do not take into account the positive externality from knowledge spillovers, which benefit the whole economy. Indeed, the social returns from R&D investment are estimated to be two to three times higher than the private returns. The IMF (2016) shows that fully internalising the externalities of R&D would lead to 40% higher investments compared to the status quo. Such an increase could lift GDP in individual economies by 5% in the long term – and globally by as much as 8% due to international spillovers.¹⁷

R&I projects are more difficult to finance because they are risky and their returns are highly skewed. R&I may face significant adverse selection and moral hazard problems. This leads to lower investment both in terms of equity – as investors discount this uncertainty on financial markets – and in terms of debt financing – because of the intangible nature of investment or high risks related to innovative technologies, which makes collateralisation difficult, if not impossible. Financing constraints thus hamper profitable R&I investment opportunities, reduce firms' innovative performance and growth prospects of economies, as opposed to the case of frictionless capital markets¹⁸. R&D investment has typically also high adjustment costs (i.e. it relies on highly skilled human capital with firm specific knowledge). Firms therefore tend to smooth their R&D investment over time. Corporate liquidity can have an important impact on innovative firms' behaviour: young and smaller firms rely extensively on cash reserves to buffer R&D from the volatility in key sources of finance.¹⁹ The InvestEU Fund would allow financially

¹⁶ IDEM.

¹⁷ IMF (2016), *Fiscal Monitor: Acting Now, Acting Together*, Washington, April.

¹⁸ Carpenter, R, and B. Petersen (2002) "Capital market imperfections, high-tech investment, and new equity financing", *The Economic Journal*, 112. Hall, B, Moncada-Paterno, P, Montresor, S and A. Vezzani (2016) "Financing constraints, R&D investments and innovative performances: new empirical evidence at the firm level for Europe". *Economics of Innovation and New Technology*, 25:3, 183-196.

¹⁹ Brown, G. Martinsson, and B. Petersen (2012) "Do Financing Constraints Matter for R&D?", *European Economic Review*, 56(8).

constrained firms to maintain a relatively smooth flow of R&D expenditure in the face of shocks to finance, thereby reducing adjustment costs.

The intensity of financial constraints for R&I vary with the structural and sectoral characteristics of companies. While financing constraints are in particular acute for younger and smaller innovative companies, such barriers can also be nonlinear. D'Este et al (2012) demonstrate that cost and market barriers for innovation are very present for non-innovative firms that want to embark on innovative projects as well as for highly innovative firms.²⁰ This is in particular the case in the EU. R&D investments made by EU leading innovators, which are typically large firms, are more sensitive to financing constraints than their US counterparts, particularly in high-tech sectors²¹.

Better access to finance could also improve sluggish productivity growth. A slowdown in productivity growth is particular acute in the EU and threatens future increase in living standards. Recent research shows that the productivity puzzle is not due to a lack of innovation, but to a lack of innovation diffusion between firms across all sectors.²² Cutting-edge firms are not slowing down in their productivity growth, but other firms are not keeping up. The gap between a handful of innovation leaders and the rest is widening. Furthermore, greater inequality among firms is one of the main culprits behind the rise in income inequalities. Coad, Pellegrino and Savona (2015) show that the cost and the availability of finance appear as crucial innovation barriers and negatively affect productivity across the whole distribution (conditioned on size, age, exports and education levels of firms).²³ Brown, Martinsson and Petersen (2012) results suggest that better access to equity finance would significantly increase firm-level R&D intensity²⁴.

Although ample evidence exists that economies achieve large and significant returns on R&I investments, and that the latter create new and better jobs in an economy that is ever more knowledge-based and intangible asset-intensive, the EU underinvests in R&D compared to its major competitors²⁵. Businesses in the EU spend far less on R&D than, those in the US and Japan, and less than a half of the South Korea, and the latest figures show a further increase of the gap. The underinvestment in business R&D is one of the reasons behind the widening of the EU's productivity gap compared to the US.

The R&D investment gap to reach the 3% EU GDP amounted to EUR 144 billion for the year 2016²⁶.

1.2.3 SMEs

There are 23.8 million enterprises in the EU that employed 93 million people in 2016, and which accounted for 67% of total private-sector employment and generated 57% of value added in the

²⁰ D'Este, P. et al (2012), "What Hampers Innovation? Revealed Barriers versus Deterring Barriers", *Research Policy* 41(2)

²¹ Cincera, M., J. Ravet, and R. Veugelers (2016) "The sensitivity of R&D investments to cash flows: comparing young and old EU and US leading innovators," *Economics of Innovation and New Technology*.

²² "The future of productivity", OECD, 2015.

²³ Coad, A. , G. Pellegrino and M. Savona (2016) "Barriers to innovation and firm productivity", *Economic of Innovation and New Technology*, Volume 25.

²⁴ Brown, G. Martinsson, and B. Petersen. (2012) "Do financing constraints matter for R&D?", *European Economic Review*, Volume 56, Issue 8, Paes 1512-1529.

²⁵ Gross domestic expenditure on R&D in the EU is stagnating around 2% over recent years, while the United States, Japan and South Korea invest 2.8 %, 3.3 % and 4.2 % respectively. China, at 2.1 %, has also recently overtaken the EU. Business R&I intensity in the EU stands at 1.3 % compared to almost 2 % for the United States and nearly triple that for South Korea, at almost 3.5 %: http://ec.europa.eu/eurostat/statistics-explained/index.php/R_%26_D_expenditure.

²⁶ Commission services calculations based on Eurostat data.

EU-28 non-financial business sector. About 85% of newly created jobs in the EU are accounted for by SMEs. However, obtaining financing in the form of debt or equity can still be a hurdle for company creation and its growth and scale-up, in particular in Member States with less developed financial markets. European SMEs rely heavily on debt finance in the form of bank overdrafts, bank loans or leasing. Market-based instruments (e.g. equity) are only considered relevant by 12% of SMEs²⁷ although in many cases equity (risk-capital) is more suitable, as small companies often lack collateral or have irregular cash-flows (equity does not impose specific repayment schedule, and hence can be less of a burden during times of economic stress).

Providing more diversified sources of funding is necessary for increasing the ability of SMEs to withstand economic downturns and for making the financial system more resilient during economic shocks. This is a key objective pursuit under the Capital Markets Union.

Problem with access to debt finance

Following the financial crisis, higher capital requirements (e.g. CRD) and the need for banks' deleveraging, negatively affected banks' willingness and ability to lend and to accept risk. This had a major negative effect on available SME bank finance across the EU. Credit standards tightened considerably and SMEs as a consequence experienced a credit crunch.

The ECB's monetary policy has significantly improved the liquidity situation and positive economic developments have helped as well. In addition, an SME Supporting Factor was introduced, thus reducing the capital requirements for exposures to SMEs in comparison with the pre-CRR/CRD IV framework.

All of these activities have led to an improvement in the conditions for access to finance, and SMEs have on average recovered. Moreover, financial markets in the Member States show different degrees of development, in terms of diversity of financial institutions, product offerings and risk appetite. SMEs have no means to overcome these national differences because they rely on local or national providers of finance. SME financing is predominantly provided within national boundaries due to regulatory constraints. Cross-border lending is only at a nascent stage, predominantly fuelled by the emergence of fintech companies.

For SMEs, the debt finance gap is estimated at EUR 30 billion annually²⁸. The financing problem is acute for firms that are undertaking activities with significant financial, technological, organisational or business-model risk and those wanting to finance growth projects which do not result in the acquisition of fixed assets which could be collateralised (e.g. in the area of culture and creativity, digitisation, internationalisation, etc.). For example, the financing gap for creative SMEs across Europe has been estimated at between EUR 8 and EUR 13 billion over 2014-2020. This sizeable gap is the consequence of a very dynamic sector that contributes 4.4% (approximately EUR 558 billion) of the EU GDP and 3.8% (8.3 million jobs) of the total EU workforce.²⁹ Moreover, SMEs face a knowledge gap regarding investments in their digital transformation including Artificial Intelligence adoption. This is shown by the difference of take up of digital technologies by large companies (42% are highly digitised) vs SMEs (only 16% are highly digitised).

²⁷ Survey on the Access to Finance of Enterprises in the euro area April to September 2017, section 3.1: <https://www.ecb.europa.eu/pub/pdf/other/ecb.accessstofinancesmallmediumsizedenterprises201711.en.pdf?beb1832df4af9efa945a5a1f7b99eeb7>

²⁸ COSME+ impact assessment

²⁹ The economic contribution of the creative industries to EU GDP and employment, TERA, 2014,

Furthermore, undertaking innovative and other high-risk activities that are poorly understood by finance providers, result in low credit scores and lead to high interest charges to compensate for the perceived risk.

Moreover, especially younger and smaller companies or those requiring rather small financing amounts are faced with a structural financing gap due to information asymmetries, lack of financial track records and disproportionate dossier costs, which is independent of the economic cycle or the country they are located in. If financing is offered at all, it is offered at unreasonable conditions in terms of interest rates applied, maturities, repayment terms and collateral required.

These market failures – prevalent cross the EU – hinder the start-up and growth of companies. Companies rarely have the internal funds they need, and consequently seek external financing.

This market environment results in an access to finance gap for SMEs that have a higher risk profile or insufficient collateral, and such access to finance gap differs from country to country.

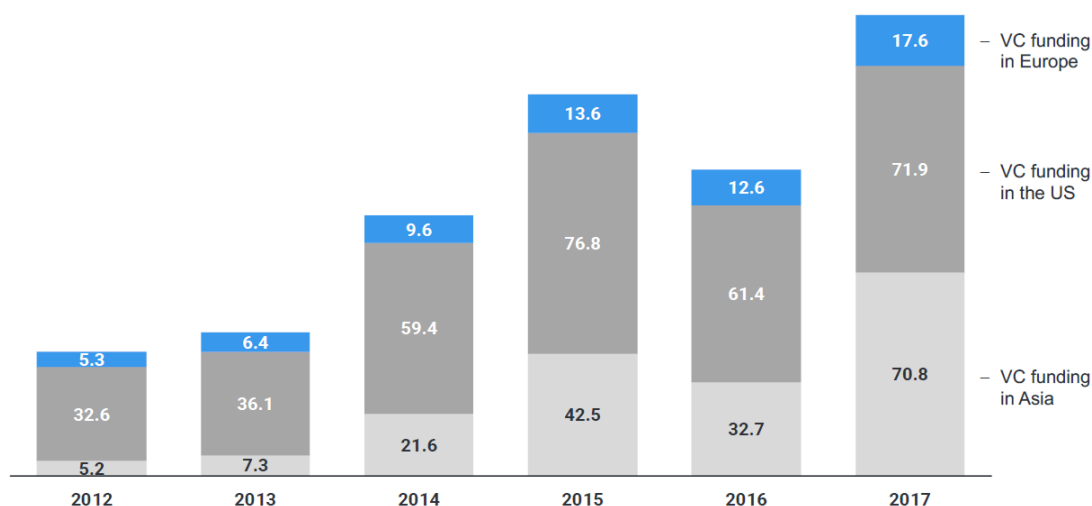
Insufficiently developed equity financing market

Despite the fact that only 12% of SMEs currently consider equity financing relevant for their business, it is an important financing component, specifically for high-risk start-ups and high growth companies that require significant long-term investments and which do not produce immediate free cash-flows which would allow servicing debt payments nor do require the need for a collateral.

Alternative sources of finance, complementary to bank-financing - including public equity markets – private equity and venture capital - are more widely used in other parts of the world, and should play a bigger role in providing financing to companies that struggle to get funding, especially SMEs

But Europe's capital markets are still very fragmented and underdeveloped (EU SMEs receive five times less venture capital funding compared to US as shown in figure 5).

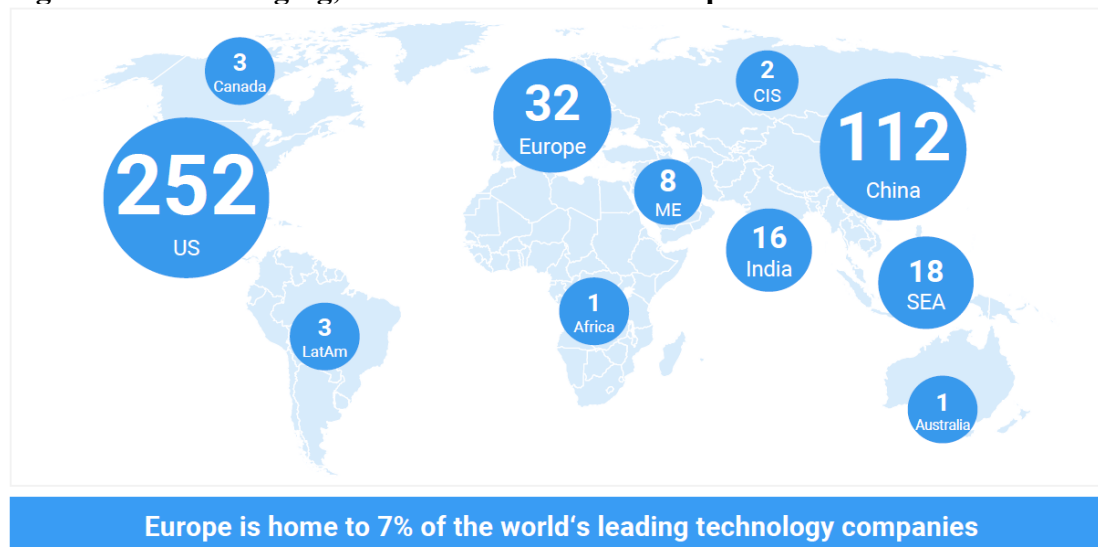
Figure 5 - Total annual venture capital funding by continent (USD billion)



Source: PwC, MoneyTree Report, Q4 2017

For high-risk start-ups and high growth of companies, obtaining equity finance on reasonable terms is difficult for different reasons: one is the asymmetry between the information held by the firm and that known to the investor; and conflicts of interest between a firm's managers and its shareholders (the principal-agent conflict).

Figure 6 - 448 emerging, current & exited tech companies valued at more than \$500m



Sources: TechCrunch, Rocket Internet Research

While private capital for initial public offerings (IPOs) and pre-IPOs is in principle available, it is not sufficiently made available for this particular asset class of risk capital investments. Investors consider the risk/return profile for venture and growth capital investments inappropriate and the cost of undertaking research too high. Moreover, investors find it inefficient to invest because the funds are very often too small. These framework conditions create a market gap for equity risk capital finance that narrows the opportunities for exit strategies for leading technology companies (see figure 6). Matching US levels of venture capital financing as share of GDP would require around EUR 35 billion a year in additional EU venture capital activity³⁰.

1.2.4 Social investment and skills

Investments in social infrastructure, social economy enterprises or social enterprises producing goods ('tangibles') as well as social services, ideas and people ('intangibles') are crucially lacking in the EU, yet are critical for the EU and its Member States to develop into a fair, inclusive and knowledge-based society. At the moment the social sector as a whole continues to experience a significant investment shortfall, and has to date been considered in a fragmented and scattered manner. Efforts to bridge the investment gap should also contribute to make social infrastructure and service provision more people-centred, accessible, and affordable.

The social infrastructure investment gap is not easily quantifiable. Due to the heterogeneity of the sector, no comprehensive market gap analysis on the entire social sector in Europe has been performed to date. According to the report of the "High-Level Task-Force on Investing in Social Infrastructure in Europe" (HLTF)³¹, public investment in social infrastructure, including for education, health and housing, has been and remains low over the past decade, despite EIB/EFSD support. The HLTF has estimated that the investment gap for the priority sectors of affordable housing, education and healthcare can be calculated as an uplift of 25% of the current percentage

³⁰ EIB report: *Restoring EU competitiveness. 2016 updated version* available at http://www.eib.org/attachments/efs/restoring_eu_competitiveness_en.pdf

³¹ The report of the "High-Level Task-Force on Investing in Social Infrastructure in Europe" estimated the minimal investment gap for Education, health & long-term care, and affordable housing at EUR100-150 billion annually. See: http://ec.europa.eu/info/publications/economy-finance/boosting-investment-social-infrastructure-europe_en

of GDP identified for each sector. This estimate determines an investment gap of EUR 142 billion p.a. as illustrated by the table below.

Table 1 - Minimum estimate of the gap in social infrastructure investments

Sector	Current annual investment in EUR billion p.a.	Minimum gap per sector in EUR bn p.a. (uplift of 25 per cent of the current percentage of GDP)	Additional items in EUR bn p.a.	Annual Investment GAP in EUR bn p.a.
Education & Lifelong Learning (0.4% of GDP)	65	15	-	15
Health & Long-Term Care (0.5% of GDP)	75	20	EUR 50 billion pa for long-term care Unknown amount for disability and migrants	70
Affordable housing (0.4% of GDP)	28	7	EUR 50 billion pa to address energy poverty	57
Totals	168	42	100	142

Source: HLTF Report on Investing in Social Infrastructure in Europe, January 2018

Microfinance and social enterprises in Europe are still recent developments and part of an emerging market that is not yet fully developed. Both micro-enterprises, in particular those employing vulnerable persons, and social enterprises are often confronted with difficulties in getting access to finance, which is a significant barrier to their growth and development while public finance in this area is still lacking, especially at the European level.

The investment gap for micro-enterprises has been estimated through the same Survey on Access to Finance of Enterprises³², and constitutes between EUR 33 billion and EUR 81 billion of the loan gap. Social enterprises constitute around 10% of EU business. This indicates that the financing gap for social enterprises is at least 10% of the total estimated gap, between EUR 3 billion and EUR 8 billion.

As regards skills development, there are very large gaps in terms of providing apprenticeship-type training across the EU³³. Overall, the average annual company spending on apprenticeships in the EU is around 0.5% of their annual labour costs, or around EUR 30 billion, with potential gap of EUR 30 billion of investment to reach the level of financing in countries with advanced apprenticeships systems – i.e. 1% of the annual labour costs³⁴.

³² Survey on the Access to Finance of Enterprises in the euro area April to September 2017: <https://www.ecb.europa.eu/pub/pdf/other/ecb.accessstofinancesmallmediumsizedenterprises201711.en.pdf?beb1832df4af9efa945a5a1f7b99eeb7>

³³ Most of this type of training is performed in a small number of countries (notably Germany, contributing around 50% of all EU company spending on apprenticeships). Annual company spending on apprenticeships is estimated to stand at around 1% of their annual labour costs, or around EUR 30bn, see: Eurostat, Labour Cost Survey, 2012

³⁴ Source: Eurostat, Labour Cost Survey, 2012

A Commission analysis³⁵ shared and discussed in the Eurogroup confirms the importance of investments in human capital to raise productivity and boost potential growth. The EIB³⁶ considers that to reach US standards mostly in higher education annual investment of EUR 10 billion for state-of-the-art education facilities would be required, in addition to annual EUR 90 billion increased operational spending.

EU support is therefore needed for improved educational attainment and skills providing easier access to labour market, lifelong skills development facilitating career progression, and minimising the risk of poverty/social exclusion³⁷. This includes investing in quality and affordable education, childcare, healthcare, long-term care, social housing and access to essential social services. Support for companies (particularly SMEs) to get involved more in combined school-and work-based education and training programmes as well as to improve the utilisation of skills through redesigned business processes is also needed.

1.3 Lessons learned from previous programmes

It has been recognised that financial instruments such as guarantees, loans, and equity play an important role for the achievement of EU policy objectives and one of the advantages is that the FIs support has to be repaid, which leads to resources being used for several funding cycles. Their repayable nature also ensures better alignment of interests between different stakeholders, greater economic scrutiny of projects, as well as more financial discipline. An additional important feature is the leverage effect. This relates to the total investment mobilised by private investors in relation to the deployment of EU budget resources. These financial instruments and the EFSI *"have [also] become EU trademarks, making the EU visible and recognisable in the daily lives of its citizens"*³⁸.

However, there have been numerous requests underlining the need to simplify and streamline the available offer of EU investment support instruments. The fragmentation of the EU offer led to the emergence of overlaps, different sets of rules by instruments and a lack of visibility of the EU activity in this field. This results in unnecessary complexity and higher budgetary and administrative costs. There is also some criticism that the proliferation of financial instruments led to insufficient accountability and control.³⁹ More importantly, final beneficiaries and financial intermediaries have become confused about the different solutions offered in terms of instruments and products. The post-2020 investment support scheme must therefore be focused, simpler and more transparent, while allowing for quick response to a changing market environment through an increased flexibility of budgetary allocations to emerging priorities. A similar need for simplification has also been identified for the TA offers as they often underpin individual initiatives.

The Reflection Paper on the Future of EU Finances⁴⁰ underlined that there seems to be evidence that *"[t]he number of EU-level financial instruments and rules applying to them is an obstacle to*

³⁵Commission note: Investment in human capital discussed at Eurogroup on 06/11/2017

http://www.consilium.europa.eu/media/31409/investment-in-human-capital_eurogroup_31102017_ares.pdf

³⁶ See EIB, *'Restoring EU competitiveness'*, 2016.

³⁷ https://ec.europa.eu/info/business-economy-euro/growth-and-investment/structural-reforms/ageing-and-welfare-state-policies_en

³⁸ "Reflection paper on the future of EU finances", June 2017, https://ec.europa.eu/commission/publications/reflection-paper-future-eu-finances_en

³⁹ Annual report of the Court of Auditors on the implementation of the budget concerning the financial year 2016, OJ 2017/C 322/01, p. 55.

⁴⁰ https://ec.europa.eu/commission/sites/beta-political/files/reflection-paper-eu-finances_en.pdf

their efficient use". The Commission Communication on the next MFF⁴¹ also underlined that "[...] the current landscape of EU market-based instruments is fragmented, with almost 40 financial instruments and three budgetary guarantees and guarantee funds managed centrally, which amount to a share of around 4% of the current Multiannual Financial Framework. There is clear scope for rationalisation and greater efficiency."

The High Level Group on Simplification for post 2020⁴² recommended: *"For those EU funds which support investments (ESIF, EFSI, CEF, Horizon 2020, etc.) overlaps which lead to competition based on a more beneficial legal regime should be identified and removed, with effectiveness and results being the relevant factors to determine which instrument should be the most appropriate in a given context"*.

The European Parliament also calls for simplification and greater efficiency. In its Resolution on the Reflection Paper on the Future of EU Finances⁴³ the European Parliament:

- *"[A]dvocates a real and tangible simplification of implementation rules for beneficiaries and a reduction of the administrative burden"*.
- *"Encourages the Commission, in this context, to identify and eliminate overlaps between instruments offered by the EU budget which pursue similar objectives and serve similar types of actions."*
- In particular, the Parliament *"calls on the Commission to simplify and harmonise the rules governing the use of financial instruments in the next MFF with the aim of creating synergies between the different instruments and maximizing their efficient allocation."*⁴⁴

Finally, there is a need to step up mainstreaming efforts notably related to the EU (and global) sustainable development objectives. It is important to ensure that EU investment support mechanisms such as the InvestEU Fund are guided by robust and advanced sustainability criteria, including those set by the EU climate and environment policy⁴⁵.

Therefore, the InvestEU Fund will draw lessons from the past and current EU investment support instruments. This concerns in particular the experience with the 2014-2020 financial instruments as well as the EFSI. Detailed lessons learned and past evaluation results are included in Annex 3.

Past evaluations have demonstrated that the EFSI has been effective in delivering concrete results and encouraging a sustainable increase in the low investment levels in Europe.

In particular, the budgetary guarantee underpinning EFSI has proven to be an efficient tool to increase considerably the volume of riskier operations financed by the EIB. The EFSI budgetary guarantee freezes less budgetary resources compared to financial instruments, as it requires limited provisioning needs compared to the level of financial engagement. In other words, it assumes a contingent liability and is consequently expected to achieve efficiency gains that result in higher investment mobilised per euro spent. A budgetary guarantee has also proven more cost-

⁴¹ "A new, modern Multiannual Financial Framework for a European Union that delivers efficiently on its priorities post-2020", February 2018, COM(2018) 98 final –

<http://eur-lex.europa.eu/legal-content/EN/TEXT/HTML/?uri=CELEX%3A52018DC0098&from=EN>

⁴² "Final conclusions and recommendations of the High Level Group on Simplification for post 2020", July 2017 - http://ec.europa.eu/regional_policy/sources/newsroom/pdf/simplification_proposals.pdf

⁴³ European Parliament resolution on the Reflection Paper on the Future of EU Finances (2017/2742(RSP))

⁴⁴ European Parliament resolution of 14 March 2018 on the next MFF: Preparing the Parliament's position on the MFF post-2020 (2017/2052(INI))

⁴⁵ https://ec.europa.eu/info/files/180308-action-plan-sustainable-growth_en

efficient for the EU budget, as it is remunerated for the risk taken and it limits the payment of management fees to the implementing partner(s).

Past EFSI evaluations have also stressed the need to improve EFSI's geographical balance, avoid overlaps with other EU Financial Instruments, as well as reinforce and clarify additionality. It is also generally recognised that there is a need for greater advisory and technical assistance which would contribute to a sizeable pipeline of projects that contribute to the EU policy objectives.

Evaluations of investment support programmes noted a certain level of fragmentation and overlaps among different EU investment support instruments as well as with financial instruments under shared management. For instance, CEF evaluation showed that its financial instruments have seen limited uptake, partly due to the new financing opportunities opened by the EFSI. The Interim Evaluation of Horizon 2020 also points out that *"since the set-up of EFSI in 2015, it has proved challenging to reach InnovFin's objectives, as a significant part of the products deployed overlap with EFSI in terms of both risk spectrum and eligibility"*.

There is currently a certain overlap also between different financial instruments targeting SMEs, including with programmes under shared management. More detailed assessment of duplications and overlaps is presented in Annex 12. Moreover, as highlighted in the European Court of Auditors' report⁴⁶ on the COSME Loan Guarantee Facility, the latter has achieved positive results, but needs better targeting of beneficiaries and more coordination with national schemes. In particular, the report recommended that the Commission carries out an assessment of market needs and how EU guarantee instruments can best respond to these needs alongside national/regional instruments. In this regard, the Commission has prepared an in-depth market assessment at the level of each Member State demonstrating the market gap and the rationale for an intervention at EU level (more details are available in the IA related to the Single Market Programme).

The EU support has also played an important role in the development of the nascent social investment market through the Programme for Employment and Social Innovation (EaSI), in particular for microfinance and social entrepreneurship, empowering European citizens and fostering social inclusion⁴⁷. Based on the public consultation, the social inclusion and employment areas are seen as the biggest challenges where the EU response in terms of investment is least sufficient. However, the resources have been rapidly absorbed and there is an important unmet demand.

The experience of blending CEF grants with financing products or EIB or National Promotional Banks conventional lending or private finance has also been positive. More effort is needed to facilitate combining, when appropriate, different forms of support to maximise the leverage and impact of private or public funds.

For future instruments, it will be important to strengthen the mobilisation of private capital and avoid potential crowding out effects (linked to additionality).

1.3.1 Complementarity between the EU level and ESIF

According to the ESIF Operational Programmes 2014-2020, financial instruments will account for 9.5% of the European Regional Development Fund (ERDF), 2.7% of the Cohesion Fund

⁴⁶ "Special Report EU-funded loan guarantee instruments: positive results but better targeting of beneficiaries and coordination with national schemes needed, 2017, n. 20, European Court of Auditors, Special Report (pursuant to Article 287(4), second subparagraph, TFEU)", https://www.eca.europa.eu/Lists/ECADocuments/SR17_20/SR_SMEG_EN.pdf

⁴⁷ <http://ec.europa.eu/social/main.jsp?langId=en&catId=1081&newsId=9071&furtherNews=yes>

(CF) and 1.3% of the European Social Fund (ESF) allocations included in multi-fund programmes. The average allocation to FIs is 7.2%. This compares to 5% of ERDF allocation to FIs in the previous programming period⁴⁸.

Experience under the current and previous programming periods show that the complementarity of financial instruments under shared management and those centrally managed could be further improved. In particular, the Court of Auditors noted that how the various EU guarantee instruments can best respond to SMEs needs alongside nationally/regionally funded instruments, thereby ensuring EU added value, was not adequately assessed⁴⁹.

The attempts to combine FIs centrally managed and those under shared management have proven to be complex and this might have been one of the reasons that slowed down their uptake.

The Commission's Reflection Paper on the EU's finances⁵⁰ pointed out that the *"new EU-level financial instruments and the loan, guarantee, and equity instruments managed by Member States under cohesion policy should be complementary"*. It further indicates that this *"complementarity between the different instruments should be ensured, through upstream coordination, same rules and clearer demarcation of interventions"* (p. 27).

1.3.2 Results from the Open Public Consultation

Open Public Consultations (OPC) for the post-2020 impact assessment were organised per group of policy areas. This impact assessment will mainly consider the results from the OPC on the EU Support for Investment⁵¹. For this policy area, 642 replies were received from all Member States. Relevant results from OPCs regarding different policy areas like Cohesion; Security, Migration and Asylum; Strategic Infrastructure; Values and Mobility are also taken into consideration.

The following issues raised are particularly relevant and have been taken into account in assessing the different possible actions presented in this report:

- Most respondents believe that the current EU support for investment does not sufficiently address policy challenges like reducing unemployment, support social investment, facilitate digital transition, facilitate access to finance in particular to SMEs, ensure a clean and healthy environment and support industrial development.
- The respondents stressed the importance of EU wide policy challenges, among others, in areas like research, support for education, clean and healthy environment, and transition to low carbon and circular economy, and reducing unemployment.
- Most participants believe that current EU investment support programmes to a fairly large extent add value compared to what Member States could achieve at national or regional level.
- Around 60% of respondents to the OPC on Strategic infrastructure expressed a view that difficulty to access financial instruments is an obstacle that prevents the current programmes from successfully achieving policy objectives. For OPC on Security and Cohesion, the insufficient use of financial instruments is identified by around 40% of participants.

⁴⁸ "The use of new provisions during the programming phase of the European Structural and Investment funds" – Final Report , Altus Framework Consortium, May 2016.

⁴⁹ ECA Special report No 20/2017: https://www.eca.europa.eu/Lists/ECADocuments/SR17_20/SR_SMEG_EN.pdf

⁵⁰ Reflection paper on the future of EU finances", June 2017, https://ec.europa.eu/commission/publications/reflection-paper-future-eu-finances_en

⁵¹ This was a subpart of the OPC on Investment, research and innovation, SMEs and single market.

- A vast majority of participants support the identified steps that could help simplify and reduce administrative burdens. In particular, this includes fewer, clearer and shorter rules, alignment of rules between EU funds, as well as a stable but flexible framework between programming periods.

1.4 The way forward: a single investment support instrument

The Reflection Paper on EU Finances⁵² proposes the following: “[o]ne option to address this could be [...] integration [of financial instruments] within a single fund which would provide loans, guarantees and risk sharing instruments — blending with EU grants where appropriate — depending on the project and windows for the different policies (such as research, innovation, climate action, environment, SME support, infrastructure, including for energy efficiency) to cater for different objectives”.

The Commission Communication further clarifies that “[o]ne option to improve the efficiency and impact of instruments aiming at investment support in the EU could be their integration within a single investment support instrument. This would further reinforce the European Fund for Strategic Investments and have a positive impact on investment levels, economic growth and employment across the EU”⁵³.

The European Parliament⁵⁴ “considers the option of a single fund that would integrate financial instruments at EU level that are centrally managed under such programmes as the Connecting Europe Facility (CEF), Horizon 2020, COSME, Creative Europe and the Employment and Social Innovation programme (EaSI) on the one hand and the European Fund for Strategic Investments (EFSI) on the other, a proposal to be discussed further”.

The European Parliament “is of the opinion, however, that such simplification should not result in the replacement of grants by financial instruments and must not lead to a sectorialisation of EU programmes and policies, but should guarantee a cross-cutting approach with complementarity at its heart. [It also] calls for a far-reaching harmonisation of rules with the aim of creating a single rulebook for all EU instruments.”

Based on the above consideration it is proposed to set up a single investment support instrument - the InvestEU Fund. It will be a centrally managed instrument/framework for financing EU investment priorities. It will integrate under a single framework all centrally managed financial instruments and the EFSI budgetary guarantee.

2 THE OBJECTIVES

2.1 General objectives of InvestEU Programme

As single investment support scheme for internal Union policies, the InvestEU Programme is both a policy instrument and a delivery tool. As a policy instrument, the InvestEU Programme general objective is to support EU policy priorities by financing investment operations that contribute to:

- the competitiveness of the Union, including innovation and digitisation;

⁵² Reflection paper on the future of EU finances”, June 2017, https://ec.europa.eu/commission/publications/reflection-paper-future-eu-finances_en

⁵³ https://ec.europa.eu/commission/sites/beta-political/files/communication-new-modern-multiannual-financial-framework_en.pdf, COM(2018) 98 final

⁵⁴ <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+MOTION+B8-2017-0565+0+DOC+XML+V0//EN>

- the sustainability of the Union economy and its growth;
- the social resilience and inclusiveness of the Union; and
- the integration of the Union capital markets and the strengthening of the Single Market, including solutions addressing the fragmentation of the Union capital markets, diversifying sources of financing for Union enterprises and promoting sustainable finance.

The objective is to mobilise public and private investment operations within the EU addressing market failures and investment gaps that hamper the achievement of EU goals regarding sustainability, competitiveness and inclusive growth. Underpinned by an EU guarantee, the InvestEU Fund will contribute to the modernisation of the EU budget and will increase the impact of the EU budget by "*doing more with less*".

The InvestEU Programme should have the capacity to shape the EU strategy to tackle the subdued investment activity in Europe. With this, it should increase the competitiveness of the Union and contribute to the economic growth and job creation. By diversifying the sources of funding and promoting long term and sustainable finance, the InvestEU Programme will contribute to the integration of European capital markets and the strengthening of the Single Market. As an EU wide resource pooling financial, market, technical and policy expertise, the InvestEU Fund shall also be a catalyser for financial innovation at the service of policy objectives.

2.2 Specific objectives

In particular the InvestEU Programme would aim at the following specific objectives:

- to promote financing and investment operations supporting sustainable infrastructure;
- to promote financing and investment operations supporting research, innovation and digitisation;
- to increase the access to and the availability of finance for SMEs and, in duly justified cases, for small mid-cap companies; and
- to increase the access to and the availability of finance to social enterprises, promote financing and investment operations supporting social investment and skills and develop and consolidate social investment markets.

As a delivery tool, the InvestEU Programme aims at implementing financial instruments and budgetary guarantees more efficiently, achieving economies of scale, increasing the visibility of EU action and enhancing the reporting and accountability framework applicable to those instruments. The proposed structure aims at simplification, increased flexibility, and removal of potential overlaps between seemingly similar EU support instruments.

The InvestEU Programme interventions will be channelled through four thematic policy windows, each one entailing two compartments, one at EU level and one under ESIF, the Member State compartment (see section 3.1.):

- Sustainable infrastructure;
- Research, innovation and digitalisation;
- Small and medium-sized enterprises; and
- Social investment and skills.

In addition, the InvestEU Programme will include the InvestEU Advisory for project development and advisory support throughout the investment cycle to foster the origination and development of projects. The TA support will be provided in the InvestEU policy areas and will

also ensure a single point of access for final beneficiaries including project promoters and intermediaries.

These general and specific objectives will be taken into account in section 5 (Delivery mechanism) and section 6 (Performance measurement). The above general and specific objectives are translated into operational objectives for each policy area, as detailed below.

2.2.1 Sustainable Infrastructure Window

The objective of the investment support from the InvestEU Fund under this window would be the provision of finance to sustainable infrastructure⁵⁵ in areas such as transport, energy (including energy efficiency), network infrastructure (smart grids, energy storage, e-mobility), broadband, environmental related sectors (e.g. waste, water, air, circular economy), innovative sectors (such as green infrastructure and other natural-capital related projects), and emerging priorities in areas such as urban mobility and digital service (see scoping paper on Sustainable Infrastructure available in Annex 4).

Support from the InvestEU Fund under this policy window will:

- Orient capital flows towards sustainable infrastructure investment, in order to achieve sustainable and inclusive growth⁵⁶;
- Stimulate investment needed to respond to the challenge of climate change mitigation and of meeting the greenhouse gas emission reduction commitments by 2030 taken by the EU under the Paris agreement;
- Contribute to coordinated investments in infrastructure projects involving several Member States (cross-border projects), in particular the financing of trans-European networks;
- Address emerging market needs, new technological developments and priorities;
- Promote interoperability;
- Foster cross-sectoral synergies between energy, transport and digitalisation; and
- Provide assistance to continue to build more capacity for developing projects, platforms and programmes.

Sustainability proofing of infrastructure investments

Long-lifetime infrastructure should be resilient to potential effects of climate change and other environmental challenges.

Climate change adaptation and mitigation considerations need to be integrated throughout the project cycle. Projects shall be subject to climate proofing, which entails two components: first, ensuring the resilience to the current and future adverse impact of climate change through a climate vulnerability and risk assessment and integration of relevant adaptation options; second, accounting for the cost of greenhouse gas emissions in the cost-benefit analysis facilitating due consideration of low-carbon options. Major projects – funded by the European Regional

⁵⁵ Sustainable and resilient infrastructure integrates environmental, social and governance (ESG) aspects into a project's planning, building and operating phases while ensuring resilience in the face of climate change or other shocks such as rapid migration, natural disasters or economic downturns. Service needs will be met in a manner that minimizes or reverses environmental damage, improves social equality and does not waste resources. (UNEP & Global Infrastructure Basel Foundation; http://unepinquiry.org/wp-content/uploads/2016/06/Sustainable_Infrastructure_and_Finance.pdf)

⁵⁶ See also Commission Action Plan: Financing sustainable growth, COM(2018)97, 08.03.2018

Development Fund and Cohesion Fund in the 2014-2020 programming period – are already subject to climate proofing⁵⁷.

Factors such as the increase in weather related risks caused by climate change should also be taken into account when making investment decisions. In addition, other environmental challenges other than deriving from climate change per se should be addressed (such as biodiversity loss, air, water and soil pollution, due to fragmentation and degradation of land and unsustainable land-use,).

For investments in new sustainable infrastructure, negative externalities related to climate and other environmental risks need to be taken into account in the overall project risk assessments and mitigation strategies during planning and development phases.

The sustainability proofing of investments will need to reflect the latest developments in the field, notably the progress made to develop an EU taxonomy under the Commission Action Plan on Financing Sustainable Growth⁵⁸.

2.2.2 Research, Innovation and Digitalisation Window

The Research, Innovation and Digitalisation Window will aim to mobilise significant R&I investments to deliver higher productivity, economic growth and better living standards. It will stimulate all innovation: from radical to incremental.

The specific objectives of the Research, Innovation and Digitalisation window will aim to:

- Improve access to and availability of finance for R&I projects adapted to the different needs and risk appetite of potential final beneficiaries at various stages of the innovation cycle;
- Create critical mass of financing to stimulate industrial scale demonstration of innovative technologies, disruptive innovation and support high-risk investments in R&I and new technologies to boost the EU's global competitiveness;
- De-risk investment in R&I and help upscale and deploy innovative solutions at commercial scale;
- Support innovation diffusion and transfer established solutions to new markets to improve innovation performance across the EU;
- Address investment gaps through supporting new Financial Products and innovative financing solutions such as crowd-lending or hybrid instruments and cross-border financing options;
- Foster the transfer of best practices between financial intermediaries with a view to encourage the emergence of a broad product offering supporting R&I activities and R&I-intensive entities; and
- Provide technical assistance to improve investment readiness and bankability of R&I projects, including deep tech⁵⁹ companies, middle market firms, universities, technology transfer offices, public research organisations and large research infrastructures.

⁵⁷See guidance on the climate change related requirements for major projects in the 2014-2020 programming period: European Commission, "Climate change and major projects" 2016: https://ec.europa.eu/clima/sites/clima/files/docs/major_projects_en.pdf

⁵⁸ Communication from the Commission, Action Plan: Financing Sustainable Growth, COM(2018)97, 08.03.2018

⁵⁹ "Deep tech" refers to companies of any sector that are "founded on a scientific discovery or meaningful engineering innovation".

2.2.3 *SME Window*

The main objective of the SME Window is to increase the access to and availability of finance for European SMEs, in support of employment creation and economic growth.

This could be achieved by providing support for categories of SMEs for which the access to finance problem is the most pronounced – start-ups, younger and smaller companies, SMEs lacking sufficient collateral to realise their investment projects linked to the growth of the company, and innovative companies. At the same time, the SME window would also aim to promote the implementation of specific policy priorities of the EU that do not receive sufficient level of support from the private sector. For example, the areas of internationalisation, digitisation or the uptake of innovation, and in sectors such as innovative SMEs and the cultural and creative industries. Furthermore, the capacity of financial intermediaries to work with SMEs, e.g. in the cultural and creative sectors, needs to be improved so that they can fully play their market role of channelling private investment resources to these areas and thus increase their growth potential. The SME window could also contribute to supporting farm investments for restructuring and modernisation, as well as rural entrepreneurship.

The SME Window will also support the Capital Markets Union strategy by promoting more diversified sources of funding and overcoming fragmentation of capital markets as a means to increase the ability of SMEs to withstand economic downturns and making the financial system more resilient during economic shocks.

The EU-level debt products should focus on SMEs that would not receive support from the market due to the perceived higher risk or the lack of collateral. Where justified, more dedicated support may be provided for SMEs or organisations or, were justified to small mid-caps, for a specific sector or a specific policy orientation.

Concerning equity in particular, the aim would be to increase private equity investments in R&I-intensive or high-risk SMEs and small midcaps and tackle market gaps that are not properly addressed by national and regional programmes. The strengthening of the EU equity industry's ability to attract institutional and other investors to operate on a pan-European basis and to provide European exit strategies for leading growing companies will also be targeted.

To ease high growth SMEs to scale up beyond the private equity markets notably when going public, the window could also support and facilitate SMEs seeking a listing on a SME Growth Market⁶⁰ – Multilateral Trading Facility created by MiFID II, aiming to improve the functioning of the entire funding escalator of the SMEs and providing fast and profitable exit opportunities for venture capital and private equity investors.

It is essential to ensure the complementarity and EU-added value of the support by focusing it on market gaps which are not adequately addressed through national or regional programmes. A possibility to avoid such overlaps would be that support targets especially those countries where the access to finance problem is most pronounced and not addressed nationally.

⁶⁰ In order to qualify as an SME Growth Market, at least 50% of the issuers whose financial instruments are traded on an SME growth market shall be SMEs, defined by MiFID II as companies with an average market capitalisation of less than EUR 200 million.

2.2.4 *Social, skills and human capital Window*

The European Pillar of Social Rights recognises among its core principles the right to education, training and lifelong learning as well as to social protection including childcare, housing, healthcare and long-term care.

The general objective of the Social Investment and Skills Window would be to support private and public investment in social infrastructure in areas such as education, social housing, and health, as well as to develop and consolidate the nascent market structures underlying the European social economy and social enterprises⁶¹ and the training and education sectors, both in terms of financing support and technical assistance/capacity building.

Taking account of and providing leverage to policy instruments in support of the social dimension of the EU in the next MFF and against the backdrop of the European Pillar of Social Rights, support from this Window will aim to:

- Consolidate the nascent market structures underlying the European social economy organisations and social enterprises ecosystem;
- Increase access to, and the availability of, microfinance for vulnerable persons (e.g. unemployed, youth, elderly, migrants) and micro-enterprises, social enterprises;
- Build up a stronger capital market for social infrastructure promoters investing in areas such as education (including childcare), social housing, and health (including long-term care);
- Support human capital investments (both demand and supply side), for students and workers and other persons in need of initial training, reskilling and upskilling, as well as for education and training providers, start-ups and companies at large;
- Support the Commission's future action in the field of social enterprises at EU level⁶²; and
- Support the emergence and consolidation of social investment markets by boosting both the supply and demand sides; supporting investment readiness and capacity building of public authorities and of intermediaries active in the micro-finance, social economy organisations and social enterprise finance sector.

2.3 **Simplification**

Suboptimal investment situations are currently addressed through a heterogeneous and fragmented portfolio of EU financial instruments and the EFSI. These all come with different legal, administrative, and operational arrangements that result in unnecessary complexity.

The aim of the InvestEU Fund would be to simplify the EU investment support by constructing a single framework that would help to reduce the complexity. Due to a lower number of agreements under a single set of rules, the InvestEU Fund will simplify the management of investment support instruments, the governance and the final beneficiaries' access to the EU support.

⁶¹ "Social enterprise" refers to businesses which have an explicit primary objective to generate positive social or societal impact, independently of their legal form. They are part of the "Social economy" which, as a broader concept, also includes all co-operatives, mutual societies, foundations and associations and which are based on principles such as the primacy of people over capital, the democratic control by the membership, the reinvestment of the surplus to carry out its societal objectives or to the interest of its members, and an autonomous management. Altogether the social economy is estimated to represent 10% of jobs and 8-10% of EU GDP.

⁶² In its 2016 Start-up and Scale-up initiative the Commission identified five priorities for further actions, drawing from the experience of the 2011 SBI initiative, the Council conclusions of 7 December 2015 and the recommendations of the Expert Group on Social Entrepreneurship (GECES) as well as the conclusions of the evaluations conducted so far.

Moreover, as the InvestEU Fund covers all investment support policy needs, this would allow streamlining and harmonising the reporting requirements and performance indicators.

2.4 Enhanced flexibility

EU investment support instruments address market gaps and suboptimal investment situations. However, investment support needs are constantly evolving due to changes in technology, laws and rules, policy priorities, economic cycles, and risk appetite of financiers and investors. It should thus be possible to modify easily the products. Imposing strict and rigid rules and mechanisms would negatively affect beneficiaries. This could have negative repercussions on investment levels, growth prospects, employment, as well as on achievement of policy objectives.

The EU investment support needs to respond quickly to these changes and requires flexibility in the following areas:

- Ability to align existing financial products to new market conditions. This implies an ability to change particular investment guidelines, criteria as well as the amount of support during implementation;
- Possibility to discontinue underperforming financial products or create new ones. This would also include a possibility for the Member States to withdraw contributions from a financial product set up under the InvestEU Fund Member State compartment (see section 3.2) under certain principles;
- Ability to reallocate resources between products within a specific policy window;
- Possibility to reallocate a portion of resources among policy windows. Any reallocation of resources between windows could be limited to [15%] of the guarantee amount of any of the windows;
- Possibility to easily combine or blend, when appropriate, support under the InvestEU Fund with grants from other EU programmes;
- It should be possible to design products with specific risk coverage rates (e.g. level of first loss piece or guarantee rates) for particular market failures; and
- The Commission should also have the flexibility to grant the EU guarantee to several implementing partners that fulfil the required eligibility criteria (see section 5.3).

3 PROGRAMME STRUCTURE AND PRIORITIES

The current experience with the EU financial instruments and the EFSI budgetary guarantee demonstrated a need for simplification, streamlining and better coordination of EU's investment support instruments during the next MFF. Experience with the EFSI also revealed significant benefits and efficiency gains inherent in using, where possible, a budgetary guarantee instead of traditional financial instruments.

It is therefore proposed to set up a single investment support instrument, the InvestEU Fund, underpinned by a budgetary guarantee. It will be a centrally managed framework for financing EU investment priorities. It will integrate under a single framework all centrally managed investment support instruments and the EFSI and will allow to also cover new and emerging priorities.

The budgetary guarantee underlying the InvestEU Fund will be allocated to four thematic policy windows as indicatively shown in the table below. The split is based on policy prioritisation, absorption capacity, and the size of the investment gaps. The InvestEU Fund will however foresee a possibility to reallocate a limited portion of resources among policy windows (see 2.4).

The InvestEU Fund assumes a slight increase in the EU budget from EUR 14.5 billion during the current MFF (see Annex 5) to 15.2 billion allocated or an increase of almost 5%. The InvestEU Fund is however expected to increase the overall available budgetary guarantee much more. The available EU support would increase by 21% to EUR 38 billion and the total expected investment mobilised by 16.3% to EUR 650 billion (as illustrated in the table below). The increase of the available EU support is due to a shift from the current mix of FIs and the EFSI (EU) guarantee to the use of a single budgetary guarantee that is a much more efficient delivery mechanism.

Table 2 - Overview of budget allocations and estimated investments to be mobilised in the current MFF and under the InvestEU Fund

(EUR m)	2014-2020		2021-2027		Weight of windows (based on the budgetary guarantee/FIs)	
	(Baseline: EFSI + FIs)		(InvestEU Fund)		2014- 2020	2021- 2027
Thematic Policy Windows	Budgetary guarantee / FIs	Investment mobilised	Budgetary guarantee	Investment mobilised		
Sustainable Infrastructure	12.215	216.370	11.500	185.000	39%	30%
Research, Innovation and Digitisation	7.560	148.250	11.250	200.000	24%	30%
SMEs	9.413	171.848	11.250	215.000	30%	30%
Social, Investment and Skills	2.233	26.520	4.000	50.000	7%	10%
Total	31.421	562.988	38.000	650.000	100%	100%
EU Budget	14.521		15.200			

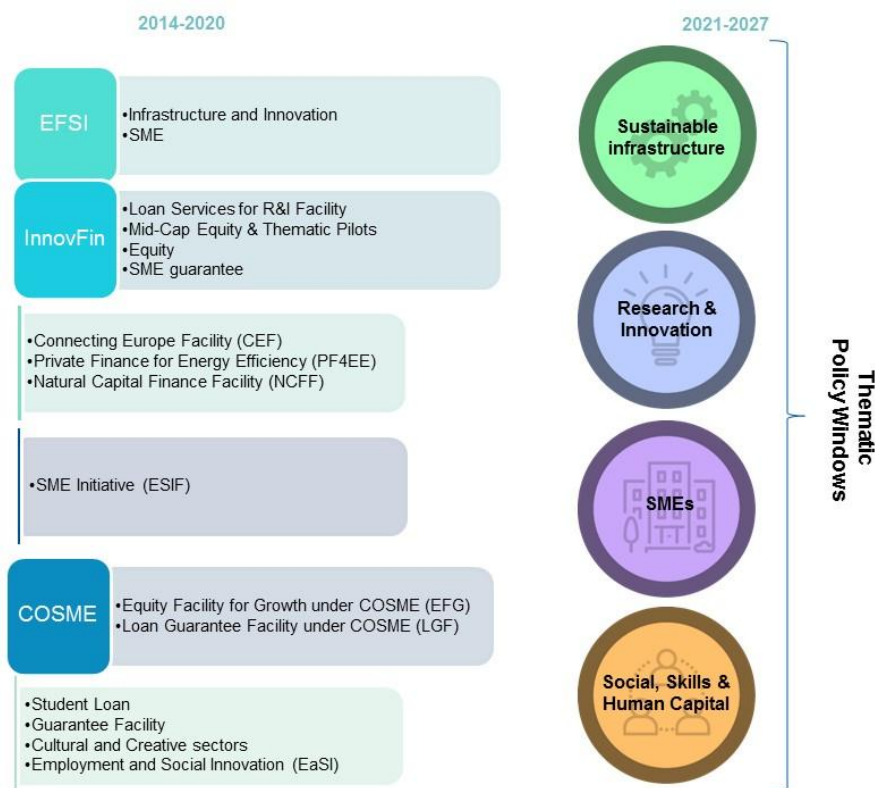
Source: Commission services, 2018 (indicative split in current prices)

The fact that the budgetary guarantee is set to increase more (21%) than the expected investment mobilised (16.3%) is explained by the following InvestEU Fund characteristics:

- Compared to the EFSI, it would include more targeted products oriented on delivering more additionality and having more policy value added;
- The InvestEU Fund assumes a much higher share for the thematic products that are more budget consuming and also display a lower multiplier; and
- The InvestEU Fund would also have more implementing partners and there is therefore a need for a more cautious estimate of the provisioning rate and the multiplier.

The funding priorities for each policy window will be developed in investment guidelines. These investment guidelines will determine some basic principles of intervention, such as additionality criteria, alignment of interest, proportionality, good market practice, sustainability, support to new investment (no refinancing), sectoral and geographic balance, leverage and multiplier effect.

Figure 7 - Correspondence between existing instruments & proposed InvestEU Windows



Source: Commission services

For each policy window, the guidelines would furthermore specify:

- Policy areas for intervention – this would define in more detail the areas/sectors of intervention responding to the specific policy objectives and sectors identified under the InvestEU Programme regulation;
- Type of financial products envisaged to serve the different objectives identified in the regulation and the policy areas, including risk and revenue sharing arrangements;
- Blending needs with other EU programmes;
- Monitoring and performance framework to be put in place to measure the impact of the financial products envisaged.

For each window, a Policy Board, composed of representatives of the lead policy Directorate-Generals and a number of other relevant Directorate-Generals, will define the strategy of the policy window, in line with the investment guidelines and design concrete financing products (see section 3.4 for more details on the governance of the InvestEU Fund).

The InvestEU Fund will also allow for a voluntary contribution of shared management resources where this delivers on ESIF policies i.e. Member States would use InvestEU Fund as the delivery mechanism for part of their ESIF allocation. This would be used under the InvestEU Fund framework but would be earmarked for investment support in specific Member States.

The InvestEU Fund would also be accompanied by the InvestEU Advisory providing technical assistance support building on existing TA initiatives (EIAH, ELENA, InnovFin Advisory) which aims at preparing, developing and implementing a robust investment project pipeline.

Furthermore, the InvestEU Fund will enable additional contributions from other EU programmes, including those outside the EU budget, where relevant and appropriate (e.g. the EU ETS Innovation Fund⁶³).

The InvestEU Fund main characteristics include:

- A single structure, directly communicated to financial intermediaries, project promoters and final beneficiaries in search of financing;
- Flexibility measures that will enable the InvestEU Fund to quickly react to market changes and policy priorities that evolve over time;
- The ability to deliver sector-specific instruments to support particular market failures e.g. Green Shipping, energy demonstration projects, natural capital;
- Increased leverage and more efficient use of budgetary resources through the use of a budgetary guarantee. Compared to financial instruments, budgetary guarantees freeze less budgetary resources due to limited provisioning compared to the level of financial engagement and the overall investment mobilised;
- Simplified and focused offer of investment support instruments targeting the main EU policy objectives. Such offer would also enable combining grants and finance from different EU programmes, or EIB conventional lending or private finance;
- An integrated governance and implementation structure that enhances internal coordination and strengthens the position of the Commission towards implementing partners. This would lead to management cost efficiencies, avoidance of duplications and overlap and increased visibility towards private investors;
- Simplified reporting, monitoring, and control requirements; due to the single framework, the InvestEU Fund will foresee integrated and simplified monitoring and reporting rules;
- Better complementarity and ease of combination between programmes managed centrally and those under shared management;
- A possibility for Member States to channel shared management allocations through the InvestEU Fund (in the Member State compartment);

⁶³ The Innovation Fund is established by the Article 10 (a) 8 of the ETS Directive (EU) 2018/410.

- Possibility to contribute additional resources, if relevant and appropriate, from other EU programmes for specific policy objectives such as low-carbon innovation in energy, CCS (Cultural and Creative Sectors), and energy intensive industry supported under the EU ETS Innovation Fund; and
- Association of the InvestEU Advisory to the InvestEU Fund in order to support the development and implementation of a pipeline of bankable projects.

Furthermore, the single integrated structure of the InvestEU Fund offers the opportunity to address the shortcomings identified in the lessons learnt section in the following way:

- Better coordination, single approach to implementing partners. Instead of a multitude of delegation agreements and different provisions in different delegation agreements (even when addressing the same issue), the InvestEU Fund will feature a single agreement per implementing partner. The governance structure, comprising all relevant DGs, will ensure effective coordination among instruments.
- Competition among implementing partners. Under the current MFF, most intervention under budgetary guarantees and financial instruments for internal policies is operated via the EIB Group. The InvestEU Fund opens up the possibility for other partners or consortia to enter in agreements directly with the EU, ultimately increasing the choice of policy implementation options for the EU.
- Additionality and EU added value. In response to recommendations from evaluations and audits of the EFSI and financial instruments, the InvestEU Fund will aim to strengthen requirements on additionality and EU added value of the intervention.
- Stronger verification of compliance with policy objectives, to balance the demand-driven approach at the level of individual operations. The scrutiny of the EU policy consistency of the financed projects will be intensified due to the work of the Commission staff in the Policy Boards and the Project Team.

Table 3 - From the EFSI and financial instruments (2014-2020) to the InvestEU Fund

InvestEU (Next MFF)	Improvement compared to the current MFF
Shift towards budgetary guarantees by default	Less budgetary resources to achieve the same objectives.
A single budgetary guarantee	More efficient due to economies of scale and diversification compared to several ring fenced budgetary guarantees: less provisioning needed for the same level of protection from the EU budget.
A single fund: common rules, consistent products, single voice	Overcomes fragmentation, overlaps and inconsistencies.
Flexibility	Higher capacity to redeploy resources and to develop new products according to the demand.
Efficiency gains	For financial intermediaries and final beneficiaries: single set of rules and reporting requirements, cross-reliance on audits. For implementing partners: single contractual framework. For the EU Budget, risk remuneration and limited fees.

InvestEU (Next MFF)	Improvement compared to the current MFF
Budgetary guarantees under ESIF	Higher impact with fewer resources.
Upfront coordination between the EU centrally managed instruments and ESIF levels	Better respect of the subsidiarity principle. More efficient allocation of budgetary resources. Qualitative upgrade of interventions. Synergies. Lower need for combinations, but when needed: single set of rules.
Non-exclusive access to the EU guarantee	Diversification of pipelines and wider coverage of policy objectives. Enhanced coordination and negotiation capacity.
A structured and streamlined framework for blending	Simplification.
Increased visibility, enhanced accountability	Single brand. More effective democratic control.
Coherent framework for technical assistance	Technical assistance will be streamlined under a single framework

3.1 InvestEU Fund structure

The InvestEU Fund aims at achieving a balance between a lean and flexible structure with simple rules and the need to cater for specific investment support needs in different policy areas and for different types of beneficiaries. While there are some trade-offs to be made, these two objectives are not mutually exclusive.

Lessons learned from the EFSI's structure and in particular the use of windows⁶⁴ suggest that an organisation into policy windows achieves a good balance between simplicity, streamlining and ability to target specific policy needs.

The windows will be used to deploy financing products (e.g. debt, equity) as well as thematic sub-instruments and pilot initiatives targeting high risk and first-of-a-kind projects, as currently done under certain financial instruments (e.g. InnovFin Energy Demo Projects, Natural Capital Financing Facility, SME guarantees) and provide for a more comprehensive guarantee coverage.

The number and scope of InvestEU Fund's policy windows would need to achieve the following objectives:

- Simplicity – there should be only a handful of policy windows to avoid fragmentation and confusion among implementing partners and beneficiaries;
- Target specific EU policy priorities and respond to market needs that can be addressed with similar financial products; and
- The structure should minimise potential scope overlaps between windows through simple and pragmatic demarcation rules.

⁶⁴ Under the EFSI, investment support is provided under two windows: Infrastructure and Innovation Window and SME Window.

Based on the main policy challenges and their nature (see section 1.2), it is proposed that the InvestEU Fund includes the following four windows: (i) sustainable infrastructure, (ii) research, innovation and digitalisation, (iii) SMEs, and (iv) social investment and skills and human capital.

The InvestEU Fund budgetary resources will be distributed among the four windows. This allocation will be based on the size of the respective market gaps and experience with the current financial instruments and the EFSI. An additional argument to be taken into consideration is the absorption capacity by implementing partners, financial intermediaries and final beneficiaries.

The InvestEU Advisory/TA support will be allocated among policy windows according to identified needs and market gaps. Moreover, limited resources would be kept outside the policy windows at the InvestEU Fund level to support initiatives like a single entry point and cross-policy advisory products and would ensure flexibility for emerging needs.

3.2 Member State compartments

The EU budget implemented through shared management with Member States also deploys financial instruments to address local market failures or sub-optimal investment situations. The policy objectives of the EU-level and investments support instruments under ESI Funds are not identical; the former focus on EU-wide and the latter on regional or national suboptimal investment situations. However, the experience has demonstrated the need to increase complementarity and ease of combination between the two types of support mechanisms.

In the current programming period, not many Member States have channelled part of their ESIF allocations through EU level financial instruments. The InvestEU Fund will offer a compelling opportunity to increase effectiveness and impact of ESI Funds for investment support in a given Member State through the use of a budgetary guarantee. The same objective of budgetary efficiency that recommends the shift from financial instruments to budgetary guarantees at EU level (see section 5.2) applies to ESIF.

Member States will have the possibility, on a voluntary basis, to channel part of their ESIF resources through the InvestEU Fund. For this purpose, the InvestEU Fund structure would include a Member State compartment under each window. However, the possibility for the Managing Authorities to implement their programmes partly through tailor-made financial instruments including in combination with InvestEU Fund would be kept in the post-2020 legal framework.

The EU would be the guarantor (otherwise, in most convergence Member States the guarantee would be weaker and, thus, financially less effective) and the EU budget (ESIF) would provide the provisioning against expected losses, managed in the common provisioning fund established by Article 212 of the revised Financial Regulation (FR), and Member States would assume the contingent liability. No national co-financing would be required. The Commission would select the implementing partner, among those eligible for indirect management according to Article 154(4) FR and which have expressed an interest to become an implementing partner for the Member State compartment. The Commission would then sign a guarantee agreement providing the EU guarantee to the selected implementing partner.

This proposal would bring the following benefits for Member States and for the EU budget:

- Wider impact of the EU budget on investment and economic and social welfare with fewer budgetary resources.

- No national co-financing required by the Member State and very low probability of any disbursement related to the contingent liability. Any provisioning left at the end of the budgetary guarantee comes back to the Member State.
- Predefined scheme and products provided by the InvestEU Fund, which simplify for Member States the design of effective market instruments (or provides them with a product they do not have the expertise to develop) and facilitate the switch from grants towards market instruments; it also reduces the scope of the ex-ante assessment to be carried out by Member States. Products designed for the entire window may need to be adjusted to address specific policy issues.
- As the management model for the ESIF compartment is indirect management, not shared management, the choice by the Member States of the implementing partner does not need to follow public procurement rules.
- The management role of the Commission will alleviate the administrative burden for Member States and will ensure spread of good practices across the EU.
- A simplified State Aid compliance mechanism would be put in place.
- Member States will have the possibility to withdraw from InvestEU Fund their contributions under certain principles.
- The InvestEU Fund would provide central performed monitoring and evaluation activities, including centralised reporting. Reporting systems will ensure sufficient information flows to the Member States.

Respective scopes of the EU level and the Member State compartments

The proposed structure with two compartments in each window should allow a better complementarity and division of labour between the two levels and a more effective application of the principle of subsidiarity. In addition, the two compartments within each window will share the same InvestEU Fund rules, which would allow a clearer and simpler framework for combining different sources of EU funds.

The scope of the EU level compartment would comprise:

- Investments supporting EU policy priorities addressed at EU level;
- EU wide market failures and investment gaps; and
- The design, development and EU wide market testing of innovative financial products, and the corresponding ecosystems to spread them, for new or complex market failures and investment gaps.

The Member State compartment would address country specific market failures and investment gaps ensuring a critical mass and a more efficient geographical concentration of resources.

Country specific market failures and investment gaps widespread among Member States would be addressed in a complementary manner, whereby the EU level compartment would ensure the possibility to address the market failure in all Member States, while the Member State compartment would allow a more effective geographical concentration of resources in accordance with the needs of each Member State.

During the InvestEU Fund mid-term review the Commission will assess whether certain instruments developed and tested at EU level, but that address market failures and investment

gaps that have a local dimension, could better be deployed at Member State level in line with the principle of subsidiarity.

3.3 EU added value

The EU long-term goals regarding sustainability, competitiveness and inclusive growth require significant investments in different policy areas. This includes, *inter alia*, new models related to mobility, renewable energies, energy efficiency, natural capital, innovation, digitalisation, skills, social infrastructure, circular economy, climate action, and small businesses growth and creation.

Renewed efforts are needed to tackle persisting market fragmentation⁶⁵ and market failures caused by private investors' risk-averseness, the public sector's limited funding capacity and structural inefficiencies of the investment environment. Member States cannot sufficiently bridge those investment gaps alone.

An intervention at EU level ensures that a critical mass of resources can be leveraged so as to maximise the impact of investment on the ground. Intervention at EU level can better attain the objectives pursued mainly because of the disparities in Member States' fiscal capacity to act. In addition, the EU level provides for economies of scale in the use of innovative financial products by catalysing private investment in the whole EU and making best use of the European institutions and their expertise for that purpose. The EU intervention also provides access to a diversified portfolio of European projects, thereby catalysing private investment, and allows for the development of innovative financing solutions which can be scaled up or replicated in all Member States.

Added value could also be expected from channelling ESIF contributions to the InvestEU Fund where the budgetary guarantee could enhance the support to specific final recipients or products in the programme areas.

In addition, an EU intervention is the only tool capable to effectively address investment needs linked to the EU-wide policy objectives. Tackling the problem only with structural reforms and improved regulatory environment would not be sufficient to address the remaining investment gaps in the post 2020 period.

A more detailed analysis of the EU Added Value per policy window is available in the Annex 4 (Scoping Papers per policy Window).

Moreover, the InvestEU Fund will develop a set of principles and criteria to address additionality at project level. An initial reflection on the subject is included in Annex 10.

3.4 Governance

There are several options on how the InvestEU Fund's governance could be organised. These options relate to several possible layers: centralisation versus decentralisation, in-house governance at the Commission level versus independent governance structure outsourced to an implementing partner similar to the system for the EFSI.

The governance structure currently used for the EFSI exhibits important drawbacks in the context of the InvestEU Fund ambitions. Compared to the EFSI, and also due to the need for flexibility to respond to changing market needs, the InvestEU Fund will be more focused on

⁶⁵ Market fragmentation - preventing the smooth and effective functioning of the internal market - can only be truly tackled through an intervention at Union level because of the disparities in Member States' fiscal capacity to act.

addressing specific policy objectives. This will require a stronger policy steer. Second, the need for simplification, flexibility, and the fact that InvestEU Fund foresees several implementing partners exclude the possibility for external governance organised at a specific implementing partner level. Under the InvestEU Fund, the Commission will be able to grant the EU Guarantee to any implementing partner that fulfils the relevant criteria.

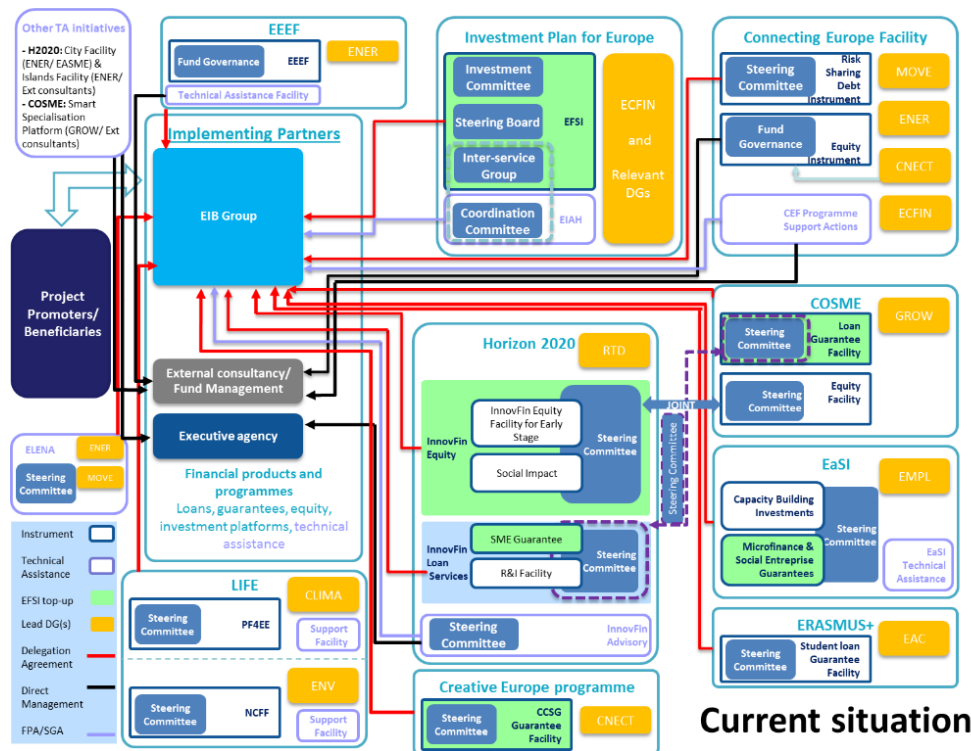
Therefore, maintaining the governance at the Commission level will better fulfil the InvestEU Fund's objectives and accountability, and in terms of structure will ensure an adequate and coherent policy steer. It will also facilitate a more in-depth overview of the supported projects and consequently facilitate risk management. Outsourcing the governance to several implementing partners would weaken the policy steer compared to an in-house Commission solution and potentially weaken the alignment of interests and coherence in decision-making.

Neither a completely decentralised nor a centralised system is desirable. The decentralised governance would just imitate the current fragmented governance for the existing instruments. A single governance for the whole InvestEU Fund would on the other hand be too general and would not cater for specific policy needs. Thus, the governance should be aligned with the proposed window-based structure of the InvestEU Fund. This would include an overall InvestEU Fund governance complemented by separate but interlinked governance arrangements at policy windows level.

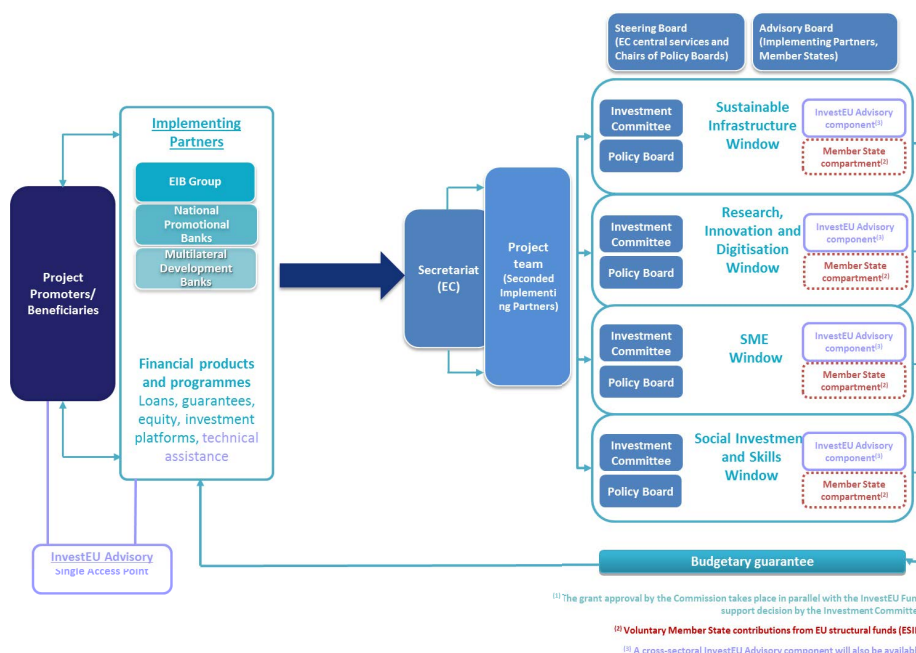
Figure 8 below presents a visual comparison of the governance arrangements for the EFSI and current centrally managed financial instruments compared to the proposal under the InvestEU Programme (full-sized graphs can be found in Annex 13).

A key challenge of a governance structure organised at a Commission level is to ensure an appropriate level of banking and investment expertise. This can however be mitigated with active involvement of experts and implementing partners in the InvestEU Fund's structure. Overall, the governance structure aims at looking at the InvestEU Fund as a whole while pursuing the different policy objectives and maintaining an acceptable level of risk. To this end, effective risk management with regard to the use of the EU budget guarantee is foreseen to be set-up and implemented with the aim to ensure that risks are identified, managed and communicated. In particular, a risk assessment function will be established for the purpose of monitoring the EU guarantee under the InvestEU Fund. Moreover, effective rules for managing conflicts of interest will be put in place to ensure segregation of duties, and proper verification at all governance levels will be consistently maintained.

Figure 8 - Current governance for EFSI and FIs vs the proposed governance under InvestEU



Proposed InvestEU Programme governance



Source: Commission services

Moreover, the governance structure of the InvestEU Programme reflects its reinforced policy orientation and strengthened steer by the Commission. The InvestEU Programme planned governance is composed of both external elements to be foreseen in the draft legislation (Advisory Board, Investment Committee and, partially, Project Team) and Commission internal coordination (Steering Board, Policy Boards, Inter-Service Coordination Committee, Secretariat and, partially, Project Team):

- **Advisory Board:** An Advisory Board meeting in two compositions: (i) representatives of the implementing partners, and (ii) representatives of the Member States will be set up in order to allow the Steering Board and the Policy Boards (see below) to consult the implementing partners and the Member States when preparing and designing new financial products, following market developments and sharing information.
- **Steering Board (Commission internal):** A Steering Board to ensure horizontal coordination and steering of the InvestEU Fund will be set up. The Steering Board will prepare the various horizontal documents necessary for the functioning of the InvestEU Fund (investment guidelines, scoreboard, harmonised format for project submission by implementing partners etc.). Moreover, the Steering Board will monitor the overall risk profile of the InvestEU Fund and verify that the risk characteristics of the financial products proposed under the policy windows correspond to the general risk profile and general orientations of the InvestEU Fund.⁶⁶
- **Policy Boards (Commission internal):** Investment support will be allocated under four policy windows clustering financial products by policy areas. Each window will have a Policy Board, composed and led by policy DGs. The Policy Board will be in charge of the design of financial products within a window (including the resources attached to them and the necessary risk provisioning within the parameters set by the Steering Board) and monitoring of the performance of the implementing partners within that window.
- **Investment Committee:** The Investment Committee, which meets in four different configurations corresponding to the windows, approves the use of the EU guarantee according to the eligibility criteria set by the InvestEU Fund regulation to operations proposed by implementing partners. The Investment Committee will be composed of four independent experts who will be the same for all the four compositions to ensure horizontal consistency and of two independent experts per window specialised in the policy area of their respective window. It will make its assessment on the basis of the scoreboard.
- **Project Team:** The Project Team will comprise experts put at the disposal of the Commission by implementing partners. Subject to a positive confirmation by the Commission of consistency of the proposed operations with Union law and policies, the Project Team will perform a quality control of the due diligence of the proposed financing investment operations carried out by the implementing partners. Financing and investment operations are then submitted to the Investment Committee for approval of the coverage by the EU guarantee. All implementing partners will be requested to second a number of banking and risk management experts to the Commission who will review the risk features/issues of the projects submitted for this purpose. These experts will not work on projects submitted by their institution of origin to prevent conflicts of interest.
- **Secretariat (Commission internal):** The implementing partners will send projects or facilities/programmes to the InvestEU Fund Secretariat, which will attribute them through the Project Team to the Investment Committee of the relevant Policy Window.

⁶⁶ The existing risk management staff of the Commission will also need to be reinforced. This will be part of the financial statement for the legislative proposal. The risk managers will perform risk related calculations based on reporting from the implementing partners to allow for a thorough supervision by the Steering Board of the risk under the EU guarantee in total and under each window and to adjust, if needed, the financial products.

3.5 Avoiding overlaps among policy windows

The 2014-2020 investment support instruments have generally proven effective in addressing market gaps. However, the fragmentation of the EU offer led to the emergence of several overlaps. Past EFSI evaluations found overlaps between EFSI and other centrally managed financial Instruments. While these have been addressed during implementation by re-focusing existing instruments towards new market segments, it is important to avoid such overlaps in the future. Moreover, several overlaps have been identified between the centrally managed financial instruments. Under the current MFF there have been at least 14 different instruments focusing on SMEs under internal, centrally managed EU FIs and the EFSI (see annex 12). In addition, there are overlaps between centrally managed instruments and investment support instruments under shared management. Avoiding overlaps and simplification is one of the main reasons for the creation of the InvestEU Fund.

The InvestEU Fund structure is designed to group instruments into clear policy priorities. The InvestEU Fund with its centralised approach (i.e. a single fund, a single Steering Board, a single approval process of the operations by the Investment Committees, a single agreement with each implementing partner and participative involvement of all relevant policy DGs in the Policy Boards and the Inter-Service Coordination Committee) would ensure that EU financing is channelled in a coordinated and harmonised manner, without overlaps. The governance structure ensures coordination and provides for information exchange channels between the Commission services and key stakeholders. Furthermore, in its oversight capacity, the Steering Board will ensure avoidance of overlaps of eligibility between windows and products.

Avoidance of potential overlaps between financial products offered within a policy window would be a competence of relevant Policy Boards. Nevertheless, there may still be borderline cases that will have to be addressed based on demarcation principles for allocation of proposals submitted by implementing partners between windows. An example for a possible set of principles could be the following:

1. Does a product proposal support a social objective?
Proposals for support having a social objective, regardless of their nature – whether it relates to infrastructure, microfinancing or SMEs - will fall under the social investment and skills window.
2. Does a product proposal support an SME via financial intermediary?
Proposals that support SMEs through an intermediated lending will fall under the SME window, except for those proposals for support that have a social objective.
3. Does a proposal support research and innovation activities?
The research, innovation and digitalisation window will support projects/products, which fall within the definition of research and innovation activities other than innovative SMEs and small midcaps (financed under SME window).
4. Does a proposal support an infrastructure?
Infrastructure projects/products that are not social infrastructure and not [primarily/fully] R&D infrastructure will fall under the Sustainable Infrastructure Window.

In practice, the implementing partner will indicate the relevant policy window in their submission of a specific operation and financial product to which the operation would be assigned. This will then be reviewed by the Commission.

A similar solution is proposed for technical assistance, the InvestEU Advisory. In order to avoid overlaps and to simplify the access to the services for end-beneficiaries, the InvestEU Advisory

would provide for a single entry point and will also include technical assistance components at Policy Window level.

3.6 Geographical distribution

The InvestEU Programme support is available to all EU Member States. The InvestEU Programme could be also open to third countries that are members of the European Free Trade Association, acceding countries, candidate countries and potential candidate countries, countries covered by the Neighbourhood policy and other countries, in accordance with the conditions laid down between the Union and those countries. The geographical scope of the current instruments is included in Annex 11.

Based on the current experience and past EFSI evaluations recommendation to improve the geographical distribution in finance provisioning, the InvestEU Programme is designed in such a way to make sure it benefits all Member States, irrespective of their size and of the development of their financial market:

- **Implementing partners** (see section 5.3) - As the only financial institution active across the EU, the EIB will continue to deploy EU-wide financial products and therefore ensure equal access and coverage of financial products. In addition, the opening of the EU guarantee to NPBs aims at better targeting local financing needs. To avoid the EU guarantee benefitting mostly the countries with big, long-established NPBs, the InvestEU Fund is also open to consortia of NPBs that cover at least three countries. This will require NPBs to cooperate to develop joint products and will foster an exchange of best practices and expertise. Smaller and more recent NPBs will thus be able to benefit from this cooperation. Finally, multilateral development banks will also support a more balanced distribution of the EU financial support. The EBRD is active in 11 Member States⁶⁷ and will be able to increase its operations in these countries – especially in the crucial fields of energy transition and capital market development - thanks to the EU guarantee. The same applies to the Council of Europe Bank that has a specific focus on social investment.
- **Member State compartment** - This feature of the InvestEU Fund, which is described in Section 3.2, is designed to mainly benefit cohesion countries, which will benefit from an increased volume of EU supported finance.
- **Blending** - Synergies between EU instruments will be further facilitated by easier rules for a smooth and efficient blending of grants in with the InvestEU Fund guarantee. The addition of a grant element sometimes enables a project to become bankable and thus eligible for support under the EU guarantee.
- **InvestEU Advisory** – The InvestEU Fund will be accompanied by a comprehensive technical assistance scheme, the InvestEU Advisory. It will, *inter alia*, provide project development and capacity building support to develop organisational capacities and market making activities needed to originate quality projects. The aim is to create the conditions for expanding the potential number of eligible recipients in nascent market segments, in particular where the small size of individual projects raises considerably the transaction cost at the project level. Project promoters in cohesion countries are expected to be natural candidates for this technical assistance support.

⁶⁷ Bulgaria, Cyprus, Greece, Romania, Croatia, Estonia, Hungary, Latvia, Lithuania, Poland, Slovak Republic, and Slovenia

4 TARGET ACTIONS, FINANCING PRODUCTS AND BENEFICIARIES

The InvestEU Fund support will be delivered in the form of a budgetary guarantee, which will be able to support all types of financial products, such as debt, equity and quasi equity.

