Subject: State Aid SA.100781 (2022/N) – The Netherlands
COVID-19: Temporary additional subsidy events COVID-19

Excellency,

1. **PROCEDURE**

(1) By electronic notification of 17 January 2022, the Netherlands notified the above-mentioned scheme (the “measure”) in compliance with Article 108(3) of the Treaty on the Functioning of the European Union (TFEU). The Dutch authorities provided supplementary information on 2 February 2022.

(2) The Netherlands exceptionally agrees to waive its rights deriving from Article 342 TFEU, in conjunction with Article 3 of Regulation 1/1958¹ and to have this Decision adopted and notified in English.

2. **DESCRIPTION OF THE MEASURE**

(3) In response to the COVID-19 outbreak, over time, the Dutch authorities have implemented certain health measures, among which prohibition of events by ministerial regulations adopted on the basis of article 58i of the Public Health Act. The present scheme applies only to events that were to be held in the period

---

¹ Regulation No 1 determining the languages to be used by the European Economic Community, OJ 17, 6.10.1958, p. 385.
between 10 July 2021 to 31 December 2021 and that were prohibited by such ministerial regulations. Because of these measures, economic actors had to cancel and reschedule, or to simply cancel, their events. Under normal economic circumstances, cancellation insurances with pandemic or force majeure coverage are available. However, the Dutch authorities note that since the start of the current pandemic, insurance companies have eliminated pandemic coverage for new insurances and no longer insure new events that are cancelled due to COVID-19 prohibition by public authorities.

(4) Smaller scale, generally local events, that were not covered by the existing Guaranteed Compensation Scheme for Annulled Events\(^2\) were impacted by the COVID-19 measures. The Dutch authorities have developed a compensation scheme that aims to compensate organisers of such events for the damage they suffered from the cancelation of scheduled events as a result of prohibitions on the basis of a ministerial regulation pursuant to the Public Health Act.

(5) In that context, the Dutch authorities notified the current scheme, based on Article 107(2)(b) TFEU.

2.1. The nature and form of aid

(6) The measure provides aid in the form of direct grants, which cover up to 100% of eligible costs.

2.2. Legal basis

(7) The legal bases for the measure are (i) the Framework Act for subsidies for the Ministry of Economic Affairs and Climate Policy and the Ministry of Agriculture, Nature and Food Quality (Kaderwet EZK- en LNV-subsidies)\(^3\), (ii) the Framework Order in Council for subsidies for the Ministry of Economic Affairs and Climate Policy and the Ministry of Agriculture, Nature and Food Quality (Kaderbesluit nationale EZK- en LNV-subsidies)\(^4\) and (iii) the draft ministerial Regulation “Tijdelijke regeling aanvullende subsidie evenementen COVID-19” (draft ministerial regulation Temporary additional subsidy events COVID-19 - hereinafter “the draft Regulation”)\(^5\). The draft Regulation will be adopted and published and will enter into force after notification of the Commission decision approving of the notified measure.

2.3. Administration of the measure

(8) The Ministry of Economic Affairs and Climate Policy is responsible for administering the measure. The “Rijksdienst voor Ondernemend Nederland (‘RVO’)” (the “Netherlands Enterprise Agency”), which is part of the Ministry of Economic Affairs and Climate Policy, is the body responsible for the implementation of the measure.

---

\(^2\) SA.62743, as amended with SA.100223.
\(^3\) https://wetten.overheid.nl/BWBR00007919/2019-01-01
\(^4\) https://wetten.overheid.nl/BWBR0024796/2021-03-09
\(^5\) Draft Regulation of the State Secretary for Economic Affairs and Climate Policy, No WJZ/21273983, provided by the Dutch authorities with the notification.
2.4. **Budget and duration of the measure**

(9) The estimated budget of the measure is EUR 120 million. The measure is not co-financed by Union Funds.

(10) The measure covers events that were planned to take place between 10 July 2021 (inclusive) and 31 December 2021 (inclusive). Beneficiaries can submit an application up until 10 weeks after the scheme enters into force. The aid will be paid within four years from the establishment of the measure.

