ACTION PLAN

ANNEXED TO THE SINGLE NATIONAL STRATEGY FOR IMPROVING THE TAX COLLECTION, TACKLING THE SHADOW ECONOMY AND REDUCING COMPLIANCE COSTS

2015 - 2017

The Action Plan annexed to the Strategy contains measures and actions which integrate all aspects of the objectives planned and constitute a single measure aimed at creating a common interinstitutional approach for improving the tax collection, decreasing the share of the shadow economy and reducing the compliance costs.

With a view to attaining the strategic objectives, the Action Plan to the Strategy for the period 2015 - 2017 envisages specific measures and activities, implementation deadlines and responsible institutions.

The following approaches have been chosen to deliver the objectives set:

- Applying a single approach for management of the non-compliance risk;
- Legislative approach for improving the tax collection, tackling the shadow economy and reducing the compliance costs;
- Inter-agency approach for coordination and close operational cooperation of the competent national institutions through improved electronic information exchange and effective sharing and use of information technologies and resources at the national level.

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1	Strate gic object ive		Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of	
	STRATEGIC OBJECTIVE 1 (SO1) – TACKLING THE SHADOW ECONOMY								
1.1				Building a channel for	2015 - 2017	NRA and	Prepared plan		
		implemented mechanism for				CA			
		control of the supplies and		exchange between CA					
		the movement of excisable		and NRA (similar to the					
		goods (gurrantly only for		data exchange between					
				BECIS and FCIS);					
		other groups of excisable	0 1	Tracking the sales of excisable goods along					

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	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
		goods – alcohol and tobacco products	2. Preparing and building new or improving the existing information systems of a CA and NRA;3. Evaluation and	the supply chain and proper reporting and accounting of the ethyl alcohol and the alcoholic beverages supplied/sold; Preventing the		NRA and CA	Prepared terms of reference	
			proposals for amendments to the relevant pieces of legislation (VATA, EDTWA, etc.);	participation of wholesalers in trade with the sole purpose of unduly deducting input tax.		NRA, MF, CA	Prepared draft amendments of the respective legislative instruments	
			4. Implementing the respective modules or new information systems.			NRA, MF, CA	Respective modules or new information systems actually put into operation	
1.2		excisable goods, and to tax frauds involving excise duty and VAT	 Joint risk assessment by CA and NRA for persons operating with excisable goods. Joint inspections by CA and NRA to prevent and detect tax breaches and offences; 	Enhancing control for the illegal production and/or transportation of excisable goods by conducting inspections on a seasonal, thematic or other principle determined pursuant to the risk assessment;	2015 - 2017	NRA and CA	Number of inspections carried out Number of audit proceedings initiated against persons engaged in tax frauds	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
	ive		3. Conducting case-by-case checks of individuals introducing lubricants and base oils in the territory of the country; 4. Joint inspections by CA and NRA at points of storage and sale of energy products; 5. Joint inspections by CA and NRA, with the participation of the relevant MAF authorities, if necessary, of individuals growing, buying and/or processing raw tobacco.				involving excise duty and VAT Number of a posteriori checks conducted by CA Number of (on-the-spot and documentary) checks carried out by NRA Number of audit procedures initiated against persons engaged in tax fraud schemes involving excise duty or VAT Number of audit proceedings initiated by NRA Number of pre-trial proceedings initiated by investigating customs inspector	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
							involving excisable goods.	
1.3	SO 1	Expanding the scope and improving the mechanism of fiscal control on the movement of high fiscal risk goods	identification code to monitor the movement of high fiscal risk goods;	Better information about the movement of such goods; Enhancing the effectiveness of control authorities whose actions will be guided by the analysis of the information		NRA, MF	Prepared draft AA of TSIPC Number of identified cases of abuse in the trade in high fiscal risk goods	
			officers in the control on the movement of high	Enhancing the effectiveness of the work of control authorities	2015 - 2017	NRA, MoI	Order issued by the Secretary General of MoI Number of checks conducted by NRA's Fiscal Control Directorate	
1.4	SO 1		acts regulating the reporting of sales;	Better control by NRA and CA on unregulated sales of different goods and services, including on the Internet	2015 - 2016 2016	MF, NRA MF, NRA	Prepared analysis Prepared draft law	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
			outlets with the means of fiscal devices; 3. Regulating requirements to the information systems for management of sales in commercial outlets used by taxable persons; 4. Approving internal rules of NRA on implementing individual means of control on the failure to register turnovers – using the data from the system for remote connection of fiscal devices to NRA, control purchases, acting on citizen alerts, rapid response teams, etc.	Increasing the reported revenues and decreasing the share of the shadow economy in the Retail sector	2015 - 2017 2016		Prepared requirements, included in a draft law Approved internal rules of NRA	
1.5	SO1	promoting the rights and obligations of citizens and	Conducting uniform information campaigns to raise the awareness of the negative aspects of participation in the shadow economy and	Improving the tax and social insurance culture of employed, self-employed persons and entrepreneurs. Building adequate		MF, NRA, CA, SANS	Uniform information campaign implemented	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
		the public administration and in the policies	promote the benefits of taxes, possible penalties, as well as to raise the awareness of all interested public and private law subjects and of individuals about the negative effect of the tax fraud mechanisms and the damages incurred to the national economy.	information environment – by balanced and clear media coverage of the shadow economy issue				
1.6	SO1	Organising a lottery game with non-monetary prizes	Organising and conducting a lottery game with fiscal purchase receipts.	Promoting voluntary compliance by enhancing civil control	2016	MF and NRA	Growth in sales reported in commercial outlets	
1.7	SO1	Using the electronic and card payment systems to enhance the transparency of transactions	1. Lowering the cash payment threshold;	Increasing the number of bank payments and payments via bank cards / POS terminals	2015	MF, BNB	Prepared draft AA of LCPA; Number and volume of electronic and card payments in the country Prepared analysis	
1.8	SO1	Electronic registers of issued acts	Implementation of electronic registers and a system for control of	Possibility to analyse the effectiveness and to plan the control activity	2016	NRA, CA	Existing electronic registers	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
			conducted checks, issued protocols, statements of administrative offences and penalty orders, amount of imposed and paid fines and financial penalties.					
1.9		Improving the effectiveness of administrative penalties	Analysis of the administrative penal provisions in the tax laws as regards the correspondence with the gravity of the offence.	Uniform approach and equity of the punishments imposed by the revenue authorities	2016	MF, NRA, CA	Analysis prepared	
1.10		Strengthening the control functions, enhancing the detection of violations and offences	Strengthening and expanding the control functions of the General Labour Inspectorate, the Employment Agency, the National Social Security Institute; elaborating their activity and improving their organisational structures with a view to covering all forms of employment.	Improving the quality of the control activity		MF, MLSP, GLI, NSSI, EA, other institutio	Adopted amendments to the relevant laws and regulations	
1.11		Improving the control provided by GLI EA with regard to recruitment, working hours, holidays, pay for work, performance	1. Conducting inspections in small and medium-sized enterprises with a view to	Labour law compliance by employers; Payment of the actual amount of the labour	2015 - 2017	GLI EA	1. Number of employment contracts registered after an inspection by GLI EA;	