The InvestEU Fund will also foresee a limited envelope for thematic products under each policy window for pilot initiatives which feature high volatility of revenues and/or are deployed in uncertain markets and that cannot be covered by horizontal/standard products available in the windows. These products could target very high risk and first-of-a-kind projects, as currently done under financial instruments such as InnovFin Energy Demo Projects, Natural Capital Financing Facility, SME guarantees, and hence require higher guarantee coverage. New innovative instruments could be deployed in line with new developments to test market interest.

In certain circumstances, the combination of the EU level and the Member State compartment would be possible for example to co-invest in certain operations/products or to support investment platforms bundling small and medium-size projects.

The InvestEU Fund would be open to all Member States including for cross-border projects with certain third countries (e.g. similar to the EFSI).

4.1.1 Sustainable Infrastructure Window

The type of actions covered under the sustainable infrastructure window should be closely related to the type of investments, the beneficiaries, their risks and financial structuring fundamentals.

For investments that can be consolidated on the balance sheets of promoters (core business type of investments, strong promoters), standard type of instruments/ products (such as loans, guarantees, credit enhancement) could be provided. Same applies also for well capitalised special purpose vehicles (SPVs) backed-up by strong promoters. This type of products could be feasible e.g. for certain transport or energy infrastructure (inter-connectors for large-scale renewable power) projects. On the other hand, there may be investment situations and projects that would require less standardised instruments, with higher risk coverage and potentially a variety of financing products.

Compared to actions currently offered under various instruments, such as the CEF Debt Instrument, i.e. senior debt/project bond credit enhancement, funded senior loan, hybrid securities, guarantees, or development of new products specifically focusing on low carbon infrastructure (e.g. smart grids at intersection with energy storage/mobility), the future actions should expand the perimeter of the infrastructure window towards business models of the future, essentially laying the ground for their "standardisation" after reaching the critical mass.

For highly innovative and high-risk projects, blending with a grant component coming from other instruments should be possible. A technical assistance layer addressing the preparatory phase of projects until their financial close would certainly help speed up the pipeline evolution and reducing the risks of projects related to financial, legal, technical and procedural elements.

With regard to the envisaged financing mechanisms, a key aspect is flexibly determining the most effective capital structure and mix of private and public funding through the life cycle of the project from greenfield into the brownfield phase. No refinancing would be possible under the InvestEU Fund.

In this context, the EU budget provisioning of debt financing that facilitates access to finance in suboptimal investment situations where projects will have difficulties to receive adequate bank

or capital market financing should be continued. Given the different needs emerging in infrastructure, such financing will support senior debt operations (loans and guarantees), and subordinated ones (funded and unfunded, including project bonds, loans and guarantees).

Given the continued need for infrastructure renewal and development and the ambitious decarbonisation targets set at European level, the need for equity remains high, particularly during project construction. Complex undertakings such as land remediation projects and assets with yet untested technology and revenue models such as battery storage still find it difficult to raise equity capital for their construction phase. Projects that have a greater degree of revenue risks, operating risks, or construction risks that limit the capacity to borrow may face financing gap where equity can be used to provide the necessary additional financial backing.

Technical assistance supporting the preparation of infrastructure investment shall also support the sustainability proofing of investment projects (notably related to climate), partly by ensuring due consideration of low-carbon and environmentally friendly options and solutions, partly by ensuring infrastructure's resilience to the current and future climate throughout its lifespan. The objective of these aspects of technical assistance lies in better identification and reduction of project risks during construction, maintenance, operation and decommissioning of the infrastructure at stake.

In the utility sectors, notably in the energy sector, project promoters would mostly come from a mix of public (cities, municipalities), semi-public and private sector, such as transmission and distribution system network operators, electricity suppliers and retailers, energy, water and waste service companies, generation companies, energy communities, large property owners etc. These entities may be public sector by tradition operating on commercial or non-commercial basis, privatised with or without public service objective, or recently created public entities in nascent markets (e.g. for energy services). The InvestEU Fund is well placed to realise cross-sectoral synergies, e.g. between energy, transport and digital connectivity. Large and medium private or public entities or SPVs also operate under concession or PPP such as in ports, airports and motorways projects, and as well to deliver water and wastewater services.

In the sector of telecommunications, project promoters can be private and public and vary significantly in size. It is of particular importance that smaller promoters have adequate access to such instruments. On the other hand, strict eligibility criteria should be imposed in relation to the projects deployed (e.g. contribution to EU's connectivity targets/increasing coverage, state of the art technology, innovative business model).

In the blue economy, project promoters cover the whole value chain, ranging from public, to semi-public and private entities varying from multinational, medium size maritime businesses to SMEs.

4.1.2 Research, Innovation and Digitalisation Window

An adequate mix of debt, equity and risk-sharing products will be developed to tailor to the needs of innovators depending on the nature, development stage and risk of R&I projects. This will take into account the variety of potential R&I beneficiaries such as European Innovation Council (EIC) beneficiaries, European Research Council (ERC) grantees, Marie Skłodowska-Curie actions, middle market companies, large companies, stand-alone projects, SPVs, Universities, Research Centres, Innovation Agencies, R&I infrastructures, and other R&I driven institutions such as research funding foundations and European Institute of Innovation and Technology (EIT) Knowledge and Innovation Communities.

The focus of the actions of the research, innovation and digitalisation window would be on:

- Creating critical mass of financing to support high-risk investments in R&I, digital market and new technologies. This will include large-scale first-of-a-kind demonstrations for which market investor interest may be low and which could deliver a step change in support of specific EU policy objectives, such as the low-carbon innovation in energy and industrial sectors; Innovation, in particular disruptive, will increasingly rely on complex combinations of various technologies, digital transformation and intangible assets. This new wave of much deeper and transformative innovations will merge digital with physical and will go more and more into 'deep tech'. This will foster emergence of new business models and changes in traditional business models that will require substantial financial resources.
- De-risking investments in innovative technologies, and transfer established solutions to new markets. Financial products of the InvestEU Fund would reduce time to market at potentially lower costs. Finance providers remain rather averse towards providing financial support for R&I activities, which results in low credit scores and high interest charges or sub-optimal repayment terms to compensate for the perceived risks embedded in the innovative technologies or ventures. In many instances, private sector financiers and investors do not finance uncollateralised projects with unsecure return prospects due to the early stage of their development, the capital intensiveness and the long time to market. This is particularly relevant in the case of R&I activities with medium and long-term innovation cycles such as deep tech, health, new advanced materials or low-carbon technologies in the energy sector, CCS and industry.
- Stimulating innovation diffusion and uptake of technologies from radical to incremental. It will help deploy innovative solutions, translate research results to market and support innovation diffusion. This window will help address societal challenges linked to health, energy, security, climate change mitigation and adaptation, decarbonisation of the economy, low-carbon mobility and transport, water and food crisis, environmental disasters, migration, digitalisation, oceans, and biodiversity loss.
- Foster the transfer of best practices between financial intermediaries with a view to encourage the emergence of a broad product offering supporting R&I activities and R&I-intensive entities.
- Technical assistance will be provided to promoters to structure their projects in order to improve their investment readiness and bankability. In addition, horizontal advice can be supported to improve investment conditions in sectors and markets with suboptimal investment. This includes measures such as: developing a business case for new financing mechanisms, preparing studies on increasing the effectiveness of financial instruments in addressing specific R&I and digital needs and should also cover the project development documents and advice related to speeding-up the project development, Front End Engineering Design studies, documentation and processes towards the financial close and legal contracting issues (e.g. Intellectual Property Rights) counterparty liabilities settlement).

Debt products will directly lend to final beneficiaries for investment in R&I activities: (i) indirectly via (counter-) guarantees to financial intermediaries providing debt finance to final beneficiaries, (ii) may set up investment platforms with public-private co-investment arrangements structures with a view to catalysing investments in a portfolio of projects through a combination of direct loans and indirect finance (counter-) guarantees with a thematic or geographic focus and (iii) guarantees and/or counter-guarantees for national or regional debt-financing schemes.

The equity and quasi equity products would focus on innovative mid-caps either through direct quasi equity investments or through risk sharing arrangements or co-investments with financial intermediaries and national public and semi-public financial institutions.

4.1.3 SME Window

Under the SME window all priority actions will be geared towards facilitating access to finance to SMEs and small mid-caps.

The EU-level debt instruments could focus on SMEs according to the applicable EU definition, more specifically those which would not receive support from the market due to the perceived higher risk or the lack of collateral. Where justified, more dedicated support may be provided for SMEs or organisations, or to small mid-caps, for a specific sector or a specific policy orientation.

On the debt side, the SME window could also encompass SME guarantee schemes which shall provide guarantees on a broad range of different financing transactions (including investment loans, guarantees, working capital facilities, leasing transactions, subordinated loans, bank guarantees). This is essential to achieve the appropriate coverage and to respond to the financing needs/business needs of SMEs.

The equity instruments could focus on investments in SMEs according to applicable EU definitions, and more specifically those which activities would help achieve the EU policy priorities. Where duly justified, investments may also be made into small midcaps. Targeting could be done on a sectoral basis (linked to the fields in which the policy priorities will be implemented) and a company life-cycle basis (on the basis of funding gap analyses).

As regards equity, the products to be included in the SME Window could support technology transfer, equity crowdfunding, business angel investments, venture capital (VC) investments (including investments into VC funds-of-funds), and initial public offerings. In addition, the SME window could support cornerstone and catalytic investments in established financial intermediaries, or entities to be incorporated, that make equity, quasi-equity, hybrid debt-equity and other forms of mezzanine finance investments in projects, start-ups and established SMEs and small midcaps.

Equity investments may be combined (blended) with debt finance and grant funding under EU central programmes or those established under cohesion policy (shared management) or under national programmes.

Technical assistance or capacity-building support where such activities are crucial to achieve a smooth implementation of the financial instruments, such as best-practice exchanges between financial intermediaries of a particular type, matchmaking between investors and investees (database, events) and investment-readiness training, coaching in raising finance, and mentoring for founders and CEOs.

4.1.4 Social Investment and Skills Window

The InvestEU Fund support can be used in multiple sectors under the scope of this window. While all the projects will have to be ultimately economically viable and generate revenues for the investors, the financial products in use, their investment guidelines, pricing and return conditions will change according to the specific policy sector, the market gap to be addressed and the specific project structure. The following areas have been identified as the focus of intervention for the InvestEU Fund support under this window:

- Supporting social economy and social enterprises and microfinance recipients: support to promote inclusive entrepreneurship, improve access to employment (including self-employment), job creation, labour market integration, social inclusion. This will be achieved by increasing the availability of and access to micro-finance, and access to finance including patient capital to social economy organisations and social enterprises. It also includes support for the upscale or development of new business models focusing on social return on investment.
- Skills, education, and integration: for building a knowledge-based society, investment is necessary in all levels of education and training (early childhood education and care, secondary schools, higher education), as well as support to increase vocational training and lifelong learning, including non-formal learning investment in human capital (inter alia focused on improving the integration of young people in society, of refugees and asylum seekers who are undertaking upskilling actions or qualifying training). Supporting investment projects in this field will result in more vibrant education and training systems and markets, enabling easier professional transitions for people and being responsive to the lifelong need for upskilling and reskilling. For knowledge-intensive institutions (such as universities, research & innovation centres) the combined support under several of the InvestEU Fund windows may provide a welcome boost towards a knowledge-intensive society.
- The InvestEU Fund will facilitate the mobilisation of investments in the health sector, for the transition to new care models in order to adapt to an increasing demand for healthcare due to population ageing and the rising burden of chronic conditions. Investments in reformed care models are complex and of high risk as they concern a range of elements in infrastructure, technologies and services, and the return is expected in the medium to long term. Up-front investments are required to set-up the new care models, followed by sustained investments over a period of time to facilitate the complete implementation of the reforms⁶⁸. Return on investment may only come in the medium-long term and, consequently, investments in reformed care models are of high risk.
- Social infrastructure and services: investments in the construction, expansion or refurbishment of buildings and in the provision of related services for:
 - Education and training (educational facilities courses development, and digital equipment)
 - Childcare (e.g. nurseries and kindergartens)
 - Social housing (including energy efficient social housing)
 - Healthcare (e.g. clinics, hospitals, primary care centres, health promotion programmes, integrated care services) and
 - Long-term care (e.g. home-care and community-based services).
- Support to physical infrastructure developments could be complemented with funding for social economy and social service provision, including through outcomes-based projects, in an integrated way.

For several of the areas mentioned above the financial support by the window will be complemented by the offer of the InvestEU Advisory including capacity building to “grow” the respective market players, including social innovators, social entrepreneurs, social impact investors, and philanthropists and create a pan-European network of social impact and social

⁶⁸ See also: "The case for investing in Public Health", World Health Organization, Regional Office for Europe (2015) http://www.euro.who.int/_data/assets/pdf_file/0009/278073/Case-Investing-Public-Health.pdf

innovation relay and coaching centres. The capacity-building programme will need to take into account the different needs of financial intermediaries and procuring authorities in accordance with their investment portfolio and the long-term needs of market development as well as the geographical coverage of financial intermediaries throughout the EU.

As regards social innovation, creation of markets for social outcomes, expertise and capacity building, tools may be developed: (i) to help national, regional or local authorities develop skills for configuring investment strategies, blending financing, and bundling projects such as the development of social clusters; (ii) to grow social innovators, social entrepreneurs, social impact investors and philanthropists; and (iii) to facilitate agreement on operational definitions. Capacity building also include promoting innovation by and for the European society, in particular, targeting new products, services and organisational models that meet social needs, foster new social relationships or collaborations, and empower citizens.

Debt products offered under this window may include direct lending to project promoters and portfolio guarantees. Funded instruments are complementary to guarantees as they provide senior and subordinated loans to intermediaries that are in turn on-lent to vulnerable groups and social enterprises. It will target predominantly non-bank intermediaries given that these entities have difficulties obtaining debt finance in view of the early stage of their development. Subordinated loans are more relevant for bank intermediaries, as they often provide capital relief.

Equity support may be channelled to social enterprises which can benefit from risk financing structured in the form of equity/quasi-equity investment participations and hybrid funding. This spectrum of patient capital, used in the pre-bankable stages of business start-ups in all sectors, allows social enterprises (including micro-enterprises) to move gradually away from a charity-based funding approach and enhance their innovation and growth potential.

Thematic products: another specific delivery mechanism akin to equity-type investments is Payment-by-Results (PbR) which is a financing mechanism and tool for impact investing in which public procuring bodies purchase social impact based on pre-defined social outcomes delivered by social service providers with proven intervention models in a number of areas (including access to education, housing, health, and employment services). Social impact bonds are PbR schemes that facilitate risk-sharing between private and public investors to help local, regional and national governments improve efficiency in spending and increase the value for money in social service delivery.

4.2 Related programmes under preparation

Several programmes of relevance to the scope of the investment mechanism proposed herein are under preparation. The InvestEU Fund will broadly support policy objectives set by these programmes and will target areas where financing needs can be covered through the InvestEU Fund financial products (and not only by grants).

Examples of the priority issues tackled in these programmes under preparation are listed below:

- The CEF 2.0 programme targets transport, energy, and ICT projects;
- COSME+ in the framework of the Single Market Programme that will be predominantly dedicated to the support of SMEs;
- The European Social Fund including in particular a programme for upskilling, employment and social innovation;
- Erasmus + for education, training, youth and sport;
- The Framework Programme for Research and Innovation;

- The Programme for environment and Climate Action, including Natural Capital⁶⁹, Energy Efficiency, and the circular economy;
- The European Culture, Rights and Values programme for the cultural and creative sectors;
- The Digital Europe Programme supporting the digital transformation of the European industry through advanced technologies, including Artificial Intelligence; and
- The European Defence Fund.

The above mentioned programmes under preparation will focus on the use of grants and blending.

4.3 Blending and combinations

The InvestEU Fund will include a possibility for easier and more efficient blending or combination of its support with EU grants and EU Emissions Trading Scheme Innovation Fund.

Blending grants could be used for investments with high socio-economic and policy benefits that can be effectively realised, but where investment costs are higher than potential revenues. In other words, such projects would not be able to be rolled out and financed without non-repayable support. This would broaden the scope and would increase the impact of the investment support.

There are two options on how to organise easier blending and combinations. The first would be to include the grant budget under the specific policy windows. The grant and the investment support decision would both be taken under the framework of the InvestEU Fund. This would however require a capacity to plan, implement, and monitor two different types of EU support schemes with different objectives characteristics. Apart from investment support expertise, the InvestEU Fund would thus need to integrate a broad spectrum of policy know-how. It would also require a substantial administrative capacity for implementation.

It is thus proposed to use a second option where the decision on the use of grants and FIs under sectoral programmes is made by the relevant sectoral DGs in line with the sectoral programme policy objectives. The implementation of blending operations would be done in accordance with the InvestEU Programme Regulation and the Title X of the Financial Regulation.

The blending would thus result in simplified administrative procedure for project applications, monitoring, and reporting. The simplification measures would include:

- Single application: the project promoter will be able to ask for a combined support with one single application;
- Simple, clear and transparent rules: the criteria for a combined support will be clearly and transparently communicated to potential beneficiaries and implementing partners;
- Single reporting: beneficiaries will provide single reporting including information on the EU grant and the InvestEU Fund support; and
- Single monitoring, control and audit procedures for final beneficiaries.

⁶⁹ Natural capital in this context includes Nature and Biodiversity as well as the other natural capital components related to air, water, land, and related ecosystem services.

5 DELIVERY MECHANISMS OF THE INTENDED FUNDING

5.1 Single fund

Setting up a single fund would primarily improve the impact of the EU intervention through a more efficient use of budgetary resources. Compared to financial instruments, budgetary guarantees freeze less budgetary resources due to limited provisioning compared to the level of financial engagement and the overall investment mobilised. Moreover, the risk is remunerated and fees would be limited.

A single fund would also achieve better integration and simplification of the different financial instruments and the EFSI budgetary guarantee currently available. It would also solve the increasing issue of possible overlaps and duplications between the different programmes, through better coordination, a single set of rules and clearer demarcation of interventions.

To complement these integration and simplification efforts and to focus on the final beneficiaries needs, the InvestEU Advisory accompanying the InvestEU Fund would also aim at better channelling the technical assistance needs to the policy areas covered by the InvestEU Fund.

5.2 Single budgetary guarantee

It is proposed that support from the InvestEU Fund will be underpinned by a single budgetary guarantee and will be provided through financial products that address a diversified portfolio of risks. This presents efficiency gains when compared to the option of having several ring-fenced budgetary guarantees addressing a limited range of risks, in that it requires a lower provisioning rate while providing an equivalent level of protection.

The experience in managing budgetary guarantees as demonstrated in the successful implementation of the External Lending Mandate (ELM, since 1970s) and the EFSI (since 2015) - where the financial risk exposure is not fully provisioned (provisioning rate: 35%) - as well as the inclusion of budgetary guarantees under the scope of the revised Financial Regulation (Title X), including a robust framework for the management of contingent liabilities, have paved the ground for a better alignment of provisioning rates with risk. The recourse to a budgetary guarantee presents thus significant efficiency gains compared to financial instruments, which require 100% funding.

The range of interventions envisaged under the InvestEU Fund will be implemented through different products targeting different risks that would inherently require high, medium or low provisioning rates, depending on the type of operations guaranteed. The Commission will provide guidance and monitor the usage and the risks incurred under different products, so as to ensure that the overall portfolio of interventions is compatible with the general provisioning rate referenced in the InvestEU Fund regulation.

For this reason, it is proposed to underpin such financial support within the EU by one single budgetary guarantee. A theoretical provisioning rate would be assigned to each financial product under the different policy windows, which would depend on the nature of the product (debt or equity), the granularity, the revenue generating potential and the risk sharing arrangements with implementing partners.

For example, one can assume that support from the social investment and skills window may be provided more in the form of highly provisioned products, whereas lower provisioning needs may be foreseen for the support offered through the sustainable infrastructure window, as infrastructure projects present a higher likelihood to generate revenues which would remunerate

the EU guarantee. In the same vein, the support from the SME window would be in the form of a mix of highly provisioned products (i.e. SME guarantees) and of medium provisioned ones, such as venture capital⁷⁰. The general provisioning rate of the single budgetary guarantee would represent the weighted average of the specific rates.

Specific interventions that would require a grant component to ensure the economic viability of a project could be carried out by blending or combining the support from the budgetary guarantee with complementary EU funds in the form of a grant. In such case, the grant would be managed under sectoral programmes and appropriate synergies would be built with the intervention under the InvestEU Fund. In the cases where blending support is expected to be provided in the form of the financial instruments, e.g. for high-risk targeted portfolios, such support would be provided under the InvestEU Fund.

5.3 Implementing partners

The investment support has to be delivered to eligible beneficiaries in the most effective and cost-efficient manner. The implementing partner should possess banking and investment expertise, should have adequate financial capacity, as well as an in-depth understanding of the specific market needs and beneficiaries. Moreover, its interests should be closely aligned with the InvestEU Fund policy objectives.

The EIB Group is currently the biggest implementing partner for EU financial instruments and budgetary guarantees. However, under the Financial Regulation, these can also be implemented through financial intermediaries such as multilateral development banks (MDBs), bilateral financial institutions, or national promotional banks and institutions (NPBs) (together defined as "implementing partners"). This is currently the case for financial programmes in the external action sphere.

The main options for the InvestEU Fund are whether to keep the EIB Group as the exclusive implementing partner or open the possibility to deploy the support through other NPBs and MDBs.

The EIB Group will remain the strategic implementing partner for EU investment support instruments. This is because the EIB Group:

- Is the European Union's non-profit lending institution created by the Treaty to implement EU policy;
- The Treaty foresees that "*the bank shall facilitate the financing of investment programmes in conjunction with assistance from the structural funds and other Union Financial Instruments*" (art. 309 TFEU).
- Covers a broad spectrum of policy areas and is the only such institution with an outreach across all EU Member States;
- Has a longstanding experience and track record in supporting investment and implementing EU financial instruments and budgetary guarantees; and

⁷⁰ The provisioning rate in terms of the products targeting SME financing will need to be higher than the EFSI provisioning rate. This is because the guarantee instruments originated under EFSI SME Window have a rather low provisioning rate as a result of the credit enhancement provided by the EU financial instruments, which take the First Loss Piece (FLP) position. However, given that in the next MFF, it will no longer be possible to provide an FLP through the support from EU financial instruments, the full guarantee amounts of underlying operations will need to be provisioned under the InvestEU Fund SME window.

- Has the organisational and financial capacity necessary to deliver a broad spectrum of investment support instruments.

Having a single implementing partner on the other hand limits the Commission's flexibility to target specific suboptimal investment situations. Deployment of EU investment support through other implementing partners would in particular be useful for programmes, sectors, and regions where such institutions contribute to EU policy objectives in a more targeted manner. This would also be relevant in cases where other implementing partners can offer specific expertise and added value by extending the outreach of the InvestEU Fund.

Therefore, it is considered that the InvestEU Fund should not work exclusively with one implementing partner. The Commission should have the possibility to choose one or several partners that will most effectively achieve the given policy objective while maintaining an EU multi-country dimension. All implementing partners will however have to respect the relevant criteria in the Financial Regulation, in particular in Article 154 on indirect management.

The EU level compartment could thus be mainly implemented by the EIB Group as well as by other multilateral development banks (e.g. EBRD, Nordic Investment Bank, Council of Europe Bank), or consortia of national promotional banks and institutions that would cover at least three Member States, ensuring a diversification of pipelines and a wider coverage of the policy objectives. NPBs are likely to be the main implementing partner of the Member State compartment, although the EIB Group and other multilateral development banks will also be eligible.

The foreseen collaboration between implementing partners for the quality check of proposals and the integrated risk assessment under the Project Team could have several benefits, e.g. a closer relationship among European public financial institutions, enhanced capacity building of national and regional development banks and institutions.

The financing support provided under the InvestEU Fund will be implemented in an indirect management mode by implementing partners. In turn, the implementing partners could either finance projects directly or sign agreements with financial intermediaries in order to reach out to the targeted eligible final beneficiaries.

The advantage that the InvestEU Fund will bring will be the possibility to sign one agreement per implementing partner which relates to all instruments/initiatives across windows that will be implemented by the same partner. This will allow for improved efficiencies and economies of scale. This will also improve the Commission's coordination and negotiation capacity.

In the field of intermediated debt finance, participating intermediaries will benefit from a guarantee or a counter-guarantee from the EU in order to originate portfolios of higher risk financing whereas at the same time sharing the portfolio risk with the EU for the sake of alignment of interest. The additionality stems from the fact that the EU guarantee will enable the intermediaries to reach out to beneficiaries that otherwise would not be financed or will allow them to increase significantly their lending volumes to eligible beneficiaries at better terms (lower pricing, reduced collateral requirements, longer maturities).

The intermediated equity instruments will be delivered through national promotional institutions, funds-of-funds, private equity funds (infrastructure, SMEs), venture capital funds, business angel funds, technology transfer funds, crowd-equity platforms, social intermediaries or social sector intermediaries, special-purpose vehicles, and co-investment funds or schemes. The participation of the EU will have a catalytic role to attract other private investors.

The allocation of the InvestEU Fund guarantee should be based on the implementing entities' abilities to address and contribute to EU policy objectives covered by the InvestEU Fund. In accordance with Article 154(1) of the Financial Regulation, the selection of implementing partners *"shall be transparent, justified by the nature of the action and shall not give rise to a conflict of interests"*. In the EU level compartment, the following criteria would determine the allocation of the guarantee to the investment programmes proposed by eligible implementing partners:

- Coverage of InvestEU Fund policy objectives,
- Geographical reach out,
- Own resources pledged by the implementing partner,
- Range of effective financing products and innovative risk solutions,
- Costs and pricing structures, and
- For entities other than the EIB Group, their operational and financial capacity.

A significant proportion, of the EU Guarantee should be reserved for implementing partners capable to address suboptimal investment situations in all EU Member States. The rest of the guarantee could be granted to implementing partners able to operate and address market gaps in at least three Member States. Groups of NPBs would also be able to form a consortium in order to address cross border investment needs and benefit from the EU Guarantee. This would allow for flexibility, favour cooperation between NPBs, and focus the use of the EU Guarantee on EU policy objectives.

5.4 Technical assistance (InvestEU Advisory)

Technical assistance capacity has been highlighted as a key challenge to investment in many of the policy areas expected to be covered by the InvestEU Fund, including in the recently adopted sustainable finance action plan. Many private funds are ready and willing to invest but are unable to identify attractive investment opportunities, not least because of poor enabling environments. In this sense, support is needed to transfer lessons from one member state to another, as well as to advise Member States, local authorities and private project promoters on how best to develop projects in this space.

Effective technical assistance services are one way to address this challenge. These could take the form of centrally-managed advisory support provided at EU level to develop investment projects, platforms and programmes.

The advisory support is particularly relevant for:

- Project promoters to develop and implement investment projects and covering specific steps of the project development or the entire life-cycle of a project. This also includes access to finance and grants,
- Financial and other intermediaries to develop investment project pipelines and investment platforms;
- Local authorities to develop investable projects and programmes (avoiding overlaps with the TA under operational programs).

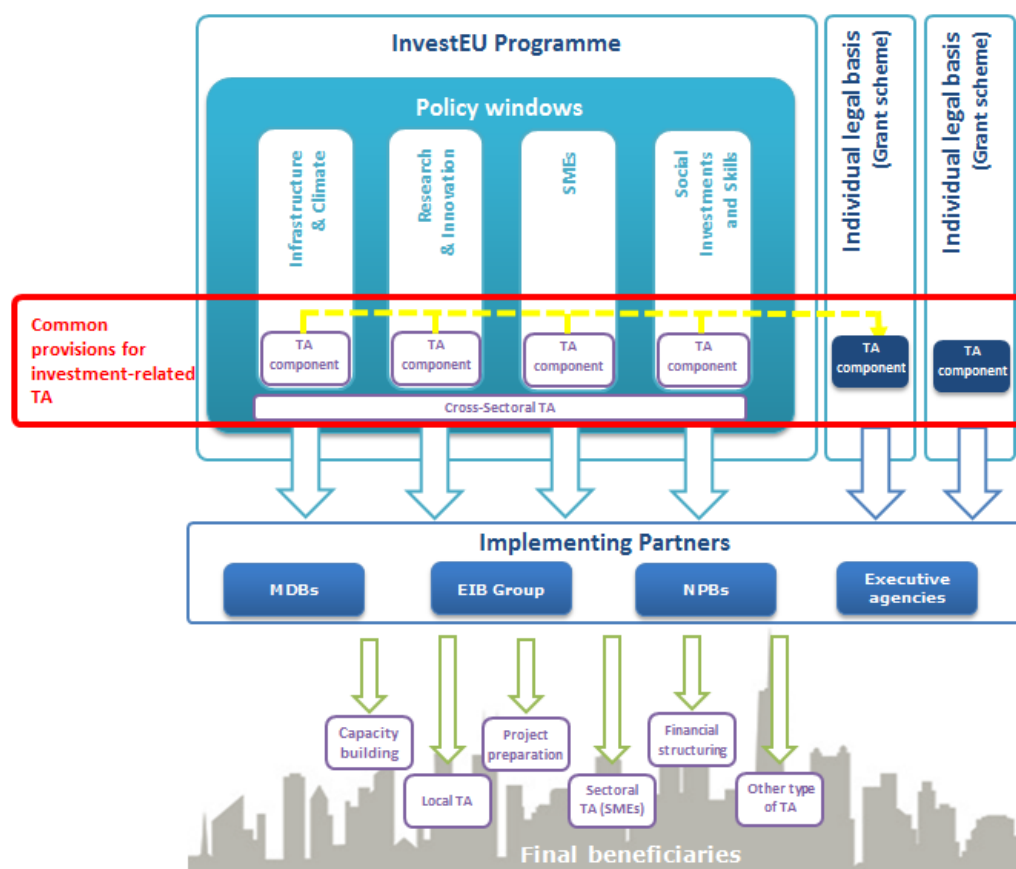
Depending on the facilities, TA can be provided directly in the form of advisory services, or through a grant which the beneficiary uses to cover its internal costs (e.g. staff) and the required external expertise (specialist consultants to be procured).

Better coordination amongst the existing EU initiatives is key to avoid duplication and not to reinvent the wheel each time a new need is identified and a TA facility is launched. Moreover, the large number of separate agreements, with different delivery modes, contractual forms, pricing etc. for often similar types of services, call for simplification and streamlining. The centrally managed TA initiatives available during the current MFF are totalling around EUR 500 million with additional more than EUR 200 million for supporting development of projects under shared management with JASPERS (see Annex 6).

The TA component under the InvestEU would contribute to the preparation and the development of an investment project pipeline in the policy areas covered by the InvestEU Fund. Given that TA is offered upfront, not all projects supported by it would be receiving financing support through the InvestEU Fund. The TA will also aim at building capacity of promoters and intermediaries to develop and implement projects in the policy areas covered by the InvestEU Fund. TA could also be used to facilitate blending opportunities with grants schemes. Each policy window under the InvestEU Fund through the Policy Board would be in charge of developing its TA offer based on specific needs identified.

A cross sectoral TA component would also be set up in order to address common/cross sectoral TA needs, emerging/strategic areas where additional priority should be given. In order to simplify the access to TA for the final beneficiaries, this cross-sectoral TA component would also provide for a single entry point for TA support request.

Figure 9 - TA component (InvestEU Advisory) under InvestEU



Source: Commission services, 2018

Mirroring the flexibility introduced by the InvestEU Fund regarding implementing entities, the InvestEU Assistance offer would be ruled by common provisions and implemented by relevant

implementing entities (i.e. geographical, sectoral type of technical support specialisations). Moreover, synergies with other TA initiatives under grant programmes would be created through the use of common provisions in the respective legal bases.

6 HOW WILL PERFORMANCE BE MONITORED AND EVALUATED?

The InvestEU Fund's aim is to better leverage and use EU funds, simplify and streamline rules, avoid duplications, and achieve better policy delivery. Therefore, focused reporting, monitoring and evaluation arrangements will be key to measure the degree of the progress.

Performance monitoring will be carried out both at overall InvestEU Fund level and at policy window level. The Commission will develop performance indicators to assess the impacts of the InvestEU Fund intervention at the general level and for the specific policy objectives.

At InvestEU Fund level, in line with the provisions of the amended Financial Regulation, the InvestEU Fund regulation will put forward several indicators based on the common policy objectives, while the measurement mechanisms for these indicators will be developed in advance of the implementation of the new regulation. Given the policy nature of this instrument, the success of this instrument would not only be measured against the overall volume of investment mobilised, as it was the case for the EFSI, but also through more targeted impact indicators identified under each policy window or of a cross-cutting nature. Several of these indicators would mirror the corresponding impact indicators being developed under the structural funds so as to be able to measure the combined effort of the EU towards important policy priorities. Sectoral information reported at NACE level 2 would also be provided.

The targets under each policy window will measure performance related to the specific policy challenges and will thus be more detailed and granular. Policy specific indicators will be developed upon the design of the financing products to be deployed under each window, and will comprise the measurement of progress towards achieving specific policy objectives, such as sustainability of infrastructure and climate investments, reduction of emissions, CO2 mitigation/ GHG reductions/ avoidance/ capture, investment in R&I, support of jobs and growth, and energy efficiency targets.

Annex 7 includes the list of core indicators that could be used under the InvestEU Fund. In addition to these core indicators, more detailed indicators will be included in the investment guidelines or guarantee agreements on the basis of the specific financial products to be deployed. Moreover, specific indicators will be developed for the InvestEU Advisory and the InvestEU Portal.

A more detailed example of performance and monitoring indicators for the SME window is included in Annex 8, as well as in Annex 9 for the Social investment and skills Window.

While Policy Boards will design specific impact measurements and indicators for each policy window, the overall performance and monitoring system will be approved by the InvestEU Fund Steering Board. Concrete and measurable targets for the support provided under the InvestEU Fund and under each policy window level will be set in the guidance of the Steering Board.

The required data will be collected from implementing partners.

Monitoring and evaluations

The Commission in cooperation with the implementing partners will monitor the performance and implementation of the InvestEU Fund. Monitoring will be undertaken in line with the requirements laid down in the Financial Regulation.

Monitoring indicators may not be sufficient to provide an adequate evaluation of the effects of the programme. For this reason, it is foreseen to plan for impact evaluations of the effects of specific projects/interventions on selected outcomes (measured on intermediate/end users), along with the relevant data collection at the appropriate level of granularity.

The Commission will perform external evaluations of the InvestEU Fund. They will thoroughly assess the InvestEU Fund's performance in terms of relevance, effectiveness, efficiency and EU added value. The first interim evaluation will be carried out in 2025 so as to assess the initial progress and to inform the decision making process on the successor instrument. The final evaluation will take place after the implementation period. These evaluations will also address causality between the intervention and the observed results.

ANNEX 1: PROCEDURAL INFORMATION

Lead DG(s), Decide Planning/CWP references

The Directorate-General (DG) for Economic and Financial Affairs (ECFIN) was leading the preparation of this initiative and the work on the impact assessment in the European Commission.

Coordination and consultation with all the other relevant Commission departments was organised in the context of the existing Financial Instruments Inter-service Expert Group (FIIEG). DG ECFIN together with DG Budget chaired discussions regarding this initiative. Nine FIIEG meetings dedicated entirely to the InvestEU Programme were organised from December 2017 to March 2018⁷¹. The following Commission services participated in the group: Secretariat General, Legal Service, Economic and Financial Affairs, Budget Competition, Internal Market, Industry, Entrepreneurship and SMEs, Climate Action, Communications Networks, Content and Technology, Employment, Social Affairs & Inclusion, Energy, Environment, Mobility and Transport, Research and Innovation, Agriculture, Anti-fraud Office, Education and Culture, Executive Agency for SMEs, Financial Stability, Financial Services and Capital Markets Union, Health and Food Safety, International Cooperation and Development, Joint Research Centre, Maritime Affairs and Fisheries, Migration and Home Affairs, Neighbourhood and Enlargement Negotiations, Regional and Urban Policy, Taxation and Customs Union.

Organisation and timing

This Impact Assessment was prepared based on experience and past evaluation of the EFSI and other centrally managed financial instruments. The preliminary work and analysis started in second half of 2017 and intensified in 2018 through extensive consultation and exchanges with above mentioned Commission services. An external consultants led by ICF Mostra provided some additional support for this Impact Assessment.

Consultation of the RSB

An informal upstream meeting was held on 2 February 2018 with Regulatory Scrutiny Board (RSB) representatives and the participation of SG, DG BUDG, DG ECFIN, DG GROW, DG CNECT and JRC. During this discussion, Board members provided early feedback and advice on the basis of the inception impact assessment. Board members' feedback did not prejudice in any way the subsequent formal deliberations of the RSB.

The RSB scrutiny took place on 25 April 2018. The board gave a positive opinion with reservations that have all been addressed in the revised version of the impact assessment report.

The table below summarises the changes introduced to this Impact Assessment in response to the Board's main considerations:

Main RSB considerations:	Changes made to the Impact Assessment
The report does not sufficiently explain how InvestEU will avoid financing overlaps. These can be either internal, among its thematic windows, or external, with instruments funded	Section 3.5 was redrafted to better explain the current overlaps and how the potential overlaps will be avoided. More details are included in Annex 12. This includes

⁷¹ One meeting was dedicated to the InvestEU Fund in general while others were dedicated to specific policy areas/Windows.

directly by the Member States under European structural and investment funds (ESIF).	two tables analysing the currently observed potential overlaps of SME products under centrally managed FIs for debt and equity products. Moreover, section 3.1 explains how InvestEU will address the identified shortcomings and lessons learnt with existing instruments.
The report does not elaborate on the choice of the envisaged complex governance structure of the Fund. It does not sufficiently explain the functioning of the new structure and to what extent this would constitute an improvement, as compared to the current situation.	Additional drafting has been provided in section 3.4 that explains in detail the reasons for the choice of the governance structure and the role of different bodies. This includes also a comparison of the governance arrangements currently in use for the EFSI and the FIs with the one proposed under the InvestEU Fund. Annex 13 includes detailed figures that represent the current governance arrangement with those proposed under the InvestEU Fund.
The report should elaborate on possible higher risk-taking by the EU budget related to the increased use of financial instruments and the lower provisioning rates implied by the recourse to a global guarantee. The report should describe how the risk assessment function would be organised within the governance structure of InvestEU. It should explain how this would effectively protect the interests of the EU budget from undue or excessive risk-taking. To assess the overall risk to the established budget guarantee, the report should clarify the issue of assessing individual provisioning rates, the ensuing overall provisioning rate for the Fund and risk sharing and its rationale between the EU budget and the implementing partners. Moreover, it should provide more details on the allocation of the budget guarantee across thematic windows and sectors.	Additional clarifications on the assumptions for the foreseen level of risk and the provisioning rates have been added to section 5.2 "Budgetary Guarantee". An overview of the indicative allocation of the budgetary guarantee has been added to section 3 "Programme Structure and Priorities". Further explanations concerning the risk assessment function within the governance structure have been added to section 3.4 "Governance".
In addition, past EFSI evaluations have also stressed the need to improve the geographical distribution in finance provisioning. Building on the experience with EFSI, the report should better explain how the Fund would deal with geographical distribution, given the overall bottom-up approach to financing projects. It should also thoroughly describe the mitigating measures that the proposal envisages to put in place.	A new section (3.6 - Geographical distribution) was introduced to the report providing details on how the design of the InvestEU Fund will ensure a balanced geographical distribution and avoid concentrations of the EU support.

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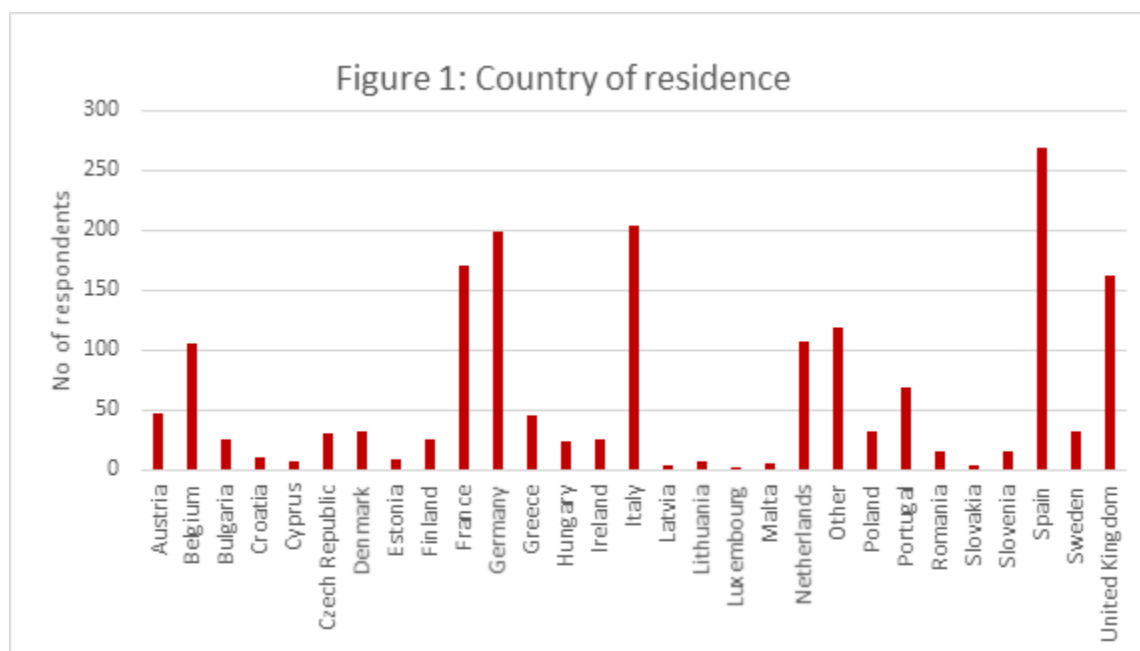
ANNEX 2: STAKEHOLDER CONSULTATION

Open Public Consultations for the post-2020 Impact Assessment were organised per group of policy areas. This impact assessment will mainly consider the results from the OPC on the EU Support for Investment⁷². Any relevant results from OPCs regarding different policy areas like Cohesion; Security, Migration and Asylum; Strategic Infrastructure; Values and Mobility will also be taken into consideration.

A. Results from the Open Public Consultation on EU funds in the area of investment, research & innovation, SMEs and single market

1. Introduction and methodology

On 10 January 2018, the European Commission launched an open public consultation (OPC) on EU funds in the area of investment, research & innovation, SMEs and single market. The survey was conducted on the Commission webpage through an online survey consisting primarily of multiple-choice questions, with some open-ended questions.

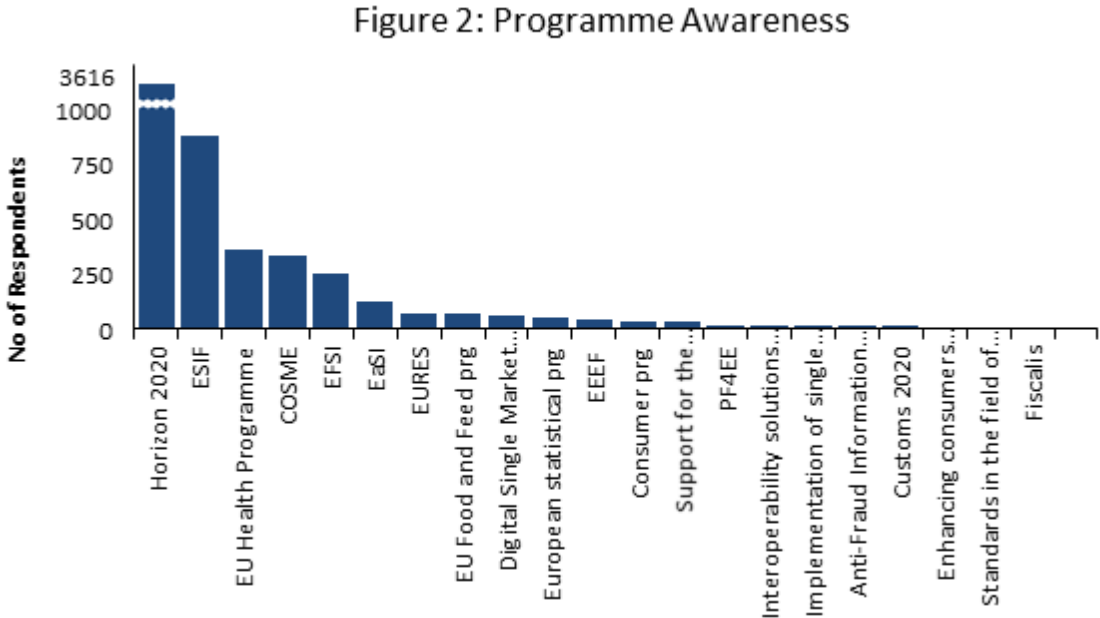


By the end of the consultation on 9 March 2018, 4052 respondents provided valuable information to the Commission. All citizens, organisations and stakeholders with an interest in issues related to investment, entrepreneurship, research, innovation and SMEs were welcome to respond to this consultation. In total, 1808 respondents answered in their personal capacity, while 2244 in their professional capacity or on behalf of an organisation. Replies from organisations were received from Think Tanks (12), Academia (526) and Research Institution (347). The respondents had to answer to a specific questionnaire and they also had a possibility to attach any relevant document. Figure 1 shows the residence of respondents⁷³.

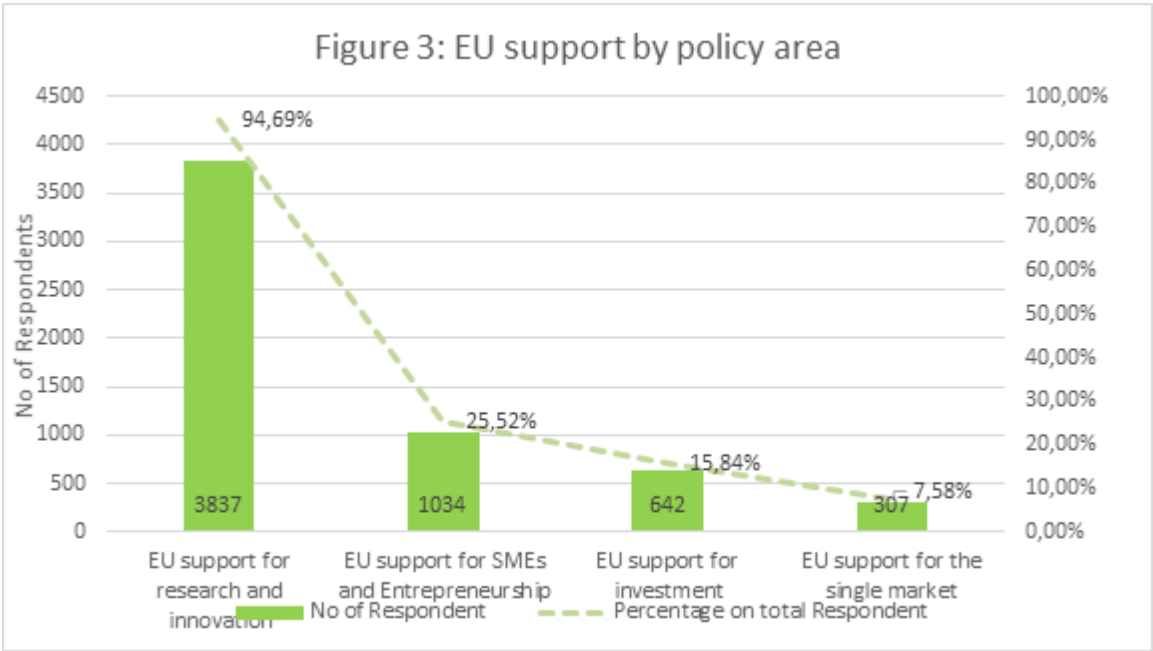
⁷² This was a subpart of the OPC on Investment, research and innovation, SMEs and single market.

⁷³ 1808 respondents out of 4052 answered this question

Figure 2 highlights the awareness of the respondents of the European programmes in connection to the topic area to which they answer. As the figure shows, Horizon 2020 is the most known programme. In other words, almost 9 out of 10 respondents are aware of the EU R&I programme Horizon 2020, which remains by far the most known EU programme among respondents. This is followed by ESIF (21,7%), EU Health Programme (9%), COSME (8%), EFSI (6,15%) and EaSI (3,15%), which are not recognized as Horizon 2020.

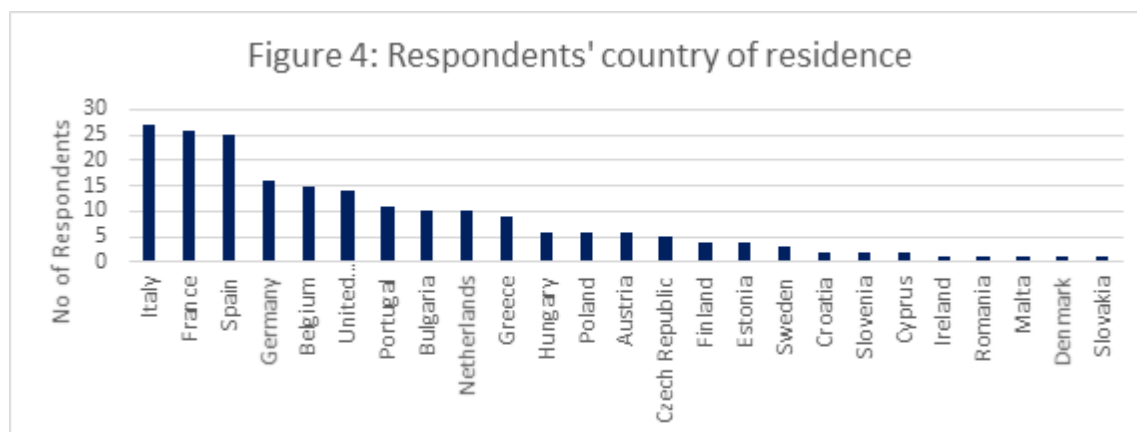


2. EU support for investment



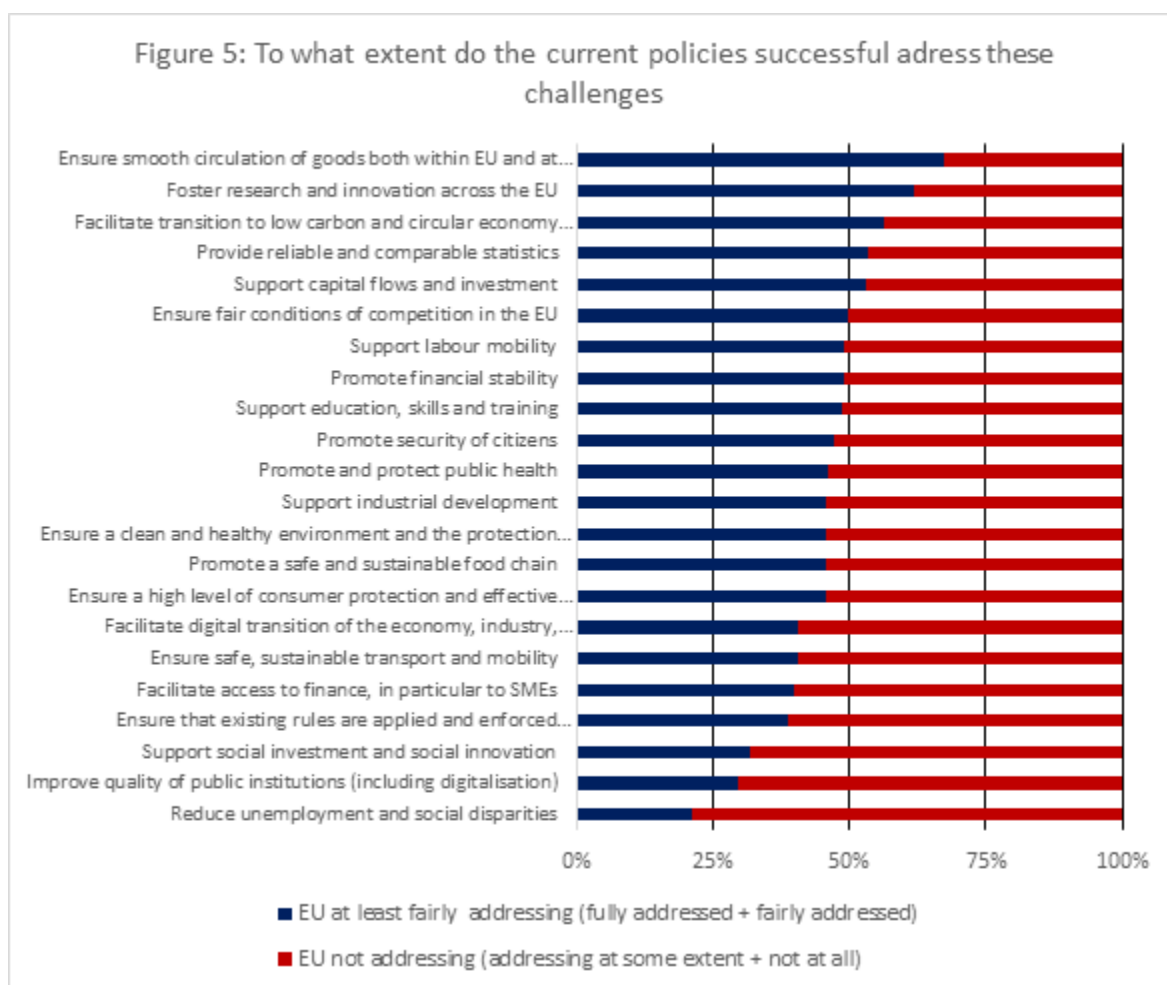
As illustrated in Figure 3, due to the structure of this questionnaire, it was possible to extrapolate the answers of people whose replies concerned the support for investment at European level. In

total, 642 out of 4052 replies were dedicated to this topic and, as per Figure 4, the sample covers all the countries in European Union and it only shows those respondents that provided their country of residence.



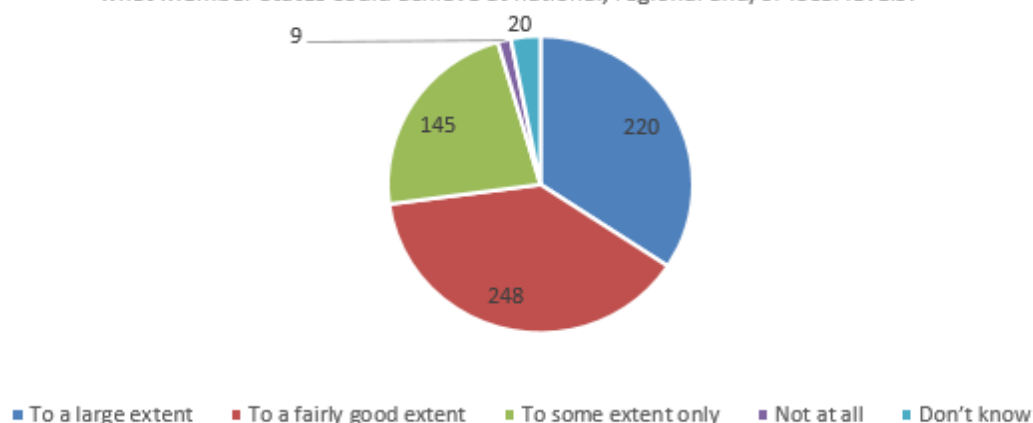
Moreover, data on the policies awareness on this specific subgroup are in line with the sample presented in Figure 2. The only exception is that more than 20% of the respondents are aware of the EFSI, compared to 6.15% in the total sample.

As far as the ability of the European institutions to intervene, respondents believe that there is room for improvement. According to their opinion, presented in Figure 5, the majority of the respondents believe that European institutions are not sufficiently addressing most of the challenges listed above. In particular, they stress the inability to address unemployment and social disparities, access to finance especially for SMEs and social investment and social innovation.



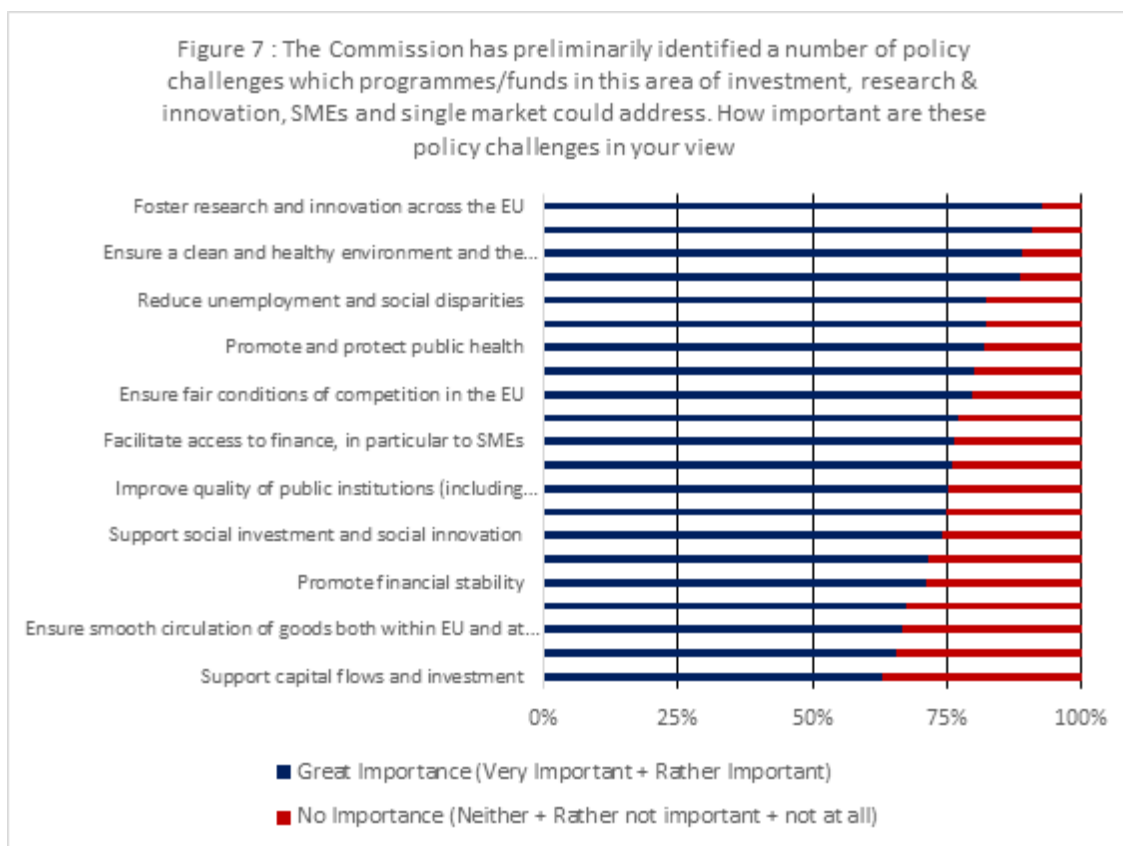
More interestingly, the respondents on the EU support for investments firmly believe that current actions at European level bring added value and that this is complementary to what Member States could achieve at national, regional and/or local levels. More than 70% of the respondents affirmed that at least to a fairly good extent the EU intervention adds value.

Figure 6: To what extent do the current programmes/funds add value, compared to what Member States could achieve at national, regional and/or local levels?

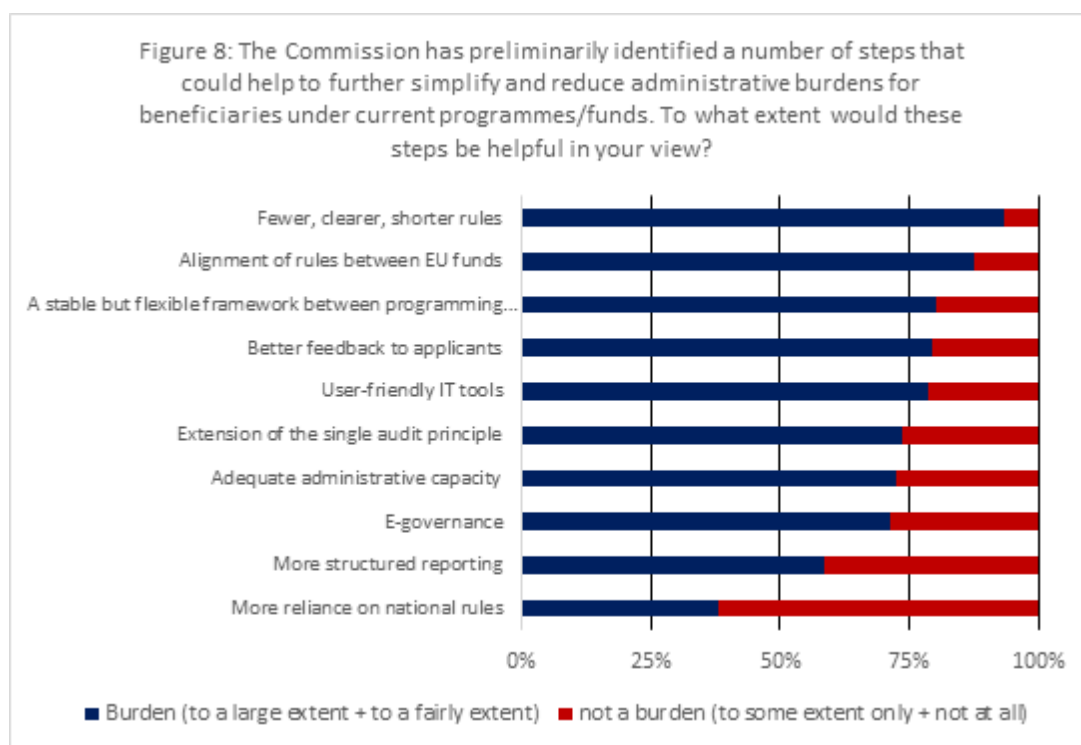


Furthermore, Figure 7 shows the importance that respondents give to preliminary identified policy challenges that according to the European Commission should be targeted in the future.

For instance, research and innovation, the facilitation of the transition to low carbon and circular economy, education, skill and training or digitalisation are priorities that new programmes should clearly address.



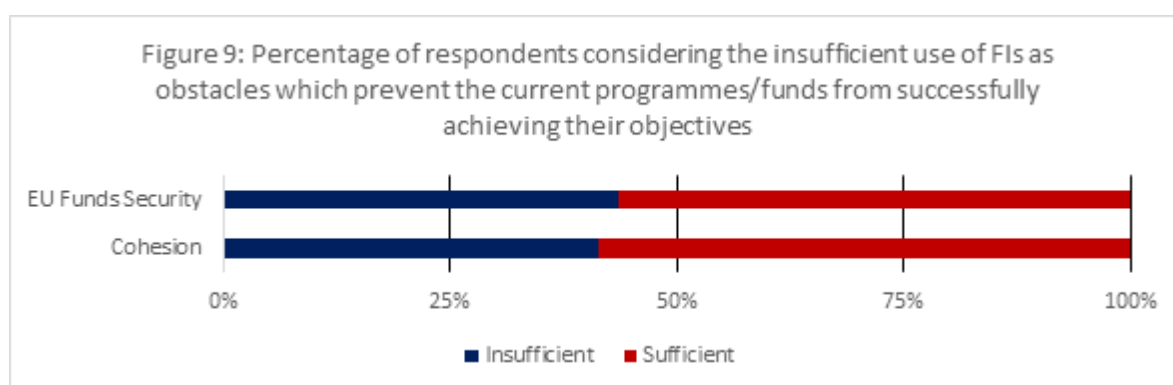
Finally, Figure 8 confirms the steps that should be undertaken in order to simplify and reduces administrative burden for beneficiaries, according to the importance given by respondents. The entirety of challenges listed by the Commission should be addressed in the future. In particular, respondents believe that simplification of rules is the most important point that could help solve the administrative burdens for beneficiaries. Respondents also stress an alignment of rules between the EU Funds and a stable but flexible framework between programming periods.



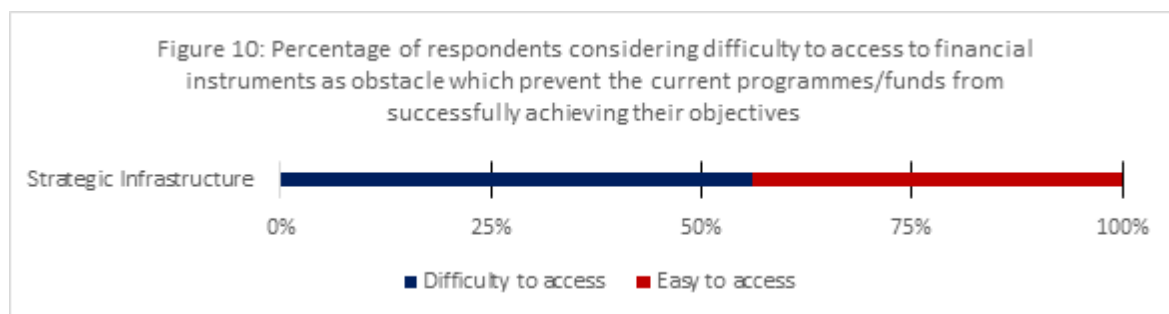
3. Other Open Public Consultations.

In parallel to this consultation, the Commission conducted different OPC covering the entire spectrum of EU policies: Cohesion; Security; Migration and Asylum; Strategic Infrastructure; Values and Mobility. Figure 9 and 10 present the results of these consultations regarding the respondents' views on importance of Financial Instruments in the relevant policy area.

For the Cohesion and Security, around 40% of the respondents believe that the insufficient use of Financial Instruments is an obstacle preventing the current programmes/funds from successfully achieving their objectives.



For Strategic Infrastructure, around 60% of the respondents believe that the difficulty to access⁷⁴ to Financial Instruments is preventing the current programmes regarding infrastructures from successfully achieving their objectives.



⁷⁴ Differently from EU Funds Security and Cohesion OPCs, where respondents were asked to judge if Financial Instruments were insufficiently used, in the Strategic Infrastructure OPC respondents were asked to manifest their opinion about the difficulty to access to Financial Instruments.

ANNEX 3: EVALUATION RESULTS

1. Introduction

Annex 3 summarises the main findings of related programmes relevant for the InvestEU Programme. This includes in particular the various EFSI evaluations and the findings on financial instruments under sectoral regulations.

2. EFSI

The European Fund for Strategic Investments (EFSI) was launched in July 2015 as a response to the global economic, financial, and sovereign debt crisis. It is currently the biggest EU investment support instrument. It aims at mobilising EUR 500 billion of additional investment in infrastructure, innovation, and SME financing by end-2020. EFSI has introduced a new approach for providing investment support, namely the use of a budgetary guarantee⁷⁵. The EFSI's EU budgetary guarantee to the EIB Group amounts to EUR 26 billion. It allows the EIB to increase financing of projects with a higher risk-profile and to mobilise private capital.

Given the relatively recent launch of the EFSI, most signed projects supported by EFSI have not yet been completed. Therefore, the evaluations performed focused on the results achieved so far and their expected impacts.

Several EFSI evaluations have been conducted or are ongoing:

- a Commission evaluation on the use of the EU guarantee and the functioning of the EFSI guarantee fund⁷⁶ accompanied by an opinion of the Court of Auditors⁷⁷,
- an EIB evaluation on the functioning of EFSI⁷⁸, and
- an independent external evaluation on the application of the EFSI Regulation⁷⁹ published in November 2017. Main findings of these evaluations were summarised in the Commission Communication on the Investment Plan for Europe (COM (2016) 764)⁸⁰,
- an independent evaluation as required under article 18 of the EFSI Regulation. The evaluation was performed by ICF Mostra (hereafter referred to ICF evaluation and is published concurrently with the InvestEU Programme proposal), and
- an ongoing EFSI evaluation by the EIB Group (deadline for publication 30 June 2018).

Relevance

All evaluation found that the EU guarantee proved relevant and enabled the EIB to undertake riskier activities in line with expectations. The European Fund for Strategic Investments also proved a relevant tool to mobilise private capital. The volumes of investment mobilised under EFSI are deemed sufficient scale to make a significant contribution to these investment needs.

However, the evaluations have underlined some concentration in those MS with well-developed institutional capacities.

⁷⁵ A similar approach has been used under the EU's External Lending Mandate.

⁷⁶ <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52016SC0297&from=EN>

⁷⁷ https://www.eca.europa.eu/Lists/News/NEWS1611_11/OP16_02_EN.pdf

⁷⁸ <http://www.eib.org/infocentre/publications/all/evaluation-of-the-functioning-of-the-efsi.htm>

⁷⁹ https://ec.europa.eu/commission/publications/independent-evaluation-investment-plan_en

⁸⁰ <http://ec.europa.eu/transparency/regdoc/rep/1/2016/EN/COM-2016-764-F1-EN-MAIN.PDF>

The relevance of EFSI is also indicated by the introduction of new higher risk products reflecting the objective of taking on higher risk investments.

The Scoreboard was evaluated as a relevant tool that allows a consistent approach to project presentation and to summarise appraisal conclusions.

The ICF evaluation found the EU Guarantee to be highly relevant in permitting the additional financing to be deployed.

Effectiveness

These evaluations have demonstrated that the EFSI is effective in delivering concrete results and encouraging a sustainable increase in the low investment levels in Europe by increasing access to financing and mobilising private capital.

Based on reported investment mobilised to the cut-off date of the ICF evaluation (31 December 2017), EUR 207 billion has been mobilised by achieved signatures corresponding to 66 per cent of the target (and EUR 256 billion as per all approved operations corresponding to 81 per cent of the target). Extrapolating this trend a further 6 months with the completion of EFSI 1.0 in mid-2018, then mobilised investment from approved operations is expected to come very close or reach the 315 billion by mid-2018.

Under the amended EFSI Regulation⁸¹ ('EFSI 2.0') support will continue towards financing of projects, leading to higher productivity and competitiveness with enhanced focus on sustainable investments in line with the Paris Agreement and the clean energy transition objectives.

The EFSI is a demand driven instrument and its portfolio is concentrated in few Member States. However, if the investment mobilised is considered relative to Member States' GDP this concentration is much less pronounced. Nevertheless, to improve geographical balance the EFSI 2.0 has already taken corrective action by strengthening the relevance of the IPE's second Pillar.

As of 31 December 2017, the actual multiplier effect of the EFSI is broadly in line with what had been assessed at the outset – aggregate global multiplier achieved end 2017 of 13.5 against a target of 15. EFSI has also been effective in mobilising private investments. Some 64 per cent of investment mobilised is from the private sector.

The ICF independent evaluation found that the approach to modelling the EFSI target rate appears to be broadly adequate and in line with industry standards but proposed some further developments of the model. It also concluded that the assessment of the estimation of the current target rate showed that the target rate is highly sensitive to the assumption related to the correlation of defaults between individual debt operations.

⁸¹ <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32017R2396&from=EN>

Efficiency

In terms of efficiency, the availability of the EU Guarantee proved to be an efficient tool to considerably increase the volume of riskier operations by the EIB. In particular, the EFSI budgetary guarantee freezes less budgetary resources compared to financial instruments, as it requires limited provisioning needs compared to the level of financial engagement. In other words, it assumes a contingent liability and is consequently expected to achieve economies of scale that result in higher investment mobilised per euro spent. The evidence analysed as part of the ICF evaluation also indicated that the size of the EU Guarantee under EFSI 1.0 was appropriate.

A budgetary guarantee has also proven more cost-efficient for the EU budget, as it limits the payment of management fees to the implementing partner. Such fees are limited to cases where they are strictly needed to cover part of the implementing partner's costs related to the development of an action in a specific niche, related to high risk or an unproven area. In the case of the EFSI, the EU is even remunerated for the EU guarantee provided under the Infrastructure and Innovation Window.

In addition, the ICF evaluation identified no major issues with the EFSI governance. The planned publication of the Scoreboard improves transparency. Some early issues of communication between the Secretariat and the Investment Committee have also been resolved. Better feedback to the Investment Committee members on the details of projects after final close was an identified area for improvement.

The efficiency of procedures and the time taken appear consistent with the tasks required to be undertaken.

The burden on project promoters was generally modest, especially when establishing a first contact with the EIB Group. The appraisal procedure was considered to be difficult by a quarter of promoters interviewed, but this is not considered to represent a need for any significant change in procedures.

EU added value

The 2016 independent evaluation stressed the need to better define and clarify the concept of additionality. Consequently, the EFSI 2.0 amended Regulation proposed several corrective measures to clarify the concept, the criteria and made the process more transparent.

The ECA Opinion⁸² on the early proposal to extend and expand EFSI acknowledges the challenge to determine the exact amount of investment mobilised by public support. In particular, the report claims that not all sources of finance attracted by a project are the result of the EU intervention. The challenge is magnified by the difficulty to determine whether private investment was crowded-in because of the EU intervention or would a part of it have been mobilised even without the public support.

⁸²ECA Opinion No2/2016 - EFSI: an early proposal to extend and expand

The ICF evaluation concluded in particular⁸³:

- Compared to EIB finance for higher risk activity (Special Activities) prior to the EFSI, there has been a five-fold increase in investment and clear evidence that EFSI operations are characterised by a higher level of risk as compared to standard (non-EFSI) EIB operations.
- Additionality. There is a need to further clarify the concept of additionality and the definition of sub-optimal investment situations. In particular, the evaluation concluded that EFSI operations are characterised by a higher level of risk as compared to standard (non-EFSI) EIB operations as required by the EFSI Regulation. However, the survey and interviews indicated that under the Infrastructure and Innovation Window of EFSI some crowding out may have occurred. While there is always a risk that market-based interventions can in certain cases have a limited crowding out effect, more analysis is needed to verify whether the new measures foreseen under EFSI 2.0 have a positive effect on additionality.
- Non-financial added value – there is evidence of other added value from the EFSI in terms of attracting new investors, providing demonstrations and market testing of new products and financing models, and support and adoption of higher operational standards by financial service providers.
- Opportunity costs of provisioning EFSI – the financing of the EFSI required some reallocation of the EU budget from existing programmes i.e. CEF and H2020 which increased the resources for EFSI while leading to reduced resources in these programmes. However, because of EFSI activity being partially focused on these programme areas, the adverse policy effect has been somewhat reduced.

Coherence

The 2016 EIB evaluation found that other EU programmes and financial instruments may in some cases compete with the EFSI. In other cases, the EFSI and other EU programmes can be complementary. For example, resources from the CEF and H2020, and similarly the ESIF, could finance the first-loss piece of EFSI operations, where it is needed to take projects off the ground and maximise private sector contributions. In these cases, the EIB, with EFSI support, can finance mezzanine tranches.

The ICF independent EFSI evaluation confirmed the initial disruption by EFSI under IIW to other EU level financial instruments by offering similar financial products. The evaluation however found that the main coherence issue have since been resolved during implementation by re-focusing existing instruments towards new market segments. The evaluation also stressed some potential coherence issue with the financial instruments used under ESIF. The evaluation recommended to strengthen ex-ante assessments and ongoing analysis of market failures and needs at a sectoral level to avoid any overlaps between products and to minimise any potential crowding out effects.

⁸³ Source: ICF Evaluation report

3. Mid-term evaluation of Connecting Europe Facility (CEF)

The Connecting Europe Facility (CEF) programme was established in 2013 to support investment in Trans-European networks in the fields of transport, energy and telecommunications services. It was designed to exploit potential synergies among the three sectors, while supporting the better integration of their respective infrastructure across EU Member States. The CEF Debt Instrument (CEF DI), effective since July 2015 and building on the experience gained with the Loan Guarantee Instrument for Trans-European Transport (LGTT) and the pilot phase of the Project Bond Initiative (PBI), pioneered the use of financial products in the three sectors. The CEF Equity Instrument (EI) is not yet in use in any of the CEF sectors. Support from this instrument will be provided to fund the rollout of very high capacity networks in underserved areas, with an important leverage effect, through the Connecting Europe Broadband Fund (CEBF) which is expected to become operational in the first half of 2018.

In accordance with the CEF Regulation⁸⁴, the Commission, in cooperation with the Member States and the beneficiaries concerned, was required to present a report on the mid-term evaluation of the CEF to the European Parliament and the Council. This report⁸⁵ and its accompanying Commission staff working document were adopted by the Commission on 13 February 2018. The evaluation assesses the programme's overall performance in light of its general and sectoral objectives, as well as compared to what has been achieved as a result of national or EU action. The evaluation illustrates that after the first three and a half years of CEF implementation, the programme is on track, although it is much too early to measure results given that the programme implementation is still at an early stage. Moreover, the evaluation showed that in all three sectors, the deployment of CEF Financial Instruments⁸⁶ has been limited, partly due to the new financing opportunities opened by the European Fund for Strategic Investments (EFSI). Other factors relate to the weak pipeline of bankable CEF-eligible projects available in the energy sector at the time that the CEF DI became effective, or to the limited budget available for broadband projects. To date, support from the instrument has been mainly provided to projects in the transport sector, while only one broadband project and one energy project were supported under the predecessor instrument, i.e. the pilot phase of the PBI. More projects are expected however to be supported under the instrument in 2018.

The evaluation highlighted the positive experience of blending CEF grants with Financial Instruments which was carried out in 2017 in transport, whereby EUR 2.2 billion funding was requested for a call with an indicative budget of EUR 1 billion, which enabled the use of grants to maximise the leverage of private or public funds. Looking forward, the evaluation stresses that the completion of the trans-European networks will still require massive investments, part of which will depend on continued EU support. The size of the CEF programme currently makes it possible to address only partly the market failures identified in the three CEF sectors. Therefore,

⁸⁴ Article 27 of Regulation (EU) No 1316/2013 of the European Parliament and of the Council of 11 December 2013.

⁸⁵ COM(2018)65

⁸⁶ CEF Financial Instruments refer to the CEF Debt Instrument and the CEF Equity Instrument.

the evaluation recommends that unlocking further public and private investment should continue to represent a priority in the future, which can be addressed through grant financing, but also through the use of Financial Instruments whose relevance is found to vary across the CEF sectors. To this end, the evaluation concludes that CEF Financial Instruments and blending of grants with other forms of financing (notably from private sector and public banks) remain relevant financing intervention means from the EU budget, in particular for revenue generating projects.

4. European Energy Efficiency Fund (EEEF)

A significant challenge the Fund has faced is the limited number of ongoing projects and the difficulty to attract a substantial number of new ones. While identifying the exact causes of this development is an ongoing exercise, some recurring factors have been observed: 1) local governments prefer working with grants that are, from their point of view, easier to manage and more flexible (especially the case in Scandinavian countries and in Eastern Europe); 2) municipalities usually need to adhere to lengthy and slow public procurement processes, which call for a simplified, streamlined process regarding Financial Instruments to better support the projects targeted by EEEF – similar to the InvestEU Fund. Mitigating actions include fine-tuning the Fund's marketing approach to underline that its capacity to provide financing complementing grants and increasing the provision of technical assistance to ensure municipalities efficiently organise the required procurements processes.

EEEF also helped the Commission learn that the closing of projects is facilitated if technical support is tied to use of the fund.

5. Private Finance for Energy Efficiency (PF4EE)

On energy efficiency, the PF4EE instrument targets projects which support the implementation of National Energy Efficiency Action Plans or other energy efficiency programmes of EU Member States. The PPF4EE also includes an Expert Support Facility to support participating financial institutions to develop financial products for the financing of the national/regional EE schemes.

To date the EIB have signed operations in The Czech Republic, Spain, France, Belgium, Italy, Portugal, Croatia, Greece and Cyprus generating a portfolio worth of EUR 720 million of investment. The investment leverage effect would be 14.6 against an initial target of 8.

With regard to the PF4EE the Mid-term evaluation of LIFE states that 'There are issues regarding the complementarity of the instrument with other funding mechanisms supporting energy efficiency, especially in some Member States.'. Potential overlap with EBRD and ERDF loans was highlighted. The overlap with ERDF loans is also mentioned in the section on ESIF. However, although there are an increasing number of FIs active in the energy efficiency area, the size and importance of the potential market is very large. According to DG ENER it is estimated that an additional EUR 177 billion per year will be necessary over the period 2021-2030 to reach

the EU's energy and climate objectives for 2030. Therefore, the risk of these FIs crowding each other out appears minimal.

