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<b>COAFR 178</b>	<b>ELARG 103</b>
<b>COASI 105</b>	<b>GLOBAL GATEWAY 41</b>

**NOTE**

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From: General Secretariat of the Council

To: Council

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Subject: Proposal for a Regulation of the European Parliament and of the Council  
establishing Global Europe  
*- Partial general approach*

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## **I. INTRODUCTION**

1. On 16 July 2025, the Commission submitted its proposal for a Regulation of the European Parliament and of the Council establishing Global Europe<sup>1</sup>.
2. The proposal is part of the multiannual financial framework (MFF) package for the period 2028-2034. The Commission proposes that the future Global Europe Regulation integrates and thereby replaces a number of currently existing external financing instruments<sup>2</sup>.
3. The proposed indicative envelope for Global Europe is EUR 200 billion, complemented by a separate Ukraine Reserve of up to EUR 100 billion. The instrument is structured around six pillars: Europe; the Middle East, North Africa and the Gulf; Sub-Saharan Africa; Asia and the Pacific; the Americas and the Caribbean; and a global pillar. Implementation will primarily be carried out through programmable geographic programmes, complemented by non-programmable components for humanitarian aid, macro-financial assistance, resilience, competitiveness, and crisis, peace and foreign policy needs. The proposal also aims to increase flexibility by reducing the number of spending targets, abolishing the binding thematic envelopes and enlarging the emerging challenges and priorities cushion, thus increasing the Commission's capacity to reallocate resources.
4. On 3 December 2025, the European Economic and Social Committee adopted its opinion on the legislative proposal<sup>3</sup>.
5. On 5 February 2026, the European Court of Auditors adopted its opinion on the legislative proposal<sup>4</sup>.

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<sup>1</sup> 11758/25 + ADD 1-4.

<sup>2</sup> NDICI-GE, IPA III, the Moldova Facility, the Ukraine Facility, the Western Balkans Facility and Funding for Humanitarian aid.

<sup>3</sup> 16674/25.

<sup>4</sup> 6359/26.

## II. PROGRESS MADE IN THE COUNCIL

6. The Global Europe Instrument subgroup of the Ad hoc Working Group on the Multiannual Financial Framework (AHWP MFF Global Europe) started its work in September 2025 and examined the Commission's proposal in 28 meetings. The Danish Presidency issued an initial consolidated Presidency compromise proposal in December 2025.
7. The Cyprus Presidency, on the basis of subsequent article-by-article and thematic discussions in the AHWP MFF Global Europe, prepared further Presidency compromise texts and, on 20 May 2026, sought political guidance from Coreper on three outstanding issues, notably the emerging challenges and priorities cushion, migration and forced displacement, and the implementing rules for the Europe pillar. On 3 and 10 June 2026, Coreper held discussions on two further revised consolidated Presidency compromise proposals<sup>5</sup>, with a view to preparing the file for the subsequent adoption of a partial general approach by the General Affairs Council on 16 June. At the last Coreper discussion on the draft Regulation, delegations expressed broad support to the Presidency compromise text contained in ST 10149/26, but since some of them still suggested a few minor changes, the Presidency decided to introduce a limited number of targeted amendments into the version to be submitted to the General Affairs Council as the basis of the Council's partial general approach.
8. Since the proposed Regulation is part of the package of proposals linked to the MFF, all the provisions in the text with budgetary implications or which correspond to the elements that form part of horizontal negotiations on the MFF, including new important elements added by the Cyprus Presidency, have been bracketed and are therefore excluded from the partial general approach pending further progress on the MFF. These provisions appear between square brackets in the text. The AHWP MFF Global Europe held a dedicated discussion on these provisions in its meeting of 30 April 2026 in the presence of the AHWP MFF Chair and in line with the relevant working methods, with a view to providing input to the assessment in the AHWP MFF.

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<sup>5</sup> 9734/26 and 10149/26.

### **III. STATE OF PLAY IN THE EUROPEAN PARLIAMENT**

9. The proposal is being examined in the European Parliament under a joint AFET–DEVE procedure, with Michael Gahler (EPP, DE) and Robert Biedroń (S&D, PL) as rapporteurs. BUDG, CONT, FEMM, LIBE and PECH are consulted for an opinion. The rapporteurs' draft report was issued on 17 April 2026 and was presented in a joint AFET–DEVE meeting on 5 May, formally launching the committees' substantive scrutiny and amendment phase. The adoption of the final report by AFET and DEVE is currently foreseen for 15 October, with a vote on the European Parliament's negotiating mandate by the plenary expected in November 2026.

### **IV. MAIN ELEMENTS OF THE PRESIDENCY COMPROMISE TEXT**

10. The main elements of the compromise text can be summarised as follows:
- a) The **governance** model proposed in the compromise text shows a clear strengthening and structuring of the Council's and the Member States' involvement across all stages of the implementation cycle. At the strategic level, the Council plays a central role through annual strategic debates based on strategy reports from the Commission and through the regular reporting framework, ensuring continuous political steering. This is complemented by systematic information flows from the Commission, such as regular and timely updates on the implementation of the instrument, including the state of play of the programming, and by an obligation for the Commission to take into account the views expressed by the Council.