2.5. **Beneficiaries**

(11) The beneficiaries of the measure are natural or legal persons, including non-profit organisations, except legal persons governed by public law or administrative bodies. The beneficiaries of the measure are SMEs and large enterprises.

(12) Aid may not be granted under the measure to medium and large enterprises that were already in difficulty within the meaning of the General Block Exemption Regulation (“GBER”) on 31 December 2019.

2.6. **Sectoral and regional scope of the measure**

(13) The measure is open to all sectors for their event organising activity. The measure covers events planned to take place between 10 July 2021 (inclusive) and 31 December 2021 (inclusive). The draft Regulation defines events as project-organised, one-day or multi-day physical events accessible to the public, taking place within a limited time of 15 days, in a place other than:

   (a) a dwelling or on an associated property;

   (b) buildings and enclosed places to profess religion or belief; or

   (c) a building or outdoor space dedicated to performing arts on the basis of regular performing arts programming.

(14) The measure applies to the whole territory of the Netherlands.

---

6 The Dutch authorities expect payment of the aid to take place within 15 weeks from application.
7 Registered in the Commercial trade register as entrepreneurs/business structures without corporate (legal) personality under Dutch corporate law.
8 Events organised by a governmental organisation (for example local council) are not eligible.
9 As defined in Annex I to the GBER.
10 As defined in Annex I to the GBER.
11 As defined in Article 2(18) of the GBER.
12 Examples of events are events of a local butcher that organise an event in front of his shop, events organised by local associations (street parties), (Christmas or ‘Sinterklaas’) fairs that are publicly accessible. These events may be (partially) financed with donations from local shops, or other sponsors, or can be organised by neighbourhood associations that collect money via memberships or fundraising etc.
13 With payment of fee or without payment of fee.
2.7. Basic elements of the measure

(15) The measure compensates costs of organising an event, as defined in recital (13), which was planned to take place between 10 July 2021 (inclusive) and 31 December 2021 (inclusive) and was cancelled due to a prohibition imposed by ministerial regulation adopted pursuant to Article 58i of the Public Health Act on the basis of the epidemiological picture of the COVID-19 prohibiting events from taking place (hereinafter “the event ban”).

(16) Eligible costs are the costs directly attributed to the event, that is, all reasonable actual costs incurred and commitments made prior to the event ban, in connection with the organisation of the event, excluding purchases of fixed assets, fixed costs, costs funded under the temporary emergency measure bridging employment, licensing fees and franchising fees. Management fees are eligible up to 5% of total eligible costs. Any amount obtained from insurance or other public compensation schemes and revenues related to the event will be deducted from the eligible costs. Costs incurred before submission of the application for participation in the measure are eligible if they were incurred after 20 January 2021.

(17) Eligible costs may also include costs of rescheduling an event to a later date (in this case, only the costs of one rescheduling are eligible). Costs of rescheduling are only compensated if the cumulative conditions below are met:

(a) The event which was rescheduled was to be held between 10 July 2021 (inclusive) and 31 December 2021 (inclusive);
(b) The event has been rescheduled because of the prohibition to hold the event at the planned date;
(c) The costs of rescheduling the event were lower than the costs of full annulment;
(d) There has been no event ban on the newly scheduled date, at the time of rescheduling the event; and
(e) The rescheduled event on the newly scheduled date between 10 July 2021 (inclusive) and 31 December 2021 (inclusive) was prohibited due to an event ban.

---

14 Therefore, the measure does not provide compensation in case the event is cancelled by the event organiser due to lack of interest by the public, reduced profitability from limited number of participants because of COVID-19 measures, bad weather or any circumstances unrelated to a COVID-19 prohibition measure pursuant to the Public Health Act.

15 Such as costs for dressing rooms, security and crowd control measures, lighting, stage construction and rigging, renting of audiovisual equipment, catering.

16 Depreciation of fixed assets and other fixed operating costs except personnel costs.

17 This emergency measure of general nature, available to all enterprises whose employees are subject to Dutch income tax and social levies, provides compensation for the wage costs of personnel in connection with the fall in turnover as a result of the COVID-19 outbreak.