6. Natural Capital Financing Facility (NCFF)

Under the NCFF, LIFE provides 10M EUR of technical assistance, and a guarantee of 50M EUR to support EIB investments (loans and equity) of up to 125M EUR that contribute to biodiversity and/or climate change adaptation objectives.

It aims at establishing a pipeline of some 9 to 12 replicable, bankable operations that will serve as a "proof of concept" and demonstrate to private and public investors the attractiveness of such investments. This represents an innovation which, if successful, could drive the architecture of natural capital financing. Although development of the pipeline has been slow, the pace is picking up with three operations now signed, 5 additional ones in the pipeline, and 9 more currently under scrutiny by EIB.

Recommendations from the LIFE mid-term review have been implemented including increasing visibility and promotion, and operationalisation of the support facility. The implementation period had been extended until 2021 and the 2018-2020 LIFE programme foresees a new guarantee window. Experience so far with NCFF shows that there is a niche for investments in ecosystem-based natural capital investments, though it is important to develop a pipeline to share the experience and demonstrate the opportunities more widely. The LIFE mid-term evaluation also recommended to consider options for blending.

7. Marguerite Fund

On the equity side, the Marguerite Fund described also as “The 2020 European Fund for Energy, Climate Change and Infrastructure” was launched in 2009 at the initiative of and the Cassa Depositi e Prestiti, the Caisse des Dépôts Group, KfW, the Spanish Instituto de Credito Oficial, the Polish PKO Bank Polski (PKO), the EIB and the European Commission.

At the end of the investment period of the Marguerite Fund invested EUR 745 million in 13 Member States. Overall, it has invested, 31% in the TEN-T eligible projects (roads and airports), 55% in the energy sector including renewables and 14% in ICT. Marguerite Fund has demonstrated its ability to attract the private sector investments since private investors had the possibility to invest directly in the projects. However, it was not possible to attract private investors at Fund level.

Marguerite II (supported by EFSI) will continue focusing on both greenfield and brownfield infrastructure investments in renewables, energy, transport and digital infrastructure.

8. Financial Instruments under FP7 and Horizon 2020

The interim evaluation of Horizon 2020 finds that Horizon 2020 provides companies, and in particular SMEs, with access to risk finance to carry out their innovation projects, thereby

addressing an important market failure. Under the Access to Risk Finance programme, 5,700 organisations have been funded and EUR 13 billion of private funds have been leveraged. The total investment mobilised via debt financing amounts to EUR 29.6 billion in the first three years of its implementation, based on a budget of EUR 2.7 billion.

Horizon 2020's Interim Evaluation has identified some potential for supporting breakthrough, market-creating innovation, but concludes that such support must be considerably strengthened. Only a relatively small number of firms receiving grants under Horizon 2020 benefitted from Financial Instruments under Horizon 2020. This may hinder the scaling up of innovative firms that could become innovation leaders at EU and global scale. To address this challenge, synergies should be exploited between the grant and non-grant based instruments available to firms at different stages of the innovation cycle.

The interim evaluation concluded that:

- InnovFin represents a significant development in the provision of EU supported innovation financing that builds on the more modest and rather disparate schemes that previously existed.
- InnovFin scheme is performing well against its main objectives of improving access to finance for innovative companies and projects, and helping to address related market failures.
- InnovFin's combination of debt financing and equity-based Financial Instruments is coherent overall from a programme design perspective and generally provide high added value but with some variation between InnovFin instruments and between countries.
- There is an increased usage of innovative financing instruments in the EU budget under FP7 compared to Horizon 2020.
- Demand for InnovFin finance has been high since the launch of the facility in mid-2014: in its first phase (2014-2017), its take-up exceeded initial expectations, which required a dedicated top up of more than 80% of the initial budget from the SME window of the European Fund for Strategic Investment (EFSI).
- Efforts have already been made to increase the synergies between Horizon 2020 and other programmes, in particular the European Structural and Investment Funds and the European Fund for Strategic Investments and these can be further strengthened. The Interim Evaluation of Horizon 2020 points out that "since the set-up of EFSI in 2015, it has proved challenging to reach InnovFin's objectives, as a significant part of the products deployed overlap with EFSI in terms of both risk spectrum and eligibility." Against this background, the EIB and DG RTD have decided to re-focus InnovFin's deployment in 2017.

9. SME Programmes

The Commission has already implemented four generations of debt Financial Instruments for SMEs. These programmes have been subject to evaluations and close scrutiny by the Council and Parliament, as well as by the Court of Auditors.

In particular, the Loan Guarantee Facility for SMEs of the COSME programme has been thoroughly assessed twice. First of all, by the European Court of Auditors in the context of a performance audit, which comprised the COSME Loan Guarantee Facility as well as the InnovFin SME Guarantee Facility of Horizon 2020 (published December 2017⁸⁷) and in the context of the COSME interim evaluation (published January 2018).

These assessments have shown that the Loan Guarantee Facility is working very successfully. It is properly designed to help SMEs, which would otherwise struggle to obtain finance, to grow more in terms of total assets, sales and employees when compared to the general SME population. The impact of the facility could be further strengthened by better targeting the beneficiaries and coordinating better with Member State activities.

In response to the assessments made, a number of recommendations are proposed for the successor programme of COSME, such as (i) further strengthen the existing cooperation with the Enterprise Europe Network; (ii) a better upstream co-ordination between Financial Instruments for SMEs established by Member States and the successor instrument in the next MFF by using the existing SME Envoys Network as an information exchange forum; (iii) reduce administrative burden for SMEs and financial intermediaries.

The COSME interim evaluation recommends that a future EU loan guarantee facility should help to ensure *"a more level playing field for SMEs [...] in those countries where, according to current studies, the needs among SMEs are highest."* As regards the existing Equity Facility for Growth, the interim evaluation concluded that the facility is effective. Nevertheless, it has been recommended to reduce the number of financial products and to align the Equity Facility for Growth with the equity facilities established under EFSI.

Lessons learned on equity instruments for SMEs

The interim evaluation of Horizon 2020's Financial Instruments⁸⁸ assessed the 'InnovFin Equity' product, which focuses on early-stage finance, and concentrated on Venture Capital (VC). The key findings are that in a few countries, VC is readily available, reducing the need for InnovFin Equity, while in other geographies, particularly for start-ups and firms that are not yet bankable, the market gap persists, though many companies are reluctant to use equity finance because of the dilution of ownership involved. The interim evaluation of COSME's Financial Instruments⁸⁹ assessed the 'Equity Facility for Growth' (EFG) product, which provides VC finance focused on the growth and expansion stage. All surveyed SME beneficiaries report a positive impact of EFG financing on their growth perspectives. Difficulties facing cross-border operations by VC funds are persistent, however: the EU single capital market is still in its infancy, country-specific barriers for investment have not gone away, and most funds are not large enough to operate on a pan-European basis.

⁸⁷ https://www.eca.europa.eu/Lists/ECADocuments/SR17_20/SR_SMEG_EN.pdf

⁸⁸ [citation <http://bit.ly/2vLFas5> – section 3.4.2. As well as the Member States, several other countries are associated to Horizon 2020 (see <http://bit.ly/1nvSTaf>) and can benefit from the programme's Financial Instruments.

⁸⁹ [citation <http://bit.ly/2rKmigg>]

The Council recognised that the guarantee instruments in support of SMEs have proven their concrete results, inter alia due to their financial leverage effect, in fostering high-risk innovation, a higher wage bill and enhanced business turn-over.

Observations made by the European Court of Auditors

As highlighted already in the title of the dedicated European Court of Auditors' report⁹⁰, the COSME Loan Guarantee Facility (LGF) has achieved the positive results intended, but needs some better targeting of beneficiaries and more coordination with national schemes. In particular, the report recommended that the Commission carries out an assessment of market needs and how EU guarantee instruments can best respond to these needs alongside national/regional instruments. In this regard, the Commission has prepared an in-depth market assessment at the level of each Member State demonstrating the market gap and the rationale for an intervention at EU level.

One of the conclusions in the report was that a future facility should better target viable businesses lacking access to finance and a better coordination should occur between central EU guarantee facilities and those established at national level.

As regards the InnovFin SME guarantee facility, the report found that the loan guarantee facility has helped beneficiary companies grow more in terms of total assets, sales, wage bills and productivity. However, the InnovFin SME guarantee facility failed to focus on companies carrying out innovation activities with a high potential for excellence.

The report also contains a number of recommendations to the European Commission to better target the guarantees at viable businesses lacking access to finance and on more innovative businesses. Moreover, it emphasises the importance of cost-effectiveness since similar instruments already exist in the member states.

It is recommended that the above proposals are taken into account when designing successor programmes, with a view to ensure the reinforcement, better targeting and broader uptake in all member states of those instruments that are particularly addressed to smaller businesses.

Financing the cultural sector through Financial Instruments

The Creative and Cultural Sectors Guarantee Facility was allocated a budget of EUR 121 million for the period 2014-2020 representing 9% of the Creative Europe budget. The first top up of its budget through the EFSI was received in 2017. A further top-up may be envisaged in 2018. The top-ups of the budget would allow a quicker deployment of guarantee support, reaching more countries and sectors and enhancing the geographic and sectoral balance.

In 2017, its first full year of operation, nine guarantee agreements with six financial institutions were signed. This strong market response to its launch in 2016 shows the relevance of this

⁹⁰ https://www.eca.europa.eu/Lists/ECADocuments/SR17_20/SR_SMEG_EN.pdf

instrument to addressing the financing gap, estimated at EUR1 billion annually, in a geographically and sectoral balanced way.

The Creative Europe mid-term evaluation found that the Guarantee Facility responds directly to the needs of SMEs in the sector, which have specific difficulties accessing loans due to the nature of their business, the difficulty to evaluate intangible assets or an uncertain demand.

10. Social sector investments

Building on the milestone initiatives of the Social Business Initiative (launched in 2011) and the Social Investment Package (launched in 2013), and more recently in the context of persisting socio-economic challenges and political developments, social investments, including through support from Financial Instruments, have been recognized as strategic policy tools within the policy programmes of the European Commission⁹¹.

In the social sector, four primary areas have made the focus of investments, mostly carried out by the EIB Group⁹²: (i) education and skills– including financing of educational infrastructure; (ii) health, including infrastructure and equipment; (iii) social housing; and (iv) EaSI Microfinance and social entrepreneurship.

Under EFSI and as part of the **toolbox to support the impact investing ecosystem**, a set of innovative **pilot impact instruments** have been developed and launched, supporting investments into Social Incubator and Accelerator vehicles or linked to funds that provide incubation services, a Social Business Angels co-investment facility, both of which aim to support the provision of risk capital to early stage social enterprises, complementing the range of funding instruments developed under EU's Employment and Social Innovation programme. Last but not least, a pilot instrument was developed, with the aim to support innovative outcomes-focused Payment-by-Results schemes and the development of social outcomes contracting models on European level.

Further, the achievements and lessons learnt from the Erasmus+ Master loan scheme should be taken on board. In addition, the need for patient capital for these kinds of investments should be recognised.

Under EaSI and the EFSI, the European Investment Fund (EIF) has been mandated to manage a package of mutually reinforcing and complementary Financial Instruments, namely: the EaSI Guarantee instrument (to enhance risk-taking and improve access to finance for social enterprises, micro-enterprises and vulnerable groups), the EaSI Capacity Building Investments Window (to build up the institutional capacity of microfinance institutions and social finance providers), the EFSI equity social impact pilots (to attract public and private capital for supporting investments in social enterprises), and the future EaSI Funded instrument (to the boost the lending capacity of microfinance institutions and social finance providers).

⁹¹ Reflection paper on the Social Dimension of Europe.

⁹² EIB Group Support for the social sector: http://www.eib.org/attachments/thematic/support_for_the_social_sector_en.pdf

Besides EFSI, it is envisaged that EaSI is also complemented by EIB Group own contributions resulting in an investment pool of around EUR 1billion, which in turn is expected to mobilise nearly EUR 2.5 billion.

Financial Instrument in EUR M	Indicative Budgetary Contributions				Indicative mobilised volumes	Scope of intervention	Date Launched
	Total	EaSI	EFSI	EIB Group			
EaSI Guarantee (capped)	196	96	100	-	1530	Capped (counter-) guarantee offered to financial intermediaries to cover loan portfolios in areas of microfinance and social enterprise finance.	Jun 2015
EaSI Capacity Building	16	16	-	-	-	(Quasi-) Equity investments aimed at building up the institutional capacity of financial intermediaries.	Dec 2016
EFSI Equity Social Impact Pilots	150	27		-	-	Equity investments early-stage innovative social enterprises via social incubation facility , business angel co-investments and payment-by-results pilot .	Oct 2016
EaSI Funded	200	67	-	133	300	Senior and subordinated loans channelled primarily to non-bank financial intermediaries to boost their capacity to on-lend to micro- and social enterprises.	2018H1
EaSI Guarantee (uncapped)	400	20	100	280	600	Uncapped Guarantee providing capital relief to encourage mainstream banks to develop portfolios of loans for social enterprises.	EFSI 2.0 planned
TOTAL	962	226	323	413	2430		

These initial experiences in a sector characterised by a relatively small size of projects and the related small average capital invested on, has raised the awareness on how social investment is **an opportunity for portfolio diversification**, as opposed to major economic infrastructure.

The micro and social entrepreneurship sector responded well to financing opportunities, showing a **strong demand for EU funding**. Although the budget for the EaSI guarantee in support of microfinance was significantly increased in comparison with EPMF, it was fully used only in less than two years, necessitating additional investment capacity (doubling of the guarantee being provided under EFSI). Higher average ticket size also contributed to the **fast absorption of the facility**. By comparison, the take-up of the social entrepreneurship guarantee has been

more moderate due to the novelty of the instrument, while the deal flow of operations has grown positively and is expected to fully exhaust the initial budget earmarked. Therefore, the EaSI programme has proven the capacity of EU-level Financial Instruments to deliver the objectives envisaged by the EU Regulation for micro-finance and social entrepreneurship. Deploying the full potential shown by the results achieved in the period 2015-2017 therefore justify its continuity and need for additional firepower. For scaling up and assuring sustainability of project results, dissemination activities are essential

In the realm of social infrastructures, the **limited use of the present EFSI EU guarantee** for supporting an expanded range of social investments in the social sector, is owed to the: i) lower level of risk, and lower level of innovation and thus additionality of the EU guarantee in the context of PPP projects which are the primary method for engaging private finance for such developments, and ii) the immaturity of the overall social investment market associated with the development and design of interventions to deliver social outcomes using social or private finance.

The moderate pipeline development of the EFSI pilots signals a market segment still in development, with significant capacity building needs and long lead times to market in the absence of dedicated technical support made available alongside the Financial Instruments. At the same time the transactions approved under the EFSI social impact pilots represent the development of replicable models of access to finance for potentially excluded social ventures and future potential to scale⁹³.

The experience over the period of EaSI implementation (2015-2017) as demonstrated by the quick absorption of the budgetary resources, coupled with a growing deal flow and increased absorption capacity of the sector as a whole, show there is a largely untapped demand. Building up the social finance market will continue with the resources currently available until 2020⁹⁴. However, without a consequential allocation of resources for social EU-level Financial Instruments in the period 2021-2027, supporting ESF and other funding instruments, the EU efforts for building up market structures in support of microfinance and social enterprise needs would be seriously compromised.

EaSI programme - the mid-term evaluation

This section includes the main conclusions regarding Financial Instruments from the mid-term evaluation of the EaSI programme (2017):

“Financial Instruments under the EaSI Microfinance and Social Entrepreneurship axis have been relevant both in terms of its general objectives and the stakeholders’ needs. Existing market imperfections in both the Microfinance and Social Entrepreneurship markets, along with financial gaps between supply and demand of finance in a majority of Member States, suggest the need to continuously promote financial inclusion through increasing availability and accessibility of finance for vulnerable people.”

⁹³ The signalling effect of the pilot PbR instrument in particular for the development of outcomes-based contracting and social innovation, including unlocking innovation in public service delivery, is of particular importance.

⁹⁴ The EaSI Financial Instruments allocations have been already absorbed; without the 2017 EFSI 2.0 top-up allocation, the EU support in this field would have already come to a halt.

“Additionally, in some Member States, the market for lending to social enterprises remains undeveloped”.

“In order to reach the most vulnerable social enterprises, which should be a core target group according to the EaSI regulation, a recommendation is for the EIF to widen its reach by encouraging financial intermediaries to reach the social enterprises most in need of financial support.”

“In terms of relevance in the light of stakeholder needs, financial intermediaries benefitting from EaSI Microfinance and Social Entrepreneurship support can provide loans at better terms thanks to the instrument. The guarantees have helped to overcome previous barriers preventing final beneficiaries to access finance, suggesting it is well designed and fit for its purpose.”

“[The] amounts allocated to the axis are insufficient to meet demand and ensure a continuation of support beyond one cycle.”

“The EaSI Microfinance and Social Entrepreneurship axis has been efficient in increasing the availability of and access to finance as the supply of financing has increased. Clear quantitative changes are increased lending volume, number of loans and number of beneficiaries, in particular for microfinance. Moreover, these quantitative effects would not have materialised or done so at a slower pace in the absence of the EaSI Microfinance and Social Entrepreneurship axis, as financial intermediaries would not have been able to offer similar products without support from EaSI. Evidence of qualitative changes is however scarce. Moreover, financial intermediaries have not reported information of the provision of monitoring and training for more than half of the final beneficiaries at the end of 2016”.

“In addition, the overwhelming demand for the financial guarantee under EaSI Microfinance and Social Entrepreneurship has put pressure on the budget. As 2/3 of the allocated amount was used already after one year, the EIF will run out of funds for the Microfinance and Social Entrepreneurship axis before 2020. This suggests that the allocated budget for the axis is not optimal nor sufficient for EIF’s long-term goals to provide the financial guarantee for two or three cycles”.

“With regard to Microfinance and Social Entrepreneurship, there is not always coherence between the EaSI Financial Instrument and national and regional policies, as goals and actions of the EaSI Financial Instrument are not always aligned with national and regional policies or interests. To maintain complementarity, nevertheless, the EIF undertakes efforts to ensure their achievements do not interfere with programmes already implemented and that the EIF’s actions are complementary”.

“The EaSI programme EU added value is widely acknowledged, in particular with regards to the cross border partnerships and the exchange of good practices. For example, one of the key features of PROGRESS is to be the most suitable to build EU wide networks and partnership as well as produce EU wide deliverables that are not top priority at other governance level, such as databases, studies, policy experimentations, capacity building and mutual learning activities or support for EU networks focused on social exclusion and poverty prevention”.

“The EaSI Financial Guarantee appears to fill a clear gap in the supply of microfinance. Should EaSI be discontinued this would have repercussion on many challenges, in particular in the employment field. In such a scenario it would be unlikely that other funding schemes at e.g. national level would be able to support policy experimentations across different Member States”.

“With regard to Microfinance and Social Entrepreneurship, the support for the social investment market would most likely slow down without funding from EaSI, leading to fewer social business across the EU and thus fewer employment opportunities in these sectors”.

Erasmus+ Student Loan Guarantee Facility - the mid-term evaluation

The Erasmus+ Student Loan Guarantee Facility⁹⁵ is an EU-supported loan scheme for transnational studies at master level. The scheme has been developed in the context of the Erasmus+ Programme to facilitate access to finance for postgraduate students (regardless of their social background) to undertake a master degree at a university (or other higher education institution) abroad.

By means of combined risk sharing at the individual level (90 % first loss guaranteed) and at the portfolio level (max. 18 % of the portfolio guaranteed), the facility limits the Commission's maximum risk exposure to 16.2 %, with a target leverage of 6.2. The individual loans are limited to EUR 12,000 for a one-year Master degree programme or EUR 18,000 for a Master degree of more than one year.

By now up to EUR 160 million is available to students in Master loans via 6 financial intermediaries established in 6 Erasmus+ Programme Countries (ES, FR, UK, TR, LU & CY), enabled through EUR 26.6 million in 7 EU guarantee agreements. The first Erasmus+-guaranteed Master loans were disbursed in June 2015. By end 2017 357 students have benefited from EUR 4.2 million in EU-guaranteed Master Loans.

The section below summarises the main conclusions regarding the Student Loan Guarantee Facility from the mid-term evaluation of the Erasmus+ programme (2017):

Relevance

“After some delays in kicking-off the implementation and just two years of active launch of the facility, take-up rates are well below initial expectations. (...) While the facility addresses a real problem and while there is a case to use Financial Instruments to address this problem, the facility is focused on a segment which has less potential, in terms of volumes, than initially anticipated.”

“Overall the facility has an added value / a gap to fill mostly in Southern, Central and Eastern European countries where a lot remains to be done to achieve full portability. (...) The design of the SLGF, whereby parental guarantee cannot be required by the financial intermediary is a welcome attempt to cover those from lower socio-economic background.”

“First data from Spain tend to indicate on the contrary that the SLGF is as effective as the Erasmus programme in promoting the participation of students from non-academic backgrounds.”

⁹⁵ https://ec.europa.eu/programmes/erasmus-plus/opportunities/individuals/students/erasmus-plus-master-degree-loans_en

Coherence

“The SLGF complements the EU toolbox by focusing on the segment of degree mobile students. Synergies with national schemes, whereby the same financial intermediary implements both the national and the EU loan, have been observed only in the case of France. Some national schemes also seem to be attracted by the EFSI for the same purposes than the SLGF – even if it has not (yet) translated itself into actual projects being financed.”

Effectiveness

“The scheme has so far not been especially effective at attracting financial intermediaries. Aside from the narrow focus of the facility and some national schemes already covering their market, financial intermediaries note the riskiness of the segment despite the EU guarantee (since it is capped), especially when it comes to incoming students.”

“In many countries, higher education institutions would not have incentives to act as financial intermediaries (...) because fee levels are low or because they have limited financial autonomy. (...) A lot remains to be done to raise awareness levels all the way throughout the supply chain (among financial intermediaries and students, but also among the multipliers – e.g. universities).”

“First final beneficiaries are generally satisfied with the loan, which has been instrumental in triggering their mobility. In total, 70% of the first beneficiaries (n=44) said they would not have been able to study for their Master abroad without the E+ loan.”

EU added value

“In countries covered and for the limited number of final beneficiaries concerned, the main EU added value is to lead to reduction in interest rates, the removal of the guarantor/ collateral / resource requirement or the opening of new product lines.”

“The benefits of the EU guarantee are thus adequately passed on to students when comparing to market rates, even if some beneficiaries did complain about the interest rate.”

Efficiency

“The option of creating a financial instrument with a leverage effect of 6.2 minimum is cost-efficient – especially compared with the alternative of directly administering the loans.”

ANNEX 4: SCOPING PAPERS

This section includes scoping papers for all proposed policy Windows approved by the Financial Instruments Interservice Expert Group.

1. Sustainable Infrastructure Window

A. Policy Drivers, Scope and Context

Sustainable investment in infrastructure⁹⁶ will be fundamental in order to fulfil the UN Agenda 2030 and its SDG and the subsequent objectives of the Paris Agreement adopted by the EU and the rest of the world in 2015, and as such will have to be well-reflected in and supported by the EU's main centrally managed fund. These commitments link directly with the sustainability policies and targets set out in the EU, including the 2030 Climate and Energy Framework.⁹⁷ To that end, EU will have to draw on its policy framework embedded within the ETS, the Effort Sharing Regulation, the Clean Energy for All Europeans Package, the Clean Mobility package, the EU environmental acquis and the recently adopted framework on the Circular Economy, Clean Air, and Nature, as well as the EU financial framework⁹⁸.

Contributing to these objectives is targeted implementation of trans-European networks (TENs) and the Gigabit Society Strategy in the sectors of transport, energy and telecommunications, which set out EU's long-term policy objectives to connect Europe in a sustainable and innovative manner. Focus on environmentally friendly, intelligent infrastructure, modes and systems as well as alternative fuel deployment is expected to stimulate EU-wide markets and contribute decisively to facilitating the EU's transition to low-emission economy.

Sizeable investment needs in EU infrastructure will be required to meet the EU's sustainability targets. These include those embedded in the UN Agenda 2030 and its SDGs as well as the Paris Agreement and related EU targets such as the 2030 relating to energy and climate, air pollution, nature⁹⁹, and the circular economy as well as related TEN policy objectives. To reach the EU's 2030 energy and climate targets, EUR 379 billion of average annual investment will be needed between 2021 and 2030, mostly in energy efficiency, renewable energy sources, and infrastructure – excluding transport infrastructure and recharging infrastructure. Circa EUR 500 billion will be necessitated to complete TEN-T core network¹⁰⁰ over 2021-30 and up to EUR 1.5

⁹⁶ Infrastructure in this context is broadly defined. It is more than large, cross border, network infrastructure (a concept used in trans-European network regulations) it refers broadly to basic infrastructure necessary for socio-economic development.

⁹⁷ Key targets for the year 2030, a binding target to reduce greenhouse gas emissions in the EU by at least 40 % by 2030 (compared to 1990), a binding target at EU-level to increase the share of renewables to at least 27 % and a target of 30% energy savings

⁹⁸ The financing and investment gap related to achieving the policy objectives is very big – much beyond the size of the available public funding, let alone the EU budget. Hence an important prioritization will be required with sustainability as an important if not overriding criteria

⁹⁹ Financing needs to implement the Natura 2000 network have been estimated at EUR 5.8 billion per year. Financial costs to implement the target of restoring 15% of degraded ecosystems have been estimated to be between EUR 0.5 to 11 billion per year. However not all these costs are investment costs eligible under NCFF. The 2013 ex ante assessment for NCFF estimated the projected market size for 2020 to be between EUR 73 million to EUR 288 million, depending on the market growth rate assumption, based on case study data on the number total cost of projects between 1994 and 2010.

¹⁰⁰ TEN-T Work Plans: https://ec.europa.eu/transport/themes/infrastructure_en. The contribution of the TEN-T to decarbonisation goes beyond the simple project by project outcome, and has as systemic impact. The TEN-T network, which includes all modes and multi-modal connections, establishes the basis for efficient and sustainable transport chains for passengers and freight across the modes. An efficient TEN-T, modal shift to sustainable mode of transport and the equipment of TEN-T with intelligent transport systems within and between all modes or with alternative fuel infrastructure, helps further

trillion if TEN-T comprehensive network and other transport investments are included. In the field of telecommunications, an investment gap is in the order of EUR 70 billion in the areas of cross-border networks, but also rural, middle and low income isolated areas across the EU.¹⁰¹ These include investments that can enable important reductions CO₂ as well as other priority air pollutants¹⁰², and/or provide alternatives for infrastructure with large impacts on natural capital. Approximately EUR 22 billion investment are required to achieve the objectives stated in the EU Urban Waste Water Directive according to the information gathered under the last article 17 Report from EU Member States forecasts. Forecasts include an approximate distribution of the investment needs as reported by the Member States. Investments are forecasted also increasingly relate to the renewal, improvement and extension of the existing infrastructure. The total EU yearly investments in waste water infrastructure (in general) are expected to reach EUR 25 billion per year between 2015 and 2018.

The European space industry is facing tougher global competition. Space activities are increasingly open to private investment in the areas of satellite communications, earth observation and even launchers. Space is now part of a global value chain that increasingly attracts new companies and entrepreneurs, so-called 'New Space', which are pushing the traditional boundaries in the space sector. This opens up new opportunities to develop innovative products, services and processes which can benefit industry in all Member States, creating new capacities and adding value in and outside the space sector. In this context, Europe needs to act now to maintain and further strengthen its world-class capacity in space value chain and to optimise the benefits that space brings to society and the wider EU economy.

Low infrastructure investment rates in the EU during the financial crisis undermined the EU's ability to boost sustainable growth and competitiveness¹⁰³. This was also caused by a reduction in investment by the governments¹⁰⁴. Differences with regard to infrastructure investment across Member States further undermine European cohesion; a problem partially addressed by ESI Funds. Additional complicating factors affect investment from environmental, maritime and climate policy perspectives, related inter alia to the failure to reflect environmental costs or value in market prices, thus making sustainable investment less attractive notably in terms of risk vs short-term gains, market fragmentation for environmental (public) goods and related commodities, risk avoidance and/or lack of knowledge of investors in certain areas such as the blue economy, poor or no access to adequate combined environmental and financial structuring expertise and/or SPVs that can enhance the attractiveness of sustainable infrastructure pipeline and make it more suitable for commercial investors' uptake¹⁰⁵.

boosting decarbonisation. Further ensuring and improving the sustainability of TEN-T nodes is important in making the transition to smart and low-emission mobility

¹⁰¹ The figures included in the paragraph cannot be aggregated due to their different calculation methodologies and should not be considered exhaustive of all investment needs.

¹⁰² Such as PM, NO_x, and SO_x

¹⁰³ At about 20% below the investment rates of pre-financial crisis

¹⁰⁴ In addition, information submitted by national governments of large EU economies in the context of the 2017 European Semester does not indicate plans to significantly increase public investment over the medium term, while public investment is expected to translate into higher infrastructure spending in some of the other EU economies

¹⁰⁵ Noting also that these aspects, combined with volume related targets (which may be warranted to counter severe crises), have a tendency to reinforce market failures and other barriers and thus multiple the competitive disadvantage. Strict fiscal policy

Against this backdrop, the InvestEU Fund must fully reflect the policy priorities to reach the EU's targets. Thus, investments should comply with the Paris Agreement and complementary to EU objectives and deliver high EU-added value rather than solely a high investment volume. The investment focus should also allow a certain degree of flexibility to react to new investment needs that are today not yet visible.

B. Rationale for an EU level investment instrument; is subsidiarity respected?

Challenges and drivers justifying EU level support (including financial instruments) in EU infrastructure can vary significantly depending on the sectors or areas under consideration. Common challenges and drivers in light of subsidiarity are:

- policy targets (particularly in the case of the energy sector) are defined in a collective manner on European scale instead of national binding targets;
- costs occur at national/local level while benefits are realised transboundary / EU scale;
- costs and benefits of projects involving several Member States are asymmetrically distributed among them, coordination failures;
- network infrastructures serve as a 'public good' for the entire energy and transport system and are a key enabler for e.g. higher levels of renewables, efficiency and demand response, and e-mobility.
- benefits are dependent on other investments in the supply / value chain or network and/or entail a high first mover risk;
- environmental and socio-economic costs and benefits are not (sufficiently) internalised due for example to pricing related market failures and/or poorly designed or conflicting policy frameworks (for instance simultaneously subsidizing green and grey or brown activities, contribution to modal shift, air quality improvements, long term biodiversity benefits, GHG emissions reductions¹⁰⁶);
- lack of interoperability in cross-border services and similar obstacles preventing enhanced cross-border co-operation to solve transboundary (environmental) problems;
- incomplete internal markets where differing national regulatory regimes and regulatory risk still create barriers to market-based funding, market entry, weaken enforcement of environmental standards leading to free riding, etc.
- market size: individual countries may lack sufficient scale to be attractive to private operators, and others are so large that regional fragmentation becomes an issue;
- sub-optimal technical assistance and project development capacity preventing investment in sustainable infrastructure: "Sustainability infrastructure is a new development area and

relating to government debt v. GDP ratios (to be kept in principle under 60%) combined with the longevity of infrastructure financing (up to 30 years or more) further adds to the unfavourable conditions for greening the EU infrastructure. These barriers could be overcome by emphasising advanced sustainability of the window and making that its unique selling proposition. Also current positive economic cycle in the EU should be used to strongly focus on the most sustainable infrastructure segments (avoid the higher crowding out risks that will come with traditional infrastructure).

¹⁰⁶ Examples of insufficiently internalized pricing includes vehicle and fuel taxes based primarily on CO₂ and ignoring carcinogenic air pollutants such as NO₂. Other examples are agriculture-related rules focusing mainly on soil and water pollution whilst ignoring methane emissions contributing to climate change and PM –related air pollution over long distances, or some ecosystem services not priced on the market (e.g. flood control, water filtration, recreation, pollination..)

support is needed to transfer lessons from one member state to another, as well as to advise member states and local authorities on how best to develop projects in this space"¹⁰⁷

- the value of some services is proportional to the number of users, thus it is necessary to achieve a critical mass before having the possibility to attract private operators

Articulation between EU programmes and EIB overall support

The *overall* lending by the EIB, including EFSI, 2013-2017, has been stable at around EUR 70 billion per year¹⁰⁸. However infrastructure and environment EIB lending was less than half this (EUR 30 billion in 2015) and has been declining.¹⁰⁹ In the same period, a substantial contribution in the form of grants from EU programmes, including in the frameworks of the CEF, ESIF, and LIFE¹¹⁰, will contribute to increase the level of investment in infrastructure in the current MFF albeit the share of environmentally sustainable spending remains (very) low here too.¹¹¹ In a span of 4 years under direct management the CEF¹¹² has committed around EUR 24 billion to mobilise over EUR 50 billion of investment out of which over 10% through blending, in sustainable infrastructure and core trans-European networks (TENs).

EU support mechanism

For infrastructure projects that have positive expected environmental and socio-economic values in support of EU policy objectives, there exists a full spectrum of financing needs (in terms of the financial viability of the investment): from financially viable projects based on the income stream generated by users and concession fees in regulated sectors, to projects not generating revenues to cover investment and therefore being highly dependent on public sector/government support, typically in the so called "public goods" sector.

Therefore a full range of support mechanisms continue to be appropriate for infrastructure including a continuation of EU-backed budgetary guarantees and financial instruments, delivered through the InvestEU Fund, to complement the bulk of EU support to the sector delivered

¹⁰⁷ Final Report of the HLEG on Sustainable Finance, p.35

¹⁰⁸ <http://www.eib.org/infocentre/publications/all/operational-plan-2014-2016.htm>

¹⁰⁹ <http://www.eib.org/infocentre/publications/all/operational-plan-2018>

¹¹⁰ Although LIFE does not provide direct grant financing for large infrastructure, LIFE Integrated Projects mobilise complementary finance for major investments including in green infrastructure.

¹¹¹ The Life programme on climate and environment amounts to ca. 0.3%

¹¹² CEF-Transport budget is allocated 75% in rail sector and the rest on, inland navigation, deployment of alternative fuels (e-charging points), and multimodalities and traffic management systems. CEF-Energy also played an important role in implementing critical missing electricity and gas projects (PCIs) to enhance the security of supply and enhance the functioning of the internal energy market. As a result, the EU should have achieved a well-interconnected and shock-resilient gas grid by the early 2020's and CEF will have capacity to take the strengthening of networks a step forward. Focus must thus be put on the reinforcement of the electricity transmission and distribution grids, digitalisation and smartening of the grids and deployment of new infrastructure solutions, particularly in the electricity storage area (including power to gas), and hydrogen

through calls for grants and blending, by the CEF, LIFE and ESIF programmes¹¹³, and by the EIB standard lending.

Environment and (socio)economic benefits	Financial viability	Approach
<i>Market</i>		
+/-	+++	Private finance exclusively, commercial banks
<i>Public and promotional banks</i>		
+	+	EIB, NPBs, etc. standard lending
<i>InvestEU Fund</i>		
+	+/-	EU-backed (including through budgetary guarantees) financial instruments plus private finance
<i>CEF, LIFE and ESIF grants</i>		
+	+/--	"Blending" : EU grants plus private finance from EIB (including EU-backed FIs), NPBs, or private investors
+	-	EU grants plus public sector finance

The above table illustrates an already available structured approach to assess the appropriate use of EU instruments or complementary combinations of instruments, to support investment appropriate at the EU level. Full flexibility should be maintained to allow for establishing bundling and blending instruments throughout the next MFF following evolving needs and maturities. There may be case in terms of economy of scale for establishing larger blending facilities within or connected to the Single Investment Fund for small instruments such as LIFE.

Lessons learned from previous "financial instruments" programmes

A variety of EU-backed financial instruments to support investments in infrastructure have been developed, notably the CEF Debt Instrument, PF4EE, EEEF, NCFF, and on equity side, the Global Energy Efficiency and Renewable Energy Fund¹¹⁴, Broadband Fund as well as the Marguerite Fund. Each of the instruments helped address specific market failures in their respective infrastructure areas (see Annex I). Use of such targeted instruments was reduced by the creation of EFSI in 2015 (demonstrating the need for and virtues of a horizontal, market driven financial instrument). However, their use continues to demonstrate the need for a broad and flexible *range* of instruments specifically tailored to (very different) market sub segments, particularly when there is an EU policy objective related to sustainability and/or public goods for

¹¹³ ESIF in the period 2014-2020 provides EUR 63.8 billion in support of the Shift towards a low-carbon economy, substantial envelopes are also allocated in support to Promoting sustainable transport and improving network infrastructures, Preserving and protecting the environment and promoting resource efficiency, and in Promoting climate change adaptation, risk prevention and management

¹¹⁴ Operated by EIF; albeit focusing in investments in high-risk areas outside the EU, GEEREF experience and lessons learned at the time of its establishing remain highly relevant for promoting sustainable investment solutions in the EU.

which investment levels beyond those delivered through normal commercially viable projects or with purely national public support.

In general, the take up of the EFSI and CEF DI in the TENs is a delicate operation. Strong public good issues (e.g. for railways), complex cross border arrangements, differing national regulatory regimes, complex national planning and impact assessment processes, and technology uncertainties can all raise project risks and thus cost of capital. The recent use of EFSI, as well as existing pilot instruments show that there are instances where project risk or complexity (and consequent non-viability) may warrant support beyond financial instruments including advanced technical assistance available over a long period from pre-investment onwards and grant financing in various modalities (e.g. including "blending"). The latter components are critical to step up the ESG credentials of EU supported investments in line with the EU and international commitments, notably the 2015 UN Agenda and Paris Agreements.

EU-backed financial instruments and EFSI still in some regards differ. For example, the fact that the CEF DI is delivered via products, some of which were tested under the previous instruments (LGTT and PBI) has meant that the CEF DI support took the form of subordinated products in the case of a high proportion of projects, or targeted instruments to address specific market failures (e.g. the Green Shipping Guarantee)¹¹⁵.

These complementary elements: targeted instruments and general support to investments are both important and should be maintained in the InvestEU fund.

C. InvestEU Fund support: Type of final beneficiaries and target groups (large corporates, small beneficiaries, public or private sector entities, SPVs)

The type of final beneficiaries and target groups relating to sustainable infrastructure window of the future InvestEU fund will vary significantly depending on the sector under consideration, is dependent on a number of factors including their creditworthiness and project financing structure, in addition to the European level net benefits (e.g. market integration, industrial scaling, environmental/GHG benefits).

In the utility sectors, notably in the energy sector, project promoters would mostly come from a mix of public (cities, municipalities), semi-public and private sector, such as transmission and distribution system network operators, electricity suppliers and retailers, energy, water and waste service companies (potentially including IT companies), generation companies, energy communities, large property owners etc. These entities may be public sector by tradition operating on commercial or non-commercial basis, privatised with or without public service objective, or recently created public entities in nascent markets (e.g. for energy services). The InvestEU Fund is well placed to realise cross-sectoral synergies, e.g. between energy, transport and digitalisation.

¹¹⁵ For example, In line with the findings of the evaluation of the Europe 2020 Project Bond Initiative, it should be noted that the LGTT and PBI were specific tools designed in particular for use following the financial crisis. As the financial markets have improved, their applicability today is to an extent diminished. However, this does not mean that they have lost their utility. Were there to be another tightening of credit or other stresses on private finance, such tools would again be more relevant and would likely be in significant demand.

Likewise in transport and mobility sector, promoters range from public and semi-public corporates operating on rail infrastructures to SMEs providing infrastructure and mobility services for instance in the areas of alternative fuels and inland navigation. Large and medium private or public entities or SPVs also operate under concession or PPP such as in ports, airports and motorways projects, and as well to deliver water and waste water services. Large, midcap companies and SMEs operate mobile assets in all modes of transport, notably in shipping and rail freight operations.

In the sector of telecommunications, project promoters can be private and public and vary significantly in size. It is of particular importance that smaller promoters have adequate access to such instruments. On the other hand, strict eligibility criteria should be imposed in relation to the projects deployed (contribution to EU's connectivity targets/increasing coverage, state of the art technology, innovative business model, etc.).

In the sector of telecommunications, project promoters can be private and public and vary significantly in size. It is of particular importance that smaller promoters have adequate access to such instruments. On the other hand, strict eligibility criteria should be imposed in relation to the projects deployed (contribution to EU's connectivity targets/increasing coverage, state of the art technology, innovative business model, etc.).

In the blue economy, project promoters cover the whole value chain, ranging from public, to semi-public and private entities varying from multinational, medium size maritime businesses to SMEs.

The major public stakeholders to be involved include national space agencies, the European Space Agency (ESA) and public authorities involved in the implementation of European space programmes, space manufacturing and services industry trade associations at European and national level, and intergovernmental organisations active in climate monitoring (EUMETSAT, ECMWF).

Innovative approaches driven by EU policies or new and emerging market trends are likely to lead to the involvement of new categories of beneficiaries¹¹⁶, lacking in same case track records in these new business, which affects access to finance. Therefore flexible arrangements will be needed in terms of blending and bundling of different means of support. This will allow building EU experience and best practice with effective and efficient cost-sharing.

¹¹⁶ Examples include cost-effective nature-based solutions/green infrastructure, for example where instead of building dams and other infrastructure to combat flooding, solutions involve mechanisms allowing to flood land upstream rivers or canals to manage water levels whilst simultaneously providing recreational and other co-benefits whilst possibly saving investment and operating costs compared with traditional solutions. Other examples include investments in green urban areas (a.k.a. Urban Green Infrastructure) where restored ecosystems and new green areas help tackle environmental problems including climate change and deliver wider socio-economic benefits; sustainable urban infrastructure relating to low emissions and/or noise levels, e-charging networks etc.

D. Sectors to be targeted by the support provided under this window

For transport and energy, relevant large infrastructure projects are typically single transactions supported through debt. However for small(er) projects and category of promoters, the use of intermediation is appropriate. EFSI and the CEF DI have developed a number of investment platforms¹¹⁷. Other models successfully used Fund of Fund Approaches with specialized investment teams capable of structuring and bundling smaller and/or complex or riskier pipeline.

InvestEU Fund should build on these initiatives and contribute to investing in developing such and similar platforms more widely across the different markets whilst focusing more on quality-related instead of volume based additionality. In particular, there is widespread successful practice amongst NPBs and several IFIs. There is thus a clear benefit to draw on greater range of experience and expertise than available in the EIB.

While maturing renewable technologies would require less support (provided currently mainly at national level), the changing EU regulatory environment may need to be complemented by financial incentives to ensure that the 2030 RES target is met. Energy efficiency will remain among key challenges, where investment needs are highest while significant barriers to investments persist.

The Fund should also cover all environmental investment sectors (waste, water, air, circular economy), including innovative sectors such as green infrastructure and other natural-capital related projects.¹¹⁸

Furthermore, new priorities for investment are emerging in areas such as urban mobility, energy storage, electrification, digital service/broadband infrastructures. Achieving such priorities requires efficient allocation and an adequate level of resources.

The Fund and different instruments could be directly available to all eligible financial institutions, as self-selection would lead each to concentrate on their areas of sectoral or financial expertise.

E. Financial intermediaries and private sector stakeholders to be involved and their role

For transport and energy, relevant large infrastructure projects are typically single transactions supported through debt. However for small projects and category of promoters, the use of intermediation is appropriate. EFSI and the CEF DI have developed a number of investment platforms. InvestEU Fund should build on these initiatives and contribute to investing in developing such and similar platforms more widely across the different markets. In particular,

¹¹⁷ <http://www.eib.org/projects/pipelines/pipeline/20150334> ; <http://www.eib.org/projects/pipelines/pipeline/20150115>

¹¹⁸ Note in this context also the increasing interest from the EU legislator to track finance and investments flows from the EU budget aimed at promoting sustainable development goals. This is illustrated again in the Directive (EU) 2016/2284 on the reduction of national emissions of certain atmospheric pollutants, where the legislator included two articles that relate to tracking EU funds for improving air quality (i.e. *Article 7* on Financial support and *Article 11* on Reports by the Commission to the European Parliament and the Council on the progress made in the implementation of this Directive, including [...] the uptake of Union funds to support the measures taken with a view to comply with the objectives of this Directive [...]).

there is widespread successful practice amongst NPBs and several IFIs. There is thus a clear benefit to draw on greater range of experience and expertise than available in the EIB. The Fund and different instruments could be directly available to all eligible financial institutions, as self-selection would lead each to concentrate on their areas of sectoral or financial expertise.

Given the strategic dimension of space, there will always be a need for a strong engagement of the public sector. However, private investment is expected to drive entrepreneurship in some areas. Therefore, the role of the financial intermediaries would be to invest in equity or blended finance with terms and conditions adequate to the space sector (e.g. high risk, long infrastructure cycles); and to accompany the paradigm change in the European space sector.

Good articulation with support provided under the "SMEs window" and "RDI window" is also needed, for instance to support SMEs, and projects aiming at deployment of new and mature technologies (e-charging), which should typically be supported by the "Sustainable Infrastructure" window. As for the space sector, improved access to finance for small-scale equity investments to get the ideas off the ground (e.g. Euro 0.5-5 million) and for adequate equity investments for scaling up (e.g. EUR 5-25 million); some venture capital funds also argued that injecting EUR 1 billion in equity would mark a big difference for the European space industry. This action can be also addressed within the "SMEs window" and "RDI window".

As with the initial determination of the FI/grant/instruments election eligibility, a structured project assessment approach based on project risk assessment and EU net socio-economic benefits will need to be developed.

In the sector of digital infrastructures, current analyses indicate that there is a greater need for equity and hybrid products for such deployments, and that smaller players continue to have more difficult access to capital markets. In this respect, guarantees for "mainstream" broadband investments under the Single Instrument would be needed to steer, de-risk and accelerate investments in the newest technologies. Another category of support involve niche financial products (SPVs), with a higher risk profile and more intensive capital use, where a direct participation is foreseen, together with private capital to ensure leverage, in order to cover specific areas where mild market failures exist (e.g. equity investment fund, project bonds, etc.).

Annex I

Lessons learned from EU-backed financial instruments in the current programme:

- From 2015 to 2017, the EIB group approved EUR 51.3bn under EFSD, 20% in energy¹¹⁹ (11% in digital, 9% in transport¹²⁰ and 4% on environment and resource efficiency infrastructure. A substantial volume of finance is to be delivered through funds.

¹¹⁹ transmission and distribution infrastructure, RES, EE and smart grids

¹²⁰ PPP road and rolling stock project absorbing the bulk of financing, and as well maritime ports and airport projects and other projects in areas of urban development and alternative fuels

- CEF Debt Instrument (CEF DI) to date manages a portfolio exceeding EUR 14 billion and 12 projects in the transport sector, ranging from PPP in the road and rail infrastructure sectors to maritime and inland ports and green shipping. The up-take of the CEF DI in the energy and broad band sectors has so far been more limited.

CEF DI¹²¹ and EFSI have mobilised a comparable volume of investment so far, but have to some extent addressed different market failures. The fact that the CEF DI is delivered via products, some of which were tested under the previous instruments (LGTT and PBI) has meant that the CEF DI support took the form of subordinated products in the case of a high proportion of projects, or targeted instruments to address specific market failures (e.g. the Green Shipping Guarantee)¹²².

In general, the take up of the EFSI and CEF DI in the TEN-T rail infrastructure and cross-border infrastructure is still below expectations, mainly because the projects in the rail infrastructure struggle to show bankable business cases and the promoters are in general semi-public entities, and due to the complexities of projects to be implemented in cross-border jurisdictions.

There has been some level of substitution effect by EFSI of projects that would have been suitable for the CEF DI. EFSI has a wider scope than CEF DIs (and arguably less emphasis on projects of highest EU added value) as it does not specifically focus on the TEN networks or on infrastructure (for instance several operations relate to the purchase of aircraft, trains, buses which cannot be supported by the CEF DIs).

However, most operations eligible under the CEF DI are also eligible under EFSI and several important transport projects initially envisaged for the CEF DI were eventually financed through EFSI¹²³. The approach taken for EFSI, whereby EU budget is used to provide a guarantee to the EIB or other financial institutions financing is the same approach as was taken by the CEF legacy financial instruments (i.e. PBI and LGTT) and the CEF FIs.

The use of the CEF financial instruments is expected to take up during the second half of the programme when complementarity between the CEF specific financial instruments and EFSI have been ensured by the agreement in July 2016 on a policy note refocusing the sole of the CEF DI on clean transport, with an expected pipeline of 2.4bn. CEF DI will be focused on piloting thematic products and platforms such as green shipping¹²⁴ to

¹²¹ In accordance with the CEF Regulation, the Commission, in cooperation with the Member States and the beneficiaries concerned, was required to present a report on the mid-term evaluation of the CEF to the European Parliament and the Council. This report COM(2018) 66 final and its accompanying Commission staff working document was adopted by the Commission on 14 February 2018

¹²² For example, In line with the findings of the evaluation of the Europe 2020 Project Bond Initiative, it should be noted that the LGTT and PBI were specific tools designed in particular for use following the financial crisis. As the financial markets have improved, their applicability today is to an extent diminished. However, this does not mean that they have lost their utility. Were there to be another tightening of credit or other stresses on private finance, such tools would again be more relevant and would likely be in significant demand.

¹²³ Grand Contournement Ouest de Strasbourg (A355), A6 Wiesloch in transport and the Transgaz "BRUA" Gas Interconnection Project, Italian-France electricity interconnector in energy.

¹²⁴ In this respect the successful cooperation between the EIB and the Commission to design instruments addressing specific market failures is illustrated for example in the case of the Green Shipping Guarantee (GSG) Programme in transport

be scaled up by EFSI, within the scope of the Cleaner Transport facility¹²⁵, and on transaction involving third countries, notably in the energy sector.

In 2017 the CEF DI capacity to support the rolling out of renewable technologies in the transport sector have been reinforced by the Commission Decision (C(2017) 7656 final) to allow the use of up to 450M of NER300 funds through the CEF DI and InnovFin EDP.

- On energy efficiency, the PF4EE instrument targets projects which support the implementation of National Energy Efficiency Action Plans or other energy efficiency programmes of EU Member States. To date the EIB have signed operations in The Czech Republic, Spain, France, Belgium, Italy, Portugal, Croatia, Greece and Cyprus, generating a portfolio worth of EUR 713M of investment. The final recipient leverage effect would be 14.5 against an initial target of 8. EEEF with EUR 130.3 million in 12 projects, in 7 Member states has worked with municipalities, as it is setup to finance EER and RES projects for public entities at local government level. The Fund has faced is the limited number of ongoing projects and the difficulty to attract a substantial number of new ones. EEEF also helped the Commission learn that the closing of projects is facilitated if technical support is tied to use of the fund.

Under the NCFF, LIFE provides 10M EUR of technical assistance, and a guarantee of 50M EUR to support EIB investments (loans and equity) of up to 125M EUR that contribute to biodiversity and/or climate change adaptation objectives.

It aims at establishing a pipeline of some 9 to 12 replicable, bankable operations that will serve as a "proof of concept" and demonstrate to private and public investors the attractiveness of such investments. This represents an innovation which, if successful, could drive the architecture of natural capital financing. Although development of the pipeline has been slow, the pace is picking up with three operations now signed, 5 additional ones in the pipeline, and 9 more currently under scrutiny by EIB.

Recommendations from the LIFE mid-term review have been implemented including increasing visibility and promotion, and operationalisation of the support facility. The implementation period had been extended until 2021 and the 2018-2020 LIFE programme foresees a new guarantee window. Experience so far with NCFF shows that there is a niche for investments in ecosystem-based natural capital investments, though it is important to develop a pipeline to share the experience and demonstrate the opportunities more widely. The LIFE mid-term evaluation also recommended to consider options for blending.

- On the equity side, the Marguerite Fund has invested 31% to the TEN-T eligible projects, in the areas of road PPP and airport, 55% in the energy sector including renewable 14% in ICT. Marguerite II will continue focusing on both new ("greenfield") and expansion to existing ("brownfield") infrastructure investments in renewables, energy, transport and

¹²⁵ A new thematic product is under consideration in support of projects or innovative companies pursuing projects fostering the decarbonisation of transport and technological innovation in the transport sector and the deployment of alternative fuels infrastructure along the Trans-European Networks-transport (TEN-T) corridors, such as electric charging infrastructure. High risk debt helping these pre-bankable project promoters to overcome the high uncertainty faced during the ramp-up phase for the demand in electric charging may be needed.

digital infrastructure. At the end of the investment period of the Marguerite Fund, the Fund invested EUR 745m in 13 Member States.

- The Connecting Europe Broadband Fund is expected to set a good precedent as regards the governance structure - where the lack of control by public shareholders over individual investment decisions is set off against strict eligibility criteria. On the other hand, the layered structure of the Fund, while maximising leverage, generated protracted negotiations and a relatively unattractive remuneration for private investors. In general, the experience of the current MFF shows that we need to be able to adjust the instruments, throughout a programming period, to the overall economic environment and, if possible, to market fluctuations.

Annex II

Whilst progress has been made in supporting sustainable infrastructures, including for example low carbon network related investments in the framework of the CEF, EU support is expected to be scaled up if significantly in line with its commitments under the Un Agenda 2030 and the Paris Agreement as the related EU objectives embedded in the environmental acquis such as the energy and climate objectives for 2030 are to be fulfilled.

In this regard, and whilst mainstreaming environmental and climate objectives are expected to remain a standing of not reinforced requirement, the following areas are identified:

- Transmission infrastructure, including interconnectors and distribution networks
- Smart grids (with close links to digitalisation and cybersecurity)
- Renewable energy (eg all forms of offshore energy, regionally important)
- Energy efficiency projects (developing embryonic markets and integrating the sector into the mainstream capital market)
- Storage technologies (including power-to-gas,)
- Hydrogen infrastructure (with ,links to alternative fuels)
- CCS/U infrastructure

In transport specifically, the following areas are identified inter alia:

- Mobile assets for the land, inland navigation, and maritime sector (e.g. scale up current projects and schemes in the scope of Cleaner Transport Facility and green shipping including zero emission for ships, e-navigation) and the rail sector (e.g. rolling stocks)
- Deployment of alternative fuels infrastructures (e.g. e-charging, with close links to need for reinforced and smart grid infrastructure)
- New and upgrading of TEN-T infrastructure, including in rail, inland navigation and maritime, and urban nodes, and traffic management systems (e.g. ERTMS, SESAR, ITS), notably for investments that make use of private financing in their financial structure.

In specific "environment" sectors eligible investment should include support to investments that are compatible with the circular economy such as:

- Water infrastructure, including flood management
- Waste, including recycling and re-use businesses
- Construction (new circular economy business models also based on extended producer responsibility, full re-use design and zero waste, non-toxic material)
- Environmentally sustainable investment solution related to agriculture, forestry, and fisheries.
- New emerging assets: nature and nature-based solutions, and/or other than project financing¹²⁶
- Projects in the area of natural capital tend to have a largely public benefit dimension, delivering public goods In this respect, offering a broad range of 'patient capital' instruments at EU level can help. "Fund of Fund" type solutions may also be considered¹²⁷

In blue economy specifically, the following areas are identified inter alia:

- Multiple use infrastructure - e.g. newly build port infrastructure need to be climate proof,
- Maritime equipment and technologies: smart infrastructure maintenance – e.g. UAV
- Coastal protection & resilience, coastal and maritime engineering - e.g. building with nature
- Measures to tackle invasive species including related port facilities
- Coastal and maritime tourism – e.g. sustainable and eco- tourism infrastructure, sustainable cruise ships

In telecommunications specifically, the following areas are identified:

- Deployment of very high capacity networks in areas with milder market failures (e.g. low income urban areas, middle income peri-urban and rural areas)
- Full coverage with 5G networks along major terrestrial transport paths.

In the Space sector:

¹²⁶ Including corporate finance of new business models related to circular economy such as leasing and lending based models, models based on extended producer liability that may (initially) come with less familiar risk profiles

¹²⁷ Risk sharing platforms and vehicles for testing new business models: sustainable investment and innovation leadership role requiring EU to make the first move with a view to scaling up also through replicating at Member States or sector level as market matures; addressing barriers related to limited or lacking track record (e.g. for nature based solutions) for investments with a status that went beyond technological proof of concept; long time lag between investment and impact (cf SPV related solutions addressing shortcomings of grants, etc.).

- regarding the infrastructure the target sector would be the upstream part of the space value chain (e.g. equipment/component supply, large-scale integration of satellite/launchers).
- regarding climate, the target sector would be the end-to-end system that is under preparation in the context of the evolution of the Copernicus programme for the monitoring of anthropogenic greenhouse gas emissions.

2. Research, Innovation and Digitalisation Window

A. Rationale for investment instrument at EU level in your policy area(s); is subsidiarity respected?

A decades-long shortfall of public investment – sharpened by the recent financial crisis – has hampered investment in research and innovation in the EU, be it in variable ways across Member-States. This continuous underinvestment from the public and the private sector has had negative consequences on the leveraging of investment in research and innovation, weighing in turn on productivity growth and the variable standards of living across the EU¹²⁸.

Whereas the level of overall investment is now picking up, investment in higher-risk activities such as Research and Innovation (R&I) remains below par; in spite of the EU's target to devote 3 % of the gross domestic product (GDP) to R&I activities – as stated in the Europe2020 strategy (2010) – gross domestic expenditure on R&I in the EU is stagnating around 2%, while the United States, Japan and South Korea invest 2.8 %, 3.3 % and 4.2 % respectively. China, at 2.1 %, has also recently overtaken the EU. Moreover, EU venture capital investments are only at one-fifth of those in the United States and remain fragmented into relatively small-sized funds.¹²⁹ Business R&I intensity in the EU stands at 1.3 % compared to almost 2 % for the United States and nearly triple that for South Korea, at almost 3.5 %¹³⁰.

The resulting underinvestment in R&I is damaging to the industrial and economic competitiveness of Europe and the quality of life of its citizens. Our societies face multiple, complex and urgent challenges that affect the quality of life of our citizens: from energy efficiency to security, climate change to ageing populations. R&I continues to play a crucial role in anticipating on and responding to these needs, while underpinning broader EU policy objectives¹³¹. Therefore public investments in R&I, through financial instruments that leverage private capital, are to remain a key driver of productivity, competitiveness and economic growth, in particular given that:

- Two-thirds of economic growth in Europe from 1995 to 2007 derived from R&I.
- R&I accounted for 15 % of all productivity gains in Europe between 2000 and 2013.
- An increase in R&I investment of 0.2 % of GDP would result in an increase of 1.1 % of GDP, i.e. an increase five times bigger in absolute terms.¹³²

Although ample evidence exists that economies achieve large and significant returns on R&I investments, and that the latter create new and better jobs in an economy that is ever more knowledge-based and intangible asset-intensive, R&I investments from the business enterprise sector are considerably lower in the EU than in major competing economies¹³³.

¹²⁸ See https://ec.europa.eu/info/sites/info/files/srip-report-full_2018_en.pdf, page 37.

¹²⁹ See http://ec.europa.eu/eurostat/statistics-explained/index.php/R_%26_D_expenditure.

¹³⁰ See https://ec.europa.eu/info/sites/info/files/srip-report-full_2018_en.pdf

¹³¹ European Commission (2017), The Economic Rationale for Public R&I Funding and Its Impact, page 3.

¹³² Ibidem.

¹³³ See http://ec.europa.eu/eurostat/statistics-explained/index.php/R_%26_D_expenditure.

In the current economic context, the barriers of increased global competition to the creation and diffusion of R&I – including difficulties to access finance on reasonable terms – affect the whole research and innovation cycle, ranging from fundamental research to commercialisation. As a result, the role of public R&I investments delivered via financial instruments seems more important than ever before, including the support of breakthrough innovations to transform complicated or costly products, services, models or processes so radically that they create a new market; this is an area where Europe is particularly lagging behind.¹³⁴

While the conditions for access to finance have on average recovered¹³⁵, in part as a result of EU initiatives on finance (InnovFin-EU Finance for Innovators and EFSI's Infrastructure and Innovation Window), there remain considerable cross-country differences. Specifically, financial markets in Member States have different degrees of development, in terms of diversity of financial institutions, product offerings and risk appetite to support R&I. As a result, a continued focus on the design of appropriate support mechanisms which balance high risk and potentially disruptive innovation with moderate or incremental innovation is necessary.

The fragmentation of European capital markets, regulatory issues (e.g. fiscal, insolvency, Solvency II), deal flow quality and fund managers performance, alongside weak research and innovation eco-systems in many Member States, hamper the overall potential of the EU economy to systematically produce products, services, business models and companies that can reshape existing and create entirely new markets. Although mitigation of these geographical disparities – as documented as well in the "Interim Evaluation of Horizon 2020's Financial Instruments"¹³⁶ – is already partly underway with the help of capacity-building actions and the introduction of a debt finance product tailored to "Modest and Moderate Innovators"¹³⁷, significant scope remains for intensifying and widening efforts to ensure more coherent levels of investment across the EU, including possibly through better signposting and more decentralised advisory structures¹³⁸.

Finance providers remain rather averse towards providing financial support for R&I activities, which results in low credit scores and high interest charges or sub-optimal repayment terms to compensate for the risks perceived in the innovative technologies or ventures. In many instances, private sector financiers and investors do not finance uncollateralised projects with unsecure return prospects due to the early stage of their development, the capital intensiveness and the long time to market. This is particularly relevant in the case of R&I activities with medium and long-term innovation cycles such as deep tech¹³⁹, including for instance in the health, new advanced materials or low-carbon technologies in energy or industry sectors or in the space technology sector. R&I-intensive companies that have outgrown the SME status and are not

¹³⁴ European Commission (2017), The Economic Rationale for Public R&I Funding and Its Impact, page 5.

¹³⁵ Survey on the Access to Finance of Enterprises in the euro area April to September 2017, section 3.1: <https://www.ecb.europa.eu/pub/pdf/other/ecb.accessstofinancesmallmediumsizedenterprises201711.en.pdf?beb1832df4af9efa945a5a1f7b99eeb7>

¹³⁶ https://ec.europa.eu/research/evaluations/pdf/archive/other_reports_studies_and_documents/interim_evaluation_of_horizon_2020s_financial_instruments.pdf.

¹³⁷ See <http://www.eib.org/products/blending/innovfin/products/emerging-innovators.htm>.

¹³⁸ As suggested in the "Interim Evaluation of Horizon 2020's Financial Instruments".

¹³⁹ "Deep tech" refers to companies of any sector that are "founded on a scientific discovery or meaningful engineering innovation".

catered for by measures at national/regional level or Structural Funds (under ESIF) would be the relevant targets for finance for R&I support, in line with the EU's ambition to provide a finance escalator from the very early-stage of company development over the scale-up, expansion, renewal and consolidation stages to the extent that clear market failures are present.

The EU-added value of the financial instruments to be set-up under the R&I window of the Single Investment Fund are therefore set to:

- support high-risk investments in R&I, *i.a.* in thematic areas and first-of-a-kind demonstration (e.g. the current InnovFin EDP) for which private investor interest is low; crucial for these investments is their anticipated high level of relevance in support of specific EU policy objectives, such as the deep decarbonisation of the energy system and energy intensive industries; over-fragmentation or compartmentalisation of support due to the creation of a plethora of thematic instruments should be avoided.
- Leverage private investments through thematic investment platforms and other innovative financial instruments (with due consideration of economies of scale);
- address market gaps not addressed at regional or national level at all or not adequately in terms of volumes or risk appetite;
- de-risk investments in innovative technologies and transfer established solutions to new markets;
- address investment gaps through supporting new financial instruments and innovative financing solutions such as crowd-lending or hybrid instruments¹⁴⁰ and cross-border financing options;
- foster the transfer of best practices between financial intermediaries with a view to encourage the emergence of a broad product offering supporting R&I activities and R&I-intensive entities;
- provide economies of scale (i.e. Member States may be reluctant to create support schemes on their own because of cost efficiency considerations);
- gather EU-wide data on the R&I financing gap and make it publicly available; and
- provide technical assistance to and improve bankability of R&I-projects across different sectors.

EU investment in R&I pulls additional investment by the public/private sectors and leverages and complements national and regional-level investments in R&I. Horizon 2020 leveraged EUR 13bn of private funds and mobilised via its debt financing solutions EUR 29.6bn in the first three years of its implementation¹⁴¹, based on a budget for access to risk finance under Horizon 2020 of EUR 2.7bn.

The R&I window will support the Commission's policy priorities by complementing the funding provided under the 9th Framework Programme for Research & Innovation and other EU and national programmes and funds, such as the Innovation Fund established under the Emission

¹⁴⁰ These can be forms of convertible debt, mezzanine debt, quasi equity, or other innovative financing options.

¹⁴¹ European Commission (2017), Interim Evaluation of Horizon 2020, book, p. 141.

Trading System (ETS). Final investments may be combined with debt/equity finance and EU grants.

Therefore, given the overall importance of research and innovation for the European Union objectives and policies, appropriate financing instruments are needed to cover different stages in the innovation cycle and the wide range of stakeholders, in particular to upscale and deploy solutions at a commercial scale in Europe and for those to be competitive on world markets.

B. Policy drivers and public sector stakeholders to be involved and their role

The objective of the instruments is to support the Commission's policy priorities, addressing key EU objectives to boost competitiveness, thereby creating jobs, boosting growth and investments.

The instrument is also expected to contribute to:

- Sustainable Development Goals, address global challenges linked to health, energy, security, climate change mitigation and adaptation, decarbonisation of the economy, low-carbon mobility and transport, water and food crisis, environmental disasters, migration, digitalisation, oceans, and biodiversity loss.
- The EU's overall industrial and economic competitiveness, including by fostering more and new technologies, able to stand out in the global marketplace¹⁴².
- The EU's scientific excellence.
- Facilitation, broadening and simplified access to finance of R&I projects/companies exposed to an important level of risk.
- Sustainable supply of raw materials.
- The circular economy.

Public sector stakeholders:

- Multilateral development banks, such as the EIB Group and the EBRD; international organisations such as OECD, IMF, WB, and the UN.
- National Governments and Regional authorities.
- National promotional banks, national promotional institutions and investment agencies.
- Public research organisations and innovation agencies.
- Asset Management Companies funded by state budget resources.
- Executive agencies of the European Commission.
- Public networks supported by the European Commission.

Their roles might include the following:

¹⁴² For example the Space Strategy for Europe has a strategic objective on fostering entrepreneurship and new business opportunities, and it is also in line with the recently adopted EU industrial policy objectives.

- Providing inputs on the design of the R&I window.
- Taking part in the governance of the R&I window.
- Implementing the R&I window.
- Matching and co-investing with the EU/MS-level equity/debt instrument in funds or final beneficiaries
- Provision of technical assistance.

C. Financial intermediaries to be involved and their role

Financial intermediaries must be public and private entities that aim to provide finance and technical assistance.

Such entities may include national promotional banks and other national promotional institutions, public authorities, commercial banks, counter-guarantee associations, private equity funds, VC funds, Corporate Ventures, philanthropic institutions, investment firms, Special-Purpose-Vehicles (SPVs), co-investment schemes and other alternative suppliers of finance.

The role of the financial intermediaries will be to:

- Provide debt, equity and hybrid finance to final beneficiaries.
- Take on (part of) the risk and co-invest in the products.
- Report on the effects (jobs, growth data, and success stories).
- Providing inputs on the design of specific products.

Ultimately, diversification in the range of possible financial intermediaries and financing products is important to deliver the financing to target audiences depressed by a financing gap that cannot be addressed by the market alone. It is important, however, that these intermediaries are established in the EU-EEA or in countries associated to EU programmes, to ensure cohesion, cost efficiency and minimise red tape.

D. Private-sector stakeholder organisations, associations or business groups to be involved and their role

Any pan-EU private stakeholder in the field of equity or representing final beneficiaries will be involved, including:

- The European Federation of Financial Advisers and Financial Intermediaries (FECIF)
- Association for Financial Markets in Europe (AFME)
- European Federation of Ethical and Alternative Banks (FEBEA)
- The European Association of Public Banks (EAPB)
- European Banking Federation (EBA)
- European Association of Co-operative Banks (EACB)
- AECEM - European Association of Guarantee Institutions
- InvestEurope (private equity and VC)
- European Crowdfunding Network (ECN) and European Equity Crowdfunding Association (EECA)

- ASTP-Proton (knowledge and technology transfer offices and professionals) and FICPI (International Federation of Intellectual Property Attorneys)
- EBN (incubators, accelerators, innovation centres)
- EARTO (research and technology organisations)
- EUROTECH and LERU (research-performing universities)
- Sectoral Associations.

Their roles might include:

- Providing market input and knowledge on the R&I window;
- Taking part in the governance of the R&I window under specific platforms.
- Provision of technical assistance.

Consultations will be undertaken in the context of setting up the legal base, in the context of evaluations and in the context of market testing instruments.

E. Final beneficiaries and target groups

The R&I window will facilitate access to finance to R&I promoters or implementers such as European Innovation Council beneficiaries¹⁴³, European Research Council grantees, Marie Skłodowska-Curie beneficiaries, middle market companies, large companies, stand-alone projects, SPVs, Universities, Research Centres, Research and Innovation Infrastructures, Innovation Agencies, and other R&I driven promoters such as research funding foundations. SMEs and – where duly justified – small midcaps will be provided for under the SME window.

Market segmentation and identifications of target groups will be done on a sectoral basis (linked to the fields in which the policy priorities will be implemented) and project/company life-cycle basis (on the basis of funding gap analyses).

¹⁴³ EIC is expected to cover the financing gap for breakthrough innovations (valley of death) between traditional grant financing and stage where InvestEU could intervene. According to the Expert Group assessing the investment potential of SMEs emerging from the SME instrument 70% of the Phase 1 beneficiaries are not investor ready.

3. SME Window

A. Rationale for investment instrument at EU level in your policy area(s); is subsidiarity respected?

SMEs are the engine of the European economy. There are 23.8 million enterprises in the EU. Without SMEs the EU economy would consist of only 45 000 firms. The EU's SMEs employed 93 million people in 2016, accounted for 67% of total private-sector employment and generated 57% of value added in the EU-28 non-financial business sector¹⁴⁴. About 85% of newly created jobs in the EU are accounted for by SMEs. However, obtaining financing in the form of debt or equity is a major hurdle for company creation and growth, to benefit from new markets and opportunities outside the EU and fully exploit opportunities of Free Trade Agreements with third countries. European SMEs rely heavily on debt finance in the form of bank overdrafts, bank loans or leasing. Market-based instruments (e.g. equity) are only considered relevant by 12% of SMEs¹⁴⁵ although in many cases equity (risk-capital) is more suitable, as small companies often lack collateral or have irregular cash-flows (equity does not impose specific repayment schedule, and hence can be less of a burden during times of economic stress).

Providing more diversified sources of funding is necessary for increasing the ability of SMEs to withstand economic downturns and for making the financial system more resilient during economic shocks. This is the key objectives pursuit under the Capital Markets Union flagship priority.

SME debt finance market:

Following the financial crisis, higher capital requirements [as exemplified in the Capital Requirements Directives (CRD)] and the need for banks' deleveraging, negatively impacted bank's willingness and ability to lend and to accept risk.

This had a major negative effect on available SME bank finance across the EU. Credit standards tightened considerably and SMEs as a consequence experienced a credit crunch. The ECB's monetary policy has significantly improved the liquidity situation and positive economic developments have helped as well.

To alleviate the negative impacts of stricter capital rules by the Capital Requirements Regulation (CRR) and CRD IV on the SME lending market, and in the context of credit tightening after the financial crisis, a capital reduction factor for loans to SMEs - the so-called SME Supporting Factor (SF) - was introduced by the CRR to allow credit institutions to counterbalance the rise in capital requirements resulting from the Countercyclical Capital Buffer (CCB), and to provide an adequate flow of credit to this particular group of companies. The SME SF was implemented as early as 2014, thus reducing the capital requirements for exposures to SMEs in comparison with the pre-CRR/CRD IV framework").

¹⁴⁴ Annual Report on European SMEs 2016/2017, European Commission November 2017.

² Survey on the Access to Finance of Enterprises in the euro area April to September 2017, section 3.1: <https://www.ecb.europa.eu/pub/pdf/other/ecb.accessstofinancesmallmediumsizedenterprises201711.en.pdf?beb1832df4af9efa945a5a1f7b99eeb7>

All of these activities have led to an improvement in the conditions for access to finance, and they have on average recovered², but the euro area aggregate masks considerable cross-country differences. Moreover, financial markets in the Member States show different degrees of development, in terms of diversity of financial institutions, product offerings and risk appetite. SMEs have no means to overcome these national differences because they rely on local/national providers of finance; SME financing is predominantly provided within national boundaries due to regulatory constraints. Cross border lending is only at a nascent stage, predominantly fuelled by the emergence of Fintech companies.

The financing problem is acute for firms that are undertaking activities with significant financial, technological, organisational or business-model risk and those wanting to finance growth projects which do not necessarily result in the acquisition of fixed assets which could be collateralised (e.g. in the area of culture and creativity, digitisation, internationalisation¹⁴⁶, etc.). Furthermore, undertaking innovative and other high-risk activities which are poorly understood by finance providers result in low credit scores and lead to high interest charges to compensate for the perceived risk.

What is more, especially younger and smaller companies (including start-ups and spin-offs) or those requiring rather small financing amounts are faced with a structural financing gap due to information asymmetries, lack of financial track records and disproportionate dossier costs, which is independent of the economic cycle or the country they are located in. If financing is offered at all, it is offered at unreasonable conditions in terms of interest rates applied, maturities, repayment terms and collateral required. This also applies to SMEs wishing to internationalise.

These market failures – prevalent cross the EU – hinder the start-up and growth of companies. Companies do not always have the internal funds they need, and consequently seek external financing.

This market environment results in an access to finance gap for SMEs which have a higher risk profile or insufficient collateral, and such access to finance gap differs from country to country.

Member States, either at national or at regional level, are trying to address the market gaps within their boundaries to differing degrees, either through national budgets or through ESIF funding through a mix of loans and guarantees.

The EU-added value of debt financial instruments to be set-up under the SME window of the Single Investment Fund will be to:

- address market gaps not addressed or not adequately addressed (in terms of volumes, coverage or risk appetite) at regional or national level;
- address market gaps through supporting cross-border financing solutions;
- address market gaps in clearly defined underserved economic sectors and in those contributing to the achievement of EU policy priorities;

¹⁴⁶ The financing problem is still perceived as the n°1 barrier for the internationalisation of SMEs outside the EU. See: Flash Eurobarometer 421, European Commission, October 2015.

- foster the transfer of best practices between financial intermediaries with a view to encourage the emergence of a broad product offering for higher risk SMEs suitable for their specific financing needs;
- provide economies of scale (i.e. Member States may be reluctant to create support schemes on their own because of cost efficiency considerations – hence a EU response is essential to avoid even bigger market fragmentation and disparities).

The debt financial instruments to be set-up may be accompanied by technical assistance or capacity building projects where such activities are crucial to achieve a smooth implementation of the financial instruments.

Equity financing market:

Despite the fact that only 12% of SMEs currently consider equity financing relevant for their business, it is an important financing component, specifically for high-risk start-ups and high growth companies that require significant long-term investments which do not produce immediate free cash-flows which would allow servicing debt payments nor do require the need for a collateral.

Alternative sources of finance, complementary to bank-financing - including public equity markets – private equity and venture capital - are more widely used in other parts of the world, and should play a bigger role in providing financing to companies that struggle to get funding especially SMEs. Having more diversified sources of financing is not only good for investment but is essential for making the EU financial system more resilient in the economic cycle.

But Europe's capital markets are still very fragmented and underdeveloped (EU SMEs receive five times less funding from the capital markets compared to US) while capital markets can provide large amounts of funding to corporates (including SMEs).

For high-risk start-ups and high growth of companies obtaining equity finance on reasonable terms is difficult for different reasons: one is the asymmetry between the information held by the firm and that known to the investor; and conflicts of interest between a firm's managers and its shareholders (the principal-agent conflict).

Asymmetry of information happens because the company knows more about their activities and the likelihood of their success than potential investors do. Such investors find it more difficult to work out which investments are likely to give them an adequate rate of return, and so must make funds available on more onerous terms to compensate for the risk of a poor outcome or failure.

The principal-agent conflict arises when managers are risk-averse and so avoid starting or continuing activities that, in their eyes, put the firm in jeopardy. On the other hand, an entrepreneur may wish to start or continue a project that shareholders would like to stifle or terminate. Together, these situations can lead to the perception by investors of higher risk and hence high costs of external finance.

While private capital for pre-IPOs and IPOs is in principle available, it is not sufficiently made available for this particular asset class of risk capital investments. Investors consider the risk/return profile for venture and growth capital investments inappropriate and the cost of undertaking research too high. Moreover, investors find it inefficient to invest because the funds

are very often too small. These framework conditions create a market gap for equity risk capital finance.

Furthermore, the EU's fragmented internal market is a major obstacle to companies' growth. Different rules, taxes and standards across the Member States hamper businesses seeking to scale up across borders. Member States and the EIF/EIB have stepped in and provide a significant part of the equity funding support for high-risk SMEs – mostly for the different stages of development until the IPOs stages. Many Member States have expressed the need to help SMEs scaling up beyond the private equity markets, notably when going public – on a SME multi-lateral trading facilities (MTF) (which is not the regulated market). Well-developed and vibrant equity markets are key for the functioning of the entire funding escalator. Indeed, when well-developed, IPO markets stimulate private equity and venture capital activity by providing fast and profitable exit opportunities or venues for further rounds of capital raising. Deep junior markets (SME dedicated MTFs) can also act as a stepping stone for promising companies which may graduate one day to the main regulated markets.

On the supply side, the types of public policy instruments deployed include public VC funds investing directly into companies, and public funds-of-funds investing into private VC and other risk-capital funds; public funds investing in private VC and other risk-capital funds; government loans to private financial intermediaries to finance VC investments; government guarantees for such investments; and tax incentives.

Demand-side interventions include human capital development, notably training for entrepreneurs and investors, and social capital development, in particular facilitating links between entrepreneurs and investors. Regulatory interventions have focused on exit markets, bankruptcy regulations and other framework conditions.

However, there are several challenges across the funding escalator best tackled at EU level:

- Private investors are reluctant to invest into the VC market because of lack of adequate returns and because of a lack of exit opportunities;
- VC funds are not large enough, therefore are forced to exit portfolio companies before these companies have developed their full potential (lack of capital to scale-up these companies);
- Many firms are unaware of the benefits of using equity finance;
- Business angel capacity is underdeveloped, and exit opportunities insufficient;
- Many firms are unaware of the benefits of venture debt finance;
- Cooperation between start-ups and corporates (including use of corporate VC) is suboptimal;
- Start-up and scale-up markets are fragmented;
- Equity crowdfunding capacity is underdeveloped, and exit opportunities insufficient;
- Guidance on the use of Initial Coin Offerings and their relevance for the escalator is unknown;

- IPOs on a SMEs dedicated MTFs have become less and less accessible to smaller firms and the prospect of Europe's largest financial centre leaving the EU makes the task of reviving public markets even more challenging (IPOs on a SME MTFs are predominantly concentrated on AIM – the London Stock Exchange's junior market)
- The environment for firms accessing public markets is inhospitable.

The financial instruments to be set-up may be accompanied by technical assistance or capacity building projects where such activities are crucial to achieve a smooth implementation of the financial instruments.

The European added value of an EU-level equity instrument (with appropriate accompanying measures) has five main components which will lead to higher absolute investment amounts and an acceleration of private investment:

- Helping achieve EU policy objectives (see section 2);
- Facilitating the financing of more cross-border fund investments which helps to diversify risk and attract and crowd-in private capital;
- Economies of scale by setting up EU-wide harmonised schemes which consequently lower transactions costs, such as fees for entrusted entities, but also for investors and potentially investees;
- Demonstration and catalytic effects for new interventions not undertaken by Member States;
- Market building and development and sharing best practices across the EU.

The EU-level equity instrument will complement national and regional programmes supporting equity investors and investees.

