



Brussels, 11 June 2026
(OR. en)

10442/26

Interinstitutional File:
2025/0227 (COD)

LIMITE

CADREFIN 283	COLAC 88
POLGEN 164	COTRA 51
RELEX 818	COWEB 87
ACP 61	MAMA 148
DEVGEN 101	MOG 122
COHOM 88	PTOM 28
COHAFA 52	ELARG 104
COAFR 180	GLOBAL GATEWAY 42
COASI 106	FIN 864
COEST 472	CODEC 1154

NOTE

From: General Secretariat of the Council

To: Council

No. Cion doc.: 11758/25 + ADD 1 + ADD 2 + ADD 3 + ADD 4

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

Delegations will find attached the sixth Presidency compromise text for the above proposal.

Changes in comparison to the Commission proposal (doc. 11758/25 + ADD 1) are marked in **bold** for additions and ~~strikethrough~~ for deletions.

Proposal for a ~~Draft~~

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL
establishing Global Europe

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Articles 209 and 212, and Article 322(1) thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national parliaments,

Having regard to the opinion of the European Economic and Social Committee¹,

Having regard to the opinion of the Committee of the Regions²,

Having regard to the opinion of the Court of Auditors,

Acting in accordance with the ordinary legislative procedure,

Whereas:

- (1) This Regulation aims ~~at establishing~~ **to establish** the programme Global Europe (the ‘Instrument’) with a view to upholding and promoting the Union’s values, principles and interests worldwide in order to pursue the objectives and principles of the Union’s external action, as laid down in Article 3(5) and Articles 8 and 21 of the Treaty on European Union (TEU) **and Article 208 of the Treaty on the Functioning of the European Union (TFEU).**

¹ OJ L..., p..

² OJ L..., p.

- (2) In accordance with Article 21 TEU, the Union is to ensure consistency between the different areas of its external action and between these and its other policies, as well as to work for a high degree of cooperation in all fields of international relations. To increase coherence and ensure the effectiveness of the Union's external action, the Instrument should serve a wide range of Union policies, in particular the enlargement, neighbourhood, international partnerships, **including development cooperation**, humanitarian aid policies, and the external aspects of its other policies, fostered through a broad array of tools.
- (3) In accordance with Article 9 of Council Decision 2010/427/EU³, the High Representative of the Union for Foreign Affairs and Security Policy (the 'High Representative'), in ~~its~~**the** capacity of Vice-President of the Commission, shall ensure the overall political coordination of the Union's external action, ensuring its unity, consistency and effectiveness, in particular through the implementation of the present Instrument.
- (4) The implementation of the Instrument should be ~~guided~~**informed by European Council and Council political and strategic guidance, in particular** by the Strategic Agendas of the European Council, ~~relevant European Parliament resolutions and the Political Guidelines of the Commission~~, which set the Union's vision, strategic orientations and priorities. While leveraging the Union's power and partnerships, the external action implemented under the Instrument should protect and promote Union values, strengthen peace and security, **promote sustainable development, contribute to the eradication of poverty, support the enlargement process, good neighbourly relations and cooperation**, and bolster preparedness, prosperity and competitiveness of the Union. To advance the Union's priorities and interests in its external action, the Union should work in partnership with partner countries, **regional** and international organisations, **including international financial institutions**.

³ Council Decision 2010/427/EU of 26 July 2010 establishing the organisation and functioning of the European External Action Service (OJ L 201, 3.8.2010, p. 30, ELI: <http://data.europa.eu/eli/dec/2010/427/oj>).

- (5) The Instrument should contribute to ensuring consistency, coherence, synergies and complementarity between the Union's internal and external policies and between its external policies in order to simultaneously promote the Union's fundamental and strategic interests and sustainable development in partner countries and **regions and support the achievement of its global commitments. Synergy and complementarity should also be ensured between external and internal financing instruments, including to support Union competitiveness, safeguarding the centrality of operations eligible for official development assistance ('ODA'), established by the Development Assistance Committee of OECD, and ensuring the transparent use of ODA and other resources.**
- (5a) **The primary objective of the Union's development cooperation policy, as laid down in Article 208 TFEU, is the reduction and, in the long term, the eradication of poverty. The Union's development cooperation policy also contributes to the objectives of the Union's external action, in particular to foster the sustainable economic, social and environmental development of developing countries, with the primary aim of eradicating poverty, as set out in Article 21(2), point (d), TEU.**
- (6) The main approach for actions financed under the Instrument should be through geographic programmable actions at country, multi-country, regional and trans-regional level, in order to maximise the impact of the Union's assistance **and ensure sufficient predictability. Geographic programmable actions.** ~~That approach~~ should be complemented, where relevant, by non-programmable geographic actions, including actions concerning humanitarian aid, macro-financial assistance, addressing crisis, peace and foreign policy needs, and enhancing resilience and competitiveness, as well as global programmable and non-programmable actions. **Non-programmable actions should allow the Union to respond to challenges and opportunities in a flexible manner.**

- (7) Geographic programmable actions should **be based on multiannual country, regional or trans-regional indicative programmes and** frame the Union's cooperation with partner countries and regions in the medium and long-term to build mutually beneficial partnerships **based on jointly identified priorities and shared ownership. Geographic programmable actions should constitute a large majority of the total indicative financial envelope of the Instrument. Non-programmable actions should be complementary to programmable actions, while recognising the independent, needs-based and principled nature of humanitarian aid. The annual amounts available for programmable and non-programmable actions are to be decided upon by the Budgetary Authority and reflect the Council's political and strategic guidance.**
- (8) [While the budget to finance the Union's humanitarian aid operations should be made available under this Instrument,] such operations should be implemented in accordance with the Humanitarian Aid Instrument established by Council Regulation (EC) No 1257/96⁴.
- (9) [While the budgetary resources to finance the Union's macro-financial assistance should be made available under this Instrument,] such operations should be implemented as per Article 212 and Article 213 of the Treaty on the Functioning of the European Union TFEU.
- (10) **In accordance with Regulation (EC) No 1257/96, humanitarian aid operations should respect the humanitarian principles of humanity, neutrality, impartiality, and independence.**

⁴ Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid (OJ L 163, 2.7.1996, p. 1–6, ELI: <http://data.europa.eu/eli/reg/1996/1257/oj>).

- (11) Resilience actions should enable the Union to step up its cooperation where needed in light of the volatility of the external context. They should be flexible **and context specific** including in ~~responding to and reinforcing actions~~ addressing fragility, ~~crisis and crises,~~ **climate shocks, and sudden deteriorations of human rights, as well as** supporting the humanitarian-development-peace nexus, ~~address post-conflict recovery and reconstruction needs as well as balance of payment crises,~~ **democratic openings and macro-economic stability. They should also support the capacity of partner countries to restore and deliver their core functions thus ensuring basic socio-economic functions, and the setting up of short-term prevention and preparedness mechanisms.**
- (12) Competitiveness actions should enable the Union to respond to economic challenges and swiftly seize opportunities to support Union competitiveness **in areas of strategic interest**, including via the support to the external dimension of Union internal policies, **and promote inclusive and sustainable growth in partner countries.** Where relevant, they should contribute to building comprehensive mutually beneficial packages with partner countries, **including to implement the Global Gateway strategy.**
- (13) Crisis, peace and foreign policy needs should include actions allowing the Union to respond to exceptional and unforeseen situations or imperative foreign policy interest, including where there is a threat to peace, democracy, **rule of law and order,** ~~the protection of human rights and fundamental freedoms.~~ Those actions should be designed for an effective, efficient, integrated and conflict-sensitive Union response to achieve peace, stability and conflict-prevention in situations of urgency, crisis, fragility, hybrid threats, emerging crisis or natural disasters including the security and safety of individuals, in particular those ~~exposed to~~ **affected by or at risk of** sexual and gender-based violence, in situations of instability; or threatening to escalate into armed conflict or to severely destabilise the partner country or countries **or regions concerned or to harm populations.** They should also support innovative initiatives to address foreign policy needs across political, economic and security issues and enable the Union to ~~act where there is a window of opportunity to achieve its objectives~~ **pursue its political priorities,** which are difficult to address by other means.

- (14) The Instrument should build on the actions previously supported under Regulations of the European Parliament and of the Council (EU) 2021/947⁵, (EU) 2021/1529⁶, (EU) 2024/792⁷, (EU) 2024/1449⁸, (EU) 2025/535⁹.
- (15) The Instrument should contribute to the objectives of the Union's external action, by promoting mutually beneficial partnerships with partner countries, contributing simultaneously to the sustainable development of partner countries and to the Union's strategic interests, **while applying a differentiated approach that takes into account the specific needs and priorities of partner countries**. It should allow the Union and **partner countries** to be better positioned to address global challenges, including **threats to health, food security and nutrition, education, peace and security, the reduction of inequalities and eradication of poverty**, the fight against **and adaptation to** climate change, **water scarcity and halting and reversing** and biodiversity ~~protection~~**loss**. It should also provide increased economic and trade opportunities to the mutual benefit of the Union and partner countries.

⁵ Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No 466/2014/EU of the European Parliament and of the Council and repealing Regulation (EU) 2017/1601 of the European Parliament and of the Council and Council Regulation (EC, Euratom) No 480/2009 (OJ L 209, 14.6.2021, p. 1–78, ELI: <http://data.europa.eu/eli/reg/2021/947/oj>).

⁶ Regulation (EU) 2021/1529 of the European Parliament and of the Council of 15 September 2021 establishing the Instrument for Pre-Accession assistance (IPA III) (OJ L 330, 20.9.2021, p. 1–26, ELI: <http://data.europa.eu/eli/reg/2021/1529/oj>).

⁷ Regulation (EU) 2024/792 of the European Parliament and of the Council of 29 February 2024 establishing the Ukraine Facility (OJ L, 2024/792, 29.2.2024, ELI: <http://data.europa.eu/eli/reg/2024/792/oj>).

⁸ Regulation (EU) 2024/1449 of the European Parliament and of the Council of 14 May 2024 on establishing the Reform and Growth Facility for the Western Balkans (OJ L, 2024/1449, 24.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1449/oj>).

⁹ Regulation (EU) 2025/535 of the European Parliament and of the Council of 18 March 2025 establishing the Reform and Growth Facility for the Republic of Moldova (OJ L, 2025/535, 21.3.2025, ELI: <http://data.europa.eu/eli/reg/2025/535/oj>).

- (16) Union action should promote respect for and be rooted in international human rights law, including the Universal Declaration of Human Rights adopted by the United Nations General Assembly on 10 December 1948, and in international humanitarian law, **including the Geneva Conventions and their additional Protocols**, and should be guided by the universality and indivisibility of human rights.
- (17) Article 49 TEU provides that any European state that respects the values of respect for human dignity, freedom, democracy, equality, the rule of law, as well as respect for human rights, including the rights of persons belonging to minorities, and is committed to promoting those values may apply to become a member of the Union. Those values are common to Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity, **gender equality** ~~between women and men~~, intergenerational fairness and cultural diversity prevail. The enlargement process is built on established criteria, fair and rigorous conditionality and the principle of own merits, **performance, and reversibility**. A European state which has applied to join the Union can become a member of the Union only when it has been confirmed that it fully meets the accession criteria established at the Copenhagen European Council in June 1993 (the ‘Copenhagen criteria’) ~~and provided that,~~ **taking into account** the Union ~~has the~~’s capacity to integrate ~~the new member~~ **new members**. A firm commitment to ‘fundamentals first’ approach, which requires a strong focus on the rule of law, the fight against **corruption and** organised crime, fundamental rights, the functioning of democratic institutions and public administration reform, as well as on economic criteria, remains essential. Progress depends on each candidate country’s and potential candidate’s implementation of the necessary reforms to align with the Union acquis.

- (18) The enlargement ~~policy~~ of the Union is a ~~strategie~~**geostrategic** investment in peace, security, stability and prosperity in Europe and allows the Union to be better positioned to address **regional and** global challenges. It also provides increased economic and trade opportunities to the mutual benefit of the Union and the aspiring Member States, while ensuring a gradual transformation of the partner countries. The prospect of Union membership ~~has~~**and the reforms required to fulfil the membership criteria have** a powerful transformative effect, embedding positive democratic, political, economic and societal change. It is in the common interest of the Union and its partners to advance efforts to reform their political, legal and economic systems with a view to their future Union membership and to support their accession process. **Embracing and committing to core European values is a choice and is essential for all partners aspiring to Union membership. In line with this, the partners should take ownership and fully commit to European values as well as to upholding a rules-based global order. This should include moving towards full alignment with the Union's common foreign and security policy.**

(18a) The European Council or the Council has granted the status of candidate country to the Republic of Albania, Bosnia and Herzegovina, Georgia, Iceland, Montenegro, the Republic of North Macedonia, the Republic of Moldova, the Republic of Serbia, the Republic of Türkiye and Ukraine. The European Council has reaffirmed the full and unequivocal commitment to the European perspective of the Western Balkans. The Stabilisation and Association Process remains the common framework for relations with the Western Balkans. Without prejudice to positions on status or to any future decisions to be taken by the European Council or by the Council, those benefiting from such a European perspective which have not been granted candidate country status may be considered as potential candidates solely for the purposes of this Regulation. In March 2015, the Government of Iceland asked the Union to no longer consider Iceland a candidate country, without, however, officially withdrawing Iceland’s membership application. In December 2022, Kosovo* submitted an application for membership.

* **This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.**

- (19) Since the beginning of Russia's unprovoked, **illegal** and unjustified war of aggression against Ukraine on 24 February 2022, the Union, its Member States and European financial institutions have mobilised unprecedented support for Ukraine's economic, social and financial resilience. The scale of damage caused to Ukraine requires significant ~~and~~, flexible **and long-term** support to Ukraine to maintain functions of its government, provide public services, **ensure the resilience of businesses and civil society**, as well as to support the recovery, reconstruction and modernisation of the country. **Given the devastating impact of the conflict, recovery and rehabilitation should be consistent with a principled humanitarian response.** The Instrument should provide the framework for assistance for the fast recovery, reconstruction and **reform-based** modernisation of the country, to mobilise investments and enhance access to finance, as well as to facilitate Ukraine's alignment with Union standards and values on its way to accession to the Union. Ukraine's path towards accession should be closely intertwined with reconstruction efforts **and a steady reform process.** Support under the Instrument should, to the extent possible, be integrated into international efforts towards a financial architecture for the recovery of Ukraine and be coordinated with relevant donors and international financial institutions to ensure proper coordination and complementarity of support. **In addition, the support may focus on the development of connectivity between Ukraine and the Union.**
- (20) In accordance with Article 8(1) TEU, the Union is to develop a special relationship with neighbouring countries, aiming to establish an area of prosperity and good neighbourliness, founded on the values of the Union and characterised by close and peaceful relations based on cooperation.
- (21) The Union should conclude mutually beneficial and tailored partnerships focusing on strategic priorities and fostering regional cooperation in the Neighbourhood East **and the Black Sea region, notably through the implementation of the EU's Strategic Approach to,** ~~including~~ the Black Sea region and **the Eastern Partnership, thus** helping mitigate challenges posed by Russia's war of aggression against Ukraine.

- (22) The Union should develop a more focused approach to the Middle East, North Africa and the Gulf, taking into account ~~the inter-relationships~~ **their regional cooperation bodies and other relations** among these regions. It should deepen relations with the Middle East, North Africa and Gulf regions, in line with the respective **formal agreements and strategic frameworks and formal agreements, including the Pact for the Mediterranean,** in particular through mutually beneficial and tailored partnerships in areas of mutual interests, respecting the values and principles of the Union.
- (23) The Union's international partnerships aim at developing relations and ~~building~~ **tailored** partnerships with partner countries **in Sub-Saharan Africa, Asia and the Pacific and the Americas and the Caribbean,** notably to reduce and, in the long term, eradicate poverty in line with the primary objective of the Union's development cooperation policy set out in Article 208 TFEU **and to contribute to the 2030 Agenda and the Sustainable Development Goals (SDGs).** The Union's international partnerships also contribute to other objectives of the Union's external action, in particular to the safeguarding of the Union's values and fundamental interests, to foster the sustainable economic, social and environmental development of partner countries.

(24) The implementation of the Instrument should support the Global Gateway strategy¹⁰, the Union's ~~external~~**worldwide** investment strategy to ~~advance the sustainable development goals together with partner countries. As a main pillar of the Union's economic foreign policy, it aims at boosting the development of secure and quality infrastructure in partner countries to create sustainable prosperity, decent jobs, thereby strengthening connections between the Union and its partners, while also benefiting the EU strategic and economic interests. This strategy leverages investments in secure infrastructure with a focus on digitalisation~~**mobilise public and private resources to bridge the global investment gap across the digital**, climate and energy, transport, health, ~~and~~ education and research sectors. **Grounded in European values and high standards**, it supports countries which seek to ~~enhance their resilience in a sustainable manner, while strengthening~~**mutually beneficial** partnerships ~~that are important for~~**with partner countries and strengthens** the Union's ~~open~~**geopolitical role by delivering, through a Team Europe and a comprehensive 360-degree approach, high-quality, trusted, secure, and sustainable investments combining infrastructure, connectivity, enabling frameworks and policy cooperation. It aims to support partner-country priorities by fostering sustainable development and resilience, including social inclusion, inclusive growth and skills development, while advancing the Union's strategic autonomy** interests. ~~Global Gateway is also a value-based offer that promotes high social, environmental, governance and financial standards, and upholds democracy, the rule of law and human rights.~~

¹⁰ Joint Communication (JOIN/2021/30 final) to the European Parliament, the Council, the European Economic and Social Committee, the Committee of the Regions and the European Investment Bank - The Global Gateway.

- (25) The Union should engage **effectively** in contexts experiencing ~~extremely~~ high levels of fragility, conflict areas, and other complex settings, ~~supporting them~~. **In cases of extremely high levels of fragility support should be provided** through a differentiated **and integrated** approach to address the root causes of fragility while providing **inclusive** access to basic services and promoting the resilience of populations **and local systems, in line with the principles of, along the humanitarian-development-peace nexus. **In situations of crisis, post-crisis or extreme fragility, programming should be informed by a conflict analysis, including joint conflict analysis where available, to ensure conflict-sensitive approaches adapted to the context.****
- (26) The Instrument should contribute to preserving peace, **promoting peaceful conflict resolution**, preventing conflicts, **supporting post-conflict recovery** and strengthening international **stability and** security. In line with the ProtectEU Strategy¹¹, the Instrument should contribute to a coherent and comprehensive approach to security **in order** to enhance the Union's security, **including through combatting violent extremism and organised crime, where relevant. This Regulation should apply without prejudice to the specific character of the security and defence policy of certain Member States.**

¹¹ Communication (COM/2025/148 final) from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on ProtectEU: a European Internal Security Strategy.

- (26a) Under the Instrument, the Union should promote and protect human rights, democratic values and principles, and good governance in partner countries and at global level, in line with the EU Action Plan on Human Rights and Democracy¹². This should include election observation missions, support to democratic integrity and openings, as well as protection of human rights defenders and support to global, regional and national human rights institutions. EU election observation missions contribute to increased transparency and confidence in electoral processes by providing an informed assessment of elections as well as recommendations for their further improvement, in the context of Union cooperation and political dialogue with partner countries. Where relevant, Union assistance in areas pertaining to the protection of human rights and democratic values and principles and support to civil society actors should be independent from the consent of the governments and public authorities of the partner countries concerned. As the respect for democracy, human rights and the rule of law is essential for sound financial management and effective Union funding as referred to in Regulation (EU, Euratom) 2024/2509, assistance could be suspended in the event of degradation in democracy, human rights or the rule of law in third countries.
- (27) The Instrument should **promote democracy and** strengthen democratic resilience in partner countries, including by **empowering free and pluralistic media, protecting civic space and promoting citizens' engagement, ensuring the fairness, transparency, and integrity of electoral and other democratic processes**, countering foreign information manipulation and interference, ~~empowering free and pluralistic media, promoting citizens' engagement, ensuring the fairness and integrity of electoral and other democratic processes~~, and by engaging in public diplomacy activities.

¹² EU Action Plan on Human Rights and Democracy 2020-2024, extended until 2027 by the Council Conclusions of 27 May 2024.

- (28) In accordance with the Sendai Framework for Disaster Risk Reduction 2015-2030 adopted at the Third UN World Conference on Disaster Risk Reduction on 18 March 2015¹³, recognition should be given to the need to move away from crisis response and containment to a more structural, long-term approach that more effectively addresses situations of fragility, natural and man-made disasters, and protracted crises. Greater emphasis and collective approaches are required on risk reduction, disaster risk management, early warning, prevention, mitigation and preparedness, and further efforts are required to enhance swift response and a durable recovery. ~~This~~**The Instrument should support reforms and investments that strengthen disaster risk and crisis **prevention and management, invest in including as regards environmental disasters and maritime pollution control, enhance water and** climate resilience, and ~~enhance~~ the resilience of vital societal functions. The Instrument should therefore contribute to strengthening the humanitarian-development-peace nexus.**
- (29) ~~Since the objectives of this Regulation cannot be sufficiently achieved by the Member States but can be better achieved at Union level, the Union may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 TEU. In accordance with the principle of proportionality as set out in that Article, this Regulation does not go beyond what is necessary in order to achieve those objectives.~~

¹³ “Sendai Framework for Disaster Risk Reduction”, adopted on 18 March 2015 and endorsed by the United Nations General Assembly on 3 June 2015 (A/RES/69/283).

- (30) The Instrument should contribute to the collective Union objective of providing 0.7 % of gross national income as official development assistance ('ODA'), established by the Development Assistance Committee of the OECD, within the timeframe of the 2030 Agenda adopted by the United Nations in September 2015¹⁴ (the '2030 Agenda'), by supporting realistic and verifiable actions to meet this commitment, on which progress should continue to be monitored and reported **through the OECD's DAC tables and Creditor Reporting System. The Instrument.** It should also promote mutually beneficial partnerships for sustainable development, including through the mobilisation of ~~private~~ **domestic resources of partner countries and private investments. All.** ~~The whole~~ support of the Instrument to sustainable development – including the mobilised private finance — should be monitored through the Total Official Support for Sustainable Development.
- (31) The Instrument should contribute to the Union collective target of reaching 0.2 % of gross national income as ODA to least developed countries within the timeframe of the 2030 Agenda, by supporting realistic, verifiable actions to meet this commitment, on which progress should continue to be monitored and reported.