18 Such as money collected via memberships or fundraising, contributions from third parties, including subsidies from municipalities and sponsorships paid to the organiser, irrespective of whether or not the event in question has taken place.
(18) Beneficiaries must take all reasonable measures to limit the eligible costs\textsuperscript{19}. Beneficiaries must also ensure that such costs are at all times clearly and easily identifiable.\textsuperscript{20}

(19) The application for the grant (recital (10)) must include the following information:

(a) Information regarding the event organiser (such as name, registration number, address, bank account, contact details);

(b) Information regarding the event (name, planned date, estimated number of visitors, type of event, location of event);

(c) A prior authorisation by a competent Dutch authority or a written statement by the relevant authority that such an authorisation, if needed, would have been granted absent the event ban;

(d) A prior notification to a competent Dutch authority or a statement by the relevant authority that the authority would not have objected to the event absent the event ban, if the event required a prior notification to a competent Dutch authority;

(e) An exploitation plan in respect of the cancelled event, including at least a statement of the costs incurred, the commitments made and the revenue realised and, if an earlier edition of the event has taken place, an exploitation plan of that previous edition

(f) A complete overview of all the invoices that were paid including the recipients of the payments, in case of compensation lower than EUR 25 000\textsuperscript{21};

(g) A declaration by an independent expert (auditor, accountant, fiscal advisor) that the requested compensation only concerns actual project costs and the declared costs and any proceeds are correct in case of compensation between EUR 25 000 and EUR 125 000;

(h) An audit report by an auditor or accountant, in conformity with a control protocol annexed to the draft Regulation, for compensation of EUR 125 000 or more.

(i) An insurance policy of a cancellation insurance for the cancelled event, if applicable.

(20) Applications for participation in the measure shall be rejected in case of events that would be eligible under the Guaranteed Compensation Scheme for Annulled Events, and in case of events with eligible costs below EUR 2 500.

(21) The draft Regulation provides for an advance payment of 40\% of the aid up to a maximum of EUR 100 000, payable within two weeks from the application. The

\textsuperscript{19} For example, annulment or renegotiation of contracts with suppliers once the event ban is known. Reasonably avoidable costs are not eligible.

\textsuperscript{20} Personnel costs of personnel permanently employed by the event organiser are compensated only if the hours specific employees have worked in a dedicated way for the cancelled event due to an event ban can be substantiated by means of bookkeeping records.

\textsuperscript{21} These applications will be subject to random checks (through sampling).
Dutch authorities expect that the full amount of the aid will be paid within 15 weeks from the application (footnote 6).

(22) The Dutch authorities confirm that:

(a) Any payment exceeding the damage suffered as a direct consequence of the eligible restrictions will be recovered;

(b) The payment made to beneficiaries will be net of any amount recovered by insurance, litigation, arbitration or other source for the same damage;

(c) In case the aid is paid out before any insurance or other source for the same damage, the Dutch authorities will recover the insurance amount from the beneficiary;

(d) The benefit of the aid is excluded for any applicant who is responsible for the damage suffered and/or did not conduct his activities with due diligence or did not take any measure to mitigate its damage.

2.8. Cumulation

(23) The Dutch authorities confirm that aid under the scheme cannot be cumulated with other aid for the same eligible costs.

(24) The Dutch authorities consider that liquidity measures of a more general nature, such as aid in the form of soft loans (section 3.1 of the Temporary Framework), guarantees on loans (section 3.2 of the Temporary Framework) or loans with subsidised interest rates (section 3.3 of the Temporary Framework), address the need for enterprises to have sufficient liquidity to maintain a certain level of economic activity during the pandemic and its restrictions, and thus pursue an objective which is different from that of the notified measure.

(25) The costs covered by the measure are those directly attributed to the event cancelled due to an event ban (recitals (15) and (16)). The Dutch authorities consider that the non eligibility of fixed costs for compensation under the measure (recital (16)) prevents the risk of cumulation with their direct grant scheme to support the fixed costs for enterprises affected by the COVID-19 outbreak under section 3.1 of the Temporary Framework for State aid measures to support the economy in the current COVID-19 outbreak (the “Temporary Framework”).