B. Policy drivers and public sector stakeholders to be involved and their role

The objective of the instruments is to support the Commission's policy priorities of creating jobs and boosting growth and to support the Capital Markets Union flagship priority, as well as supporting the overall competitiveness of the European economy. Indirectly, the instruments are also expected to contribute to

- Easing the transition to a circular economy
- Promoting EU economic diplomacy, the internationalisation of European businesses and the maximum implementation of FTAs
- Fostering a stronger digital single market
- Strengthening the financial capacity of the cultural and creative sectors
- Supporting farm investments for restructuration and modernisation, as well as rural entrepreneurship
- Improving energy efficiency
- Decarbonising the economy
- Supporting breakthroughs in low-carbon and clean energy technologies
- Space technology development

and to support any new policy priorities which may emerge in the future.

Public sector stakeholders, such as

- National/regional promotional banks and other national promotional institutions.
- National/regional innovation and environmental (sustainable investments) agencies

are expected to play a role in the implementation of regional and national financial instruments as well as financial instruments established under EU policies delivered through ESIF¹⁴⁷, and as such they may be consulted when EU-level financial instruments are being set up.

European and International development banks such as EIB and EBRD may take the role of an implementing partner for the implementation of the financial instruments and Executive Agencies of the European Commission and other public sector institutions (e.g. Council of Europe Bank), public and private financial intermediaries and other third party service providers may play a role in the implementation of accompanying actions.

C. Financial intermediaries to be involved and their role

For SME debt financing:

In principle any type of financial intermediary which in full compliance with applicable national and EU-legislation and is able to generate new portfolios of higher risk SME financing transactions and is able to comply with the applicable requirements of the Financial Regulation.

However, National Promotional Institutes and other publicly owned intermediaries may play a prominent role in the implementation of the EU instruments because of the natural alignment of interest to support public policy objectives.¹⁴⁸

For equity finance:

Established financial intermediaries, or entities to be incorporated, that undertake risk-capital investments by providing investments in equity, quasi-equity, hybrid debt-equity and other forms of mezzanine finance to projects, start-ups and established companies.

They shall demonstrate the capacity and experience to undertake equity/quasi-equity investments, the ability to fundraise and attract private capital, and the capability to produce returns which would attract more private investments into this asset class. Such intermediaries must also be able to comply with the applicable requirements of the Financial Regulation.

For debt and equity finance:

Financial intermediaries may include national promotional banks and other national promotional institutions, guarantee societies, leasing companies, funds-of-funds, private equity funds, VC funds, business angel funds, technology transfer funds, crowd-equity platforms, social

¹⁴⁷ Cohesion policy and the other EU policies contributing to regional development (i.e. rural development and fisheries and maritime policy) under shared management between the EU and the Member States

¹⁴⁸ Communication from the Commission: Working together for jobs and growth: The role of National Promotional Banks (NPBs) in supporting the Investment Plan for Europe (http://europa.eu/rapid/press-release_IP-15-5420_en.htm)

intermediaries or social sector intermediaries, special-purpose vehicles, co-investment funds or schemes, and tokenised funds.

Entities targeting buy-out or replacement capital intended for asset-stripping are excluded.

The potential public financial intermediaries referred to above may also play a role in combining central EU financial instruments with funding under cohesion policy.

D. Private sector stakeholder organisations, associations or business groups to be involved and their role

For debt financial instruments any pan-EU private stakeholder organisation which has an interest in the support of SME finance such as

- AECM
- NEFI
- EAPB
- UEAPME
- COPA-COGECA (agriculture)

and for equity instruments, any pan-EU private stakeholder in the field of equity or representing final beneficiaries will be consulted, including:

- InvestEurope (private equity and VC)
- Business Angels Europe (BAE) and European Business Angels Network (EBAN)
- European Crowdfunding Network (ECN) and European Equity Crowdfunding Association (EECA)
- ASTP-Proton (knowledge and technology transfer offices and professionals) and FICPI (International Federation of Intellectual Property Attorneys)
- EBN (incubators, accelerators, innovation centres)
- UEAPME (SMEs)
- EARTO (research and technology organisations)
- EUROTECH and LERU (research-performing universities)
- PensionEurope
- FESE, EuropeanIssuers, InsuranceEurope, InvestEurope for VC and PE,
- Organisations representing institutional investors (e.g. ILPA)

Consultations will be undertaken in the context of setting up the legal base, in the context of evaluations and in the context of market testing instruments.

E. Final beneficiaries and target groups

The EU-level debt instruments will focus on SMEs according to applicable EU definition, more specifically those which would not receive support from the market due to the perceived higher risk or the lack of collateral. Where justified, more dedicated support may be provided for SMEs or organisations, or were justified to small mid-caps, for a specific sector or a specific policy orientation.

The EU-level equity instruments will focus investments in SMEs according to applicable EU definitions (including the definition of SME according to MiFID II) more specifically those which activities would help achieve the EU policy priorities referred to in section 2. Where duly justified, investments may also be made into small midcaps.

Targeting will be done on a sectoral basis (linked to the fields in which the policy priorities will be implemented) and a company life-cycle basis (on the basis of funding gap analyses).

Equity investments may be combined (blended) with debt finance and grant funding.

4. **Social Investment and Skills Window**

A. Rationale for EU action; is subsidiarity respected?

Social investments for a fairer and more inclusive society

Building a more inclusive and fairer Union is a key priority for this European Commission. The reflection paper on the social dimension of Europe¹⁴⁹, published alongside the package on the European Pillar of Social Rights¹⁵⁰, focuses on the profound transformations European societies and the labour market will undergo in the coming decade. It sets out a number of options on how the Union and its Member States can collectively respond, by building a Europe that protects, empowers and defends its citizens. The Rome Declaration adopted by EU leaders on 25 March 2017 outlined the importance of a social Europe. The Social Summit for Fair Jobs and Growth, held in Gothenburg on 17 November 2017, further reinforced this message and introduced a social scoreboard to measure how fair and well-functioning labour markets and welfare systems are in the Member States¹⁵¹.

In line with these developments a specific Social, Skills & Human Capital window is being set up within the InvestEU Fund to support investments in tangibles and intangibles assets to foster inclusive growth, well-being and fairer income distribution in the EU. Social cohesion and social capital are important assets for an inclusive society that protects and empowers. Citizens' willingness to invest in society and 'the common good' finds its expression in many forms, including philanthropy¹⁵². The role of the Social, Skills & Human Capital window under InvestEU will therefore be complementary to the actions undertaken under other EU programmes such as the European Structural and Investment Funds that cover this policy area.

In macroeconomic terms, despite the ongoing economic recovery in the EU, poverty and inequality indicators are not showing strong signs of improvement, especially in the periphery^{153 154}, in a context of an ageing population and accelerating transformative technology. During the recent economic and financial crisis, policy making put less emphasis on inequality and social inclusion policies. Some Member States reduced their 'smart' future-oriented investments in areas such as education, training and lifelong learning. While income inequality

¹⁴⁹ https://ec.europa.eu/commission/publications/reflection-paper-social-dimension-europe_en

¹⁵⁰ The Communication COM (2017) 250 states that "*In spite of recent improvements in economic and social conditions across Europe, the legacy of the crisis of the last decade is still far-reaching, from long-term unemployment and youth unemployment to risks of poverty in many parts of Europe. At the same time, every Member State is facing the rapid changes taking place in our societies and the world of work.*"

The 20 principles and right of the pillar are available here:

https://ec.europa.eu/commission/sites/beta-political/files/social-summit-european-pillar-social-rights-factsheet_en.pdf

https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights_en

<http://data.consilium.europa.eu/doc/document/ST-8637-2017-INIT/en/pdf>

¹⁵¹ See: https://ec.europa.eu/commission/sites/beta-political/files/social-summit-social-scoreboard_en.pdf

¹⁵² Philanthropy is a heterogeneous sector of actors, ranging from large family offices linked to prominent enterprises, to historic donations that established universities or hospitals, to foundations established from privatisation of public companies and new 'citizens foundations' acting locally.

¹⁵³ See for instance: EU-wide income inequality in the era of the Great Recession (2018) http://publications.jrc.ec.europa.eu/repository/bitstream/JRC109805/bp-csgzs-hp_euinequality_jrc_wp.pdf

¹⁵⁴ See for instance: "In It Together: Why Less Inequality Benefits All", OECD report on inequalities (2015) <http://www.tarki.hu/download/OECD2015-In-It-Together-Chapter1-Overview-Inequality.pdf>

has a measurable monetary dimension, inequality of opportunities is non-monetary and often determined by one's social background: education and health are areas which are particularly affected by this¹⁵⁵. The conception of the present policy window will take into account the benefits that society as a whole may obtain from those two concepts of inequality.

Social considerations are increasingly concurring to shape today's political agenda of the European Commission and EU Member States. Investment in the social inclusion, skills and human capital related economy can enhance economic opportunities, building a bridge between the present and the future, especially if coordinated at EU level. The social dimension within the InvestEU Fund has to be understood in a broad sense, with intangible investments in people, ideas and services being as important as tangible investments in assets or capital goods that characterise the typical projects financed under the European Fund for Strategic Investments (EFSI). Investment in this area will facilitate citizens' well-being, labour market participation and thus social cohesion. Financial products as the ones triggered by the InvestEU guarantee are repayable instruments that can complement the established role that grants at the European level have playing for years and help mobilise private capital.

A Social, Skills & Human Capital window under InvestEU can therefore serve as a crucial foundation of pan-European social innovation and productivity growth for the EU economy. It can also support EU actions contributing to the Sustainable Development Goals (SDGs), noting that contributing to the SDGs helps the EU fulfil its social agenda.¹⁵⁶ Action at the EU level adds value for the development of inclusive and social financial markets. This action provides enhanced access to both non-financial support and finance to micro-enterprises, including vulnerable groups, social enterprises, social economy organisations, social innovators, public authorities and social impact investors as well as it creates a space for the Social, Skills & Human Capital –related economy to flourish in the EU internal market. It also fosters interlinkages between relevant stakeholders through the creation of European networks – between social economy enterprises, investors and institutions. This can, in turn, make accessible a range of enhanced social services to citizens - for instance, in healthcare, long-term care and education - in an inclusive and equitable way.

The establishment of a distinct Social, Skills & Human Capital window under the InvestEU Fund sends an important and visible political signal that "social issues" continue to matter to the European Commission in the next MFF. This is especially important against the backdrop of the recently adopted European Pillar of Social Rights, for which the InvestEU Fund should serve as one of the delivery mechanisms. EU-level action in the social enterprise and social economy will have to be multifaceted in order to cover the heterogeneous range of activities and types of investment that characterise the sector, but can be grouped into common policy drivers and common financial products. In this context, the several sub-sectors forming the wider Social, Skills & Human Capital economy can be interlinked by a common intervention rationale and tend to complement each other.

¹⁵⁵ See JRC report: What makes a fair society? Insights and evidence (2017). Available at: <http://publications.jrc.ec.europa.eu/repository/bitstream/JRC106087/kj0716182enn.pdf>

¹⁵⁶ COM(2016)739 final

Well-designed support from the Social, Skills & Human Capital window should be an opportunity to complement existing EU support by providing beneficiaries and target groups with the right financial products to start up, grow and develop activities in a truly pan-European dimension, where the size of the home market does not constrain the beneficiaries' development and access to capital paths. It will also provide more opportunities for stakeholders that have a social mission and that select investments in a logic that goes beyond the traditional financial rate of return. The design of instruments should take account of the needs of civil society organisations or foundations to access funding for innovative approaches related to social work and youth work and, more in general to provide support to disadvantaged groups.

Social investment as a pillar for the knowledge society and economic growth

Social, Skills & Human Capital investments contribute substantially to the competitiveness and growth of the European economy in several ways. They help to develop a better skills, well-being and competence base of its citizens, who need to be better equipped in meeting new challenges in a context of transitional labour markets impacted by digitalisation, regional industrial transition and a changing technological landscape¹⁵⁷. These are also the cornerstones for the later investments in research, innovation, digitalisation and SMEs under other windows of the InvestEU initiative.

The substantial returns on investment from this type of financing (short-term as well as long-term) are yielded on the *private* level (*individual & institutional*) as well as on the *public* level¹⁵⁸. Such shared public-private benefits should also provide a sound basis for public-private investment. For instance, to date public investments are made primarily for primary and secondary education, with private contributions (mostly at individual level - financial or in kind) for early childcare or for higher & more specialised education representing the largest share. Generally, actions should take account of the flagship initiative of the New Skills Agenda¹⁵⁹. There is broad societal agreement of their relevance, but few private actors willing to invest in this area without public intervention. The return from these investments will also support public authorities to deliver better services in a complementary manner and not to divest from social services.

Subsidiarity and value added from EU-level action

Investments in social infrastructure and social enterprises producing goods ('tangibles') as well as social services, ideas and people ('intangibles') are crucially lacking in the EU, yet these are critical for the EU and its Member States to develop into a fair, inclusive and knowledge-based society. An InvestEU Fund that is built on a guarantee covering losses under a specific Social, Skills & Human Capital window and provides debt and equity products can offer an opportunity

¹⁵⁷ The link between digitalisation and labour market is explored by the recent JRC report: What makes a fair society? Insights and evidence (2017). Available at:

<http://publications.jrc.ec.europa.eu/repository/bitstream/JRC106087/kj0716182enn.pdf>

¹⁵⁸ *private* benefits (*individual* – more employment opportunities, higher wages, faster promotion, healthier lives & better job satisfaction - as well as *institutional* benefits - better service delivery; innovation of infrastructure & content; governance autonomy) as well as *public* benefits (higher fiscal revenues, better health status & lower social security costs, later retirement age, etc.).

¹⁵⁹ Blueprint for Sectoral Cooperation of Skills, which is a very good example of public support measure involving private industrial stakeholders.

for the public and private sectors to come together. The fund will finance large long-term investments in social infrastructure and services (health, housing, education, innovation) that cannot be covered by resources from government/regional/local budgets, as well as smaller investments in smart, responsible, and environmentally sustainable cities.

The InvestEU Fund would aim at creating a supportive European ecosystem in which social enterprises and social innovation may flourish and deliver. It can also help Social, Skills & Human Capital economy actors such as social start-ups and social enterprises as well as skills investment markets to contribute to enhancing the social dimension of the Internal Market and trigger a signalling effect, aligning and complementing Member States' efforts in these different fields and allow new business models to develop and tackle societal concerns. The demonstration effect can be a powerful means of achieving a pan-European market in the areas covered by this window. Overall, the social investment and skills window will seek to ensure sufficient supply of working capital to social enterprises, social innovators and other stakeholders including SMEs and micro-enterprises.

According to the report of the “High-Level Task-Force on Investing in Social Infrastructure in Europe”¹⁶⁰, public investment in social infrastructure, including for education, health and housing, has been and remains low over the past decade, despite EIB/EFSI support. The EU-level intervention should in particular help to achieve to fill this market gap and crowd in financial intermediaries and/or project promoters for investments, thus multiplying the actual value of the public funding by leveraging more real investment in social infrastructure and services. The EU value-added will be achieved through the creation of a more level playing field for social finance and investment markets in the EU, contributing to a more performing Capital Markets Union (vehicles addressing social enterprises investment needs) and supporting EU policy objectives in terms of job creation and inclusive growth. Therefore, these enterprises must make the best use of the internal market via (capacity building support, cross boarder cooperation and finance access points). Finally, the InvestEU will strive to develop synergies with the Digital Agenda given the documented successes of Digital Social Innovation. Hence, the Fund will help tackling market failures that exist at the European level and that can be addressed at varying degrees at the national level.

The InvestEU Fund would complement the social cohesion and integration action of European Structural and Investment Funds and of their managing authorities willing to contribute to the InvestEU Fund on a voluntary basis. The window's EU-level compartment would help develop a pan-European market in a systemic way, capitalizing on the pooled expertise of intermediaries such as the EIB group. Depending solely on the cohesion compartment to achieve the EU goals of boosting access to finance for microfinance recipients and social enterprises, however, would be counter-productive. It would entail a risk of losing the impetus and benefits gained from centrally-managed financial products, including the greater geographical agility to support intermediaries in locations where they are really needed. For example, certain cities with high

¹⁶⁰ The report of the "High-Level Task-Force on Investing in Social Infrastructure in Europe" (commissioned by ELTI and chaired by former European Commission President Romano Prodi) estimated the minimal investment gap for Education, health & long-term care, and affordable housing at EUR 100-150 bn annually.

See: http://ec.europa.eu/info/publications/economy-finance/boosting-investment-social-infrastructure-europe_en

unemployment in non-Cohesion Member States do not necessarily benefit from sufficient Structural Funds support. In the medium term, this type of support will contribute to generate a true EU social investment market, where global capital would flow into the European market irrespective of the location of the final beneficiaries and of the maturity/capacity of their local capital markets.

A single fund for a heterogeneous sector with a common purpose

The InvestEU support can be used in multiple sectors under the scope of this window. While all the projects will have to be ultimately economically viable and generate a revenues for the investors, the financial products in use, their investment guidelines, pricing and return conditions will change according to the specific policy sector, the market gap to be addressed and the specific project structure. In the area of education, training and non-formal learning for young and adults to improve educational attainment and skills, provide easier access to labour market and minimize the risk of poverty/social exclusion. For education and training providers, projects in this field help to upgrade their infrastructure and develop and deploy innovative business models, teaching methods and engaging technologies. Supporting investment projects in this field will result in more vibrant education and training systems and markets, enabling easier professional transitions for people and being responsive to the lifelong need for upskilling and reskilling. It may complement and enhance the investment opportunities for SMEs ¹⁶¹ and organisations from cultural and creative sectors: while the access to debt finance (guarantees) remains the main objective, there is a potential for strengthening EU Investment on micro-financing or other financial products orientated towards social enterprises involved in the Culture and Creative sectors.

For knowledge-intensive institutions (such as universities, research & innovation centres) the combined support under several of the InvestEU windows may provide a welcome boost towards a knowledge-intensive society. Support can be extended also to the area of (social) innovation to develop community-based solutions to social problems. For several of the areas mentioned above the financial support by the window will be complemented by the offer of technical assistance and capacity building to “grow” the respective market players, including social innovators, social entrepreneurs, social impact investors, and philanthropists and create a pan-European network of social impact and social innovation relay and coaching centres. See the section below on capacity building for more details. In order to maximize its impact, the InvestEU fund may also be complemented by other measures such as, e.g. exploring the possibility to create markets for social outcomes. The establishment of an EU Outcome Payments Fund to pay out on outcomes achieved by schemes such as Social Impact Bonds (SIB), while taking in account experience and evidence to leverage capital from markets into underserved areas by offering a tranche of junior capital to social impact investors or setting up mechanisms to ensure sufficient supply of working capital to social enterprises including socially innovative SMEs.

While the use of EU-level financial intervention is not totally new in some of the areas covered by this InvestEU window, a dedicated Social, Skills & Human Capital window supported by targeted project-related technical assistance could help build scale and integration of existing

¹⁶¹ Also covered under the SME window of the InvestEU Fund

markets while creating new markets in adjacent sectors. As an example, around EUR 1.2 bn of EFSI financing was channelled to health and life-science projects between mid-2015 and 2017, but this support has mostly covered hospital infrastructure and medical/life science technologies (such as medicines, imaging and diagnostic technologies and medical devices). However today's health systems are embarking on reforms to adapt to the challenges they face: an increasing demand for healthcare due to population ageing and the rising burden of chronic conditions, and an environment of constrained public resources for health.¹⁶² Up-front investments are required to set-up the new care models, followed by sustained investments over a period of time to facilitate the complete implementation of the reforms¹⁶³. Return on investment may only come in the medium-long term; and consequently, investments in reformed care models are of high risk.

Moreover, InvestEU in the post-2020 MFF would also pursue efforts made under the financial instruments of the EaSI programme. It would bridge financing gaps through the provision of a complementary toolbox of financial products (guarantees, debt and equity) tailored for microfinance and social enterprise and innovation finance and support new systemic developments in an emerging social investment ecosystem which takes time to develop. This specific window would also support the development of all kind of business models which have the primacy of the individual and the social objective over capital (cooperatives, mutual societies or associations), while ensuring the viability of the underlying investments.

An EU-level investment fund with a Social, Skills & Human Capital window would further contribute to develop and share best practices in terms of financial structuring for these sectors where there is less experience or scale in using financial products. As an example, in the area of education and training a substantial track record of financial products being used is available¹⁶⁴. Furthermore, a recent study has identified the potential for new avenues using (i) payment-by-results projects in which the service provider receives payments only if the education and training service achieves pre-agreed outputs/outcomes, paid by a commissioner (usually, government), (ii) loan funds to students and adult learners to increase participation and skill level or (iii) public-private partnerships (PPP) to leverage investment into the supply and refurbishment of education buildings or fixed assets.¹⁶⁵ Another advantage stemming from EU-level action is that it would stimulate the pan-European recognition of different business models, for instance supporting the financial community to boost financial products dedicated to them.¹⁶⁶

¹⁶² These health reforms require significant investments on various fronts, such as: (i) new primary care and community care centres; (ii) IT systems to support back-end organisation, implementation of integrated care pathways and decision support systems; (iii) new service models and new tools, e.g. eHealth and mHealth, to facilitate remote management of chronically ill people at their homes; (iv) new organisational models, education of the health workforce in new roles and skills.

¹⁶³ See also: The case for investing in Public Health, World Health Organization, Regional Office for Europe (2015) http://www.euro.who.int/_data/assets/pdf_file/0009/278073/Case-Investing-Public-Health.pdf

¹⁶⁴ As an example, the EIB had a 2.5 billion project pipeline in Education and Training in 2017 <http://www.eib.org/projects/sectors/education-and-training/index.htm>

¹⁶⁵ Study on the feasibility of an education and training investment platform (2017) ICF study contracted by DG EAC - Executive summary: <https://publications.europa.eu/en/publication-detail/-/publication/2b3f33c9-b21c-11e7-837e-01aa75ed71a1/language-en>

¹⁶⁶ As an example (it could help create pan-European co-operative capital funds that are socially responsible investment fund that invests in cooperative businesses in the form of "patient capital," or equity-like financing. Such funds could assist the cooperative industry to grow and flourish by providing capital that acts like equity without requiring co-ops to give up control over their own management and destiny, as traditional venture capital might).

Finally, a dedicated Social, Skills & Human Capital window may be relevant to cover new and emerging policy challenges where action at Member State level is difficult to achieve. As an example, significant support is also needed in the area of migration. Reception of asylum seekers and integration of refugees and other regular migrants require considerable investments in the short and long-term perspectives. A wide range of interventions foreseen in the scope of InvestEU can be envisaged in this respect. As examples, social infrastructure and financing schemes to upskilling actions or qualifying training for migrants¹⁶⁷ could be replicated, bundled and upscale in the framework of the Fund, in synergies with investments under other EU frameworks.

Capacity building and monitoring

For a successful implementation of the InvestEU Fund in the policy areas covered by this window, a strong grant-based capacity building programme will be indispensable given the varying degrees of market maturity in the social sector. The capacity building programme will need to take into account the different needs of financial intermediaries and procuring authorities in accordance with their investment portfolio and the long-term needs of market development as well as the geographical coverage of financial intermediaries throughout the EU. Access to these measures may be extended beyond a specific project and being bundled into a portfolio. Technical assistance supporting the preparation of Social, Skills & Human Capital investment shall ensure full support for sustainability proofing of investment projects from the grant or pre-investment stage onwards, and can also be based on self-assessment diagnostic methods supported by advisory services helping beneficiaries in structuring their project and tailoring it to the target group in question. Also a solid monitoring framework, based on output, outcome and impact indicators will be needed to track the project and programme progress and to report to the investors that will join InvestEU sponsored projects and platforms. The framework may be based, among others, on the Pillar's social scoreboard¹⁶⁸ for the social dimension of the window, and on the monitoring system of current programmes in cultural and creative sector¹⁶⁹ or under the ESF¹⁷⁰.

B. Policy drivers and public sector stakeholders to be involved and their role

The important change in the economic and social landscape across the Union since the late 2000s has been the main driver for major policy redirection as regards labour market, social inclusion and education policies at both the EU and Member State levels. Policy focus has shifted from labour security aspects and flexibility to limiting social disparities and social exclusion. Looking ahead, a number of factors will most likely limit the capacity of Member States to increase their social expenditures, such as large fiscal consolidation plans under way in most Member States,

¹⁶⁷ For example, the UK or Sweden offers humanitarian migrants' loan programmes for vocational training and for work-based learning leading to a qualification. EU financial or organisational support for such schemes is not available today.

¹⁶⁸ <https://composite-indicators.jrc.ec.europa.eu/social-scoreboard/#>

¹⁶⁹ <https://composite-indicators.jrc.ec.europa.eu/cultural-creative-cities-monitor/about>

¹⁷⁰ Annex 1 "Common output and result indicators for ESF investments":

<https://ec.europa.eu/digital-single-market/en/news/regulation-eu-no-13042013-european-parliament-and-council>

strong deleveraging needs in highly-indebted Member States and increasing population ageing-related expenditures. It is more important than ever to co-create social (integration, individual skills etc.) and societal impact (a healthy environment; knowledge creation etc.) within one project. The EU can play an important role in ensuring a coordinating approach to support the requisite reforms at Member State level.

A distinctive feature of the social window is the support to investment projects that, although socially and economically viable, do not generate the level of returns that an investor looking after profit maximization would accept. The window should act as a catalyst for investors willing to finance well-structured projects with measurable, positive impacts, considered as of high added-value for their contribution to the Social Dimension of the EU. The logic of the window is to support nascent social economy market structures in addition to addressing market failures.

The support provided under the Social, Skills & Human Capital window of the InvestEU Fund shall address the multi-focal needs of social policy stakeholders and multiple cross-sector issues covering the domain of health, ageing, education, culture, employment, innovation etc., while maintaining a certain degree of flexibility necessary to respond to new investment needs that may emerge in time.

The following areas have been identified as the focus of intervention for the Fund support:

- Skills, integration and education: investment in all levels of education, including digital skills, necessary for building a knowledge-based society, support to increase vocational training and lifelong learning, including non-formal learning investment in human capital (inter alia focused on improving the integration of young people in society, of refugees and asylum seekers who are undertaking upskilling actions or qualifying training);
- Supporting social economy and social enterprises and microfinance recipients: support to promote inclusive entrepreneurship, improve access to employment (including self-employment), job creation, labour market integration, social inclusion by increasing the availability of and access to micro-finance¹⁷¹, and access to finance for social enterprises. It also includes support for the upscale or development of new business models focusing on social return on investment.
- Social infrastructure and services: investments in the construction, expansion or refurbishment of buildings and in the provision of related services for
 - Education and training (i.e. educational facilities and digital equipment)
 - Social housing
 - Healthcare (i.e. clinics, hospitals, primary care centres, health promotion programmes, integrated care services, etc.)
 - The circular economy and nature protection where certain activities of high public interest are not yet commercially viable but offer opportunities for job market integration and education.

¹⁷¹ With specific regard to vulnerable groups including refugees micro-enterprises and young adults.

Support to physical infrastructure developments could be complemented with funding for social economy and social service provision, including through outcomes-based projects, in an integrated way.

- Social innovation, creation of markets for social outcomes, expertise and capacity building: tools may be developed to help national/regional/local authorities develop skills for configuring investment strategies, blending financing and bundling projects; to grow social innovators, social entrepreneurs, social impact investors and philanthropists; to facilitate agreement on operational definitions, etc. Capacity building also include promoting innovation by and for the European society, in particular, targeting new products, services and organizational models that meet social needs, foster new social relationships or collaborations, and empower citizens.

With regard to the public sector stakeholders, the involvement of national and regional level authorities, municipalities, associations of public education and training providers will be needed to establish a permanent dialogue between different levels of government and thus bring the priorities of the Union closer to the citizens. Regional and local authorities have different competences across the Member States; local health units or regional educational authorities often act as contracting bodies and work in close contact with financial intermediaries.

C. Financial intermediaries to be involved and their role

The EIB Group

The EIB Group (i.e. EIB and EIF) currently acts as the main implementing partner for the EU budgetary funds in the current MFF. The EIB group has a remarkable experience in the social sector; it has financed health care, healthy ageing, affordable housing and higher education infrastructure projects, while the EIF has been involved in microfinance and social entrepreneurship under the EaSI programme and the EFSI SMEW. The EIB institute has been active in the field of social innovation projects. The EIB group also provides access to financing through its financial intermediaries which are often the first port of call for smaller organisations.

It is therefore likely that the EIB Group would continue to be one of the main Implementing Partners in the Social, Skills & Human Capital window, but the Commission should also keep its options open whereby access to the EU guarantee should also be envisaged for other financial institutions. In addition, the social sector may see an offspring of ad-hoc investment platforms, where the EIB group joins forces with other NPBs, MDBs and local financial intermediaries.

The National Promotional Banks (NPBs)

NPBs may play a dual role under the InvestEU Fund insofar as the social sector is concerned. On the one hand, they can be a direct beneficiary of the budgetary guarantee (also jointly with the EIB for areas where the risk exposure is higher such as financing social enterprises and social economy), improving the conditions of their financing in terms of cost and maturity. On the other hand the NPB could also play a bridging role with Member States in blending grants to support projects with high socio-economic benefits, the costs of which are higher than their potential financial revenues. Any such contribution would represent additional resources for the Fund, creating specific Member State-focused (or even region-specific) guarantees with an

increased impact. This could be helpful for tackling country-specific social problems and exploit the local knowledge and presence of the NPBs to the largest possible extent. Such complementarity of InvestEU with national investments could also help increase leverage and justify EU added value.

Other potential implementing partners

The Council of Europe Development Bank (CEB) and the European Bank for Reconstruction and Development (EBRD) could also be included as one of the InvestEU Fund implementing partners for the Social, Skills & Human Capital window. CEB's investments already contribute to delivering affordable and sustainable essential services and social infrastructure. Furthermore, the Bank responds to emergency situations (such as refugee/migrant crises and natural/ecological disaster events) and helps improve the living conditions of the most vulnerable. The EBRD is already active in the field of microfinance through thematic bond issues.

Last, but not least, dedicated investment platforms, which may be financed by the EIB Group, NPBs and other investors, including foundations and donors, could be also an option for implementing partners of the Social, Skills & Human Capital window. These implementing partners may potentially play double role in the window: as both the entrusted entities and the intermediaries. Their potential role as an implementing partner will however need to be reviewed in consideration of the decision on the implementation strategy defined for the overall InvestEU structure.

Other intermediaries

Other intermediaries which will be playing an important role in the Social, Skills & Human Capital window are:

- private banks including those operating in the social economy and social enterprise sector (such as ethical or alternative banks, cooperative banks);
- non-banking financial institutions including loan funds, patient capital providers such as a cooperatives, microfinance institutions, credit unions, guarantee institutions, insurance companies, pension funds, Private Equity/Business Angel funds, funds-of-funds and co-investment funds or schemes;
- social investment market enablers including investment readiness and capacity-building intermediaries active in the micro-finance and social enterprise finance sectors;
- FinTech companies¹⁷²;
- Universities, research centres and Knowledge and Innovation Communities;
- foundations;
- equity crowdfunding platforms; and
- various groups of investors including corporate investors, social impact investors, (social) business angels, educational entrepreneurs (e.g. MOOCs), venture philanthropists and philanthropists.

¹⁷² See the EC consultation on the potential role of FinTech companies.
https://ec.europa.eu/info/sites/info/files/2017-fintech-consultation-document_en_0.pdf

In order to ensure a successful implementation of the Window, every effort should be made to ensure complete EU coverage by financial intermediaries, including by securing cross-border cooperation in the absence of competent, local, national financial intermediaries. The degree of maturity of financial intermediaries varies across Europe, creating sometimes a bottleneck to the take-up of financial instruments at the local level. Capacity building programmes have addressed this problem, but the costs have proven significant.

Private sector stakeholder organisations, associations or business groups to be involved and their role

Pan-EU private stakeholder organisations which are active in the social sector have basically an interest in the support and use of financial products. A large number of specialised organisations are active in different sectors; for instance:

- **Education:** representatives of education and training providers, Student Unions (e.g. ESU); Teachers Unions (e.g. ETUCE); non-profit (e.g. Education International) & international organisations (e.g. UNICEF);
- **Health:** Stakeholder collaboration networks and NGOs (e.g. EIT Health, European Innovation Partnership on Active and Healthy Ageing, AEIP (European Association of Paritarian Institutions), GIRP (European Healthcare Distribution Association), EPHA (European Public Health Alliance), EHMA (European Health Management Association), HOPE (European Hospital and Healthcare Federation), UEPH (European Union of Private Hospitals), EPF (European Patients' Forum), EUROCARERS, etc.
- **Affordable and social housing:** Housing Europe (dealing with the setup of inclusive communities, fostering urban regeneration, reviving rural communities) as well as private associations or cooperatives at national level and other stakeholders whose mission is to build inclusive communities such as NGOs or public administrations.
- **Cross sector:** networks of social enterprises and/or joint social projects undertakings with a European dimension, active in cross-border fund-raising, innovation and implementing activities, etc. Also European level organisations with a cross-sector approach like EASPD (representing service providers for people with disabilities) or ENSI (European network of social integration enterprises) are topical. Also given recent technological developments with impact on the social sector (e.g. e-learning, e-health and the need for more energy efficient buildings) also organisations from these fields can be relevant.

Regarding financing, organisations dealing with specific financial areas are relevant. Among them are:

- for the loan and guarantees segment, AECM, NEFI, EAPB, UEAPME, FEBEA and EMN/MFC (microfinance),
- for equity instruments, organisations like InvestEurope (private equity and VC), the European Venture Philanthropy Association (EVPA), Business Angels Europe (BAE) and European Business Angels Network (EBAN), FEBEA.

Also institutional investors (as insurance companies) including umbrella organisations like ILPA or LTIIA could play an important role in financing of social projects. It is also considered to reach out to non-European potential investors, e.g. those from Asia.

Project promoters that already gained experience in the social field might bring forward their expertise also regarding feasible financing solutions.

Further, foundations and philanthropic organisations could play a catalytic role in capacity building and market development in the social sector to achieve the critical mass needed to justify action at the EU level, further they could also act as investors in the social field. They are represented by organisations like DAFNE (European Network of Foundations' and Donors' Associations) and the European Foundation Centre (EFC) or EVPA.

In addition, crowdfunding might become more important to provide financing in the social field; topical organisations are the European Crowdfunding Network (ECN) and European Equity Crowdfunding Association.

Summary of role of stakeholders: Consultations can be undertaken in the context of idea development, data collection and financial product development including market testing, in terms of impact assessment, evaluations and setting up the legal base, for raising awareness and – importantly -as investors in projects and funds. They could also help in establishing of dedicated investment vehicles, capacity building and technical assistance.

D. Final beneficiaries and target groups

As the Social, Skills & Human Capital window will encompass interventions in various sectors, a wide range of beneficiaries will be targeted. Firstly, the success of the EaSI instruments has demonstrated a strong need to continue supporting its target group:

- Disadvantaged and vulnerable persons e.g. unemployed, youth, elderly, homeless, migrants;
- Micro-enterprises, in particular those employing disadvantaged and vulnerable persons;
- Social enterprises,
- Associations, foundations, mutual and cooperatives.

In this way, continuity will be provided and the Commission will build on the achievements of Progress Microfinance and EaSI. In order to implement the EU policy objectives in the social field, an extension to the scope of targeted beneficiaries beyond the EaSI groups, such as innovators, can be explored for the InvestEU legal base. For example, education and development of skills should be targeted since investment in education and training over the life course is crucial to ensure Europeans have the skills they need to find and maintain their place in the job market and society as a whole and to deliver essential social services (as is the case of healthcare workforce). The achievements and lessons learnt from the Erasmus+ Master loan scheme should be taken on board. In addition, the need for patient capital for these kinds of investments should be recognised.

Given the integrated functioning of skills development and labour markets, the support via financial products (potentially complemented by grants or other types of support) could be

provided for three main target groups: (i) companies; (ii) learners; (iii) the providers of education and training, with a role also for regional and national authorities in case where specific framework conditions would be required to effectively deploy education support or in cases where public authorities stand to benefit directly from a workforce with the right skill-mix. Therefore, it is proposed that a sufficiently integrated/coordinated approach is taken in designing the measures.

This could be achieved through improved access to up-to-date educational and training offer (i.e. labour-market oriented education and training programmes) for students, apprentices, young and adult learners; through the support for education and training providers to upgrade their training offer and facilities as well as through the support for companies to provide training and apprenticeships placements as well as improve skills utilisation.

In addition to the areas listed above, the Social, Skills & Human Capital window will also encompass EU support in the different branches of the education sector where the potential targeted beneficiaries would be children, parents, teachers and school administrators as well as such as schools and childcare facilities.

Investments in health will also be supported. The targeted beneficiaries will typically be: health authorities, health service providers, technology providers, healthcare professionals, patients, citizens. In the field of social infrastructure, the targeted beneficiaries could be project promoters, operators of buildings/facility managers, affordable housing providers, public-private partnerships.

As a crosscutting issue an advantage from EU-level action would be to stimulate the pan-European recognition of different business models by providing access to funding and proper capacity building with respect for their variety and characteristics. Consequently, InvestEU should be in a good position to connect existing social innovation and social economy networks and initiatives such as the social innovation platform and competition. This allows the InvestEU fund to create and channel its own access and enlarge its reach.

ANNEX 5: LIST OF FINANCIAL INSTRUMENTS AND EFSI UNDER THE CURRENT MFF

Investment focus	Programme	Budgetary Guarantee/Financial instrument	DG in charge	Manager	Overall budget envelope (EUR m)	Total commitments (as of end 2016) (EUR m)*	Target Investment to be mobilised in EUR m)*
Infrastructure and Innovation & SME - demand driven support	EFSI 2.0	Infrastructure and Innovation Window	ECFIN	EIB	6.825	6.113,00	375.000
		SME Window		EIF	2.275		125.000
Competitiveness, innovation, and, support for SMEs	COSME	Equity facility for Growth under COSME-EFG	GROW	EIF	490,00	172,90	2.450
		Loan Guarantee Facility under COSME	GROW	EIF	970,00	375,50	24.250
	Horizon 2020	InnovFin Equity - risk finance for investing R&I	RTD	EIF	495,00	256,10	2.970
		InnovFin Equity - leadership in ICT					
		InnovFin Equity - microfinance and social entrepreneurship					
		InnovFin SME and Small Mid-caps R&I Loans service (InnovFin SME guarantee)	RTD	EIF	1.060,00	534,50	9.540
		InnovFin Loan Services for R&I Facility	RTD	EIB	1.060,00	796,00	13.250
	SME Initiative	Contributions from Horizon2020 and COSME	NA	EIF	175,00	23.3	875

Investment focus	Programme	Budgetary Guarantee/Financial instrument	DG in charge	Manager	Overall budget envelope (EUR m)	Total commitments (as of end 2016) (EUR m)*	Target Investment to be mobilised in EUR m)*
Infrastructure, energy, and climate action	Connecting Europe Facility (CEF)	CEF Equity instrument	CNECT	Direct Management	500	100,00	750,00
		CEF Risk Sharing Debt Instrument	MOVE, ENER, CNECT	EIB		400	4.200
	Environment and Climate Action (LIFE)	PF4EE	CLIMA	EIB	155,00	70,00	1.240
		NCCF	ENV	EIB	60,00	50,00	180
Employment and social innovation	Employment and Social Innovation ("EaSI")	EaSI Capacity Building Investments	EMPL	EIF	16,00	12,70	32
		EaSI Microfinance and Social Enterprise Guarantees	EMPL	EIF	96,00	68,80	528
Education and culture	Erasmus+: education, training, youth and sport	Student Loan Guarantee Facility	EAC	EIF	221,00	115,70	1.260
	Creative Europe Programme	Cultural and creative sectors Guarantee Facility CCSG	CNECT, EAC	EIF	123,00	14,80	701
				Total	14.521	9.080	562.226

* Total commitments are based on Article 140.8 Report as of 31 December 2016. Investment mobilised for Financial Instruments is calculated based on the target multiplier indicated in Article 140.8 Report.

ANNEX 6: TECHNICAL ASSISTANCE

Existing TA initiatives: Commonalities and differences

Most EU advisory services focused on investment are currently delivered through the EIB and cover a wide range of EU policy objectives. In some cases, the Commission builds synergies in order to optimise the use of existing TA services for different policy objectives. For example, ELENA expanded from energy efficiency to cover also innovative urban mobility. Likewise, JASPERS was used not only to cover the preparation of projects under ESIF but also to support the preparation of CEF transport projects. Most of the Technical Assistance is targeting final beneficiaries in all Member States, in particular but not exclusively supporting public project developers.

Initiatives for Investment support available at EU level differs in terms of size, coverage, provider of the assistance, delivery mode, application of the FAFA provisions and the pricing to final beneficiaries. The size of the initiatives ranges from very small initiatives (pilots) to well established ones. Some of the TA available has been put in place to underpin the deployment of innovative financing instruments and test the market's response. Some other TA services are already at a mature stage and clearly known by the beneficiaries. Some TA services provided are very specific (e.g. PF4EE, NCFF), based on targeted needs while others are providing broader services (e.g. EIAH, JASPERS). In general, these specific TA actions are in place to reinforce a regional or sector coverage. A better coordination between those two types of TA has to be developed.

TA providers:

- EIB is the main provider of centrally-managed TA. In some cases, the EIB is the TA provider (e.g. JASPERS), whereas in other cases, the EIB is indirectly managing a TA facility on behalf of the European Commission (e.g. ELENA).
- Executive agencies have a specialised role in some sectors such as the SMEs or TA provided to support medium-size energy efficiency projects (e.g. H2020 EE11 PDA, EASME)
- Other IFIs have developed specific initiatives/ sector knowledge (e.g. EBRD Small Business Support)
- The Commission services can also provide, upon request from the Member States, legal assistance on the public procurement aspects, through the voluntary ex ante assessment mechanism for large infrastructure projects.
- There are currently no initiatives undertaken through NPBs/NPIs (in the past, KfW provided EU-supported TA; in the future, cooperation with NPBs is sought under the EIAH).

TA delivery mechanism:

- The initiatives currently implemented are using several delivery mechanisms: executive agencies, the EIB and other implementing partners which are directly (own staff or external consultants under service contracts) providing the advisory services to the beneficiaries or providing grant support for the beneficiary's technical assistance needs. Moreover, the EIB is also using indirect delivery mechanisms through other implementing partners.
- The pricing for beneficiaries is also different from one initiative to the other. A significant part of the EU supported TA is free of charge for the final beneficiaries (especially if these

are public project promoters). Experience shows that beneficiaries who cover at least part of the costs of the services obtained, as for example for ELENA technical assistance, often demonstrate a greater sense of ownership, leading to clearer roles and responsibilities, increased involvement/ enhanced collaboration and better focus on tangible results.

- The request for TA can be triggered (at individual project level) on a different basis: for specific policy priorities (e.g. PF4EE, ELENA, H2020 PDA) or demand driven (e.g. EIAH, JASPERS).

Table: Technical Assistance Costs across the Different Existing and Upcoming Initiatives in the current MFF

TA costs	Delivery mode	TA manager	TA provider(s)	Fee basis	Cost sharing EU/EIB		Cost coverage by beneficiary	EU budget (EUR)	Period of implementation
					EU coverage	EIB			
JASPERS	FPA/ SGAs	EIB	EIB	cost coverage (FAFA rates)	80%	20%	0	233,650,000	2014-2020
EIAH	FPA/SGAs	EIB	EIB/other financial institutions (EBRD/NPBs)/ External consultants	cost coverage (FAFA rates)	75%	25%	only private; of which SMEs up to 33%	110,000,000	2015-2020
ELENA	DA	EIB	External consultants	6% of the TA provided	100%	0	10% of the TA provided	279,000,000	2014-2020
InnovFin Advisory	FPA/SGA	EIB	EIB	cost coverage (FAFA rates)	100%	0	0	28,000,000	2014-2020
EEEE European Commission Technical Assistance	EEEE Issue Document	EIB sub-delegation agreement with EEEF Fund manager (DB)	External consultants	6.5% of the TA provided	100%	0	10% of the allocated TA	20,000,000	2012-2017
EEEE Technical Assistance Facility	DA	EEEE Fund manager	External consultants hired by EEEF	20% of the TA disbursed	-	-	0	subject on availability of funds (EEEE income waterfall)	2017+

TA costs	Delivery mode	TA manager	TA provider(s)	Fee basis	Cost sharing EU/EIB		Cost coverage by beneficiary	EU budget (EUR)	Period of implementation
					EU coverage	EIB			
CEF	FPA/SGA	EIB	EIB / External consultants	cost coverage (FAFA rates)	90%	10%	0	1,262,170	2015-2017
CEF - MSs	Grant agreement	Rail infra manager/ Ministries	External consultants	real costs	100%	0	0	11,644,862	2014-2020
H2020 (EE11 PDA)	Agency	EASME	External consultants	-	-	-	0	H2020 grants	2011-2020
NCCF	DA	EIB	External consultants	5% of the EU contribution committed	100%	0	0 (Beneficiary may be asked for a financial contribution on case by case basis)	10,000,000	2015-2019 + (extension under consideration)
PF4EE	DA	EIB	EIB/ Financial intermediaries	6% of the EU contribution committed	100%	0	0	3,200,000	2014-2019
Smart Specialisation Platform for industrial modernisation	Service contract	GROW	External consultants		100%	n/a		1,500,000	2018-2020
City Facility	Grants	ENER/EASME	Executive Agency		n/a			11,000,000	2018-2020
Islands Facility	Grants	ENER	External		n/a			10,000,000	2018-2020

TA costs	Delivery mode	TA manager	TA provider(s)	Fee basis	Cost sharing EU/EIB		Cost coverage by beneficiary	EU budget (EUR)	Period of implementation
					EU coverage	EIB			
			consultants						
Internal Market - Voluntary ex ante mechanism	Commission services	GROW	Commission staff	-	n/a		0	-	2017- onward
EaSI	Service contract	EMPL	External consultants					13,000,000	
TOTAL								731,257,032	

ANNEX 7: LIST OF POTENTIAL INDICATORS FOR THE INVESTEU FUND

1. Volume of InvestEU financing (broken down by policy window)

- 1.1 Volume of operations signed
- 1.2 Investment mobilised
- 1.3 Amount of private finance mobilised
- 1.4 Leverage and multiplier effect achieved

2. Geographical coverage of InvestEU financing (broken down by policy window)

- 2.1 Number of countries covered by projects

3. Impact of InvestEU financing

- 3.1 Number of jobs created or supported
- 3.2 Investment supporting climate objectives
- 3.3 Investment supporting digitalisation

4. Sustainable Infrastructure

- 4.1 Energy: Additional renewable energy generation capacity installed (MW)
- 4.2 Energy: Number of households with improved energy consumption classification
- 4.3 Digital: Additional households with broadband access of at least 100 Mbps upgradable to Gigabit speed
- 4.4 Transport: Investment mobilised in TEN-T of which: TEN-T core
- 4.5 Environment: Additional population served by improved water supply and/or improved wastewater treatment

5. Research, Innovation and Digitisation

- 5.1 Contribution to the objective of 3% of the Union's GDP invested in research, development and innovation.
- 5.2 Number of enterprises supported carrying out research and innovation projects

6. Reinforcement of SME (broken down by micro, small, medium sized and small mid-caps and stage)

- 6.1 Number of enterprises supported
- 6.2 Number of enterprises supported by stage of supported enterprises (early, growth/expansion)

7. Social Investment and Skills

- 7.1 Social infrastructure: Capacity of supported social infrastructure by sector: housing, education, health, other
- 7.2 Microfinance and social enterprise finance: Number of social economy enterprises supported
- 7.5 Skills: Number of individuals acquiring new skills: formal education and training qualification

ANNEX 8: EXAMPLES OF INDICATORS FOR THE SME WINDOW

	Initial two years of the programme	Medium-term	Long-term
1. Signature of agreement with implementing partner (As the SME guarantee facility will be implemented through the SME Window of the Single Fund , the agreement for the single fund will have been signed and the respective product annex covering the SME guarantee facility will have been included)	Target: within first year of the programme How is this monitored: Annual operational report from implementing partner	N/A	N/A
2. Launch of calls for expression of interest¹⁷³ How is this monitored: Annual operational report from implementing partner	Target: within first year of the programme	N/A	N/A
3. Signature of agreements with financial intermediaries How is this monitored: - Annual operational report from implementing partner reports on transactions signed - DG GROW to track financing gap for SMEs per Member States on a regular basis (at least once per year) through continuously integrating latest available data¹⁷⁴	Target: first agreement signed within first year of the programme	Target: within the first three years guarantee agreements signed in at least half of the countries identified to have a significant financing gap which is not covered through national/regional interventions (measured in % of GDP)	Target: by the end of the programme period guarantee agreements signed in all of the countries identified to have a significant financing gap which is not covered through national/regional interventions (measured in % of GDP)
4. Additionality of transactions / no crowding-out of existing national/regional support schemes How is this monitored: Annual operational report	Target: no complaints about clearly identifiable crowding-out effects from national/regional support schemes	Target: no complaints about clearly identifiable crowding-out effects from national/regional	Target: no complaints about clearly identifiable crowding-out effects from

¹⁷³ In accordance with Article 208 (4) of Financial Regulation 2018

¹⁷⁴ In accordance with Article 209 (2) (h) of Financial Regulation 2018

	Initial two years of the programme	Medium-term	Long-term
from implementing partner (implementing partner to report how existing support schemes have been taken into consideration when deciding on the scope of the guarantee agreements signed) COM to monitor official complaints received by any of the Commission services¹⁷⁵		support schemes	national/regional support schemes
5. Additionality of transactions / no support of activities which financial intermediaries would have undertaken also in the absence of the guarantee support according to its business practices¹⁷⁶ How is this monitored: • COM to establish mechanism which allows monitoring of portfolio criteria established in the agreements with the implementing partner, compliance to be verified before signature takes place • Regular monitoring visits to financial intermediaries (COM may accompany implementing partner)	Target: No guarantee agreements identified which would allow financial intermediaries to finance activities within its normal business practices	Target: No guarantee agreements identified which would allow financial intermediaries to finance activities within its normal business practices	Target: No guarantee agreements identified which would allow financial intermediaries to finance activities within its normal business practices
6. Additionality of transaction at the level of the final recipients (would the final recipient have received the financing for the same amount and under the same conditions in the absence of the guarantee?)		Target: Identified deadweight not more than 35%	Target: Identified deadweight not more than 35%

¹⁷⁵ In accordance with Article 209 (2) (b) of Financial Regulation 2018

¹⁷⁶ In accordance with Article 209 (2) (b) of Financial Regulation 2018

	Initial two years of the programme	Medium-term	Long-term
How is this monitored: On a survey/sample basis as part of the mid-term and ex-post evaluation <i>Please note that an ex-post monitoring or a detailed ex-ante assessment for each individual transaction or for a very significant number of transactions is unrealistic and would create significant administrative burden for financial intermediaries, final recipients and the Commission services involved.</i>			
7. Number of SMEs supported How is this monitored: Through regular operational reports from the implementing partner	Target: to be set in function of the available budget	Target: to be set in function of the available budget	Target: to be set in function of the available budget
8. Financing made available to SMEs supported How is this monitored: Through regular operational reports from the implementing partner (Assumptions made: target range 1:10 – 1:20 Average size of financing transaction: EUR 100,000)	Target: to be set in function of the available budget (Formula to be used: Available budget * target range * average size of financing transactions)	Target: to be set in function of the available budget (Formula to be used: Available budget * target range * average size of financing transactions)	Target: to be set in function of the available budget (Formula to be used: Available budget * target range * average size of financing transactions)
9. Jobs maintained/employment created in supported SMEs How is this monitored: Annual employment/growth reports from the implementing partner. Report to be submitted for	N/A	Target: Employment growth in supported SMEs to exceed employment growth of the overall SME population	Target: Employment growth in supported SMEs to exceed employment growth of the overall SME population

	Initial two years of the programme	Medium-term	Long-term
the first time in the fourth year of the programme with data as per end of the third year of the programme. • COM to monitor the general employment growth in the overall SME population (currently Commission established the annual report on European SMEs) • As part of the ex-post evaluation: econometric study to determine how employment has grown in supported SMEs compared to non-supported SMEs.			
10. Turnover growth in supported SMEs How is this monitored: • Annual employment/growth reports from the implementing partner. Report to be submitted for the first time in the fourth year of the programme with data as per end of the third year of the programme. • COM to compare turnover growth in supported SMEs to general GDP growth • As part of the ex-post evaluation: econometric study to determine how turnover has grown in supported SMEs compared to non-supported SMEs.	N/A	Target: Turnover growth in supported SMEs to exceed overall GDP growth	Target: Turnover growth in supported SMEs to exceed overall GDP growth

ANNEX 9: EXAMPLES OF INDICATORS FOR SOCIAL INVESTMENT AND SKILLS WINDOW

The table below illustrates an example of monitoring indicators developed for the Student Loan Guarantee, one of the products currently in place in the field of education. Specific indicators will be developed at the product level under the Social Investment and Skills Window.

What	Where does it stem from	How collected	When	Detail	Target
Number of students supported	Legal base indicator (headline)	Financial Intermediary	Quarterly	Annex II (3) (a) <i>the number of students in receipt of loans backed by the Facility , including data on their completion rates</i> - <i>number of students with loan</i> - <i>number of students finishing their programme</i>	200,000
Volume of lending	Legal base indicator (headline)	Financial Intermediary	Quarterly	Annex II (3) (b) <i>the volume of lending contracted by financial intermediaries</i>	EUR 3.2 bn
Leverage		EIF calculate		calculated from the volume of lending committed and EU contribution	x6.17
Average size of loan		EIF calculate		calculated from the volume and number of students	
Geographic coverage	Legal base	EIF		Number of financial intermediaries, from which countries Article 20 legal base <i>EIF shall endeavour to select a financial intermediary from each Programme country, in order to ensure that students from all Programme countries have access to the Student Loan Guarantee Facility in a consistent and non-discriminatory manner</i> + Annex II (1) (c) + Annex II	35

What	Where does it stem from	How collected	When	Detail	Target
				(3) (h) <i>Access to finance by all residents of Programme countries as referred to in Article 24(1)</i>	
Amount of guarantee drawn down	Financial indicator	EIF calculate			
Level of interest rates	Legal base indicator	Financial Intermediary	Quarterly	Annex II (3) (c) <i>the level of interest rates</i> Ave interest rate for their portfolio by financial intermediary The call for expression of interests to include a requirement for banks to demonstrate how they intend to pass on the benefit of the EU guarantee in terms of a reduction on the interest rate. Banks should monitor and report on how they are doing this – the actual level of interest that they are offering and the % reduction it represents on the interest rate they would otherwise charge	
Outstanding debt and default	Legal base	Financial Intermediary	Quarterly	Annex II (3) (d) <i>Outstanding debt and default levels, including any measures taken by financial intermediaries against those who default on their loans</i>	
Fraud prevention measures	Legal base	Financial Intermediary	Business Plan (+ quarterly update if appropriate)	Annex II (3) (e) <i>fraud prevention measures taken by financial intermediaries</i>	

What	Where does it stem from	How collected	When	Detail	Target
Student sex	Legal base <i>Annex II (3) (f)</i>	Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Question: male/female	
Student age	Legal base <i>Annex II (3) (f)</i>	Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Question: date of birth	
Student origin 1	Legal base <i>Annex II (3) (f)</i> + Eligibility criterion	Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Question: What is your home country or country of normal residence?	
Student origin 2	Legal base <i>Annex II (3) (f)</i> + Eligibility criterion	Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Question: In which country did you obtain your Bachelor degree (or the equivalent qualification) which qualifies you to apply to the masters programme that you want to follow?	
Student destination	Legal base <i>Annex II (3) (f)</i> + Eligibility criterion	Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Question: In which country is the Master programme (or equivalent) which you wish to follow	
Study field	Legal base <i>Annex II (3) (f)</i>	Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Which of the following study fields corresponds most closely to your chosen programme: 1. Education	

What	Where does it stem from	How collected	When	Detail	Target
				2. Arts and Humanities 3. Social Sciences, Journalism and information 4. Business, Administration and Law 5. Natural sciences, Mathematics and statistics 6. Information and Communication Technologies 7. Engineering, Manufacturing, Construction 8. Agriculture, Forestry, Fisheries and Veterinary 9. Health and Welfare 10. Other To have no influence on the loan decision	
Student contact details		Financial Intermediary	Quarterly	Information to be collected once at loan application stage by student Address, contact phone number, email Needed by banks Statement: By signing this application you confirm that you are content with your contact details being passed on to an independent research body contracted by the European do conduct an evaluation of the loan facility.	
Socio-economic background	Legal base <i>Annex II (3) (f)</i>	Financial Intermediary	Quarterly	Question: Does either of your parents have a higher education qualification (yes/no/don't know or prefer not to say)	

What	Where does it stem from	How collected	When	Detail	Target
Geographical balance of uptake	Legal base <i>Annex II (3) (g)</i>	EIF	Calculated	Legal Base Annex II (3) (f) – this is to be drawn from the student origin and destination data	

ANNEX 10: DEFINING AND ASSESSING ADDITIONALITY

Additionality is a key principle underpinning EU support whether provided as grants or in the form of financial instruments. The general principle of additionality as set out in the EU Financial Regulation¹⁷⁷, stipulates that EU financial instruments should not crowd-out or substitute existing sources of funding (whether EU, national or private). In other words, if a project or investment can be financed with own means, private sources of finance or by means of another public intervention (whether EU or national) at affordable conditions, the support from EU financial instrument is not additional, but a substitution. Additionality therefore represents the extent to which a project or investment can be carried out in reasonable terms as a result of support from the EU financial instrument in consideration. A similar concept is expected to be laid out in the amended Financial Regulation.

Empirical evidence on additionality of existing EU central financial instruments and EFSI is mostly based on small sample sizes of beneficiaries and/or opinions of stakeholders. Gathering data evidence for the purpose of assessing the additionality of EU support ex-ante has proven difficult. Therefore when designing new financial interventions, it is critical that attention is paid to the ex-ante assessment of potential substitution or cannibalising effect of the new instrument on existing financing initiatives. Furthermore, evidence and analysis of additionality should be systematically collected and reviewed ex-post, for the operations under support.

Although additionality cannot be ‘proven’ or ‘exactly measured’, it is possible to enhance its assessments in practical ways, with the aim to enable the relevant EU programme to improve its effectiveness.

Suggested additionality criteria for the InvestEU Fund

General principles of additionality have been adopted by all key multilateral and bilateral agencies working in the area of private sector development. In line with their collective agreements on common concepts guiding their work with the private sector, and building upon the lessons learned from past experience in implementing EU financial instruments and EFSI, one can distinguish between financial and non-financial additionality. The particular terms and structuring of a financing operation (including not only pricing but also other key aspects such as tenor, grace period, repayment schedule), together with the risk mitigation and mobilisation of private resources constitute the financial aspects of additionality. Non-financial additionality is represented by all other features that the InvestEU Fund support brings into the project, including economic additionality (i.e. whether the envisaged support addresses market failures or sub-optimal investment situations), specialist advice or expertise, etc.

Given the above, the following non-exhaustive list of criteria can be drawn up potentially for the assessment of the additionality of the InvestEU Fund support both at portfolio, and at

¹⁷⁷ Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002

project level. These criteria and the underlying indicators could then be considered as positive factors when assessing additionality. In all circumstances, however, the implementing partner should demonstrate that the proposed operation tackles a market failure or suboptimal investment situation.

The main criteria could be the following:

- Identified market failures (for example information asymmetry or difficult access to market or resources) which constrain the availability of finance or the terms on which finance is available for projects;
- The project or investment is expected to deliver a significant societal return, but the financial return is not in line with the expectations of the market;
- Underdeveloped capital markets restricting the volume and/ or type of finance available;
- High levels of perceived or actual risk in certain sectors or countries, beyond levels that private financial actors are able or willing to accept;
- Support from the InvestEU Fund is provided through a subordinated position within the funding structure or for long tenors, which allows for a high risk absorption capacity;
- Regulatory constraints;
- Public/private support will be made available as a result of the financing support provided under the InvestEU Fund
- EU intervention can significantly enhance the environmental benefit or will have a positive impact on social integration
- Cross-border projects or related services.

These criteria are further elaborated in the table below. Moreover, the table below also sets out a series of proxy indicators which could be used to assess additionality of the activity undertaken by the implementing entity receiving EU support. At a very basic level, EU support should enable the implementing entity to take higher risks to address the above conditions (for example, by creating new, riskier products or adjusting pricing levels of existing products) and/ or create higher volumes of activity.

Table1 : Indicative additionality criteria for support to be provided under the InvestEU Fund

Type of additionality	Additionality criteria	Explanation	Suggested indicators for verifying additionality of InvestEU Fund support
Financial	Market failures – information failures	Although the project / business is viable, it encounters difficulties to obtain financing from the market for the requested volume on reasonable terms due to information asymmetries e.g. in the case of SMEs, specific transaction characteristics (e.g. first time borrower, first time VC team)	▪ Development of riskier financing products to cover under-served market segments ▪ Share of operations representing first time counterparts ▪ Share of investment going to first time VC teams
	Market failures - gap between private and social returns (public goods, externalities)	The project or investment is expected to deliver a significant societal return, but the financial return is not in line with the expectations of the market The benefits expected from the positive externalities of the projects (such as emissions reductions, enhancing biological diversity, research and development and deployment of innovative technologies, or affordable provision of basic infrastructure services) may not be fully monetized by investors immediately. This could make the private financial internal rate of return lower than the true economic rate of return for society.	▪ Increase in volume of financing provided to sectors with high positive externalities e.g. – Microfinance – Climate change – Environment – Research and innovation
	Market imperfections – under-developed markets	Financial players or products or certain features of products (e.g. long tenors, loan amount) not being available in certain countries	<u>Applies to implementing partner only</u> ▪ Increase in volume of financing to countries with under-developed capital markets ▪ Development of specific products (possibly with

Table1 : Indicative additionality criteria for support to be provided under the InvestEU Fund

Type of additionality	Additionality criteria	Explanation	Suggested indicators for verifying additionality of InvestEU Fund support
			higher levels of subordination) for under-developed financial markets
	High sector or country risk	The project / activity would not be otherwise undertaken because of their relative novelty, high perceived risk, or high initial cost of an undemonstrated market behaviour, currently adverse or as of yet still untested regulatory framework, or untested technology Although the project is considered viable, the political risks in the country deter private investors.	▪ Increase in volume of financing to specific high risk sectors ▪ Increase in volume of financing to high risk countries ▪ Development of specific products / product features for high risk sectors ▪ Development of specific products / product features for high risk countries
	Capacity to attract further financing	The financing provided with support from the InvestEU Fund allows to attract resources from long term investors through its subordinated features	• <u>Deployment of subordinated products</u>
	Regulatory constraints	Regulatory constraints limiting FIs' capacity to lend to certain sectors / segments (e.g. exposure limits or capital requirements imposed by banking regulations) or undertake certain types of investment (e.g. cross-border investment)	<u>Applies to implementing partner only</u> ▪ Increase in volume of financing to sectors / segments affected by regulatory constraints ▪ Increase in certain types of activity e.g. SME securitisation, cross-border VC activity

Table1 : Indicative additionality criteria for support to be provided under the InvestEU Fund

Type of additionality	Additionality criteria	Explanation	Suggested indicators for verifying additionality of InvestEU Fund support
Non-financial	Social or environmental impact additionality	EU financing helps enhance the social or environmental impact of the project beyond what was originally envisaged, for example by fostering higher environmental or energy efficiency considerations in the design and implementation of supported projects or supporting the adoption of latest and more expensive technology	Incremental societal or environmental impacts expected in return
	Cross border dimension	The project / investment is of a strategic cross-border nature e.g. energy or transport infrastructure connecting several Member States	Increase in financing of cross border projects

Table 2: Relevance of additionality criteria per policy window

		Policy window			
Type of additionality	Additionality criteria	SME	Research & Innovation	Social, skills & human capital	Sustainable infrastructure
Financial	Market failures – information failures	√	√	(partly, e.g. Microfinance)	
	Market imperfections – missing or under-developed markets	√	√	√	√
	Market failures - gap between private and social returns		√	√	√
	Capacity to attract/mobilise further financing	√	√	√	√
	Sector or country risk too high	√	√		√
	Regulatory constraints	√	√	√	√
Non-financial	Social or environmental impact			(partly e.g. Social Housing)	√
	Cross border dimension		√		√

ANNEX 11: ACCESS OF NON-EU MEMBER STATES TO EU FINANCIAL INSTRUMENTS

Category	Country	COSME	Creative Europe	EaSI	Erasmus +	Horizon 2020	LIFE
Candidates, potential candidates and acceding countries to the Union	Albania	x	x	x	x	x	x
EU Neighbourhood	Algeria	x	x	x	x	x	x
EU Neighbourhood	Armenia	x	x	x	x	x	x
EU Neighbourhood	Azerbaijan	x	x	x	x	x	x
EU Neighbourhood	Belarus	x	x	x	x	x	x
Candidates, potential candidates and acceding countries to the Union	Bosnia and Herzegovina	x	x	x	x	x	x
EU Neighbourhood	Egypt	x	x	x	x	x	x
EU Neighbourhood	Georgia	x	x	x	x	x	x
EFTA which are part of EEA, European Environmental Agency	Iceland	x	x	x	x	x	x
EU Neighbourhood	Israel	x	x		x	x	x
EU Neighbourhood	Jordan	x	x		x	x	x
Candidates, potential candidates and acceding countries to the Union	Kosovo	x	x		x	x	x
EU Neighbourhood	Lebanon	x	x		x	x	x
EU Neighbourhood	Libya	x	x		x	x	x
EFTA which are part of EEA, European Environmental Agency	Liechtenstein	x	x		x	x	x
EU Neighbourhood	Moldova	x	x		x	x	x
Candidates, potential candidates and acceding countries to the Union	Montenegro	x	x		x	x	x
EU Neighbourhood	Morocco	x	x		x	x	x
EFTA which are part of EEA, European	Norway	x	x		x	x	x

Category	Country	COSME	Creative Europe	EaSI	Erasmus +	Horizon 2020	LIFE
Environmental Agency							
EU Neighbourhood	Palestine	x	x		x	x	x
Candidates, potential candidates and acceding countries to the Union	Serbia	x	x		x	x	x
Swiss Confederation, EFTA	Switzerland		x		x	x	x
EU Neighbourhood	Syria	x	x		x	x	x
Candidates, potential candidates and acceding countries to the Union	FYR Macedonia	x				x	x
EU Neighbourhood	Tunisia	x				x	x
Candidates, potential candidates and acceding countries to the Union, European Environmental Agency	Turkey	x				x	x
EU Neighbourhood	Ukraine	x				x	x
		26	23	9	23	27	27

ANNEX 12: ASSESSMENT OF DUPLICATION, SYNERGIES AND OVERLAPS

Avoiding overlaps among programmes and exploring synergies requires careful attention and coordination among a number of Commission DGs under the current MFF.

For example, in the area of SME financing, the current MFF has at least 14 different instruments focusing on SMEs under internal, centrally managed EU financial instruments and the EFSI, see the tables on potential overlaps below. They are implemented by 4 different Commission DGs and two implementing partners. Coordination taking place through the FIIEG (Financial Instruments Independent Expert Group) and Steering Committees for each of the instruments as well as Joint Steering Committees for equity and guarantee instruments. Such setup is not perfect and there is indeed evidence of partial overlap, e.g. between COSME Loan Guarantees and EaSI Guarantees.

Overlaps exist also in other areas, in particular having arisen following the establishment of the EFSI, as recognised by the external EFSI evaluation and the EIB evaluation carried out in 2016. For instance the target group of EFSI support to innovation financing by the EIB could also be partially served by the InnovFin financial instruments under Horizon 2020. In the areas of infrastructure, projects potentially eligible under the Connecting Europe Facility Debt Instrument could also be targeted by the EFSI.

While coordination among Commission DGs (through the FIIEG), inter-service consultations and Steering Committees, as well as informal coordination among DGs, can help avoiding overlaps and make instruments work in synergy, there are still however partial overlaps among programmes. In addition, the coordination requires significant effort.

The InvestEU Fund with its centralised approach, a single fund, a single Steering Board, a single approval process of the operations by the Investment Committees, a single agreement with each implementing partner and participative involvement of all relevant policy DGs in the Policy Boards and the Inter-Service Coordination Committee would ensure that EU financing is channelled in a coordinated and harmonised manner, without overlaps.

Potential overlaps - DEBT PRODUCTS SUPPORTING LENDING TO SMEs, 2014-2020

Product name		Budget (EUR mln)	DGs in charge	Manager	Target	Specific focus	Comment	Potential overlap ¹⁷⁸
COSME LGF (Loan Guarantee Facility)		840	GROW	EIF	SMEs	SMEs with a high-risk profile	Contributing to SMEI	Joint governance and loan size differentiation.
InnovFin SMEG (SME Guarantee)		1.060	RTD	EIF	SMEs and Small Mid-Caps	Innovative and research-intensive SMEs and Small Mid-Caps	Contributing to SMEI	Possible overlap with the SMEI
EaSI Guarantee Instrument		96	EMPL	EIF	Social enterprises, micro-enterprises and vulnerable groups	Implemented through microcredit providers and social enterprise investors	Guarantee	EASI Sub-fund Possibly with COSME LGF
CCS (Cultural and Creative Sectors) Guarantee Facility		121	CNECT	EIF	SMEs	Cultural and creative sectors	-	COSME LGF InnovFin SMEG
SME Initiative		1.137	REGIO GROW RTD	EIF	SMEs	Developed as an anti-crisis measure. No specific target groups, but focus on participating Countries.	Operational in BG, FI, MT, RO, IT and ES. InnovFin and COSME resources form part of SMEI resources.	InnovFin SMEG COSME LGF
EASI Sub-fund (<i>under development</i>)		67 EASI + 133 from EIB/EIF	EMPL	EIF	Social enterprises, micro-enterprises and vulnerable groups	Implemented through microcredit providers and social enterprise investors	Funded product	EaSI Guarantee Instrument
EFSI	COSME LGF Frontloading <i>Top-up</i>	550	ECFIN			Cfr. COSME LGF		
	InnovFin SMEG	880	ECFIN			Cfr. InnovFin SMEG		

¹⁷⁸ In terms of targeted final beneficiaries and expected policy achievements.

Frontloading <i>Top-up</i>							
EaSI Guarantee Frontloading <i>Top-up</i>	100	ECFIN			Cfr. EaSI Guarantee		
CCS Guarantee <i>Top-up</i>	60	ECFIN			Cfr. CCS Guarantee		
Securitisation instrument (<i>under development</i>)	100 + 100 from EIB/EIF	ECFIN	EIF	SMEs and Mid-Caps (to be finalised)	Development of the securitisation market	-	COSME LGF securitisation

Potential overlaps - EQUITY PRODUCTS TO SUPPORT CAPITAL INVESTMENT IN SMEs, 2014-2020

Product name	Budget (EUR mln)	DGs in charge	Manager	Target	Specific focus	Comment	Potential overlap ¹⁷⁹
COSME EFG (Equity Facility for Growth)	490 (including fees)	GROW	EIF	SMEs	Companies in expansion stage	Contributes to Pan-EU VC FoF	SMEW Eq. Instr. Pan-EU VC FoF ESCALAR RCR
EaSI Capacity Building Investments Window	16 (including fees)	EMPL	EIF	Micro-credit and social finance providers	Build up of the institutional capacity of financial intermediaries	In exceptional cases providing also loans	
ESCALAR (<i>under development</i>)	tbd	GROW ECFIN	tbd	SMEs and mid- caps (to be further specified)	Expansion & growth phase, pre IPO	Innovative support to VC funds through guaranteed loans	COSME EFG SMEW Eq. Instr. Pan-EU VC FoF EIB-EIF MFF RCR
RCR	9.500 (of which 2.500 from EFSI)	-	EIB (mandate to EIF)	SMEs and mid- caps	Companies from pre-seed to expansion.	-	Potentially any other product.
IFE (InnovFin Equity)	495 (including	RTD	EIF	SMEs and Small	Companies in their pre-	No longer stand alone,	(see SMEW Equity

¹⁷⁹ In terms of targeted final beneficiaries and expected policy achievements.

		fees)			Mid-Caps	seed, seed, and start-up phases in H2020 sectors	being fully integrated with SMEW Eq. Instr. (see below)	Instr.)
EFSI	SMEW Equity Instrument	1.270 (including fees) + 458 from IFE + 290 from EIF	ECFI N RTD	EIF	SMEs and Small Mid-Caps	Companies from pre-seed to expansion. Specific envelopes foreseen for: tech-transfer, business angels, social investment	EFSI resources are combined with IFE and EIF resources into a single product	Potentially any other product.
	Pan-European Venture Capital Fund of Funds	Up to 300 from SMEW Equity Instr. + up to 100 from COSME	ECFI N RTD GRO W	EIF	SMEs and Small Mid-Caps	Companies from pre-seed to expansion	Falling under the SMEW Equity Instrument, it combines COSME resources	COSME EFG ESCALAR RCR
	EIB-EIF SME FIF (Funds Investment Facility) (under EFSI IIW)	500	-	EIB (mandate to EIF)	SMEs	Companies from pre-seed to expansion	Co-investment in funds where EIF is already present with non-EFSI resources	COSME EFG SMEW Eq. Instr. RCR
	EIB-EIF MFF (Midcap Funds Facility) (under EFSI IIW)	500	-	EIB (mandate to EIF)	Mid-caps	Expansion & growth phase	-	COSME EFG SMEW Eq. Instr. ESCALAR RCR
	EIB-EIF CIF (Co-investment Facility under IIW)	100 + 100 EIB	-	EIB (mandate to EIF)	SMEs and Mid-Caps	Companies from pre-seed to expansion	Co-investment alongside funds where EIF is already present	COSME EFG SMEW Eq. Instr. ESCALAR RCR

ANNEX 13: INVESTEU FUND – GOVERNANCE

Figure: Visual representation of the current governance arrangements for EFSI and centrally managed FIs

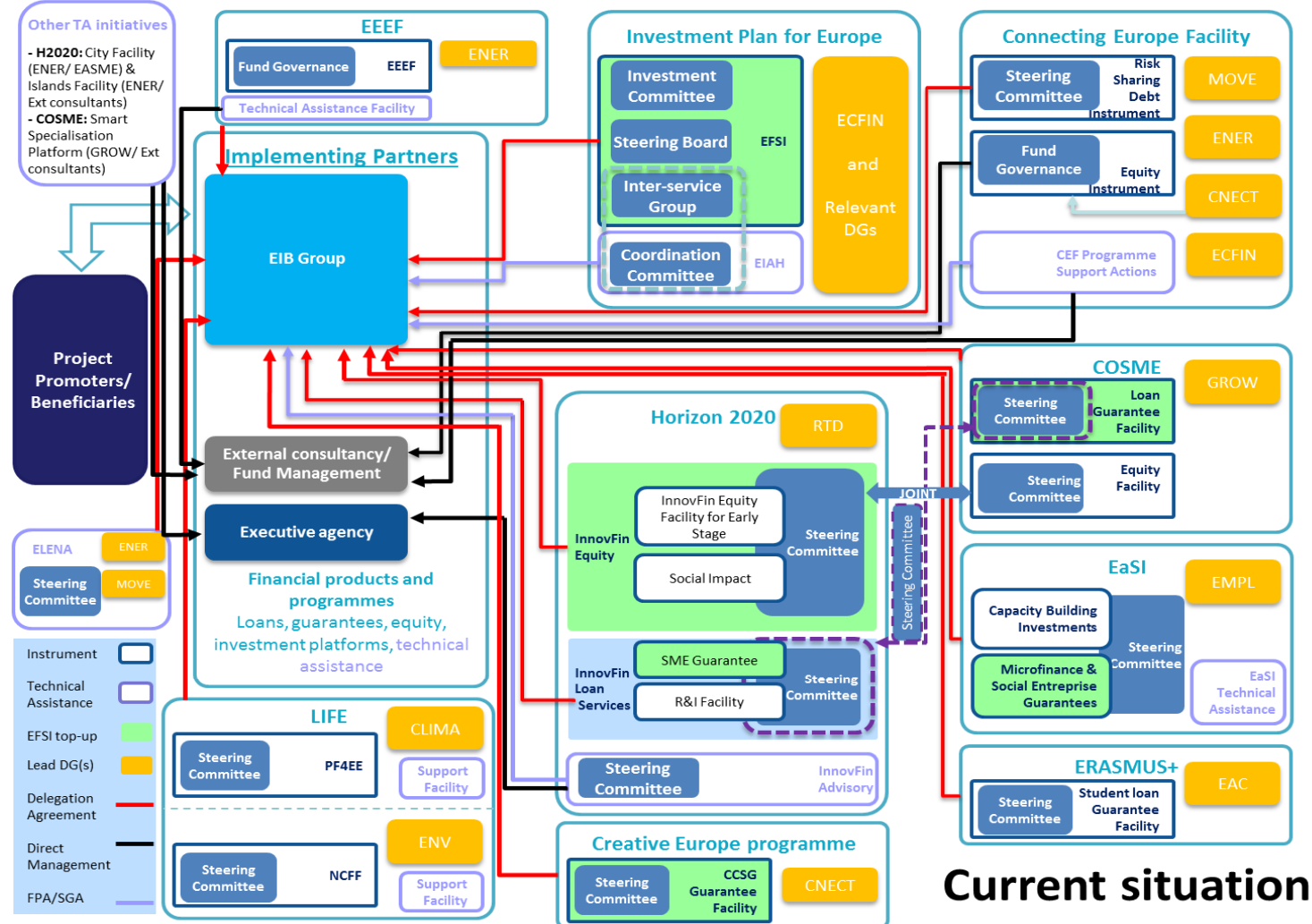
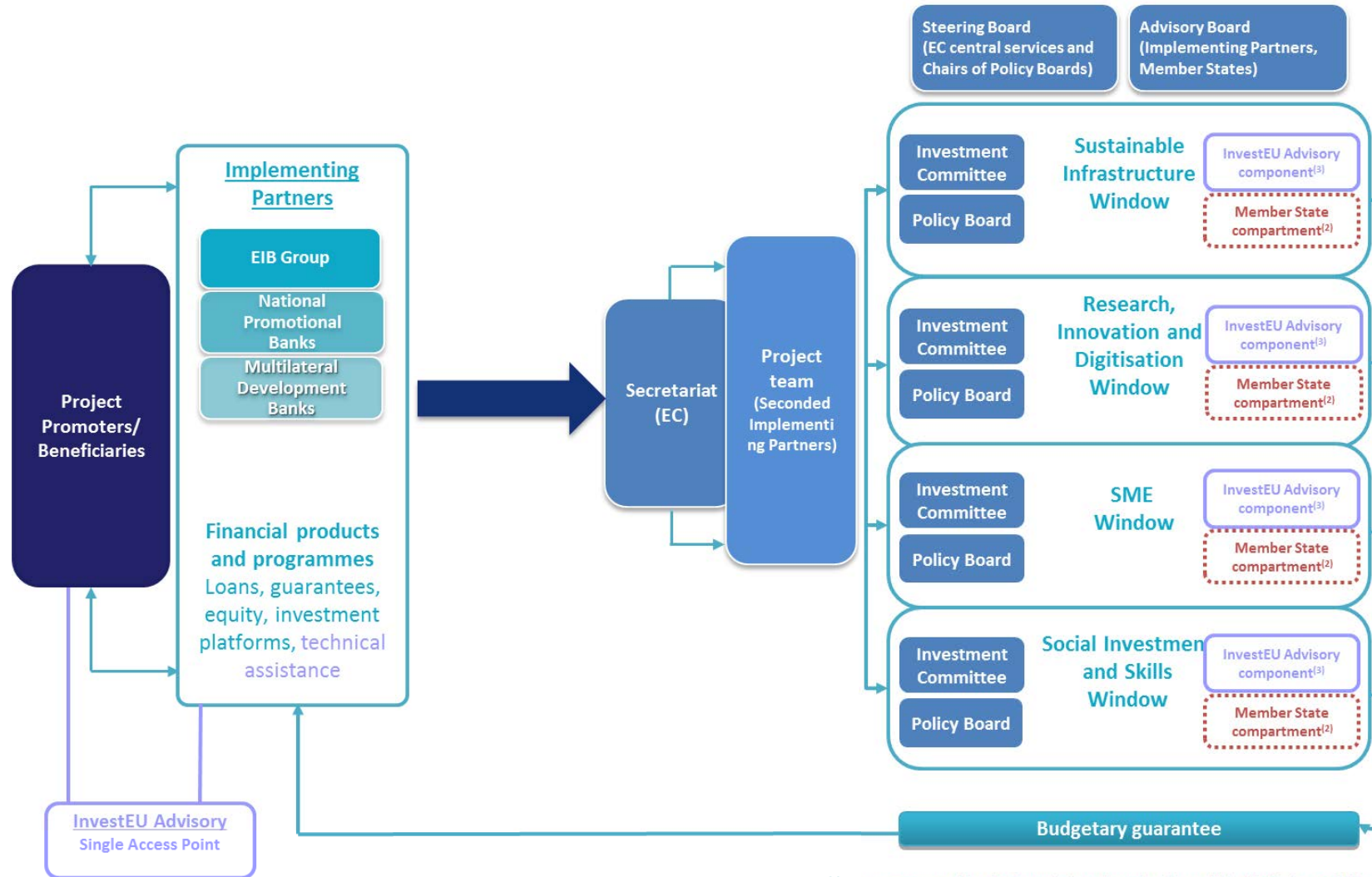


Figure: Proposed InvestEU Programme Governance



⁽¹⁾ The grant approval by the Commission takes place in parallel with the InvestEU Fund support decision by the Investment Committee

⁽²⁾ Voluntary Member State contributions from EU structural funds (ESIF)

⁽³⁾ A cross-sectoral InvestEU Advisory component will also be available



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COVER NOTE

From:	Secretary-General of the European Commission, signed by Mr Jordi AYET PUIGARNAU, Director
date of receipt:	7 June 2018
To:	Mr Jeppe TRANHOLM-MIKKELSEN, Secretary-General of the Council of the European Union
No. Cion doc.:	SWD(2018) 316 final
Subject:	COMMISSION STAFF WORKING DOCUMENT EVALUATION of the European Fund for Strategic Investments, of the European Investment Advisory Hub, and of the European Investment Project Portal Accompanying the document Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the InvestEU Programme

Delegations will find attached document SWD(2018) 316 final.