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	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
		and reporting of extra work.	economy in all its forms and ensuring health and safety at work (HSW); 2. Conducting joint inspections and	pay and thus bringing to light those employed in the shadow economy and making social and health insurance payments on the labour pay made of an amount less than the one actually due; More effective fight against undeclared employment and limiting the share of the	Annually		2. Delayed labour pays and other payments made after intervention by GLI EA; 3. Number of detected cases of performing work in excess of the working hours agreed in the employment contract without registering it as excess work ("false" employment contracts); 4. Number of detected cases of illegal performance of extra work without payment; 5. Labour pays made after intervention by GLI EA	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
			Instruction for interaction of NRA and GLI EA with a view to stepping up the fight against undeclared work and reducing the share of the shadow economy in general;	shadow economy;		-		
			which is not included in the annual plan of GLI EA: Starting from 21.07.2015, a measure to counteract cases of work without employment contracts in the economic activity, in the Plant Growing Sector, for the harvesting by hand of fruits, vegetables, rose petals, lavender, was initiated by inserting Article 114a in the LC.		2015 and annually		In GLI EA: 6. Number of employment contract forms pursuant to Article 114a of LC registered in GLI EA; In NRA: 7. Amounts paid in advance pursuant to Article 7(13) of SIC in relation to employment contracts pursuant to Article 114a of LC	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
1.12	SOI	Enhancing control on the recruitment of foreign nationals, including illegally staying foreigners, and on the placement of seconded workers and employees from EU Member States and non-EU countries	including illegally staying foreigners, and on the placement of	Limiting the cases of undeclared employment of foreigners or placement of seconded workers failing to respect the relevant administrative procedure	2015 and annually	GLI EA	Number of detected cases of illegally employed foreigners; Number of detected cases of breached procedure for placement of seconded workers and employees from EU Member States and non-EU countries in undertakings in the territory of the Republic of Bulgaria.	
1.13	SO1	Enhancing the control for carrying out lawful employment mediation and the control on the undertakings providing temporary employment.	carrying out lawful employment mediation and of undertakings providing temporary employment.	Limiting and terminating the cases of carrying out mediation without a registration in the EA; Limiting the cases of operation as an undertaking providing temporary employment without a registration in the EA	2015 and annually	GLI EA	Number of detected cases of carrying out mediation without a registration in the EA; Number of detected cases of operating as an undertaking providing temporary employment	