(26) The Dutch authorities also consider that the fact that the measure does not allow for compensation of licensing costs or of investments in fixed assets (recital (16)) further prevents cumulation with liquidity measures which have been used by the beneficiary for investments.

---

22 SA.57712, as amended with SA.59535, SA.60166, SA.62241, SA.63257, SA.63984, SA.100829, SA.101235.

2.9. Monitoring and reporting

(27) The Dutch authorities commit to provide a report, no later than one year after the date of the Commission’s decision, specifying the amount of compensation and recoverable advances granted and including a summary of all recoveries ordered under the aid measure.

3. ASSESSMENT

3.1. Lawfulness of the measure

(28) By notifying the measure before putting it into effect, the Dutch authorities have respected their obligations under Article 108(3) TFEU.

3.2. Existence of State aid

(29) For a measure to be categorised as aid within the meaning of Article 107(1) TFEU, all the conditions set out in that provision must be fulfilled. First, the measure must be imputable to the State and financed through State resources. Second, it must confer an advantage on its recipients. Third, that advantage must be selective in nature. Fourth, the measure must distort or threaten to distort competition and affect trade between Member States.

(30) The measure is imputable to the State, since it is administered by the Ministry of Economic Affairs and Climate Policy and implemented by the RVO (recital (8)) and it is based on the national legal basis mentioned in recital (7). It is financed through State resources, since it is financed by public funds (recital (9)).

(31) The measure confers an advantage on its beneficiaries in the form of direct grants (recital (6)). The measure thus confers an advantage on those beneficiaries that they would not have had under normal market conditions.

(32) The advantage granted by the measure is selective, since it is awarded only to certain undertakings (recital (11)) and for certain types of events (recital (13)).

(33) The measure is liable to distort competition, since it strengthens the competitive position of its beneficiaries. It also affects trade between Member States, since those beneficiaries are active in sectors in which intra-Union trade exists (recital (13)).

(34) In view of the above, the Commission concludes that the measure constitutes aid within the meaning of Article 107(1) TFEU. The Dutch authorities do not contest that conclusion.

3.3. Compatibility

(35) Since the measure involves aid within the meaning of Article 107(1) TFEU, it is necessary to consider whether that measure is compatible with the internal market.

(36) The Commission has examined the notified scheme pursuant to Article 107(2)(b) TFEU.
3.3.1. The notion of exceptional occurrences with the meaning of Article 107(2)(b) TFEU

(37) Article 107(2)(b) TFEU provides that aid to make good damage caused by natural disasters or exceptional occurrences shall be compatible with the internal market. Neither the TFEU nor other Union legislation contains a precise definition of the notion of exceptional occurrence. As they constitute exceptions to the general prohibition of State aid within the internal market laid down in Article 107(1) TFEU, the Commission, in line with the consolidated Union case-law\(^{24}\) has consistently held that the notions of ‘natural disaster’ and ‘exceptional occurrence’ referred to in Article 107(2)(b) TFEU must be interpreted restrictively.

(38) The characterisation of an event as being an exceptional occurrence is made by the Commission on a case-by-case basis, having regard to its previous practice in the field.\(^{25}\)

(39) In that regard, the following indicators relating to the event concerned must be cumulatively met: (i) unforeseeable or difficult to foresee\(^{26}\); (ii) significant scale/economic impact\(^{27}\), and (iii) extraordinary\(^{28}\).

3.3.2. COVID-19 outbreak as an exceptional occurrence

(40) Following the first reports of cases of acute respiratory syndrome (COVID-19) in the Chinese Wuhan municipality at the end of December 2019, the Chinese authorities identified a novel coronavirus (SARS-CoV-2) as the main causative agent, which had not been previously identified in humans. The outbreak has rapidly evolved, affecting not only other parts of China but has also spread to the


\(^{25}\) Exceptional occurrences which have been accepted in the past by the Commission include war, internal disturbances and strikes, and, with certain reservations and depending on their extent, major industrial accidents which result in widespread economic loss, see Guidelines for State aid in the agricultural and forestry sectors and in rural areas 2014 to 2020, paragraph 330 (OJ C 204, 1.07.2014, p. 53).