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Brussels, 6.6.2018
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COMMISSION STAFF WORKING DOCUMENT

EVALUATION

of the European Fund for Strategic Investments, of the European Investment Advisory Hub, and of the European Investment Project Portal

Accompanying the document

Proposal for a

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

establishing the InvestEU Programme

{COM(2018) 439 final} - {SEC(2018) 293 final} - {SWD(2018) 314 final}

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ABBREVIATIONS

Term or acronym	Meaning or definition
ASD	Advisory Services Department
CCS	Cultural and Creative Sectors
CEE	Central Eastern Europe
CEF	Connecting Europe Facility
CGE	Computable General Equilibrium
COSME	Programme for the Competitiveness of Enterprises and Small and Medium-sized Enterprises
CPR	Common Provisions Regulation
DI	Debt Instrument
EaSI	EU Programme for Employment and Social Innovation
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECA	European Court of Auditors
ECB	European Central Bank
ECFIN	Directorate General for Economic and Financial Affairs
EFG	Equity Facility for Growth
EFSI	European Fund for Strategic Investments
EGRF	EFSI Guarantee Request Form
EIAH	European Investment Advisory Hub
EIB	European Investment Bank
EIF	European Investment Fund
EIPP	European Investment Project Portal
EL	Expected Loss
ELTI	European Long-Term Investors
EPEC	European PPP Expertise Centre
ERR	Economic Rate of Return

ESIF	European Structural Investment Funds
EU	European Union
EUR	Euro
FI	Financial Instrument
FPA	Framework Partnership Agreement
GDP	Gross Domestic Product
GIPP	Global Infrastructure Project Pipeline
IA	Impact Assessment
IC	Investment Committee
IIW	EFSI's Infrastructure and Innovation Window
IMF	International Monetary Fund
InnovFin	"InnovFin – EU Finance for Innovators"
IPE	Investment Plan for Europe
JRC	Joint Research Centre
KMI	Key Monitoring Indicator
KPI	Key Performance Indicator
LGF	Loan Guarantee Facility
MDB	Multilateral Development Banks
MFF	Multiannual Financial Framework
MLI	Multilateral Lending Institutions
MS	Member States
NPB	National Promotional Bank
NPBI	National Promotional Bank or Institution
NPI	National Promotional Institution
OECD	Organisation for Economic Cooperation and Development
RAC	Risk Adjusted Capital
RCR	Risk Capital Resources
R&D	Research and Development

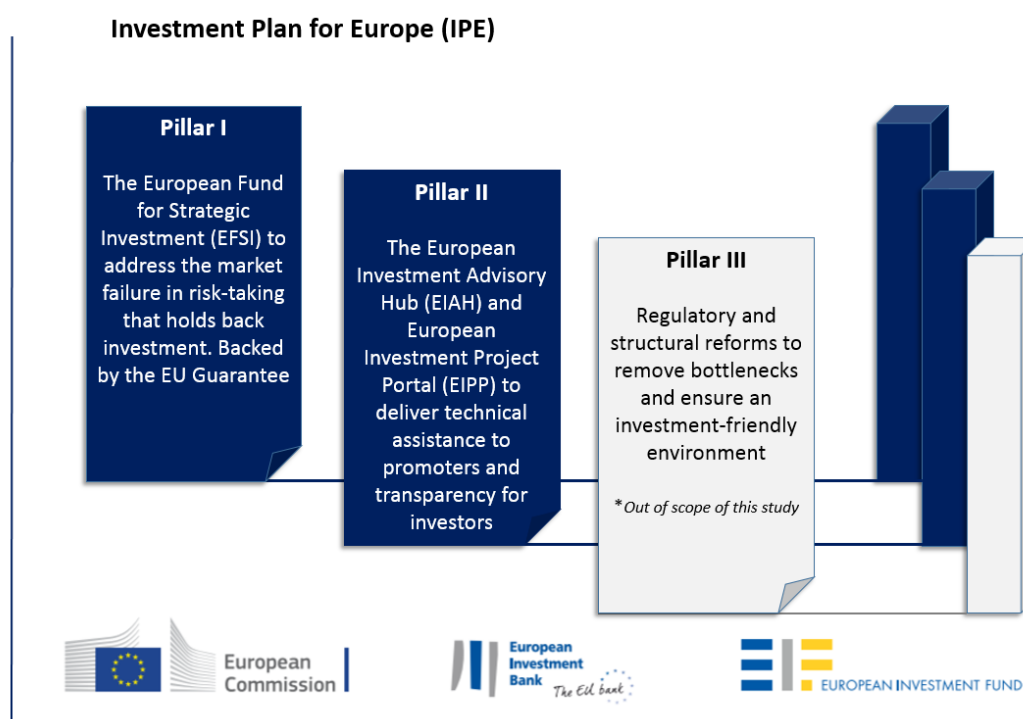
RDI	Research, Development and Innovation
S&P	Standard & Poor's
SACP	Stand-Alone Credit Profile
SFSB	Smart Finance for Smart Buildings
SIF	Sustainable Infrastructure Foundation
SMAF	SME Access to Finance Index
SMEG	SME Guarantee
SMEW	Small and Medium Enterprise Window
SRSS	Structural Reform Support Service
SWD	Staff Working Document
TA	Technical Assistance
TFEU	Treaty on the Functioning of the European Union
TFP	Total Factor Productivity
TRL	Technology Readiness Level
VC	Venture Capital

1. INTRODUCTION

As a response to the economic and financial crisis and its negative impact on the level of investment in the EU, the Commission launched in November 2014 the Investment Plan for Europe ('IPE'). It focuses on removing obstacles to investment and seeks to deliver jobs, growth, and innovation in Europe.

The Investment Plan for Europe consists of three mutually reinforcing pillars. **The first pillar**, the European Fund for Strategic Investments ('EFSI') aims at mobilising at EUR 315 billion of additional public and private investment in infrastructure, innovation, and SME financing by mid-2018. This is to be achieved via an EU budgetary guarantee to the EIB Group that allows them to increase the financing of projects with a higher risk-profile. Given EFSI's success in the first two years of implementation, the Commission proposed to extend the EFSI duration and increase its financial capacity to EUR 500 billion by 2020. The amended EFSI Regulation ('EFSI 2.0')¹ was adopted on 13 December 2017.

Figure 1 - The Investment Plan for Europe



Source: ICF adapted from EIB

The second pillar of the Investment Plan for Europe helps to ensure that investments reach the real economy by promoting and developing a pipeline of viable investment projects. It consists of the European Investment Advisory Hub (EIAH, the Hub) that provides technical assistance to both private and public project promoters, as well as of the European Investment Project Portal (EIPP, the Portal) that is an online platform connecting EU-based project promoters and investors from the EU and beyond.

The third pillar aims at supporting the investment environment by improving regulation at all levels and eliminating barriers to investment. However, it is not in the scope of this evaluation,

¹ Regulation 2015/1017 (hereafter also referred as EFSI 1.0 Regulation) as amended by Regulation (EU) 2017/2396 on 13 December 2017 (hereafter also referred to as EFSI 2.0 Regulation).

as the third pillar is not included under the EFSI Regulation. Moreover, the nature of initiatives under pillar three differs significantly from the EFSI, EIAH and EIPP.

1.1 Purpose and scope

The EFSI 2.0 Regulation provides that the Commission has to submit to the European Parliament and the Council an independent evaluation of the application of the EFSI Regulation before tabling any new proposals for a post-2020 investment support instrument.

This Staff Working Document presents the results of an external independent evaluation of the application of the EU Regulation 2015/1017 (the 'EFSI Regulation') and draws on other evaluations (see section 4). This evaluation accompanies an impact assessment as well as a proposal for a Regulation of the European Parliament and of the Council on establishing the InvestEU Programme (referred to as the 'InvestEU') for the period 2021-2027.

The evaluation performed by an external contractor, ICF Mostra (thereafter 'the independent evaluation'), covers the functioning of the EFSI, the use of the EU Guarantee, the activity of the EIAH and of the EIPP.

The conclusions and recommendations of the evaluation will serve to assess the extent to which the EFSI, the EIAH, and the EIPP are achieving their objectives. The conclusions will also inform the future Commission legislative proposals related to establishing the investment support instrument for the period 2021-2027 (InvestEU Programme). The EFSI independent evaluation and the InvestEU Impact Assessment have been prepared in parallel, however early results from this evaluation as well as the results of the previous evaluations informed the preparation of the InvestEU Impact Assessment (see Annex 1 for further details).

Unless explicitly specified otherwise, the evaluation covers actions since their launch until 31 December 2017 (EFSI 1.0). Due to its recent adoption, it does not evaluate the effects of the EFSI Regulation as amended on 13 December 2017 (also referred to as EFSI 2.0). To the extent possible, it does however consider the introduced improvements.

Given that the EFSI was launched in July 2015, most signed projects supported by the EFSI have not been completed yet. Investment projects are long term in nature and it can take several years between project approval, signature, disbursement and realisation. The EFSI's impacts can thus only partially be captured after such a short period. The evaluation, however, evaluates impacts to the extent possible and focuses on the likely expected results. The EFSI Regulation requires another independent evaluation at the end of the investment period. This future evaluation should be able to better capture the EFSI's impacts, as most projects will have been approved and signed by that time.

The evaluation focuses on the assessment of the relevance, effectiveness, efficiency, EU added value and coherence of the following:

1. Assessment of the functioning of EFSI. This assessment in particular includes:

- Whether the EFSI consists of a good use of resources of the EU budget, mobilises a sufficient level of private capital, and crowds-in private and public investment.
- Whether maintaining a scheme for supporting investment is useful from a macro-economic, point of view, in particular its contribution to employment and GDP growth.
- Evaluation of the use of the scoreboard referred to in the EFSI Regulation against the criteria of relevance and effectiveness. This in particular includes the consideration of the appropriateness of each pillar and their relative roles in the assessment.
- Whether the projects supported by the EFSI fulfil the additionality requirements as defined in the EFSI Regulation:
 - operations which address market failures or sub-optimal investment situations;

- operations which without EFSI could not have been carried out by the EIB, the EIF, or under existing Union financial instruments in the period in which the EU guarantee can be used, or could not have been carried out to the same extent;
 - projects supported by the EFSI shall typically have a higher risk profile than projects supported by normal operations. A risk corresponding to EIB special activities, as defined in Article 16 the EIB Statute is a strong indication of additionality.
2. **Assess the use of the EU Guarantee.** This in particular addresses the question whether the guarantee represents a good use of resources of the EU budget.
 3. **Assess the European Investment Advisory Hub (EIAH).** This includes an assessment of the EIAH's market uptake and complementarity with other existing advisory services.
 4. **Assess the European Investment Project Portal (EIPP).** This includes the assessment of EIPP's relevance, efficiency, effectiveness, coherence, and EU added value.

This Staff Working Document (SWD) and the independent evaluation have been prepared according to the Roadmap published on 21 December 2017². It draws on the final deliverables prepared by ICF Mostra (hereafter ICF) under contract with the European Commission. The report delivered by ICF answers the evaluation questions (see Annex 3) and contains recommendations addressed to the Commission. This SWD however, also draws on previous EFSI evaluations³ and other relevant studies.

² https://ec.europa.eu/info/law/better-regulation/initiatives/ares-2017-6318655_en

³ Evaluation of the functioning of the EFSI by the EIB, September 2016. Ad-hoc audit of the application of the Regulation 2015/1017 published on 14 November 2016 and prepared by EY.

2 BACKGROUND TO THE INTERVENTION

2.1 Description of the intervention and its objectives

In 2014, after more than six years since the onset of the global financial crisis, the pace of economic recovery in the EU was still slow. Low investment has been one of the main reasons for the weakness of the recovery, as noted in the Commission macroeconomic forecasts from that period⁴. Although there was considerable variation between Member States and sectors, EU investment activity in 2013 was 15 percent or some EUR 430 billion below the pre-crisis peak in real terms. In the hardest-hit Member States, the shortfall ranged from 25 to over 60 percent⁵. The weakness reflected low demand growth, low levels of capacity utilisation, heightened economic and policy uncertainty, and, in some countries, the bursting of construction/ housing bubbles, corporate deleveraging and financing constraints.

At that time, the subdued level of investment activity was jeopardising Europe's long-term growth potential. It led to an erosion of the existing productive capital stock and, worryingly, it meant that Europe was not making the productive investment in human and physical capital that is needed for future competitiveness, growth and employment. This trend undermined the ability of European firms to compete in the global economy and to provide rewarding jobs and a high standard of living.

Back in 2014, annual Gross Domestic Product (GDP) growth in the EU was anticipated to be relatively moderate at 1.3%, while growth in the euro area was expected to be 0.8%. Expected GDP growth, which was already relatively slow before the crisis because of low productivity gains, had fallen further due to low investment and high structural unemployment. It was imperative to find ways to break this vicious circle and turn it into a virtuous circle, where investment projects could contribute towards a stronger increase in employment and demand, as well as to a sustained increase in potential growth.

The IPE was announced in 2014 as a comprehensive investment support strategy that aimed to contribute to restoring EU competitiveness and help boost growth and investments in the European Union.

2.1.1 European Fund for Strategic Investments (EFSI)

The EFSI is an initiative implemented by the European Investment Bank ('EIB') and the European Investment Fund ('EIF'), together the EIB Group, with the aim to support investments as well as to increase access to finance for SMEs (up to 250 employees) and mid-cap companies (up to 3 000 employees)⁶. The EFSI comprises an EU Guarantee of EUR 26 billion (underpinned by provisioning of budgetary resources of EUR 9.1 billion) offered to the EIB Group from the EU budget, and a capital contribution of EUR 7.5 billion provided by the EIB. Overall, the EFSI targets to mobilise EUR 500 billion of additional investments by end-2020.

The objectives of the EFSI are reflected in two windows: the Infrastructure and Innovation Window ('IIW'), which is composed of the IIW Debt and the IIW Equity sub-windows, both implemented by the EIB, and the SME Window ('SMEW'), which is implemented by the EIF.

EFSI operations backed by the EU Guarantee are part of the EIB Group operations, are assessed according to EIB Group standard rules and procedures and are approved by the EIB Group governing bodies. An EFSI Investment Committee ('IC') composed of eight independent experts decides on the use of the EU Guarantee on projects proposed by the EIB under the IIW,

⁴ EC, Autumn 2014. European Economic Forecast:

http://ec.europa.eu/economy_finance/publications/european_economy/2014/pdf/ee7_en.pdf

⁵ Special Task Force (Member States, Commission, EIB) on Investment in the EU, Final Task Force Report, http://www.eib.org/attachments/efsi_special_task_force_report_on_investment_in_the_eu_en.pdf

⁶ Article 3 of the EFSI Regulation.

including those with National Promotional Banks ('NPBs') and National Promotional Institutions ('NPIs'), and the IC is also consulted on SMEW products.

2.1.2 The EU Guarantee

The EU Guarantee is an irrevocable, unconditional, and first demand guarantee to the EIB, which aims to increase the volume of higher risk projects that can be financed by the EIB Group or support otherwise additional projects. A significant part of the EIB and EIF operations under the IIW and the SMEW is covered by the EU Guarantee, while a part is carried out at the own risk of the EIB Group.

The EU maximum guarantee amounts to EUR 16 billion until 6 July 2018 and to EUR 26 billion thereafter. The allocation of the EU Guarantee between the two windows is the following: up to EUR 19.5 billion to the IIW and up to EUR 6.5 billion to the SMEW⁷. In addition, the EIB contributes its own resources of EUR 7.5 billion, resulting in the total EFSI guarantee/risk bearing capacity of EUR 33.5 billion.

Figure 2 - The EFSI: the EU Guarantee and the EIB risk bearing capacity



Source: Commission services

The EU Guarantee Fund

The EU Guarantee Fund ("the Guarantee Fund") established under Article 12 of the Regulation constitutes a liquidity cushion from which the EIB is to be paid in the event of a default of a supported EFSI operation, i.e. to honour a call on the EU Guarantee. The liquidity cushion is intended to provide an appropriate safety margin and to avoid exposing the Union budget to sudden guarantee calls, which would entail spending cuts or budget amendments. Therefore, it contributes to the transparency and predictability of the budgetary framework.

It is funded from payments from the EU general budget and revenues originating from EFSI-guaranteed operations. The Guarantee Fund has to be maintained at a certain percentage (the "target rate") of the total amount of the EU-guaranteed obligations. Under EFSI 1.0 the target rate was set at 50%. The target rate was adjusted under EFSI 2.0 and set at 35%.

An EFSI Account, managed by the EIB, has been established to collect the EU revenues resulting from EFSI-guaranteed operations and recovered amounts. To the extent of the available balance, it is also used for the payment of calls under the EU Guarantee.

⁷ Article 11 of the EFSI 2.0 Regulation

2.1.3 European Investment Advisory Hub

The EIAH is a joint Commission and EIB initiative that became operational in September 2015 and to which both institutions contribute financially⁸. The EIAH is established within the EIB, which is responsible for its daily management. The Commission is responsible to award annual grants (based on specific grant agreements) to the EIB, representing 75% of the EIAH's annual budget. The remaining share is provided by the EIB.

The EIAH aims at providing targeted support to public and private project promoters for the identification, preparation, development and implementation of investment projects across the EU. The EIAH services are meant to be complementary to those provided by other advisory programmes supported by the EU budget and they can be delivered by the EIB itself, by other public entities such as National Promotional Banks or International Financial Institutions (having entered into an agreement with the EIB) or by external service providers.

The EIAH has three main components:

- A single point of entry to a wide range of advisory and technical assistance programmes and initiatives;
- A cooperation platform to leverage, exchange, and disseminate expertise among the EIAH partner institutions and beyond; and
- An instrument to assess and address unmet needs by reinforcing or extending existing advisory services or creating new ones as demand arises.

Capacity building is also provided on a number of issues related to investment projects (i.e. tendering process, cost benefit analysis), access to finance, including using financial instruments based on EU funds. Moreover, the EIAH provides advice to support the potential establishment of investment platforms.

The EIAH operates in four delivery-oriented work streams:

- First work stream - requests coming from the website. Those requests are generally at an initial stage and need further development to receive more detailed technical assistance from the EIAH.
- Second work stream - requests coming via expert sources such as consultancies, NPBs, individual experts, the EIB and EC staff. These requests have undergone some form of "pre-screening" already and have thus a higher chance of being ready to receive more detailed technical assistance.
- Third work stream - development of local presence. The focus is on developing a network of local partners (e.g. NPBs/NPIs) that would ultimately be able to provide technical assistance on behalf of the EIAH in specific geographical/thematic sectors.
- Fourth stream - market development. This stream includes the preparation of targeted studies aimed at identifying the investment potential in priority sectors and the development of investment platforms.

2.1.4 European Investment Project Portal

The EIPP is an online platform⁹ of investment projects whose role is to increase visibility and promote EU-based projects to potential investors around the world.

⁸ The EU shall contribute 75% of the total EIAH Budget, up to a maximum of EUR 20 million annually (up to EUR 10 million in 2015) whereas the EIB shall contribute 25% of the total EIAH Budget up to a maximum amount of EUR 6.6 million per year (up to EUR 3.3 million in 2015).

⁹ <https://ec.europa.eu/eipp/>

The lack of transparency represented a barrier to investment in the EU, in particular following the 2008 financial crisis. According to the EFSI Regulation¹⁰, the main purpose of the EIPP is to ensure investment projects have more visibility to investors, ensuring enhanced transparency around EU investment opportunities.

The Commission thus designed and implemented the EIPP to build a bridge between project promoters and investors. Through the Portal, private and public project promoters can present their projects, hence boosting the visibility of existing EU investment opportunities and providing the investors with the possibility to contact directly the project promoters.

To facilitate this, projects are presented in a structured format that enables promoters to disclose as much project information as they deem necessary to attract the investors. The publication on the EIPP is free of charge and a project must fulfil a set of eligibility criteria¹¹ defined in the Commission Implementing Decision¹².

The EIPP is independent from EFSI financing and the EIAH advisory support or other EU and EIB financial and technical support initiatives and instruments. The publication of an investment project on the EIPP is not a pre-condition for receiving any EU/EIB financing or advisory support.

The Portal is available in all official languages of the EU. It provides useful features, such as a card view and a map view of projects, advanced search and filtering criteria, as well as the option for investors to register and subscribe for project updates and newsletters, making it easy for them to find projects according to their own preferences and interests. The EIPP is thus designed to support international investors specify and devise their own forward-looking pipelines of EU investment projects.

¹⁰ Article 15 of the EFSI Regulation

¹¹ Admission criteria according to the Commission Implementing Decision 2017/919; projects have to (i) have a total cost of at least EUR 1 million, (ii) fall under one of the pre-determined high economic-value-added, (iii) be expected to start within three years of their submission, (iv) be promoted by a public or private legal entity established in an EU Member State, and (v) be compatible with all applicable EU and national laws. Publication of a project can be denied on legal, reputational, or other grounds.

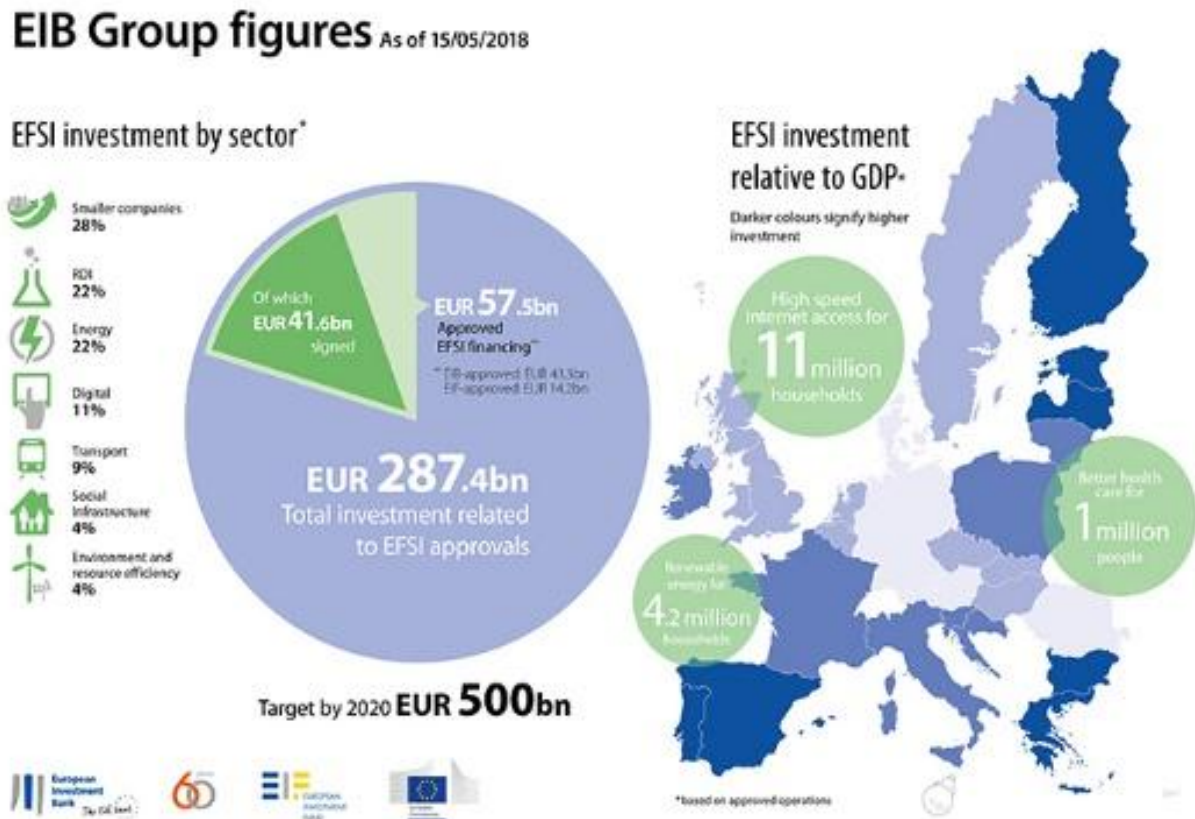
¹² Implementing Decision (EU) 2016/1942 of 4 November 2016, as amended by Commission Decision (EU) 2017/919 of 29 May 2017 repealing Implementing Decision (EU) 2015/1214

3 STATE OF PLAY

3.1 European Fund for Strategic Investments

Less than three years after its introduction, EFSI financing approved amounted to EUR 57.5 billion, representing a total investment mobilised of EUR 287.4 billion across both windows. It is estimated that EFSI investments supported around 3.6 million jobs.

Figure 3 - EFSI state of play as of 15 May 2018



Source: EIB

This relates to 396 approved operations under the IIW and 411 transactions under the SMEW. The latter will ease access to finance for an estimated number of around 635,000 SMEs and small mid-cap companies. The transactions approved (including multi-country operations) covered 28 EU Member States across all general objectives set out in the EFSI Regulation. Most of the estimated investment mobilised relates to smaller companies (28%), RDI (22%) and energy investments (22%).

As of 15 May 2018, EFSI support was expected to mobilise EUR 186.2 billion of investments to projects under the IIW and a further EUR 101.2 billion towards projects under the SMEW bringing the total investment mobilised to EUR 287.4 billion. EFSI operations signed by the end of December 2017 are expected to mobilise around EUR 134 billion of private sector investment, representing 64 per cent of the total EFSI investment mobilised. These investments helped bring high-speed internet access to about 11 million households, improved health care for 1 million people, as well as renewable energy for 4.2 million households.

As of 31 December 2017, France, Italy and Spain attracted 17.2, 16.6 and respectively 10.7 per cent of the total amount of signed financing. More generally, EU 15 Member States account for around four fifths of all EFSI financing. However, when compared to corresponding shares in

the total EU 28 GDP - EU 15 account for 93 per cent of the total EU 28 output¹³. In other words, the amount of EFSI financing broadly corresponds to the respective size of the Member States' economies.

Detailed discussion on the EFSI's state of play can be found in section 5.1, especially in parts on Relevance and Effectiveness.

3.2 The EU Guarantee

Table 1 below presents the changes of the EU Guarantee from EFSI's launch until May 2018.

At the end of 2017, the overall outstanding disbursed exposure covered by the EU Guarantee amounted to nearly EUR 10.1 billion, up from EUR 4.4 billion in 2016. The exposure of the EU budget to possible future payments under the EU Guarantee in terms of signed operations (disbursed and undisbursed) amounted to EUR 13.5 billion.

As of end-May 2018, there was one default of an EFSI supported operation and consequently one related call on the EU Guarantee. The EU Guarantee has also been called to cover funding costs that were paid out of existing revenues stemming from IIW operations.

Table 1 - The split of the EU Guarantee and its development over time

(in billion EUR)	EFSI 1.0	EFSI adjustment¹⁴	EFSI 2.0
IIW	13.5	13.0	19.5
SME	2.5	3.0	6.5
Total EU Guarantee	16.0	16.0	26.0
EIB risk bearing capacity	5.0	5.0	7.5
Total EFSI guarantee	21.0	21.0	33.5

Source: Commission services

3.3 European Investment Advisory Hub

The European Investment Advisory Hub was set up in September 2015. The Hub was in a ramp up phase throughout 2015 and 2016 when its capacity and the quality of the demand emerging from project promoters was not yet sufficient to provide for the full support mentioned in its mandate. However, since then, there has been an active management and a sustained effort to balance out the unused budget during the initial phase and the Hub is now operating at full speed.

As of end-May 2018, 770 requests were received by the EIAH. Out of these requests, 603 were related to projects (53% from private sector, 44% from public sector and 3% from other sources). Most of the requests were coming from transport (23%), energy (20%), environment and resource efficiency (15%) and SMEs (10%).

By type of requests, 6% were for proposed cooperation, 13% for general information, 21% for technical assistance, 24% requests for funding and 32% requests for both funding and technical assistance.

¹³ Based on the Eurostat data for the GDP at market prices as of 2016. Available at:

<http://ec.europa.eu/eurostat/web/national-accounts/data/main-tables>

¹⁴ In July 2016, following a high demand for SME products, the Steering Board decided to adjust the allocation of the EU Guarantee between the Innovation and Infrastructure Window (IIW) and the SME Window (SMEW) by increasing the limit for the SMEW up to the maximum amount of EUR 3 billion (EUR 500 million increase).

The requests are screened by a multi-disciplinary group involving experts from different departments of the EIB. As a result of the screening, 87 requests received or are receiving more detailed technical assistance. The countries with the highest number of requests allocated were Poland (7), Bulgaria (7), Greece (6), Italy (6), Belgium (5), Latvia (5), and Romania (4). Eleven of those specific assignments have been identified as potential EFSI operations.

A two-phase market gap analysis on the identification of market needs was carried out by PwC for the EIAH. The first phase conducted in 2016 focused on the general market gap analysis, while the second on the SME sector in 2017. The objective of the study was to assess the current situation concerning project advisory activities for investments and inform about the technical and functional capacity gaps at EU level.

The study under the first phase concluded that the lack of supply is not the dominant problem at EU level, and that other issues tend to be more dominant, i.e. availability, access, affordability and awareness. The second phase confirmed these results, in as much as the lack of supply is not the main issue slowing down the uptake of advisory services for SMEs. In both phases, the MS were classified according to their needs for advisory services in general and for SMEs in particular.

Co-operation with the EBRD

Under the current partnership signed by the EIB and the EBRD in 2017, the EBRD is providing under the EIAH's umbrella their well-established Advice for Small Businesses Support programme to SMEs in Bulgaria, Greece and Romania.

Co-operation with the National Promotional Banks and Institutions (NPBIs)

As of end-May 2018, the Hub signed Memoranda of Understanding (MoUs) with 23 NPBIs from 18 MS. The MoU types range from a mutual recognition, cooperation arrangements (level of engagement 1 and 2) to the delivery of technical assistance on the behalf of the EIAH by NPBs (level 3).

In order to support the delivery by NPBs of technical assistance on the behalf of the EIAH, a call for proposals was launched in December 2017 for the delivery of local investment advisory services by NPBs.

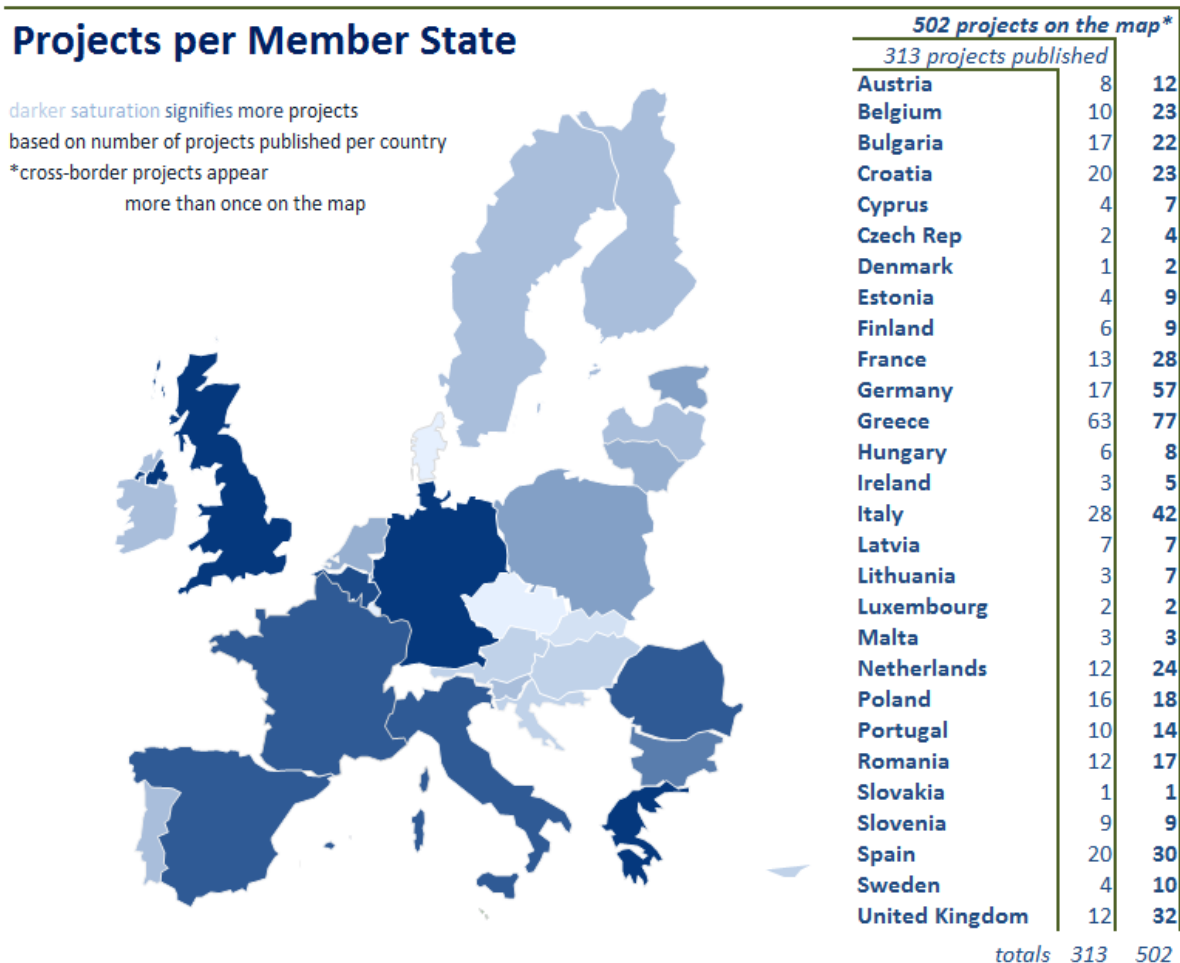
3.4 European Investment Project Portal

The European Investment Project Portal was launched in June 2016. The relative belated launch of the Portal compared to the other two IPE initiatives was mainly due to a lower than initially expected number of projects received for publication on the Portal. After a slow start-up however the Portal is now fully operational.

As of end May 2018, 691 projects had been submitted for publication of which 313 projects were published on the EIPP. Out of the 313 published projects, 90 are in the field of digital economy, 65 in energy, 89 in transport, 96 in social infrastructure, 54 in resource & environment and 30 in financing for SMEs and mid-caps.¹⁵ The total project cost of the projects published was EUR 69 billion.

¹⁵ Project promoters can choose up to two sectors. This is based on the first and second sector chosen by the promoters. The actual number of SME projects is however much higher as illustrated by their company size.

Figure 4 - Published projects per Member State as of end May 2018



Source: Commission services

The published projects cover all MS. However, some countries have published considerably more projects than others have. Greece is the country with the highest number of published projects, namely 63, followed by Italy with 28, Spain and Croatia with 20 each. Countries that have been affected more by the financial crisis seem to be among the most active ones on the EIPP.

Between June 2016 and May 2018 there have been more than 220,000 cumulative visits to the Portal. The weekly numbers varied between around 500 and 2000 visits. The Member States with the highest number of visits in 2018 were Greece with 9%, followed by Italy and Spain with 8% each as well as Belgium with 7%. This suggests that among the countries that visit the website more often are those that have more published projects.

Regarding the contacts between investors and project promoters, they amounted to more than 1,300 over the analysed period and almost 80% of the promoters were contacted by investors.

The profile of organisations having submitted the project is balanced in favour of private organisations. In total, 583 projects (84%) were received from private organisations and 108 from public project promoters.

The company size also varied, most of the organisation that indicated their status being SMEs (508, more than 90%), Mid-Caps (37) and a few large companies (17) based on all the projects submitted for publication.

4 METHODOLOGY

For the evaluation conducted by ICF, the evidence and the data were collected through several complementary sources including desk research, literature review, portfolio analysis, expert review of the EU Guarantee Fund, as well as interviews and six targeted surveys of main stakeholders. This was further complemented by an in depth review of a sample of EFSI, EIAH, and EIPP projects. Based on this and the triangulation of evidence, this evaluation can be considered reliable and valid.

The literature review focused on barriers and investment gaps related to sectors receiving the largest part of EFSI support (SMEs and mid-caps, Research & Development (R&D), energy & transport).

Box 1 - Examples of documentation/ data reviewed as part of the desk research

- Portfolio data on operations from both windows available on the EIB and EIF websites as well as provided directly by EIB/ EIF (i.e. Operational and Risk Reports, supplemented by additional data provided by EIB upon ICF request) with the cut-off point for 31 December 2017;
- Past assessment and evaluation of EFSI produced by, *inter alia*, the EIB, the European Court of Auditors and independent consultants;
- Recent EIB and EIF Operational Plans¹⁶;
- Unpublished/ internal documentation provided by the EIB/ EIF/ ECFIN i.e. relevant parts of the *EIB Credit Risk Policy Guideline*, PowerPoint presentations from the internal meetings, minutes from the IC meetings, EC-EIB communication framework on EFSI;
- Essential guidelines i.e. documentation on estimation of multipliers, *Key Performance Indicators/ Key Monitoring Indicators*;
- Documentation related to Rhomolo-EIB model developed by Joint Research Centre of the EC in Sevilla, including model specification and description of main assumptions;
- DG ECFIN internal documentation related to the estimation of the provisioning/target rate;
- EIAH bi-annual technical reports, MoUs signed between the EIAH and NPBs/NPIs, statistics on EIAH requests and their outcome, statistics on the EIPP website visitors and users, as well as projects uploaded, EIAH Framework Partnership Agreement, EIAH Annual Grant Agreements, financials of the EIAH and EIPP;
- Eurostat data on GDP and population to determine the take-up of the EFSI in relative terms at a national level;
- Analysis of investment gap using Eurostat data.

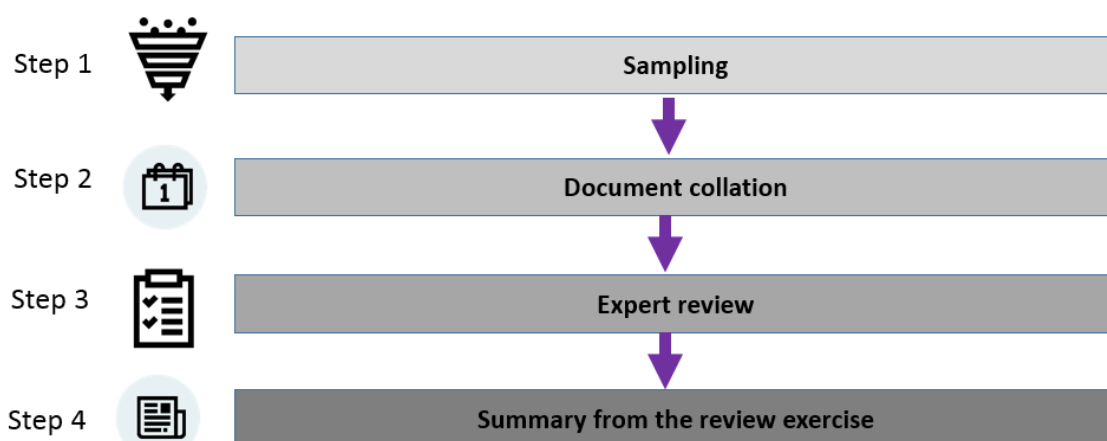
Source: ICF Evaluation report

Portfolio analysis focused on multipliers and investment targets, sectoral and geographical distributions, share of private investment mobilised as well as analysis of Key Performance and Monitoring Indicators. Comparison of risk rating at portfolio level focused on aggregate information for the whole IIW portfolio as well as risk rating for 60 individual signed operations.

In addition, a sample of 60 EFSI projects was reviewed in detail against the evaluation criteria and, in particular, to assess their additionality.

¹⁶ EIB, 2017. Operational Plans. Available at: <http://www.eib.org/infocentre/publications/all/operational-plan-2017-2019.htm> and EIF, 2016. Operational Plan 2017-2019. Available: http://www.eif.org/news_centre/publications/eif_cop_2017_2019.pdf

Figure 5 - Project review analysis



Source: ICF Evaluation report

The consultation activities included initial scoping interviews, semi-structured interviews with 71 key stakeholders and 5 targeted surveys.

Table 2 - Targeted surveys conducted and the response rate

Survey	Number of responses	Response rate [in %]
Survey of project promoters under IIW	90	45
Survey of financial intermediaries under IIW	20	26
Survey of National Promotional Banks	12	37
Survey of beneficiaries of EIAH assistance	20	17
Survey of project promoters from the EIPP	61	31

Source: ICF Evaluation report.

To support this evaluation, a 12-week internet-based general open public consultation (OPC) was conducted. It the subject focus of this OPC was the EU Support for Investment¹⁷. Although a specific OPC for the EFSI was not launched for this evaluation, the results of the above mentioned OPC were useful to complement the results of the targeted consultation. In particular it brought further insight from the wider society and stakeholders about the relevant policy area.

In addition, past evaluations also constituted an important source of information and evidence. This includes in particular:

- a Commission evaluation on the use of the EU Guarantee and the functioning of the EU Guarantee Fund¹⁸ accompanied by an opinion of the Court of Auditors¹⁹,
- an EIB evaluation on the functioning of the EFSI²⁰, and
- an independent external evaluation on the application of the EFSI Regulation²¹.

Main findings of these evaluations were summarised in the Commission Communication on the Investment Plan for Europe (COM (2016) 764)²².

¹⁷ This was a subpart of the OPC on Investment, research and innovation, SMEs and single market.

¹⁸ <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52016SC0297&from=EN>

¹⁹ http://www.eca.europa.eu/Lists/News/NEWS1611_11/OP16_02_EN.pdf

²⁰ <http://www.eib.org/infocentre/publications/all/evaluation-of-the-functioning-of-the-efsi.htm>

²¹ https://ec.europa.eu/commission/publications/independent-evaluation-investment-plan_en

²² <http://ec.europa.eu/transparency/regdoc/rep/1/2016/EN/COM-2016-764-F1-EN-MAIN.PDF>

The main challenges and limitations that affected the independent evaluation were the following:

- At this stage of implementation and given the long-term nature of investment projects, it is difficult to evaluate final outcomes and impacts to the real economy of these initiatives. This is particularly relevant for the EFSI where several years may elapse between project planning and final implementation, but also for the EIAH and the EIPP. The evaluation however assesses impacts to the extent possible and focuses on the likely expected results.
- Due to the negotiations on the amended EFSI Regulation that was adopted only in December 2017, the timing requirements for the delivery were clear only at a relatively late stage. The available time to conduct this evaluation was thus limited. Consequently, several tasks had to be started in parallel with narrowed scope to develop and test propositions. This presents some limits to the extensiveness of the underlying analysis but not to the robustness of its findings.
- Possible stakeholder fatigue – the contractor undertook the evaluation in parallel to the EFSI evaluation commissioned by the EIB as also required by the EFSI Regulation. In addition, the ECA has been performing an EFSI audit during the same period. Consequently, several stakeholders reported a “responded fatigue” during the data collection phase. There is a risk that this affected stakeholders’ willingness to respond to surveys and interviews and potentially in the quantity of provided feedback.
- Challenges in the assessment of ‘additionality’ – the contractors faced several conceptual and methodological challenges in testing additionality at project level. At a conceptual level, the evaluators identified different interpretations of the concept – one linked to market failures and a broader one linked to policy objectives. Market failure theory justifies public intervention only if it is geared towards fixing market failures and, as such, the ‘acid test’ for determining additionality with reference to market failure is whether the market could have financed the project in the absence of the intervention on reasonable terms and within the same timeframe as the intervention. On the other hand, the notion of sub-optimal investment with reference to policy objectives does not require the existence of a market failure as a pre-condition for demonstrating additionality.

In line with the previous evaluation of EFSI, the independent evaluation assessed additionality on the basis of the (narrower) market failure theory, following the results of the surveys targeting IIW project promoters, financial intermediaries (involved in IIW intermediated operations) and NPBs, which all posed similar questions. The results of these surveys should however, be treated with caution due to the inherent risk of response bias (i.e. the respondent’s tendency to potentially over-state or even under-state additionality to justify public intervention) and the uncertainties associated with hypothetical questions relating to possible counterfactual outcomes.

- The review of the sample of 60 projects that received financing under IIW has some limitations. While 60 operations out of a total of 279 represent 21.5% of the total portfolio, this is not a statistically fully representative sample. Due to timing, resources, logistical limitations, and availability of data, a sample reflecting the main characteristics of the IIW portfolio was used²³. Even if not fully representative, this review provided valuable additional evidence, particularly when considered in combination with other collected information.
- The survey of financial intermediaries under SMEW was not conducted. This was in light of the available data from earlier surveys/research and also because of survey fatigue. This was mitigated by:

²³ Note for instance that with the population size of 279, Confidence Level of 95% and Confidence Interval of 5, the minimum size of the sample that would allow to claim the representativeness of the findings is 162.

- *“analysis of the robustness of arguments about the ‘front-loading’ and ‘top-up’ of existing mandates as a main means of achieving the additionality under SMEW;*
- *interviews with financial intermediaries under SMEW;*
- *comparison of the characteristics (risk profile, target beneficiaries, geographic coverage) of the EFSI mandates and portfolios;*
- *analysis of the use of new risk-sharing positions since EFSI; and,*
- *analysis of the use of new collaborations since EFSI.”*²⁴
- The assessment of the EFSI’s impact of on the real economy has been mainly based on the available EIB/JRC modelling exercise (Rhomolo-EIB model). All modelling typically relies on assumptions and results have to be interpreted with care.

To mitigate for these limitations, the evaluation method, as further described in Annex 3, was combined with evidence from previous EFSI evaluations and other sources. Therefore, the reliability and validity of this evaluation can be regarded as strong.

²⁴ Source: ICF Evaluation report.

5 ANALYSIS AND ANSWERS TO THE EVALUATION QUESTIONS

5.1 European Fund for Strategic Investments

5.1.1 Relevance

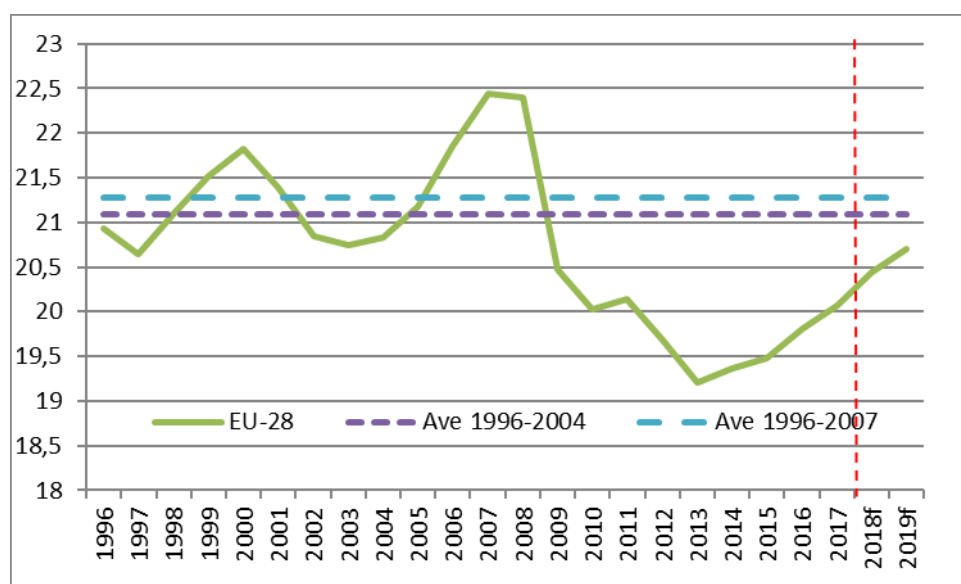
The assessment of the EFSI's relevance has been positive and concluded that the EFSI has been a relevant instrument to address investment gaps and market needs, as well as to respond to the needs of project promoters, financial intermediaries and private investors.

The extent to which the EFSI has addressed investment gaps and needs

The EFSI has been created as a demand driven instrument to address the substantial decline of the overall investment as a share of the EU GDP compared to the pre-crisis 1996-2007 level. The evaluation found the existence of substantial and unquestionable investment needs back in 2014 and early 2015.

In the aftermath of the financial crisis, the share of investment in the GDP had declined considerably below the pre-crisis 1996-2007 average for EU 28 Member States (see Figure 6). Investment levels have not yet recovered to their pre-crisis level and have remained well below historical trends.

Figure 6 - Investment as a % of GDP in EU28



Source: ECFIN calculations based on data from the AMECO database

The EIB 2014 and 2016 Competitiveness report²⁵ pointed to a continued decline in infrastructure investment, with both decreases of government and private investment since 2011. The update report published in 2016 estimated the total annual investment gap in energy (EUR 100 billion), R&D (EUR 130 billion), environment and resource efficiency (EUR 90 billion), ICT (EUR 60 billion), R&D (EUR 130 billion), and the transport sector (EUR 80 billion).

The evaluation concludes that volumes of investment mobilised under the EFSI are relevant and sufficient in scale to make a significant contribution to the investment needs identified at the commencement of the initiative.

To respond to the changing investment environment, EFSI 2.0 has already refocused its support by introducing some policy-oriented measures. In particular, a 40% target under the Infrastructure and Innovation Window to support projects that contribute to climate action.

²⁵ EIB, 2016. Restoring EU Competitiveness. Available at: http://www.eib.org/attachments/efs/restoring_eu_competitiveness_en.pdf

Moreover, additionality criteria have been enhanced to better target sub-optimal investment situations.

Evidence suggests that there is still a need for a demand-driven support like the EFSI. The Spring 2018 ECFIN economic forecast concludes²⁶:

- Public investment is expected to grow faster than GDP, though it still has to catch up a lot to reach its previous share of output.
- At the end of 2019, despite its improvements since 2012, potential output growth is estimated to remain below the rates recorded before the crisis. This is mainly because of a still subdued contribution from capital accumulation, despite the recent increase in the ratio between investment and potential output.
- Investment (gross fixed capital formation), which had frequently been identified as the weakest link in the post-crisis recovery, is showing signs of a broad-based pick-up (see table below).
- In 2018, investment growth is expected to pick up to 4.2% in both the euro area and the EU, before slowing in 2019 to 3.4% in the euro area and to 3.2% in the EU. The year 2018 is forecast to be the first year since 2007 in which investment increases in all EU Member States. The continued strength of investment implies strong growth contributions and increases in capital deepening which further support cyclical improvements in labour productivity.

While these forecasts show an improved macroeconomic picture, the investment levels have still not reached the historical average of 21.28% of GDP as observed between 1996 and 2007. This implies an investment gap of around 157 billion in 2017 (see Table 4). Even with the expected growth, investment is forecasted to still remain below the pre-crisis average (20.44% in 2018 and 20.71% in 2019 as opposed to 21.3%). Consequently, even 11 years after the start of the financial crisis, the investment will not have recovered to its pre-crisis levels.

Table 3 - Investment level forecasts

<i>(in EUR billion)</i> ²⁷	2017	2018 forecast	2019 forecast
EU GDP	15.327,16	15.935,75	16.544,88
Investment level	3.075,90	3.257,82	3.426,03
Investment gap compared to 1996-2004 investment level average (21.1%)	157,37	103,83	64,11
Investment gap compared to 1996-2007 investment level average (21.3%)	185,39	132,97	94,36
Investment level	20,07%	20,44%	20,71%

Source: AMECO (May 2018 data, current prices) and Commission services calculations

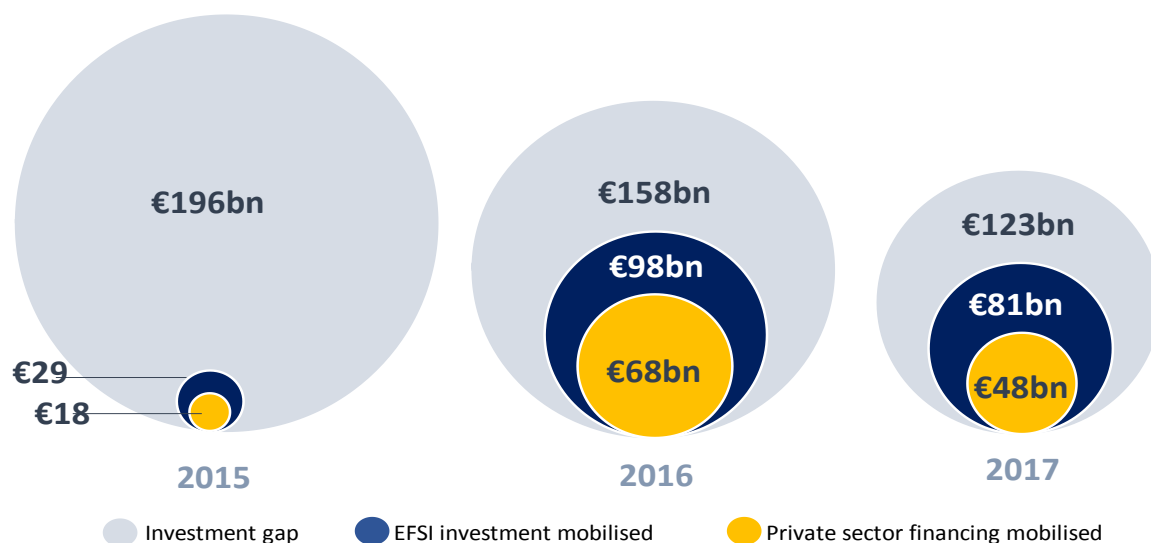
This Commission assessment is broadly in line with the estimates of the investment gap prepared by the independent evaluation (see Figure 7). Furthermore, the EIB has estimated a large investment gap (i.e. EUR 270 billion) in transport, energy and resource management infrastructure until 2020²⁸.

²⁶ https://ec.europa.eu/info/sites/info/files/economy-finance/ip077_en.pdf

²⁷ ECFIN calculation based on data from the AMECO database as of 23 May 2018. Gross fixed capital formation at current prices: total economy (UIGT) Unit: Mrd ECU/EUR- Standard aggregation. Gross domestic product at current prices (UVGD) Unit: Mrd ECU/EUR- Standard aggregation. http://ec.europa.eu/economy_finance/ameco/

²⁸ See EIB, 'Restoring EU competitiveness', 2016. The estimate, until 2020, include investments in modernising transportation and logistics, upgrading energy networks, increasing energy savings, renewables, improving resource management, including water and waste.

Figure 7 - Share of private finance mobilised in total EFSI investment mobilised and in the estimated annual EU investment gap²⁹



Source: ICF based on data sourced from year-end EFSI operational reports for 2015, 2016 and 2017. Investment gap calculated by ICF in relation to historical trends.

All these data sources lead to conclude that demand-driven EFSI investment support is thus still relevant in the current improved economic environment. Downsizing or discontinuing the support would risk derailing this current positive trend and would risk increasing again the investment gap.

It should be emphasized that the estimates do not include potential sub-optimal investment situations and investment needed to reach EU policy objectives like climate action, sustainability, R&D investment, social investments. An extensive analysis of expected future investment needs and gaps in these areas is included in the InvestEU Impact Assessment, where the Commission has estimated investment needs in several key policy areas over the 2020-2030 period.

Moreover, the independent evaluation also concluded that, while the conditions have improved, especially for access to finance by SMEs, there are still considerable investment gaps. In particular, the independent evaluation concluded that *“Although the overall picture has improved at a macro level, both in terms of the scale of the financing gap and financing conditions (especially for SMEs), there remain substantial and pressing investment needs. For example, infrastructure investment in 2016 was still 20 per cent below pre-crisis levels. And while SMEs, en masse, may have seen improvements in terms of available finance, available evidence suggests that access to finance remains problematic for a substantial share of the SME population, in particular in some countries, and for start-up and early stage growth innovative SMEs even in those Member States with the most developed financial markets. Ongoing EU investment support therefore remains relevant and necessary.”* This conclusion is also consistent with the preliminary results of the Commission’s Impact Assessment on the InvestEU.

To conclude, current evidence suggests that a market-based instrument like the EFSI is still relevant and needed in the coming years. The improvements adopted by EFSI 2.0 should already respond to the improving market environment (focus on climate action and strengthened additionality criteria). Furthermore, given the expected development of investment needs after 2020, the InvestEU Fund proposes a more policy-focused investment approach.

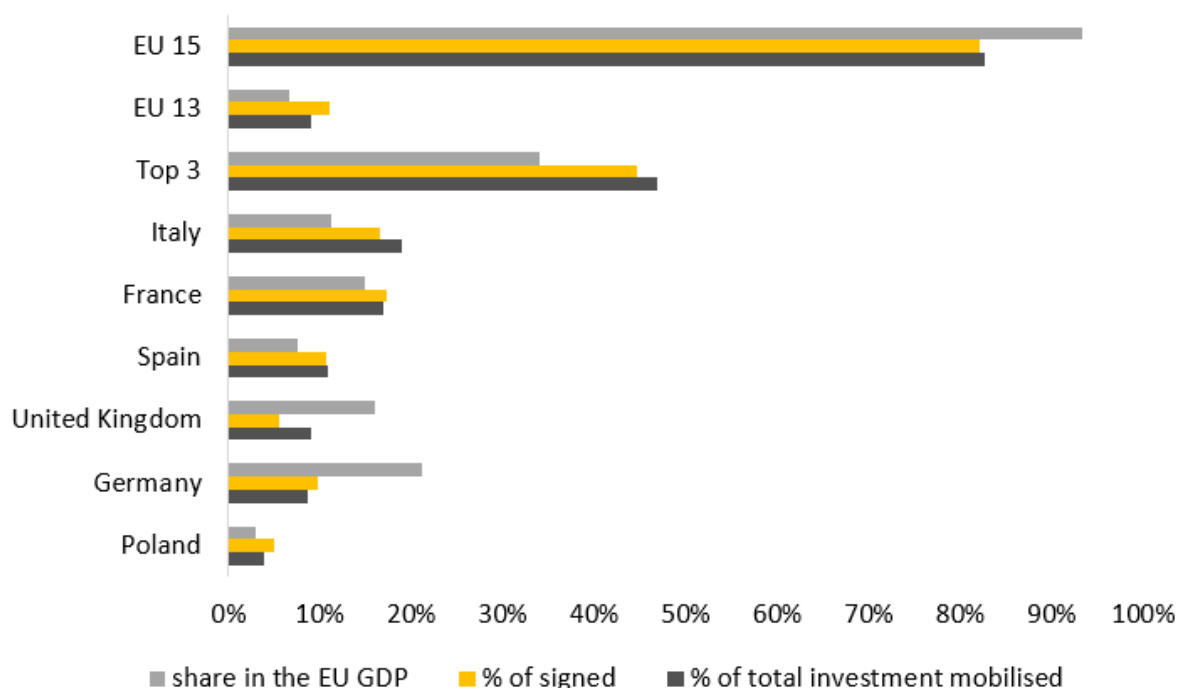
²⁹ The difference in the market gap calculation between the ICF and Commission estimates are due to differences in methodological approach (for more details see the ICF independent evaluation report).

Geographical and sectoral distribution

The EFSI has no specific sector or geographic allocation targets and investment is demand-driven. Nevertheless, the EFSI investment guidelines require that ‘*excessive sectoral and geographical concentration is avoided*’³⁰ and the EFSI Strategic Orientation sets indicative limits under IIW³¹.

The evaluation found that the EFSI has been relevant to address financing market needs and gaps across all EU Member States. The EU 15 Member States account for a big share of EFSI financing - around four fifths under both windows. The 2016 independent evaluation also found that: “[w]hile sector coverage is generally not seen as an issue by the stakeholders consulted, there is a serious concern on the geographical spread.”

Figure 8 - EFSI geographical distribution (both windows)



Source: ICF based on EIB 2017 EFSI Operational Report and Eurostat data

However, while in absolute terms the largest EU countries take the lion’s share and EU15 accounts for four fifths of the EFSI support, relative to each country’s share in the total EU output, the geographical distribution is much more balanced. In fact, the EU15 stands for 93 per cent of the total EU 28 GDP.

This and previous evaluations found that there are a number of factors behind the perceived lower uptake of the EFSI in some of the ‘New’ Member States (EU13):

- The EFSI is a demand driven instrument and its support distribution depends on market demand and absorption capacity in a given country;
- The geographical distribution closely reflects the actual size of the EU13 economies relative to overall EU 28 GDP;
- The size of typical EFSI projects may exceed the typical size of viable projects in smaller countries; and

³⁰ Annex II to the EFSI Regulation, Section 8.

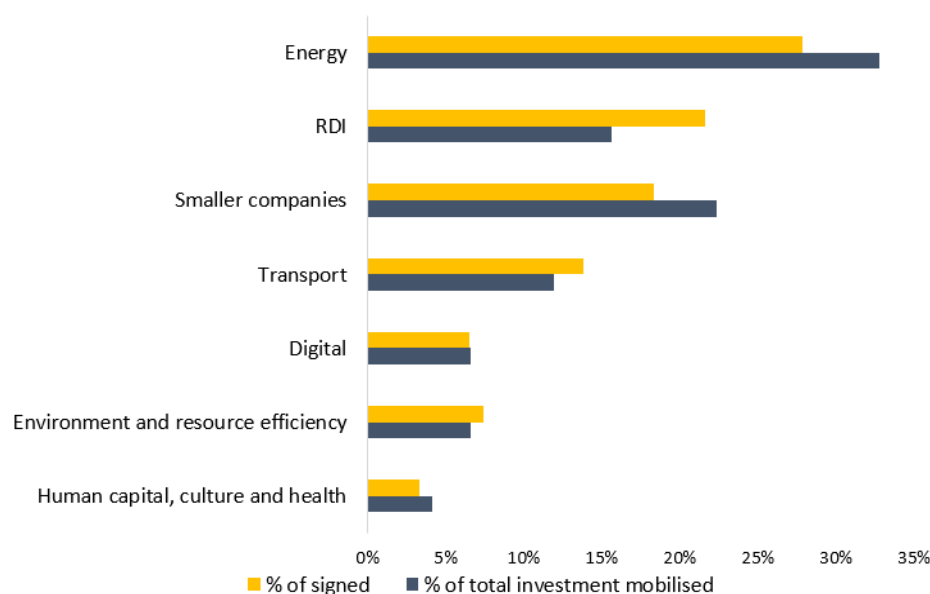
³¹ For the IIW portfolio: (i) investment should reach all 28 MS, (ii) the share of investment in any three Member States should not exceed 45 per cent of the EFSI portfolio, (iii) an indicative concentration limit of 30 per cent of the IIW portfolio for operations in any one sector.

For the SMEW portfolio: the EIF should aim at reaching all the EU Member States and achieve a satisfactory geographical diversification among them.

- The need of strong capacity building and technical assistance measures to facilitate the origination, preparation and implementation of projects, a point that has been also addressed in EFSI 2.0 through the refocusing of the Advisory Hub. Some Member States might have access to alternative financing, such as other EU programmes that may be perceived as more favourable (i.e. because of the availability of grants).

The EFSI support was able to address market needs and investment gaps in all main sectors. Overall, projects in the RDI sector³² received around one third of total financing signed under the EFSI, followed by the energy sector and support for smaller companies (see Figure 9 and Figure 10).

Figure 9 - Sectoral distribution of the EFSI support - IIW



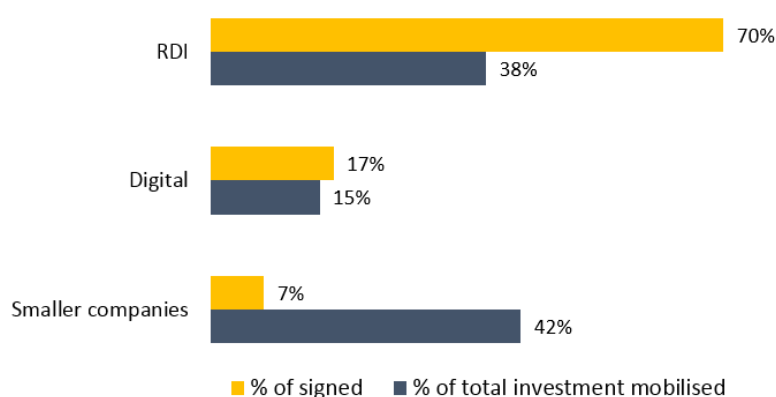
Source: ICF based on EIB EFSI 2017 Operational Report

Under the IIW, the energy sector received the biggest share of support, 33% in terms of signed operations (exceeding the indicative 30% sector concentration limit specified in the EFSI Strategic Orientation³³) and 28% in terms of investment mobilised (see Figure 9). This is a substantial improvement compared to mid-2016 when 46% of signed operations related to the energy sector. Under the SME window, the RDI sector received the highest share of support, 70% in terms of signed operations (to note that there are no indicative limits on EFSI SMEW support per sector) and 37% in terms of investment mobilised (see Figure 9).

³² Sectors defined as per Article 9 of the EFSI Regulation

³³ http://www.eib.org/attachments/strategies/efsi_steering_board_efsi_strategic_orientation_en.pdf

Figure 10 - SMEW sectoral distribution



Source: ICF based on EIB EFSI 2017 Operational Report

EFSI's response to the need of project promoters, financial intermediaries, and private investors

Overall, the evaluation found that EFSI responded well to the needs of various stakeholders. The changes brought about by EFSI in terms of the availability of new products and enhancement of existing ones have been assessed as very substantial.

The EIB introduced six new products under EFSI and further six have been enhanced (see Annex 4). Examples include:

- Corporate Hybrid Bonds, focused on low-risk utilities;
- Infrastructure Aggregation Platform;
- ABS Mezzanine, to support lower rated beneficiaries;
- Captive Funds and Investment Platforms which target NPBI's.

Furthermore, there has also been a substantial increase in the number of quasi-equity products under EFSI (see Table 4)

Table 4 - Increase in the number of approved equity type operations under EFSI IIW

Time	External multiplier	Number of equity operations	Number of equity operations with multiplier ≥ 15	Percentage of equity operations with a multiplier ≥ 15
End-2016	22.93	22	11	70%
End-2017	14	70	17	40%

Source: ICF based on EIB EFSI 2017 Operational Report

Since 2016, there have also been some new additions to the EIF's products' portfolio including: venture debt, uncapped guarantees for riskier (subordinated) loans to innovative SMEs and small mid-caps; uncapped guarantees for the EU Programme for Employment and Social Innovation (EaSI); as well as Investment Platforms³⁴.

³⁴ Three Investment Platforms under SMEW: (1) CDP EFSI Thematic IP for Italian SMEs; over EUR 0.6 billion of signed financing already, (2) NPI EFSI multi-country Investment Platform for SMEs securitisation – for EU 28 MS; signature is still pending, (3) ITAtech EFSI Thematic Investment Platform for Technology Transfer in Italy; 2 transactions side as of early 2018

In addition, the increased risk bearing capacity through the EFSI (EU) Guarantee enabled the EIB Group to reach new market areas, new client types and develop new ways of engaging with existing clients (see section 5.1.2 for further analysis).

Relevance of the Scoreboard

The scoreboard is a framework for presenting the results of the appraisal of operations under the EFSI IIW. The scoreboard (Figure 11) is comprised of four pillars, each of which deals with a particular criterion. The EFSI Regulation provides that *‘the scoreboard [...] shall be used by the Investment Committee with a view to ensuring an independent and transparent assessment of the possible use of the EU guarantee’*.

The evaluation found that the scoreboard constitutes a good framework for decision-making. The design of the scoreboard and the evaluation criteria were also found as appropriate.

Figure 11 - EFSI Scoreboard

Scoreboard of indicators				
	Pillar 1	Pillar 2	Pillar 3	Pillar 4
Pillar name	Contribution to EFSI policy objectives	Quality and soundness of the projects	Technical and financial contribution	Complementary indicators
Indicators	<i>Contribution to EFSI objectives</i> <i>Key policy objectives</i>	<i>Growth</i> <i>Promoter capabilities</i> <i>Sustainability</i> <i>Employment</i>	<i>Financial Contribution</i> <i>Financial Facilitation</i> <i>EIB Contribution and Advice</i>	<i>Project specific indicators</i> <i>Country-specific macroeconomic indicators</i> <i>Country-specific sector indicators</i>

Source: ICF, adapted from EIB (2016)

5.1.2 Effectiveness

Achievement of objectives and targets

The evaluation found that based on approved operations it is likely that the EFSI will come very close to the target of 315 EUR billion of investment mobilised by end-June 2018. Based on approved financing as of 31 December 2017, the EFSI mobilised EUR 256.3 billion of investment, which increased to EUR 287.4 by 15 May 2018.

Table 5 - EFSI 1.0 performance compared to initial expectations

		<i>Expectations at the launch of EFSI initiative</i>	<i>As of 31 Dec 2017</i>
Investment mobilised target	Signed	EUR 315 billion *	EUR 207.3 billion
	Approved		EUR 256.3 billion
Investment multiplier		1:15	1:13½
Job creation³⁵		From 1 million to 1.3 ³⁶ million new jobs	• 683,075 jobs expected to be created of which 114,593 permanent and 568,482 temporary jobs • 3,603,541 jobs supported • Rhomolo-EIB estimate: 690,000 new and induced jobs by 2020³⁷
Number of SMEs, small mid-caps and mid-caps supported under EFSI		n/a	549,500 expected to be supported of which 135,785 have already received financing

*Target date: mid-2018

Source: Commission services

As of end 2017, EFSI support thus mobilised investment amounting to 81% of the target of EUR 315 billion set for mid-2018 for approved operations. As of May 2018 and based on approved operations, the EFSI achieved 91.2% of its target of expected investment mobilised. In general, it is expected that by mid-2018 the investment to be mobilised based on approved operations will come very close to the initial target of EUR 315 billion.

Table 6 - EFSI support - state of play per window

<i>(in billion EUR)</i>	<i>31 December 2017</i>		<i>15 May 2018</i>	
	<i>Signed</i>	<i>Approved</i>	<i>Signed</i>	<i>Approved</i>
EFSI IIW – financing	27.4	39.3	29.2	43.3
EFSI IIW - investment mobilised	131.4	166.7	137.9	186.2
EFSI SMEW - financing	10.0	12	12.4	14.2
EFSI SMEW-investment mobilised	75.9	89.5	86.7	101.2
Total EFSI financing	37.4	51.3	41.6	57.5
Total EFSI investment mobilised	207.3	256.3	224.6	287.4

Source: EIB

In terms of signed operations, the investment mobilised amounted to EUR 207.3 billion at end 2017 and EUR 224 billion at 15 May 2018. The performance under SMEW has been stronger than under IIW compared to initial targets.

³⁵ Source: EIB EFSI 2017 Operational Report.

Temporary employment – jobs created to implement a given project i.e. construction phase of a project; it is measured in person years.

Permanent employment – jobs of long-term character that are anticipated to last beyond the project implementation phase; it is measured in FTE.

Jobs supported – jobs created as a result of multi-beneficiary intermediates loans, risk-sharing structures and funds and other than infrastructure and non-SMEs funds; direct jobs supported are measured based on the information provided by financial intermediaries at the inclusion. See also Table 9.

³⁶The Investment Plan for Europe: Questions and Answers, 20 July 2015-

http://europa.eu/rapid/press-release_MEMO-15-5419_en.htm

³⁷ Based on approved operations as of 31 Dec 2016.

In addition, the evaluation found that the level of multipliers is broadly in line with the initial expectation for the EFSI. As of 31 December 2017, the EFSI multiplier for both windows was 13.5. This is currently lower than expected but close to the anticipated multiplier of 15 (see table below as well as Table 5). It is important to acknowledge that there is a potential trade-off between reaching the investment target set by the Regulation and the need to select higher risk projects and ensure additionality. From the Commission perspective, ensuring added value, additionality and impact of the EFSI support should be prioritised compared to the volumes of investment mobilised.

Table 7 - EFSI multipliers at aggregate & window level by type of product

	Type	Multiplier
Aggregate	Hybrid Debt Type	15.2
	Equity Type	11.4
	Standard Debt Type	15.2
	Aggregate	13.5
IIW	Hybrid Debt Type	15.2
	Equity Type	13.9
	Debt Type	11.7
	Aggregate	12.7
SMEW	Equity	8.6
	Debt	26.6
	Aggregate	15.2

Source: EIB, 2017 Year-end Operational Report

Mobilisation of private capital and crowding-in of private investors

A key objective of the EFSI is to maximise where possible private sector investment. The evaluation found that at the end of December 2017, the EFSI support was expected to mobilise almost EUR 134 billion of private sector investment, which represents 64 per cent of the total EFSI investment mobilised. It is worth noting that equity instruments under the IIW have been particularly successful in attracting private capital – mobilising over 12 euros of private financing for every euro of EFSI financing.

The calculation methodology of investment mobilised is in line with the Financial Regulation³⁸ provisions and with the general practice used for centrally managed financial instruments. The independent evaluation however, recommended caution with interpreting these results as a strict causality effect could not be determined. It warned that the entire volume of private financing mobilised can not necessarily be attributed to the EFSI. A portion of this financing mobilised would have possibly been committed to projects by private investors anyway, even if most likely at different terms (different rate, maturity). A similar opinion was expressed by the ECA. The discussion on additionality in section 5.1.4.1 demonstrates that some project promoters had access to alternative sources. Their replies however suggest that this alternative financing may have been offered at less favourable terms (lower maturities, higher interest rates, less security requirements) and that the EFSI involvement had a significant signalling effect.

³⁸ For centrally managed financial instruments, article 223 Rules of Application Leverage effect (Article 140 of the Financial Regulation) states that “(...) the leverage effect of Union funds shall be equal to amount of finance to eligible final recipients divided by the amount of the Union contribution. (...)” This definition implies that all sources of finance flowing into a project are included in the calculation of the “amount of finance to eligible final recipients”.

The independent evaluation concludes that there is always a risk that market intervention can crowd out market investors and although there is some evidence under the IIW of a potential crowding out effect, further research would be needed to establish this with more certainty and to determine the nature and scale of any potential crowding out. While the survey, the interviews and the project reviews carried out by the external consultants pointed to the possibility that EFSI may have crowded out private sector investors in some cases, the emphasis put by respondents on signalling effect suggests that the EFSI involvement helped project promoters attract other private investors. In particular, 53% of those project promoters that claimed to have access to other sources of financing stated that the signalling effect is one of EFSI's main benefit. In addition, the respondents also stressed the longer maturity, lower interest rates, and lower or no security requirements (Figure 20) offered with the EFSI support. This suggests that some project promoters who might have had access to alternative financing still benefited from the EFSI support in terms of the signalling effect, longer maturities and lower interest rates.

Table 8 - EFSI financing signed and private finance / investment mobilised (end 2017)

(EUR bn)		EFSI financing signed	Private finance mobilised	Investment mobilised	Private sector share of investment mobilised	Private finance mobilised per euro of EFSI financing	Investment mobilised per euro of EFSI financing
IIW	Debt	24,133	42,296	81,678	52%	1.8	3.4
	Equity	3,279	39,851	49,719	80%	12.2	15.2
	Total	27,412	82,148	131,397	63%	3.0	4.8
SMEW	Debt	5,973	33,562	48,508	69%	5.6	8.1
	Equity	4,026	17,814	27,432	65%	4.4	6.8
	Total	9,998	51,375	75,940	68%	5.1	7.6
EFSI total	Debt	30,106	75,858	130,186	58%	2.5	4.3
	Equity	7,304	57,665	77,151	75%	7.9	10.6
	Total	37,411	133,523	207,337	64%	3.6	5.5

Source: ICF based on EIB EFSI 2017 Operational Report

Contribution of NPBI and Investment Platforms to the EFSI Objectives

The increased risk bearing capacity through the EFSI enabled the EIB and the EIF to reach new market areas, new client types and develop new ways of engaging with existing clients. There are indications that there is a need for financing of projects of a smaller size as opposed to large projects under the IIW. In particular, the 2016 independent evaluation concluded that: *“there are indications that there is a need for financing of projects of a smaller size as opposed to large projects under the IIW”*. The ICF independent evaluation found that the EFSI made significant progress, notably through equity-type products, both for new delivery models and collaboration with NPBI. In particular:

- More than 80 per cent of the clients benefitting from EFSI IIW are new EIB counterparts³⁹.
- 70-80 per cent of the deals under SMEW have been signed with new counterparts.
- Cooperation with NPBI has been strongly enhanced under the EFSI. The share of operations co-financed with NPBI was established as a key monitoring indicator for the EFSI and is included in the operational reporting required from the EIB Group. At the end of 2017, 141 operations signed under EFSI involved NPBI, amounting to EUR 7.4 billion of EFSI financing. NPBI have made an important contribution to the delivery of the EFSI policy objectives, as their local presence and knowledge has facilitated transaction origination and

³⁹ EFSI Stakeholders' consultation Summary report, 8 December 2017

enabled smaller deal sizes, which is one recognised means to benefit real economy and financed-constrained beneficiaries. Cooperation and coordination with NPBI is also an essential element of improving the EU added value of the EFSI and ensures complementarity by reducing overlaps between national schemes and EU level intervention.

- More widely, the new delivery models (e.g. investment platforms, risk sharing models) and collaborations have contributed to financing smaller projects and facilitating local outreach. However, this has led to only a limited contribution to geographical diversification of the EFSI portfolio.

The EIB has also developed new forms of cooperation – moved from partial to full delegation models for risk-sharing⁴⁰.

The EFSI has allowed some new instruments to be developed in collaboration with EU programmes and instruments. Examples include:

- The planned financial close of the CEF Broadband Fund which is a layered fund in which the first loss piece will be covered by the CEF equity instrument; the mezzanine tranche by the EFSI, and the more senior tranche by other investors (including NPBs, EIB own financing and private investors)⁴¹; and
- EFSI contribution to the Pan-European VC funds-of-funds (up to EUR 100 million), together with Horizon 2020's InnovFin Equity scheme (up to EUR 200 million) and COSME EFG (up to EUR 100 million)⁴².

⁴⁰ In risk-sharing operations, the EIB assumes the risk on underlying transactions to support the origination of an EFSI eligible new portfolio of loans. In partial delegation models, the EIB retains the right to approve/reject any addition to the portfolio. In full delegation models, the EIB delegates to the financial intermediary the selection of the loans based on pre-defined criteria.

⁴¹ Interview with CEF programme managers

⁴² 2017, Technopolis, Interim Evaluation of the COSME Programme, Annex A to the final report, EC, available at: <http://ec.europa.eu/DocsRoom/documents/28084>

Box 2 - Investment platforms under the EFSI

EFSI Investment platforms are co-investment arrangements structured with a view to catalysing investments in a set of projects (as opposed to individual projects). Investment platforms are a means to aggregate investment projects, reduce transaction and information costs and provide for more efficient risk allocation between various investors.

Investment platforms are particularly suited to addressing the difficulties encountered by smaller projects or less developed regions by:

- pooling smaller or local investment projects, which would by themselves be too small to benefit, and
- making bundled projects accessible to new investor groups, for example pension funds or institutional investors, that are less familiar with the EU market.