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	Strate gic object ive		Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
							without a registration in the EA	
1.14	SO1	Analyses and regular assessments of the shadow economy	1. Analysing the indicators of existence of shadow economy by economic sectors and identifying specific measures;	Improving the effectiveness of the control activity;	2015 - 2017	MF, NRA, CA	Analyses prepared	
			2. Periodic assessments of the measures and policies undertaken to reduce the share of the shadow economy.	Improved effectiveness of the managerial decisions aimed at limiting the share of the shadow economy	Annually	MF	Prepared assessments of measures and policies	
		STI	RATEGIC OBJECTIVE	2 (SO2) – IMPROVING	THE TAX CO	LLECTION	ON	
2.1		Precluding the possibility of excise duty abuse and evasion (increasing the	1. Preparing draft AA of EDTWA;				Prepared draft AA of EDTWA	
		and marked fuels, bans related to shareholders, owners and managers of persons with outstanding budgetary payments)					Prepared draft AR of RAEDTWA	
2.2		Improving the excise legislation and including provisions for effective	 Drafting new excise duties act Drafting rules for 	Improving the effectiveness of excise duty collection	31.12.2016	MF, CA	Drafted new excise duties act; Prepared draft rules	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
2.3	SO2	prevention and fight against excise avoidance and evasion Management of the risk	excise duties act	Effective use of NRA's	Approval of	NRA	for application of the new excise duties act Approved strategy	
		from failure to comply with the tax and social security legislation	of NRA for managing the tax and insurance compliance risk;		* *		for managing the tax and insurance compliance risk	
			implementation of the	Improving tax and insurance compliance. Reducing the risky behaviour	Measures planned for 2016 – 31.12.2015 Measures planned for 2017 – 31.12.2016	NRA	Programme approved and implemented; Decreased unsound behaviour of persons in respect of the risks covered by the programme	
2.4	SO2	Improving the conditions for voluntary compliance by clients who, as a result of an analysis of declared data, including within control actions and proceedings, are found to have made a compliance error	and insurance legislation	Improving compliance;	2016	MF and NRA	Improved voluntary compliance	
			voluntary compliance;	behaviour;	2017	NRA	Decreased unsound behaviour;	
			3. Regular monitoring of and communication with	11 0	2015 - 2017	NRA	Decreased number of persons making	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
<u>.</u>			share of the national	participation in tax frauds of taxable persons making up a significant share of the national economy;			up a significant share of the national economy, involved in tax fraud schemes;	
			within control activities and proceedings, of an	Lowering the administrative burden of establishment of the debt and appeal of the	2015 - 2017	NRA	Number of adjustment declarations issued as a result of control activities and proceedings; Relative share of assessments appealed	
2.5	SO2	Improving the collection of overdue public receivables	1. Segmenting the approaches for collection of overdue public receivables according to a classification of taxable persons depending on their behaviour and type, and categorisation thereof;	Improving the effectiveness of collection of overdue public receivables;	2016	NRA	Prepared analysis and evaluation of the development dynamics and the effectiveness of the measures undertaken	
			of methods encouraging voluntary payment of overdue debts;	Promoting voluntary compliance. Avoiding the need to apply enforcement actions;		NRA	Increased share of debts paid before enforcement actions were taken;	
			3. Continuous monitoring of debtors with overdue	Decreasing losses to the budget;	2015 - 2017	NRA	Decreased number of unsound debtors;	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
			liabilities;					
				Increasing revenues from overdue public receivables;	2015 - 2017	NRA	Decreased amount of overdue public receivables;	
			information system supporting the activities for collection of public	Expanding the opportunities for automatic data processing in relation to the collection of overdue debts;	2016	NRA	System implemented;	
			authorisers –	Improving the effective enforcement and management of debts; Increased collection	2015 - 2017	SF "Agricult ure", NRA, CA	Decreased amount of overdue public receivables;	
			7. Building MF's information system with data about outstanding budgetary payments – NRA, CA and municipalities.	Increasing revenues	2015	MF	IS implemented; Decreased amount of overdue public receivables	
2.6	SO2	Enhanced coordination between the bodies of NRA, CA, EA "Automobile Administration" in MTITC	1. Approving interagency cooperation rules;	Decreasing losses to the budget from tax and customs breaches and offences and from	2016-2017	MF, NRA, CA, MoI, SANS,	Instructions, rules approved and applied;	