\(^{26}\) Commission Decision of 1 August 2008, case SA.32163, Remediation of damage to airlines and airports caused by seismic activity in Iceland and the volcanic ash in April 2010, Slovenia, recital 31.

\(^{27}\) Elements taken into account by the Commission to consider that the occurrence reached a significant scale: negative consequences cannot be contained (Commission Decision of 4 October 2000 on case NN 62/2000, Régime temporaire d'aides aux entreprises victimes des intempéries et de la marée noire –France), or because of the number of dead or injured people (Commission Decision of 11 April 2012 on case SA.33487, Agricultural and fisheries aid to compensate for damage due to exceptional occurrence (red mud "Aluminium accident"), Hungary, recital 35; Commission Decision of 2 May 2002 on case N241/2002, Régime en faveur des entreprises victimes de la catastrophe industrielle de Toulouse, France, recital 19), the immense ecological and economic damage (Commission Decision of 11 April 2012 on case SA.33487, recital 36), the amount of material damage despite the local character of the industrial accident (Commission Decision of 2 May 2002 on case N 241/2002, recital 19).

\(^{28}\) In its Decision of 19 May 2004 in case C-59/2001 (OI J L 62, 2007, p. 14), the Commission considered that the (alleged) fall in sales of poultry meat in a Member State not directly affected by the dioxin contamination, did not constitute in itself an exceptional occurrence. It was yet an unforeseeable event, but formed part of the normal commercial risks to which an undertaking is exposed.
majority of countries worldwide, including all Member States. Outbreaks of novel virus infections among people are always of public health concern and can have a significant economic impact. Specific sectors and areas are particularly affected by the outbreak and governmental restrictions and recommendations, be it directly or indirectly.

(41) The declaration of the World Health Organization of a pandemic associated with the public health risk deriving from the absence of therapeutics or vaccines for COVID-19, determine the exceptional nature of the circumstances. The rapidity of the spread can cause enormous consequences both in terms of fatal outcomes in high-risk groups and in terms of economic and societal disruption. The necessity to adopt and encourage the respect of measures aimed at interrupting transmission chains stems from that acknowledgement. Such measures can result in far-reaching disruption of various economic sectors, which is clearly outside the normal functioning of the market.

(42) In view of the above, this event qualifies as an exceptional occurrence because: (i) it was not foreseeable; (ii) it is clearly distinguishable from ordinary events by its character and effects on both the undertakings directly affected and the economy as a whole; and (iii) it lies outside of the normal functioning of the market.29

(43) In that context, the COVID-19 outbreak can be considered as an exceptional occurrence within the meaning of Article 107(2)(b) TFEU.

3.3.3. Causal link between COVID-19 outbreak and damage compensated by the measure

(44) The measure compensates 100% of the eligible costs (recital (16)) of an event planned to take place between 10 July 2021 (inclusive) and 31 December 2021 (inclusive) that is cancelled as a result of a public measure pursuant to the Public Health Act on the basis of the epidemiological picture of the COVID-19 disease (recital (15)). The proposed aid measure therefore does not provide for compensation in case the event is cancelled by the event organiser due to lack of interest by the public, reduced profitability from limited number of participants because of COVID-19 measures, bad weather or any circumstances unrelated to a prohibition measure.

(45) The damage compensated by the measure corresponds to the costs directly attributed to the cancelled event due to an event ban after deduction of amounts obtained from insurance or other public compensation schemes and revenues related to the event (recitals (16) and (22)(b)). Therefore, the measure only compensates damage resulting from the cancelation of events due to an event ban decided by public authorities (including in the case of rescheduled events).

(46) Therefore, the Commission considers that the measure compensates damage caused by the COVID-19 outbreak.

3.3.4. Proportionality of the aid measure

(47) In order to be compatible with Article 107(2)(b) TFEU, the aid must be proportional to the damage caused by the exceptional occurrence. Aid must not

result in overcompensation of damage; it should only make good the damage caused by the exceptional occurrence.