Investment platforms can be special purpose vehicles, managed accounts, contract-based co-financing or risk sharing arrangements or arrangements established by any other means by which entities channel a financial contribution in order to finance a number of investment projects.

As of December 2017, 35 investment platforms had been approved, and out of which three with EFSI support under the SMEW.

These platforms represent nearly EUR 4 billion of EFSI financing and more than EUR 29 billion of expected investments mobilised.

A majority of investment platforms to date have been set up for energy and environmental projects, smaller infrastructure projects, affordable and social housing, as well as financing of SMEs and innovative midcaps. They generally are single-country investment platforms with a thematic focus. The first platforms approved and signed were in Italy, France and Spain, but further diversification can be seen with examples in Finland, Greece, Poland, Germany and the Netherlands. A couple of examples, such as the CEF Broadband Fund, will cover the whole EU.

The majority of these investment platforms involve NPBI.

Source: ICF

EFSI's contribution to jobs and growth

At the end of 2017, signed EFSI operations stood at EUR 37.4 billion, which is expected to mobilise EUR 207 billion of investment. Actual disbursements stood at EUR 10.1 billion under IIW and EUR 10 billion under SMEW. Therefore, given the nature of investment projects, considerable amount of the envelope of IIW remains undisbursed. It is thus early to capture the full impact of the EFSI on employment and the economic growth.

The 2016 independent evaluation concluded that the *"contribution to growth and jobs is currently insufficiently measured and monitored, while these are key ultimate objectives for the longer term."* However, since then the ICF evaluation underlined considerable efforts by the European Commission and the EIB Group to estimate the potential impact on jobs and growths.

Direct jobs created or sustained is one of the six Key Monitoring Indicators against which the performance of the EFSI is regularly monitored by the Commission⁴³. As of end-2017, the EFSI created nearly 115,000 of permanent jobs and over 0.5 million of temporary ones and supported over 3.5 million of jobs.

Table 9 - Forecast number of direct jobs created

	Permanent employment	Temporary employment	Jobs supported
IIW	114,593	568,482	2,090,117
SMEW	:	:	1,513,424

Source: ICF based on EIB EFSI 2017 Operational Report

According to European Commission estimations at the outset of the Investment Plan, the Plan had the potential to add EUR 330 to EUR 410 billion to the EU's GDP and create 1 to 1.3 million

⁴³ EIB, 2015. Key Performance Indicators. Available at: http://www.eib.org/attachments/strategies/efsi_steering_board_kpi_kmi_methodology_en.pdf

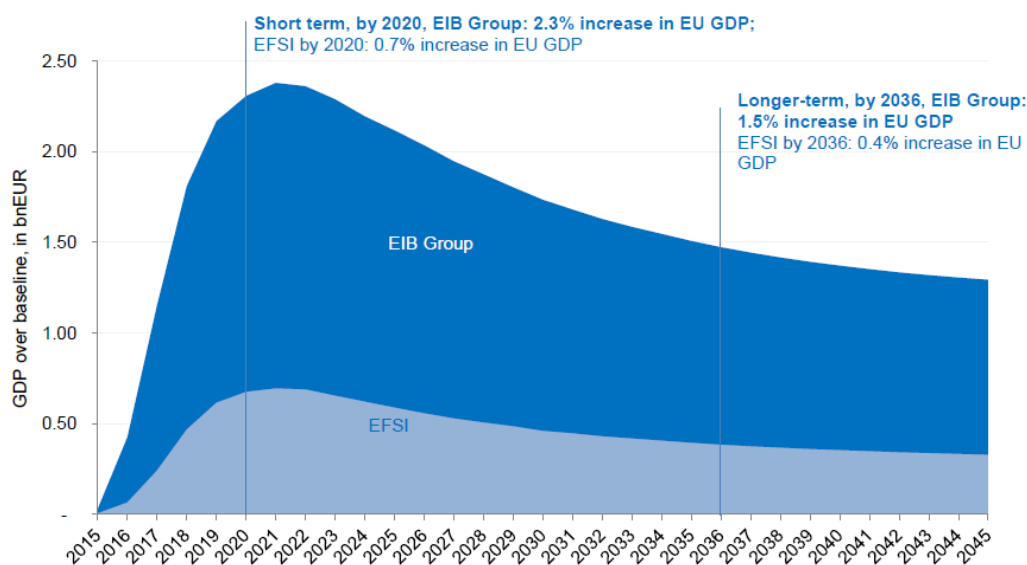
new jobs in the coming three years. These estimates were based on the expected impact of EFSI and the potential contribution of additional financial instruments under shared management, which are not within the scope of this evaluation. Therefore, we assume that EFSI was expected to contribute to the creation of 1 million jobs. After less than three years of implementation, and half a year before the end of the target period, the forecast number of new jobs created stands at 68% of the estimated impact. Therefore, it is likely that at the end of the target period, the initial expectations in terms of direct jobs created will not be fully met.

However, the EIB estimates include only direct jobs created. The reported numbers do not capture the indirect and induced effects of the EFSI on employment nor its impact on economic growth. To address these and to provide a plausible estimate, the Economic Department of the EIB, in collaboration with the Joint Research Centre (JRC) has undertaken a modelling exercise (using Rhomolo-EIB model).

The EIB reported, based on the Rhomolo-EIB model, that EFSI operations approved since inception up to 31 December 2016⁴⁴ mobilised EUR 161 billion of investment, and will have added 0.67 per cent to EU GDP and generate 690,000 new jobs by 2020, compared to the baseline scenario (see Figure 12).

While the Rhomolo EIB model captures also the induced effect on jobs, the current estimate of 690,000 new jobs by 2020 includes only operations signed by end-2016⁴⁵. In addition, the EFSI supported more than 3.5 million jobs. Overall, it is reasonable to expect that the total direct and induced jobs created by the EFSI operations to be approved by mid-2018 will come close to 1 million or slightly above.

Figure 12 - Impact of EFSI and the wider EIB Group on the EU GDP and employment



Source: EIB, 2018. Assessing the macroeconomic impact of the EIB Group, version from April 2018

The evaluation found some scope of improvement in particular in terms of the transparency behind key assumptions of the Rhomolo-EIB model. Nevertheless, it noted the usefulness of this challenging and complex exercise.

Effectiveness of the scoreboard

The 2016 independent evaluation recommended to “*better weigh the different assessment criteria in the scoreboard and to set minimum thresholds for each of the four criteria according to their importance*”.

⁴⁴ The EIB and JRC are currently in the process updating the calculations for all approvals up to 31st of December 2017. However, the results are expected to be available in early June and will be publicly available.

⁴⁵ Due to the time lag of reporting data, the end-2017 results are currently under preparation.

This evaluation found the scoreboard to be a relevant (see section 5.1.1) and an effective decision-making framework for the Investment Committee (IC). However, some stakeholders expressed a view that more clarity on how the EIB derives particular rankings is still needed⁴⁶.

EFSI 2.0 introduced a requirement for the Steering Board to establish a minimum score for each pillar in the scoreboard with a view to enhancing the assessment of projects. Moreover, the Steering Board may allow the IC to examine a project whose score is below the minimum score under certain conditions. The interviewed IC members sensed that the minimum threshold of 4 out of the total of 13 points for the 4th Pillar could have been higher in order to reduce the volume-driven incentives. However, there is also an argument that this relatively low threshold may present more opportunities for the IC to exercise its independent mandate.

The interviewed IC members also raised the point that currently the EIB project documentation does not include information on the actual effort made by a project promoter to identify alternative sources of financing and to the terms likely to be offered by alternative sources. It is to be noted however, that such information is not required by the EFSI Regulation neither concerning the eligibility nor the additionality criteria.

Past EFSI evaluations, including the ECA's Report on the Extension of EFSI⁴⁷, argued for more transparency, i.e. publication of the scoreboards for the EFSI operations after they are signed. Consequently the EFSI 2.0 envisages the publication of the scoreboard after the signature of the project as well as a publication of the rationale of the IC decisions (from March 2018 onwards).

5.1.3 Efficiency

EFSI governance

The EFSI governance includes a Steering Board, an Investment Committee (IC) and a Managing Director⁴⁸. The potential use of the EU guarantee is examined and evaluated by the Investment Committee. The latter is composed of a Managing Director and eight independent experts with experience in one or more key EFSI-related sectors.

For the IIW projects, the Investment Committee decides on the application of the EU guarantee on the basis on a four-pillar examination (the scoreboard). The EU guarantee to the SMEW products is decided by the EFSI Steering Board and the Managing Director after consultation of the Investment Committee.

This and the past EFSI evaluations found that that the current EFSI governance structure works well. However, the 2016 ECA report called for more transparency and some streamlining⁴⁹. In particular it noted that: *"[...]complex interrelations between the Commission and the EIB, and their respective appointees within the EFSI decision-making process, make it difficult to establish for accountability purposes who is ultimately responsible to the EU budgetary and legislative authorities for the performance and risk management of EFSI as well as to identify potential conflicts of interest between EFSI and non-EFSI roles and responsibilities."*

It was found that the IC is important for the legitimacy and credibility of EFSI's governance. Table 10 below summarises information from monthly IC meetings that took place between March 2016 and January 2018.

⁴⁶ Marginal/ acceptable/ good/ excellent in the case of 2nd Pillar, and low/ moderate/ significant/ high for the 3rd Pillar

⁴⁷ ECA, November 2016. EFSI, an early proposal to extend and expand.

⁴⁸ EIB, 2017. EFSI Governance. Available at: <http://www.eib.org/efsi/governance/index.htm>

⁴⁹ ECA, November 2016. EFSI, an early proposal to extend and expand.

Table 10 - Summary of monthly IC meetings, March 2016 – January 2018

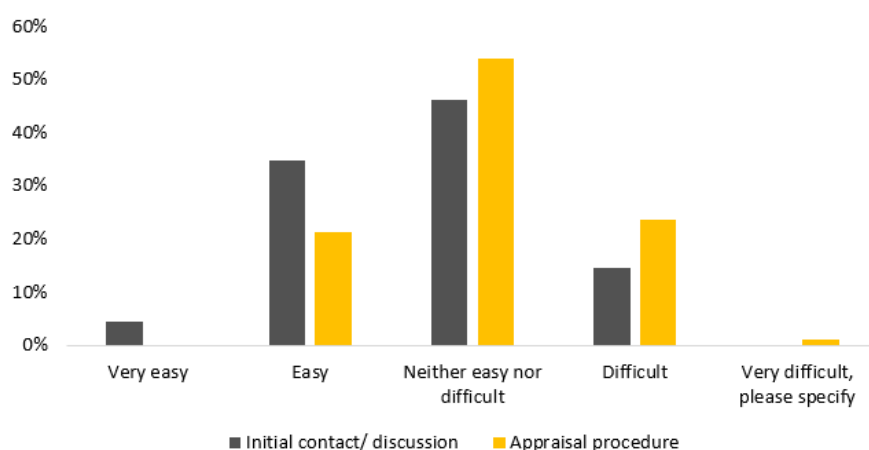
Total number of EFSI application assessed	Number of applications where IC decision was unanimous	Number of applications where IC decision was by majority	Number of applications with no information on the proportion of votes ⁵⁰	Number of applications rejected	Number of Conflict of Interests reported
294	129	20	143	4	13

Source: Copy of minutes provided by the EIB

Interviewed IC members pointed to the absence of feedback from the EIB on the status of projects that have been approved and are being implemented. This could be regarded as a potentially missed opportunity for the IC members to learn from their decisions. According to the EIB, the EFSI Secretariat gives IC members after each Board updated information on projects and provides regular reports on the EFSI implementation and on specific matters such as SMEs, funds, and programme loans. This points at important progresses made on information-sharing between EIB services and the IC.

Application and appraisal process

The surveys of project promoters found that only 15 per cent considered the application procedure difficult, that share increases to 24 per cent for the appraisal procedure.

Figure 13 - Project promoters under IIW on EFSI application and appraisal procedure

Source: Survey of IIW project promoters, N=89

Project promoters sometimes perceived the administrative requirements and paper work as excessive. The efficiency of the appraisal process is seen as dependent on the dedication and pragmatism of the EIB staff, which were often acknowledged as excellent.

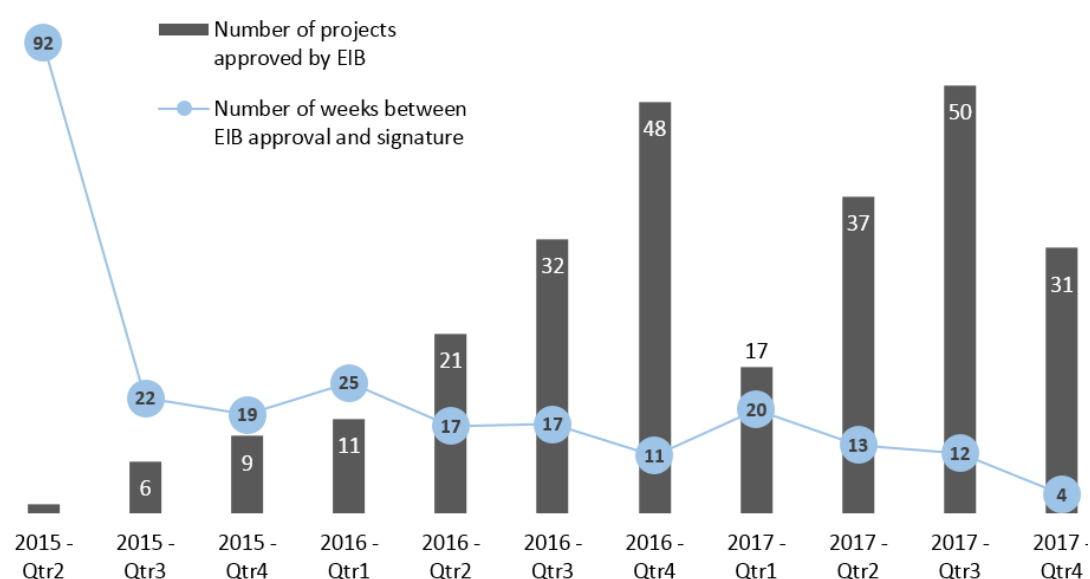
Figure 14 shows the improvement of the average time that elapses between the approval of the project and its signature for the current IIW portfolio⁵¹. The average time (in weeks) between approval and signature of a project has been falling over time, despite an increase in the volume of projects being submitted. This may be also a consequence of some efficiency gains following the inception of the EFSI (e.g. use of delegated approvals) and of the increase in the number of EIB staff.

For the SMEW, comparable data shows that deals implemented by the EIF indicate a very stable pattern. The average duration (in weeks) between the approval and signature of SMEW projects was 12.5, 13.5 and 11.5 weeks in 2015, 2016 and 2017 respectively.

⁵⁰ The minutes documents from the period between June 2016 and March 2017 do not provide the indication whether a given application was approved unanimously or by majority

⁵¹ Generally, EFSI operations under IIW are typically more complex than standard EIB operations. Certain projects may require additional time and resources, and the time elapsed between approval and signature is also a function of how efficient is a given project promoter who seeks financing.

Figure 14 - Evaluation of time elapsed between approvals and signature, IIW



Source: ICF based on the EIB data of 264 signed operations, as of 31st December 2017

5.1.4 Coherence

5.1.4.1 Coherence with other EU Programmes

The EY independent evaluation noted that “[s]takeholders indicated that there is competition with other EU funds such as certain financial instruments under CEF and H2020 or financial instruments and grants under ESIF.” It recommended to “[f]urther develop and facilitate complementarity and synergy, and avoid overlaps, with other financing sources”. Similar remarks were included in the 2016 EIB evaluation and by other studies⁵².

EFSI was created after several other EU financial instruments under the 2014-2020 MFF had already been in place. Figure 14 maps the main current financial instruments and the EFSI. Some initial overlaps have been resolved through prompt action by re-focusing existing instruments towards new market segments (e.g. projects outside the EU or new thematic products in the case of InnovFin’s EIB debt products) and/or developing a deal allocation policy formalising the preferential use of the EFSI (e.g. CEF DI, COSME EGF).

Under the IIW, observed overlaps between the EFSI and the financial instruments concern mainly InnovFin debt products and CEF debt instrument. This in turn led to some ‘cannibalising’ of these existing instruments by the EFSI.

⁵² CEPS 2017 study commissioned by the European Parliament: “With the ambition of securing the efficiency and effectiveness of present budgetary instruments, it becomes essential to avoid duplication of effort and foster synergies and complementarities between instruments.”

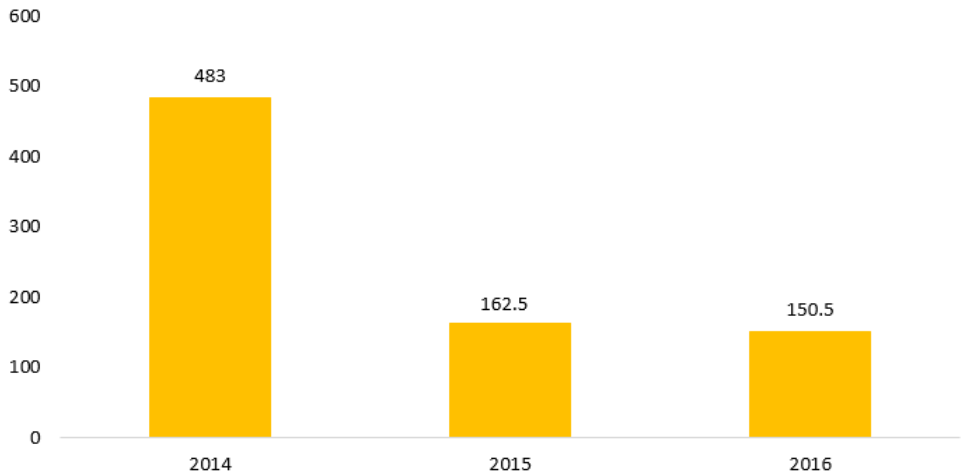
Figure 15 - EU programmes and portfolio of financial instruments



Source: ICF

The effect of these overlaps is illustrated in the declining trends of commitments made under EIB’s InnovFin (see Figure 16). In particular, the InnovFin Large Projects had very similar eligibility criteria to the EFSI IIW debt financing and the InnovFin Mid-Cap Guarantee had an equivalent product offering as the EFSI’s Risk Sharing.

Figure 16 - Annual commitments made under EIB’s InnovFin products



Source: ICF based on Art. 140.8 reports: EC (2017) Commission Staff Working Document SWD(2017), EC (2016) Commission Staff Working Document SWD(2016) 335 and EC (2015) Commission Staff Working Document SWD(2015) 206 final. **Note:** covers InnovFin Large Projects, InnovFin MidCap Growth Finance and InnovFin MidCap Guarantee

These issues have to some extent been addressed by refocusing InnovFin’s deployment in light of this new context. New InnovFin facilities were subsequently designed minimising the overlap with the EFSI. They targeted at research organisation, public entities, or target regions which are currently undeserved by InnovFin operations, in particular in Associated Countries and less innovative EU countries)⁵³.

There were also some identified overlaps with CEF financial instruments. The mid-term evaluation of CEF highlighted that most operations eligible under the CEF debt instrument (DI) are also eligible under the EFSI. Several important energy and transport projects initially

⁵³ 2017, EC, Interim Evaluation of the Horizon 2020, Staff Working Document, available at: [https://ec.europa.eu/research/evaluations/pdf/archive/h2020_evaluations/swd\(2017\)221-interim_evaluation-h2020.pdf#view=fit&pagemode=none](https://ec.europa.eu/research/evaluations/pdf/archive/h2020_evaluations/swd(2017)221-interim_evaluation-h2020.pdf#view=fit&pagemode=none)

envisaged to be supported by the CEF DI were eventually financed under the EFSI⁵⁴. This was later addressed through specific guidance by the CEF DI Steering Committee to set out a deal allocation policy⁵⁵. Moreover, the budget allocated to the CEF DI was significantly reduced compared to the initially programmed allocation.

Under the SMEW, the EFSI has been coherent with existing financial instruments. This is due to the fact that the EFSI has been used first to frontload and then top-up the existing financial instruments and has not created new ones. However, for future investment programmes to be designed under the next MFF, it is not desirable to have an EU instrument topping up another one as a default solution. This may lead to inefficiencies, limited transparency, and create confusion for final beneficiaries and financial intermediaries.

The EFSI allowed the financial instruments, especially COSME LGF and InnovFin SME Guarantee (SMEG), to overcome budget constraints and to be rolled out more quickly.

However, while this is not subject to this evaluation, several additional overlaps have been identified between centrally managed financial instruments themselves. For example, in the area of SME financing, the current MFF has at least 14 different instruments focusing on SMEs under internal, centrally managed EU financial instruments and the EFSI (see Annex 5).

In conclusion, initially the EFSI support and centrally managed financial instruments led to significant overlaps over a number of areas. Moreover, other evaluations found further overlaps between certain centrally managed financial instruments. During the current programming period, some of these overlaps have already been addressed through refocusing certain instruments and/or developing a deal allocation policy formalising the preferential use of the EFSI. For future programmes, the independent evaluation recommended to strengthen ex-ante assessments and ongoing analysis of market failures and needs at a sectoral level to avoid any overlaps between products and to minimise any potential crowding out effects.

Shared management (Decentralised) programmes

The European Structural and Investment Funds' (ESIF) financial instruments and the centrally managed financial instruments financed under the EFSI SMEW typically serve a similar purpose, increasing access to finance for SMEs. As a result, they may target similar beneficiaries. In this context, overlaps may occur between guarantee facilities under the ESIF financial instruments (FIs) and COSME LGF. The recent mid-term evaluation of COSME⁵⁶ highlighted competition issues between ESIF FIs and COSME LGF. As ESIF instruments involve MS resources and are often provided below market terms, they are seen as being associated with more burdensome and longer compliance procedures with the State Aid rules. The EFSI support does not constitute State Aid and EU centrally managed financial instruments are considered consistent with State Aid rules. Financial intermediaries might thus have a preference for EU level financial instruments (topped up with EFSI), with potential implications for the planned spending under ESIF. This problem has already been recognised but is still an area where design arrangements still need to be developed building on existing 2016 guidelines⁵⁷.

This evaluation has also identified the scope for increasing synergies between the ESIF and the EFSI via combination of support. The number of operations combining the EFSI with ESIF resources however remains relatively limited with 26 such operations being signed under the IIW

⁵⁴ Including Grand Contournement Ouest de Strasbourg (A355), A6 Wiesloch in transport and the Transgaz "BRUA" Gas Interconnection Project, Italian-France electricity interconnector in energy.

⁵⁵ Principles established in September 2015 and "Revised policy guidance regarding complementarity of the CEF DI with EFSI" in July 2017).

⁵⁶ 2017, Technopolis, Interim Evaluation of the COSME Programme, Annex A to the final report, EC, available at: <http://ec.europa.eu/DocsRoom/documents/28084>

⁵⁷ http://ec.europa.eu/regional_policy/en/funding/financial-instruments/

by end-2017. At the project level, combining ESIF grants⁵⁸ with the EFSI support should typically be intended for riskier revenue generating projects that present a funding gap and cannot secure ‘purely commercial’ financing terms. While combining different forms of EU support is possible under EU rules, there are still several obstacles to a more systematic combination when appropriate.

One difficulty for pursuing combinations of ESIF resources and the EFSI support is related to the fact that the EFSI was established when the other instruments and their legal frameworks were already in place, for example with differences as regards timing for investments and eligibility criteria, application procedures, and reporting requirements. As regards the combination of ESIF FIs and the EFSI, the new Omnibus Regulation should facilitate such combinations by introducing simplified rules. For the future programmes it is necessary to better exploit synergies between the centrally managed instruments and instruments under shared management as well as to ensure and further eliminate any undue obstacles for their combination.

5.1.4.2 Internal coherence of EFSI Regulation

The EFSI, the EIAH and the EIPP are independent initiatives with a similar aim to support investment levels in the EU, each in a different way.

The evaluation found that the EFSI, the EIAH and the EIPP are coherent in their distinct ways of supporting investment projects development and mobilisation of financing in the EU. Coherence between these activities has improved since their launch. However, there is scope for further improvement in order to fully exploit potential synergies.

First, complementarity between the EFSI and the EIAH was initially hindered by the demand-driven nature of the two activities whereby financial and advisory support was requested by different projects. EFSI 2.0 foresees however a closer link between the EIAH and the EFSI as the EIAH is explicitly requested to contribute to the sectorial and geographical diversification of the EFSI portfolio. As a result, the EIB loan officers are currently putting a particular emphasis on directing project promoters to the Hub when they perceive that advisory support is needed to improve and speed up the development of the project.

The complementarity between the EIPP and the EIAH is lacking mainly due to EIPP projects being too early in their development stage and not necessarily requiring advisory support. Moreover, there is scope to better exploit the cooperation between the EIPP and the EIB Group (and the financial intermediaries supported by them) in order to increase the number of viable investors looking at the EIPP projects.

5.1.5 EU Added value

This section analyses the evaluation results concerning the EU added value as well as the additionality criteria as defined by the EFSI Regulation. It also analyses ways to potentially improve the additionality criteria for future programmes.

5.1.5.1 EU Added Value

The sources and nature of the EU added value varies for different interventions. It may result from delivering legal and market certainty, coordination gains, economies of scale, multiplier effects, complementarities, demonstration and catalytic effects, contribution to cross-border activities, capacity building and European integration at different levels.

The Commission report on Examples of EU added value⁵⁹ recommends that the EU added value test is performed on the basis of the following three criteria:

⁵⁸ Combining ESIF financial instruments with the EFSI is also possible.

⁵⁹ Commission staff working documents (SEC(2011) 867 final and SWD(2015) 124 final)

- Effectiveness: where EU action is the only way to get results to create missing links, avoid fragmentation, and realise the potential of a border-free Europe;
- Efficiency: where the EU offers better value for money, because externalities can be addressed, resources or expertise can be pooled, an action can be better coordinated; and
- Synergy: where EU action is necessary to complement, stimulate, and leverage action to reduce disparities, raise standards, and create synergies.

Table 11 - Types of added value for the EFSI

Types of added value		Judgement
Financial (subsidiarity)		+ Increasing collaboration with NPBI + Mobilisation of investments - Some potential crowding out of private investors for large debt projects under the IIW or regional / national promotional structures under the SMEW (to be further investigated and addressed for the future programmes)
Policy added value		+ Shift in the debate from austerity to investment - Lacking some policy dimension given the market-driven nature of the instrument (e.g. sectoral policies, climate, territorial cohesion).
Cross border dimension		+ Contribution to development of internal market for venture capital + Pan-EU investment platforms - Only one cross-border project financed under IIW
Signalling effect		+ Strong European seal of approval
Demonstration effect, market development, critical mass		+ Increasing access to higher risk finance + Adaptation of product mix
Knowledge sharing, standard setting and harmonisation		+ Recognised role in diffusion of best practices + Increasing role with development of new collaborations

Source: Adopted based on ICF evaluation report

Financial added value (subsidiarity)

Under the IIW, and as also reported by the previous EFSI evaluation⁶⁰ and some external studies, there were some indications of potential crowding out effects, including of NPBI especially for larger projects in the debt segment. However, these do not present conclusive evidence about the existence and the extent of this potential crowding out.

The share of operations co-financed with NPBI, as of end-2017, amounts to 20 per cent by amount and 23 per cent in terms of number of operations. NPBI from both EU15 and EU13 are involved in this co-financing.

In this context, there were several calls for the EFSI to involve more systematically NPBI or take more subordinated positions in co-investments with NPBI (which will be possible only within the boundaries set by the EFSI's risk profile). Some stakeholders also proposed a complaint mechanism to address potential crowding out cases⁶¹.

⁶⁰ EY independent evaluation in 2016 expressed concerns about potential crowding out. Similar concerns were expressed also by S&P study of 2017 and Brugel (2016).

⁶¹ The EIB Group already has its complaints mechanism, but this is not EFSI-specific.

Under the SMEW, instruments are typically implemented through implementing partners and NPBI are frequently part of the financing chain. The general view from stakeholders is that EU level financial instruments add to national resources in key areas where Member States resources alone would not be capable of addressing financing gaps. Participating financial intermediaries generally highlight that the EU support is key for them to go ahead with their plans⁶².

Certain areas for improvements were however raised by the independent evaluation. One such idea was that in the case an NPBI is already running a similar programme (open to all financial players), the EU could focus on counter-guarantees of that scheme (instead of providing direct guarantees to some financial players). Certain EU level associations and COSME LGF intermediaries repeatedly report that acting otherwise could lead to a crowding out of the national promotional instruments and structures⁶³. Benefits of this approach are claimed to include: ensuring a higher leverage effect and lower risk volume for the EU, covering the whole market and creating higher additionality from the support provided (through working with NPBI which, because of their intrinsic promotional mission, perform better than private players when it comes to targeting those in need according to a recent ECA report⁶⁴).

Policy added value

One main source of EU added value for the EFSI was mobilisation of financing to address market failures and sub-optimal investment situations at macro and sectoral level (see sections 5.1.1 and 5.1.2). In relation to this, the EFSI also shifted debate from austerity to investment[support measures].

However, since the EFSI is a market-driven instrument, one issue that has been raised in this respect has been a lack of support of the EFSI funded projects for the EU's long-term climate goals⁶⁵. This is already addressed by EFSI 2.0 (Article 9) with a target of a minimum 40 per cent of the EFSI infrastructure and innovation projects to contribute to climate action in line with the Paris Agreement (set as a target). Under EFSI 2.0, investment guidelines also explicitly limit support to motorways in specific cases⁶⁶. In view of the improved economic situation, any future EU investment support schemes might need a better and more targeted policy focus.

Cross-border dimension

Only a very limited number of supported projects concerned cross-border investments involving one or more Member States. This is expected to further improve under EFSI 2.0 which adds in the definition of additionality (Article 5) that projects consisting of physical infrastructure, including e-infrastructure, linking two or more Member States or of the extension of such infrastructure or services linked to such infrastructure from one Member State to one or more Member States are strong indications of additionality. However, the EFSI has been successful in supporting funds and platforms that target projects in two or more Member States. While the

http://www.eif.org/news_centre/publications/Complaints_Mechanism_Policy.htm

⁶² 2017, EC, Interim Evaluation of the Horizon 2020, Staff Working Document, available at: [https://ec.europa.eu/research/evaluations/pdf/archive/h2020_evaluations/swd\(2017\)221-interim_evaluation-h2020.pdf#view=fit&pagemode=none](https://ec.europa.eu/research/evaluations/pdf/archive/h2020_evaluations/swd(2017)221-interim_evaluation-h2020.pdf#view=fit&pagemode=none)

⁶³ 2017, Technopolis, Interim Evaluation of the COSME Programme, Annex A to the final report, EC, available at: <http://ec.europa.eu/DocsRoom/documents/28084>

⁶⁴ Special Report 20/2017

⁶⁵ CAN Europe & all, 2016. The best laid plans: Why the Investment Plan for Europe does not drive the sustainable energy transition. Available at: <http://www.foeeurope.org/best-laid-plans-investment-europe-sustainable-transition-280916> and FT, 2017. EU president's scheme to stimulate investment needs adjustments before it expands. Available at: <https://www.ft.com/content/90712920-138b-11e7-b0c1-37e417ee6c76>

⁶⁶ Exceptions for EFSI support to motorways would be made “in cohesion countries, in less developed regions or in cross-border transport projects or if it is necessary to upgrade, maintain or improve road safety, develop intelligent transportation system (ITS) devices, guarantee the integrity and standards of existing motorways on the trans-European transport network, in particular safe parking areas, alternative clean fuels stations and electric charging systems, or contribute to the completion of the trans-European transport network by 2030.”

sub-projects supported under these funds are usually implemented only in one Member State, this supports the creation of a European market for investments in different sectors.

Another possibility for the EFSI to address the cross-border dimension is to further encourage the set-up of pan-EU investment platforms (as of April 2018, there are six examples of EFSI investment platforms with coverage of more than two EU MS, including the Connecting Europe Facility Broadband Fund and the Marguerite Fund II) and EFSI investment platforms involving collaboration among NPBI from different Member States (two cases so far).

In addition, the role of the EFSI in overcoming market fragmentation in areas such as venture capital investment is well recognised and is one of the added value of EU level equity instruments⁶⁷. For instance, the EFSI contributed to the Pan-European VC funds-of-funds (up to EUR 100 million), together with Horizon 2020's InnovFin Equity scheme (up to EUR 200 million) and COSME EFG (up to EUR 100 million)⁶⁸.

Signalling effect

EU level instruments implemented by the EIB and EIF are considered as a “stamp of approval” and thus help attract other investors. In total, 69% of the IIW project promoters (as well as interviewees) who responded to the ICF survey agreed that this signalling effect to other potential investors about the attractiveness of the project was a substantial or a very substantial comparative advantage. In addition, there was also evidence that the EFSI contributed to attracting new types of investors.

Demonstration effect, market development and critical mass

The EFSI also plays a role in demonstrating the viability or attractiveness of certain asset classes or sectors. For instance, InnovFin SMEG intermediaries recently confirm increasing loan volumes and new riskier market segments being covered⁶⁹.

In addition, via investment platforms, the EFSI can help pull in together smaller size projects that otherwise would have been too small for investors⁷⁰. Respondents to ICF's NPB survey confirmed that they saw the investment platforms as a flexible tool that allows funding sectors/beneficiaries that would otherwise not have access to similar levels or terms of financing. With the recent launch of new products including social incubators, payment-by-result schemes, the EFSI is also expected to raise the profile of the social and education sectors.

In the survey addressed to NPBs, several respondents – particularly NPBs from new Member States and crisis affected countries – claimed that the EFSI had made a significant contribution to increasing access to higher risk finance in their countries.

Knowledge sharing, capacity building, standard setting and harmonisation

The role in the dissemination of best practices and promotion of harmonisation and standards at industry level of the EIB, and especially of the EIF in relation to the venture capital and securitisation market, is widely recognized⁷¹. This aspect is also supported by new forms of collaboration with the NPBs.

⁶⁷ 2017, Technopolis, Interim Evaluation of the COSME Programme, Annex A to the final report, EC, available at: <http://ec.europa.eu/DocsRoom/documents/28084>

⁶⁸ 2017, Technopolis, Interim Evaluation of the COSME Programme, Annex A to the final report, EC, available at: <http://ec.europa.eu/DocsRoom/documents/28084>

⁶⁹ 2017, CSES, Interim evaluation of Horizon 2020's Financial Instruments, EC, available at : https://ec.europa.eu/research/evaluations/pdf/archive/other_reports_studies_and_documents/interim_evaluation_of_horizon_2020's_financial_instruments.pdf

⁷⁰ See for instance ICF study on feasibility of Investment Platforms in Education and Training from 2016 for DG EAC, European Commission.

⁷¹ 2017, Technopolis, Interim Evaluation of the COSME Programme, Annex A to the final report, EC, available at: <http://ec.europa.eu/DocsRoom/documents/28084>

5.1.5.2 Additionality

Article 5.1 of the EFSI 1.0 Regulation defines additionality as:

- Operations which address market failures or sub-optimal investment situations and which could not have been carried out in the period during which the EU Guarantee can be used, or not to the same extent, by the EIB, the EIF or under existing EU financial instruments without EFSI support.
- EFSI financing shall be considered to provide additionality to a project if they carry a risk corresponding to the EIB's "Special Activity" (i.e. loan grade of D- or below) and, where it is not special activity, the project has to demonstrate additionality otherwise.

The original definition of additionality focused on the capacity of EFSI to support the EIB in undertaking riskier activities compared to its own standards. Whether the observed increase in the EIB's EFSI Special Activities is a sufficient indication of additionality has been covered extensively by the previous EFSI evaluations. The independent evaluation of the EFSI concluded in 2016⁷² noted that notwithstanding the fact that all EFSI operations were EIB Special Activities, in some cases stakeholders perceived them not to provide for a higher risk compared to what the commercial market could offer. In particular, the evaluation concluded: "[w]hile the design of EFSI was and remains relevant, concerns are expressed regarding additionality [and] possible crowding[...]" In the same context, the EIB evaluation completed in 2016 pointed to the need for a clearer definition of additionality in relation to Special Activities in order to ensure higher consistency in project selection while mitigating potential reputational risks to the EFSI. Similarly, the 2016 independent evaluation as well as the ECA opinion on the EFSI stressed that the fulfilment of the additionality criterion should go beyond "ticking the box" of EIB Special Activities, and that the underlying assessment for additionality should be made more transparent.

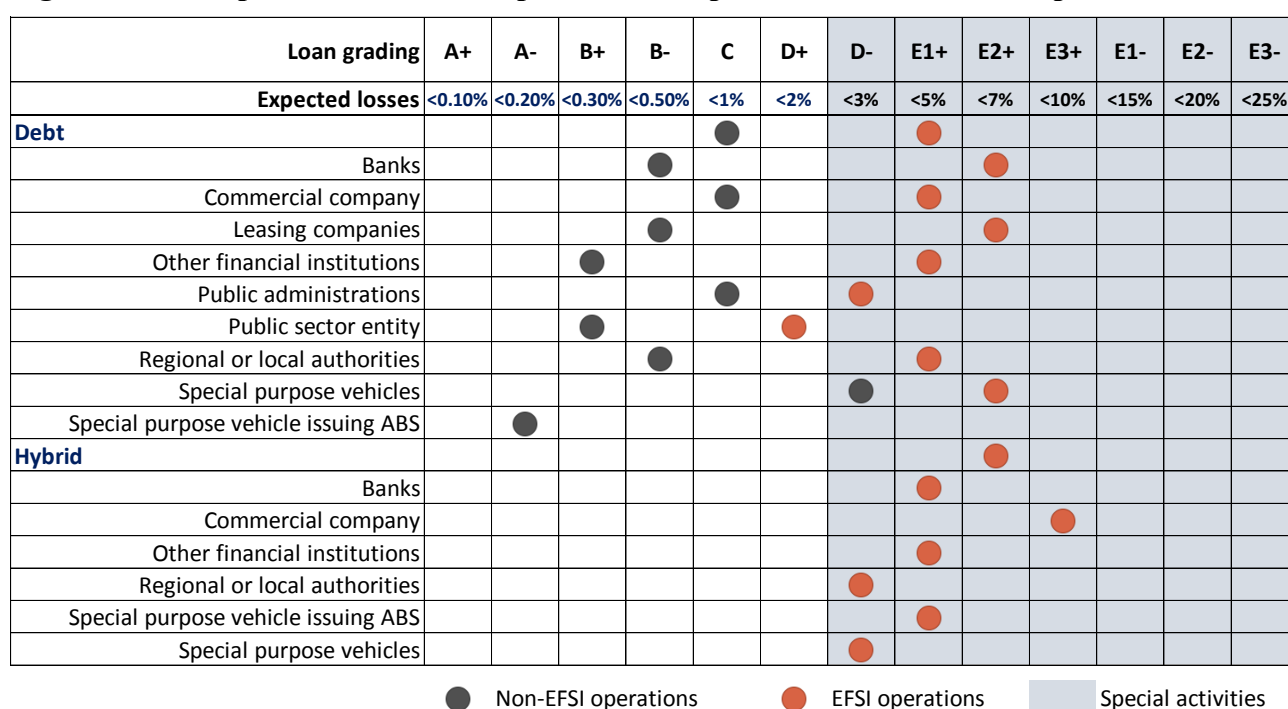
In response to the points identified above, the definition of additionality was enhanced in the EFSI 2.0 Regulation, to complement the original requirement considering whether the operations would have been carried out also in the absence of the EFSI by the EIB or EIF to the same extent. In this context, the risk corresponding to EIB Special Activities is no more a sufficient criterion to demonstrate additionality but it only provides a strong indication alongside other relevant criteria in the current context of low interest rates and ample liquidity, such as higher risk coverage including through subordination, exposure to specific risks (e.g. unproven technology and higher-risk counterparts) as well as investments in new cross-border infrastructures. Moreover, the EFSI 2.0 Regulation requires, as an eligibility criteria, that supported projects must address market failures or sub-optimal investment situations. Neither the initial EFSI Regulation nor its extension (EFSI 2.0) defines the concepts and the criteria related to "market failures" and "sub-optimal investment situation".

The independent evaluation focused on the additionality criteria provided by the EFSI 1.0 Regulation (which was the applicable Regulation during the period under evaluation) to which it added considerations relative to additionality that derive from the market failure theory.

Figure 17 shows that the loan grading of an EFSI operation ranges between D+ and E3+. The weighted-average grading of a standard EIB operation is C. This demonstrates that EFSI operations have a higher risk profile as compared to non-EFSI operations. As per data at December 2017, seven debt operations under the IIW (totalling EUR 850 million of EFSI financing signed) were not classified as Special Activities in line with the Regulation.

⁷² See Annex 6 for a detailed discussion of the finding of past EFSI evaluations.

Figure 17 - Risk profile of the EFSI operations compared to non-EFSI EIB operations



Source: ICF, based on data provided by the EIB. The above figure shows the weighted-average loan grading equivalent of the EFSI and non-EFSI operations by type of counterpart. Data as of 31 December 2017. There are no hybrid non-EFSI operations.

To supplement the evidence collected via surveys and interviews, the independent evaluation also conducted in-depth reviews of 60 IIW projects to review mainly the market failure rationale for these projects. In the judgement of ICF experts, the market failure rationale for EFSI investment was frequently (circa 60 per cent of all IC documentation reviewed) not well established in the project documentation presented to the Investment Committee. This was particularly the case for infrastructure and utility projects. In addition, for several SME and mid cap financing projects reviewed, the existence of market failure was assumed and an analysis of specific characteristics of businesses affected by market failures was absent. The experts expected to see more detailed information and evidence from the EIB on market failures affecting individual projects. Moreover, the independent evaluation considered that it would be helpful if the EIB could provide information on whether the project promoter had approached the market for financing and the outcome of their efforts. It would also be important to better document the efforts made by the EIB to maximise, where possible, the mobilisation of private capital.

The independent evaluation found that SME operations respected both of the main criteria for additionality:

- *Front-loading* – In 2014, there was unmet demand for SME financing as limited volumes were available under existing mandates (such as COSME and InnovFin guarantee products) due to the EU's annual budget allocations. With the EFSI, the EIF was able to front-load these mandates which enabled them to increase the annual budget for 2015 as well as the annual budgets for the years 2016 to 2020.
- *Top-up (doing more)* – It was initially planned that the EFSI (EU) guarantee would be reduced every year from annual budgetary appropriation under COSME and InnovFin. Due to high demand, the EFSI (EU) guarantee was not released and instead it was used to top-up the mandates.

Before the launch of the EFSI, the annual volume of financing available via COSME and InnovFin was around EUR 100 million and EUR 150 million respectively. Front-loading enabled the EIF to add EUR 500 million to COSME and EUR 750 million to InnovFin in 2015. Thus, the additional finance reached the real economy more quickly. Due to topping up, COSME was

increased from EUR 0.9 billion to EUR 1.45 billion whereas the InnovFin guarantee product was increased by EUR 880 million.

As the SMEW helped increase the volume of financing of existing EU financial instruments, other additionality aspects were assessed by relevant evaluations of these respective instruments.

5.1.5.3 Broader analysis of additionality

The independent evaluation and other sources⁷³ consistently found that the EFSI has respected the additionality criteria as defined in the EFSI Regulation. However, some stakeholders argue that these criteria are broad and that some projects supported under the EFSI may potentially have been able to secure private sources of financing without the EIB Group support under the EFSI. With the adoption of EFSI 2.0, the co-legislators already addressed some of these requests and strengthened the additionality criteria.

The independent evaluation thus also analysed the question of additionality from a broader perspective beyond the legal definition in the EFSI Regulation. It tested whether the EFSI is addressing market failures and sub-optimal investment situation and whether it could potentially be crowding out private investors (would the project go ahead without EFSI involvement under the same conditions and in the same timeframe).

The EFSI Regulation does not provide a definition of what constitutes a market failure or a sub-optimal investment situation. Detailed descriptions of these two concepts were included, for example, in a manual on the ex-ante methodology for financial instruments under shared management produced by the Commission and the EIB⁷⁴. According to the manual:

- Market failure refers to non-functioning aspects of the market, which result in an inefficient allocation of resources and entail the underproduction or overproduction of certain goods and services. The manual also describes the underlying causes of market failure.
- Sub-optimal investment situations represent a specific type of market failure. In essence, this term refers to situations where the existing investment activity is insufficient. According to the manual, sub-optimal investment situations must therefore, be directly linked to the evidence of an investment gap i.e. the difference between existing levels of investment and the level required to meet a policy objective (or set of policy objectives).

The broader definition of additionality considered by ICF and other stakeholders who addressed this issue assumes that an “additional project” would not have gone ahead to the same extent and within the same timeframe without EFSI support⁷⁵, i.e. would not have been able to secure funding from the EIB Group or other public or private investors.

This definition however presents some limitations and may be difficult to test given the potential lack of counterfactuals. Moreover, the fact that the EFSI is a demand-driven initiative adds to the complexity when assessing the additionality of the financing support provided. As a matter of fact, economically and technically viable projects, such as those targeted by the EFSI, could in principle secure funding from various sources, but sometimes at unfavourable terms and conditions (e.g. high interest rate, short duration, security). This may potentially hinder the deployment of the project itself or have a wider effect by limiting the interest of project promoters to further invest in areas presenting sub-optimal investment situations.

Infrastructure & Innovation Window (IIW)

⁷³ ICF evaluation, EY Ad-hoc audit of the application of the EFSI Regulation, Bruegel, ECA opinion No 2/2016.

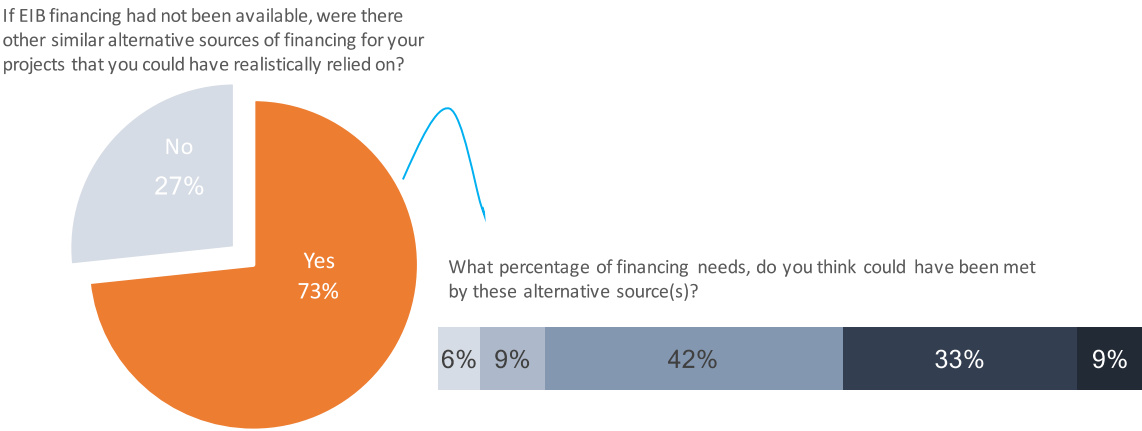
⁷⁴ EIB (2014) Ex-ante assessment methodology for financial instruments in the 2014-2020 programming period, General methodology covering all thematic objectives Volume I, Version 1.2 dated April 2014

⁷⁵ This is different from the EFSI Regulation definition that links additionality to availability of EIB Group financing: “could not have been carried out in the period during which the EU Guarantee can be used, or not to the same extent, by the EIB, the EIF or under existing Union financial instruments without EFSI support.”

Notwithstanding the above mentioned limitations, ICF tested such broader definition of additionality through desk research, IIW projects review, surveys, as well as interviews with project promoters.

Half of the IIW project promoter surveyed (45 out of 90) claim that their project would not have gone ahead to the same extent and within the same timeframe without EFSI financing. Of these 45 respondents, 33 (or 76 per cent) indicated that they could have accessed at least part of their financing needs from alternative sources. However, the vast majority (91 per cent) of these respondents indicated that these alternative sources could not have fully met their financing needs. Of this cohort, 44 per cent reported facing difficulties in obtaining finance, mostly in terms of the maturity of financing available from alternative sources not being suitable, or the volume of available financing being insufficient to meet their needs. Figure 18 shows the access to alternative financing for projects whose promoters claimed that without EFSI their project would not have gone ahead to the same extent and within the same timeframe.

Figure 18 - Access to alternative financing



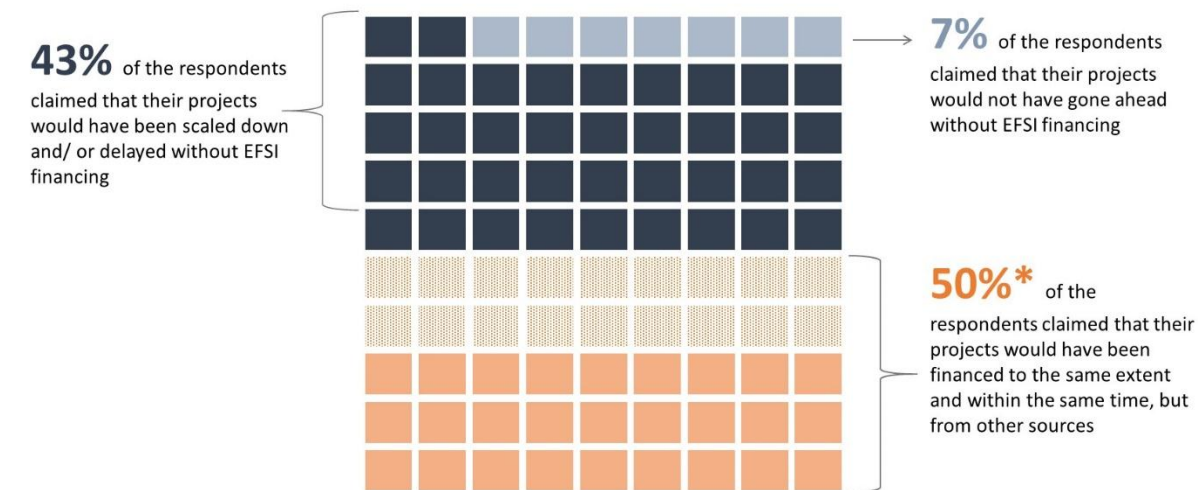
Source: ICF survey of IIW project promoters (N=45)

As regards the population of those claiming that they could have obtained financing at the same terms and conditions, 40% (19 out of 45) responded that they would have been able to obtain only partial financing from alternative sources. This raises the question as to how these projects could have gone ahead to the same extent and within the same timeframe without EFSI financing.

The independent evaluation points to the possibility that the survey results are affected by an element of response bias or that the question was not properly understood. Given the above, the external evaluators stress that the above findings need to be treated with caution.

These survey responses suggest that a significant portion of project promoters consider that they could have obtained financing at the same terms and condition and in the same timeframe without EFSI support. However, these results must be interpreted with caution. Figure 20 demonstrates that these same promoters claiming they could obtain financing elsewhere consider that the biggest comparative advantage of EFSI are signalling effect, longer maturities, and lower interest rates. This is contradictory to their previous replies claiming that they could have gotten financing elsewhere at the same terms and conditions. Careful interpretation of this data suggests that the proportion of project that could have received financing from other public or private sources in the same timeframe and under the same condition is probably lower.

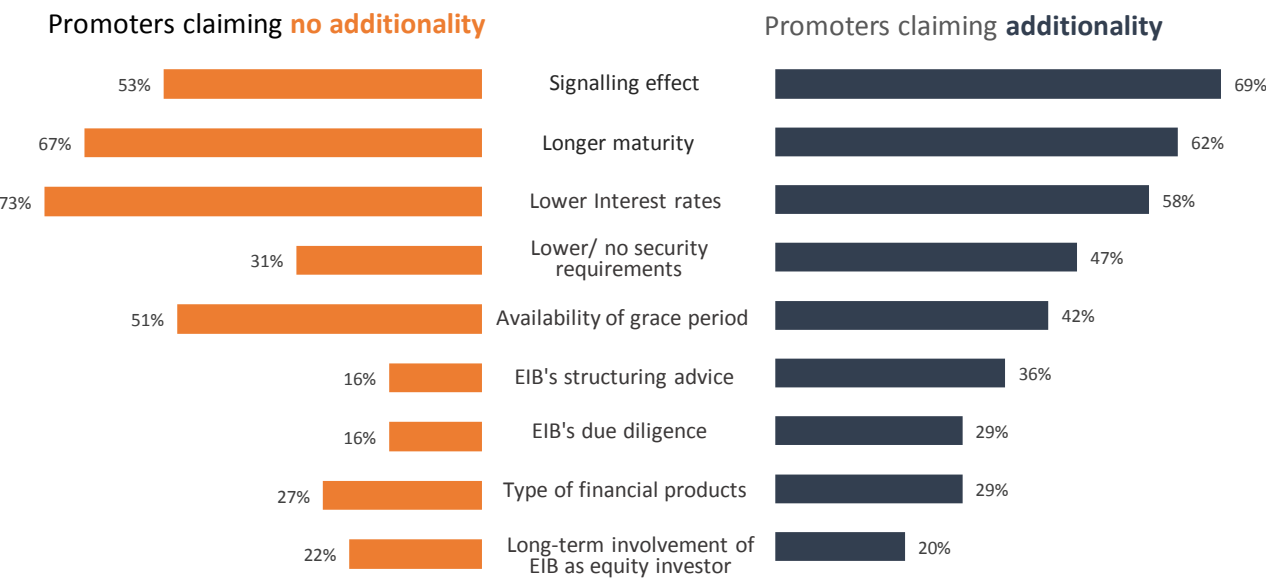
Figure 19 - Would the project have gone ahead to the same extent and timescale without EFSI



Source: ICF survey of IIW project promoters (n= 90)

Figure 20 analyses the responses of all survey respondents, including both those that claimed additionality (in the broader description considered by ICF) and those that claimed non-additionality in the sense that they could have obtained the same funding within the same timeframe and to the same extent without EFSI. The figure shows that signalling effect, lower interest rates and longer maturity are regarded as the most significant comparative advantages of EIB financing under EFSI.

Figure 20 - Comparative advantages of EIB financing under EFSI



Source: ICF survey of IIW project promoters (n= 90)

Similar questions were asked to the financial intermediaries benefitting from EFSI support under the IIW. Most of the financial intermediaries attached a high importance to the availability of EIB financing under EFSI in their decision to go ahead with their projects. For equity transactions, the participation of EIB contributed to accelerate fund raising by catalysing investment from other sources.

To supplement the evidence collected via surveys, the independent evaluation also conducted in-depth reviews of 60 IIW projects. In the judgement of ICF experts, the market failure rationale for EFSI investment in the project documentation submitted to the Investment Committee was incomplete or questionable in 22% of cases. In particular, more detailed information and

evidence from the EIB on market failures affecting individual projects would have been needed in those cases. However, it was recognised that the quality of information included in the project documentation has progressively increased since the launch of EFSI.

In addition, Investment Committee members interviewed in the context of independent evaluation indicated that the length of the tenor was frequently and, at times, unconvincingly provided as a justification for additionality by the EIB (it was argued by the EIB that there was additionality of EFSI financing, since the same tenor could not be obtained by the project promoter from alternative sources).

The above evidence has to be interpreted with caution due to potential biases in replies (respondents tend to overstate their capacity to raise funding, in particular after having secured such funding from the EIB), relatively low response rate and due to potential differences of understanding of different terms. However, the evidence suggests that additionality criteria under EFSI 1.0 could have been better defined. The reinforcement of the additionality criteria under EFSI 2.0 should have a positive effect. The Commission has started working on a more detailed system to analyse in a comprehensive manner the multi-faceted concept of additionality by considering further additionality criteria to enable a more informed (and documented) decision by the Investment Committee. However, the actual impact can only be measured in a subsequent evaluation or a targeted survey given that operations under EFSI 2.0 started only to be approved in 2018. The evidence also indicates a possibility that in certain cases the EFSI crowded-out some other investors. Due to its broad scope and limited timeframe of the evaluation, it was not possible to test this in more detail and determine the scale of the potential crowding out effect.

SME Window

Under EFSI 1.0 additionality was defined as the support to those operations which address market failures or sub-optimal investment situations and which could not have been carried out in the period during which the EU guarantee can be used, or not to the same extent, by the EIB, the EIF or under existing EU financial instruments without EFSI support. It is widely recognised that access to finance is more difficult for smaller companies than for larger ones for structural reasons (higher risk, lower survival rates for young and small companies, greater unit costs per transaction, limited collateral) which indicates the presence of a market failure. The identified market gaps for debt and equity financing are significantly larger than what EU instruments (also in combination with national or regional instruments) could address.

The SME Window support to lending to SMEs is designed in such a way that it increases the firepower of EU instruments supporting SMEs (loan guarantees under the COSME, InnovFin, EaSI and CCS instruments), and ii) makes their implementation faster. As a result, the additionality of the SME Window can be regarded as supporting a greater number of SMEs, with higher volumes of lending, and supporting them at a faster speed than the EU instruments could have done alone.

In addition, all underlying instruments (COSME, InnovFin, CCS and EaSI) have to respect specific additionality criteria as specified in their respective legal bases. The scope of this evaluation does not include an additionality test of these underlying instruments, but builds on the existing evaluations and audits that tackled this issue and on the interviews with financial intermediaries. They offer a mixed picture on additionality, with mid-term reviews of COSME and Horizon2020 being more positive in this respect. Overall, there are positive results from the underlying financial instruments, but better targeting of beneficiaries is needed.

The 2017 ECA special report on EU-funded loan guarantee instruments⁷⁶ recommended a better targeting of these instruments on viable businesses lacking access to finance and on more

76 ECA (2017) EU-funded loan guarantee instruments: positive results but better targeting of beneficiaries and coordination with national schemes needed. The report covered: InnovFin SME Guarantee Facility for research- and innovation-driven companies and the COSME Loan Guarantee Facility

innovative businesses. The ECA report states that in general loan guarantees delivered on what they were designed to do as they helped beneficiary SMEs grow more in terms of total assets, sales, employee numbers and productivity. The effects were higher for businesses that would potentially have struggled to obtain a loan without the guarantee. However, according to the ECA, a substantial share of beneficiaries was composed of businesses having access to commercial loans. ECA found that only 40 per cent of the loans were provided to businesses that would otherwise have struggled to obtain financing from a commercial lender. Under the InnovFin SME Guarantee (SMEG) facility, the ECA observed that only 35 per cent of the innovative businesses included in the sample would have struggled to obtain a commercial loan without the EU Guarantee (a finding partially questioned by the Commission).

These results may however not present the entire picture of the benefits to SMEs from the intervention through InnovFin and COSME guarantees. As mentioned by the European Commission in the same ECA report, the loan guarantee instruments have been designed to also support SMEs that do have access to financing, but on stricter conditions in terms of collateral required, maturities and/or interest rate. Without the guarantee, the projects would often not have been pursued by SMEs or not to the same extent, resulting in a sub-optimal investment situation. Therefore, the concept of additionality also needs to account for the improvements in the financing conditions achieved thanks to the EFSI support (i.e. lower interest rates than the ones available in the markets and reduced collateral obligations). Also, an increase in the risk appetite of financial intermediaries is an important effect. It helps alleviate information asymmetries between the lender and the borrower that lead innovative businesses not to obtain financing they need.

In this context, a recent evaluation of Horizon 2020 financial instruments⁷⁷ provides a positive assessment of additionality of its SMEG facility. It reports that InnovFin SMEG provides additionality of:

- Scale - with intermediaries under the SMEG increasing loan volumes; and,
- Scope - new risky market segments are being covered thanks to the SMEG facility.

The evaluation concludes that *“Notwithstanding concerns among some banks, the fact that there has been such a high take-up of the SMEG indicates that it is proving to be a very successful intervention in helping banks to provide finance to riskier businesses. From a business perspective, there is strong evidence that this product largely benefits firms that would otherwise not have received the debt finance they require to innovate, or only on a much smaller scale and on less favourable conditions. For example, the guarantees free up assets that would otherwise have to be used to provide collateral to receive a bank loan.”*

The results of an online survey of beneficiaries of COSME’s Loan Guarantee Facility (LGF), undertaken in the context of the interim evaluation of the COSME programme⁷⁸ show further evidence of additionality. It found that only 37% of the 289 respondents indicated that they had access to other (than COSME supported) sources of finance that would cover all or part of their required amount. In total, 39% of the respondents indicated that COSME-supported financing was the only option available to them, while, 24% of respondents indicated that, even though they did have other options available, they preferred the option that included the EU-COSME guarantee, as the available options would not have covered the full required amount.

As regards equity financing, the SME window improves access to finance by (i) investing in expansion stage funds and catalysing other private investment, thereby increasing the overall amounts of finance for this target group and (ii) in case of funds focusing on early stage investments, the SME window catalysed the creation of a structured investment facility which

77 CSES (2017) Interim Evaluation of Horizon 2020's Financial Instruments

78 Technopolis (2017) Interim Evaluation of the COSME Programme, Annex A to the Final report: Access to Finance thematic area report

brings together resources from InnovFin, EIF own resources and EFSI support, and allows more than doubling the volume of investment into early stage funds, compared to what InnovFin could have achieved alone. The additionality is therefore demonstrated by larger intervention volumes and the ability to support more SMEs than EU instruments alone.

Moreover, the results of the interviews conducted by the independent evaluation point to additionality. The findings indicate that the EFSI has allowed financial intermediaries under the SME Window (banks, guarantors, equity funds) to either:

- Expand their current offer i.e. scaling up the level of finance to SMEs in any given sector;
- Target riskier segments of the SME/ mid-cap sector; or
- Offer finance on better terms e.g. reduced collateral requirements, better rates.

Also, in case of equity funds, the EFSI support was claimed critical to secure the first close of the fund, helped attract new investors and/or reach the target fund structure.

5.2 The EU Guarantee

5.2.1 Relevance

The EU Guarantee, by providing higher risk bearing capacity to the EIB and the EIF, allows for additional financing for use under the IIW and SMEW. According to the independent evaluation, this is captured by the internal multiplier comparing the amount of EU Guarantee and the additional EIB riskier financing, and the new volume of investment to be undertaken reflected in the external (mobilisation) multipliers, and the risk associated with the investment. According to the independent evaluation, the analysis of multipliers confirms this relevance.

The relevance of the EU Guarantee was further enhanced by the change in 2016 of the initial allocation between windows and the shift of EUR 500 million from the IIW to the SMEW, shift which was done based on the observed market absorption.

5.2.2 Effectiveness

The independent evaluation assessed the adequacy of the size of the EU Guarantee and the provisioning rate. The evaluation concludes that overall the approach to modelling the EFSI target rate appears to be adequate and in line with industry standards. It also appears that all model inputs have been chosen in a conservative manner.

At the same time, the evaluation indicates that certain aspects of the modelling approach have a significant sensitivity to some of the model inputs (e.g. correlation). It is therefore important to continue applying a conservative approach on defining the assumptions and choices of risk parameters and to monitor closely the evolution of the risk profile of the EFSI portfolio.

5.2.3 Efficiency

The independent evaluation indicates that the level of the EU Guarantee and the EIB contribution was appropriately sized for the period 2015-2018 as it allowed the EIB Group to mobilise a level of investment in line with expectations (EUR 315 billion by July 2018). This was also supported by the EC and the EIB decision to reallocate EUR 500 million from IIW to the SMEW given the strong demand for financing under the SMEW.

The proposal made by the Commission in 2016 and approved by the co-legislators to adjust the EFSI provisioning rate from 50% to 35% resulted in a more efficient use of the EU budget. Moreover, a large part of the additional funds required to provision the Guarantee Fund as a result of the increase of the EU Guarantee from 16 billion to EUR 26 billion, will originate from

EFSI revenues and reflows from other financial instruments, hence limiting the impact on other parts of the EU budget.

5.2.4 Coherence

Coherence is evaluated for the EFSI as a whole (see section 5.1.4).

5.2.5 EU Added Value

The value added of the EU Guarantee is inter alia demonstrated by its effectiveness in increasing the risk bearing capacity of the EIB. The following graph shows that an almost five-fold increase in the EIB Special Activities that took place between 2014 and 2017 (from EUR 3.2 billion in 2014 to EUR 15.2 billion in 2017). In relative terms, the share of Special Activities increased from 5 per cent to 25 per cent of the EIB's total lending activities in the EU over the same period.

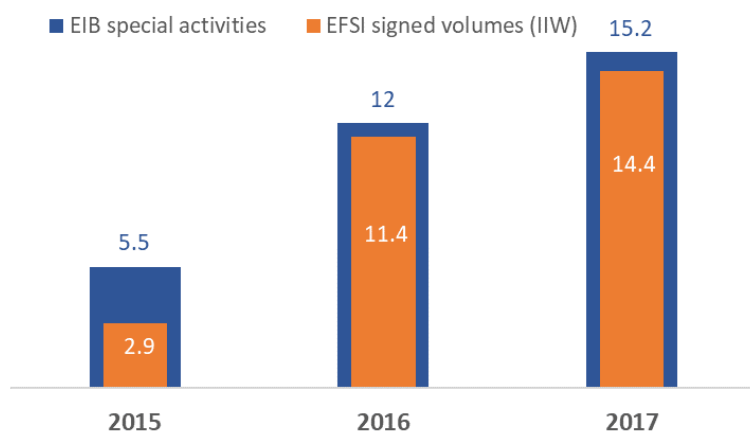
Figure 21 - EIB Special Activities vs standard EIB operations in 2014-2017



Source: EIB

EFSI operations accounted for 95% of EIB Special Activities in 2016 and 2017.

Figure 22 - Proportion of EFSI in EIB's Special Activities



Source: ICF based on data compiled from EIB operational plans for various years (EIB special activities) and EFSI operational reports (EFSI signed volumes)

As regards the SMEW, the availability of the EU Guarantee allowed the EIF to considerably increase its support to SMEs and mid-caps through financial intermediaries, which would not have been possible without the support of the EFSI (EU) guarantee.

Alternative uses of funding

The need to provision the Guarantee Fund (initially with a 50 per cent target rate) implies an opportunity cost. It meant that the budget for Horizon 2020 and CEF, as well as the budgetary flexibility in the 2014-2020 MFF, have been reduced: EUR 2.8 billion was redeployed from CEF (mostly reducing the envelope for financial instruments), EUR 2.2 billion from Horizon 2020 and EUR 3 billion funding from unused margins. These changes to the initial EU budget allocations were approved by the co-legislators.

The arguments in support of this redeployment are linked to the fact that the budgetary guarantee under the EFSI entails a higher multiplier effect than grants. The EFSI is meant to mobilise additional public and private funding in the range of 1:15 while grants are typically not meant to do so, except when strategically used for blending purposes. In addition, the use of a budgetary guarantee that includes a contingent liability (provisioning lower than 100 per cent) translates into higher volumes of EU support being available for a given budgetary cost.

The independent evaluation found that the effect of scaling back the CEF financial instruments was limited given that CEF debt instrument projects are also eligible for EFSI financing. Energy and transport sectors have benefited substantially from EFSI IIW support (41 per cent of EFSI IIW signed amount as of end-2017). Still, the nature of the projects supported has been different under the EFSI given its larger scope.

5.3 European Investment Advisory Hub

5.3.1 Relevance

Overall, the independent evaluation assesses that the Hub addresses a wide range of needs and its activity is broadly relevant to its target groups and legal mandate. The evaluation confirmed that the EIAH provides technical assistance for project promoters in cases when such support is not available through other existing TA offers at EU level and thus the EIAH contributes to facilitating the origination of investment projects in the EU.

However, according to the evaluation, more could be done to further improve awareness and subsequent take-up of the EIAH services. Peer-to-peer exchanges could also be enhanced through the organisation of more frequent events where networking is facilitated.

While the EIAH does not focus exclusively on the EFSI, it can provide advisory services to projects eligible for the EFSI. Following the new requirements introduced in EFSI 2.0, the updated framework partnership agreement between the EU and the EIB group underlines an increased emphasis on the EIAH to support the EFSI projects pipeline, whenever possible and relevant.

Supporting promoters in developing projects

The evaluation's survey sent to the EIAH beneficiaries provided the following findings:

- The majority of survey respondents contacted the Hub to ask for assistance with a one-off project, especially for assistance with project design/preparation, support with structuring project(s) to improve their ability to access finance and implementation;
- Most EIAH beneficiary survey respondents stated that, among users of technical assistance, the services of the EIAH are moderately or well known; and
- The opinions were almost equally split between respondents who think they could have obtained similar support from an organisation in their country and those who disagree; it is hence impossible to draw a conclusion on the relevance of the Hub basing the judgement on the currently data available from the survey.

Using local knowledge to enable support across the EU

This objective is mainly delivered through enhanced cooperation with NPBI. In this context, the EIAH signed 23 memoranda of understanding with NPBI across the EU.

The bulk of the collaboration was in the area of joint awareness raising and events, followed by capacity building to provide local services. In some cases, the EIB and NPBI undertake joint project development and cross referrals of projects that may require advisory support. The survey suggests that this activity is still in the development phase and that there is room for increased cooperation between the Hub and the NPBI. The interviewees showed appreciation for the call for proposals launched in December 2017 for the delivery of local investment advisory services by NPBI aimed to increase the scope and depth of cooperation with individual NPBI.

Cooperation between the EIAH and other institutions to ensure better coverage of EIAH's services is encouraged by the EFSI Regulation. The current partnership between the EIAH and the European Bank for Reconstruction and Development (EBRD) is one example. EBRD has been providing SME support for 20 years and in 2017 an agreement was reached with the EIB to provide advisory support to SMEs in three countries (Romania, Greece, and Bulgaria) under the EIAH umbrella. The cooperation is in its early stages, and according to the interviewees, it is progressing smoothly.

Moreover, the EIB is also ensuring local presence through its staff present in the EIB offices in the different MS and through existing advisory mandates.

Enabling peer-to-peer exchanges as well as knowhow sharing

The EIAH Days yearly event is the main event that facilitates peer-to-peer exchanges and knowledge sharing between the EIB group and NPBI. In 2017 NPBI participated in an interactive workshop to discuss better forms of cooperation, while leveraging the services of the Hub. Challenges and opportunities were also shared by participants in the workshop. EIAH roadshow events in individual countries also provide an opportunity for networking and knowhow sharing⁷⁹.

5.3.2 Effectiveness

The EIAH effectiveness was assessed in terms of the volume of investment activity supported by the EIAH and the associated take-up of services, supported by the feedback form the relevant promoters provided on the content and quality of services.

The evaluation indicated that the level of investment supported by the Hub so far has been good, but can be further improved. The demand-driven nature of EIAH had a bearing on the maturity of the projects submitted to it. The market gap analysis for advisory services is helping the Hub to focus its proactive efforts in countries, sectors and type of advisory services to rebalance the initial state of play.

The role of investment platforms is also very important to address sectoral and geographical maturity and project size aspects. The Hub is currently providing support to several investment platforms in more than 10 MS. Other MS are interested in further scoping the potential of investment platforms in different areas.

As regards the quality of services provided, the majority of EIAH beneficiary survey respondents' consider that the Hub fully met their needs or met their most important needs. Likewise, they considered that the level of the EIAH expertise is high or very high and expressed satisfaction with the services of the Hub.

With regard to the relation with NPBI, while there is general satisfaction on the efforts undertaken by the Hub, some respondents to the survey indicated that it is too early to comment

⁷⁹ EIAH, July-December 2017, bi-annual technical report.

on the success of the cooperation with the Hub since no new service offer by any NPBI has materialised from this cooperation. Overall, the evaluation found that there is scope for further and faster development notably following the call for proposals published in December 2017. This would enable more NPBs to deliver technical assistance on behalf of the Hub.

Interviews revealed that the level of cooperation between the NPBIs and the EIAH depends on individual demand. NPBIs tend to be very different in terms of services they offer, sectors covered, technical assistance capacity and interest in collaboration with the Hub.

Since the NPBIs are still very different regarding their advisory services offers, the Hub has a role to play to help the less developed organisations to get the right tools to consolidate their knowledge and expertise and develop their capacity in sectors where the Hub can provide support (training, capacity building, twinning with other NPBIs etc.). Hence, it is probable that the effectiveness will not be homogeneous amongst all the MS.

5.3.3 Efficiency

The Commission closely follows the progress and performance of the EIAH services on a semi-annual basis through a set of key performance indicators (e.g. number / distribution of requests processed, proportion / distribution of requests having triggered TA, average first reaction time, number of external partnerships and events organised) and monitoring indicators (e.g. origin of the request, volume of investments generated, number of support provided for establishment of investment platforms, satisfaction survey, number of external partnerships providing proposals and/or becoming service providers). The unicity and the non-standardised offer of the EIAH make it difficult to establish ex-ante benchmarks and targets. However, based on the experience acquired in the first years of operations and the tracking system put in place, such benchmarks should be developed also in view of the future technical assistance component under the InvestEU programme.

Efficiency of resource used

During the ramp up phase in 2015 and 2016, the EIAH underspent its allocated budget which showed a certain slowness of implementation compared to initial expectations. Even though the EIAH was included the well-established advisory department within the EIB, it took some time to set up the EIAH team and to make the public aware of the technical assistance offer provided by the Hub, which is essential given the demand-driven nature of the EIAH. Since then, there has been an effort to increase the services offered (and the budget used). The Commission and the EIB should monitor closely the efficiency of the Hub by analysing the deliverables provided by the Hub to the beneficiaries against the time and resources deployed to achieve them.

As regards the use of resources against the various work streams of EIAH, the assistance to project promoters is currently taking up around 60% of resources available, whilst local activities and local support represent around 20% of resources available.

Overall, interviewees considered the level of resources allocated to the EIAH as adequate. However, this may change if interest in and workload of the EIAH picks up. This will depend on the extent that the EIAH needs to build its local presence, the demand for the Hub services and the extent to which the EIAH will be asked to create demand opposed to only responding to it.

The EIAH has a core team and delegates most of its advisory asks to experts in other EIB departments. This organisation of the work is promoting a flexible way to use expert sources.

To improve cost efficiency, a certain standardisation of advisory service products could be envisaged. Moreover, as highlighted in the independent evaluation, communication to potential beneficiaries should be improved to further clarify the services that could be offered by the EIAH and hence reduce the number of applications that ultimately do not lead to actual advisory services.

Efficiency of the governance model

In general, evaluation's interviewees were of the view that the contractual and governance model put in place between the Commission and the EIB is efficient. The framework partnership agreement (FPA) between the EU and the EIB puts in writing the expected activities, the eligible costs and payments, the reporting as well as the template for the yearly specific grant agreements which highlight annual priority areas for the EIAH activity. The Coordination Committee that includes representatives from the EC (ECFIN, REGIO, RTD), and the EIB (Advisory Service Department and the EIB Projects Directorate) is also facilitating coordination aspects. Contributing to the overall efficiency of the governance model are the fortnightly meetings between ECFIN and the EIAH core team, which help in discussing day to day aspects of the EIAH operation.

The results of the beneficiary survey showed that the governance and delivery model of the EIAH is efficient and it does not put any burden on the EIAH's beneficiaries.

Communication methods

The initial design of the EIAH with demands originating solely from the website had some limitations and the Hub reinforced its communication methods in order to better focus the type of beneficiaries/partners targeted by the EIAH offer.

Therefore, the EIB undertook specific communication efforts to better communicate the services offered by EIAH and develop a network of partner NPBI's that could serve as local relays to provide technical assistance. Roadshows in order to present the Hub's activities and offers are also ongoing in the regions highlighted as priority regions in the market gap analysis. The EIAH also revamped its website to facilitate communication.

5.3.4 Coherence

Internal coherence

The evaluation indicates that so far the EIAH has done limited efforts to actively support the identification of projects for the EFSI pipeline. This situation is expected to change following the adoption of the EFSI 2.0 Regulation, where emphasis is placed on this objective.

This could be challenging due to the demand-driven nature of EIAH and the limited control of demand breakdown by sectors. However, increasing efforts are required for the EIAH to contribute effectively to the sectorial and geographical diversification of the EFSI as requested by the EFSI 2.0 Regulation.

As regards the internal coherence within the EIB advisory services offers, the Hub is allocating resources (staffs) or tasks to specialised advisory departments within the EIB such as ELENA, InnovFin Advisory or Decentralised Financial Instruments Advisory (DFIA). This polling system of expert resources seems to be an efficient scheme that could be further expanded and streamlined in the future.

External coherence

The evaluation indicates that there are services provided by other organisations that are similar to a certain extent to the ones of the Hub. While positive examples of results of such cooperation have started to emerge, it is too early to judge their effectiveness. In light of this, the EIAH should keep an eye on ensuring complementarity with similar organisations. Efforts have been initiated by the Hub to cooperate with NPBs and the Structural Reform Support Service (SRSS).

The EIAH is currently collaborating on a regular basis with SRSS. The cooperation started in areas where both entities were requested advisory support. In particular, the Romanian government had asked both the EIAH and SRSS for support for the creation of its NPB. Currently, the SRSS is supporting this initiative with a feasibility study whereas the EIAH may provide additional technical assistance support at a later stage. Whilst there is now coordination

in place, the cooperation with SRSS could be further enhanced to reduce potential duplications and increase synergies.

Regarding the cooperation with NPBs, interviewees indicated that when the NPBs work in the same areas as the Hub, the latter makes active efforts to reduce duplication and find ways of cooperating.

Concerning private sector initiatives, the EIAH is aware that there are consultancies across the EU that might be providing similar services. To avoid any unintended crowding-out effects of the private sector, the EIAH is constantly monitoring these offers to reduce this risk by substituting other standard services.

As regards the offer of other international financial institutions, the EIAH and the EBRD established a coherent scheme. To avoid duplication of efforts and to develop an efficient synergy mechanism, the Hub and the EBRD agreed on a funding agreement allowing the EBRD to deploy, on the behalf of the Hub, its Small Business Support programme in countries identified by the Hub as priority regions.

5.3.5 EU Added Value

The added value of the EIAH is the contribution it can make to building the capacity of Member States to develop TA services and project pipelines. In addition, it offers promoters with technical, financial and legal services and provides access to a greater range of investment sources. This in turn should result in improved services and investment capacity to support investment in EU priority areas.

The external evaluation indicates that the EIAH provided EU added value in particular in Member States where technical and functional capacity gaps persist and in supporting knowledge exchange across such Member States. Therefore, the EU added value will vary according to the local TA capacity and the level of cooperation between the EIAH and the local NPBI.

Potential examples of EU added value provided include a Smart-cities investment platform in Slovakia⁸⁰, the EU "Smart Finance for Smart Buildings" (SFSB) initiative under the "Clean Energy for All Europeans" package and the urban investment advisory platform (URBIS).

5.4 European Investment Project Portal

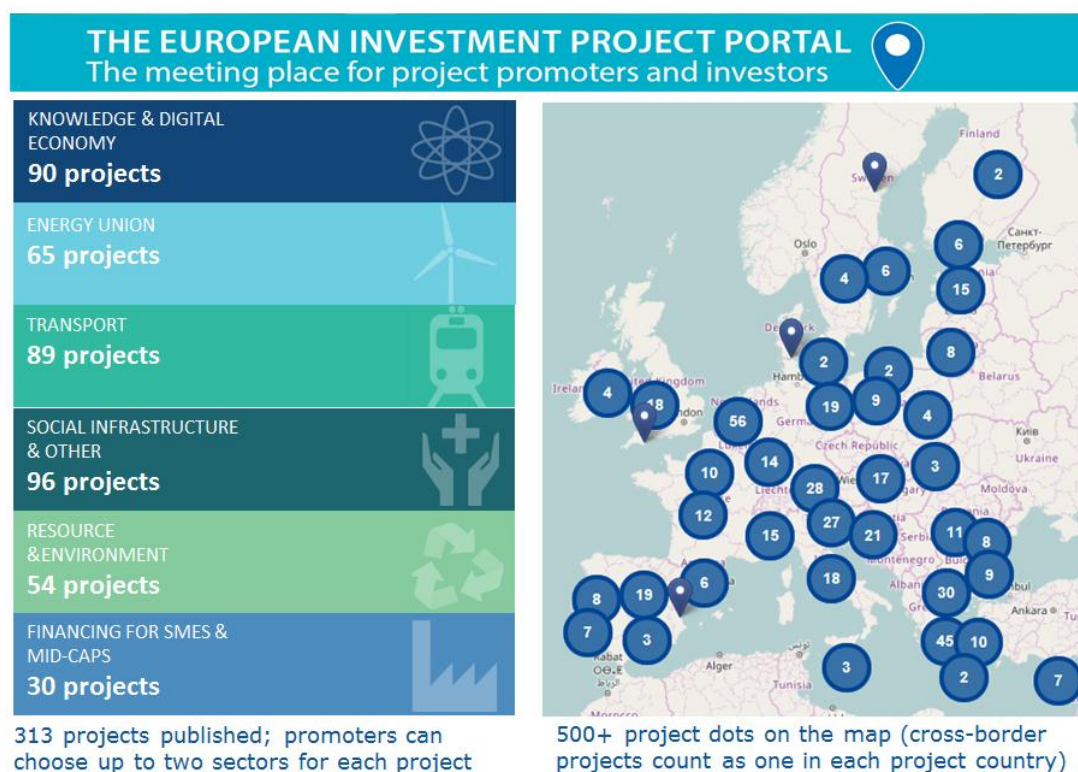
5.4.1 Relevance and effectiveness

The analysis indicates that due to the high number of visits (more than 200,000), numerous contacts between promoters and investors and frequent events organised/attended in several Member States, the Portal is answering in general to the need of more transparency of investment opportunities in the EU and acts as a platform that increases the visibility of projects to investors worldwide and rendered these projects known to a high number of stakeholders.