¹⁴ "Transforming our world: the 2030 Agenda for Sustainable Development", adopted at the United Nations Sustainable Development Summit on 25 September 2015 (A/RES/70/1).

(32) The Instrument should enhance the Union’s competitiveness **and strategic autonomy in an open economy**, in particular by contributing to the sustainability, resilience ~~and~~, diversification **and security** of value and supply chains, reflecting high standards of responsible business practice, and by increasing economic opportunities. Consistency, **coherence and complementarity** between the implementation of the Union’s trade, economic security, **research, innovation** and industrial policies, ~~and of~~ ~~and~~ the Instrument should be ensured, including synergies with Clean Trade and Investment Partnerships. In particular, in order to harness the potential of mutually beneficial partnerships for sustainable development in the Union and partner countries, synergies should be fostered between the Instrument and the Union’s European Competitiveness Fund, established by Regulation (EU) [XXX] by the European Parliament and Council¹⁵, as well as the Connecting Europe Facility, established by Regulation (EU)– [XXX] by the European Parliament and Council¹⁶, in supporting projects of common interest between Member States and partner countries, for the part of the project on the territory of the partner country.

¹⁵ Regulation (EU) No [XXX] of the European Parliament and of the Council on establishing the European Competitiveness Fund (‘ECF’), including the specific programme for defence research and innovation activities, and repealing Regulations (EU) 2021/522, (EU) 2021/694, (EU) 2021/696, (EU) 2021/697, (EU) 2021/783, (EU) 2023/588, (EU) 2023/1525, (EU) 2023/2418, (EU) (EDIP) (OJ L..., p.)

¹⁶ Regulation (EU) No [XXX] of the European Parliament and of the Council on establishing the Connecting Europe Facility for the period 2028-2034, amending Regulation (EU) 2024/1679 and repealing Regulation (EU) 2021/1153 (OJ [...], [...], p. [...]).

- (33) Complementarity should be ensured among the Union’s external financing instruments, in particular with Council Decision (EU) 2021/1764¹⁷ on the association of the overseas countries and territories with the Union, the European Instrument for International Nuclear Safety Cooperation - Decommissioning established by Council Regulation (Euratom) [XXX] [INSC-D]¹⁸, the common foreign and security policy including, where relevant, the Common Security and Defence Policy, and the European Peace Facility, established by Council Decision (CFSP) 2015/509¹⁹, which is financed outside the Union budget.
- (34) The Union should seek the most efficient use of available resources among its financing instruments. In this respect, the Instrument should allow for both contributions to and from other Union programmes, as well as the combination of funding with them **while avoiding double-funding**. This should contribute to the Union’s priorities and interests as well as to sustainable development in the Union’s partner countries. This includes coherence and complementarity with macro-financial assistance, where relevant.
- (35) [This Regulation should lay down an indicative financial envelope for the Instrument. For the purpose of this Regulation, current prices are calculated by applying a fixed 2% deflator.]

¹⁷ Council Decision (EU) 2021/1764 of 5 October 2021 on the association of the Overseas Countries and Territories with the European Union including relations between the European Union on the one hand, and Greenland and the Kingdom of Denmark on the other (Decision on the Overseas Association, including Greenland) (OJ L 355, 7.10.2021, p. 6, ELI: <http://data.europa.eu/eli/dec/2021/1764/oj>).

¹⁸ Council Regulation (Euratom) [XXX] of [establishing the European Instrument for International Nuclear Safety Cooperation and Decommissioning and repealing Regulations (Euratom) 2021/100 and (Euratom) 2021/948 (OJ [...], [...], p. [...]).

¹⁹ -Council Decision (CFSP) 2021/509 of 22 March 2021 establishing a European Peace Facility, and repealing Decision (CFSP) 2015/528 (OJ L 102, 24.3.2021, p. 14–62).

- (36) In a rapidly changing economic, social and geopolitical environment, recent experience has shown the need for a more flexible multiannual financial framework and Union spending programmes. **That environment also underlines the importance of the Council fully exercising its strategic role in line with its policy making function as set out in Article 16 TEU.** To that effect, and in line with the objectives of this Regulation, the funding should duly consider the evolving policy needs and Union's priorities as identified in **Council conclusions, recommendations from annual strategic Council debates, in** relevant documents published by the Commission, ~~in Council conclusions~~ and European Parliament resolutions while ensuring ~~sufficient~~ predictability for the budget implementation.
- (37) [Council Regulation (EU, Euratom) .../...²⁰ (MFF Regulation) allows to mobilise the necessary appropriations in the Union budget over and above the ceilings of the multiannual financial framework to honour the debt liabilities of the Union related to the loans to Ukraine. This financially enables the authorisation under this Regulation of financial assistance to Ukraine in the form of loans in accordance with Article 223(1) of Regulation (EU, Euratom) 2024/2509²¹.]
- (38) [In view of the budgetary coverage under the Regulation (EU, Euratom) .../... (MFF Regulation), it is appropriate not to reduce the maximum amount of the aggregate Union financial liabilities covering budgetary guarantees and financial assistance in the form of loans under this Regulation by the amount of financial assistance in the form of loans provided to Ukraine under this Regulation. It is also appropriate not to establish provisioning and, by way of derogation from Article 214(1) of Regulation (EU, Euratom) 2024/2509, not to set a provisioning rate for loans to Ukraine under this Instrument.]

²⁰ Council Regulation (EU, Euratom) .../... of ... laying down the multiannual financial framework for the years 2028 to 2034 (OJ L..., p.).

²¹ Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council of 23 September 2024 on the financial rules applicable to the general budget of the Union (OJ L, 2024/2509, 26.9.2024, ELI: <http://data.europa.eu/eli/reg/2024/2509/oj>).

- (39) [As for Union support to Ukraine other than in the form of loans, this Regulation should be financed by the (Ukraine Reserve) as provided for in the Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]] for the period from 1 January 2028 to 31 December 2034. The commitment appropriations and corresponding payment appropriations from the (Ukraine Reserve) should be mobilised annually through the budget procedure. Additionally, it should be possible to use appropriations mobilised for the purposes of this Regulation from the reserve referred to in Article 6 of Regulation Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]] to provide support to Ukraine under Regulation (Euratom) [...] (INSC-D).]
- (40) In the framework of the Union's restrictive measures, adopted on the basis of Article 29 TEU and 215(2) TFEU, no funds or economic resources may be made available, directly or indirectly, to or for the benefit of designated natural or legal persons, entities or bodies. Therefore, such natural or legal persons, entities or bodies, as well as legal persons, entities or bodies owned or controlled by them should not be supported by the Instrument.

- (41) In a global context where the Union is confronted with high geopolitical and geoeconomic competition, marked by global challenges, ~~ranging from~~ **including** climate change and biodiversity loss, **pandemic threats**, ~~to~~ tensions around scarce resources, **water stress**, technological dependencies, ~~continuing~~ migratory pressure or economic and trade disruptions, in addition to security threats and fragility, external action has to continuously and rapidly react to emerging needs, as well as to act to advance strategic priorities, in order to effectively pursue the Union's and partners' priorities. To increase the ability of the Union to respond to unforeseen needs and adapt its partnerships to emerging priorities, building on the experience of the European Development Funds and Regulation (EU) 2021/947, an amount should be left unallocated as an emerging challenges and priorities cushion. It should be mobilised in accordance with the procedures established in this Regulation **and in Regulation (EU, Euratom) 2024/2509. In particular, the European Parliament and the Council should take decisions on transfers in accordance with Article 31 of Regulation (EU, Euratom) 2024/2509. Proposals for such transfers from the emerging challenges and priorities cushion should be accompanied by appropriate and detailed supporting documents. In the case of autonomous transfers from the emerging challenges and priorities cushion, the Commission should inform the European Parliament and the Council before the announcement or mobilisation of the funds.**

(42) The overall context for action should be the pursuit of a rules-based and ~~value-based~~**values-based** global order, with multilateralism as its key principle and the United Nations (UN) at its core. The 2030 Agenda, together with the Paris Agreement adopted under the United Nations Framework Convention on Climate Change²² (the ‘Paris Agreement’), the **United Nations Convention on Biological Diversity (the Kunming-Montreal Global Biodiversity Framework)**²³, ~~the Addis Ababa Action Agenda~~ **the Sevilla Commitment**, ~~of the Third~~**Fourth** International Conference on Financing for Development **(the Sevilla Commitment)**²⁴ and the Pact for the Future²⁵, is the international community’s response to global challenges and trends in relation to sustainable development **and should guide the implementation of this Regulation**. The Instrument should pay particular attention to interlinkages between sustainable development goals and to integrated actions that can create co-benefits and meet multiple objectives in a coherent way.

²² Council Decision (EU) 2016/1841 of 5 October 2016 on the conclusion, on behalf of the European Union, of the Paris Agreement adopted under the United Nations Framework Convention on Climate Change (OJ L 282, 19.10.2016, p. 1–3, ELI: <http://data.europa.eu/eli/dec/2016/1841/oj>).

²³ “The Kunming-Montreal Global Biodiversity Framework”, adopted by the 15th conference of Parties (COP 15) to the Convention on Biological Diversity (CBD) on 19 December 2022.

²⁴ ~~“Addis Ababa Action Agenda~~**Sevilla Commitment** of the ~~Third~~**Fourth** International Conference on Financing for Development”, adopted ~~on 16 June 2015 and endorsed by the United Nations General Assembly on 27 July 2015 (A/RES/69/313)~~**25 August 2025 (A/RES/79/323), July 2025.**

²⁵ “The Pact for the Future”, adopted by the United Nations General Assembly on 22 September 2024 (A/RES/79/1).

- (43) The Instrument should support the implementation of the Samoa Partnership Agreement between the Union and its Member States, of the one part, and the Members of the Organisation of the African, Caribbean and Pacific States, of the other part²⁶, signed in Samoa on 15 November 2023 and provisionally applied as from 1 January 2024. The Instrument should also support the continuation of the established cooperation between the Union and these specific regions, for example with the African Union in line with the EU-AU joint vision for 2030.
- (44) The Union should ensure policy coherence for development as required by Article 208 TFEU. The Union should take account of the objectives of development cooperation in the Union policies that are likely to affect developing countries and territories. Ensuring policy coherence for sustainable development requires taking into account the impact of all Union policies on sustainable development at all levels — nationally, within the Union, in other countries and at global level.
- (45) In accordance with its international commitments, the Union should apply the development effectiveness principles, namely ownership of development priorities by developing countries and territories, a focus on results, inclusive development partnerships, transparency and mutual accountability. In that regard, the Union and its Member States, **in a Team Europe approach**, should maximise the value added of their collective assistance for partner countries and regions. The implementation of the Instrument should be guided by its expected results namely outputs, outcomes and impacts.

²⁶ Council Decision (EU) 2023/2861 of 20 July 2023 on the signing, on behalf of the European Union, and provisional application of the Partnership Agreement between the European Union and its Member States, of the one part, and the Members of the Organisation of African, Caribbean and Pacific States, of the other part (OJ L, 2023/2861, 28.12.2023, ELI: <http://data.europa.eu/eli/dec/2023/2861/oj>).

- (46) The Union should foster close consultation with local authorities and civil society, as well as support their participation in contributing to sustainable development and to the implementation of the sustainable development goals at local level. The Union should also ~~support an enabling environment for~~ **protect and promote civic space that enables** civil society, ~~in which these organisations can~~ **to** carry out their work effectively **and safely**. The Instrument should provide Union support to civil society organisations and local authorities **taking into account their specific needs** in order to pursue the values, interests and objectives of the Union. Civil society organisations and local authorities should be ~~duly~~ **actively** consulted and have timely access to relevant information allowing them to be adequately engaged.

(47) The implementation of the Instrument should be guided by the principles of gender equality, **and empowerment of women and girls**—empowerment and of preventing and combating violence against women and domestic, **by the Union commitment to the promotion, protection and fulfilment of all human rights and to the full and effective implementation of the Beijing Declaration and the Programme of Action of the International Conference on Population and Development and the outcomes of their review conferences. In this context, the Union remains committed to sexual and reproductive health and rights. Implementation should prevent and combat all forms of sexual and gender-based violence and should seek to protect and promote gender equality and women’s and girls’ rights in line with the Roadmap on Women’s Rights²⁷, Gender Equality Strategy²⁸, EU Gender Action Plans including the EU Action Plan on Women, Peace and Security, relevant Council conclusions and international conventions, including, the Istanbul Convention on violence against women²⁹. Strengthening gender equality and women’s empowerment of all women and girls in the Union’s external action and increasing efforts to reach the minimum standards of performance indicated by the EU Gender Action Plans should lead to a gender sensitive responsive and transformative approach that addresses the root causes of gender inequality in all Union external action and international cooperation. Gender equality and women’s and girls’ empowerment should be mainstreamed under the Instrument and adequately reflected across all the actions. The Instrument should uphold and apply the objectives of the EU Gender Action Plans, including relevant targets.**

²⁷ Communication (COM/2025/97 final) from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - A Roadmap for Women's Rights.

²⁸ Communication (~~COM/2020/152~~COM(2026)113 final) from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – ~~A Union of Equality: Gender Equality Strategy 20202026-20252030~~.

²⁹ “Council of Europe Convention on preventing and combating violence against women and domestic violence”, (CETS No. 210) entered into force on 1 August 2014, <https://www.coe.int/en/web/conventions/full-list?module=treaty-detail& treatynum=210>.

- (48) The Instrument should support children and youth as key agents of change, giving particular attention to their **rights**, needs and empowerment, **in line with the UN Convention on the Rights of the Child³⁰. Where relevant, actions affecting children and social inclusion should also be guided by the EU Strategy on the Rights of the Child³¹, the European Pillar of Social Rights³², and the European Child Guarantee³³.** It should seek to prevent and combat ~~discrimination-based~~**multiple and intersecting forms of discrimination including discrimination based on age, ethnic origin, gender, religion and belief, disability or sexual orientation in order to ensure a human rights based approach to tackling inequalities.** It should promote the rights of persons with disabilities, in line with the UN Convention to the Rights of Persons with Disabilities³⁴.
- (49) Recognising that the triple planetary crisis of climate **change**, biodiversity loss and pollution **as well as water scarcity** have worsened over the last decade and cannot be solved by the Union alone, by supporting international cooperation the Instrument should play an essential role to meet multilaterally agreed climate and environmental goals. ~~In that regard,~~ The Union should **continue to** support the most vulnerable countries, in particular ~~the~~**least developed countries**, small island developing states and ~~the least developed~~**landlocked developing** countries.

³⁰ Convention on the Rights of ~~Persons with Disabilities (CRPD)~~**the Child**, entered into force on ~~3 May 2008~~**September 1990**
<https://social.desa.un.org/issues/disability/crpd/convention-on-the-rights-of-persons-with-disabilities-crpd#Fulltext>
www.ohchr.org/en/instruments-mechanisms/instruments/convention-rights-child.

³¹ **The EU Strategy on the Rights of the Child and the European Child Guarantee - European Commission.**

³² **European Pillar of Social Rights - Building a fairer and more inclusive European Union - Employment, Social Affairs and Inclusion.**

³³ **European Child Guarantee - Employment, Social Affairs and Inclusion.**

³⁴ **Convention on the Rights of Persons with Disabilities (CRPD), entered into force on 3 May 2008** <https://social.desa.un.org/issues/disability/crpd/convention-on-the-rights-of-persons-with-disabilities-crpd#Fulltext>.

- (50) Reflecting the importance of tackling climate change in line with the Union's commitments to implement the Paris Agreement and the Kunming-Montreal Global Biodiversity Framework and to achieve the ~~sustainable development goals~~SDGs, the Instrument should contribute to mainstreaming climate action **and environmental protection** in the Union policies, **in accordance with Regulation (EU, Euratom) [XXX] [Performance Regulation], and contribute to the spending target therein.** Relevant actions should be identified during the implementation of the Instrument, and the overall contribution from the Instrument should be part of relevant monitoring evaluations and review processes. The Instrument should contribute to halting and reversing the decline of biodiversity building on the interlinkages between climate and biodiversity goals.

(51) Union action in the area of climate change and biodiversity should support a just transition to a climate-neutral, climate resilient, resource efficient and circular economy. **The Instrument should support partner countries in transitioning away from fossil fuels in energy systems, in a just, orderly and equitable manner.** It should notably favour the adherence to and implementation of the Paris Agreement, the UN Framework Convention on Climate Change, the UN Convention on Biological Diversity, the UN Convention to Combat Desertification and the Agreement on the Conservation and Sustainable Use of Marine Biological Diversity of Areas beyond National Jurisdiction. In particular, funding allocated in the context of the Instrument should be coherent with and support the long-term temperature goal of the Paris Agreement of limiting the increase in the global average temperature to well below 2°C above pre-industrial levels while pursuing efforts to limit the temperature increase to 1.5°C. The Instrument should be coherent with the objective to increase the ability to adapt to the adverse effects of climate change, reduce vulnerability, foster climate resilience and align with the objectives of the Kunming-Montreal Global Biodiversity Framework, **while also recognising the critical role of water in addressing interconnected challenges and in promoting sustainable solutions.** In line with **the United Nations Convention of the Law of the Seas, and the European Ocean Pact³⁵**, the Instrument should promote the preservation of the ocean and strengthen international rules-based ocean governance, **including through scientific cooperation.** Particular attention should be given to actions that create co-benefits and meet multiple objectives, including for climate, biodiversity and the environment.

³⁵ Communication (COM/2025/281 final) from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – The European Ocean Pact.

- (52) [Article 33(2), point (d), of Regulation (EU, Euratom) 2024/2509 requires programmes and activities to be implemented, where feasible and appropriate, without doing significant harm to the environmental objectives set out in Article 9 of Regulation (EU) 2020/852³⁶ (the ‘do no significant harm principle’). To ensure a consistent implementation of that principle throughout the budget, the Instrument should apply the do no significant harm principle in line with the common rules established by Regulation (EU, Euratom) [XXX] of the European Parliament and Council [Performance Regulation] and following the single technical guidance ('do no significant harm guidance'),]
- (53) The Instrument should promote digital cooperation with partner countries and their digital transition, in line with the International Digital Strategy for the European Union³⁷ and the Competitiveness Compass³⁸.
- (54) In accordance with Article 210 TFEU, the Union and its Member States should increase their collective impact by bringing together to the fullest possible range their respective resources and capacities.

³⁶ Regulation (EU) 2020/852 of the European Parliament and of the Council of 18 June 2020 on the establishment of a framework to facilitate sustainable investment, and amending Regulation (EU) 2019/2088 (OJ L 198, 22.6.2020, p. 13–43, ELI: <http://data.europa.eu/eli/reg/2020/852/oj>).

³⁷ Joint Communication (JOIN/2025/140 final) to the European Parliament and the Council – An International Digital Strategy for the European Union.

³⁸ Communication (COM/2025/30 final) from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions - A Competitiveness Compass for the EU.

- (55) The Union's and Member States' international cooperation policies should operate in a **strengthened** Team Europe approach³⁹, thereby complementing and reinforcing each other to improve the effectiveness, impact and value added of their collective assistance, **including at partner country level. In this context, cooperation between the Union and its Member States should be inclusive and build on their respective experience, capacities and comparative advantages to maximise the added value and effectiveness of collective Union action. Consultations and frequent exchanges of information on the ground between Union Delegations and diplomatic representations of Member States, including coordination with Member States not present in the partner country, are particularly relevant. This should also include exchanges of information on exceptional assistance measures.**
- (55a) **The Commission should keep the Council duly informed of relevant exchanges in other fora, including the Global Europe Committee and the Global Europe Investment Board.**
- (56) **In a Team Europe approach, the Union, #sincluding Commission services and the European External Action Service (EEAS), Member States, Member States' implementing agencies and financial institutions, including development finance institutions and Member States export credit agencies, the European Investment Bank (the 'EIB') and the European Bank for Reconstruction and Development (the 'EBRD'), should seek to support partner countries and Union strategic interests outside the Union through jointly identified and implemented actions. This approach should be inclusive and open to cooperation with like-minded partners and stakeholders, including international financial institutions, to pool resources and jointly contribute to the achievement of common goals including through the use of the budgetary guarantee and blending.**

³⁹ Joint Communication (JOIN/2024/25 final) to the European Parliament, the Council, the European Economic and Social Committee, the Committee of the Regions and the European Investment Bank - Building sustainable international partnerships as a Team Europe.

(57) **While fully respecting the competences of Member States**, the Union should favour a constructive engagement on **mobility and** all aspects of migration and forced displacement, working to ensure that migration takes place in a safe and well-regulated manner and ~~support~~ **sustainable solutions are** provided to forcibly displaced people and their host communities, **while also preventing potential displacement by supporting countries, regions and communities of origin**. It is essential to further step up cooperation on migration with partner countries ~~while respecting competences of Member States~~, reaping the benefits of orderly, safe, regular and responsible migration and effectively addressing irregular migration, **including through comprehensive partnerships**. Such cooperation should contribute to mitigating the impact of forced displacement, ensuring access to international protection, addressing the root causes of irregular migration and of forced displacement, enhancing border management and pursuing efforts to prevent irregular migration, fighting against trafficking in human beings ~~and~~, migrant smuggling **and instrumentalisation of migration**, and working on dignified and sustainable returns, readmission and reintegration where relevant, on the basis of mutual accountability and full respect of humanitarian and human rights obligations under international and Union law, and by engaging with diasporas and supporting legal migration pathways. Therefore, partner countries' effective cooperation with the Union in this area should be an integral element of the Instrument. **Cooperation with and support for partner countries under the Instrument should form part of a broader policy dialogue, including in the field of migration. In that context, return and readmission are key elements of a comprehensive and effective approach to migration, and the assessment of partner countries' cooperation on readmission should support wider efforts to ensure effective migration management and to strengthen the external dimension of the Union's migration policy. In that regard, actions financed from the Instrument that contribute to the achievement of the ODA target should be in line with relevant OECD/DAC principles and criteria. Commitments and standards established by international humanitarian law, international human rights law and international refugee law as part of partner countries' migration related policies are to be taken into account when considering possible changes to the allocation of migration related funding.** Increased coherence between migration, asylum, return and external policies is important to ensure that the Union's external assistance supports partner countries to manage migration more effectively towards sustainable development.