(48) The measure aims to cover costs that an event organiser would otherwise cover in the absence of the exceptional occurrence (had the event not been annulled as a result of the ban). It ensures that aid is limited to the damage caused by the event ban by providing compensation for reasonable costs directly attributed to the cancelled event due to an event ban (recital (16) and recital (17)). Those costs will be net of revenues and any amount obtained from insurance, litigation, arbitration or any other source, including other public compensation schemes (recitals (16)).

(49) Beneficiaries must show due diligence (recitals (18) and (22)(d)) and ensure that costs are at all times clearly and easily identifiable (recital (18)).

(50) As a control procedure providing assurance of completeness and accuracy of claimed costs, a compensation of EUR 25 000 or more is subject to a declaration by an independent expert (recital (19)(g)) or an audit report (recital (19)(h)) and a compensation of less than EUR 25 000 is subject to controls of invoices by the RVO (recital (19)(f)).

(51) While the other COVID-19 related measures (recitals (23) to (26)) aimed to ease liquidity constraints and to preserve economic continuity and employment at a time when undertakings have difficulty to access external finance, the present measure seeks to compensate the beneficiaries for the damage they directly suffered from the event bans, during a specific period. Moreover, the different and limited nature of the costs compensated by the scheme prevents cumulation of aid with other COVID-19 related measures and therefore reduces the risk of overcompensation. The Dutch authorities also confirmed that any payment exceeding the damage suffered as a direct consequence of the eligible restrictions will be recovered (recital (22)(a)).

(52) In light of those safeguards, and taking into account the limited period covered by the compensation, the Commission considers that the compensation under the measure will not exceed the damage directly suffered by each beneficiary from the COVID-19 outbreak and related measures by public authorities.

(53) To the extent that the scheme applies to the agricultural, fishery and aquaculture sectors, the Commission recalls that it adopted guidelines on the interpretation of Article 107(2)(b) TFEU in those sectors. Those guidelines reflect the general principles of interpretation of Article 107(2)(b) TFEU. As already recalled, that provision must be subject to a narrow interpretation (recitals (37) to (39)). It applies in situations of exceptional occurrence; in the present case, the Commission concludes in this decision that the COVID-19 outbreak constitutes such an exceptional occurrence (recitals (40) to (43)). The present scheme aims at compensating the damage resulting from the exceptional occurrence. The aid benefits directly each undertaking concerned. The scheme is established shortly

30 See Part II, Chapter I, Section 1.2.1.1. of the European Union Guidelines for State aid in the agricultural and forestry sectors and in rural areas 2014 to 2020 (https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:02014XC0701(01)-20181109&from=EN);

after the date of the occurrence of the event that causes the damage (recital (3)), and the aid must be applied for at the latest 10 weeks after the scheme enters into force (recital (10)) and granted within a certain time after application (recital (10)). It therefore meets the conditions in those Guidelines which require that the aid scheme must be established within three years from the date of the occurrence of the event and that the aid must be paid out within four years of that date. Damage that will be open to compensation must be directly linked to the exceptional occurrence and compensation cannot exceed the damage suffered by the company individually. The methodology for setting the amount of the compensation ensures that it is directly linked to the damage suffered by each company as a result of the exceptional occurrence (recital (44)); it is calculated on the basis of the costs directly attributed to the cancelled event due to an event ban after deduction of amounts obtained from insurance or other public compensation schemes and revenues related to the event (recital (45)) ensuring that the aid remains proportionate and that no company could benefit from overcompensation (recitals (47) to (51)). The Commission therefore considers that the scheme, to the extent it applies to the agricultural, fishery and aquaculture sectors, fulfils the conditions of those guidelines and is compatible with Article 107(2)(b) TFEU.

(54) In view of the above, the Commission considers that the notified aid scheme is compatible with the internal market in accordance with Article 107(2)(b) TFEU.

4. Conclusion

The Commission has accordingly decided not to raise objections to the aid on the grounds that it is compatible with the internal market pursuant to Article 107(2)(b) of the Treaty on the Functioning of the European Union.

The decision is based on non-confidential information and is therefore published in full on the Internet site: http://ec.europa.eu/competition/elojade/isef/index.cfm.

Yours faithfully,

For the Commission

Margrethe VESTAGER
Executive Vice-President