However, evidence regarding whether the projects published on the Portal received financing after being contacted by investors through the portal is mixed. The recent survey of the project promoters indicated that the proportion of EIPP projects having received financing is below initial expectations. Follow-up interviews identified 18 published projects (8% of the total) as having secured or partly secured financing after being published on the EIPP. It is nevertheless difficult to assess whether the financing was the result of investors finding out about the project from the Portal or other circumstantial factors.

⁸⁰ <http://www.eib.org/infocentre/press/releases/all/2018/2018-014-the-eib-has-provided-eur-8-2bn-in-lending-to-slovakia-since-its-establishment.htm>

Figure 23 - EIPP - State of play (May 2018)



Source: Commission services

The **geographical spread** of the published projects is balanced covering all 28 Member States. Regarding the **sectoral allocation**, all the sectors are also fairly covered by the EIPP projects (see Figure 23). These sectors correspond to those under the EFSI mandate, which should support projects with strategic investments completing the internal market in transport, energy interconnections and digital infrastructure, underpinning the development of the energy sector in line with the Energy Union or fostering investments in the social sector.

Regarding the **contacts between investors and project promoters**, they amounted to more than 1,200 unique contacts over the analysed period with more than 80% of the promoters being contacted. The survey of the EIPP project promoters highlighted however some potential issues with the quality of investors, some being perceived by the promoters as being either disingenuous or having dishonest intentions. However, this could also be caused by a different type of situation, namely the fact that some contacts are also made by people not registered on the EIPP as investors. They see the name of the organisation, find the companies' contact details online and contact the promoters outside the Portal and its registration procedures.

Many efforts were also channelled towards **communication and promotional activities**. The EIPP was present in almost 100 events and meetings (i.e. 92) with potential stakeholders including at least one event in the majority of the Member States. During the events, promotional materials in all EU languages were distributed to participants raising awareness about the Portal and providing information on how the Portal could be useful for all stakeholders, on the projects eligibility criteria and relevant sectors covered. Moreover, following-up on the feedback received from various stakeholders, the Portal is organising more match making and e-pitching events to increase the projects' visibility towards investors and their chances of receiving financing.

Most of the **NPBs** surveyed stated that they are aware of the opportunities and services provided by the Portal. Their high level of awareness constitutes a good starting point for an increase in awareness at local level among potential project promoters and investors. Very few NPBs stated that they do not consider there is a need for a tool such as the EIPP in facilitating visibility for investment projects and/or project development and deal making. NPBs mentioned the following limitations of the Portal in its current form:

- Limited awareness of the existence of the tool at local level and
- More suitable for smaller projects

The limited awareness surrounding the Portal was also the outcome of the survey of IIW financial intermediaries. Most of the latter were not aware or had very limited awareness of the Portal. This explains to a certain extent why only very few IIW financial intermediaries had used the Portal so far.

According to the **project promoters**, the EIPP could be improved by:

- Attracting more investors in particular from underrepresented sectors, such as electricity and gas transport
- Conducting a more in-depth review of the quality and seriousness of investors registering to the Portal;
- Giving the project promoters the option to contact investors;
- Organising pro-active matching making events;
- Offering advisory on how to structure projects and find investors; and
- Providing an easier way of updating the contact or project information.

5.4.2 Efficiency

The Commission closely follows the progress and performance of the EIPP on a semi-annual basis through a set of key performance indicators and monitoring indicators (e.g. number of projects received for publication/ published, number of organisations having submitted projects for publication, average screening time, number of events attended/organised, number of contacts between investors and promoters, number of visitors to the EIPP website). Since the launch of the EIPP, the relevant progress and performance indicators have continuously improved compared to previous reporting periods.

Efficiency of resources used

Overall, interviewees considered the level of financial resources allocated to the EIPP adequate and assessed the usage of the EIPP resources so far as being in line with the initial expectations.

As regards the use of resources against the various work streams of the EIPP, the screening and communication activities are currently taking up around 45% of resources available whilst the IT development costs represent around 55% of resources available.

Moreover the EIPP process efficiency has increased since its launch, likely a function of a learning effect amongst staff undertaking the EIPP projects screening and also due to the elimination of the project submission fee. Whilst previously fees had to be paid by private project promoters, these were removed in spring 2017 leading to a reduction of the administrative burden involved in publishing projects on EIPP and encouraging more potential project promoters to use the Portal.

Communication methods

To increase the visibility of the Portal, the EIPP team has increased its communication efforts and promotional activities in particular since 2017 including:

- Promoting the EIPP in major conferences and events organised within the EU and in the social media;
- Developing partnerships and cooperation agreements with financial institutions (IFIs, NPBs) and national, regional or international portals; and
- Organising match-making / e-pitching events in close cooperation with its partners.

The overall resource efficiency will depend on the overall number of projects submitted and published at the end of the five year budget whereby a large number of published projects will improve efficiency on a unit cost basis. The number of projects received for publication on the EIPP greatly increased in the months of March and April 2018 (where 200 projects were submitted), as a direct result of the above-mentioned communication initiatives.

The Portal website undergoes a continuous IT development to add new functionalities aimed at streamlining the project submission process and the search of investment. This included updates to the public portal (freely available on-line featuring now separate dedicated project lists for Infrastructure & Innovation projects and for SMEs reflecting the diversity of project and company sizes on the Portal), to the front office (for registered promoters and investor) and the back-office (for the Commission services working on the projects screening).

5.4.3 Coherence

The EIPP coherence with the EFSI and the EIAH (*internal coherence*) is covered in section 5.1.4.1 and points to the need to increase synergies with the EIB, the EIF and the financial intermediaries supported by them.

As regards coherence with other EU programmes, the EIPP is already cooperating with several relevant actors (including Commission DGs and executive agencies managing EU programmes) to encourage project promoters receiving EU grants to also apply to the Portal where they have additional financing needs. This activity should be pursued and possibly stepped up to increase the complementarity of the Portal and the number of projects presenting an EU dimension.

As regards the *external coherence*, there are a number of similar initiatives at international or MS/regional level such as the Global Infrastructure Hub (GIH), SIF (Sustainable Infrastructure Foundation)/ SOURCE, both for infrastructure projects, EuroQuity (a platform operated managed by Bpifrance mainly for SMEs covering a number of EU and non-EU countries) and a number of other national or regional project portals/initiatives.

To ensure synergies with the existing initiatives and build on the both parties' combined projects, out-reach and promotional abilities, the EIPP has already signed Cooperation Agreements with all the three portals stated above. The Commission should continue to monitor the development of new initiatives and, where appropriate, set up agreements with relevant organisations.

5.4.4 EU Added Value

The potential added value of the Portal is to bring together promoters and investors that would not otherwise have been aware of their mutual interest and capacities. The assessment indicates that the EIPP is still in a premature stage to be able to truly assess its EU added value.

Currently sustainable matches between investors and investees do not happen often enough which seems to be a result of two main factors: (i) the Portal having been launched in June 2016 and hence not enough time might have passed for some projects to identify investors and vice versa, and (ii) the quality of investors operating on/through the Portal (ensuring as much as possible that the potential for spamming or even scams attempts are restrained).

To improve the EU added value, the EIPP should undertake further efforts to screen investors operating on the Portal and engage in outreach activities towards potential investors, an objective that could also be achieved by reinforcing links with the EIB, EIF, as well as with NPBI and financial intermediaries supported under EFSI.

The Portal will also have to keep the inflow of new projects at a reasonable level, to be able to attract larger numbers of potential investors. Diversity in terms of sector and scale of projects was mentioned by some of the interviewees as lacking, hence this aspect could also be improved. The cooperation of the EIB and the Commission services in channelling EU-financed projects to

the EIPP would in this regard have a significant impact on the quantity and quality of projects published on the EIPP.

6 CONCLUSIONS

6.1 European Fund for Strategic Investments

Relevance

The independent evaluation concludes that the EFSI has been relevant both in addressing investment gaps and market needs in terms of size, sector and geographical coverage, and in its ability to respond to the needs of project promoters, financial intermediaries and private investors.

Although the overall picture has improved at a macro level, in terms of the scale of the financing gap and of the financing conditions (especially for SMEs), there remain substantial and pressing investment needs. Evidence suggests that persistent market gaps holding back investment are still observed in different policy areas. The recent acceleration of investment in the EU has not yet managed to bring investment rates up to historical averages. Ongoing EU investment support therefore remains relevant and necessary. Moreover, efforts will need to continue beyond 2020 to bring investment back to its long-term sustainable trend with particular focus on current and emerging EU policy priorities.

The evaluation notes further that the products and support offered under the EFSI responded to the needs of project promoters and financial intermediaries. Moreover, the scoreboard has been a relevant tool to assure an independent assessment of the use of the EU Guarantee and its pillars and criteria were judged as appropriate.

Effectiveness

From the perspective of mobilisation of additional investment, it is estimated that the EFSI will come close to the target of EUR 315 billion by mid-2018 in terms of approved operations. The external evaluation finds that through its scale, the EFSI has undoubtedly contributed to the observed reduction in the overall investment gap. The evaluation also notes that the multiplier⁸¹ of the EFSI support at the end of 2017 was broadly in line with what had been assumed at the outset – aggregate multiplier of 13.5 across both windows, which is close to the target of 15. The achieved multiplier effect is a function of the risk profile of projects, the intensity of market failures in specific sectors and countries, the risk appetite of other investors, as well as of their willingness and capacity to co-invest.

Overtime and with sustained effort, greater diversification of EFSI financing has been achieved in both geographical and sectorial terms. However, support still remains concentrated. At the end of 2017, three Member States (representing 34 per cent of EU GDP) accounted for 38 per cent of EFSI financing signed (while this share has declined from 46 per cent at the end of 2016). Moreover, at the same date, the energy sector accounted for 33 per cent of the total EFSI financing under the IIW (as per signed operations) exceeding the indicative concentration limit of 30 per cent in a given sector set by the EFSI Steering Board⁸².

Based on available evidence, the EFSI has also been effective in contributing to the creation of jobs (it created 115,000 permanent jobs, over 0.5 million temporary ones, and supported over 3.5 million jobs) and contributed to the economic growth (0.67% of GDP by 2020⁸³).

⁸¹ It is to be noted that the multiplier can only be measured at the end of the investment period at portfolio level.

⁸² EFSI Strategic Orientation:

http://www.eib.org/attachments/strategies/efsi_steering_board_efsi_strategic_orientation_en.pdf

⁸³ Based approved EFSI operations in 2015 and 2016.

With respect to the crowding in of private investment, the evaluation finds that the increased risk bearing capacity brought by the EFSI enabled the EIB and the EIF to reach new market areas, new client types and develop new ways of engaging with existing clients. Moreover, it notes that although EUR 134 billion of private finance was expected to be mobilised by the EFSI guaranteed operations across both windows at end of 2017, not the entire volume can be attributed to EFSI support as there are no objective means to assess whether a portion of this financing could have potentially been committed to projects by private investors anyways. Moreover, these figures do not take into account a potential crowding-out effect of EFSI financing, which was highlighted by the independent evaluation. On the other hand, it is worth noting that the target has been set in relation to the overall investment estimated to be mobilised, without a necessary link to the catalytic effect of EFSI financing support.

The scoreboard of indicators has been generally considered as effective to ensure an independent and transparent assessment of the potential use of the EU Guarantee by the Investment Committee. The Investment Committee members interviewed consider however, that the scoreboard could include more information for some criteria, in particular about the project promoter's efforts to secure alternative sources of finance.

Efficiency

Based on the evidence collected, the evaluation notes that the current EFSI governance structure works well. The EFSI governance structure builds on that of the EIB, which is reported as an important contributing factor to the efficiency of the initiative. Moreover, the evaluation points to the key role played by the Investment Committee for the legitimacy and credibility of the EFSI's governance. In the same vein, the evaluation finds that the lean governance structure of EFSI has been sufficiently responsive to the periodic changes of the markets as demonstrated in the reallocation of the guarantee between the IIW and the SMEW.

The evaluation points to some potential improvements in the communication and information flow between the Investment Committee and the EIB, some of which have been at least partially addressed under the implementation of EFSI 2.0.

Furthermore, the evaluation finds that the average time between approval and signature of a project has been falling over time, which is assessed as a positive factor, given the increase in the volume of projects being appraised by the EIB, which it interprets as a consequence of efficiency gains following the inception of the EFSI (e.g. use of delegated approvals) and substantial increase in the number of EIB staff.

The application and appraisal process under the EFSI were considered efficient by the large majority of beneficiaries surveyed. The appraisal procedure of projects under the IIW was seen by project promoters as generally more difficult than the application procedure. The administrative part of the process was judged as excessive to a certain extent and dependent on the dedication and pragmatism of the EIB staff, which were often acknowledged as excellent.

Coherence

Right after the EFSI launch in July 2015, as a result of its broad eligibility criteria, the support provided by other EU level instruments, such as the CEF Debt Instrument or EIB's InnovFin debt products, experienced an uptake lower than foreseen. Later on, however, this was addressed through a redesign of certain products or a reorientation of the scope of some of these instruments, which improved the complementarity among these various forms of EU budget support, as recognised by the independent evaluation.

Under the SMEW, the EFSI has been coherent with existing financial instruments. This is due to the fact that the EFSI has been used first to frontload and then top-up the existing financial instruments and the newly designed equity instrument already takes into account the existing interventions. However, for future investment programmes to be designed under the next MFF, it is not desirable to have an EU instrument topping up another one as a default solution. This may

lead to inefficiencies, limited transparency, and create confusion for final beneficiaries and financial intermediaries.

The evaluation highlights a risk of competition between the ESIF financial instruments and COSME LGF (and thus indirectly the EFSI). This is a recognised problem which still needs to be addressed. Guidelines have been introduced to help Managing Authorities to combine EFSI with ESIF funding.

Looking into the internal coherence of EFSI with the other IPE pillars, the evaluation highlights an improvement since the launch of the IPE. However there is still scope for further improving the complementarity and mutual support between the various initiatives. First, following the entry into force of the EFSI 2.0 Regulation, additional efforts should be done by the EIAH to actively support the identification of projects for the EFSI pipeline to effectively contribute to the sectorial and geographical diversification of the EFSI. Secondly, in order to reinforce the investors' participation in the EIPP, there is a need to increase synergies of the latter with the EIB, the EIF and the financial intermediaries supported by them.

EU Added Value

Evidence from the independent evaluation suggests clear value added in terms of the EFSI responding to unmet investment needs and supporting the need for counter-cyclical investment. From a political perspective, the EFSI also shifted debate from austerity to investment support measures.

The EFSI support has been channelled to projects that meet the eligibility criteria set in the EFSI Regulation and brought its own added value as a market driven instrument, mobilising private capital, facilitating an increased collaboration with NPBI both at project and at investment platform level. The EFSI SMEW products have contributed to financing being made available to an additional number of SMEs by topping up existing financial instruments.

However, since the EFSI is a market-driven instrument, one issue that has been raised in this respect is the lack of policy focus and in particular the lack of focus on EU's long-term climate goals⁸⁴. This is already addressed by EFSI 2.0 with a target of a minimum 40 per cent of EFSI infrastructure and innovation projects to contribute to climate action in line with the Paris Agreement. However, in view of the improved economic situation, any future EU investment support schemes might need a better and more targeted policy focus. In addition, the EFSI supported only a limited number of cross-border projects which typically have a high EU value added dimension.

The main benefits indicated by the EFSI beneficiaries were:

- The signalling effect: the EIB and EIF interventions are considered as a “stamp of approval” and thus help attract other investors;
- The demonstration effect and market development capacity of the instruments deployed under the EFSI by the EIB and the EIF;
- The knowledge sharing, capacity building, standard setting and harmonisation, achieved through new forms of cooperation with NPBI and by the EIF in respect of guarantee and venture capital instruments for SMEs.

In terms of financial subsidiarity, some criticisms were voiced by NPBI which expected the EIB to take more often subordinated positions in operations benefitting from the EU Guarantee. This remark did not concern the SMEW, where financing operations are typically implemented through implementing partners and NPBI are frequently part of the financing chain.

⁸⁴ CAN Europe & all, 2016. The best laid plans: Why the Investment Plan for Europe does not drive the sustainable energy transition. Available at: <http://www.foeeurope.org/best-laid-plans-investment-europe-sustainable-transition-280916> and FT, 2017. EU president's scheme to stimulate investment needs adjustments before it expands. Available at: <https://www.ft.com/content/90712920-138b-11e7-b0c1-37e417ee6c76>

As regards additionality, the independent evaluation finds that the EFSI operations carried out by both the EIB and the EIF were compliant with the (relatively narrow) additionality definition included in the EFSI 1.0.

The independent evaluation also analysed the question of additionality from a broader perspective and tested whether the EFSI could potentially be crowding out private investors (would the project go ahead without EFSI involvement with the same conditions and at the same time). In this context, the response was equally split with half of the IIW project promoters surveyed indicating that their project would not have gone ahead to the same extent and within the same timeframe without the EFSI. However, these results must be interpreted with caution. For example, the same promoters claiming that they could obtain financing elsewhere consider that the biggest comparative advantages of the EFSI are the signalling effect, longer maturities, and lower interest rates, which seems to contradict the indication that they could have received financing elsewhere with the same terms and conditions and in the same timeframe.

Similar questions were asked to the financial intermediaries benefitting from the EFSI support under the IIW. Most of the financial intermediaries attached a high importance to the availability of EIB and EIF financing under the EFSI in their decision to go ahead with their projects. For equity transactions, the participation of the EIB and the EFSI support contributed to accelerated fund raising by catalysing investment from other sources.

Overall, the evidence suggests that additionality criteria under EFSI 1.0 could have been better defined. The reinforcement of the additionality criteria under EFSI 2.0 should have a positive effect. However, the actual impact can only be measured in a subsequent evaluation given that operations under EFSI 2.0 started only to be approved in 2018. The evidence also indicates a possibility that in certain cases the EFSI crowded-out some other investors. Due to its broad scope and limited timeframe, it was not possible to test this in more detail and determine the scale of the potential crowding out effect. The independent evaluation concludes that, although there is limited evidence under the IIW that some crowding out has occurred as an effect of the EFSI intervention, further research is needed to undergo an assessment of such evidence.

6.2 The EU Guarantee

By providing additional risk bearing capacity to the EIB and the EIF, the EU Guarantee was relevant to the scope of allowing additional higher financing by the EIB Group.

In terms of effectiveness, the independent evaluation concludes that overall the approach to modelling the EFSI target rate appears to be adequate and in line with the industry practice. It also appears that all model inputs have been chosen in a conservative manner. Given the sensitivity to certain assumptions, the risk profile and parameters of the EFSI portfolio should continue to be monitored closely.

The evaluation indicates that the levels of the EU Guarantee and of the EIB contribution were appropriately sized for the period 2015-2018 as it allowed the EIB Group to mobilise a level of investment in line with expectations. The adjustment of the EFSI provisioning rate in 2016 resulted also in a more efficient use of the EU budget. Moreover, a large part of the additional funds required to provision the Guarantee Fund will originate from EFSI revenues and reflows from other financial instruments, hence limiting the impact on other parts of the EU budget and leading to an increased efficiency of EU budget support.

The value added of the EU Guarantee is inter alia demonstrated by its effectiveness in increasing the risk bearing capacity of the EIB. EIB Special Activities experienced an almost five-fold increase between 2014 and 2017 with EFSI accounting for 95% of EIB Special Activities in 2016 and 2017.

As regards the SMEW, the availability of the EU Guarantee allowed the EIF to increase considerably its support to SMEs and mid-caps through financial intermediaries, which would not have been possible without the support of the EFSI (EU) guarantee.

The opportunity cost of redeploying resources from CEF and Horizon 2020 was offset by the higher multiplier effect of the EFSI compared to grants. In addition, the use of a budgetary guarantee that includes a contingent liability (provisioning lower than 100 per cent) translates into higher volumes of EU support being available for a given budgetary cost. Moreover, the effect of scaling back the CEF financial instrument was limited given that CEF debt instrument projects are also eligible for EFSI financing.

6.3 European Investment Advisory Hub

The Hub addresses a number of needs, and can therefore be considered broadly relevant to its target groups and legal mandate. The EIAH provides technical assistance (TA) for projects where such a support is not available through an existing TA offer at EU level. Thus, it contributes to the origination and development of investment projects, which is its main aim.

The level of investment supported by the Hub so far has been good. The demand-driven nature of EIAH had however a bearing on the maturity of the projects submitted to it. The market gap analysis for advisory services is helping the Hub to focus its proactive efforts in countries, sectors and type of advisory services to rebalance the initial state of play.

Moreover, the independent evaluation survey indicated that level of the EIAH expertise is high and expressed satisfaction with the content and quality provided by the services of the Hub. The governance and the organisation of the work are considered efficient and promote a flexible way to use expert sources within the EIB and other partners. However, there is further scope to accelerate the deployment of EIAH services. In addition, more should be done to further improve awareness and subsequent take-up of the EIAH services.

As regards the objective to reinforce advisory services at local level, the independent evaluation, suggests that this activity is still in the development phase and that, while recognising the positive efforts done by the EIB, there is room for increased cooperation between the Hub and NPBI. The cooperation with the EBRD shows a coherent approach to provide advisory services to SMEs while avoiding duplications and overlaps. The cooperation with the SRSS should be pursued to reinforce complementarity and synergies.

The evaluation indicates that so far EIAH has done limited efforts to actively support the identification of projects for the EFSI pipeline. Therefore, EIAH should put a stronger emphasis on contributing effectively to contribute to the sectorial and geographical diversification of EFSI as requested by the EFSI 2.0 Regulation.

The independent evaluation indicates that the EIAH provided EU added value in particular in Member States where technical and functional capacity gaps persist and in supporting knowledge exchange across such Member States.

The network development and the regular exchanges with the NPBI, the EIAH is actively contributing to, as well as the call for proposals for NPBI published in December 2017, are elements contributing to the harmonisation of the TA offers that could be delivered at regional or local level by the NPBI on the behalf of the EIAH. EIAH's support for investment platforms development as well as dissemination of good practices programmes will also improve the standardisation of the project investment environment.

There is a range of existing TA initiatives associated with EU programmes and certain Member State activities (often associated with NPBI and with the private sector) which have potential to overlap or offer synergies with EIAH's mandate. The EIAH should be continuously mindful of these TA initiatives to avoid overlaps and boost synergies. The way the EIAH is allocating some tasks within the EIB's Advisory Service Department should be further promoted and replicated outside the EIB to use the expertise in an efficient manner (e.g. EBRD Small Business Support programme performed by the EBRD on the behalf of the Hub).

6.4 European Investment Project Portal

Due to the high number of visits and contacts between promoters and investors as well as to the frequent events organised in several Member States, the Portal answers in general to its mandate: provide more transparency of investment opportunities in the EU. These also show that the Portal has managed to increase transparency of investment opportunities and render these opportunities known to a high number of stakeholders.

The geographical spread of the published projects is balanced covering all 28 Member States and more than 80% of the promoters have already been contacted. The quality of investors operating on the Portal can however be improved. The EIPP is in an early stage to be able to truly assess its EU added value and currently sustainable matches between investors and investees do not happen often enough. Evidence regarding whether the projects published on the Portal received financing after being contacted by investors through the portal is mixed. Follow-up interviews identified almost 8% of published projects having secured or partly secured financing after being published on the EIPP although it is difficult to assess whether the financing was the result of investors finding out about the project from the Portal or other circumstantial factors.

Overall, it is considered that the level of financial resources allocated to the EIPP is adequate and the usage of the EIPP resources so far is assessed as being in line with the initial expectations.

Finally, coherence between the EIPP and the EFSI and the EIAH is subdued. This is partly due to EIPP projects being too early in their development. However, in the future additional measures should be put in place to improve the quality of investors operating on the Portal by establishing synergies with the EIB, the EIF as well as NPBIs and financial intermediaries benefitting from the EFSI support.

6.5 Lessons learned

This and the previous evaluations of the EFSI have highlighted some areas for improvement. Some of these have either already been partly addressed during the EFSI 1.0 implementation or are expected to be addressed with the changes proposed by EFSI 2.0. Some others are to be tackled by the post 2020 investment support instrument – the InvestEU Programme.

The main lessons learned are the following:

- The EFSI has proven relevant for addressing investment market gaps and sub-optimal investment situations in the aftermath of the economic crisis. While investment market gaps persist, there will progressively be a need for a more policy oriented investment support to target specific sub-optimal investment situations. Moreover, in view of the improved economic situation, any future EU investment support schemes need a better and more targeted policy focus.
- The lack of focus on climate, and more generally sustainable, goals has already been partially addressed by EFSI 2.0. The proposed InvestEU Programme should also build on this experience and incorporate where relevant a climate target and a sustainability proofing test.
- The evaluation found the budgetary guarantee under the EFSI to be an efficient mechanism for increasing the impact of limited budgetary resources. The InvestEU Programme is thus expected to be based on a (single) budgetary guarantee. This would require a close monitoring of the risk profile and parameters of the products set up under the InvestEU Fund.
- The EFSI support and centrally managed financial instruments are found to overlap over a number of areas. Other evaluations found further overlaps between several centrally managed financial instruments. During the current programming period, some of these overlaps have been addressed through refocusing certain instruments. While topping up solutions under EFSI helped ensuring coherence with existing financial instruments, for

future investment programmes to be designed under the next MFF, it is not desirable to have an EU instrument topping-up another one as a default solution. This may lead to inefficiencies, limited transparency, and create confusion for final beneficiaries and financial intermediaries. The integration of all future EU investment programmes in a single fund, aims at simplification, increased flexibility, and removal of potential overlaps between seemingly similar EU investment support instruments.

- The evaluation identified potential overlaps between EFSI and financial instruments under shared management. It also identified a further need for increasing synergies between ESIF and EFSI via combination of support as the number of operations combining EFSI with ESIF resources remains relatively limited. For the future programmes it is thus necessary to better exploit synergies between the centrally managed instruments and instruments under shared management as well as to ensure and further eliminate any undue obstacles for their combination.
- The evidence suggests that additionality criteria under EFSI 1.0 could have been better defined. Additionality criteria have already been reinforced under EFSI 2.0 and should have a positive effect as of its entry into force in 2018. The Commission will closely monitor the implementation of such new requirements in particular to limit the potential crowding out effect of EFSI operations.
- Building on this experience, the InvestEU Programme could further enhance additionality criteria. Under the InvestEU Programme, a broader set of criteria could be proposed, for example in the scoreboard, with the aim to enable the programme to improve its effectiveness. While in the InvestEU Programme, the ex-ante assessment of additionality is proposed to remain under the competence of the Investment Committee, the transparency of such assessment process would be further enhanced by the presence of additional indicators. Moreover, the scoreboard would be prepared by a Project Team hosted by the Commission and not by the implementing partner, as it is the case today for the EFSI. Furthermore, other monitoring indicators linked to the specific objectives of the Fund and to the individual policy windows will be set up in the context of the InvestEU Programme.
- The evaluation finds that EFSI triggered new forms of cooperation between the EIB and NPBI's although this has taken time to develop. NPBI's are important partners for the delivery of the EFSI as their local presence and knowledge have facilitated transaction origination (particularly, investment platforms) and enabled smaller deal sizes. Cooperation and coordination with NPBI's is also an essential element for improving the EU added value of an instrument like the EFSI by reducing overlaps between national schemes and EU level intervention and for improving complementarity. In order to deploy the NPBI's' full potential to address local market failures or sub-optimal investment situations, EFSI 2.0 and the future InvestEU Programme should allow the EU Guarantee to take more systematically a subordinated position towards NPBI's' operations. Additional effort should be undertaken to enhance the EU support to a wider range of NPBI's across the EU and thus ensuring a more balanced geographical distribution.
- This and the past EFSI evaluations found that that the current EFSI governance structure works well. However, the 2016 ECA report called for more transparency and some streamlining. Moreover, in the ECA's opinion, the complex interrelations between the Commission and the EIB make it difficult to establish for accountability purposes who is ultimately responsible to the EU budgetary and legislative authorities for the performance and risk management of EFSI. Therefore, the governance of the InvestEU Programme should be maintained at the Commission level as this will better fulfil the InvestEU Programme's objectives (i.e. more focused on addressing specific policy objectives) and

accountability, and in terms of structure this should ensure an adequate and coherent policy steer.

- Advisory services and technical assistance are highly needed to improve the Member States and project promoters' capacity to originate, develop and implement investment projects. There is a range of existing TA initiatives associated with EU programmes and activities of NPBI's which have potential to offer synergies with the EIAH's mandate. For the post-2020 MFF, it is proposed to streamline centrally managed technical assistance initiatives for investment support into the InvestEU Programme.
- As regards the EIPP, it is important to continue increasing the number of projects published on the Portal and to enhance the quality and quantity of registered investors. Therefore, increased cooperation should be set up with the EIB Group, NPBI's and financial intermediaries supported by the EFSI or, in the future, by the InvestEU Fund.

ANNEX 1: PROCEDURAL INFORMATION

1. LEAD DG, DECIDE PLANNING/CWP REFERENCES

Leading DG: Directorate General Economic and Financial Affairs (**DG ECFIN**)

The requirement for the evaluation of the Evaluation of the European Fund for Strategic Investments, of the European Investment Advisory Hub, and of the European Investment Project Portal derives from the EU Regulation 2015/1017 (EFSI 1.0) amended by the EU Regulation 2017/2396 of 13 December 2017 (EFSI 2.0). The Regulation stipulates in Article 18 that the Commission has to submit to the European Parliament and the Council an independent evaluation of the application of EFSI Regulation before tabling any new proposals for a post-2020 investment support instrument.

The independent external evaluation was performed by an **external contractor**, ICF Mostra. It covers the functioning of the European Fund for Strategic Investments, the use of the EU Guarantee, the activity of the European Investment Advisory Hub, as well as of the European Investment Project Portal. The evaluation covered questions of relevance, effectiveness, efficiency, coherence and EU added value.

An **evaluation roadmap** summarising the design, purpose and scope of the evaluation was published in December 2017 on the Commission's dedicated page: http://ec.europa.eu/info/law/better-regulation/initiatives/ares-2017-6318655_en.

This Staff Working Document presents the results of an external evaluation of the application. The conclusions and recommendations of the evaluation will serve to assess the extent to which the EFSI, the EIAH, and the EIPP are achieving their objectives. They will also inform future Commission legislative proposals related to establishing the investment support instruments for the period 2021-2027 (the InvestEU Programme). However, this SWD also draws on previous EFSI evaluations⁸⁵ and other relevant studies.

2. ORGANISATION AND TIMING

This evaluation has been steered by DG ECFIN under the scrutiny of an inter-service group (ISG). The ISG was set up in December 2017 in order to provide input for the evaluation and comprised representatives of DG ECFIN, DG REGIO, DG BUDG and the Secretariat-General. The EIB was involved during the course this evaluation and participated at ISG meeting as observer. The group met 3 times during the evaluation process. Two more group meetings are envisaged to finalise the evaluation with the final report due in May and a final workshop foreseen in early June.

The table below summarises the ISG meetings, dates and topics of discussion as well as other consultations.

⁸⁵ Evaluation of the functioning of the EFSI by the EIB, September 2016. Ad-hoc "audit" of the application of the Regulation 2015/1017 published on 14 November 2016 by EY.

Table - Meetings of the ISG

Date	Meeting	Topics for discussion
20 December 2017	Kick off meeting	• Presentation of the evaluation methodology by ICF Mostra (for IIW, SMEW, the EU Guarantee, the EIAH, and the EIPP) • Overview of main deliverables and timeline • Next steps
5 Feb 2018	Inception report	• Presentation of the progress made by ICF Mostra (for IIW, SMEW, the EU Guarantee, the EIAH, and the EIPP) • Discussion of preliminary results and findings • Next steps
23 April	Draft final report	• Presentation of the progress made by ICF Mostra (for IIW, SMEW, the EU Guarantee, the EIAH, and the EIPP) • Discussion of draft final results, findings, and recommendations • Next steps
Early June	Final workshop	Date still to be confirmed

3. EXCEPTIONS TO THE BETTER REGULATION GUIDELINES

Open Public Consultations (OPC) related to the preparation of the post 2020 MFF were organised per group of policy areas. There was thus no specific OPC for this evaluation. This evaluation will mainly consider the results from the OPC on the EU Support for Investment⁸⁶. Any relevant results from OPCs regarding different policy areas like Cohesion; Security, Migration and Asylum; Strategic Infrastructure; Values and Mobility will also be taken into consideration.

Due to considerable timing constraints the ISG was not consulted on the draft SWD before its submission to RSB. The ISG however extensively discussed the draft final evaluation report prepared by ICF that is to a large extent the basis for this SWD.

This evaluation was prepared in parallel with the work on the Impact Assessment for the proposed post 2020 investment support instrument – InvestEU Programme. However, the impact assessment could draw on conclusion from past EFSI evaluations, past evaluation of other related programmes (COSME, CEF, etc.)⁸⁷ as well as from preliminary results of this independent evaluation. It is considered that the results of the previous evaluations combined with the draft results from the current one provide a sufficient feedback and evidence for the preparation of the InvestEU Programme Impact Assessment.

The current independent evaluation in particular:

- Confirmed the findings of previous evaluations that EFSI has proven a relevant and effective tool to address investment gaps and sub-optimal investment situations identified in 2014 and 2015.
- Supported the findings of previous evaluations that the EFSI's EU Guarantee is an efficient tool to address investment needs and found that the current

⁸⁶ This was a subpart of the OPC on Investment, research and innovation, SMEs and single market.

⁸⁷ The InvestEU Funds scope is broader than currently under EFSI, therefore the other evaluations were also reviewed.

provisioning rate is appropriate. The InvestEU Fund thus proposes a systemic use of a budgetary guarantee for the future EU investment support.

- Highlighted the fact that the investment environment has progressively been improving. Consequently, the InvestEU Fund is designed as a more policy focused instrument compared to EFSI.
- Underlined risks related to additionality and particularly crowding out of private investors. The InvestEU Fund will thus further improve the checks related to additionality.
- Further insights and lessons learned from the independent evaluation will be used before the launch of the InvestEU Fund and during its implementation as not all issues will be tackled by the InvestEU Fund Regulation (design of Key Performance Indicators, improvement of the estimation method for provisioning, etc.).

4. CONSULTATION OF THE RSB

The RSB consultation took place on 16 May 2018. The board gave a positive opinion.

The table below summarises the changes introduced to this Evaluation SWD in response to the Board's main comments:

Main RSB considerations:	Changes made to the SWD
The report downplays critical findings of the underlying external study and of earlier evaluations or reports from the European Court of Auditors. In particular, the report's assessment of EFSI's additional impact (additionality) does not fairly reflect the available evidence.	Additional evidence from the current ICF independent evaluation, as well as from past evaluations, and the ECA Opinion No 2/2016 has been included in sections on Efficiency (5.2.3), on EU Added Value (5.2.5), Coherence (5.1.4.1) as well as in the conclusions and lessons learned(6.5).
The report does not do enough to identify areas for improvement and draw operational conclusions for the new EU investment fund (InvestEU).	Several sections have been updated and clarified to identify areas for improvement including the sections on Additionality (5.1.5.2), Coherence (5.1.4), Relevance as well as conclusions and the section on Lessons learned (6.5).

5. LITERATURE REVIEW

Past evaluations:

1. A Commission evaluation on the use of the EU Guarantee and the functioning of the EU Guarantee Fund accompanied by an opinion of the Court of Auditors,
2. an EIB evaluation on the functioning of EFSI, and
3. an independent external evaluation on the application of the EFSI Regulation.
4. Main findings of these evaluations were summarised in the Commission Communication on the Investment Plan for Europe (COM (2016) 764).

Other relevant documents:

5. AFME, 2013. Unlocking funding for European investment and growth. Centre for European Policy Studies, (2016), Europe's Untapped Capital Market Rethinking financial integration after the crisis, Final Report of the European Capital Markets Expert Group Chaired by Francesco Papadia
6. Centre for European Policy Studies, (2016). Europe's Untapped Capital Market Rethinking financial integration after the crisis, Final Report of the European Capital Markets Expert Group Chaired by Francesco Papadia
7. Centre for European Policy Studies, (2017). EFSI as a new type of budgetary instrument, European Parliament.
8. CEPS, (2016). Study on the potential and limitations of reforming the financing of the EU budget, June, on behalf of the High Level Group on Own Resources.
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10. Dauerstadt, M. 2015. How to close the European investment gap?
11. DG Regio, 2015: Complementarities between European Fund for Strategic Investments (EFSI) and European Structural and Investment Funds (ESIF)
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13. ECA reports i.e. EU Court of Auditors Special Reports: Ports (No. 4, 2012) & Airports (No. 21, 2014)
14. EESC, (2017). The investment plan and the Social Pillar: a step towards a new strategy for Europe
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16. EIB, 2016. Working Paper 2016/01 – Infrastructure Investment in Europe and International Competitiveness
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18. EU Task Force Report, (2014). Special Task Force on Investment in the EU
19. European Commission, (2012). Ex-ante assessments for InnovFin, COSME and CEF
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22. European Commission, (2017). ECFIN: Bank Lending Constraints in the Euro Area
23. European Parliamentary Research Service, (2016), European Fund for Strategic Investments – EFSI 2.0, Briefing – EU Legislation in Progress, 2016.
24. European Parliamentary Research Service, (2016), Revision of the Regulation on the European Fund for Strategic Investments – towards an EFSI 2.0?, Briefing.
- European Semester Reports, including Country Recommendation Reports⁸⁸
25. Gros, D. (2014). Investment as the key to recovery in the euro area?
26. Harald, 2017. Innovation, Skills and Investment: A Digital Industrial Policy for Europe
27. IIGCC: Achieving the Investment Plan for Europe's €315 billion ambition:12 fixes

⁸⁸ https://ec.europa.eu/info/publications/2017-european-semester-country-reports_en

28. Lopez de Silanes Molina, Prof. Florencio et al. (2015). The European Capital Markets Study, Estimating the Financing Gaps of SME.
29. LSE, 2017. LSE Growth Commission Report.
30. Myant, M. 2015. The European Commission's investment plan: a critical appraisal and some alternatives, Social Policy in the European Union: state of play 2015
31. Pasimeni, P. and S. Riso, (2016). The redistributive function of the EU budget, November, Macroeconomic Policy Institute, Hans-Böckler-Stiftung
32. Rinaldi, D. (2015). Commission's Investment Plan Lacks Human Capital Component, Euro-Insight, 18 November.
33. Rubio E., D. Rinaldi and T. Pellerin-Carlin, (2016). Investment in Europe: Making the best of the Juncker Plan with case studies on digital infrastructure and energy efficiency, Studies & Reports No. 108, Jacques Delors Institute, Paris.
34. S&P, 2017. Prudential rules for private infrastructure capital take two steps forward but have yet to reach the end of the road.
35. S&P, 2017. Europe's Investment Plan Surges To €500 Billion, But Is It Working?
36. Whittle, M., J. Malan and D. Bianchini, (2016). New financial instruments and the role of NPB, Study for the European Parliament, Committee on Budgets.
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38. Zuleeg, F. and R. Huguenot-Noël, (2016). Rethinking the EU's investment strategy: EFSI 2.0 needs a Social Pillar to address economic insecurity, EPC Commentary, EPC, Brussels, 15 November 2016.

ANNEX 2: STAKEHOLDER CONSULTATION

In light of the preparation of the post 2020 Multiannual Financial Framework, Open Public Consultations were organised per group of policy areas. This evaluation mainly considers the results from the OPC on the EU Support for Investment⁸⁹.

In addition to this overall OPC, the independent evaluation included 5 different targeted surveys as well as more than 60 interviews with the most relevant stakeholders (see section 4 as well as Annex 3 for details on methodology).

Feedback was also received on the Evaluation Roadmap which was open to the public from 21 December 2017 to 18 January 2018⁹⁰.

A. Results of the targeted consultations

The consultation activities included initial scoping interviews and semi-structured interviews with 71 key stakeholders and 5 targeted online surveys of key stakeholders.

Table: Targeted surveys conducted and the response rate

Survey	Number of responses	Response rate [in %]
Survey of project promoters under IIW	90	45
Survey of financial intermediaries under IIW	20	26
Survey of National Promotional Banks	12	37
Survey of beneficiaries of EIAH assistance	20	17
Survey of project promoters from the EIPP	61	31

Source: Based on ICF Evaluation report.

The 5 surveys targeted stakeholders like project promoters, beneficiaries, financial intermediaries and NPBI. The response rates ranged from 17% to 45%.

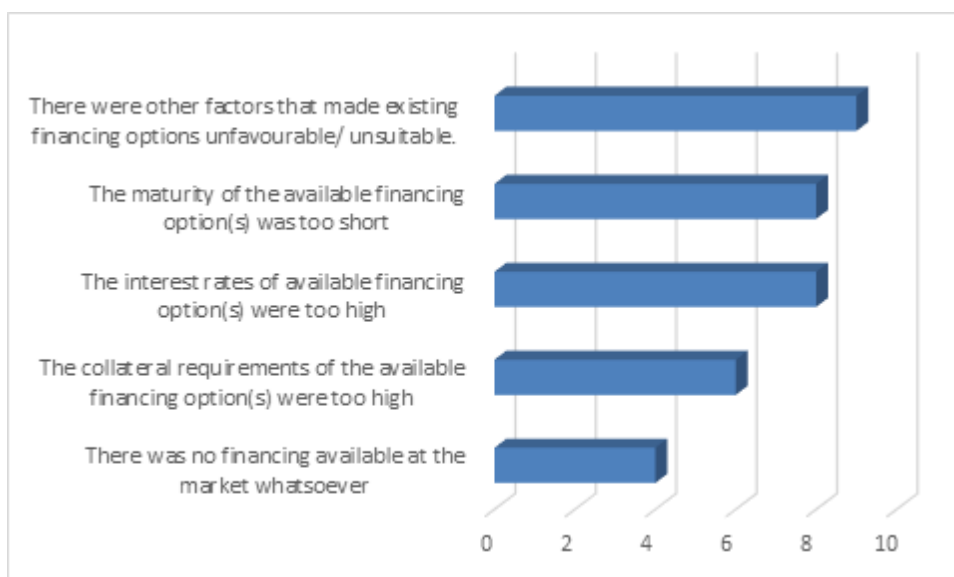
⁸⁹ This was a subpart of the OPC on Investment, research and innovation, SMEs and single market.

⁹⁰ https://ec.europa.eu/info/law/better-regulation/initiatives/ares-2017-6318655_en

A.1 Survey of promoters under the IIW

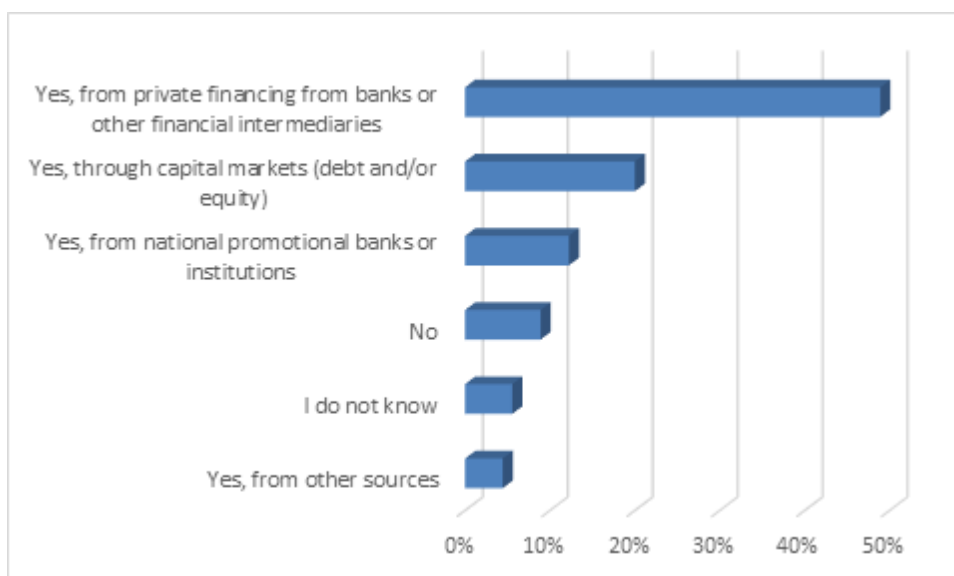
In total, 90 project promoters replied, which represents a 45% response rate. In total, 69% of the respondents were private companies, 22% public entities, and 9% special purpose vehicles.

1. Which challenges with access to finance, if any, did you face when you were seeking funding for your project?



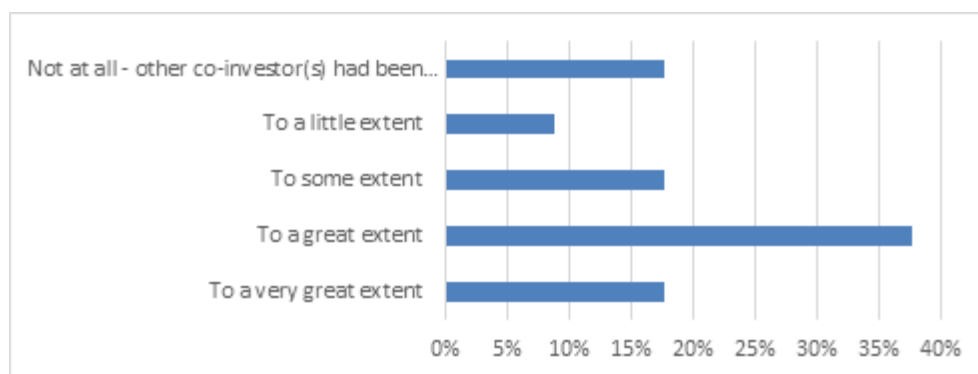
Source: ICF survey; Replies from those 23 respondents who replied yes to the question “did you face any challenges in securing finance for your project?” Respondents could select multiple answers.

2. If EIB financing had not been available, were there other similar alternative sources of financing for your projects that you could have realistically relied on?



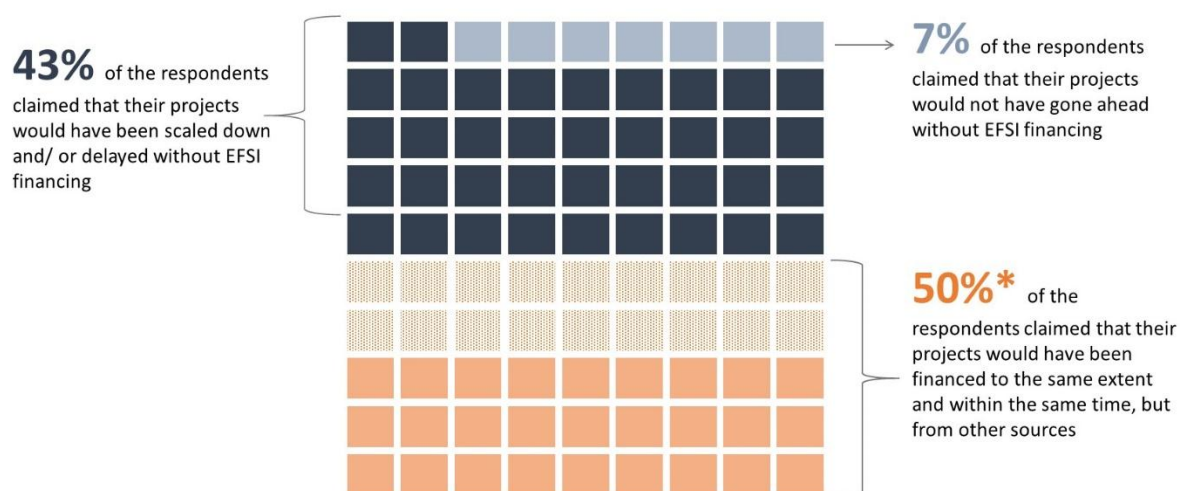
Source: ICF survey, N=90

3. To what extent did the fact that you secured the EIB financing help you in attracting other co-investor(s)



Source: ICF survey; N=45; Answers were provided by those who replied “yes” to the question “Did you attract any other co-investor(s) for your project, apart from the EIB?”

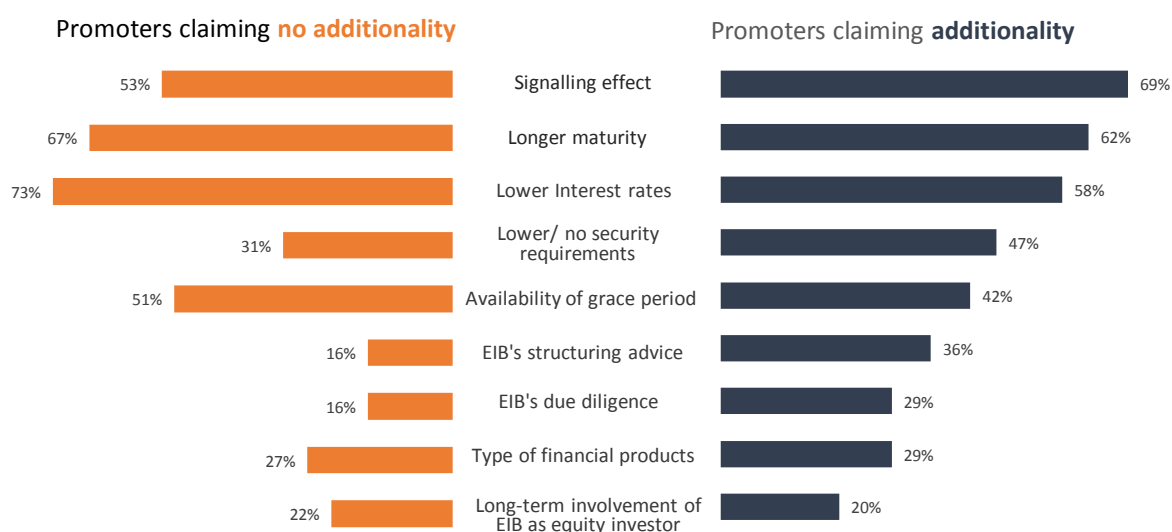
4. Please give us your assessment of what would have happened to your project, had EFSI funding not been available



Source: ICF survey of IIW project promoters (N=90);

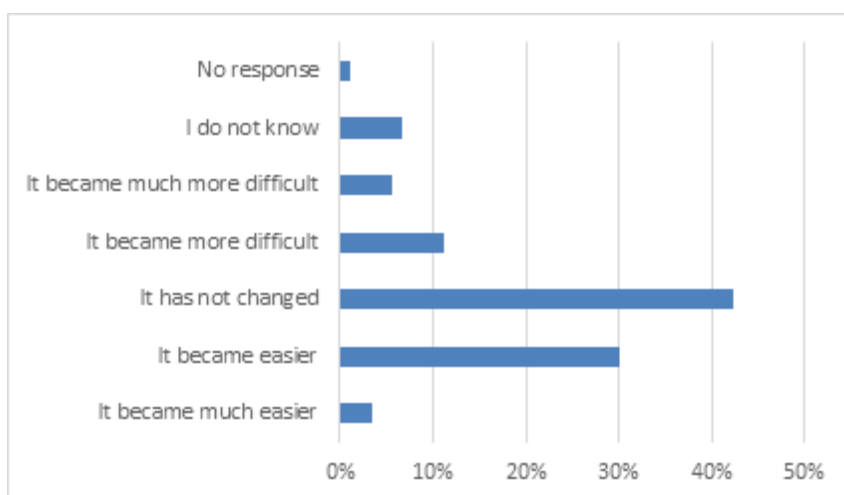
*19 out of the 45 respondents (40 per cent) however, would have been able to obtain only partial financing from alternative sources of finance

5. What is the comparative advantage of EIB financing, if any, compared to other alternative sources of financing you considered?



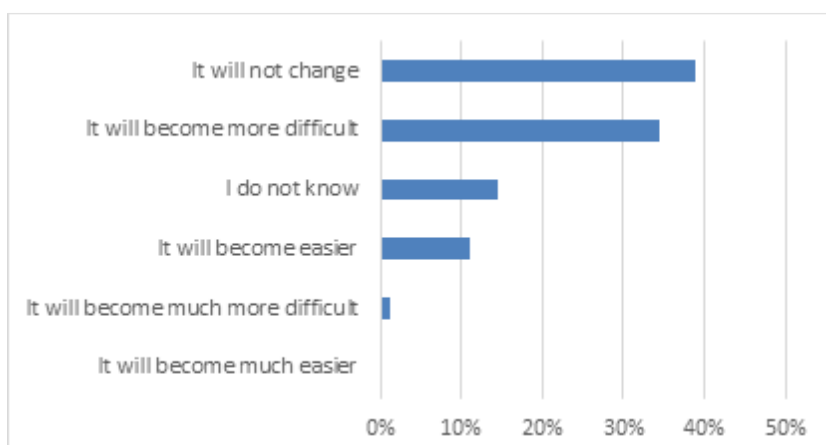
Source: ICF survey; N=90. Promoters “claiming no additionality” are those 45 who answered that their project would have been financed to the same extent and within the same time, but from other sources.

6. How do you think the access to higher risk financing in your sector has changed since 2015?



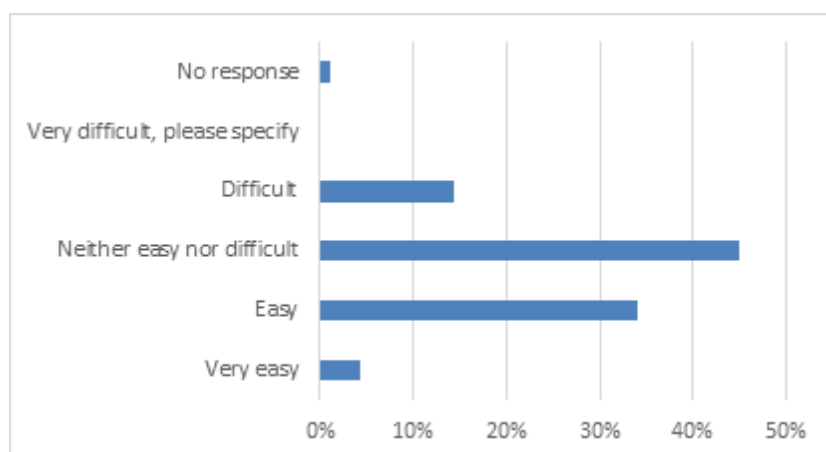
Source: ICF survey; N=90.

7. How do you think the access to higher risk financing for projects in your sector will change during the next 3 years?



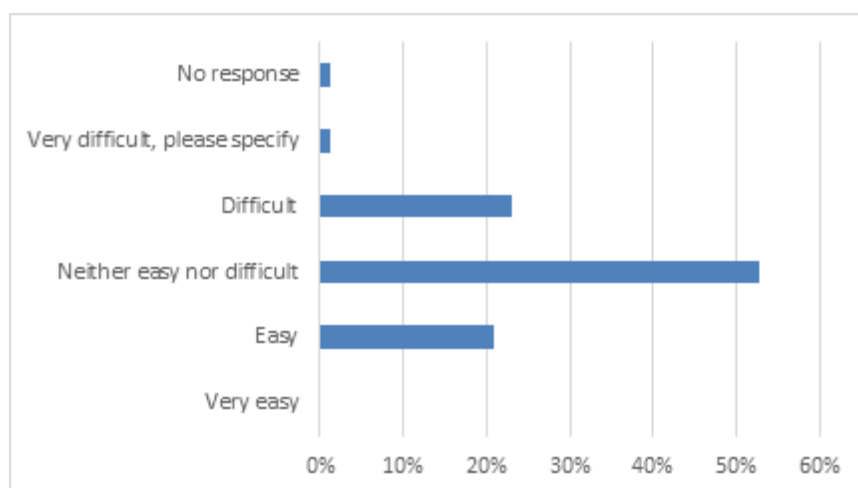
Source: ICF survey; N=90.

8. How did you find the application procedure for EIB funding?



Source: ICF survey; N=90.

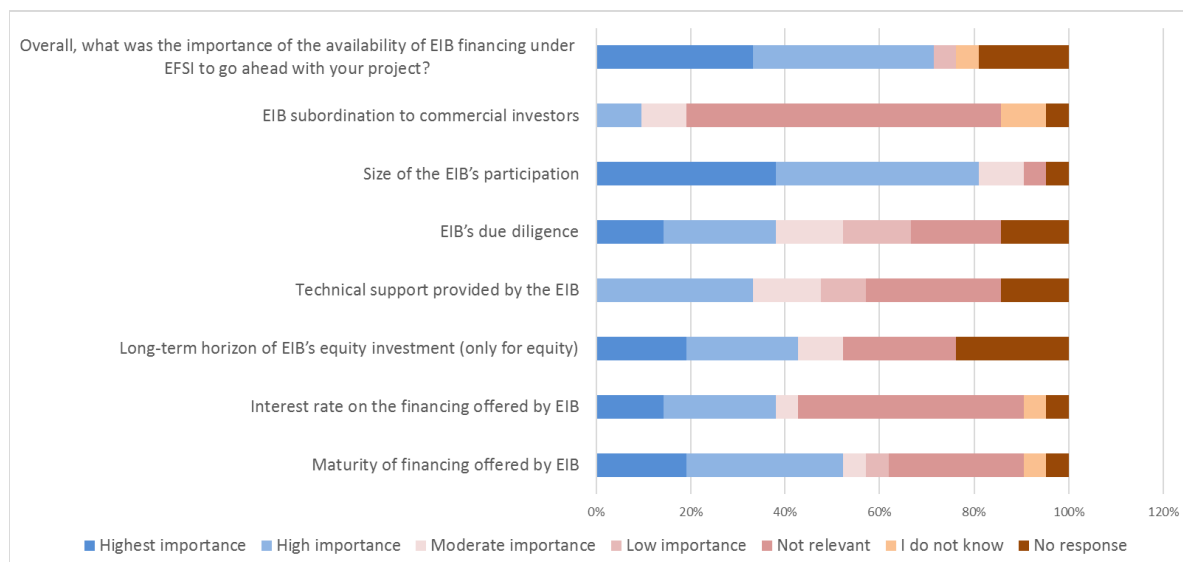
9. How did you find the appraisal procedure for EIB funding?



Source: ICF survey; N=90.

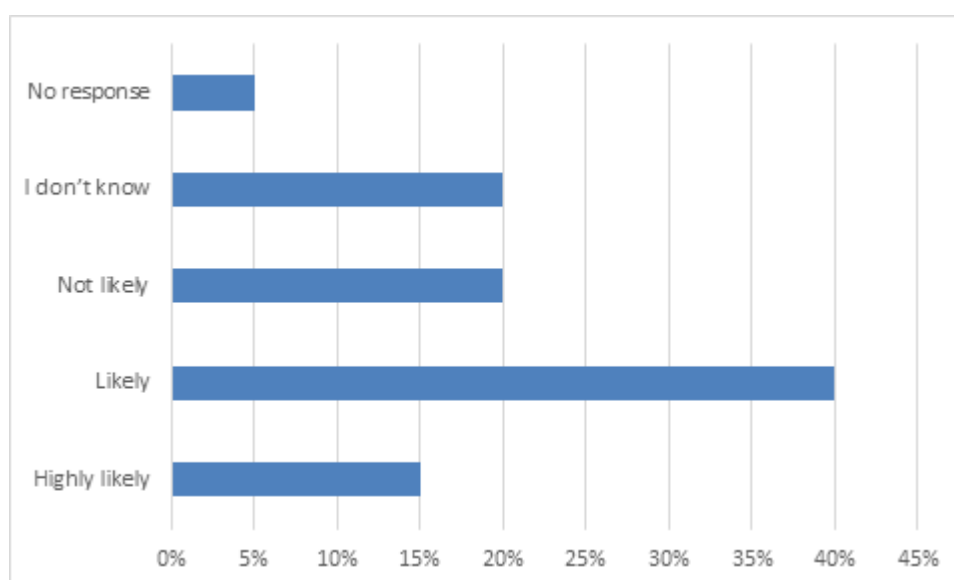
In total, 20 replies were received from National Promotional Banks (5%), private equity funds (50%), banks (30%), and other intermediaries (15%).

1. **From the perspective of your organisation, please indicate the importance of each of the following characteristics of the EIB financing under EFSI in your decision to use it for your project.**



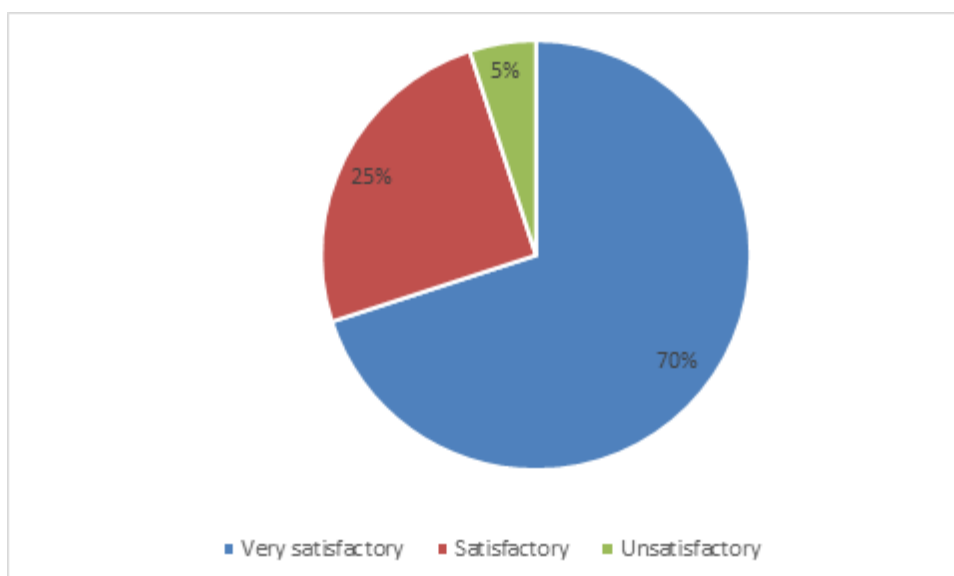
Source: ICF survey

2. **If you had not carried out the EIB supported project, would you have committed the financing/guarantees (if / as applicable) to other non-EIB supported projects over the same time period and to the same extent?**



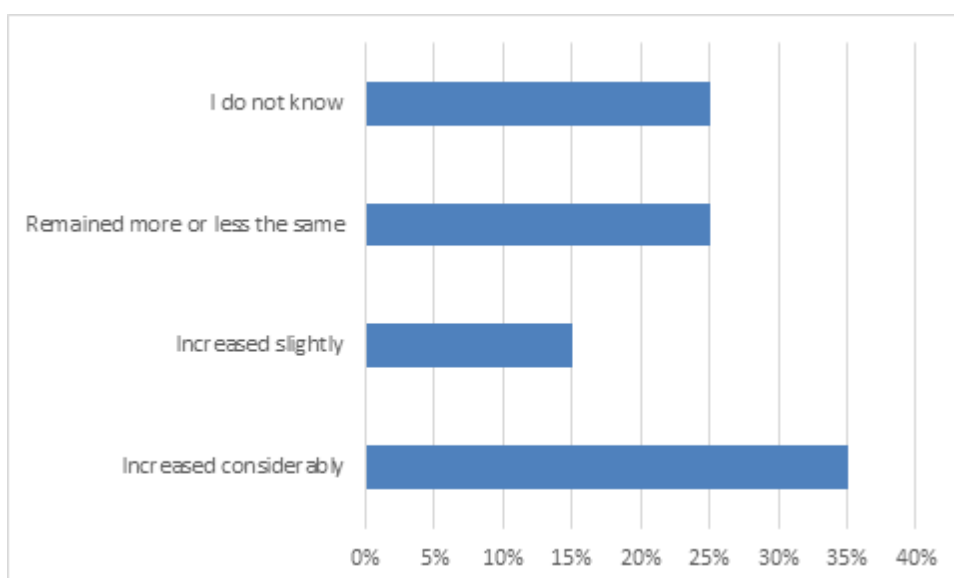
Source: ICF survey; N=20.

3. **How was your experience, as financial intermediary, with respect to the process in which EIB considered and confirmed the financing for the project?**



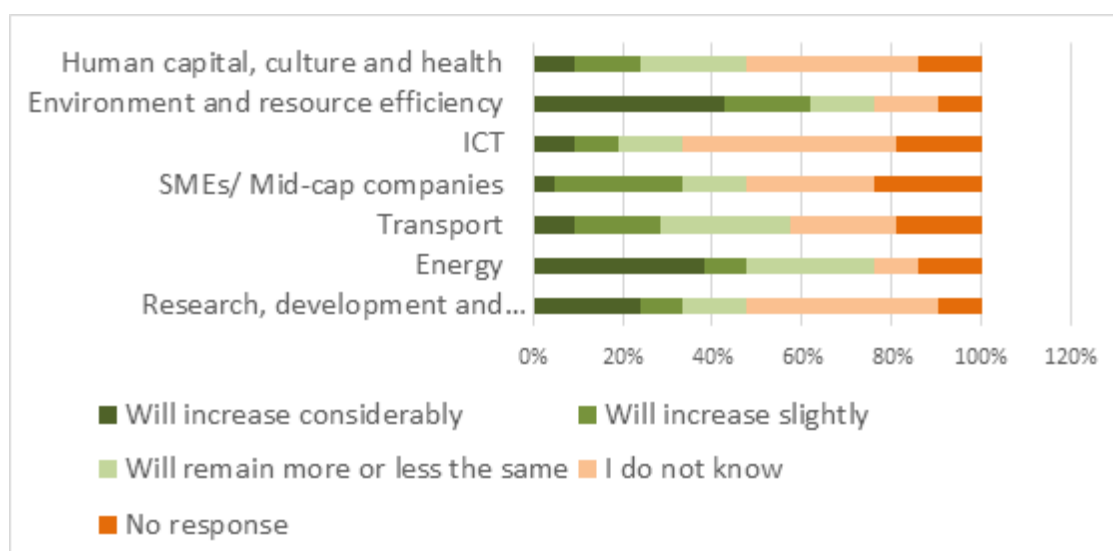
Source: ICF survey; N=20.

4. **How has the demand for the type of financing provided by EIB under EFSI changed since 2015?**



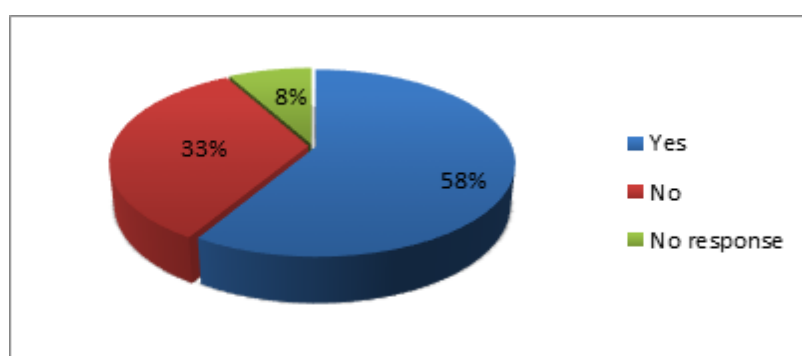
Source: ICF survey; N=20.

Replies by policy area:



A.3 Survey of National Promotional Banks

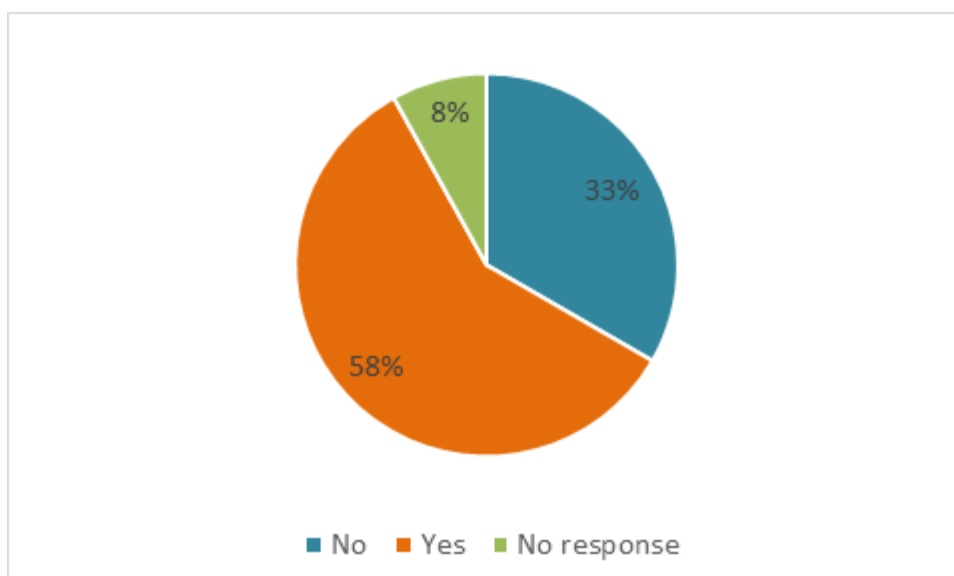
1. Has the EIB financing under EFSI encouraged an expansion in the capacity of your organisation to deliver investment in your country in response to market failure?



Source: ICF survey, number of respondents: 12

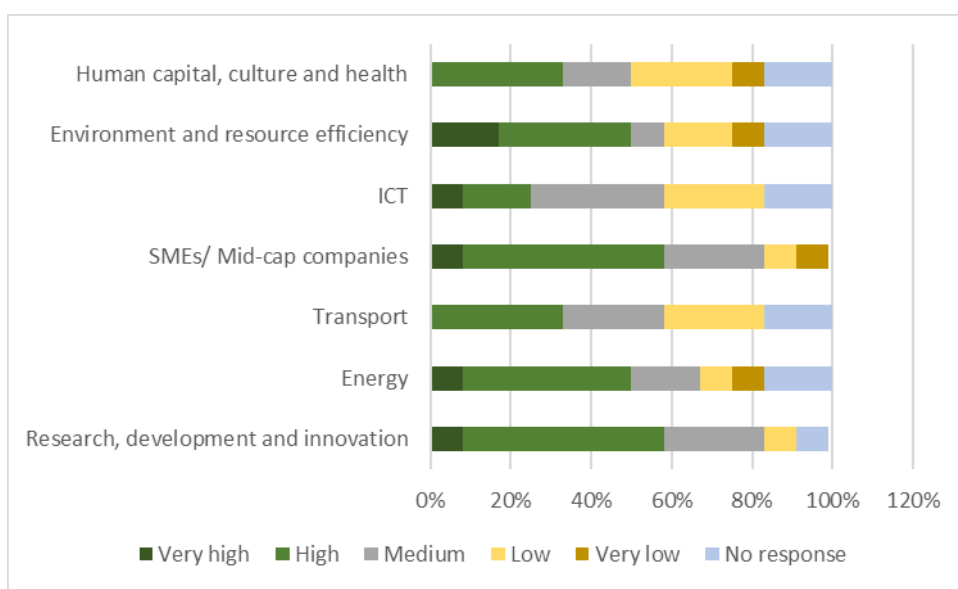
Out of the respondents who answered 'YES' to this question, 57% indicated the number and scale of co-investment opportunities that opened up as a result of such expansion. Secondly, the ability to attract greater private sector interest with a willingness to invest was quoted as another important effect of EIB EFSI financing on the capacity of the respective NPBs, followed by the development of new products and the assistance with the development of technical expertise.

2. Overall, do you consider that EFSI has made a significant contribution to increasing access to higher risk finance in your country/ region?



Source: ICF survey, number of respondents: 12

3. How would you assess the current financing gaps (i.e. gap between investment needs and financing available from the market) in the following sectors of your country/region of operation?

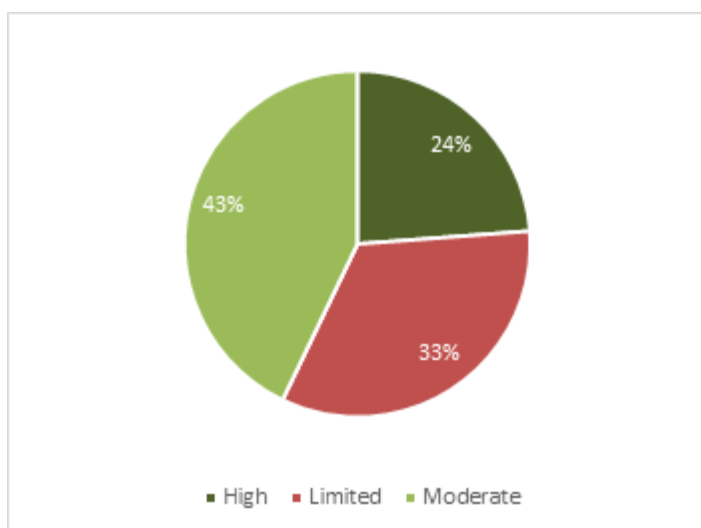


Source: ICF survey, number of respondents: 12

A.4 Survey of beneficiaries of EIAH assistance

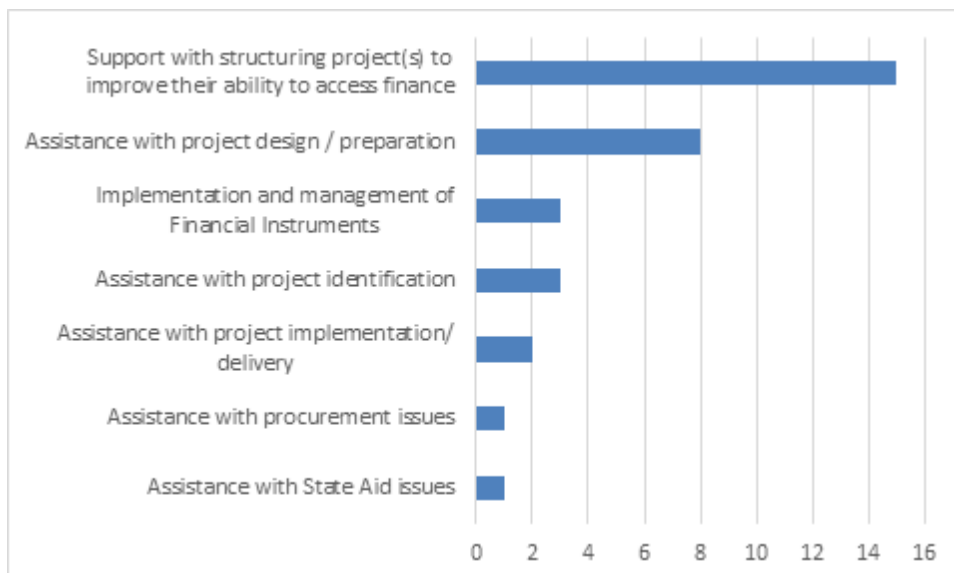
In total, 21 replies were received from private companies (29%), financial intermediaries (5%), NGOs (5%), public entities (57%), and other organisations (5%). Most surveyed beneficiaries received EIAH support for project structuring and preparation. A majority of respondents (72%) evaluated the provided expertise as high or very high and most of them (86%) would recommend the EIAH assistance to other organisations.

1. In your view how widely known, among users of technical assistance, are the services of the EIAH?



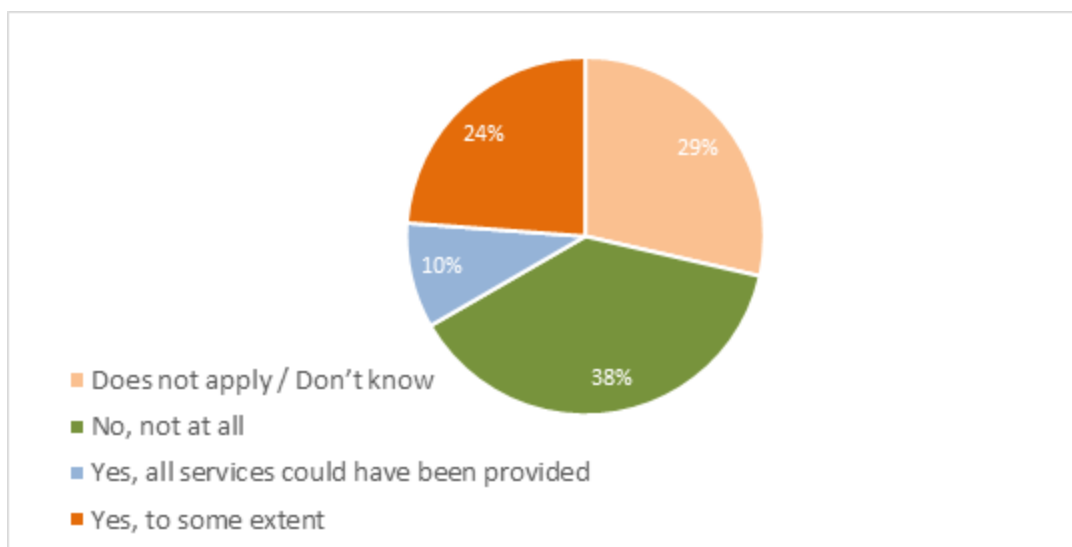
Source: ICF survey; N=21

2. What was the type of the assistance that you received from the EIAH?



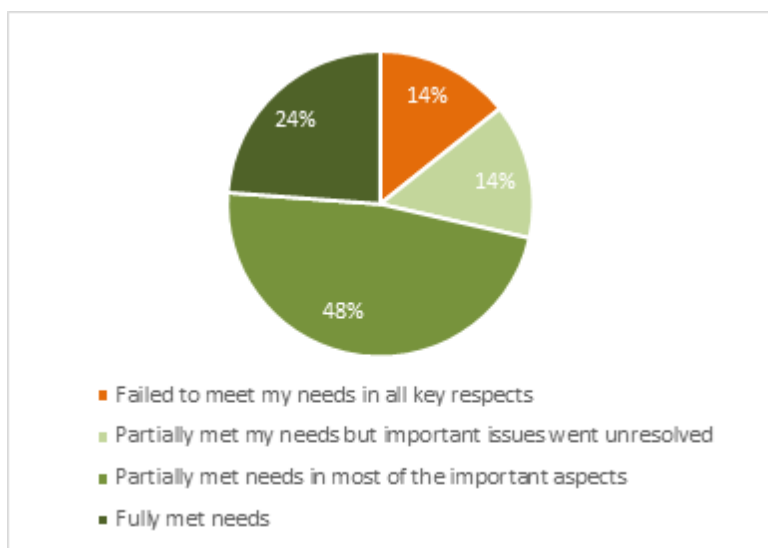
Source: ICF survey (possibility of multiple answers)

3. Do you think you could have received similar assistance from an organisation in your country (e.g. a national promotional institution or via services provided in the marketplace)?