The Instrument should contribute to a coordinated, holistic and structured approach to migration, maximising synergies and applying the necessary leverage.

- (58) The Instrument should enable the Union, in cooperation **and coordination** with Member States, to comprehensively respond to challenges, needs and opportunities related to migration and forced displacement in a way that is coherent with and complementary to Union migration and asylum policy, **and contributes to sustainable development in partner countries**. Migration-related actions under the Instrument should contribute to the effective implementation of Union agreements and dialogues on migration with partner countries by encouraging cooperation relying on a flexible incitative approach and supported by a coordination mechanism under the Instrument. The coordination mechanism should enable ongoing and emerging migration and forced displacement challenges to be addressed under the Instrument, using all appropriate components through flexible funding, while respecting its financial envelopes and relying on their flexible implementation. ~~These~~ **The Instrument should also contribute to safe, dignified, sustainable and effective returns, readmission and reintegration, and to innovative solutions, including for preventing and countering irregular migration in line with Union and international law. All migration related actions under the Instrument should be implemented in full respect of international law, including international human rights law, international humanitarian law and refugee law, and Union and national competences. When implementing migration-related actions under the Instrument, the Commission should take into account transparent human rights risk assessment, monitoring and verification, and report to the Council. The Instrument should visibly contribute to actions supporting the management and governance of migration and forced displacement within the objectives of the Instrument and in accordance with the Council's political and strategic guidance.**

- (59) ~~Under the Instrument, the Union should address human rights and democratic governance at all levels, including through election observation missions, in line with the EU Action Plan on Human Rights and Democracy⁴⁰. Where relevant, Union assistance in areas pertaining to the protection of human rights and democratic values and principles and support to civil society actors should be independent from the consent of the governments and public authorities of the partner countries concerned. As the respect for democracy, human rights and the rule of law is essential for sound financial management and effective Union funding as referred to in Regulation (EU, Euratom) 2024/2509, assistance could be suspended in the event of degradation in democracy, human rights or the rule of law in third countries.~~
- (60) [Funding under the Instrument should be used to finance actions for the international dimension of the Erasmus+ programme, including in line with the Union of Skills⁴¹. The multiannual programming of the international dimension of Erasmus+ under this Instrument should be implemented in accordance with the procedures established in Regulation (EU) [XXX] of the European Parliament and Council [Erasmus+ Regulation]⁴².]
- (60a) The mid-term and ad hoc reviews of multiannual indicative programmes, following changes in the policy framework or shifts in policy priorities, should be carried out in a timely manner and take into account the recommendations from the Council.**

⁴⁰ ~~Joint Communication (JOIN/2020/5 final) to the European Parliament and the Council – EU Action Plan on Human Rights and Democracy 2020–2024.~~

⁴¹ Communication (COM/2025/90 final) from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions - The Union of Skills.

⁴² Regulation (EU) [XXX] of the European Parliament and of the Council establishing the Erasmus+ programme for the period 2028-2034, and repealing Regulations (EU) 2021/817 and (EU) 2021/888 (OJ L..p.).

- (61) The Instrument should contribute to ~~foster~~**fostering** international cultural relations, **including by supporting the promotion of tangible and intangible cultural heritage as a vehicle for sustainable development in partner countries, and should**~~and~~ recognise the role of culture in promoting the Union's values.
- (62) Regulation (EU, Euratom) 2024/2509 applies to this Instrument. It lays down the rules on the establishment and the implementation of the general budget of the European Union, including the rules on grants, prizes, non-financial donations, procurement, indirect management, financial assistance, financial instruments and budgetary guarantees.
- (63) Annual or multi-annual action plans and measures referred to in this Regulation should constitute work programmes within the meaning of Regulation (EU, Euratom) 2024/2509. Annual or multi-annual action plans should consist of a set of measures grouped into one document.

(64) **The Instrument’s eligibility rules should allow the Union to pursue and protect its strategic interests, taking into account the constraints of implementing partners and market realities.** Rules on effective establishment or nationality, or the type of participants in award procedures, including with respect to their direct and indirect control by entities of a partner country, as well as the origin of products may be restricted, including where such restrictions are in the strategic interests of the Union. **Strategic interests could, in particular, relate to the Union’s strategic autonomy, supply chain resilience, industrial competitiveness or the need to close the innovation gap.** Such restrictions could, ~~for example,~~ **also apply to high-risk suppliers as defined in Regulation (EU, Euratom) [XXX] of the European Parliament and Council (Cybersecurity Act),** where relevant. **Entities which do not have legal personality under the applicable national law should be eligible to participate in award procedures in accordance with Article 200(2), point (c), of Regulation (EU, Euratom) 2024/2509.** It should also be possible to impose eligibility restrictions on implementing partners in indirect management, including to use the eligibility rules applicable to award procedures under direct management. Reciprocity may also be established for support to specific partner countries or regions, for a limited period or may be subject to the condition that the country concerned provides a level of support in ODA comparable to that provided by the Union.

- (64a) The participation and the mobilisation of private sector entities from Member States should be supported whenever possible. A level playing field for Member States' private sector entities, including small and medium sized enterprises (SMEs), should be ensured to promote their competitiveness, inter alia through the broader use of rated criteria, focusing on value, quality and sustainability rather than just the lowest price, and on high standards, resilience or security criteria as well as early market engagement. In key strategic sectors, such as energy, digital and critical infrastructure, particular consideration should be given to the availability, capacity, expertise and products of Member States' private sector entities.**
- (65) While respecting the principle that the Union budget is set annually, external volatility requires to preserve the flexibilities already allowed under Regulation (EU) 2021/947 concerning carry-overs. By way of derogation from Article 12(4) of Regulation (EU, Euratom) 2024/2509, to ensure the efficient use of the Union funds both for Union citizens and the partner countries, thus maximising the Union funds available for the Union's external action interventions, carry-overs stemming from the Instrument should be available to be reused under this Instrument. [By way of derogation from Article 212(3) of Regulation (EU, Euratom) 2024/2509, revenue, repayments and recoveries from financial instruments established by external action programmes under this or preceding multiannual financial frameworks should be available to be reused under this Instrument.] This will make available the necessary resources to fund the most pressing additional needs of the EU's external relations of the moment.

- (66) [To increase the resources available for the Instrument by assigning to it the surpluses related to the Guarantee Fund for external actions established by Regulation (EC, Euratom) No 480/2009, the European Fund for Sustainable Development (EFSD) established by Regulation (EU) 2017/1601⁴³, the European Fund for Sustainable Development Plus (EFSD+) established by Regulation (EU) 2021/947, the Ukraine Guarantee established by Regulation (EU) 2024/792, the financial assistance in the form of loans established under Regulations (EU) 2024/1449, and (EU) 2025/535, and the budgetary guarantee and financial assistance under this Instrument, derogations from Article 216(4), point (a), of Regulation (EU, Euratom) 2024/2509 and from Article 31(8) of Regulation (EU) 2021/947 are is required.] This will make available the necessary resources to fund the most pressing additional needs of the EU's external relations of the moment.
- (67) [To ensure flexibility, Article 114(2), third subparagraph of Regulation (EU, Euratom) 2024/2509 should not apply to the multiannual actions under this Instrument.]
- (68) The types of financing and the methods of implementation under this Regulation should be chosen on the basis of their ability to achieve the specific objectives of the actions and to deliver results, taking into account, in particular, the costs of controls, the administrative burden and the expected risk of non-compliance. When making that choice, the use of lump sums, unit costs and flat rates, as well as financing not linked to costs of the relevant operation as referred to in Article 125(1), point (a), of Regulation (EU, Euratom) 2024/2509, should be considered. The Union should be able to entrust budget implementation tasks under Article 62(1), point (c) (viii) of Regulation (EU) 2024/2509 to the Union Institute for Security Studies and the European Security and Defence College to implement actions under the Instrument.

⁴³ Regulation (EU) 2017/1601 of the European Parliament and of the Council of 26 September 2017 establishing the European Fund for Sustainable Development (EFSD), the EFSD Guarantee and the EFSD Guarantee Fund (OJ L 249, 27.9.2017, p. 1–16, ELI: <http://data.europa.eu/eli/reg/2017/1601/oj>).

- (69) By way of derogation from Article ~~192(1)~~**198** of Regulation (EU, Euratom) 2024/2509 **and in addition to the cases listed therein**, the Union should be able to provide support in the form of grants in a flexible and timely manner without the need for a call for proposals, for example, in difficult conditions and cases of urgency and crisis, to support human rights defenders and other civil society actors, **taking into account the specificities of external action**. Under the conditions set out in Regulation (EU, Euratom) 2024/2509, grants funded by the Instrument could also be provided to civil society organisations and other entities which do not have legal personality under the applicable national law.
- (70) Without prejudice to the use of competitive procedures wherever appropriate in accordance with Article 192(1) of Regulation (EU, Euratom) 2024/2509, grants could be provided to entities governed by private law from a Member State without a call for proposals where the relevant project is in the strategic interest of the Union and supports the objectives of the Instrument. Such a direct award could be justified, for example, to enable investments or finance feasibility studies in strategic areas such as critical raw materials, climate change resilience or digital and other infrastructure, in particular as part of integrated packages, to enhance the Union's strategic autonomy. **Such awards should be exceptional and granted only where necessary and in duly justified cases. They should be limited to projects that could mobilise significant investments from the private sector and to situations where fair competition and a level playing field for entities from Member States is not ensured. Whenever possible, preference should be given to reimbursable forms of support.** In accordance with Regulation (EU, Euratom) 2024/2509, any such award should respect the general principles applicable to grants ~~and~~, be duly justified in the award decision, **and should not result in undue advantages for individual economic operators or otherwise distort competition in the internal market.**

- (71) In line with the Team Europe approach, actions in indirect management, **including for technical cooperation**, should preferably be entrusted to the EIB, the EBRD, or a Member State organisation in the sense of Regulation (EU, Euratom) 2024/2509. **In the selection of implementing partners, their ability and readiness to apply eligibility restrictions, when required, should be taken into account.**
- (72) In indirect management with partner countries or the bodies they designate where the Commission retains financial management responsibilities in accordance with Article 157(7), second subparagraph, point (a), of Regulation (EU, Euratom) 2024/2509, the Commission, when making payments on behalf of the contracting authorities directly to their recipients should be able to subsequently recover related amounts due directly from the contracting authorities' recipients. Likewise, in cases of indirect management where the partner countries or the bodies they designate do not or become unable to perform the budget implementation tasks entrusted, the Commission should be able to temporarily take their place and act in their name and on their behalf in indirect management.
- (73) Pursuant to Article 85(1) of Council Decision (EU) 2021/1764, persons and entities established in overseas countries and territories are eligible for funding subject to the rules and objectives of the Instrument and possible arrangements applicable to the Member State to which the relevant overseas country or territory is linked. **Overseas countries and territories are key strategic partners of the Union, based on mutual commitments, respect for universal values and the promotion of sustainable development. Cooperation between partner countries and regions and overseas countries and territories including through initiatives jointly financed by the Instrument and Council Decision (EU) 2021/1764 should therefore be promoted.** In order to reinforce the effectiveness and impact of the Union's action, cooperation between the partner countries and regions, the overseas countries and territories as well as the Union outermost regions under Article 349 TFEU should be encouraged in areas of common interest, **including through the Global Gateway strategy.**

- (74) The Instrument should enable the provision of support in the form of budgetary guarantees and financial assistance. The provisioning and liabilities arising from those operations and the financial assistance should be supported by appropriations under the Instrument. **Technical cooperation, including public sector expertise, should remain a relevant tool in the Global Europe toolbox. Technical cooperation should further contribute to sustainable development, to the ownership and effectiveness of international cooperation, to addressing the root causes of fragility and to fostering a better investment climate and higher standards. It should also provide targeted support to candidate countries' and potential candidates' reforms to align with the Union acquis.**
- (75) With a view to ensuring consistency, the budgetary guarantee and financial instruments, including when combined with non-repayable support in blending operations, and financial assistance under the Instrument should be implemented in accordance with Title X of Regulation (EU, Euratom) 2024/2509 and with technical arrangements, terms and conditions established by the Commission for the purposes of its application.
- (76) After the EFSD in 2017-2020 and the EFSD+ in 2021-2027, this is the third multiannual financial framework where a budgetary guarantee is used to support external actions. The budgetary guarantee has become a standard tool in the Union's financial toolbox and its main rules and procedures are enshrined in Regulation (EU, Euratom) 2024/2509. Only specific provisions applicable to the budgetary guarantee under the Instrument are foreseen in this Regulation. On the other hand, recognising that the investments mobilised by the Union in partner countries may need a flexible use and combination of the various forms of Union's funding available under the Instrument, no particular treatment of blending operations and the budgetary guarantee under a specific fund, such as EFSD or EFSD+, is foreseen.
- (77) To provide for predictability and flexibility, it is necessary to set a maximum amount of the budgetary guarantee and the maximum amount of the aggregate Union financial liabilities covering the budgetary guarantee and financial assistance in the form of loans under the Instrument.

- (78) In accordance with Article 214(1) of Regulation (EU, Euratom) 2024/2509, this Regulation should provide for the review of the provisioning rates. It should therefore be possible to amend the provisioning rates throughout the multiannual financial framework period following regular review, which should be based on the Commission's risk management framework taking into account sound financial management.
- (79) To comply with the requirements of Regulation (EU, Euratom) 2024/2509, this Regulation should set out the possibility for third parties and partner countries to contribute to the budgetary guarantee. **Contributions from Member States, third parties and partner countries could be earmarked to specific regions, partner countries or sectors.**
- (80) It should be possible that the budgetary guarantee authorised under this Regulation serves as a horizontal delivery tool also for Council Decision (EU) 2021/1764 and Regulation (Euratom) [XXX] [INSC-D], to provide support under other Union programmes in accordance with the objectives and eligibility criteria set out in those programmes. For that purpose, the corresponding provisioning of financial liabilities should be made from the financial envelope of those other programmes.
- (81) To ensure sound financial management and budgetary discipline and to limit outstanding payments, the provisioning for the budgetary guarantee and financial assistance should not be committed after the end of the last year of the multiannual financial framework and should be constituted by the end of the third year after the end of the multiannual financial framework. Budgetary commitments for that provisioning should take into account the progress in granting the budgetary guarantee and financial assistance. The constitution of the provisioning should take into account the progress in the approval and signature of the financing and investment operations and in the disbursement of the financial assistance.

- (82) In order to promote the participation of eligible implementing entities and counterparts from partner countries benefiting from the budgetary guarantee or financial instruments, by way of derogation from Article 211(5) of Regulation (EU, Euratom) 2024/2509, the partner country should not be required to contribute to the budgetary guarantee or the financial instruments. Moreover, in order to provide flexibility, increase the attractiveness for the private sector and maximise the impact of the investments, a derogation from Article 62(1), point (c) and Article 211(5) of Regulation (EU, Euratom) 2024/2509, should be provided allowing bodies subject to private law which provide adequate assurance of their financial capacity and which are neither entrusted with a public service mission nor with the implementation of a public-private partnership to be eligible implementing entities and counterparts. **Innovative financial initiatives, unlocking financing from institutional investors and de-risking private investment would increase the Union's leverage and impact and facilitate the further engagement of development finance institutions, export credit agencies and private entities.**
- (83) Blending and budgetary guarantees play a central role in the Union's investment strategy in partners countries. **Blending and budgetary guarantees can also support risk mitigation initiatives with a transregional scope.** It is, therefore, appropriate to set up a Global Europe Investment Board to provide strategic and operational guidance to the Commission in their implementation. **The Investment Board should allow for a strategic dialogue on priorities related to the implementation of the budgetary guarantee and blending as well as on appropriate and diversified geographical and thematic coverage. To demonstrate the alignment with the identified priorities, the Commission should regularly inform the Investment Board about progress achieved in the implementation of the budgetary guarantee and blending operations. The Investment Board should take into account the experience of the EFSD+ strategic and operational boards and the Western Balkans Investment Framework.**

- (84) It is appropriate to organise the financial assistance under the diversified funding strategy provided for in Article 224 of Regulation (EU, Euratom) 2024/2509 and established as a single funding method therein, which is expected to enhance the liquidity of Union debt securities and the attractiveness and cost-effectiveness of Union issuance.
- (85) [The Commission could provide financial assistance to partners countries in the form of policy-based loans. The primary purpose of such policy-based loans should be to support partner country's reform programmes and catalyse investments. They should contribute to achieving national policy goals and meeting global challenges. The conditions applicable to policy-based loans should, where relevant, be aligned to the conditions of budget support in accordance with Article 241(1) of Regulation (EU, Euratom) 2024/2509. A debt analysis should be conducted prior to the approval of any loan. This analysis should assess the country's ability to sustain its debt levels over the loan term.]
- (86) In order to amend non-essential elements of this Regulation, the power to adopt acts in accordance with Article 290 TFEU should be delegated to the Commission in respect of ~~amending the specific objectives listed in Annex II, the percentage of expenditure fulfilling the criteria of ODA,~~ the maximum amounts of the budgetary guarantee and the provisioning rates. It is of particular importance that the Commission carries out appropriate consultations during its preparatory work, including at expert level, and that those consultations be conducted in accordance with the principles laid down in the Interinstitutional Agreement of 13 April 2016 on Better Law-Making⁴⁴. In particular, to ensure equal participation in the preparation of delegated acts, the European Parliament and the Council receive all documents at the same time as Member States' experts, and their experts systematically have access to meetings of Commission expert groups dealing with the preparation of delegated acts.

⁴⁴ Interinstitutional Agreement between the European Parliament, the Council of the European Union and the European Commission on Better Law-Making (OJ L 123, 12.5.2016, p. 1–14, ELI: http://data.europa.eu/eli/agree_interinst/2016/512/oj).

(87) Cooperation with partner countries covered under the Europe pillar occurs in the context of a special relationship with the Union, including through, where relevant, the preparation of candidate countries and potential candidates for future ~~accession~~ **membership of the Union**. Such cooperation requires the establishment of specific conditions reflecting this highly ambitious relationship **and ensuring predictability for partner countries**. For this purpose, relevant for Enlargement and Neighbourhood East partners in the Europe pillar, specific rules related to the relevant performance-based plans serving as a basis for programming should be established in line with the correspondingly high ambition of mutual relations between the partner countries and the Union. ~~In order~~ **It is important** to ensure uniform conditions for the implementation of such engagement ~~and for~~. **This also includes** the implementation modalities that are designed to prepare for the management of internal funds, such as structural, agricultural and rural development and cross-border cooperation funds, including, where relevant, for indirect management by the partner countries, ~~implementing powers should be conferred on the Commission. Those powers should be exercised in accordance with Regulation (EU) No 182/2011 of the European Parliament and of the Council of 16 February 2011 laying down the rules and general principles concerning mechanisms for control by the Member States of the Commission's exercise of implementing powers⁴⁵. Those~~ Uniform conditions should be amended if developments so require. **Taking into account the high political importance of the performance-based plans for the acceding countries, candidate countries and potential candidates in the given geopolitical context, as well as the Council's central role in the enlargement process and the need to ensure consistency with that process, implementing powers should be exceptionally conferred on the Council. These should also cover the approval of the Commission's positive assessment of the performance-based plans for acceding countries, candidate countries and potential candidates or, where applicable, of their amendments.**

⁴⁵ ~~Regulation (EU) No 182/2011 of the European Parliament and of the Council of 16 February 2011 laying down the rules and general principles concerning mechanisms for control by Member States of the Commission's exercise of implementing powers (OJ L 55, 28.2.2011, p. 13–18, ELI: <http://data.europa.eu/eli/reg/2011/182/oj>).~~

- (87a) **In view of the importance of the financial effects and the volume of the support to Ukraine implemented through the Instrument and of the consequences of certain decisions to be taken for the implementation of the Instrument in light of the specific situation of, and the consequences of Russia’s war of aggression against Ukraine, implementing powers should be exceptionally conferred on the Council as regards the establishment of the satisfactory fulfilment of the conditions for payments under the performance-based plan for Ukraine. Those Council decisions are without prejudice to the Commission’s powers to implement the budget in accordance with this Regulation and Regulation (EU, Euratom) 2024/2509.**
- (88) In the context of assistance provided to Enlargement and Neighbourhood East partners– in the Europe pillar, cooperation should build on the lessons learned from the management and implementation of past assistance and performance-based facilities, including in relation to the relevant performance-based plans, conditionality linked to rule of law principles, **democracy** and human rights, performance, structures ~~and~~, control systems **and the provision of technical cooperation** to be set up in preparation of accession. Where relevant, financial assistance in the form of a policy-based loan may be provided to partner countries implementing performance-based plans.
- (89) In order to ensure uniform conditions for the implementation of the Instrument through the relevant implementing acts, implementing powers should be conferred on the Commission. Those powers should be exercised in accordance with Regulation (EU) No 182/2011. **Considering the specific nature of this Regulation and the particular importance attached to the Union’s external relations, the Commission should not adopt a draft implementing act where the Committee delivers no opinion on that act. In that case, the chair of the Committee may submit an amended version of that act.** The Commission may adopt immediately applicable implementing acts where, in duly justified cases relating to crises or immediate threats to peace, democracy, the rule of law, human rights or fundamental freedoms, imperative grounds of urgency so require.