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1	Strate gic object ive		Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
		and the pre-trial authorities in cases of detected tax frauds during audit procedures and inspections		smuggling of goods and cargo;		PRB, EA "Automo bile Administ ration" in MTITC		
			2. Setting up a coordination mechanism to counteract corruption crimes, financial and tax frauds and smuggling;	Concerted efforts of the Prosecutor's Office, MoI, SANS, MF, NRA and the Customs Agency;	2015 - 2017	PRB,	Coordination mechanism set up;	
			3. Information exchange between NRA, MoI, SANS and the Prosecutor's Office (PRB) in relation to specific cases of tax avoidance and evasion;	Improving the effectiveness in detecting and stopping tax frauds and the tax evasion schemes used; Increasing the number of opened criminal proceedings, enhancing the detection of tax offences and minimising the amount of fiscal damages;		NRA,	Decreased level of tax frauds and tax evasion;	
			4. Operation of the Specialised Prosecutor's Office and the Specialised Unit for investigation of tax	Increasing the efficiency of proceedings;		NRA, SANS, MoI, CA	Number of pre-trial proceedings monitored and opened by the specialised unit;	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
			offences involving organised criminal groups;				Amount of the damages to the budget of the Republic of Bulgaria established within criminal proceedings;	
			investigation teams including representatives of MoI, SANS, NRA, CA and PRB;		2017	SANS, NRA, CA, MoI, PRB	Joint investigation teams set up, results achieved by structural units;	
				Monitoring the flows of risk goods and tracking potential tax abuses;		Automob ile Administ ration	implementing budget revenues;	
			7. Creating a set of uniform criteria for	Designing uniform risk assessment criteria	2016	NRA, CA, MoI,	Approved risk assessment criteria	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
			assessment of the risk of persons involved in tax and social and health insurance crimes, customs violations and smuggling.			SANS		
2.7	SO2	Optimising and developing the business processes and information system within NRA's control activity	1. Expansion of the database analysis software in the so-called e-audits conducted by NRA;	Improving the effectiveness of teams' work;	2015 - 2017	NRA	Number of control procedures with electronic data analysis software; Increased amount of established additional liabilities;	
			2. Setting up specialised IT-Forensic Teams and provision of tools for securing electronic evidence;	Improving the effectiveness of the control activity;	2015 - 2017	NRA	IT-Forensic Teams set up; Increased number of e-audits;	
			3. Enhancing NRA's control activities based on the information received by means of the remote connection of fiscal devices to NRA and the implemented Fuel Control IS;	Improving the selection;	2015 - 2017	NRA	Number of cases selected for checks and audits;	
			4. Developing and upgrading Control IS.	Electronic communication with taxable persons in	2015 - 2017	NRA	Enhanced electronic communication	

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1	Strate gic object ive		Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
				implementing the controls within and outside the administration, including service of documents				
2.8	SO2	Monitoring and effective control of electronic trade	Implementing a project for administrative capacity building in NRA for systematic and effective control of taxable persons engaged in Internet trade.	Setting up a specialised unit / team for monitoring and control of Internet trade; Providing control of Internet trade	2016	NRA	Unit / team set up; Number of control procedures of persons engaged in electronic trade	
2.9	SO2	VAT reverse charge mechanism	Extending the period for implementation of the VAT reverse charge mechanism for supplies of grains and industrial plants to the maximum statutory date – 31.12.2018.	Prevention of undue deduction of input tax	2016-2017	MF	Prepared draft AA of TSIPC	
2.10	SO2	Alignment with the EU legislation	Transposing the provisions of Council Directive 2014/86/EU of 08.07.2014 and Council Directive 2015/96/EU of 27.01.2015 concerning a general EU anti-abuse and anti-avoidance rule	Achieving conformity with EU standards and precluding the possibility of nontaxation of income	2015	MF	Prepared draft AA of CITA	