Member States' role is reinforced through structured consultations and frequent exchanges of information with the Commission in a Team Europe approach, including joint discussions on action plans. While emphasising the requirement for the Commission to keep the Council informed and to take its views into account, the examination procedure under comitology remains the default rule for the adoption of multiannual indicative programmes, and action plans and measures. That procedure is strengthened through the inclusion of the 'no opinion' clause and the possibility for the committee to convene in different formats, while ensuring appropriate coordination. In parallel, governance is reinforced through the Global Europe Investment Board, where Member States provide strategic and operational guidance and receive detailed reporting on budgetary guarantees, as well as blending operations and financial instruments.

The compromise proposal ensures strong budgetary control, as the European Parliament and the Council, in line with the Financial Regulation, exercise decision-making powers over the key flexibility mechanisms, including the emerging challenges and priorities cushion and inter-pillar transfers. In addition, as regards oversight, predictability and accountability, an appropriate level of information obligations and consultation mechanisms ensures that the Council is regularly informed on and is in a position to influence the key stages of programming and the implementation cycle, including the preparation of the multiannual indicative programmes, programming adjustments, migration-related measures, delegated acts and performance-based plans. Taken together, these elements demonstrate a progressive substantive strengthening of the role of the Council in the governance of the instrument, combining strategic steering, political guidance and ex-post scrutiny.

- b) The amendments concerning the **emerging challenges and priorities cushion** further reinforce the Council's control over the cushion's mobilisation and use. In particular, as regards autonomous transfers, they introduce a strengthened obligation for the Commission to provide detailed information before any announcement or mobilisation of funds from the cushion and to take into account the Council's observations and suggestions. Furthermore, the amendments establish a more structured and regular dialogue, requiring the Commission to engage in exchanges of views with the Council at least twice a year, in particular before any envisaged mobilisations of the cushion and to take into account its positions. The scope of the purposes for which the cushion can be used has been restricted in a way to ensure that mobilisations will respond to unforeseen circumstances or address new needs or emerging challenges.
- c) The amendments on **migration and forced displacement** reflect a balanced and comprehensive approach, explicitly integrating the positive dimensions of migration management, including incentives and a reinforced 'more for more' logic. At the same time, the suspension mechanism linked to partner countries' international law obligation to readmit their own nationals is streamlined, clarified and amended, also in order to ensure consistency with the ODA target. Its effectiveness is strengthened through a reduced number of exemptions and a broader list of factors to be taken into account before any suspension decision is taken. Importantly, the compromise text preserves the overall ODA eligibility for 90% of the expenditure under the instrument. In addition, the role of the Council is reinforced in the suspension mechanism through the introduction of a requirement for the Commission to consult the Council on the political appropriateness of any decision under the mechanism.

- d) The amendments relating to the **implementing rules for the Europe pillar** reflect the strong position of many delegations to reinforce the governance model by strengthening the role of the Council across the process for the preparation and approval of the performance-based plans of partners under this pillar. This includes the adoption of Council implementing acts on the framework conditions applicable to performance-based plans and, in the case of enlargement partners, the approval of the positive assessment of those plans, while maintaining Commission implementing acts in the case of Neighbourhood East partners. Regarding Ukraine, the proposed governance modalities reflect the exceptional situation of the country and the volume of support, which require a differentiated approach to ensure predictability and strong Council steering, including through Council implementing acts for the establishment of the fulfilment of payment conditions. In addition, a specific review clause is introduced for Ukraine, clarifying that the Commission can propose amendments to the governance arrangements, should the evolution of the situation in the country so require.
- e) The amendments on **eligibility and European preference** preserve the principle of open and fair competition and duly consider the constraints faced by implementing partners, the prevailing market conditions and the overarching development effectiveness objectives. At the same time, they introduce stronger and more targeted provisions to promote European preference and the participation of European companies, with a view to enhancing the Union's strategic autonomy and competitiveness. These provisions are carefully calibrated so as not to undermine cooperation with other partners. To this end, the amendments introduce a clearer description of EU strategic interests, identify key strategic sectors, provide for the possibility of increased support for the participation of private sector entities from Member States, and foresee the consideration, in the selection of implementing partners, of their ability and readiness to apply eligibility restrictions. In addition, Member States are to be regularly informed, through the Global Europe Committee, of decisions to restrict or extend eligibility.

- f) The compromise text ensures that **overseas countries and territories** are eligible to benefit from regional and trans-regional programmable actions financed under the envelopes of the geographic areas they belong to.
- g) **Other Presidency amendments** include a sunset clause aligning the instrument's lifespan with the period of the next MFF, reinforcement of the instrument's objectives, including through higher visibility for poverty eradication, enlargement and neighbourhood countries, deletion of the delegation of powers to the Commission to amend the ODA target and Annex II, and a further strengthening of the general principles relating to fragility, gender sensitivity, effective multilateralism, and to the participation of local authorities, civil society and the private sector. The compromise text contains enhanced provisions on the Team Europe approach. The role of the EIB has been substantially consolidated, including through exclusive EIB envelopes for budgetary guarantees.

## V. CONCLUSION

11. The Council (General Affairs) is invited to adopt a partial general approach, at its meeting on 16 June 2026, on the text set out in ST 10442/26.
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