- (90) [The Instrument should contribute to strengthening awareness, understanding and perception of the Union in a Team Europe approach in partner countries. The objective should be to position the Union as a reliable partner that is commensurate with the scale, scope and ambition of the Union’s political commitment and sustained investment. This should be achieved through impactful strategic communication, and in line with Regulation (EU, Euratom) [XXX] [Performance Regulation]⁴⁶.]
- (91) The Instrument is to be implemented in accordance with Regulation (EU, Euratom) [XXX] [Performance Regulation] which establishes the rules for the expenditure tracking and the performance framework for the budget, **including output indicators and results indicators, and** including rules for ensuring a uniform application of the principles of ‘do no significant harm’ and gender equality referred to in Article 33(2), points (d) and (f), of Regulation (EU, Euratom) 2024/2509 respectively, rules for monitoring and reporting on the performance of Union programmes and activities, rules for establishing a Union funding portal, ~~rules for the evaluation of the programmes~~ **climate and environment spending targets**, rules for the evaluation of the programmes, as well as other horizontal provisions applicable to all Union programmes such as those on information, communication and visibility. **Within this framework, annual reporting should include information on the level of implementation of the Instrument as well as progress made towards the achievement of its objectives.**
- (91a) **The committee established under this Regulation should be competent for the implementation of Article 3 of Council Regulation (EC) No 389/2006⁴⁷.**

⁴⁶ Regulation (EU) No [XXX] of the European Parliament and of the Council establishing a budget expenditure tracking and performance framework and other horizontal rules for the Union programmes and activities. (OJ [...], [...], p. [...]).

⁴⁷ **Council Regulation (EC) No 389/2006 of 27 February 2006 establishing an instrument of financial support for encouraging the economic development of the Turkish Cypriot community and amending Council Regulation (EC) No 2667/2000 on the European Agency for Reconstruction (OJ L 65, 7.3.2006, p. 5).**

- (92) The references to the Union's external assistance instruments in Article 9 of Decision 2010/427/EU, which are the predecessors to the Instrument established by this Regulation, should be construed as references to this Regulation. The Commission should ensure that this Regulation is implemented in accordance with the role of the ~~European External Action Service~~EEAS as provided in that Decision.
- (92a) Since the objectives of this Regulation cannot be sufficiently achieved by the Member States but can be better achieved at Union level, the Union may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 TEU. In accordance with the principle of proportionality as set out in that Article, this Regulation does not go beyond what is necessary in order to achieve those objectives.**

(93) In accordance with Regulation (EU, Euratom) 2024/2509, Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council⁴⁸, Council Regulation (Euratom, EC) No 2988/95⁴⁹, Council Regulation (Euratom, EC) No 2185/96⁵⁰ and Council Regulation (EU) 2017/1939⁵¹, the financial interests of the Union are to be protected through proportionate measures, including the prevention, detection, correction and investigation of irregularities and fraud, the recovery of funds lost, wrongly paid or incorrectly used and, where appropriate, the imposition of administrative sanctions. In particular, in accordance with Regulation (EU, Euratom) No 883/2013 and Regulation (Euratom, EC) No 2185/96, the European Anti-Fraud Office ('OLAF') may carry out investigations, including on-the-spot checks and inspections, with a view to establishing whether there has been fraud, corruption or any other illegal activity affecting the financial interests of the Union. In accordance with Regulation (EU) 2017/1939, the European Public Prosecutor's Office ('EPPO') may investigate and prosecute fraud and other illegal activities affecting the financial interests of the Union as provided for in Directive (EU) 2017/1371 of the European Parliament and of the Council⁵². In accordance with Regulation (EU, Euratom) 2024/2509, any person or entity receiving Union funds is to fully cooperate in the protection of the Union's financial interests, to grant the necessary rights and access to the Commission, OLAF, the EPPO and the European Court of Auditors and to ensure that any third parties involved in the implementation of Union funds grant equivalent rights.

⁴⁸ Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council of 11 September 2013 concerning investigations conducted by the European Anti-Fraud Office (OLAF) and repealing Regulation (EC) No 1073/1999 of the European Parliament and of the Council and Council Regulation (Euratom) No 1074/1999 (OJ L 248, 18.9.2013, p. 1, ELI: <http://data.europa.eu/eli/reg/2013/883/2021-01-17>).

⁴⁹ Council Regulation (EC, Euratom) No 2988/95 of 18 December 1995 on the protection of the European Communities financial interests (OJ L 312, 23.12.95, p. 1, ELI: <http://data.europa.eu/eli/reg/1995/2988/1995-12-23>).

⁵⁰ Council Regulation (Euratom, EC) No 2185/96 of 11 November 1996 concerning on-the-spot checks and inspections carried out by the Commission in order to protect the European Communities' financial interests against fraud and other irregularities (OJ L 292, 15.11.96, p. 2, ELI: <http://data.europa.eu/eli/reg/1996/2185/oj>).

⁵¹ Council Regulation (EU) 2017/1939 of 12 October 2017 implementing enhanced cooperation on the establishment of the European Public Prosecutor's Office ('the EPPO') (OJ L283, 31.10.2017, p. 1, ELI: <http://data.europa.eu/eli/reg/2017/1939/2021-01-10>).

⁵² Directive (EU) 2017/1371 of the European Parliament and of the Council of 5 July 2017 on the fight against fraud to the Union's financial interests by means of criminal law (OJ L 198, 28.7.2017, p. 29, ELI: <http://data.europa.eu/eli/dir/2017/1371/oj>).

(94) This Instrument replaces the programmes established by Regulations (EU) 2021/947, (EU) 2021/1529, (EU) 2024/792, (EU) 2024/1449 and (EU) 2025/535-;

HAVE ADOPTED THIS REGULATION:

Title I

General provisions

Article 1

Subject matter

This Regulation establishes Global Europe (the ‘Instrument’) **for the period of the [2028 - 2034] Multiannual Financial Framework.**

It lays down the objectives **and principles** of the Instrument, the budget [for the period from 2028 to 2034], the forms of Union funding and the rules for providing such funding.

Article 2

Definitions

For the purposes of this Regulation, the following definitions apply:

- (1) ‘country indicative programme’ means an indicative programme covering one partner country;
- (2) ‘multi-country indicative programme’ means an indicative programme covering more than one partner country;
- (3) ‘regional indicative programme’ means a multi-country indicative programme covering more than one partner country within the same geographic area as referred to in Article 3(1);

- (4) ‘trans-regional indicative programme’ means a multi-country indicative programme covering more than one partner country from different geographic areas as referred to in Article 3(1);
- (4a) ‘programmable action’ means actions generally based on multiannual indicative programming at country, multi-country, regional, trans-regional or global level;
- (4b) ‘non-programmable action’ means actions that respond to challenges and opportunities in a flexible manner and are complementary to programmable actions;
- (5) ~~‘acceding country’ means a country for which a treaty concerning its accession to the Union has been signed; for the purposes of this Regulation, references to candidate countries and potential candidates also include acceding countries;~~
- (6) ~~‘candidate countries and potential candidates’ means any of the following: the Republic of Albania, Bosnia and Herzegovina, Iceland, Kosovo⁵³, Montenegro, the Republic of North Macedonia, the Republic of Serbia, the Republic of Türkiye, the Republic of Moldova, Ukraine, Georgia, and any other country that would be granted a candidate or potential candidate status by a European Council decision in the future;~~
- (7) ‘**external** cross-border cooperation’ means cooperation between: (a) Member States, **and** one or more partner countries, **and covers cross-border cooperation** along the external adjacent land and maritime borders of the Union, **transnational cooperation over larger territories or around sea basins and interregional cooperation, as provided for in Regulation (EU, Euratom) [XXX 2025/0238] [European Fund for Regional Development and the Cohesion Fund]**; (b) two or more ~~candidate countries~~ **candidate countries** or potential candidates covered under the Europe pillar as referred to in Article 3(1), point (a), of this Regulation-;

⁵³ ~~This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.~~

- (7a) ‘outermost regions’ cooperation’ means cooperation among outermost regions, in accordance with Article 349 TFEU, and with their neighbouring partner countries or regional integration and cooperation organisations to facilitate their regional integration and harmonious development in their neighbourhood;
- (8) ‘civil society organisation’ means a wide range of actors with multiple roles and mandates, which may vary over time and across institutions and countries, and includes all ~~independent~~ non-State, **non-governmental**, not-for-profit, **independent** and non-violent structures, through which people organise the pursuit of shared objectives and ideals, including political, cultural, religious, environmental, social or economic,⁵ and which operate at local, national, regional or international levels, and which comprise urban and rural, formal and informal organisations;
- (9) ‘local authority’ encompasses public institutions with legal personality, which are components of the State structure, below the level of central government, such as villages, municipalities, districts, counties, provinces or regions, **or groupings thereof**, which are accountable to citizens and usually composed of a deliberative or policy-making body, such as a council or assembly, and an executive body, such as a mayor or other executive officer, which are directly or indirectly elected or selected at local level;
- (10) ‘partner country’ means any non-EU country or territory;
- (11) ‘effectively established in a country or territory’ means that a legal entity has its statutory office, central administration or principal place of business in that country or territory. However, a legal entity having only its statutory office in such a country or territory must be engaged in an activity which has an effective and continuous link with the economy of that country or territory;
- (12) ‘jointly financed’ means that the total cost of an action is shared among several entities and the resources are pooled in such a way that it is no longer possible to identify the source of financing for any given activity undertaken as part of the action.;

- (12a) **‘ODA’ means official development assistance as established by the Development Assistance Committee of the Organisation for Economic Cooperation and Development;**
- (13) ‘developing countries and territories’, means ODA recipients as included in the list published by the Development Assistance Committee of the Organisation for Economic Cooperation and Development.

Article 3

Scope and structure

1. [The Instrument shall consist of the following pillars:
- (a) Europe;
 - (b) Middle East, North Africa and the Gulf;
 - (c) Sub-Saharan Africa;
 - (d) Asia and the Pacific;
 - (e) Americas and the Caribbean;
 - (f) Global.]

Points (a) to (e) of the first subparagraph may cover any partner country listed in Annex I.

Point (a) of the first subparagraph shall include support to acceding countries, candidate countries and potential candidates.

Point (f) of the first subparagraph may cover all partner countries as well as overseas countries and territories linked to a Member State as set out in Annex II to the TFEU.

2. The pillars referred to in paragraph 1, first subparagraph, points (a) to (e) shall encompass:
- (a) programmable actions at country, multi-country, regional and trans-regional level;
 - (b) non-programmable actions at country, multi-country, regional and trans-regional level, through the following components:
 - (i) humanitarian aid;
 - (ii) macro-financial assistance;
 - (iii) resilience;
 - (iv) competitiveness;
 - (v) crisis, peace and foreign policy needs.
3. The pillar referred to in paragraph 1, first subparagraph, point (f), shall encompass:
- (a) programmable actions at global level;
 - (b) non-programmable actions at global level, through the following components:
 - (i) humanitarian aid;
 - (ii) resilience;
 - (iii) competitiveness; and
 - (iv) crisis, peace and foreign policy needs.
4. Actions under the Instrument shall be implemented primarily under one or more of the pillars referred to in paragraph 1, first subparagraph, points (a) to (e), **through programmable actions.**

Actions implemented under the pillar referred to in paragraph 1, first subparagraph, point (f), shall support global initiatives and be complementary to actions funded under paragraph 1, first subparagraph, points (a) to (e).

Non-programmable actions shall be complementary to programmable actions, and shall be designed and implemented to enable, where relevant, continuity under programmable actions.

5. [Humanitarian aid actions funded under the Instrument] shall be implemented pursuant to Regulation (EC) 1257/96, **in full respect of its needs-based nature and the principles of humanity, neutrality, impartiality and independence.**
6. **Macro-financial assistance operations under the Instrument shall be implemented as per Articles 212 and 213 TFEU.**

Article 4

Objectives of the Instrument

1. The general objectives of the Instrument are the following:
 - (a) to uphold and promote the Union's values and interests worldwide, in order to pursue the objectives and principles of the Union's external action, as laid down in Article 3(5) and Articles 8 and 21 TEU, **thus contributing to the reduction, and in the long term, the eradication of poverty; to consolidating, supporting and promoting democracy, the rule of law and respect for human rights including gender equality; to advancing sustainable development and the fight against climate change and biodiversity loss; to addressing irregular migration and forced displacement, including their root causes;**

- (b) to contribute to the promotion of **effective** multilateralism and a rules-based international order, **with the United Nations at its core**, the achievement of the international commitments and objectives that the Union has agreed to, in particular the **2030 Agenda and its** sustainable development goals, the ~~2030 Agenda~~ **Sevilla Commitment**, the Paris Agreement and the Kunming-Montreal Global Biodiversity Framework;
- (c) to promote stronger mutually beneficial partnerships with partner countries, **including with the Southern and Eastern Neighbourhood countries, and regional organisations**, contributing simultaneously to the sustainable development of partner countries and to the strategic interests of the Union, **including through the implementation of the Global Gateway strategy**;
- (d) **to support candidate countries and potential candidates in their preparation for future EU integration by accelerating their alignment with Union values, laws, rules, standards, policies and practices ('acquis'), regional economic integration and progressive integration into the Union single market, and socio-economic convergence with the Union, including through the adoption and implementation of reforms**;
- (e) **to support Ukraine in light of the consequences of Russia's war of aggression, notably to secure the continued functioning of the Ukrainian state, its reform, reconstruction and modernisation in line with its accession path as well as accountability efforts, including in relation to transitional justice**;
- (f) **to provide humanitarian assistance in accordance with Regulation (EC) 1257/96**;
- (g) **to enhance the Union's competitiveness and economic security, and to promote inclusive and sustainable growth in partner countries by catalysing public and private investment, thereby strengthening connectivity, reducing strategic dependencies and reinforcing Union's value chains with partners.**

2. The specific objectives of the Instrument are set out in Annex II.

~~The Commission is empowered to adopt delegated acts in accordance with Article 30 to amend Annex II.~~

Article 5

Consistency, coherence, synergies and complementarity

1. In implementing the Instrument, consistency, coherence, synergies and complementarity with all areas of Union external action, including other external financing instruments, and with other relevant Union policies and programmes, **as well as policy coherence for development**, shall be ensured.

~~The Union shall strive~~**In order** to ensure policy coherence for sustainable development. ~~It,~~ **the Union** shall take into account the impact of all internal and external policies on sustainable development and shall promote increased synergies and complementarities, in particular with trade and investment, economic cooperation, **security, migration, climate action, research**, and other sectoral cooperation.

2. The Instrument may contribute to actions that are established and implemented under Regulations (EU) [XXX] [European Competitiveness Fund], (EU) [XXX] of the European Parliament and Council [Horizon Europe]⁵⁴, and (EU) [XXX] [Connecting Europe Facility], when those actions are in line with Article 4 of this Regulation. **Contributions to such actions shall be included in the assessment of the ODA target as set out in Article 6(5).**

⁵⁴ Regulation (EU) No [XXX] of the European Parliament and of the Council on establishing Horizon Europe, the Framework Programme for Research and Innovation, for the period 2028-2034 laying down its rules for participation and dissemination, and repealing Regulation (EU) 2021/695 (OJ L..., p.).

3. An action that has received a Union contribution from another programme may also receive a contribution under this Instrument. The rules of the relevant Union programme shall apply to the corresponding contribution, or a single set of rules may be applied to all contributions and a single legal commitment may be concluded. If the Union contribution is provided based on eligible cost, the cumulative support from the Union budget shall not exceed the total eligible costs of the action and may be calculated on a pro-rata basis in accordance with the documents setting out the conditions for support.

Article 6

[Budget

1. The total indicative financial envelope for the implementation of the Instrument for the period from 1 January 2028 to 31 December 2034 shall be EUR 200 309 000 000 in current prices. It shall be composed of the following indicative amounts:
- (a) Europe: EUR 43 174 000 000;
 - (b) Middle East, North Africa and the Gulf: EUR 42 934 000 000;
 - (c) Sub-Saharan Africa: EUR 60 531 000 000;
 - (d) Asia and the Pacific: EUR 17 050 000 000;
 - (e) Americas and the Caribbean: EUR 9 144 000 000;
 - (f) Global: EUR 12 668 000 000.

2. Additionally, financial resources for Ukraine shall be made available through the Instrument in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]].

The financial support to Ukraine in the form of loans shall be available through the Instrument for an amount of up to EUR 100 000 000 000 for the period from 1 January 2028 to 31 December 2034. The overall amount of disbursements of the loans to Ukraine shall take into account the amounts made available pursuant to the first subparagraph and the amount referred to in the third subparagraph.

The sum of the resources made available pursuant to the first and second subparagraph shall not exceed EUR 100 000 000 000 for the period from 1 January 2028 to 31 December 2034.

Financial resources referred to in the first subparagraph may be used, where appropriate, to provide support under Regulation (Euratom) [XXX] (INSC-D) for the sole purpose of financing expenditure for Ukraine. Regulation (Euratom) [XXX] (INSC-D) shall apply to the use of those funds.

3. The emerging challenges and priorities cushion of EUR 14 808 000 000 shall increase the amounts referred to in paragraph 1 of this Article in accordance with Article 7.
4. The financial envelope referred to in paragraph 1 of this Article and the financial resources for Ukraine made available in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]] referred to in paragraph 2 may also be used for technical and administrative assistance for the implementation of the Instrument, such as preparatory, monitoring, control, audit and evaluation activities, information and communication activities, including corporate communication on the political priorities of the Union in the external area, and corporate information technology systems and platforms, and all other technical and administrative assistance, including the financing of staff and staff-related expenses incurred by the Commission for the management of the Instrument at headquarters and Union delegations.

5. At least 90% of the expenditure under this Instrument shall fulfil the criteria for ODA (the ‘ODA target’), thus contributing to ODA collective commitments, including towards least developed countries. If a partner country loses ODA eligibility during the implementation period of the Instrument, expenditure committed in favour of that partner country after the loss of eligibility shall be excluded from the assessment of the ODA target. The expenditure referred to in paragraph 2 of this Article shall be excluded from the assessment of the ODA target.]
6. ~~The Commission is empowered to adopt delegated acts to amend the percentage set out in paragraph 5.~~
7. Member States, Union institutions, bodies and agencies, partner countries, international organisations, international financial institutions, or other third parties, may make additional financial or in-kind contributions to the Instrument. Additional financial contributions shall constitute external assigned revenue within the meaning of Article 21(2), points (a), (d), or (e), or Article 21(5) of Regulation (EU, Euratom) 2024/2509.

Article 7

Emerging challenges and priorities cushion

1. The amount referred to in Article 6(3) shall be used where most needed and duly justified, ~~in particular~~ for the following purposes:
 - (a) to ensure ~~an~~ **timely and** appropriate response of the Union in the event of unforeseen circumstances;
 - (b) to address new needs or emerging challenges, ~~such as~~ **including** those at the Union’s or its neighbours’ borders, linked to ~~crisis~~ **crises**, whether natural or man-made, violent conflict and post-crisis situations, or migratory pressure and forced displacement;
 - (e) ~~to promote new Union led or international initiatives or priorities.~~

- 1a. **The Commission shall exchange views with the Council at least twice a year, in particular before any envisaged mobilisations of the emerging challenges and priorities cushion and shall take into account the views expressed by the Council.**
2. **In case of autonomous transfers, as referred to in Article 30(1), point (c), of Regulation (EU, Euratom) 2024/2509, the Commission shall inform in detail the European Parliament and the Council on the nature, objectives and financial amounts envisaged before it mobilises the announcement or mobilisation of the funds of the emerging challenges and priorities cushion, and, where appropriate, shall take into consideration their observations on the nature, objectives and financial amounts envisaged and suggestions.**
3. **The use of those funds shall be decided in accordance with the procedures established in ~~Articles 17 and~~ Article 17, where relevant, and Article 19 or, in case of humanitarian aid, those established in Regulation (EC) No 1257/96.**

Article 8

Policy framework

- 1. **In accordance with Article 16 TEU, the Council shall exercise functions of policy-making and coordination.**

The implementation of the Instrument shall be guided by the principles and objectives of the Union's external action as set out in Article 21 TEU.

1. **As part of the Union's external action**, the Union's policies, as set out in association agreements, partnership and cooperation agreements, multilateral agreements to which the Union is a party, and other agreements that establish a legally binding relationship between the Union and partner countries as well as European Council conclusions, Council conclusions, summit declarations or conclusions of meetings with partner countries at the level of heads of state or government or ministers, **partnership priorities, the enlargement policy framework**, European Parliament resolutions, communications of the Commission and joint communications with the High Representative shall constitute the overall policy framework for the implementation of the Instrument.
- 1a. **The Commission, assisted by the High Representative, shall, based on a strategic report, propose in a timely manner key policy priorities of the Union's external action on an annual basis to the Council with a view to informing a strategic debate. That strategic debate shall be prepared for each pillar in the relevant Council preparatory body. In the implementation of the Instrument, including in programming, the Commission shall take into account the recommendations from the Council, including on possible reviews and shifts in policy priorities.**
2. The Commission shall ~~regularly~~**annually** inform the European Parliament and the Council and, at the initiative of any of those three institutions, have exchanges of views with ~~them~~ **on the level of implementation of the Instrument and the progress made towards the achievement of its objectives, in accordance with Article 9(2) of Regulation (EU, Euratom) [XXX] [Performance Regulation]**. The European Parliament may hold regular exchanges of views regarding its own assistance programmes with the Commission.

In addition, the Commission shall regularly inform the Council about the implementation of the Instrument, including on programming, and shall, at the initiative of either institution, have exchanges of views. Such exchanges may cover the implementation of all components of the Instrument, including the mobilisation of the emerging challenges and priorities cushion, in particular strategic and policy-relevant aspects. The Council, including its relevant preparatory bodies, may also request exchanges of views on the basis of the information made available in accordance with Articles 32(3) and 32(7a). The Commission shall take into account the views expressed by the Council.