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	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
			and measures to preclude the possibilities of double non-taxation of income from dividends in the Bulgarian legislation.					
2.11	SO2	Regular analysis on the effect of the SO1 and SO3 measures on the collection of public receivables	Conducting a comprehensive analysis of the effects of implementation of the measures set out in the Strategy	Increasing the collection of revenues as a result of the SO1 and SO2 measures	2015 - 2017	MF, NRA, CA	Prepared annual implementation report on the measures for application of the Strategy	
		STR	ATEGIC OBJECTIVE 3	(SO3) – REDUCING T	HE COMPLIA	NCE CO	STS	
3.1	SO3	Facilitating administrative regimes and procedures and	 Preparing draft AA of EDTWA; Preparing draft AR of 	Reducing the administrative burden for the business		MF, CA	Prepared draft AA of EDTWA; Prepared draft AR of RAEDTWA;	
			3. Drafting a new excise duty act;4. Preparing draft rules for application of the new excise duty act.		31.12.2016	MF, CA	Drafted new excise duty act; Prepared draft rules for application of the new excise duty act	
3.2	SO3	Facilitating the administrative procedures and requirements for NRA's clients	and the processes.	Reducing costs to individuals for declaring income and taxes	2015-2017	NRA, MF	Decreased amount of costs to clients for tax compliance	
3.3	SO3	Increasing the share of the information exchanged officially with other		Official information exchange between administrations;		MF, NRA and all	Degree of customer satisfaction;	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	Performance indicator	Report on implementation as of
		including in relation to the	institutions for submission by individuals of a certificate of existence or absence of outstanding payments;			intereste d institutio ns		
			for information exchange	Avoiding obligations for persons to provide information which can be received ex officio	2015-2017	other intereste d institutio	Share of electronic information exchange with partners relative to total information exchange	
3.4	SO3	1	1. E-interaction with clients – provision of data and documents, letters of reminder, serving of acts and documents, etc.;	Enhancing the e- interaction between clients and NRA;	2015-2017		Decreased amount of costs to clients for tax compliance;	
			2. Provision of more detailed and timely information to the citizens and the business;	Improving the e- services provided by NRA and CA;	2015-2017	MF, NRA and CA		

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1	Strate gic object ive		Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
	- 110		3. NRA's website – a single point of provision of information to individuals about the existence or absence of republican and local tax liabilities;	Improving services; Increasing the use of eservices; Decreasing costs for taxable persons.	2015-2017	NRA and MF		
			4. Designing and implementing new eservices in NRA and CA, depending on clients' needs.		2015-2017	NRA, CA	Share of documents submitted by electronic means	
3.5	SO3	Encouraging the use of e-invoicing	1. Implementing a uniform e-invoicing standard;	Unified national e- invoicing option in the country;	2015-2017	MF, NRA	Number of Vat- registered persons using e-invoicing;	
			2. Implementing mandatory e-invoicing in public procurement;	Introduced e-invoicing obligation in public procurement;	2015-2017	MF, NRA, Public Procure ment Agency	Prepared draft legislation;	
			3. Implementing an option for all VAT-registered persons to declare their public consent in principle to receive e-invoices and that NRA can maintain information to that effect in a public register;	Creating an environment for e-invoicing;	2015-2017	NRA	Created public register;	

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1	Strate gic object ive	Title of the measure	Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
			building capacity in NRA	Possibility for real-time control of transactions, commodity flows and reducing the administrative burden for persons resulting from counter-checks; Eliminating the obligation of VAT-registered persons to submit VAT logs;	2015-2017	NRA	Reduced administrative burden; Enhanced quality of information and of the control activity;	
			5. Creating an e- invoicing platform supported by NRA.	Supporting e-invoicing for all state and local authorities and creating an option for free e-invoicing by small enterprises	2015-2017	NRA	e-invoicing platform created	
3.6	SO3	insurers and self-insured persons for payment of cash benefits from PSI through	 Ordinance on public social insurance cash benefits; Designing and implementing an information system for applying by electronic means for the administrative services of payment of cash benefits 	Reducing the administrative burden for the business — calculated within the Second Action Plan for reducing the administrative burden under measures 74 through 79	31.12.2015	NSSI	Prepared draft ordinance Designed and implemented Integrated Electronic Data Exchange System (IEDES) of NSSI; Implemented online administrative	

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1	Strate gic object ive		Activities to implement the measure	Expected results	Implementati on deadline	Responsi ble institutio n	indicator	Report on implementation as of
			from PSI.				services; Integrated administration registers; Electronic register of certificates of incapacity for work and Register of PSI cash benefits	