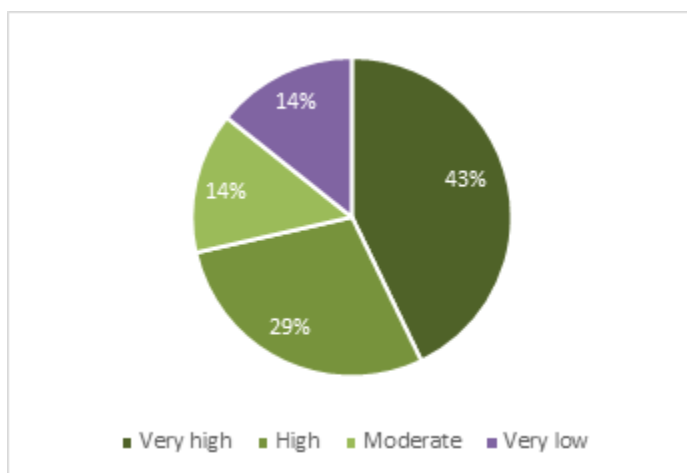
Source: ICF survey; N=21

4. How well were your needs met by the information that you received from the EIAH (directly or indirectly)?



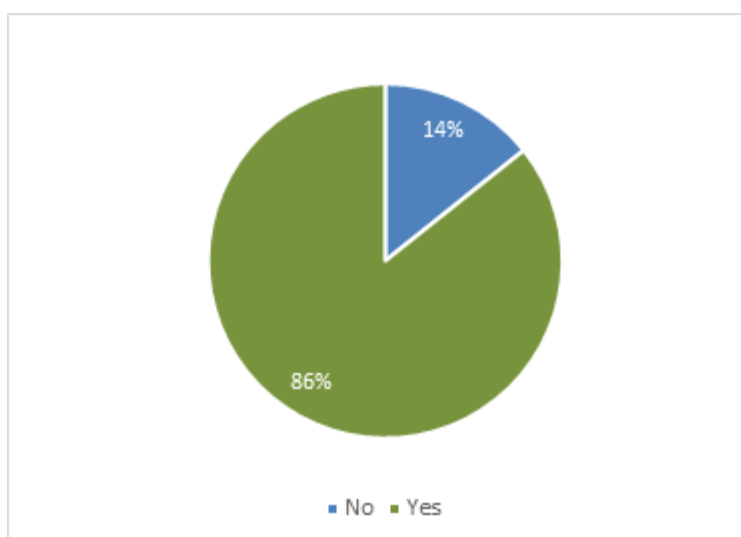
Source: ICF survey; N=21

5. In your view, what was the level of expertise provided by experts from the EIAH?



Source: ICF survey; N=21

6. Would you recommend the services of EIAH to other organisations?



Source: ICF survey; N=21

A.5 Survey of project promoters from the EIPP

The EIPP survey targeted 194 project promoters who published 238 projects. The survey received a total of 61 responses (31% participation rate).

1. Type of organisation

Based on the self-assessment of the promoters, most were private companies (76%). Almost half of the private companies were micro companies with less than 10 employees, followed by small and medium sized companies.

Q: What type of organization do you represent?

		Answers	Ratio
Public entity		9	14.52%
Private company		47	75.81%
Financial intermediary		0	0%

Other		6	9.68%
No Answer		0	0%

Q: If private company, which category do you fall in?

		Answers	Ratio
Micro (<10 employees)		30	48.39%
Small (between 11 and 49 employees)		13	20.97%
Medium (between 50 and 249 employees)		2	3.23%
Mid-cap (between 250 and 3000 employees)		1	1.61%
Large (>3000 employees)		0	0%
No Answer		16	25.81%

2. Project details

The highest number of responses received belongs to projects planned to be undertaken in Italy, followed by Spain, Greece and France. In terms of the sectors the highest number of these projects will be implemented in the field of environment and resource efficiency while the lowest in social infrastructure. The majority of the projects are still in the early phases of the project development compared to 3% which are in a late stage.

Q: What sector(s)/field(s) does your project (or project idea) cover?

		Answers	Ratio
Knowledge and digital economy		14	22.58%
Energy		13	20.97%
Transport		10	16.13%
Social infrastructure		9	14.52%
Financing for SMEs and mid-caps		14	22.58%
Environment and resource efficiency		16	25.81%
No Answer		0	0%

Q: Please indicate the stage at which you submitted your project to the EIPP:

		Answers	Ratio
Feasibility assessment		10	16.13%
Structuring		11	17.74%
Procurement		2	3.23%
Partial financing secured		14	22.58%
Early construction		6	9.68%
Late construction		2	3.23%
Other (please specify)		7	11.29%
No Answer		10	16.13%

3. Submission process

Most of the promoters (more than 90%) found the EIPP registration process easy.

Q: Was it easy to submit your project(s)?

		Answers	Ratio
Yes		56	90.32%
No		6	9.68%
No Answer		0	0%

4. Contacts by investors

Almost 80 % of the promoters were contacted by potential investors as a result of their project publication on the EIPP. Out of these, the majority has received up to 10 contacts.

Q: Have you been contacted by investors/potential business partners as a result of your project(s)' publication on the EIPP?

		Answers	Ratio
Yes		48	77.42%
No		14	22.58%
No Answer		0	0%

Q: If Yes, by how many?

		Answers	Ratio
1 -9		52	83.87%
10 - 49		3	4.84%
> 50		0	0%
No Answer		7	11.29%

5. Financing from investors

Two project promoters mentioned to having received financing followed by the publication of their project on the EIPP. The data provided by these two promoters was not sufficient enough to understand the background of the investment.

NB: Follow-up calls were made to all non-respondent remaining surveyed participants and 18 projects were identified as having fully or partially secured financing after being published on the EIPP.

Q: Have you received financing as a result of investor contact(s), following the publication of your project(s) on the EIPP?

		Answers	Ratio
Yes		2	3.23%
No		60	96.77%
No Answer		0	0%

6. Participation in events

87% of project promoters declared an interest to participate in future EIPP matchmaking and/or pitching events. The high express of interest in such events justifies well their organisation and guarantees high attendance.

Q: Would you be interested in attending EIPP pitching and/or matchmaking events in the future?

		Answers	Ratio
Yes		54	87.1%
No		8	12.9%
No Answer		0	0%

7. User experience and satisfaction

More than 75% were very satisfied, satisfied or quite satisfied with the EIPP.

Q: On a scale from 1 (not satisfied) to 5 (very satisfied), how would you rate your overall EIPP user experience and satisfaction?

		Answers	Ratio
1		11	17.74%
2		4	6.45%
3		17	27.42%
4		19	30.65%
5		11	17.74%
No Answer		0	0%

8. General remarks: Improvement of the EIPP suggested by the promoters

- Match-making events (matching size and sectors among promoters and investors)
- Investors' profiles should be public
- More serious investors which are capable to invest
- Possibility for promoters to contact investors
- EIPP partners should analyse the published projects
- Focus on investors outside the EU
- Promotion: roadshow with key projects, match-making and consultancy services by the EIPP
- Project/website: updates of the projects more frequently

B. Feedback received on the Roadmap

The feedback on the EFSI Evaluation Roadmap⁹¹ highlighted stakeholders' concerns related to the balanced geographical coverage, transparency and sustainability of the EFSI financing support in the future. These are aspects which have been assessed in this evaluation and have also been taken into account in the amendments adopted with the entry into force of the revised EFSI Regulation in 2018.

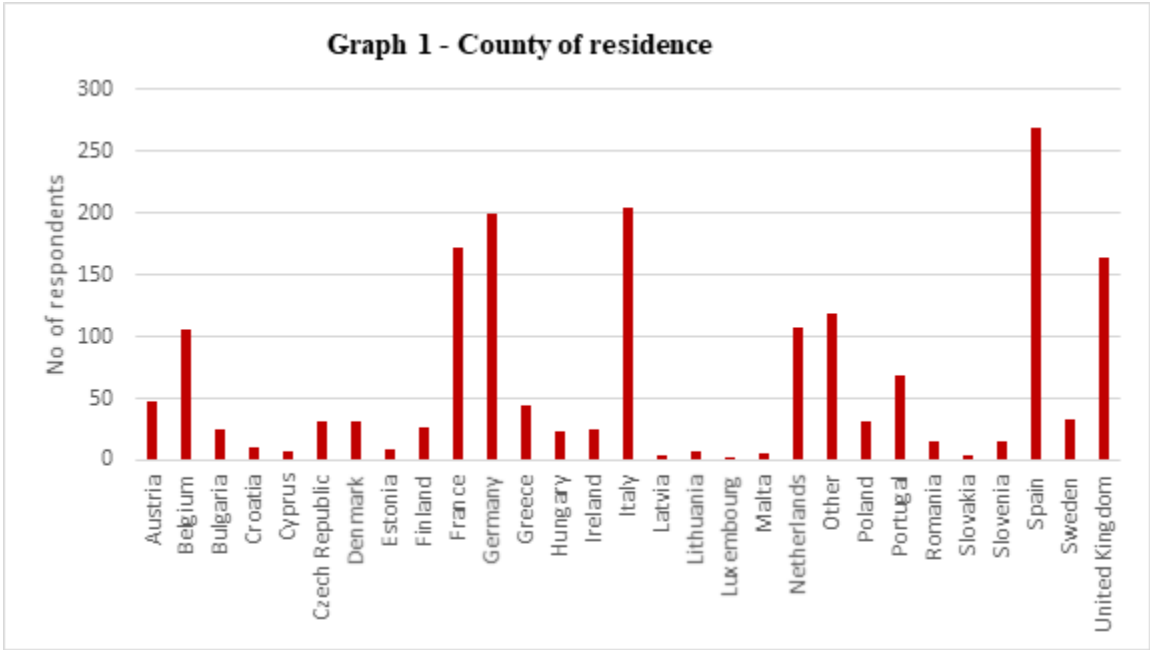
C. Results of the Open Public Consultation

On 10 of January 2018, the European Commission launched an open public consultation (OPC) on EU funds in the area of investment, research & innovation, SMEs and single market. The survey was conducted on the Commission webpage through an online survey consisting primarily of multiple-choice questions, with some open-ended questions.

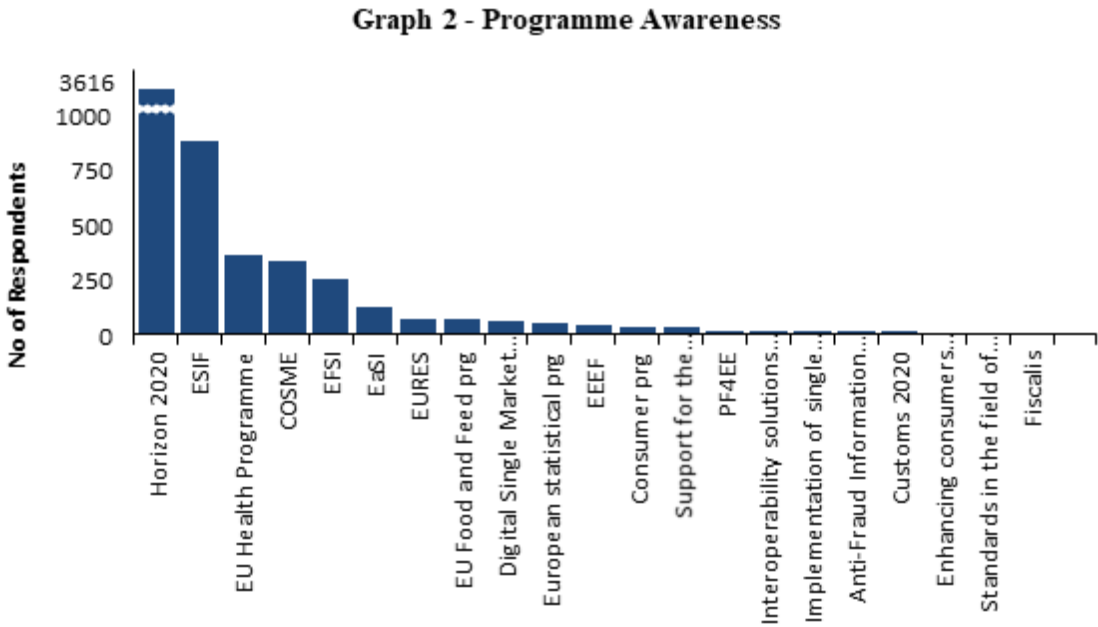
By the end of the consultation on 9 March 2018, 4052 respondents provided valuable information to the Commission. All citizens, organisations and stakeholders with an interest in issues related to investment, entrepreneurship, research, innovation and SMEs were welcome to respond to this consultation. In total, 1808 respondents answered in their personal capacity, while 2244 in their professional capacity or on behalf of an organisation. Replies from organisations were received from Think Tanks (12), Academia (526) and Research Institution

⁹¹ https://ec.europa.eu/info/law/better-regulation/initiatives/ares-2017-6318655_en

(347). The respondents had to answer to a specific questionnaire and they also had a possibility to attach any relevant document. Graph 1 shows the residence of respondents⁹²

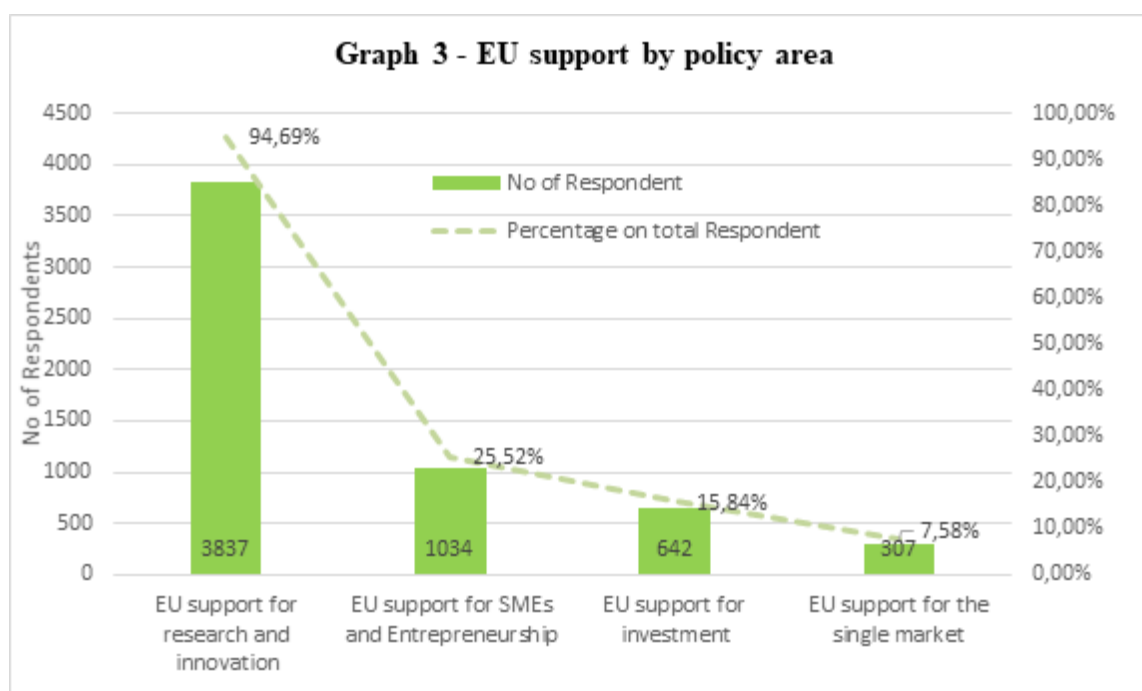


Graph 2 highlights the awareness of the respondents of the European programmes in connection to the topic area to which they answer. As the graph shows, Horizon 2020 is the most known programme. In other words, almost 9 out of 10 respondents are aware of the EU R&I programme Horizon 2020, which remains by far the most known EU programme among respondents. This is followed by ESIF (21.7%), EU Health Programme (9%), COSME (8%), EFSI (6.15%) and EaSI (3.15%), which are not recognized as Horizon 2020.

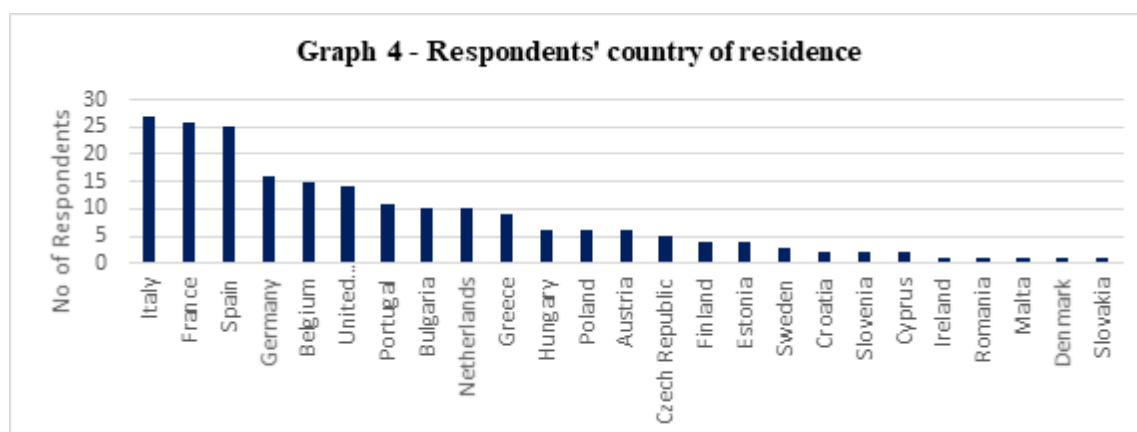


⁹² 1808 respondents out of 4052 answered this question

2. EU support for Investment

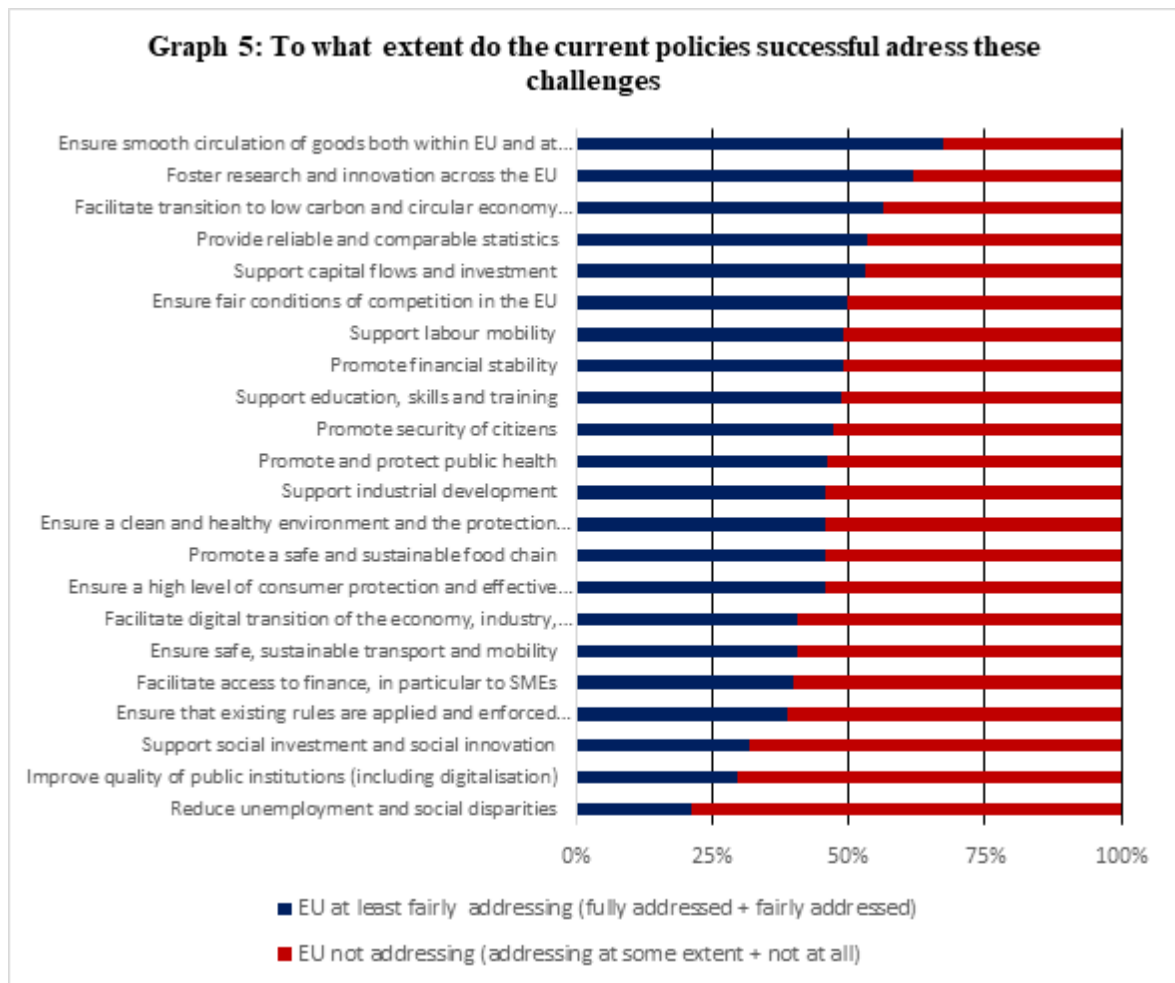


As illustrated in Graph 3, due to the structure of this questionnaire, it was possible to extrapolate the answers of people whose replies concerned the support for investment at European level. In total, 642 out of 4052 replies were dedicated to this topic and, as per Graph 4, the sample covers all the countries in European Union and it only shows those respondents that provided their country of residence.



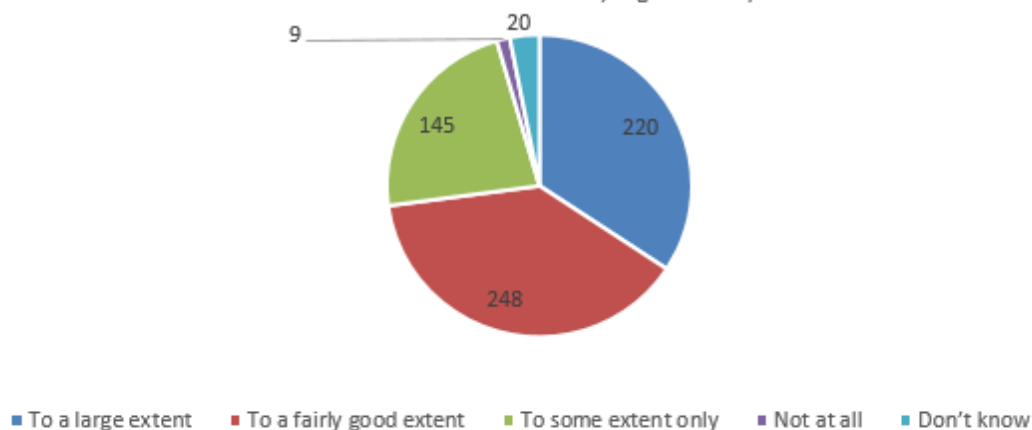
Moreover, data on the policies awareness on this specific subgroup are in line with the sample presented in Graph 2. The only exception is that more than 20% of the respondents are aware of the EFSI, compared to 6.15% in the total sample.

As far as the ability of the European institutions to intervene, respondents believe that there is room for improvement. According to their opinion, presented in Figure 5, the majority of the respondents believe that European institutions are not sufficiently addressing most of the challenges listed above. In particular, they stress the inability to address unemployment and social disparities, access to finance especially for SMEs and social investment and social innovation.



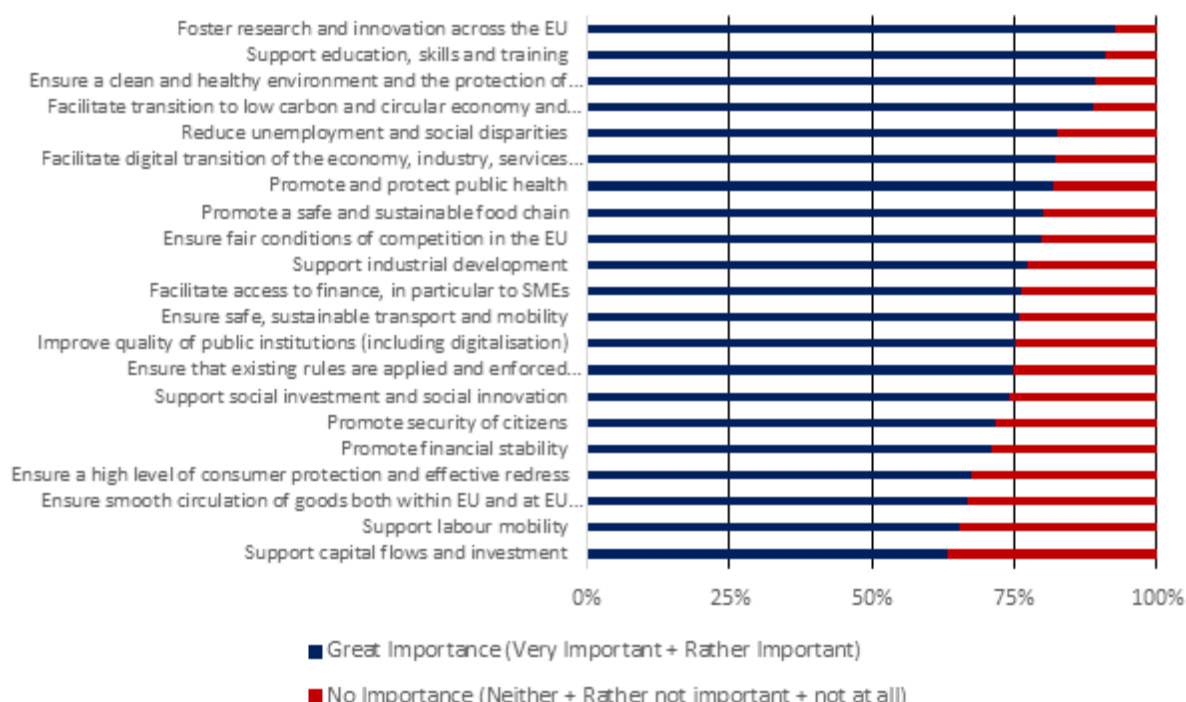
More interestingly, the respondents on the EU support for investments firmly believe that current actions at European level bring added value and that this is complementary to what Member States could achieve at national, regional and/or local levels. More than 70% of the respondents affirmed that at least to a fairly good extent the EU intervention adds value

Figure 6: To what extent do the current programmes/funds add value, compared to what Member States could achieve at national, regional and/or local levels?



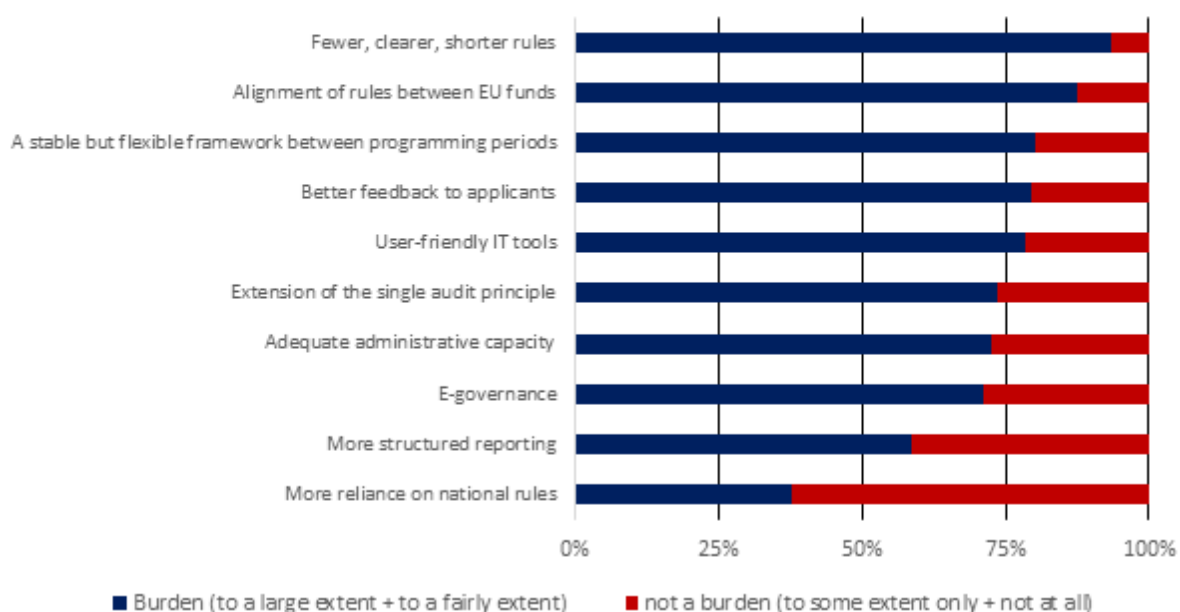
Furthermore, Graph 7 shows the importance that respondents give to preliminary identified policy challenges that according to the European Commission should be targeted in the future. For instance, research and innovation, the facilitation of the transition to low carbon and circular economy, education, skill and training or digitalisation are priorities that new programmes should clearly address.

Graph 7 - The Commission has preliminarily identified a number of policy challenges which programmes/funds in this area of investment, research & innovation, SMEs and single market could address. How important are these policy challenges in your view



Finally, Graph 8 confirms the steps that should be undertaken in order to simplify and reduce administrative burden for beneficiaries, according to the importance given by respondents. The entirety of challenges listed by the Commission should be addressed in the future. In particular, respondents believe that simplification of rules is the most important point that could help solve the administrative burdens for beneficiaries. Respondents also stress an alignment of rules between the EU Funds and a stable but flexible framework between programming periods.

Graph 8: The Commission has preliminarily identified a number of steps that could help to further simplify and reduce administrative burdens for beneficiaries under current programmes/funds. To what extent would these steps be helpful in your view?



ANNEX 3: METHODS AND ANALYTICAL MODELS

The methodological approach to the evaluation was done in line with the requirements set out in the Better Regulation guidelines.

The methodology included desk research, portfolio review and detailed analysis of 60 IIW projects, targeted interviews, five targeted surveys, as well as review of the EFSI's credit risk modelling by an expert.

The stakeholders identified through desk research and exchanges with DG ECFIN belonged to four large groups: policy makers and implementing partners at the EU and national level, stakeholders from the financial sphere, from the real economy, and from the wider society.

Evaluation questions

The evaluation has drawn upon a set of evaluation questions (presented below) relating to five main criteria: relevance, effectiveness, efficiency, coherence and EU added value.

1. EFSI⁹³

Relevance of EFSI

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
EQ 1: To what extent has the EFSI addressed the investment gaps and the market needs identified initially (in terms of size, sector, and geographical coverage)?	– To what extent has EFSI addressed the investment needs	– Desk research/ literature review of the evolution of investment gaps and market needs with forward looking element (up to end of 2020) and some focus on most relevant sectors; – Portfolio analysis (size, sector, geographical coverage, including trends over time); – Views expressed by NPBs, investment platforms, financial intermediaries and relevant staff in EIB/EIF regarding changes in market needs – Policy makers' satisfaction with the extent to which EFSI has addressed the investment gaps and the market needs.	– Desk review of relevant literature and reports on the existing and prospect investment gaps and market needs – Desk review of the EFSI's evaluations and reports – Data on EIB/EIF EFSI financed projects (as of 31 December 2017) – Inputs from the study experts for key sectors – Survey and Interviews with selected representatives of NPBs/NPIs – Survey of beneficiaries/ financial intermediaries involved under IIW and SMEW – Interviews with EIB/EIF staff and financial intermediaries; – Review of relevant statistics i.e. on SMEs access to finance in particular markets/ geo locations ○ EIB IS ○ ECB SAFE data ○ Flash Eurobarometer ○ Relevant national data
EQ 2: To what extent has the design of the EFSI responded to the needs of the project promoters, financial intermediaries, and private investors?	– To what extent have new financial products and new delivery models been introduced to meet investment needs	– Description of new debt and equity products and their take-up, by window/sub-window and their contribution to addressing the risk profile of operations; – Description of new delivery models (with ref to EIAH) – Views from lenders / investors / beneficiaries on what should have been	– Survey and Interviews with selected representatives of NPBs/ NPIs – Survey of beneficiaries/ financial intermediaries involved under IIW and SMEW

⁹³ Source of the table: ICF draft final evaluation report.

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
	Have EFSI products satisfied promoters, intermediaries and investors, especially in reducing the risk profile	- offered and views on whether any significant improvement in suitability of products / delivery models introduced / planned is needed; - What barriers continue to limit investment – could EIB/EFSI have better addressed these	- Interviews with the sample of representatives of investors including main banks, representatives of SMEs sector, other national players as appropriate - Desk review of relevant reports and documentation Including data on the take-up of key products including new products
EQ 3: To what extent has the use of the scoreboard (Article 7(4) and Annex II of the EFSI Regulation) been relevant to assure an independent and transparent assessment of the use of the EU Guarantee? To what extent has each pillar of the scoreboard been appropriate and relevant?	- Is the scoreboard relevant (do pillars focus on the right parameters, does scoreboard adequately inform decision-making)? - Has the scoreboard satisfied stakeholders in terms of transparency and independence?	- Review of scoreboard design and application (does it establish market failure and rationale for EFSI); - Review of actions taken in response to ECA/EIB/E&Y recommendations; - Feedback from Investment Committee members on relevance and appropriateness of four pillars including: - whether the assessment of any of four pillars has been more problematic than others, and if so, why? - whether Scoreboard is suitable for each eligible sector?	- Review of the rules and practice surrounding the communication about EFSI's Scoreboard - Review of the findings from past evaluations - Review of the sample of Scoreboard assessments as a part of the project review - Interviews with selected members of the Investment Committee

Effectiveness of EFSI

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
EQ 7: To what extent has the EFSI been on track to achieve its objectives, in particular the target of mobilising EUR 315 billion of total investment by 4 July 2018?	Has EFSI achieved the target multiplier rates and associated levels of investment	- Portfolio analysis of projects financed <i>via</i> SMEW and IIW including analysis of multipliers, volume of approved/signed deals and actual disbursements over the time and against the targets. - Change in total EIB/EIF lending / investing compared to earlier periods - Use of scoreboard scores - Pillar 1	- Data on EFSI financed projects (for SMEW and IIW as of 31st December 2017) - Desk review of relevant reports and documentation - Relevant market data on the demand for finance (i.e. EIB IS, ECB SAFE, Flash Eurobarometer, OECD Scoreboard on financing of SMEs, national sources of data) - Interviews with selected members of Steering Board and Managing Director's

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
EQ 8: How likely are the expected results of the EFSI to be achieved within the newly set EFSI 2.0 timeframe, i.e. EUR 500 billion of investment mobilized by 2020?	Is EFSI likely to achieve EUR 500 billion of mobilized investment by 2020	- Portfolio analysis considering EFSI's multipliers including country and sectorial breakdown as well as multipliers for relatively new products - Portfolio analysis considering the pace of funding from mid-2015/ mid-2016 up to December 2017 to establish the minimum rate of funding required to hit the target - Portfolio analysis (trends in approvals/ signatures over the time and total value of approved/signed projects <i>versus</i> the target - Desk research on the prospect demand and persistence of the market failures in SMEs & mid-caps funding - Review of available market data (i.e. ECB Survey on SMEs access to finance) - Review of current/prospect policies that may affect the demand (i.e. QE, expected interest rates level, regulatory changes) - Feedback from key market participants i.e. NPBs/NPIs, venture capital funds	staff - Data on EFSI financed projects (for SMEW and IIW as of 31st December 2017) - Relevant market data on the demand for finance (i.e. ECB SAFE, Flash Eurobarometer, OECD Scoreboard on financing of SMEs, national sources of data) - Desk review of relevant reports and documentation - Interviews with EIB/EIF staff - Interviews with selected members of NPBs/NPIs
EQ 9: To what extent has the EFSI increased access to financing in the EU policy areas in line with the objectives listed in Article 9.2?	Has access to finance increased in areas defined in Article 9.2 and alignment of projects with EU policy	Portfolio analysis focused on the allocation of EFSI financing into specific sectors/ type of projects listed under Article 9.2	- Survey and follow-up interviews with selected NPBs/NPIs - Interviews with the sample of representatives of investors including main banks, representatives of SMEs sector, other national players as appropriate
EQ 10: To what extent has the EFSI mobilised private capital and crowded-in private investors? EQ 34: To what extent have the projects for which the EU Guarantee was extended proved additional?	- Has EFSI leveraged investment into riskier operations - To what extent has EFSI leveraged additional investment (as defined by Art. 5(1))	- Review of IIW operations / loan grading / loan tenor - Review of new SMEW portfolios - Extent of crowding-in of lenders / investors and possible displacement (crowding-out) - Review of the risk profile of selected projects / funds and associated additionality - Views from IIW beneficiaries and IEF intermediaries on whether alternative financing from other sources to the same extent/ within	- Data on EFSI financed projects (for SMEW and IIW as of 31st December 2017) - Desk review of documentation including EIB biannual consolidated figures on share of private investment - Desk review of selected IIW projects - Survey and follow up Interviews with

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
		the same time would have been available had EFSI been absent	NPBs/ NPIs – Survey of beneficiaries/ financial intermediaries involved under IIW and SMEW
EQ 11: To what extent have the NPBs and the Investment Platforms contributed to the achievement of the EFSI objectives?	– Effectiveness of new collaborations – especially NPBs/NPIs – in stimulating project pipelines in target sectors and crowding-in of private lenders / investors	– Establishing the share and value of EFSI’s operations that involved NPBs co-financing (as of 31st 2017) – Examination of the nature of NPBs’ contributions (financial/ non-financial) at the platform and project level – Feedback from selected sample of representatives from NPBs covering, inter alia, (i) the nature of their involvement in the EFSI operations, (ii) the extent existing portfolio of EFSI products has been adequate, (iii) type of incentives needed to engage in EFSI operations, (iv) main barriers to engagement – Perceived effectiveness of new collaborations stimulated by EFSI <i>NB: Evidences and analysis will distinguish between SMEW and IIW</i>	– Data on EFSI financed projects (for SMEW and IIW as of 31 st December 2017) – Desk review of relevant documentation and reports – Survey and follow-up interviews with selected NPBs/ NPIs and investment platforms – Survey of beneficiaries/ financial intermediaries involved under IIW and SMEW – Interviews with selected Investment platforms – Interviews with selected sample of representatives from EIB/EIF – Interviews/ survey of EFSI’s beneficiaries who dealt with NPBs – Review of EIAH requests and the extent of involvement of the NPBs
EQ 11: To what extent have the NPBs and the Investment Platforms contributed to the achievement of the EFSI objectives?	– Effectiveness of new collaborations – especially NPBs/NPIs – in stimulating project pipelines in target sectors and crowding-in of private lenders / investors	– Establishing the share and value of EFSI’s operations that involved NPBs co-financing (as of 31st 2017) – Examination of the nature of NPBs’ contributions (financial/ non-financial) at the platform and project level – Feedback from selected sample of representatives from NPBs covering, inter alia, (i) the nature of their involvement in the EFSI operations, (ii) the extent existing portfolio of EFSI products has been adequate, (iii) type of incentives needed to engage in EFSI operations, (iv) main barriers to engagement – Perceived effectiveness of new collaborations stimulated by EFSI	– Data on EFSI financed projects (for SMEW and IIW as of 31 st December 2017) – Desk review of relevant documentation and reports – Survey and follow-up interviews with selected NPBs/ NPIs and investment platforms – Survey of beneficiaries/ financial intermediaries involved under IIW and SMEW

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
		NB: <i>Evidences and analysis will distinguish between SMEW and IIW</i>	– Interviews with selected Investment platforms – Interviews with selected sample of representatives from EIB/EIF – Interviews/ survey of EFSI's beneficiaries who dealt with NPBs – Review of EIAH requests and the extent of involvement of the NPBs
EQ 12: To what extent have the projects supported by the EFSI contributed to the creation of jobs and sustainable economic growth?	– (Expected) impact of EFSI funded projects on the real economy	– Review of approvals, signatures, disbursements and expected time of actual investment – Review of Effective Rate of Return (ERR) in the scoreboard – Review of employment (KPI) – EIB/Joint Research Centre (JRC) Seville modelling output	– Data on EFSI financed projects (for SMEW and IIW as of 31st December 2017), including the data on disbursement and KPI 1 – Results from the modelling exercise performed by EIB/EC (and if relevant, external contractors e.g. Rhomolo-EIB model developed by Joint Research Centre of the EC in Sevilla) – Interview with the representative of the EIB Economic Policy and Strategy Division – Review of relevant literature and reports
EQ 13: To what extent has the use of the scoreboard (Article 7(4) and Annex II of the EFSI Regulation) been effective in ensuring an independent and transparent assessment of the possible use of the EU Guarantee by the Investment Committee? To what extent have the individual pillars contributed to the scoreboard's effectiveness?	– Effectiveness of the scoreboard in aiding project design / appraisal and decision-making	– Feedback from IC / project promoters – Extent of implementation of ECA/EIB/E&Y recommendations and impacts – Feedback from sector experts when using the scoreboard for project review	See EQ 3

Efficiency of EFSI

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
EQ 20: To what extent have the governance structures of the EFSI in place been efficient in supporting its implementation?	Has the operation of the governance structures been efficient - enabling clear/consistent and timely decision-making on loans/investments	– Descriptive overview of the current governance structure and modus operandi of its specific components – Desk review of relevant reports and documentation to explore problematic issue around EFSI's governance – Feedback on the efficiency of the current structure from representatives from their main components covering, inter alia, clarity on roles and responsibilities, procedures to manage potential conflict of interest/ ensuring independence, lines of communication – Feedback on the efficiency of the current structure from relevant external stakeholders i.e. European Commission covering, inter alia, clarity on roles and responsibilities, procedures to manage potential conflict of interest/ ensuring independence, lines of communication – Portfolio analysis (i.e data on time elapsed between approval and signature/ number of projects approved per quarter, etc) – Suggestions for improvement i.e. how to speed-up due diligence/ approval process. NB: <i>Evidences and analysis will distinguish between SMEW and IIW</i>	– Data on EFSI financed projects (for SMEW and IIW as of 31st December 2017) – Interviews with the representatives from key components of the EFSI governance structure: Steering Board, Investment Committee, Management team comprising Managing Director/ Deputy Managing Director – Interview with DG ECFIN – Review of relevant reports and documentation
NEW EQ: To what extent is new staffing under EFSI efficient	Has the increase in staffing associated with EFSI been efficient	– Analysis of staffing numbers, competencies and responsibilities	– EIB staffing records
EQ 21: To what extent have EFSI communication methods been efficiently used to engage stakeholders?	Has the use of EFSI related communication methods engaged key stakeholders efficiently	– Desk review of key promotional activities/ outputs undertaken by the EIB/EC to promote EFSI – Analysis of any internal analytical data/ analytical materials related to media coverage and consumption of EFSI related content – Feedback from stakeholders on communication aspects	– Monitoring data on the promotional activities and outputs undertaken ○ e.g. special seminars for journalists – Data/analytical materials related to media coverage and consumption on EFSI related content ○ e.g. any press and social media analysis provided to DG ECFIN by external contractors ○ e.g. review of web statistics on the consumption of key reports related to media

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
			– Interviews with relevant EC staff (e.g. Spokesperson for economic and financial affairs at DG Communication) – Interviews with selected EIB staff including representatives from EIAH team (i.e. members from local offices)

Coherence of EFSI

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
EQ 29: To what extent has EFSI been coherent with other EU interventions (i.e. complementarity, potential synergies and/ or overlaps with the European Structural and Investment Funds, Connecting Europe Facility, Horizon 2020, etc.) in terms of objectives, scope and activities?	Has the coherence of EFSI with other EU Programmes been adequate	– Review of the focus of EFSI, CEF, H2020 and ESIF and the areas of potential coherence (i.e. complementarity/ duplication/ contradiction) – Desk review of relevant reports and documentation discussing the issue of coherence between EFSI and other EU interventions – Feedback from desk officers responsible for EU programmes (i.e. CEF, COSME, H2020, ESIF)	– Legal documentation outlining the scope of EFSI and other EU interventions with particular focus on the scope of those – Review of relevant evaluations/ reports and documentation addressing the issue of coherence – Interviews with relevant desk officers responsible for the management of, inter alia, CEF, Horizon 2020 and ESIF
EQ 33: To what extent have the actions of the EFSI Regulation (EFSI, EIAH, and EIPP) been internally coherent in terms of potential synergies in contributing to the achievement of the objectives of the Investment Plan for Europe?	Has internal coherence of EFSI Regulation contributed to the objectives of Investment Plan for Europe	– Role of EFSI management in providing guidance to EIAH/EIPP operations – Role of EIAH and EIPP in generating new collaborations and project pipelines leading to EFSI investment – Role of EIAH and EIPP in determining the sectoral and geographic allocations	– Operating guidelines for EIAH and EIPP – Identification and review of operations and portfolios facilitated by EIAH/EIPP

EU Added Value of EFSI

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
NEW EQ: To what extent has EFSI provided EU added value	– Has EFSI provided added policy value compared to the alternative use of EU funds	– Review of use of EU programmes (CEF, H2020) since EFSI (examining changes in scale and focus) – Views provided by NPBs, project promoters and EIB/EIF	– Review of relevant reports and evaluations of CEF, H2020 – Discussion with relevant EU / EFSI desk

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
	Has EFSI provided added value to Member States in meeting their investment needs (subsidiarity test)	Views of EFSI on scope for EFSI operations to have been supported by MS / private sector	- officers - Feedback from NPBs and project promoters / intermediaries

2. EU Guarantee

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
Relevance			
EQ 4: To what extent has the EU Guarantee been used to respond to the identified needs? To what extent do the identified needs still exist?	Has the EU Guarantee been used in the most appropriate way in response to investment needs – is the allocation between windows optimal	– Analysis of the levels of investment mobilised and associated provision for expected losses by window – Consideration of the use of the Guarantee in meeting investment needs under the two windows	– Interviews with selected members of Investment Committee – Interviews with Unit L of DG ECFIN and EIB/EIF staff – Desk review of relevant documentation and report especially needs appraisals
Effectiveness			
EQ 14: To what extent has the EU Guarantee been effectively used to cover the potential losses that the EIB Group may suffer from its EFSI supported investments under the IIW and SMEW?	Is the provisioning rate appropriate for current and future investment levels	– Assessment of the adequacy of the size of the EU Guarantee and the provisioning rate – Review of the annual EU budget flows for the EU Guarantee	– Interviews with DG ECFIN / EIB/EIF – Review of risk modelling – Data on calls on the EU Guarantee collected by Directorate L of DG ECFIN – Inputs from thematic experts
Efficiency			
EQ 22: To what extent will the level of the EU budget resources available for the EU Guarantee (the provisioning rate) be appropriate in the light of the evolution of the exposures?	Is the estimate and monitoring of contingent liabilities at the level of the operation adequate	– Review of the estimated expected loss provision at operational level (for selected projects) – Review of monitoring and reporting of expected loss	– Review of selected IIW projects – Interviews with the relevant staff in DG ECFIN/EIB/ – Data on annual budget flows/ other relevant data related to the usage of the EU Guarantee – Discussion with Credit Rating Agencies
EQ 23: To what extent have the financial resources provided to EFSI, namely the EU Guarantee and the EIB Group resources, been appropriately sized to achieve its expected effects?	Is the EU Guarantee and the EIB resources appropriately sized Assessment of capacity to absorb funds at higher volumes and at higher risk from larger Guarantee	– Review of investments needs in light of substantially expanded volume of financing – Impact on project and portfolio risks of extended financing and feasibility of expanded investment – Views on the likely reaction of financial markets to a substantial increase (say x2 or x10) of the EIB contribution and effect on EIB credit rating	– Interviews with the relevant staff in DG ECFIN/EIB/ – Data on annual budget flows/ other relevant data related to the usage of the EU Guarantee – Interviews with selected members of Steering Board / Investment

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
	Assessment of impact on the EIB credit rating of larger contribution		Committee – Interview with EFSI Managing Director (MD)/ Deputy Managing Director/MD's office – Discussion with Credit Rating Agencies
Coherence			
EQ 30: N/A [Coherence is evaluated for EFSI as a whole. It cannot be evaluated only for the EU Guarantee.]	<i>Not applicable</i>	<i>Not applicable</i>	<i>Not applicable</i>
EQ 33: To what extent have the actions of the EFSI Regulation (EFSI, EIAH, and EIPP) been internally coherent in terms of potential synergies in contributing to the achievement of the Investment Plan for Europe?	<i>Addressed under EFSI</i>	<i>Addressed under EFSI</i>	<i>Addressed under EFSI</i>
EU Added Value			
EQ 37: To what extent has the EU Guarantee provided added value in terms of an increased risk bearing capacity of the EIB, and in terms of supporting investments and access to financing for SMEs and mid-caps in the Union?	What impact has the EU Guarantee had on the risk bearing capacity of EIB	– Change in risk bearing capacity as a result of the EU Guarantee – proxied by the change in funding of Special Activities	– EIB annual reports – EIB interviews
EQ 38: What would be the most likely consequences of discontinuing the EU Guarantee on the EIB's risk-bearing capacity?	What are the potential consequences of discontinuing the EU Guarantee on the EIB risk-bearing capacity	– Feedback from EIB/EIF and financial intermediaries on possible change in volume and risk of operations (including Special Activities)	– Interviews with DG ECFIN – Interviews with relevant EIB/EIF staff

3. EIAH

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
Relevance			
EQ 5: To what extent have the EIAH's services (Article 14.2) been relevant for the accomplishment of its mandate (Article 14.1 of the EFSI Regulation)?	Have EIAH services developed in accordance with its mandate (Article 14 of EFSI Regulation) Extent to which: - EIAH activities build upon existing EIB and Commission advisory services - EIAH services correspond to those required by the EFSI regulation (provide a single point of entry for TA in the areas listed in Article 9(2), assisting project promoters, leveraging local knowledge to facilitate EFSI support, provide a platform for p2p exchange and knowledge sharing regarding project development, provide advice on establishment of investment platforms) - EIAH beneficiaries are from private and public sector EIAH assistance is provided across all sectors listed in Article 9(2)	- Review of the activities taken place - Feedback from EIB/EIF operational teams and beneficiaries i.e. NPBs/ NPIs and project promoters - Establishing the share of EFSI related requests in the total requests received by EIAH - Review of the origin (private/public investors, country), type and nature of EFSI related requests received by EIAH - Breakdown of EFSI related requests by sector coverage origin, and type of services provided by EIAH	Desk research (review of relevant EIAH documentation such as bi-annual technical reports, Survey of EIAH beneficiaries Telephone interviews with NPBs
Effectiveness			
EQ 15: To what extent has EIAH deployment fulfilled its mandate and activities as listed in Art 14 of the EFSI Regulation?	Has EIAH been effective in addressing its mandate, with particular respect to sectors that received the support and the effectiveness of this support Extent to which: - EIAH beneficiaries are from private and public sector	- Review of the origin (private/public investors, country), type and nature of EFSI related requests received by EIAH - Share of projects (by sector / MS) that have come through / or been advised / benefitted in material way - Feedback on collaboration from NPBs, promoters - Review of stakeholder awareness of EIAH services	Desk research (review of relevant EIAH documentation such as EIAH bi-annual technical report, review of MoU signed with NPBs/NPIs), Survey of EIAH beneficiaries Survey and follow-up interviews with NPBs / NPIs

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
	- EIAH provides capacity building and support to NPB/NPI from MS with less developed markets - EIAH assistance is provided across all sectors listed in Article 9(2) Stakeholders who are not currently using EIAH services are aware of the offer/EIAH support		
EQ 16: Which sectors listed in Article 9.2 has EIAH been supporting most effectively and why? What are the challenges for making EIAH effective across all eligible sectors and areas and how can they be overcome?	Extent to which - EIAH assistance has been provided across sectors listed under Article 9(2). - EIAH assistance provided resulted in implementation through EFSI - EIAH assistance provided resulted in implementation through other EIB/Union mechanisms - Stakeholders identify challenges that hinder the effectiveness of EIAH across sectors/areas of activity EIAH beneficiary /NPB/ NPI views on: - Whether EIAH has been effective, and why - Challenges that hinder effectiveness of EIAH across sectors/areas of activity How these challenges could be mitigated?	- Breakdown of all requests by sector - Breakdown of EFSI related requests by sector coverage - Breakdown of requests that were implemented by EFSI, by sector - Breakdown of requests that were implemented using other EIB/Union mechanisms, by sector Typology of challenges, e.g.: - Lack of capacity building function vis-à-vis NPB - Existence of some constraining issues hampering collaboration with NPBs (HUB seen as competition?) - Lack of engagement/local support in countries with less capacity, where EIAH may need to develop partnerships with NPI / local service providers - Lack of demand from certain sectors - Lack of awareness/ misperception of the role of the HUB How such challenges might be mitigated, for instance: - More focussed communication and engagement activities towards underrepresented sectors and countries with less capacity - Alternatively: focus on dealing with existing demand, and do not attempt to achieve geographical/sector spread Offer more tailored incentives to strengthen partnerships with NPB and improve cooperating beyond informing about EIAH	Desk research (review of relevant EIAH documentation such as EIAH bi-annual technical report, review of MoU signed with NPBs/NPIs), Survey of EIAH beneficiaries Survey and follow-up telephone interviews with NPBs / NPIs
EQ 16: Which sectors listed in Article 9.2 has EIAH been	Extent to which - EIAH assistance has been provided across	- Breakdown of all requests by sector - Breakdown of EFSI related requests by sector coverage	Desk research (review of relevant EIAH documentation such as EIAH bi-annual

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
supporting most effectively and why? What are the challenges for making EIAH effective across all eligible sectors and areas and how can they be overcome?	sectors listed under Article 9(2). - EIAH assistance provided resulted in implementation through EFSI - EIAH assistance provided resulted in implementation through other EIB/Union mechanisms - Stakeholders identify challenges that hinder the effectiveness of EIAH across sectors/areas of activity EIAH beneficiary /NPB/ NPI views on: - Whether EIAH has been effective, and why - Challenges that hinder effectiveness of EIAH across sectors/areas of activity How these challenges could be mitigated?	- Breakdown of requests that were implemented by EFSI, by sector - Breakdown of requests that were implemented using other EIB/Union mechanisms, by sector Typology of challenges, e.g.: - Lack of capacity building function vis-à-vis NPB - Existence of some constraining issues hampering collaboration with NPBs (HUB seen as competition?) - Lack of engagement/local support in countries with less capacity, where EIAH may need to develop partnerships with NPI / local service providers - Lack of demand from certain sectors - Lack of awareness/ misperception of the role of the HUB How such challenges might be mitigated, for instance: - More focussed communication and engagement activities towards underrepresented sectors and countries with less capacity - Alternatively: focus on dealing with existing demand, and do not attempt to achieve geographical/sector spread Offer more tailored incentives to strengthen partnerships with NPB and improve cooperating beyond informing about EIAH	technical report, review of MoU signed with NPBs/NPIs), Survey of EIAH beneficiaries Survey and follow-up telephone interviews with NPBs / NPIs
EQ 17: To what extent has EIAH effectively used the expertise of the EIB, the Commission, the National Promotional Banks or institutions, and the managing authorities of the European Structural and Investment Funds (Article 14.5) to achieve its objective?	Extent to which - NPB/NPI and managing authorities of ESIF confirm that they have assisted EIAH - Composition of experts involved in individual projects assisted through EIAH includes staff from EIB, Commission, NPB/NPI and managing authorities EIAH beneficiaries are of the view that composition of experts was appropriate	- Analysis of expert composition across all projects that were assisted by EIAH, across different project stages and EIAH services - Analysis of expert composition across all projects that were assisted by EIAH and resulted in EFSI supported activities, across project stages and EIAH services - Review of beneficiaries' responses on quality of expertise offered - Review of NPB/NPI and ESIF MA views on scale and scope of cooperation, and whether this could be organised more effectively to ensure complementary expertise is leveraged	Review of MoU signed with NPBs/NPIs, Survey of EIAH beneficiaries Telephone interviews with EIB staff, ESIF managing authorities Survey and follow-up interview with NPBs

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
Efficiency			
EQ 24: To what extent have the financial resources provided to the Hub been appropriately sized to meet EIAH's objectives and how can they be optimised?	Extent to which - EIAH activities are considered to be well-staffed and resourced - EIAH spending is in line with EIAH financial planning - Challenges to effectiveness of EIAH activities could be overcome with extended financial resources Any room for improvement that can be identified with regards to : - Unit costs for offering individual types of assistance/service - Targeting resources towards demand, or communication activities towards specific underrepresented countries or sectors Recovering costs via fees charged by EIAH	- Process mapping of key activities pursued by EIAH and processes underlying each activity - Mapping of average hrs/days spent by EIAH staff and other EIB staff on each main process - Review of spending trajectory at aggregate level against overall annual budget of EUR 26.6 million	Desk review of key reports and documentation (EIAH (2015) Framework Partnership Agreement, Annual Grant Agreements, Financials of the EIAH, Memorandum of Understanding on cooperation of EIAH with NPIs Agreement on the delivery of the EBRD Small Business Support Programme in Bulgaria, Greece and Romania under the EIAH umbrella) Survey and follow-up telephone interviews with NPBs / NPIs
EQ 25: To what extent is the EIAH governance model efficient in meeting the EIAH objectives?	Is the governance of EIAH considered to be efficient in stimulating / generating pipeline To what extent does governance model - Involve the necessary actors to meet all EIAH objectives - Is flexible enough to accommodate evolving demand for service provision, such as advisory services at local level - allows for the revised set of EIAH objectives as per the proposed EFSI 2.0 regulation to be delivered efficiently.	- Review of the documentation outlining the mandates of the HUB - Review of stakeholder opinions on the governance model and its efficiency, in particular stakeholders at a national and local level - Analysis of share between EIB staff and external experts used by EIAH, and comparison against beneficiary satisfaction and evidence collected against the evaluation of EIAH's effectiveness	Desk review of key reports and documentation (EIAH (2015) Framework Partnership Agreement, Annual Grant Agreements, Financials of the EIAH, Memorandum of Understanding on cooperation of EIAH with NPBs Agreement on the delivery of the EBRD Small Business Support Programme in Bulgaria, Greece and Romania under the EIAH umbrella) Telephone interviews with EIAH management, NPBs/NPIs, individual external consultants who exert a similar function at local level

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
EQ 26: To what extent have EIAH communication methods been efficiently used to promote its service to public and private project promoters, National Promotional Banks or institutions, and investment platforms?	Extent to which - Communication activities and approach to communication activities are targeted at the right groups, and designed in a way that ensures value for money - NPBs/NPIs and other intermediaries/promoters have learned about EIAH via the EIAH communication activities	For each promotional activity and communication method, analysis of - Type of activity - Type and size of target group - Results, e.g.: unique visitor/reach of online campaign, visitors at events and conferences - Cost per person reached, by target group (project promoters, NPBs, investment platform representatives) - Awareness amongst key stakeholders, in particular at national and regional level, about the specific products and role of EIAH	Survey of NPBs / NPIs Desk review of EIAH promotional activities, including: - Type and number of activities (e.g. online campaigns, events, email campaigns) - Cost breakdown of each campaign - Results of each campaign, e.g. individuals reached, new enquiries to EIAH facilitated, share of new enquiries that led to EFSI projects Survey and follow-up telephone interviews with NPBs / NPIs and EIAH beneficiaries
Coherence			
EQ 31: To what extent has EIAH proved both coherent to other existing TA initiatives in terms of complementarity, potential synergies and/or overlaps?	1. Is there adequate internal coherence of EIAH activity with EFSI – does it drive / advise the pipeline in response to EIB/EIF priorities/needs 2. Is there adequate external coherence of EIAH with the existing TA initiatives	- Role of EIAH in securing the project pipeline - Internal management arrangements to align EIAH with EFSI priorities - Identify other existing TA initiatives and review their mission statement, service offer and target groups (in terms of targeted entities and projects). - Feedback from managers of such initiatives - Analysis of the extent of overlap and potential displacement effect that EIAH might have on such other TA initiatives extent of potential / existing synergies and overlaps	Desk research of key EIAH documentation, and documentation describing the activities, services and target groups for similar TA initiatives at European or national level (such as NPB advisory services, advisory services offered by ISIs such as JASPERS, ELENA or Horizon 2020 Innovfin Advisory, FICompass, EIB technical assistance within normal operations, private sector consultants, trade and commercial associations, EC funded technical assistance services) Interviews with EIAH management, management of other TA initiatives at European or national level (such as such

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
			as NPBs/NPIs advisory services, advisory services offered by ISIs such as JASPERS, ELENA or Horizon 2020 Innovfin Advisory, FICompass, EIB technical assistance within normal operations, private sector consultants, trade and commercial associations, EC funded technical assistance services)
EQ 33: To what extent have the actions of the EFSI Regulation (EFSI, EIAH, and EIPP) been internally coherent in terms of potential synergies in contributing to the achievement of the Investment Plan for Europe?	<i>Addressed under EFSI</i>	<i>Addressed under EFSI</i>	<i>Addressed under EFSI</i>
		-	
EU Added Value			
EQ 39: To what extent has the EIAH support to project promoters and beneficiaries provided added value?	1. Has EIAH helped to develop MS project development capacity in terms of bringing in new partners and expanding the skills and investment capacities of intermediaries Extent to which: - EIAH offers support capacity that cannot be met by other, similar initiatives - EIAH promotes expansion of (higher quality) services than existing offers (for instance in countries where financial markets might not be well developed)	- Review of the evidence on existing market needs - Review of the EIAH services provided - Feedback from the management of the EIAH - Analysis of project promoters and beneficiaries' alternative use of support services (if available) - Ranking of the added value of key type of EIAH services, as perceived by beneficiaries	Desk research of key EIAH documentation, and documentation describing the activities, services and target groups for similar TA initiatives at European or national level (such as NPB advisory services, advisory services offered by such as JASPERS, ELENA or Horizon 2020 Innovfin Advisory, FICompass, EIB technical assistance within normal operations, private sector consultants, trade and commercial associations, EC funded technical assistance services) Previous evaluations of similar TA

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
			initiatives at European or national level. Interviews with EIAH management, management of other TA initiatives at European or national level (such as such as NPB advisory services, advisory services such as JASPERS, ELENA or Horizon 2020 Innovfin Advisory, FICompass, EIB technical assistance within normal operations, private sector consultants, trade and commercial associations, EC funded technical assistance services)

4. EIPP

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
Relevance			
EQ 6: To what extent have the EIPP's activities been relevant to its mandate (Article 15 of the EFSI Regulation)?	Extent to which: - Current and future investment projects are presented on the portal - Various stakeholder groups frequent the portal (in particular project promoters and investors) - Projects cover all of the pre-determined high economic value-added sectors - Investors and project promoters are matched via the platform - Investors learn about projects	- Establishing statistics on unique visitors, as well as registered users and break down by: Country of origin/registration Type of user (investor, project promotor, investee) - Review of projects uploaded by country, sector, project stage - Review of feedback from project promoters regarding the judgement criteria listed on the left	Desk research (review of relevant EIPP documentation such as user statistics, information about projects uploaded, and any documentation on % of potential projects uploaded that have been implemented) Telephone interviews with EIPP management, investors registered on EIPP, project promoters and investees registered on EIPP

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
	via the platform they would not have identified otherwise		
Effectiveness			
EQ 18: To what extent has EIPP deployment fulfilled its mandate as listed in Article 15 of the EFSI Regulation?	Extent to which: - Current and future investment projects are presented on the portal - Extent to which various stakeholder groups frequent the portal (in particular project promoters and investors) - Extent to which projects cover all of the pre-determined high economic value-added sectors - Extent to which investors and project promoters are matched via the platform	- Establishing statistics on unique visitors, as well as registered users and break down by: - Country of origin/registration - Type of user (investor, project promotor, investee) - Review of projects uploaded by country, sector, project stage - Review of feedback from investors, project promoters and investees regarding the judgement criteria listed on the left	Desk research (review of relevant EIPP documentation such as user statistics, information about projects uploaded, and any documentation on % of potential projects uploaded that have been implemented) Telephone interviews with EIPP management, investors registered on EIPP, project promoters and investees registered on EIPP
Efficiency			
EQ 27: To what extent have the financial resources used for the EIPP been appropriately sized to meet EIPP's objectives and how can they be optimised	Extent to which - Promotional activities around EIPP are targeted at the right groups, and designed in a way that ensures value for money - Operational resources are allocated in an efficient way - Promotional/communication activities would be equally effective to what is currently undertaken with reduced resources - Promotional activities	For each promotional activity, analysis of - Type of activity - Type and size of target group - Results, e.g.: unique visitor/reach of online campaign, visitors at events and conferences - Cost per person reached, by target group (project promoters, investees, investors) - Review extent to which synergies are exploited, e.g. promotional activities raise visibility of EIAH and EIPP in an integrated way. - Process mapping of operational activities needed to run the EIPP, and resources used against each activity - Value added of each operational activity in terms of reaching EIPP objectives	Desk research (review of relevant EIPP documentation such as user statistics, information about projects uploaded, review of EIPP operational and resource plan)
EQ 28: To what extent have EIPP communication methods been efficiently used to promote the Portal?			

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
	- could be optimised - Allocation of operational resources could be optimised		
Coherence			
EQ 32: To what extent has the EIPP proved coherent with other existing similar initiatives (in terms of complementarity, potential synergies and/or overlaps)?	Extent to which: - EIPP provides similar service or caters to similar target group than similar initiatives at the national or European level - EIPP offers complementary service or caters to complementary target groups compared to similar initiative at the national or European level - EIPP offers synergies with EFSI pipeline and project pipeline of other TA activities within the EIB Group Potential synergies with EFSI pipeline and project pipeline of other TA activities within EIB Group are exploited	- Review of target groups and intervention logic for EIPP and other initiatives - Identify any overlap or synergies - Review feedback from EIPP management and managers/staff of similar initiatives regarding the judgment criteria on the left	Desk review of key documentation on EIPP and similar initiatives at national or European level Interviews with EIPP management and managers/staff of similar initiatives at national⁹⁴ or European level (e.g. activities of the European Investors' Association).
EQ 33: To what extent have the actions of the EFSI Regulation (EFSI, EIAH, and EIPP) been	<i>Addressed under EFSI</i>	<i>Addressed under EFSI</i>	<i>Addressed under EFSI</i>

⁹⁴ For instance KfW's Projektdatenbank which presents KfW supported development projects: <https://www.kfw-entwicklungsbank.de/Internationale-Finanzierung/KfW-Entwicklungsbank/Projekte/Projektdatenbank/index.jsp>

Evaluation question	Judgement criteria	Evidence and analysis required	Source of evidence
internally coherent in terms of potential synergies in contributing to the achievement of the Investment Plan for Europe?			
		-	
EU Added Value			
EQ 40: To what extent has the EIPP provided added value for enhancing the visibility of published investment projects from the perspective of project promoters and investors?	Extent to which: - Investors agree that EIPP helped them to identify investees/projects that they would not have identified otherwise - Project promoters / Investees agree that EIPP helped them to identify investors that they would not have identified otherwise Web statistics suggest EIPP was conducive in enhancing visibility of investment projects	- Feedback from investors, investees and project promoters regarding the judgement criteria on the left - Unique visitor statistics across EIPP website, and individual sectors, over time	Desk review of key documentation on EIPP and similar initiatives at national or European level Interviews with investors, investees and project promoters registered on the EIPP

Desk research

The desk research was aimed to ensure a complete and comprehensive understanding of the EFSI operation since its start in 2015, including changes since EFSI 2.0, as well as key issues related to the EU Guarantee, EIAH and EIPP. As part of it, a systematic and thorough review involved both, publicly available information as well as official documentation (>100 stand-alone documents) provided by the Commission, EIB and EIF throughout the duration of the project.

Portfolio analysis

Descriptive analysis of operations by window.

The cut-off point for the data was 31st December 2017.

The data has been used at window level to comment on:

- Achieved multipliers and progress to investment targets and at portfolio level to analyse by number of operations and levels of investment;
- Sectoral distribution;
- Geographic distribution;
- Use of financial instrument (e.g. loan, equities, hybrid)
- Share of private investment mobilised.

Comparison of risk ratings at the portfolio level

One of the tests for additionally was the comparison of the risk profile of EFSI operations with the standard EIB portfolio.

As reported by the Commission in mid-2016, EFSI operations are characterized by a higher level of risk compared to standard EIB operations. For example, the typical rating of an EFSI operation ranges between Baa3 (BBB-) and B2 (B) with an average rating between Ba1 (BB+) and Ba2 (BB). The average rating of a standard EIB operation is BBB+ (Baa1)⁹⁵.

The analysis focused on the portfolio of IIW projects that possess loan grading. Special Activities dominated the IIW portfolio with 97 per cent of the signed ones having loan grading of D- or below, as of 31st December 2017⁹⁶. For standard portfolio, the available ratings assigned as per EIB's appraisal process have been also used.

⁹⁵ EC, 2016. SWD. Proposal for a Regulation of the European Parliament and of the Council amending Regulations (EU) No 1316/2013 and (EU) 2015/1017 as regards the extension of the duration of the European Fund for Strategic Investments as well as the introduction of technical enhancements for that Fund and the European Investment Advisory Hub

⁹⁶ EIB, 2018. Annual Risk Profile Report IIW 2017.

Project analysis

Review of the sample of IIW projects

A review of 60 EFSI projects was done to assess their additionally, as per the definition in the EFSI Regulation, and to confirm, inter alia, whether the project would not have been funded within the same time period or to the same extent by the EIB without EFSI, but it also sought to look at additionally from the broader perspective in the context of the EU added value.

Projects have been selected with the intention to reflect the key parameters of the IIW portfolio of signed projects and drawn from the 263 signed operations under the IIW, as of 31st December 2017.

Expert review

As part of the evaluation, a number of sectoral experts were hired for the appraisal of project proposals and the assessment of technical and financial viability. This was supported by the review of relevant background materials including the EFSI Regulation and relevant parts of the *EIB Credit Risk Policy Guideline*.

The collated project documentation was then reviewed by experts in the ‘data room’ located at the EIB premises. On that basis, experts provided their assessment on the viability and additionality of the projects.

Review of sample of EIAH requests

All requests received up the cut-off date of 31st December 2017 were reviewed including those that led to the specific provision of technical assistance, as well as those that were ‘rerouted’ by the EIAH to other services for various reasons, often at the early stage of a request.

The analysis aimed to capture the volume and key characteristics of requests

(including the ones that evolved into TA) inter alia:

- Origin of the requests (country, sector, private/ public, type of organization requesting);
- Way how they reached the EIAH (i.e via website, expert sources, NPB);
- Their most common nature i.e. requests for financing of funding/ request for TA + funding, proposed cooperation;
- channel through which recipient learnt about the EIAH services
- the degree to which NPBs were involved in those
- type of expertise required degree to which external consultants needed to be involved in those requests

The review focused also on the trends over the time.

Review of sample of EIPP projects

An assessment of the market uptake of the EIPP, starting with the number of published projects and their sectorial/geographical distribution was provided.

Information has been provided on the following aspects:

- i. Volume of projects published since January 2016;

- ii. Number of investors contacting the promoters;
- ii. Sectorial distribution of the projects, highlighting sectors with the highest and lowest numbers of applications;
- iii. Geographical distribution of the projects.

Other qualitative aspects were also investigated by means of a survey and interviews, such as:

- The manner in which the investors and project promoters became familiar with EIPP;
- The ease of use of the portal.

The analysis furthermore included the results of a survey of EIPP project promoters

Targeted surveys

The study envisaged the following on-line surveys:

- Survey of project promoters under IIW (signed deals only)
- Survey of financial intermediaries involved under IIW (signed deals only)
- Survey of National Promotional Banks;
- Survey of beneficiaries of EIAH assistance;
- Survey of project promoters from the EIPP.

Dissemination of the surveys of IIW project promoters and financial intermediaries (signed deals only) and EIAH survey were facilitated by the EIB. In turn, DG ECFIN supported the dissemination of survey of EIPP beneficiaries while ICF disseminated the survey of NPBI.

The data collection, including the envisaged on-line surveys, took place shortly after the data collection conducted by the EIB and European Court of Auditors, as part of their evaluations (both mandated by the Regulation as well) that overlap with this study. The survey fatigue has been indicated by wide range of stakeholders involved in this evaluation as a major risk for the response rate and their quality.

Targeted interviews

The focus of interviews varied depending on the stakeholder type. Interviewees received a copy of the semi-structured questionnaire in advance that was then used to guide the discussion, and in some cases to follow-up with additional written responses and comments. In limited cases, where phone or face-to-face interview was not feasible, written feedback was sought.

Review of risk analysis by the expert

The estimation that resulted in the provisioning rate for the EU Guarantee (50 per cent and then reduced recently to 35 per cent) was conducted by the European Commission. More specifically, based on the 39 operations for the IIW EIB signed as at 30 June 2016 and on the historic data for the instruments under the SMEW Enhancement as well as the proposed changes to the SMEW debt sub-window, the Commission calculated an average provisioning rate of 33.4 per cent.

Given the anticipated evolution of EFSI portfolios in terms of the credit risk quality and the possible increase in the exposure of the EU Guarantee driven by continuous EFSI financing (i.e. increase in actual amount of monies disbursed/ riskier operations), it was important to externally examine the risk analysis that was used to derive the latest provisioning rate of 35 per cent, in order to ensure an integrated and holistic approach to financial risk measurement, that takes all types of risk and their interactions into account.

The aim of this task was to review the risk analysis and related EC modelling of the provisioning rate, with a focus on:

- Analysing the validity of the assumptions underlying the mathematical risk measurement model;
- Assessing the ability of the risk measurement model to capture the key risk drivers of the EFSI portfolio risk landscape and the interdependences between different risk factors in the portfolio;
- Re-evaluating the risk measurement model in light of recent, continuous development of quantitative risk management methodology. For instance, the importance of extremes and extremal dependence, of systemic risk and model risk, in particular in the context of credit models.

ANNEX 4: EIB PRODUCTS UNDER EFSI IIW

Main type	Product	Estimated volumes based on 2016/17 data [signatures]	First signature under EFSI
Equity	Equity Fund	EUR 1.3 bn	May 2016
Equity	Quasi Equity	EUR 1 bn	:
Equity	ABS Mezzanine	EUR 0.7 bn	August 2016
Equity	Layered Funds Mezzanine	:	August 2016
Equity	Captive Funds/ Investment Platforms	EUR 1 bn	April 2016
Debt	Linked Risk Sharing with guarantee rate >50%	EUR 0.5 bn	March 2016
Debt	De-Linked Risk Sharing with guarantee rate >50%	EUR 1.2 bn	June 2016
Debt	Linked Risk Sharing with guarantee rate <=50%	EUR 0.7 bn	December 2016
Debt	Infrastructure Aggregation Platform	:	:
Debt	Corporate hybrid bond	EUR 0.5	December 2016
Debt	De-Linked Risk Sharing with guarantee rate <=50%	:	July 2017
Debt	Co-finance at Project Mezzanine	:	:
Debt	ABS Senior	:	:
Debt	Layered funds Senior	:	:
Debt	MBILs (e.g. loans for SMEs, mid-caps, PSEs)	:	:
Debt	Co-finance @ Project Senior	:	:

Legend

New EIB product (launched under EFSI)
Classic EIB product enhanced under EFSI
Classic EIB product

Source: EIB (2016) Evaluation updated and augmented by ICF based on inputs from the EIB equity and debt team provided in April 2018 Note: ':' – missing data

ANNEX 5: POTENTIAL OVERLAPS – DEBT & EQUITY PRODUCTS SUPPORTING LENDING TO SMEs, 2014-2020

Debt products supporting lending to SMEs, 2014-2020

Product name	Budget (EUR million)	DGs in charge	Manager	Target	Specific focus	Comment	Potential overlap ⁹⁷
COSME LGF (Loan Guarantee Facility)	840	GROW	EIF	SMEs	SMEs with a high-risk profile	Contributing to SMEI	Joint governance and loan size differentiation Possible overlap with the SMEI
InnovFin SMEG (SME Guarantee)	1.060	RTD	EIF	SMEs and Small Mid-Caps	Innovative and research-intensive SMEs and Small Mid-Caps	Contributing to SMEI	
EaSI Guarantee Instrument	96	EMPL	EIF	Social enterprises, micro-enterprises and vulnerable groups	Implemented through microcredit providers and social enterprise investors	Guarantee	EASI Sub-fund Possibly with COSME LGF
CCS (Cultural and Creative Sectors) Guarantee Facility	121	CNECT	EIF	SMEs	Cultural and creative sectors	-	COSME LGF InnovFin SMEG
SME Initiative	1.137	REGIO GROW RTD	EIF	SMEs	Developed as an anti-crisis measure. No specific target groups, but focus on participating Countries.	Operational in BG, FI, MT, RO, IT and ES. InnovFin and COSME resources form part of SMEI resources.	InnovFin SMEG COSME LGF
EASI Sub-fund (<i>under development</i>)	67 EASI + 133 from EIB/EIF	EMPL	EIF	Social enterprises, micro-enterprises and vulnerable groups	Implemented through microcredit providers and social enterprise investors	Funded product	EaSI Guarantee Instrument
EIF COSME LGF Frontloading <i>Top-up</i>	550	ECFIN			Cfr. COSME LGF		
EIF InnovFin SMEG Frontloading <i>Top-up</i>	880	ECFIN			Cfr. InnovFin SMEG		

⁹⁷ In terms of targeted final beneficiaries and expected policy achievements.

EaSI Guarantee Frontloading <i>Top-up</i>	100	ECFIN			Cfr. EaSI Guarantee		
CCS Guarantee <i>Top-up</i>	60	ECFIN			Cfr. CCS Guarantee		
Securitisation instrument <i>(under development)</i>	100 + 100 from EIB/EIF	ECFIN	EIF	SMEs and Mid- Caps (to be finalised)	Development of the securitisation market	-	COSME LGF securitisation

Equity products supporting lending to SMEs, 2014-2020

Product name	Budget (EUR million)	DGs in charge	Manager	Target	Specific focus	Comment	Potential overlap ⁹⁸
COSME EFG (Equity Facility for Growth)	490 (including fees)	GROW	EIF	SMEs	Companies in expansion stage	Contributes to Pan-EU VC FoF	SMEW Eq. Instr. Pan-EU VC FoF ESCALAR RCR
EaSI Capacity Building Investments Window	16 (including fees)	EMPL	EIF	Micro-credit and social finance providers	Build up of the institutional capacity of financial intermediaries	In exceptional cases providing also loans	
ESCALAR (<i>under development</i>)	tbd	GROW ECFIN	tbd	SMEs and mid-caps (to be further specified)	Expansion & growth phase, pre IPO	Innovative support to VC funds through guaranteed loans	COSME EFG SMEW Eq. Instr. Pan-EU VC FoF EIB-EIF MFF RCR
RCR	9.500 (of which 2.500 from EFSI)	-	EIB (mandate to EIF)	SMEs and mid-caps	Companies from pre-seed to expansion.	-	Potentially any other product.
IFE (InnovFin Equity)	495 (including fees)	RTD	EIF	SMEs and Small Mid-Caps	Companies in their pre-seed, seed, and start-up phases in H2020 sectors	No longer stand alone, being fully integrated with SMEW Eq. Instr. (see below)	(see SMEW Equity Instr.)
EESI SMEW Equity Instrument	1.270 (including fees) + 458 from IFE + 290 from EIF	ECFIN RTD	EIF	SMEs and Small Mid-Caps	Companies from pre-seed to expansion. Specific envelopes foreseen for: tech-transfer, business angels, social investment	EFSI resources are combined with IFE and EIF resources into a single product	Potentially any other product.

⁹⁸ In terms of targeted final beneficiaries and expected policy achievements.

Pan-European Venture Capital Fund of Funds	Up to 300 from SMEW Equity Instr. + up to 100 from COSME	ECFI N RTD GRO W	EIF	SMEs and Small Mid-Caps	Companies from pre-seed to expansion	Falling under the SMEW Equity Instrument, it combines COSME resources	COSME EFG ESCALAR RCR
EIB-EIF SME FIF (Funds Investment Facility) (under EFSI IIW)	500	-	EIB (mandate to EIF)	SMEs	Companies from pre-seed to expansion	Co-investment in funds where EIF is already present with non-EFSI resources	COSME EFG SMEW Eq. Instr. RCR
EIB-EIF MFF (Midcap Funds Facility) (under EFSI IIW)	500	-	EIB (mandate to EIF)	Mid-caps	Expansion & growth phase	-	COSME EFG SMEW Eq. Instr. ESCALAR RCR
EIB-EIF CIF (Co-investment Facility under IIW)	100 + 100 EIB	-	EIB (mandate to E)	SMEs and Mid-Caps	Companies from pre-seed to expansion	Co-investment alongside funds where EIF is already present	COSME EFG SMEW Eq. Instr. ESCALAR RCR