Article 9

General principles

- 1. **The Union shall seek to promote, develop and consolidate the principles of democracy, good governance, the rule of law and respect for human rights and fundamental freedoms, on which it is founded, in particular through dialogue and cooperation with partner countries and regions and with civil society, including through action in multilateral fora, in particular the United Nations.**
1. The Union shall concentrate its means where they can make the most transformational impact with a view to supporting sustainable development and catering for the strategic interests of the Union, **including in least developed countries.**
2. The Union shall continue to engage in contexts experiencing ~~extremely~~ high levels of fragility, conflict areas, and other complex settings **to reduce fragility, address its root causes and engage in conflict prevention, mediation and stabilisation.**

3. In situations of crisis, post-crisis or in extreme fragility, due account shall be taken of the special needs of the population of the ~~partner countries or~~ regions **or communities concerned and a gender-responsive and conflict sensitive approach shall be applied.** Where partner countries or regions are directly involved in, or affected by a situation of crisis, post-crisis or extreme fragility, special emphasis shall be placed on stepping up support and coordination amongst all relevant actors to help with the transition from an emergency situation to sustainable development and stable peace, ensuring consistency between ~~international development cooperation and~~ humanitarian aid **and peacebuilding** in accordance with the ~~humanitarian-development-peace~~ **triple** nexus, **while fully respecting the principles of humanity, neutrality, impartiality and independence of humanitarian assistance.**
- ~~3. The Union shall seek to promote, develop and consolidate the principles of democracy, good governance, the rule of law and respect for human rights and fundamental freedoms on which it is founded, notably through dialogue and cooperation with partner countries and regions and with civil society, including through action in multilateral fora.~~
4. ~~Actions under this~~ **The Instrument shall apply a human rights-based approach encompassing all human rights, including civil and political or economic, social and cultural rights in order to integrate human rights principles, to support the right holders in claiming their rights, with a focus on persons in vulnerable situations, including persons with disabilities, and to assist partner countries in implementing their international human rights obligations.** That approach shall be guided by the principles of ‘leaving no one behind’, equality, **and** non-discrimination on any grounds, ~~including towards persons with disabilities.~~
5. The Instrument shall promote gender equality and ~~girls’ and women’s~~ **the rights and empowerment of women and girls and their full, equal and meaningful participation in all spheres of social, economic, political and public life,** and prevent and fight ~~violence against women and domestic~~ **all forms of sexual and gender-based violence, including in the context of armed conflicts.** It shall also give particular attention to the rights of the child and to the protection and empowerment of youth.

6. The Instrument shall be implemented in full accordance with the Union commitment to the promotion, protection and fulfilment of all human rights and to the full and effective implementation of the Beijing Declaration and the Platform for Action⁵⁵ of the International Conference on Population and Development and the outcomes of their review conferences and remains committed to sexual and reproductive health and rights, in this context. The Instrument shall also support the Union commitment to the promotion, protection and fulfilment of the right of every individual to have full control over and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence. It shall also support the need for universal access to quality and affordable comprehensive sexual and reproductive health information, education, including comprehensive sexuality education, and health-care services.
7. The Union shall support, as appropriate, the implementation of bilateral, regional and multilateral cooperation and dialogue, association and trade agreements and partnership agreements.

The Union shall promote **effective** multilateralism and a rules-based approach to global goods and challenges, **including through the mitigation of and adaptation to climate change, protection of biodiversity, and support to global health and equitable access to healthcare services**, and shall cooperate with Member States, partner countries, international organisations and other donors.

In relations with partner countries, their track record in implementing commitments, international agreements, ~~and~~ **including respecting the principles of the Charter of the United Nations, as well as** contractual relations with the Union shall be taken into account, **where relevant**.

⁵⁵ Beijing Declaration and Platform for Action
https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf.

8. Cooperation between the Union and the Member States, on the one hand, and partner countries, on the other, shall be based on and shall promote the development effectiveness principles, where applicable, across all modalities, namely ownership of development priorities by partner countries, a focus on results, inclusive development partnerships, **including at local level**, transparency and mutual accountability. The Union shall promote effective and efficient resource mobilisation and use.
9. In accordance with the principle of inclusive partnership, ~~where appropriate and~~ **transparency**, the Commission shall ensure, **where appropriate, that all** that relevant stakeholders of partner countries, including civil society organisations and local authorities, are ~~due~~ **actively** consulted and have timely access to relevant information allowing them to play a meaningful role during the design, implementation and associated monitoring processes of programmes and actions under the Instrument.
10. The Commission shall **pursue dialogue and** exchange information on a regular basis with civil society within the Union.
11. The Commission shall also ensure that an enhanced dialogue is pursued with the private sector, **including on ways to mobilise private investments in partner countries**.

Article 10

[Mainstreaming

Programmes and actions under the Instrument shall mainstream the fight against climate change, environmental protection and gender equality, in accordance with Regulation (EU, Euratom) [XXX] [Performance Regulation]. Those priorities shall be considered in the design and implementation of actions under the Instrument, with the aim to create co-benefits and meet multiple objectives in a coherent way.]

Article 11

Team Europe approach

1. The ~~Commission and the~~ **Union and its** Member States shall aim to closely coordinate their actions ~~to~~ **in a participatory and inclusive Team Europe approach, including at partner country level. They shall ensure effectiveness and efficiency**, avoid duplication, and ~~to~~ improve coherence and complementarity between assistance carried out under this Instrument and any other assistance provided by the Member States, their implementing agencies, development finance institutions and export credit agencies as well as by the EIB and the EBRD.
2. The ~~Commission and the~~ **Union and its** Member States shall aim to ensure timely and **inclusive** consultations and frequent exchanges of information with ~~each other during one another, including at partner country level, at an early stage and throughout~~ the different phases of the implementation cycle, ~~which~~ **including during programming. They** shall endeavour to jointly identify, discuss and implement actions, including in terms of information, communication and visibility.
3. The ~~Commission~~ **Union** and the Member States, acting in a Team Europe approach, shall aim to cooperate with like-minded partners and stakeholders, including, **where appropriate**, the pooling of resources, to jointly contribute to the achievement of common goals.

Migration and forced displacement

1. The Union shall engage with partner countries on the basis of a comprehensive **and mutually beneficial** approach towards migration, **including in designing and operationalising new ways**, in particular to prevent irregular migration, and forced displacement, ~~including~~. **This approach includes addressing their root causes, ensuring access to international protection where relevant, facilitating safe, dignified, sustainable and effective returns, readmissions and reintegration, and contributing to the promotion of legal pathways for migration, respecting national competences.**
2. This approach shall maximise synergies and build comprehensive partnerships, paying specific attention to countries of origin, transit and departure in a seamless whole-of-route approach. It shall combine all appropriate tools and the necessary leverage through a flexible **incitative** approach with, as appropriate within this context, possible changes in allocation of funding related to **migration to incentivise partner countries to engage on EU priorities in the area of migration** in accordance with the objectives and programming principles of the Instrument as set out in Articles 4 and 14, **and the procedure referred to in Article 19, where relevant**. It shall take into account effective cooperation and implementation of Union agreements and arrangements and of dialogues on migration. Those actions shall be implemented in full respect of international law, including international **humanitarian**, human rights and refugee law, Union and national competences.
3. ~~In case the Commission services, in consultation with EEAS, identifies~~ **the context of migration management, where serious shortcomings are identified in relation to** ~~in a partner country related in particular to the's international law obligation to readmit its own nationals from the Member States~~ **or to other obligations under international law**, the Commission may **fully or partially** suspend payments or the implementation of a ~~programme~~ **one or more actions**. In no case ~~shall~~ the suspension ~~shall~~ affect humanitarian assistance.

4. To ~~assess~~**establish** the existence of ~~the~~ serious shortcomings referred to in paragraph 3, and following consultations with the ~~beneficiary~~**partner** country **concerned**, the Commission shall rely on the assessments carried ~~out~~ in accordance with Article 25a of Regulation (EC) No 810/2009⁵⁶ and with Article 8 of Regulation (EU) 2018/1806⁵⁷, ~~while taking into account the Union's overall relations,~~ **in consultation** with the ~~beneficiary~~ country **concerned**, including in the field of migration, as well as the principle of ~~proportionality~~**EEAS and based in particular on information from Member States**.
- 4a. **Before taking any suspension decision in accordance with paragraph 3, the Commission shall consult the Council on the political appropriateness thereof and take utmost account of the views expressed by the Council. When considering such decision, the Union's and the Member States' overall relations with the partner country concerned, including in the field of migration, as well as the principle of proportionality and the possible consequences of the measures notably on the provision of basic services, on human rights and democracy and on civil society organisations, shall be taken into account.**
5. **The Commission shall regularly review the measures taken in accordance with paragraph 3 and shall inform the Council.** Where the Commission considers that the reasons justifying ~~the measure taken in accordance with paragraph 3~~**those measures** no longer apply, the Commission shall **fully or partially** lift the suspension of the payments or actions. **Before taking such a decision, the Commission shall consult the Council on the political appropriateness thereof and take utmost account of the views expressed by the Council.**

⁵⁶ ~~Regulation (EC) No 810/2009 of the European Parliament and of the Council of 13 July 2009 establishing a Community Code on Visas (Visa Code) (OJ L 243, 15.9.2009, p. 1–58, ELI: <http://data.europa.eu/eli/reg/2009/810/2024-06-28>).~~

⁵⁷ ~~Regulation (EU) 2018/1806 of the European Parliament and of the Council of 14 November 2018 listing the third countries whose nationals must be in possession of visas when crossing the external borders and those whose nationals are exempt from that requirement (OJ L 303, 28.11.2018, p. 39–58, ELI: <http://data.europa.eu/eli/reg/2018/1806/2025-02-03>).~~

Title II

Implementation of the Instrument

Chapter I

General programming provisions

Article 13

General programming approach

1. Actions under Article 3(2), point (a) and Article 3(3), point (a) shall be based on programming.
2. On the basis of Article 8, programming documents shall provide a coherent framework for cooperation between the Union, partner countries or regions and other partners, consistent with the **objectives set out in Article 4 and Annex II, the overall purpose and scope, objectives and principles set out in this Regulation.**

The Commission shall consult other donors and actors, including local authorities, representatives of civil society and the private sector, ~~whereas~~ relevant, **including to ensure that programming documents are adapted to the local context.**

The Commission shall ~~inform~~ **provide timely information to** the European Parliament and the Council about the outcome of the consultations ~~envisaged~~ under the second subparagraph.

- 2a. **Throughout the programming process, pursuant to this Chapter, the Commission shall regularly inform the Council on the state-of-play of the programming and shall take into account the views expressed by the Council, including those expressed in the annual strategic debate referred to in Article 8(1a).**

3. [The Instrument shall contribute to actions established under Regulation (EU) [XXX] [Erasmus+]. A single programming document shall be drawn up under this Regulation for the duration of the multiannual financial framework. Regulation (EU) [XXX] [Erasmus+] shall apply to the use of those funds.]

Article 14

Geographic programming principles

1. Programming under Article 3(2), point (a), shall be based on the following principles:
- (a) actions shall be based, ~~to the extent possible, on a~~ **on an early and inclusive** dialogue between the Union, **and** Member States **in a Team Europe approach and, to the extent possible,** and the partner countries concerned, including national, regional and local authorities, and involving civil society;
 - (b) programming may envisage cooperation activities funded from different allocations set out in Article 6(1) and from other Union programmes in accordance with the relevant legal acts.
2. Programming under Article 3(1), first subparagraph, points (a) to (e), shall provide a specific, tailor-made framework for cooperation based on, where relevant, the following elements:
- (a) partner countries' and regions' priorities, established on the basis of the dialogue referred to in paragraph 1, taking also into account the national or regional strategy and plan;
 - (b) the partnership with the Union, including the promotion of mutual interests and shared priorities, as well as the level of ambition of commonly agreed objectives;

- (c) for candidate countries and potential candidates and partner countries in the Neighbourhood East region, results in the areas of political reform, economic and social development and convergence towards the EU acquis, **with particular attention to the rule of law and fundamental rights, democratic institutions and public administration reform;**
- (d) partner countries and regions' capacity and commitment to promote shared values and principles, and to support multilateral alliances and a rules-based international system **order;**
- (e) partner countries and regions' level of development, **needs and their** and commitment to address the drivers of fragility ~~and irregular migration and forced displacement, including their root causes;~~
- (ea) partner countries and regions' commitment to address the drivers and the root causes of irregular migration and forced displacement;**
- (f) partner countries and regions' capacity to mobilise and make effective use of domestic resources as well as to access financial resources of other actors, including private sector;
- (g) partner countries and regions' absorption capacity and the potential impact of Union funding in partner countries and regions, **taking into account the particular challenges and needs of least developed countries, small island developing states and landlocked developing countries, where applicable.**

Article 15

Geographic programming documents

1. As regards actions under Article 3(2), point (a), the implementation of the Instrument shall be carried out through multiannual country, multi-country, regional or trans-regional indicative programmes.

2. The multiannual indicative programmes referred to in paragraph 1 shall set out the priority areas selected for Union financing, the specific objectives and, where appropriate, the **methods of implementation. Unless duly justified, the multiannual indicative programmes shall also set out** indicative financial allocations, **both overall and per priority area** ~~and the methods of implementation.~~
3. Those multiannual indicative programmes shall be based on:
 - (a) a national or regional strategy accepted by the Commission as a basis for the corresponding multiannual indicative programme, at the time of adoption of the latter document. For Enlargement and Neighbourhood East partners covered under Article 3(1), first subparagraph, point (a), ~~where relevant,~~ this document may take the form of a performance-based plan and comply with the implementing rules set out in line with Article 31 of this Regulation-;
 - (b) a framework document laying down the Union policy towards the partner or partners concerned, including a joint document between the Union and Member States;
 - (c) a joint document between the Union and the partner or partners concerned setting out common priorities and mutual commitments.

Article 16

Global programming documents

1. As regards actions under Article 3(3), point (a), the implementation of the Instrument shall be carried out through multiannual indicative programmes.
2. The multiannual indicative programmes referred to in paragraph 1 shall set out the Union's strategy, the priorities selected for Union financing, the specific objectives and the indicative financial allocations.

Where applicable, resources and intervention priorities shall be laid down for participation in global initiatives.

Adoption and amendment of multiannual indicative programmes

1. The Commission shall adopt, by means of implementing acts, multiannual indicative programmes referred to in Articles 15 and 16. Those implementing acts shall be adopted in accordance with the examination procedure referred to in Article 32(2). That procedure shall also apply to reviews referred to in ~~paragraph~~**paragraphs 1a and 2** of this Article, which have the effect of significantly amending the content of the multiannual indicative programme. **In the preparation of the multiannual indicative programmes, the Commission shall take into account the views expressed by the Council, including those expressed in the annual strategic debate referred to in Article 8(1a).**
- 1a. **The multiannual indicative programmes shall be reviewed at mid-term, in connection with the implementation report for Global Europe referred to in Article 10(2) of Regulation (EU, Euratom) [XXX] [Performance Regulation]. The reviews shall take into account the annual information provided by the Commission to the European Parliament and the Council in accordance with Article 9(2) of [Performance Regulation], as well as the views expressed by the Council in the framework of exchanges on the state-of-play of programming, as referred to in Article 13(2a) of this Regulation.**
2. Multiannual indicative programmes may **also** be reviewed **in a timely manner** on an ad hoc basis as necessary for effective implementation, in particular where there are substantive changes in the policy framework referred to in Article 8, **strategic changes affecting the Union's external action towards a partner country or region**, or following a situation of crisis or post-crisis.

3. On duly justified imperative grounds of urgency, such as crises or **a deterioration in the Union's relations with a partner country resulting from** immediate threats to peace, democracy, the rule of law, human rights or fundamental freedoms, the Commission may amend multiannual indicative programmes referred to in Articles 15 and 16 by means of immediately applicable implementing acts adopted in accordance with the procedure referred to in Article 32(5). **Following the adoption of those implementing acts, Article 8(3) and (4) of Regulation 182/2011 shall apply.**
4. **When amending multiannual indicative programmes in accordance with paragraphs 2 and 3, the Commission shall take into account recommendations from the Council.**

Chapter II

Action plans, measures and implementation principles

Article 18

Action plans and measures

1. The Commission shall adopt annual or multiannual action plans and measures. Measures may take the form of individual measures, special measures, support measures or exceptional assistance measures. Action plans and measures shall take into account the specific context and shall specify for each action the objectives pursued, the expected results and relevant activities, the methods of implementation, **monitoring and evaluation in accordance with the Regulation (EU, Euratom) [XXX] [Performance Regulation]** as well as the budget and any possible support expenditures.
2. Actions financed by programmable amounts shall be based on programming documents. Action plans shall be prepared in an inclusive, transparent and timely manner. **Unless duly justified, action plans shall be discussed jointly with Member States in accordance with the Team Europe approach.**

3. Where necessary, an action may be adopted as an individual measure before or after the adoption of action plans. Individual measures financed by programmable amounts shall be based on programming documents, except in duly justified cases.
4. In the event of unforeseen needs or circumstances, and where funding is not possible from more appropriate sources, the Commission may adopt special measures not provided for in the programming documents.
5. The Commission may adopt exceptional assistance measures for crisis, peace and foreign policy needs actions.

An exceptional assistance measure shall have a duration of up to 18 months, which may be extended twice by a further period of up to six months, up to a total maximum duration of 30 months, in the event of objective and unforeseen obstacles to its implementation.

In cases of protracted crisis and conflict, the Commission may adopt a second exceptional assistance measure of a duration of up to 18 months. In duly justified cases, further measures may be adopted where the continuity of the Union's action is essential and cannot be ensured by other means.

6. Where support expenditure referred to in Article 6(4) is not included in the action plans or measures referred to in this Article, the Commission shall adopt support measures, where applicable.

Article 19

Adoption of action plans and measures

1. Action plans and measures shall be adopted by means of implementing acts. Those implementing acts shall be adopted in accordance with the examination procedure referred to in Article 32(2).

2. The procedure referred to in paragraph 1, second sentence, shall not apply to the following:
- (a) action plans and individual measures for which the Union's funding does not exceed ~~EUR 10 000 000~~ **8 000 000**;
 - (b) special and support measures **as well as action plans adopted in order to implement crisis, peace and foreign policy needs actions** for which the Union's funding does not exceed ~~EUR 20 000 000~~ **16 000 000**;
 - (c) exceptional assistance measures referred to in Article 18(5) ~~as well as action plans adopted in order to implement crisis, peace and foreign policy needs actions~~ for which the Union's funding does not exceed ~~EUR 40 000 000~~ **32 000 000**;
 - (d) technical amendments to action plans and measures, provided that such amendments do not substantially affect the **scope or** objectives of the action plan or measure concerned, such as:
 - (i) change of method of implementation;
 - (ii) reassignments of funds between actions contained in an action plan;
 - (iii) increases of the budget of action plans and measures by not more than 20 % of this budget **and not exceeding EUR 16 000 000**;
 - (e) **by way of derogation from Article 223 (4) (e) of Regulation (EU, Euratom) 2024/2509**, interest rate and borrowing cost subsidies provided to the ~~beneficiary~~ partner country linked to financial assistance if duly justified.

When adopted in accordance with this paragraph, action plans and measures, except exceptional assistance measures for crisis, peace and foreign policy needs, and technical amendments shall be communicated by the Commission to the European Parliament and to the Member States through the relevant committee referred to in Article 32(1) within one month of their adoption.

3. Before the adoption or extension of exceptional assistance measures referred to in paragraph 2, first subparagraph, point (c), the Commission shall inform the European Parliament and the Council of the nature and objectives of those measures and of the financial amounts envisaged, **and take into consideration their observations and suggestions**. The Commission shall inform the European Parliament and the Council before making significant substantive changes to exceptional assistance measures already adopted, **and take into consideration their observations and suggestions**. The Commission shall take account of the relevant policy approach for the planning and subsequent implementation of such measures, in the interest of consistency of the Union's external action.
4. Where duly justified, imperative grounds of urgency, such as crises, including natural or man-made disasters, or **a deterioration in the Union's relations with a partner country resulting from** immediate threats to democracy, the rule of law, human rights or fundamental freedoms so require, the Commission may adopt action plans and measures or amendments to existing action plans and measures, as immediately applicable implementing acts, in accordance with the procedure referred to in Article 32(5). **Following the adoption or amendment, Article 8(3) and (4) of Regulation 182/2011 shall apply.**
5. **Appropriate assessments shall be carried out in accordance with the Regulation (EU, Euratom) [XXX] [Performance Regulation].**

Article 20

Eligibility rules

1. Subject to paragraphs 10 and 11 of this Article, participants to procurement, grant and prize award procedures for actions financed under Article 3(1), first subparagraph, points (b) to (e) shall be nationals of or effectively established in any of the following:
 - (a) a Member State, an overseas country or territory linked to a Member State as set out in Annex II to the TFEU, or a member of the European Economic Area;
 - (b) an acceding country, a candidate country or potential candidate;
 - (c) a developing country or territory which is not a member of the G-20 group;
 - (d) a partner country in the Neighbourhood South region as listed in Annex I;
 - (e) any other partner country, when it is a beneficiary of the action financed under this Instrument;
 - (f) a country for which reciprocal access to external funding is established by the Commission, **based on commitments or sufficient evidence of comparable market and external funding openness;**
 - (g) a member country of the Organisation for Economic Cooperation and Development, in the case of contracts implemented in a least developed country as included in the list of ODA recipients **or heavily indebted poor countries as included in the list of the World Bank.**

2. Subject to paragraphs 10 and 11 of this Article, participants in procurement, grant and prize award procedures for actions financed under Article 3(1), first subparagraph, point (a) shall be nationals of, or be effectively established in a country or territory as referred to in paragraph 1 point (a), (b), (d), (e) and (f) of this Article or a partner country in the Eastern Neighbourhood region as listed in Annex I.

3. Subject to paragraph 10 of this Article, participation in procurement, grant and prize award procedures for actions financed under Article 3(1) first subparagraph, point (f) and Article 3 (2), point (b) (v) shall be open without limitations.
4. Subject to paragraph 10 of this Article, participation in procurement, grant and prize award shall also be open to international organisations.
5. Subject to paragraph 10 of this Article, all products financed under the Instrument may originate from any country or territory.
6. Subject to paragraph 10 of this Article, the eligibility rules laid down in this Article shall not apply to, and shall not create nationality restrictions for, natural persons employed or otherwise legally contracted by an eligible contractor or, where applicable, by an eligible subcontractor.
7. Subject to paragraph 10 of this Article, for actions implemented in direct or indirect management by entities referred to in Article 62(1), point (c) (ii) to (ix) of Regulation (EU, Euratom) 2024/2509, the countries and territories that are eligible in accordance with the rules of such entities for the purpose of participation to procurement, grants and prize award procedures shall be eligible, in addition to the countries and territories that are eligible under this Article. Products shall originate from the countries and territories eligible in accordance with the rules of those entities, in addition to the countries and territories eligible to procurement, grant and prize award procedures under this Article.

Subject to paragraph 10 of this Article for actions implemented by entities not covered under the previous subparagraph, when such actions are jointly financed with third parties that are not recipients of these actions, those recipients may decide that the countries and territories that are eligible under the rules of those third parties for the purpose of participation to procurement, grant and prize award procedures shall be eligible, in addition to the countries and territories that are eligible under this Article.

8. Where a third party provides financing to a trust fund established by the Commission or through external assigned revenues, the eligibility rules in the constitutive act of the trust fund or in the agreement with the third party in case of external assigned revenues shall apply.
9. Subject to paragraphs 10 and 11, in the case of actions financed under this Instrument and by another Union programme, or by several pillars of this Instrument, the eligibility rules with their possible restrictions and extensions under any of those programmes or pillars shall apply.
10. The eligibility rules laid down in this Article or the type of participants in award procedures, including with respect to their direct and indirect control by entities of a partner country, may be restricted where such restrictions are **in the strategic interests of the Union, or are** required on account of the specific nature or objectives of the activity or the application of Union restrictive measures, or where those restrictions are necessary for the effective implementation of the activity ~~or where such restrictions are in the strategic interests of the Union~~. Eligibility restrictions shall apply to high-risk suppliers, for security reasons.

The eligibility rules laid down in this Article may also be restricted by Union response measures adopted under the Regulation on the protection of the Union and its Member States from economic coercion by third countries and Regulation (EU) 2022/1031 of the European Parliament and of the Council⁵⁸.

The Commission shall regularly inform Member States through the Global Europe Committee referred to in Article 32(1) about decisions to restrict eligibility.

⁵⁸ Regulation (EU) 2022/1031 of the European Parliament and of the Council of 23 June 2022 on the access of third-country economic operators, goods and services to the Union's public procurement and concession markets and procedures supporting negotiations on access of Union economic operators, goods and services to the public procurement and concession markets of third countries (International Procurement Instrument – IPI) (OJ L 173, 30.6.2022, p. 1–16, ELI: <http://data.europa.eu/eli/reg/2022/1031/oj>).

11. The eligibility rules laid down in this Article may **exceptionally** be extended in the case of urgency or the unavailability of eligible participants in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of an action impossible or exceedingly difficult or where such extension is in the strategic interests of the Union. **The Commission shall regularly inform Member States through the Global Europe Committee referred to in Article 32(1) about decisions to extend eligibility.**
12. In order to promote local capacities, markets and purchases, where Regulation (EU, Euratom) 2024/2509 provides for an award on the basis of a single tender, priority shall be given to local and regional economic operators. In all other cases, participation of **economic operators effectively established in Member States and** local and regional economic operators shall be promoted in accordance with the relevant provisions of that Regulation. Sustainability and due diligence criteria shall be promoted, **taking into account corporate social responsibility and responsible business conduct.**

Article 21

Excluded activities

Union funding under the Instrument shall not support actions or measures which may result in the violation of human rights in partner countries, **or are contrary to the ‘do no significant harm’ principle in accordance with Article 5 of Regulation (EU, Euratom) [XXX] [Performance Regulation].**

[Carry overs, annual instalments, re-payments, revenue and recoveries from financial instruments and surpluses from the budgetary guarantee

1. By way of derogation from Article 12(4) of Regulation (EU, Euratom) 2024/2509, unused commitment and payment appropriations under this Instrument shall be automatically carried-over and may be committed and used under this Instrument under the corresponding budget line specified under Article 6(1), respectively, up to 31 December of the following financial year. The amount carried over shall be used first in the following financial year.

The Commission shall inform the European Parliament and the Council of commitment appropriations carried-over in accordance with Article 12(6) of Regulation (EU, Euratom) 2024/2509.

2. Budgetary commitments for actions extending over more than one financial year may be broken down over several years into annual instalments, in accordance with Article 112(2) of Regulation (EU, Euratom) 2024/2509.

Article 114(2), third subparagraph of Regulation (EU, Euratom) 2024/2509 shall not apply to the multiannual actions referred to in the first subparagraph of this paragraph. The Commission shall automatically decommit any portion of a budgetary commitment for an action which, by 31 December of the fifth year following that of the budgetary commitment, has not been used for the purpose of pre-financing or making interim payments, or for which no certified statement of expenditure or any payment request has been submitted.

3. If the Regulation enters into force after 1.01.2028: From 1 January 2028, by way of derogation from Article 212(3), first, second and fourth subparagraph of Regulation (EU, Euratom) 2024/2509, and without prejudice to Article 12(4) of Regulation (EU) 2024/792 revenue, repayments and recoveries from financial instruments for external action established under basic acts adopted before 2021, under Regulations (EU) 2021/1529, (EU) 2021/947 and (EU) 2024/792, as well as under this Regulation, may be used to provide Union support under this Regulation.

By way of derogation from Article 21(3), point (f) of Regulation (EU, Euratom) 2024/2509 and from Article 12(4) of Regulation (EU) 2024/792, the resources referred to in the first sub-paragraph shall be assigned to the budget line of origin of the Instrument and constitute external assigned revenue within the meaning of Article 21(5) Regulation (EU, Euratom) 2024/2509.

4. If the Regulation enters into force after 1.01.2028: From 1 January 2028, in accordance with Article 14(3) of Decision (EU) 2022/1628 and by way of derogation from Article 31(8) of Regulation (EU) 2021/947, any surplus of provisions in the Guarantee Fund for external actions established by Regulation (EC, Euratom) 480/2009 may be used to provide Union support under this Regulation.

If the Regulation enters into force after 1.01.2028: From 1 January 2028, by way of derogation from Article 216(4), point (a) of Regulation 2024/2509, and without prejudice to Article 12(5) of Regulation (EU) 2024/792 and to Article 14(3) of Decision (EU) 2022/1628, any surplus of provisions for the budgetary guarantees and financial assistance established under Regulations (EU) 2017/1601, (EU) 2021/947, (EU) 2024/792, (EU) 2024/1449, (EU) 2025/535 and this Regulation, may be used to provide Union support under this Regulation.

By way of derogation from Article 12(5) of Regulation (EU) 2024/792, the resources referred to in the first sub-paragraph shall be assigned to the budget line of origin of the Instrument and constitute external assigned revenue within the meaning of Article 21(5) of Regulation 2024/2509.]

Chapter III

Implementation toolbox

Article 23

Implementation and forms of Union funding

1. The Instrument shall be implemented either directly or indirectly through any of the entities listed in Article 62(1), point (c), of Regulation (EU, Euratom) 2024/2509 including those within the meaning of point (c) (ix). The Commission may also entrust budget implementation tasks to the Union Institute for Security Studies and the European Security and Defence College in accordance with Article 62(1), point (c) (viii) of Regulation (EU, Euratom) 2024/2509.

2. Union funding may be provided through the types of financing laid down in Regulation (EU, Euratom) 2024/2509, including contributions to trust funds set up by the Commission, in accordance with Article 238 of Regulation (EU, Euratom) 2024/2509, and those specifically authorised in this Instrument. The budgetary guarantee, financial instruments, including when combined with grants or with other forms of non-repayable support in blending operations, and financial assistance under the Instrument shall be implemented in accordance with Title X of Regulation (EU, Euratom) 2024/2509.

3. When working with civil society organisations and stakeholders of partner countries such as local authorities, the Commission shall take into account their specificities, including their needs and the relevant context, when defining the financing modalities, the type of contribution, the participation, the evaluation and award modalities and the administrative provisions for the management of grants, with a view to reaching and best responding to the widest possible range of such stakeholders. Specific modalities shall be encouraged in accordance with Regulation (EU, Euratom) 2024/2509, such as financial framework partnership agreements, financial support to third parties, grants awarded without a call for proposals, or simplified forms of funding referred to in Article 125(1) of Regulation (EU, Euratom) 2024/2509.
4. By way of derogation from Article 198 of Regulation (EU, Euratom) 2024/2509, grants may be awarded without a call for proposals in the following cases:
- (a) low-value grants to human rights defenders to finance urgent protection actions and needs, including through mechanisms for the protection of human rights defenders at risk, as well as to mediators and other civil society actors involved in crisis and armed conflict related dialogue, conflict resolution, reconciliation and peacebuilding, where appropriate without the need for co-financing;
 - (b) grants, where appropriate without the need for co-financing, to finance actions in the most difficult conditions where the publication of a call for proposals would be inappropriate, including situations where there is a serious lack of fundamental freedoms, including violation of human rights, threats to democratic institutions **and independent media**, escalation of crisis or armed conflict, where human security is most at risk or where human rights organisations and defenders, mediators and other civil society actors involved in crisis and armed conflict related dialogue, reconciliation and peacebuilding operate under the most difficult conditions; such grants shall not exceed EUR 1 000 000 and their duration shall not exceed 18 months, which may be extended by a further 12 months in the event of objective and unforeseen obstacles to their implementation;

- (c) grants to the Global Campus of Human Rights;
- (d) low value grants to civil society organisations using, to the extent possible, simplified forms of funding in accordance with Article 125 of Regulation (EU, Euratom) 2024/2509-;
- (e) **exceptionally and** where necessary and duly justified in the action plans and measures referred to in Article 18, grants to legal entities governed by private law which are effectively established in a Member State to facilitate investments that are in the strategic interest of the Union and support the objectives of the Instrument.
The Commission shall establish and make publicly available the criteria and the conditions for awarding such grants and shall inform Member States through the Global Europe Committee referred to in Article 32(1) about the award decisions.

5. In areas pertaining to the protection of human rights and democracy and support to civil society actors, the Union may provide assistance independently of the consent of governments and other public authorities of the partner countries concerned; those actions shall mainly support civil society actors, taking into account forms and methods of implementation, as referred to in paragraph 4 of this Article.

6. Budget support, including through sector reform performance contracts, shall be based on country ownership, mutual accountability and the commitment of partner countries, taking into account their record and progress with regard to universal values, democracy, human rights and the rule of law, and aims to strengthen partnerships between the Union and partner countries. It shall include reinforced policy dialogue, capacity building and improved governance, complementing partners' efforts to collect more and to spend better in order to support sustainable, inclusive growth and decent job creation, including for **women and young people, social dialogue**, poverty eradication, inequality reduction, and to build and consolidate democracies and peaceful societies. Budget support shall also contribute to gender equality.

Any decision to provide budget support shall be based on budget support policies agreed by the Union, a clear set of eligibility criteria and a careful assessment of the risks and benefits.

Budget support shall be differentiated in such a way as to respond ~~better~~ **effectively** to the political, economic, social and environmental context of the partner country, taking into account situations of fragility.

When providing budget support in accordance with Article 241 of Regulation (EU, Euratom) 2024/2509, the Commission shall clearly define and monitor criteria for budget support conditionality, including progress in reforms and transparency, and shall support the development of parliamentary control, national audit capacities and increased transparency and public access to information.

Disbursement of the budget support shall be based on indicators demonstrating satisfactory progress being made towards achieving the objectives agreed with the partner country.

7. In accordance with Article 196 (2), second subparagraph, point (a), of Regulation (EU, Euratom) 2024/2509, in duly justified cases specified in the action plans and measures referred to in Article 18, activities supported under the Instrument and the underlying costs incurred in 2028 may be considered eligible as of 1 January 2028, even if those activities were implemented and those costs were incurred before the grant application was submitted.
8. Implementation of actions in indirect management, including through financial instruments, budgetary guarantees and blending operations under the Instrument shall be entrusted whenever possible and in accordance with Article 157(1), first subparagraph of Regulation (EU, Euratom) 2024/2509, to the EIB, the EBRD, or a Member State organisation, possibly combined with additional other forms of financial support, both from Member States and third parties.
9. Taxes, duties and charges incurred when implementing Union funds under this Regulation, imposed by partner countries, may be eligible for financing under the Instrument, under the conditions laid down in Regulation (EU, Euratom) 2024/2509, with the exception of taxes, duties and charges specifically targeting external action financing.
10. For the purposes of Article 153(3) of Regulation (EU, Euratom) 2024/2509, the evaluation committee may be composed partially or fully of external experts.
11. In the case of indirect management with partner countries, bodies they have designated or partner countries' organisations or bodies at regional or global level where the Commission retains financial management responsibilities in accordance with Article 157(7), second subparagraph, point (a), of Regulation (EU, Euratom) 2024/2509, the Commission shall, where necessary and without prejudice to the responsibilities of the contracting authorities, recover amounts due from the contracting authorities' recipients in accordance with Articles 101 to 106 of Regulation (EU, Euratom) 2024/2509 with the exception of Article 101(7), (8) and (9) thereof, including by means of a decision enforceable under the same conditions as those laid down in Article 299 TFEU. The financing agreement shall contain provisions to that end.

Where such partner country, the body the partner country has designated or the partner countries' organisation or body at regional or global level fails to fulfil its budget implementation tasks or the obligations, principles, objectives and rules which condition the exercise of the indirect management, the Commission may take any steps that are necessary, including temporarily or definitively take the entity's place and act in the name and on behalf of the former in indirect management. In such a case, the Commission may receive, from the resources allocated to the partner country in question, financial compensation for the additional administrative workload incurred.

12. Joint procurement within the meaning of Article 168 of Regulation (EU, Euratom) 2024/2509 financed under this Regulation, may be conducted with any partner country.
- 12a. **Technical cooperation including the mobilisation of public sector expertise shall remain a relevant tool in the Global Europe toolbox, contributing to advancing the objectives of the Instrument by conveying European values, standards and public policy models in partner countries in a Team Europe approach.**
13. Cooperation between the Union and its partners may include participation in structures set up for concerting programming with other donors, **including triangular cooperation**, or for governing the implementation of actions, as well as entering into joint declarations or statements for the purpose of enhancing the visibility of the Union's contribution and ensuring effective budget implementation and coordination, as well as financing agreements concluded with partner countries' organisations or bodies at regional or global level.

Budgetary guarantees and financial assistance: maximum Union support, financing and borrowings

1. [The Union may provide support in the form of a budgetary guarantee up to a maximum amount of EUR 95 000 000 000 in current prices. The amounts of financial assistance implemented as macro-financial assistance in the form of loans and as policy-based loans referred to in Article 23(2) as well as the amounts of the loans provided under Regulation (Euratom) [XXX] (INSC-D) shall reduce the maximum amount of the budgetary guarantee.]
2. The provisioning rate for the budgetary guarantee and financial assistance referred to in paragraph 1 shall range between 9 % and 50 % depending on the type of operations. The provisioning rate shall be 9% for the financial assistance and for budgetary guarantee covering sovereign risks associated with lending operations.
3. [The Union support to Ukraine in the form of budgetary guarantee and financial assistance shall not count toward the maximum amount referred to in paragraph 1 of this Article.

The Union may provide support to Ukraine in the form of a budgetary guarantee up to EUR 48 000 000 000 in current prices. The provisioning rate for the budgetary guarantee to guarantee operations supporting Ukraine shall initially be set at 70 %.

No provisioning shall be constituted and, by way of derogation from Article 214(1) of Regulation (EU, Euratom) 2024/2509, no provisioning rate shall be set for the loans to Ukraine.]

4. The Commission shall review the provisioning rates under paragraphs 2 and 3 of this Article every year in accordance with the assessment referred to in Article 41(5), point (g), of Regulation (EU, Euratom) 2024/2509 and in line with the Commission's risk management framework.

5. The Commission is empowered to adopt delegated acts in accordance with Article 30 to amend paragraphs 2 and 3 of this Article in order to adjust the provisioning rates therein, and to increase the maximum amounts referred to in paragraphs 1 and 3 of this Article by up to 20% and 30% of those amounts respectively.
6. Without prejudice to Article 6(7), specific contributions to the budgetary guarantee, financial instruments or financial assistance may be made by Member States, partner countries and other third parties in accordance with Articles 211(2) and 221(2) of Regulation (EU, Euratom) 2024/2509. Such contributions to the budgetary guarantee or financial assistance shall result in an additional amount of the budgetary guarantee or financial assistance.
7. Where contributions referred to in paragraph 6 are made in the form of cash, they shall constitute external assigned revenue within the meaning of Article 21(2), points (a), (d) and (e), and Article 21(5) of Regulation (EU, Euratom) 2024/2509.
8. [The budgetary guarantee established in accordance with paragraphs 1 and 3 of this Article may be used, within the maximum amounts referred to in paragraphs 1 and 3 of this Article, to provide support under Council Decision (EU) 2021/1764 and Regulation (Euratom) [XXX] (INSC-D), in accordance with the objectives and eligibility criteria set out in those programmes. For that purpose, the provisioning shall be financed from the financial envelopes of those other Union programmes.]
9. [The amounts referred to in Article 6(1), point (a) to (e) shall be used for the provisioning of the budgetary guarantee and financial assistance referred to in paragraph 1 of this Article. The provisioning of the Union support to Ukraine in the form of budgetary guarantee referred to in paragraph 3 shall be financed by the financial resources made available in accordance with Article 6 of Regulation Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation] referred to in Article 6(2), including where the budgetary guarantee is provided for activities under Regulation (Euratom) [XXX] (INSC-D).]

10. The provisioning referred to in paragraphs 8 and 9 of this Article shall not be committed later than at the end of the last year of the multiannual financial framework.
11. In accordance with Article 214(2) of Regulation (EU, Euratom) 2024/2509, the provisioning referred to in paragraphs 8 and 9 of this Article shall be constituted until three years after the end of the– multiannual financial framework and shall take into account the progress in the approval and signature of the financing and investment operations or in the disbursement of the financial assistance as well as the risk profile of the operations.
12. The Commission shall be empowered on behalf of the Union to borrow the necessary funds to implement financial assistance provided under this Regulation. The Commission shall borrow the funds on the capital markets or from financial institutions in accordance with Article 224 of Regulation (EU, Euratom) 2024/2509.

Article 25

Implementation of the budgetary guarantee and financial instruments

1. The budgetary guarantee shall be used to guarantee counterparts' sovereign, sub-sovereign and private operations. **An indicative amount of EUR [XX] of the budgetary guarantee referred to in Article 24(1) and an indicative minimum amount of EUR [XX] of the budgetary guarantee referred to in Article 24(3) shall be allocated to the EIB.**
2. Where partner countries contribute to financial instruments or the budgetary guarantee, eligible implementing entities or counterparts from the countries concerned may also be ~~eligible implementing entities or counterparts~~ **designated**. By way of derogation from Article 211(5), third subparagraph of Regulation (EU, Euratom) 2024/2509, eligible implementing entities or counterparts from partner countries benefitting from the budgetary guarantee or financial instruments may also be ~~eligible~~ **designated**.

3. By way of derogation from Article 62(1), first subparagraph, point (c), and Article 211(5) of Regulation (EU, Euratom) 2024/2509, where financial instruments or the budgetary guarantee are implemented in indirect management, **and where necessary and duly justified**, bodies which provide adequate assurance of their financial capacity and governed by private law of a Member State, a partner country benefitting from the financial instruments or the budgetary guarantee, or a partner country which has contributed to the financial instruments or the budgetary guarantee shall be eligible.
4. The Commission shall ensure the effective, efficient and fair use of available resources among eligible implementing entities and counterparts, including small and medium-sized counterparts, while promoting cooperation between them and taking due account of their capacities, added value and experience.
5. In order to ensure complementarity, the Commission may request any relevant information from counterparts about their operations not covered by the budgetary guarantee referred to in Article 24.
6. A Global Europe Investment Board (the ‘Investment Board’) shall provide strategic and operational guidance to the Commission in the implementation of the budgetary guarantee referred to in Article 24 and blending. The Investment Board shall ~~adopt its rules of procedure~~ **contribute to the alignment of the support provided through the budgetary guarantee and blending with the Instrument’s objectives and policy framework, and thereby contribute to strengthening the coherence, effectiveness, impact, and visibility of the Union’s external action. For that purpose, it shall provide orientations on investment priorities, including geographic, sectoral and thematic focus, related to sovereign, sub-sovereign and private operations, the overall risk profile of the budgetary guarantee and blending operations, and the use of financial instruments.** The Investment Board shall ~~meet at least once a year and, when possible, adopt opinions by consensus~~ **support the Commission at the implementation level in defining regional and sectoral investment goals and establishing criteria for operations that may benefit from support provided through the budgetary guarantee and blending.**

The Investment Board shall adopt its rules of procedure. Those rules of procedure shall define, among other things, provisions to prevent conflicts of interest and voting arrangements. The Investment Board shall meet at least twice a year and, when possible, adopt opinions by consensus. Additional meetings may be organised at any time by the chair of the Investment Board or at the request of one third of its members. The Investment Board may convene in different formats, including formats reflecting the pillars set out in Article 3.

The Commission shall report to the Investment Board at least annually about progress made in respect of the implementation of the budgetary guarantee and blending supported under the Instrument, including an overview on risk management and on geographic and thematic coverage. The Investment Board shall be informed of contributions in accordance with Article 24(6).

The Investment Board shall be composed of representatives of the Commission and of the High Representative, of all Member States and, **for strategic discussions**, of the EIB. The European Parliament shall have observer status. Contributors, eligible implementing entities and counterparts, partner countries, relevant regional organisations and other stakeholders may be given observer status, where appropriate. The Investment Board shall be co-chaired by the Commission and the High Representative.

Article 26

[Implementation of policy-based loans

1. The Commission shall adopt decisions, by means of implementing acts, making available the policy-based loan amount to a partner country and setting out the availability period of the loan which shall not go beyond three years after the end of the multiannual financial framework. Those implementing acts shall be adopted in accordance with the examination procedure referred to in Article 32(2). If that decision is part of an action plan or measure, Articles 18 and 19 shall apply.

2. In addition to the elements laid down in Article 223(4) of Regulation (EU, Euratom) 2024/2509, loan agreements for policy-based loans shall lay down the maximum loan amount, the availability period, the maximum duration of each disbursement of the loan and the detailed terms and conditions of the support. Such agreements may also contain an amount of pre-financing and rules on clearing of pre-financing.]

Article 27

Capital participation in development finance institutions

The amounts referred to in Article 6(1), points (a) to (e), may be used to contribute to the capital endowment of European and other development finance institutions.

Article 28

External -Cross-Border Cooperation

1. **External** cross-border cooperation shall cover **cross-border** cooperation along external adjacent land and maritime borders, transnational cooperation over larger transnational territories or around sea-basins, as well as interregional cooperation.
2. The pillars referred to in Article 3(1), points (a) and (b) may contribute to **external** cross-border cooperation-programmes referred to in paragraph 1 of this Article co-financed by the Regulation (EU, Euratom) [XXX] of the European Parliament and Council [National and Regional Partnerships Regulation]. [Up to 3% of the financial envelope for the ~~pillars~~**pillar** referred to in Article 3(1), point (a) may be indicatively allocated to support those programmes.]
3. Contributions to **external** cross-border cooperation-programmes shall be determined and used pursuant to Article ~~XX~~ {Cross-fund provisions—external CBC programmes} of the ~~7~~**of Regulation (EU, Euratom) [XXX2025/0238] [National and European Fund for Regional Partnerships Development and the Cohesion Fund]**.

Title III

Final provisions

Article 29

~~Extension of geographic scope~~ **Cooperation with overseas countries and territories and outermost regions**

1. ~~In duly justified cases and where the action to be implemented is of a global, trans-regional or regional nature, the Commission may decide, within the relevant multiannual indicative programmes or within the relevant action plans or measures to extend the scope of actions to~~ Overseas countries and territories linked to a Member State as set out in Annex II to the TFEU ~~in order to ensure the coherence and effectiveness of Union financing or to foster~~ **shall benefit from programmable actions at regional and trans-regional cooperation level financed under points (a), (c), (d) and (e) in Article 3(1) of this Regulation.**

2. The Commission may include a specific financial allocation to assist partner countries and regions to strengthen their cooperation with neighbouring Union outermost regions and with overseas countries and territories linked to a Member State as set out in Annex II to the TFEU. To that end, the ~~Instrument~~ **pillars referred to in Article 3(1), points (b), (c), (d) and (e), of this Regulation** may contribute, where appropriate and on the basis of reciprocity and proportionality as regards the level of funding from the Council Decision (EU) 2021/1764 or the Regulation (EU, Euratom) [XXX] [National and Regional Partnerships]–, to actions implemented by a partner country or region or any other entity under this Regulation, or by a country, territory or any other entity under the Council Decision (EU) 2021/1764 or by a Union outermost region in the frame of joint operational programmes or to interregional cooperation programmes or measures established and implemented under Regulation (EU, Euratom) [XXX] [National and Regional Partnerships].

Title IIIa

Final provisions

Article 30

Exercise of the delegation

1. The power to adopt delegated acts is conferred on the Commission subject to the conditions laid down in this Article.
2. The power to adopt delegated acts **referred to into amend Article 6(5), Article 24(1), (2) and (3) and Annex H24(5)** shall be conferred on the Commission for the period of validity of this Regulation.
3. The delegation of power referred to in ~~this~~ Article **24(5)** may be revoked at any time by the European Parliament or by the Council. A decision to revoke shall put an end to the delegation of power specified in that decision. It shall take effect the day following the publication of the decision in the Official Journal of the European Union or at a later date specified therein. It shall not affect the validity of any delegated acts already in force.
4. Before adopting a delegated act, the Commission shall consult experts designated by each Member State in accordance with the principles laid down in the Interinstitutional Agreement of 13 April 2016 on Better Law-Making.
5. As soon as it adopts a delegated act, the Commission shall notify it simultaneously to the European Parliament and to the Council.

6. A delegated act adopted pursuant to ~~this Article~~ **24(5)** shall enter into force only if no objection has been expressed either by the European Parliament or ~~to~~**by** the Council within a period of two months of notification of that act to the European Parliament and to the Council or if, before the expiry of that period, the European Parliament and the Council have both informed the Commission that they will not object. That period shall be extended by two months at the initiative of the European Parliament or of the Council.

Article 31

~~Adoption of further~~ **Implementing rules for the Europe pillar**

1. For Enlargement and Neighbourhood East partners in the pillar referred to in Article 3(1), point (a), the ~~Commission~~**Council** shall adopt, **on a proposal from the Commission**, an implementing act establishing uniform **framework** conditions for implementing this Regulation, in relation to the design~~and~~, content, **submission, assessment and the approval of the assessment** of the performance-based plans, performance, **the preconditions for and the rules on payments, the** structures and control systems to be set up in preparation of accession, also in the context of the management of structural, agricultural and cross-border cooperation funds. ~~This~~**The Council, acting by qualified majority, may amend the Commission's proposal and adopt the amended proposal by means of an** implementing act ~~shall be adopted in accordance with the examination procedure referred to in Article 32(2).~~
2. **The positive assessment by the Commission of the performance-based plans for acceding countries, candidate countries and potential candidates or, where applicable, of their amendments, shall be approved by means of Council implementing acts on a proposal from the Commission. The Council, acting by qualified majority, may amend the Commission's proposals and adopt the amended proposals by means of implementing acts.**

The positive assessment of the performance-based plans for the other partner countries of the Neighbourhood East shall be approved by means of Commission implementing acts adopted in accordance with the examination procedure referred to in Article 32(2).

3. Where the Commission makes a positive assessment of the satisfactory fulfilment of the conditions for payments under the performance-based plan for Ukraine, it shall submit to the Council proposals for Council implementing acts establishing the satisfactory fulfilment of those conditions. The Council, acting by qualified majority, may amend the Commission's proposals and adopt the amended proposals by means of implementing acts.

On the basis of the Council implementing acts referred to in the first subparagraph, the Commission shall adopt decisions authorising the disbursement of the payments.

4. Where the situation of Ukraine has changed, the Commission may, where appropriate, submit a legislative proposal for a Regulation amending paragraph 3 of this Article and a proposal for amending the Council implementing act referred to in paragraph 1 of this Article.

Article 32

Committee procedure

1. The Commission shall be assisted by ~~at~~ the **Global Europe** Committee. That committee shall be a committee within the meaning of Regulation (EU) No 182/2011. The committee may convene in different formats **including to reflect the pillars set out in Article 3 of this Regulation, and appropriate coordination shall be ensured. With regard to humanitarian aid, the Commission shall be assisted by the Committee established by Article 17 of Regulation (EC) 1257/96. Joint meetings of the two committees may be convened.**

2. Where reference is made to this paragraph, Article 5 of Regulation (EU) No 182/2011 shall apply.
3. **In accordance with Article 3(3) of Regulation (EU) No 182/2011**, the rules of procedure of the committee shall provide for proportionate time limits allowing committee members early and effective opportunities to examine the draft implementing acts and express their views, ~~in accordance with Article 3 of Regulation (EU) No 182/2011~~. **Except in duly justified cases, the chair shall convene a meeting not less than 14 days from the submission of the draft implementing act and of the draft agenda to the committee.**
- 3a. **In accordance with Article 3(4) of Regulation (EU) No 182/2011**, the rules of procedure of the committee shall provide that committee members shall have the effective opportunity to suggest amendments to the draft implementing acts, that the chair shall endeavour to find solutions which command the widest possible support within the committee and that the chair shall inform the committee of the manner in which the discussions and suggestions for amendments have been taken into account, in particular as regards those suggestions which have been largely supported within the committee.
- 3b. **The Commission shall present to the committee an indicative list of upcoming implementing acts, including their planned scope, at least once a year.**
4. **In accordance with Article 3(5) of Regulation (EU) No 182/2011, in duly justified cases, the chair may obtain the committee's opinion by written procedure.** Where the opinion of the committee is to be obtained by a written procedure, that procedure shall be terminated without result when, within the time-limit for delivery of the opinion, the chair of the committee so decides or a simple majority of committee members so requests.
- 4a. **Where the committee delivers no opinion, the draft implementing act may not be adopted and Article 5(4), third subparagraph, of Regulation (EU) No 182/2011 shall apply.**

5. Where reference is made to this paragraph, Article 8 of Regulation (EU) No 182/2011, in conjunction with Article 5 thereof, shall apply.
6. The adopted decision shall remain in force for the duration of the adopted or modified document, action plan or measure.
7. When relevant, an observer from the EIB ~~shall~~**may** be invited to attend the meetings of the committee with regard to questions concerning the EIB. **The EIB shall not be present at the voting of the committee.**
- 7a. **In accordance with Article 10(4) of Regulation (EU) No 182/2011, the Commission shall make available to the European Parliament and to the Council, at the same time as to committee members, the agendas of committee meetings, the draft implementing acts submitted for opinion, and the final draft implementing acts following the committee opinion, whilst informing them of the availability of such documents.**
8. Member States may request the examination of any other matter concerning the implementation of the Instrument.

Article 33

European External Action Service clause

This Regulation shall be applied in accordance with Decision 2010/427/EU, in particular Articles 3 and 9 thereof.

Article 34

Repeal and transitional provisions

1. Regulations (EU) 2021/947, (EU) 2021/1529, (EU) 2024/792, (EU) 2024/1449 and (EU) 2025/535 are repealed with effect from [1 January 2028].

2. This Regulation shall not affect the continuation or modification of actions initiated pursuant to Regulations (EC) No 1085/2006⁵⁹, Regulation (EU) No 231/2014⁶⁰, Regulation (EU) 2021/1529, Regulation (EU) 2021/947, Regulation (EU) 2024/792, Regulation (EU) 2024/1449, and Regulation (EU) 2025/535, which shall continue to apply to those actions until their closure. However, Article 23 of this Regulation shall apply to actions under Regulation (EU) 2021/1529 and Regulation (EU) 2021/947 instead of Articles 26 and 27 of Regulation (EU) 2021/947.
3. The financial envelope for the Instrument may also cover technical and administrative assistance expenditures necessary to ensure the transition between this Regulation and the measures adopted under Regulations (EU) 2021/947, (EU) 2021/1529, (EU) 2024/792, (EU) 2024/1449.
4. [The financial envelope for the Instrument may cover activities related to the preparation of any future related Regulation.]
5. If necessary, appropriations may be entered in the budget beyond 2034 to cover the expenditures provided for in Article 6(4), to enable the management of actions not completed by 31 December 2034.
6. The financial envelopes referred to in Article 6(1), point (a) to (e), and the financial resources made available in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation] referred to in Article 6(2) may finance the replenishment of the provisioning of the budgetary guarantees authorised under Regulation (EU) 2017/1601 and Regulation (EU) 2024/792, of the budgetary guarantees and financial assistance authorised under Regulation (EU) 2021/947 and under basic acts whose provisioning is governed by Regulation (EC, Euratom) No 480/2009, as well as financial assistance authorised under Regulation (EU) 2024/1449 and under Regulation (EU) 2025/535.

⁵⁹ Council Regulation (EC) No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA) (OJ L 210, 31.7.2006, p. 82–93, ELI: <http://data.europa.eu/eli/reg/2006/1085/oj>).

⁶⁰ Regulation (EU) No 231/2014 of the European Parliament and of the Council of 11 March 2014 establishing an Instrument for Pre-accession Assistance (IPA II) (OJ L 77, 15.3.2014, p. 11–26, ELI: <http://data.europa.eu/eli/reg/2014/231/oj>).

Article 34a

Mid-term implementation report

The Commission shall submit an implementation report for Global Europe, no later than four years after the start of its implementation in accordance with Article 10 (2) of Regulation (EU, Euratom) [XXX] [Performance Regulation]. The implementation report shall include recommendations as needed. It shall be accompanied, if appropriate, by legislative proposals setting out necessary amendments to this Regulation.

Article 35

Entry into force and application

This Regulation shall enter into force on the day of its publication in the Official Journal of the European Union.

It shall apply from 1 January 2028.

This Regulation shall be binding in its entirety and directly applicable in all Member States.

Done at Brussels,

For the European Parliament

The President

For the Council

The President

ANNEX I

List of countries and territories

Annex I.A - Europe

Enlargement and Neighbourhood East area

Armenia

Azerbaijan

Bosnia and Herzegovina

Georgia

Iceland

Kosovo^{1*}

Montenegro

The Republic of Albania

The Republic of Moldova

The Republic of North Macedonia

The Republic of Serbia

The Republic of Türkiye

Ukraine

¹ ~~^{*} This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.~~

^{*} **This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.**

Union support under this area may also benefit ~~Russian/Belarusian~~ **Russian and Belarusian** independent civil society and independent free media **as well as the people of Belarus and educational institutions, notably those continuing their activities in exile**, in full compliance with Union restrictive measures.

Other European countries

Principality of Andorra

Principality of Liechtenstein

Principality of Monaco

Kingdom of Norway

Republic of San Marino

Swiss Confederation

United Kingdom of Great Britain and Northern Ireland

Vatican City State

Annex I.B - Middle East, North Africa and the Gulf

Neighbourhood South

Algeria

Egypt

Israel

Jordan

Lebanon

Libya

Morocco

Occupied Palestinian Territory

Syria

Tunisia

Other countries

Bahrain

Iran

Iraq

Kuwait

Oman

Qatar

Saudi Arabia

United Arab Emirates

Yemen

Annex I.C - Sub-Saharan Africa

Angola

Benin

Botswana

Burkina Faso

Burundi

Cabo Verde

Cameroon

Central African Republic

Chad

PUBLIC

Comoros

Congo

Cote d'Ivoire

Democratic Republic of the Congo

Djibouti

Equatorial Guinea

Eritrea

Eswatini

Ethiopia

Gabon

Gambia (the)

Ghana

Guinea

Guinea-Bissau

Kenya

Lesotho

Liberia

Madagascar

Malawi

Mali

Mauritania

Mauritius



Mozambique

Namibia

Niger

Nigeria

Rwanda

Sao Tomé and Príncipe

Senegal

Seychelles

Sierra Leone

Somalia

South Africa

South Sudan

Sudan

Tanzania

Togo

Uganda

Zambia

Zimbabwe

Annex I.D - Asia and the Pacific

Afghanistan

Australia

Bangladesh



Brunei Darussalam

Bhutan

Cambodia

China (People's Republic of)

Cook Islands

Democratic People's Republic of Korea

Fiji

India

Indonesia

Japan

Kazakhstan

Kiribati

Kyrgyzstan

Lao People's Democratic Republic

Malaysia

Maldives

Marshall Islands

Micronesia (Federated States of)

Mongolia

Myanmar

Nauru

Nepal



New Zealand

Niue

Pakistan

Palau

Papua New Guinea

Philippines

Samoa

Singapore

Solomon Islands

South Korea

Sri Lanka

Taiwan²

Tajikistan

Thailand

Timor-Leste

Tonga

Turkmenistan

Tuvalu

Uzbekistan



² This designation should not be interpreted as reflecting any official position of the European Union with regard to the legal status of Taiwan.

Vanuatu

Vietnam

Annex I.E - Americas and the Caribbean

Antigua and Barbuda

Argentina

Bahamas (the)

Barbados

Belize

Bolivia

Brazil

Canada

Chile

Colombia

Costa Rica

Cuba

Dominica

Dominican Republic

Ecuador

El Salvador

Grenada

Guatemala

Guyana

PUBLIC

Haiti

Honduras

Jamaica

Mexico

Nicaragua

Panama

Paraguay

Peru

Saint Kitts and Nevis

Saint Lucia

Saint Vincent and the Grenadines

Suriname

Trinidad and Tobago

United States of America

Uruguay

Venezuela



ANNEX II

Specific objectives

Annex II.A - Europe

- (1) ~~Preparing~~ **Supporting acceding countries in line with their status. Supporting** candidate countries and potential candidates **in their preparation for future EU integration, recognising the importance of the enlargement process.**~~for accession to Union membership~~
- a) Supporting the **merit-based** enlargement process by accelerating the alignment with Union values, laws, rules, standards, policies and practices ('acquis') through the adoption and implementation of reforms with a view to future Union membership and through the process of gradual integration;
 - b) Strengthening the fundamentals of the enlargement process in line with the enlargement policy framework, including democracy, the rule of law, **human rights and fundamental freedoms**, economic criteria, public administration reform, independent and efficient judiciary, ~~fundamental rights~~, public procurement, statistics and financial control, justice, freedom, and security;
 - c) Supporting the fight against organised crime, effectively ~~strengthening~~ **strengthening** migration management, **preventing and** countering irregular migration, **fighting against migrant smuggling and trafficking in human beings**, supporting visa policy alignment as well as effective border management and, – where applicable, preparation for Schengen accession;
 - d) Fostering regional economic integration and progressive integration into the Union single market leading to improved neighbourly relations, a positive appreciation of integration with the Union and reducing ~~beneficiaries~~ **partners'** and the Union's strategic dependencies;

- e) Accelerating the socio-economic and regulatory convergence of candidate countries' and potential candidates' with the Union and their transition to economies that are capable of withstanding competitive market pressures of the Union single market, in particular through increased trade and investment flows, and resilient ~~and~~, sustainable **and secure** value chains providing decent jobs, and transition to a **sustainable digital and artificial intelligence (AI)** ~~AI~~ economy;
- f) Accelerating the alignment of **acceding countries**, candidate countries and potential candidates with the Union's climate and environmental standards and supporting their implementation;
- g) Reinforcing the effectiveness of public administration, building local capacities and investing in administrative staff in the ~~beneficiary countries~~. **Supporting acceding countries, candidate countries and potential candidates. Supporting** transparency, accountability, structural reforms and good governance at all levels, including through the prevention of **and fight against** corruption and by ~~strengthening~~ **strengthening** engagement of public authorities with civil society actors. Improving national control systems in view of accession, including as regards their powers of oversight and inquiry over the distribution of and access to public funds as well as in the areas of public financial management and public procurement and State aid control;
- h) Supporting territorial cohesion, cross-border cooperation across land and maritime borders with a focus on the transport connections along the trans-European transport network extended to neighbouring countries as defined in the TEN-T Regulation 2024/1679 **and in complementarity with relevant transport networks in other regions**, as well as agriculture and rural development;
- i) Moving towards full alignment of **acceding countries**, candidate countries and potential candidates with the Union Common Foreign and Security Policy, including Union restrictive measures;

- j) Enhancing capacities for strategic communication, including to ensure public support for and understanding of Union values and the benefits and obligations of potential Union membership, while addressing foreign information manipulation and interference and disinformation;
- (2) Building mutually beneficial partnerships with the Union's partners, including candidate countries and potential candidates, contributing to the Union's strategic interests and promoting the Union's values and a peaceful, stable, strong and united Europe.
- a) Promoting a strengthened partnership between the Union and the European partner countries, and among the partner countries;
- b) Supporting the implementation of association agreements or other existing and future agreements, to support the conclusion and implementation of comprehensive partnerships, including through providing financial support against the achievement of results set out in relevant performance-based plans;
- c) **Strengthening democracy, promoting democratic resilience, and** reinforcing the rule of law, including the fight against and prevention of corruption, ~~and~~. **Strengthening the** respect for human rights ~~and~~, fundamental freedoms **and protection of minorities, international law** including ~~by combating discrimination and promoting gender equality and the women's and girls'~~ **international human rights and empowerment and preventing and combating violence against women and domestic violence** **law and international humanitarian law**. Facilitating judicial cooperation, promoting ~~children's~~ **the rights of the child** and the rights of persons with disabilities and accessibility, strengthening the rights of victims of crime and contributing to ~~the strengthening of democracy and~~ political stability;

- ca) **Combatting all forms of discrimination and promoting gender equality and the rights and empowerment of women and girls and preventing and combatting all forms of sexual and gender-based violence, including in the context of armed conflicts supporting all individuals' full control of sexual and reproductive health and rights, in consistency with Article 9(6);**
- d) Fostering good neighbourly relations, reconciliation, and the settlement of disputes, and promoting peace, stability, security, **including maritime security, in line with international law, including the UN Convention on the Law of the Sea;**
- e) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations; supporting ~~peace~~**peacebuilding, mediation**, stability and conflict prevention, **promoting women's full, equal and meaningful participation in all levels of peace processes and conflict prevention and post-conflict reconstruction through the implementation of the Women, Peace and Security Agenda;**
- f) Increasing stability and security; stepping-up cooperation with justice and law enforcement institutions **and financial intelligence units**, ~~on-counter-terrorism~~, transnational organised crime, terrorist and organised crime financing and anti-money laundering, the fight against **terrorism**, radicalisation and violent extremism, cyberthreats, the fight against impunity, corruption;
- g) Fostering regional economic cooperation and, where appropriate, a positive appreciation of integration with the Union and reducing strategic dependencies of the Union and of partner countries, including on **sustainable energy, transport routes**, critical raw materials and inputs, and health security;

- h) Supporting sustainable and inclusive growth, private sector engagement, **including SMEs**, trade, **mobilising public and private** and investments in key infrastructure as well as research and innovation; advancing the digital transition to unlock societal and economic opportunities both within private and public sector; fostering skills development and decent jobs;
- i) Promoting social, **educational** and cultural inclusion across borders, preserving and promoting cultural and natural heritage, offering support to cultural and creative sectors and industries, and sport;
- j) Fostering the use of the Union's single currency for trade, financial services and investment within the region and with respect to the Union;
- k) Contributing to the resilience of partner countries, supporting and reinforcing actions addressing the humanitarian-development-peace nexus, **mine action**, fragility challenges and addressing reconstruction needs as well as ~~balance of payment~~ **macro-economic stability** crises;
- l) Supporting Union competitiveness and flexibly responding to economic challenges and opportunities;
- m) Developing the digital economy and society ~~with a~~ **in full respect of human rights and fundamental freedoms. Focus in** particular ~~focus~~ on supporting the rollout of secure and trusted, **human-centric** digital infrastructure, developing data and AI economies through support for the setting-up of AI Factories and shaping **human-centric** AI to uphold democratic values and protect cultural diversity, promoting relevant Digital Public Infrastructure and eGovernance solutions such as privacy-preserving digital identity frameworks, strengthening cybersecurity and cyber defence capabilities;

- n) Fostering **sustainable** energy transition and promoting **sustainable** energy security; investing in energy connectivity and renewable energies; promoting the use of clean **and sustainable** energy sources in industry and transport; promoting the integration of Union's value chain;
- o) Reinforcing environmental protection, **including the fight against pollution**, increasing resilience to climate change, accelerating the shift towards a climate ~~neutral~~ **neutrality**, positive biodiversity **and an** inclusive, sustainable, green, blue and circular economy, strengthening the fight against environmental crime, **including at sea**;
- p) Strengthening economic and social development and inclusion, with particular attention to women, children ~~and~~, youth **and persons with disabilities**, including through preventing brain drain, supporting vulnerable communities, promoting equality, cultural inclusion, quality education **including comprehensive sexuality education**, training, reskilling and upskilling, and supporting employment policies, labour rights, **international labour standards, including ILO core labour standards, and international environment standards, and business and human rights principles** and effective social protection systems;
- q) Strengthening partnerships on well-managed and safe migration and mobility, **supporting a comprehensive approach to and implementation of legal migration and mobility and addressing irregular migration, including** via structured migration discussions ~~and~~. Where applicable, and provided that conditions for well-managed and secure mobility are in place, developing and support the implementation of existing visa-free regimes, visa liberalisation dialogues and bilateral or regional agreements and arrangements with partner countries. **Fostering cooperation on safe, dignified, sustainable and effective returns, readmission and reintegration of migrants as well as continued access to protection and support to refugees and host communities in countries hosting significant refugee populations**;

- r) Fostering the establishment of people-to-people partnerships based on common interests and promoting collaboration on education, culture, sport, research and innovation as well as the mutually beneficial mobility of people;
 - s) **Engaging with and empowering civil society and promoting its meaningful contribution to democratic governance and sustainable development**, strengthening its capacity on the monitoring of the implementation of reforms, supporting the creation of an enabling environment for civil society organisations, promoting and strengthening pluralism, independence and professionalism of a free and independent media, **facilitating access to trustworthy information**, as well as enhancing digital and media literacy;
 - t) Helping to mitigate challenges posed by Russia's war of aggression against Ukraine and **all** attempts to destabilise partner countries, fight disinformation, hybrid **and cyber** threats, and foreign information manipulation and interference, in particular by Russia, against partner countries' sovereignty, democratic processes and institutions, as well as against the Union and its values-;
 - u) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication-;
 - v) **Mobilising private finance for sustainable development and the climate and energy transition including by developing and scaling up innovative financing;**
 - w) **Supporting initiatives under the EU's strategic approach to the Black Sea region, alongside the Eastern Partnership.**
- (3) Supporting Ukraine in light of the consequences of Russia's war of aggression
- a) Helping maintaining the macro-financial stability of Ukraine and easing its external and internal financing constraints to ~~ensure~~ **assist in** the continued functioning of the Ukrainian state;

- b) Supporting the **reform**, recovery, reconstruction and modernisation of Ukraine, in line with its accession path, by addressing the social, economic, security and environmental consequences of Russia's war of aggression in Ukraine and contributing to the **strengthening of democratic institutions and the** rebuilding of vital infrastructure, including **sustainable** energy, **mine action**, transport, **social** and digital- infrastructure, thereby contributing to social cohesion, resilience and to the post-war recovery of free, culturally vibrant Ukrainian society, including by supporting culture and cultural heritage and by creating the social and economic conditions for internally displaced persons and persons under temporary protection to **voluntarily** go back to Ukraine once conditions allow, and reintegrating the veteran population.;
- c) Supporting accountability efforts in the context of Russia's war of aggression, including assistance to investigation and prosecution of international crimes committed in and against Ukraine, notably in relation to the crime of aggression, and to transitional justice and accountability mechanisms, including the **International Claims Commission for Ukraine and the** Special Tribunal for the Crime of Aggression against Ukraine.

Annex II. B - Middle East, North Africa and the Gulf

- (1) Enhancing strategic partnerships at regional and country level
 - a) Deepening partnerships with the Middle East, North Africa and Gulf regions through a stronger political commitment and with a view to achieving a common space of peace, prosperity and stability in the Mediterranean region;
 - b) Developing mutually beneficial tailored partnerships, including through formal bilateral agreements and bilateral and regional dialogues **and frameworks**, based on Union's leverage and local ownership, contributing to the Union's strategic interests, and promoting the Union's values;

- c) Support the implementation of association agreements or other existing and future agreements and jointly agreed documents with the Southern Neighbourhood countries as listed in Annex I;
 - d) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication;
 - e) **Supporting the implementation of the Pact for the Mediterranean and other relevant strategies for the region.**
- (2) Strengthening security, peace, resilience, **conflict prevention**, reconstruction and preparedness
- a) Supporting and promoting peace, stability, security, crisis response, conflict prevention, stabilization, mediation, political transition and reconciliation efforts;
 - b) Supporting the needs related to socio-economic recovery, rehabilitation and post-conflict reconstruction **and inter-cultural dialogue**;
 - c) Contributing to the resilience of partner countries, supporting and reinforcing actions addressing the humanitarian-development-peace nexus, **mine action**, fragility challenges and addressing reconstruction needs as well as ~~balance of payment~~ **macro-economic stability**;
 - d) Support security in areas of common interest, such as health ~~security~~, maritime **and critical infrastructure** security, fight against organised crime, counter-terrorism, and **support to** cyber security and cyber capacity-building;
 - e) Stepping-up cooperation on terrorist and organised crime financing and anti-money laundering, judicial cooperation, **law enforcement**, **and** the fight against **terrorism**, radicalisation ~~and~~, violent extremism, hybrid and cyber threats, ~~the fight against~~ impunity, corruption; **and** organised crime ~~and law enforcement~~;

- f) Contributing to preventing the circumvention of Union restrictive measures-;
 - g) **Promoting women’s full, equal and meaningful participation in all levels of peace processes, conflict prevention and post-conflict reconstruction through the implementation of the Women, Peace and Security Agenda.**
- (3) Promoting and protecting democracy, the rule of law, human rights, **gender equality**, good governance, human development and people to people relations
- a) Strengthening public institutions and economic/democratic governance systems, including through oversight, enforcement, and the prevention of and fight against corruption and foreign interference; supporting effectiveness of public finances, transparency and accountability;
 - b) **Engaging with civil society and promoting its meaningful contribution to democratic governance, including through parliamentary assembly, and sustainable development**; safeguarding the space for civil society, civic and non-state actors and independent media **and facilitating access to trustworthy information**; supporting **democratic resilience, including** the fight against foreign information manipulation and interference, **and disinformation**, supporting local and regional capacities for human rights protection, including national human rights institutions;
 - ba) **Protecting and promoting human rights. Strengthening the respect of international law, including international human rights law and international humanitarian law with specific attention to protecting those in the most vulnerable situations.**
 - c) Protecting and promoting ~~human rights~~, gender equality, ~~children’s~~ **the rights of the child**, the rights of persons with disabilities, **combatting all forms of sexual and gender-based violence**, and fighting against child labour and discrimination on any ground; **supporting and protecting all individuals’ full control of sexual and reproductive health and rights, in consistency with Article 9(6)**;

- d) Enhancing quality and relevance of education, health and **equitable** access to health products, **health services** and social protection systems; fostering universal health coverage;
 - e) Fostering the establishment of people-to-people partnerships, **including through local authorities and civil society organisations**, based on common interests and strengthening skills development through cooperation in the fields of education, youth, **culture**, research and innovation;
 - f) Empowering young people, creating decent jobs, **supporting international labour standards, including ILO core labour standards, and international environment standards, and business and human rights principles**, supporting the creation of a common space for learning, connecting skills, vocational education and training, **comprehensive sexuality education**, higher education, research and innovation;
 - g) Promoting mutual understanding through culture, media, sports and tourism;
 - h) Promoting the role of culture and intercultural dialogue, cultural diversity in all its forms, mobility, and reinforcing cooperation on safeguarding, conservation and enhancement of cultural heritage.
- (4) Supporting inclusive and sustainable growth, trade, and investments in key **sustainable infrastructure, including through private sector investments**
- a) Supporting Union trade policy ~~and~~, trade and investment agreements and their implementation **and intra-regional trade**;
 - b) Creating conditions for the participation of EU companies in the regional markets through the removal of barriers and de-risking through support for regulatory changes;
 - c) Promoting business and investment opportunities, **in particular** ~~(including for companies from the European Union)~~, private sector development **including SMEs**, regulatory convergence with Union's standards, economic integration, as well as local and regional sustainable value chains **security** and diversification;

- d) Improving the region’s productive and export capacity of critical raw materials and inputs **with a focus on sustainability, local value addition and security of supply**;
 - e) Advancing the digital transition to unlock societal and economic opportunities both within private and public sector. Advancing secure and trusted **human-centric** digital infrastructures to underpin future developments of key economic and critical sectors. Developing data and AI economies, including by supporting **human-centric** AI innovation ecosystems. Supporting actions to close the digital divide and to ensure accessible, affordable, inclusive, and secure digital connectivity solutions-;
 - f) Fostering the use of the Union’s single currency for trade, financial services and investment within the region and with respect to the Union;
 - g) Strengthening sustainable road, **air** and maritime transport and ports; promoting smart and sustainable mobility, supporting the uptake of sustainable transport fuels;
 - h) Fostering **sustainable** energy transition and promoting **sustainable** energy security; investing in energy connectivity and renewable energies; promoting the integration of Union’s value chain with resilient clean tech industrial chains of partner countries;
 - i) Supporting Union competitiveness and stability, and flexibly responding to economic challenges and opportunities-;
 - j) Mobilising private finance for sustainable development and the climate and energy transition including by developing and scaling up innovative financing.**
- (5) Promoting healthy eco-systems, **reversing biodiversity loss** and addressing climate change **through mitigation and adaptation**
- a) Enhancing climate change adaptation and mitigation capacity; helping to promote climate-proof investments;

- b) Developing sustainable green and blue economy; supporting the **just** transition to low-emissions, resource efficient and circular economic models and promoting the development of sustainable production and value chains, supporting green hydrogen projects;
- c) Ensuring the protection ~~and~~, conservation **and resilience** of the environment and biodiversity and ensuring the restoration and sustainable management of ecosystems, including water systems, land, forests and the ocean. Promoting the fight against pollution, **including at sea**, biodiversity conservation, sustainable fisheries, **sustainable aquaculture** and transition to sustainable food **and nutrition** systems, focusing on the water-energy-food-ecosystems nexus approach. Promoting nature-based solutions, in particular for sustainable infrastructure and the development of green and smart cities.
- (6) Enhancing cooperation on all aspects of migration, mobility and forced displacement
- a) Enhancing cooperation on all aspects of migration and forced displacement including through the EU agencies; strengthening local and international partnerships on migration and forced displacement along key migratory routes;
- b) Strengthening all aspects of migration **management** and asylum governance; enhancing border management, including quality of travel documents and visa systems; ~~strengthening the fight~~**fighting** against **migrant** smuggling ~~of migrants~~ and trafficking in human beings and fostering cooperation on safe, dignified ~~and~~, sustainable **and effective** returns, readmission and reintegration of migrants; as well as ~~addressing the root causes of~~**preventing** irregular migration and forced displacement **and addressing their root causes in partnership with concerned countries**;
- c) Supporting a comprehensive approach to and implementation of legal migration and mobility, including through mutually beneficial Talent Partnerships and exchanges, respecting the competences of the Member States;

- d) Contributing to the provision of international protection, including access to **voluntary** resettlement and complementary pathways, and support to refugees, migrants, internally displaced persons, host communities, and to countries hosting significant refugee or displaced populations.

Annex II.C - Sub-Saharan Africa

(-1) Promoting human development and gender equality

- (a) Supporting greater, inclusive and equitable access to, and improved quality of education, healthcare services and health products including sexual and reproductive health services and comprehensive sexuality education and supporting health, food and nutrition security, and promoting access to climate resilient and safe water supply, sanitation and waste services;**
- (b) Fostering social inclusion, social protection, universal health coverage and the fight against inequalities, with a focus on those in the most vulnerable situations;**
- (c) Promoting gender equality and the rights and empowerment of women and girls, preventing and combatting all forms of sexual and gender-based violence, protecting rights of persons with disabilities and of young people and the rights of the child, and fighting child labour; supporting all individuals' full control of sexual and reproductive health and rights, in consistency with Article 9(6);**
- (d) Contributing to the resilience of partner countries, supporting and reinforcing actions addressing the humanitarian-development-peace nexus, fragility challenges and addressing reconstruction needs as well as macro-economic stability.**

- (1) Supporting inclusive and sustainable growth, **private sector engagement**, promoting connectivity, trade, ~~and~~ decent jobs, **and investments in key sustainable infrastructure**
- a) Supporting sustainable, safe, secure and resilient infrastructure and connectivity, including strengthening sustainable and safe road, rail, air and maritime transport, and promoting smart, inclusive and sustainable mobility, and the uptake of sustainable transport fuels;
 - b) Strengthening the digital and space economy, supporting actions to close the digital divide, advancing secure and trusted digital infrastructures, promoting human-centric digital governance, including the development of modern data management and protection systems for safe data flows, developing data and AI economies, including by supporting AI innovation ecosystems; supporting cybersecurity and cyber capacity-building;
 - c) Fostering **sustainable** energy transition and promoting **sustainable** energy security; investing in energy connectivity and renewable energies; promoting the use of clean energy sources in industry and transport; fostering energy access and energy efficiency;
 - d) Promoting trade, business and investment opportunities, **in particular** ~~(including for companies from the European Union)~~, private sector development **including SMEs**, regulatory convergence with Union's standards, economic integration, diversification **and security** of supply chains, and development of local and regional sustainable value chains;
 - e) Supporting Union trade policy and trade agreements and their implementation;
 - f) Improving the region's capacity to sustainably produce and export critical raw materials and inputs, **with a focus on sustainability, local value addition and security of supply**;

- g) ~~Promoting private sector development and~~ Improving the **macro-economic and business environment** to attract investments and foster decent job creation;
- h) Fostering skills development and decent jobs, as well as research and innovation; **intensifying scientific cooperation, supporting international labour standards, including ILO core labour standards, and international environment standards, and business and human rights principles;**
- i) Supporting Union competitiveness and flexibly responding to economic challenges and opportunities;
- j) Fostering the use of the Union's single currency for trade, financial services and investment within the region and with respect to the Union-;
- k) Mobilising private finance for sustainable development and the climate and energy transition including by developing and scaling up innovative financing.**

(2) ~~Fighting climate change, protecting the environment and biodiversity~~

- ~~a) Supporting climate change mitigation and adaptation, disaster preparedness, and risk reduction, with particular attention to the most vulnerable countries such as least developed countries and small island developing states;~~
- ~~b) Fostering pollution prevention and reduction, and ensuring the protection and preservation of the environment and biodiversity as well as the restoration and sustainable management of ecosystems, including water systems, land, forests and the ocean;~~
- ~~e) Promoting nature-based solutions for sustainable infrastructure and cities, sustainable green, blue and circular economy, including bioeconomy;~~
- ~~d) Supporting sustainable and resilient agriculture, including agroforestry, sustainable fisheries, and sustainable aquaculture.~~

- (3) ~~Enhancing cooperation on all aspects of migration, mobility and forced displacement~~**Fighting and adapting to climate change, protecting the environment and biodiversity**
- a) ~~Addressing the root causes of irregular migration and forced displacement~~**Supporting climate change mitigation and adaptation, disaster preparedness, risk reduction and social resilience, with particular attention to the most vulnerable countries such as least developed countries and small island developing states;**
 - b) ~~Strengthening migration governance and management, enhancing border management, the quality of travel documents and visa systems, fighting against migrant smuggling and trafficking in human beings, and Fostering cooperation on safe, dignified~~**pollution prevention and reduction, including at sea, and ensuring the protection and preservation of the environment and biodiversity, reversing biodiversity loss as well as the restoration and sustainable returns, readmission and reintegration of irregular migrants**~~management of ecosystems, including water systems, land, forests and the ocean;~~
 - c) ~~Supporting and Promoting the use of legal channels of migration and mobility~~**nature-based solutions for sustainable infrastructure and cities, sustainable green, blue and circular economy, including bioeconomy and encouraging diasporas' contributions to the development of the countries of origin;**
 - d) ~~Supporting asylum seekers, refugees, internally displaced and stateless people, as well as their host communities, and promoting their access to protection and durable solutions~~**sustainable and resilient agriculture and food systems, including voluntary repatriation, local integration, and access to resettlement as well as complementary pathways**~~agroecology and agroforestry, sustainable fisheries, and sustainable aquaculture.~~

- (4) ~~Promoting human development and gender equality~~**Enhancing cooperation on all aspects of migration, mobility and forced displacement**
- a) ~~Supporting greater access to and improved quality of education, healthcare services and health products and supporting food and nutrition security, and promoting access to climate resilient and safe water supply, sanitation and waste services~~**Preventing irregular migration and forced displacement and addressing their root causes;**
 - b) **Strengthening migration governance and management, enhancing border management, the quality of travel documents and visa systems, fighting against migrant smuggling and trafficking in human beings, and fostering social inclusion, social protection, universal health coverage and the fight against inequalities, with a focus on the most vulnerable****cooperation on safe, dignified, sustainable and effective returns, readmission and reintegration of irregular migrants;**
 - c) **Supporting and promoting gender equality and the rights and empowerment of women and girls, preventing and combating violence against women and domestic violence protecting rights of persons with disabilities, of young people and of children, and fighting child labour****the use of legal channels of migration and mobility, and encouraging diasporas' contributions to the development of the countries of origin;**
 - d) ~~Contributing to the resilience of partner countries, Supporting and reinforcing actions addressing the humanitarian-development-peace nexus, fragility challenges and addressing reconstruction needs~~**asylum seekers, refugees, internally displaced and stateless people, notably the most vulnerable migrants including children, as well as balance of payment crises;their host communities, and promoting their access to protection and durable solutions, including voluntary repatriation, local integration, and access to voluntary resettlement as well as complementary pathways.**

- (5) Promoting and protecting democracy, rule of law, human rights and good governance
- a) Protecting and promoting human rights, with specific attention to protect the most vulnerable, and democracy, safeguarding the space for civil society organisations and supporting freedom and pluralism of the media, **as well as, facilitating access to trustworthy information; fighting against disinformation and foreign information manipulation and interference;**
 - b) Supporting the rule of law and good governance, including transparency, accountability, institutional oversight, law enforcement, as well as civic space, and the prevention of and fight against corruption, and illegal trafficking, including illicit financial flows;
 - c) Strengthening the respect of human rights and international law, **including international human rights law and international humanitarian law**, with specific attention to protect the most vulnerable;
 - d) Promoting respect for the principles of equality and non-discrimination.
- (6) Contributing to stability, peace and security
- a) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations;
 - b) Supporting ~~peace~~ **peacebuilding**, mediation, stability and conflict prevention **and mine action;**
 - c) Increasing stability and security through judicial cooperation, the fight against impunity, organised crime, cyber and hybrid threats, **radicalisation**, violent extremism and terrorism, **increasing maritime security in line with international law including the United Nations Convention on the Law of the Sea;**
 - d) Contributing to preventing the circumvention of Union restrictive measures-;

- e) **Promoting women’s full, equal and meaningful participation in all levels of peace processes, conflict prevention and post-conflict reconstruction through the implementation of the Women, Peace and Security Agenda.**

(7) Strengthening partnerships

- a) Encouraging regional and cross-regional integration, cooperation, **trade**, dialogue and initiatives **also with the long-term goal of an AU-EU trade agreement, supporting intra-African trade and the African Continental Free Trade Area;**
- b) Promoting policy dialogue with the Organisation of ~~Africa~~**African**, Caribbean and Pacific States, African Union and Regional Organisations;
- c) Promoting intercultural dialogue and cooperation, twinning, mobility, exchange and leadership programmes; promoting the role of cultural diversity in all its forms, and reinforcing cooperation on safeguarding, conservation and enhancement of cultural heritage;
- d) Fostering the establishment of people-to-people partnerships based on common interests, and strengthening skills development through cooperation in the fields of **climate, peace and security, health**, education, youth, culture, sport as well as research and innovation;
- e) ~~Ensuring~~**Strengthening** engagement with civil society, **promoting its meaningful contribution to democratic governance and sustainable development, ensuring engagement with** local authorities and private sector, and strengthening State and local authority institutions and their effective operations in line with their respective mandate;
- f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

- (1) Supporting inclusive and sustainable growth, decent jobs ~~and~~, the digital transformation, **economic security and investments in key sustainable infrastructure**
- a) Supporting sustainable, safe, secure and resilient infrastructure and transport connectivity, including road, rail, air and maritime transport, and promoting smart and sustainable mobility, and the uptake of sustainable transport fuels, **also by facilitating private sector investments;**
 - b) Promoting trade, business and investment opportunities, **in particular** ~~(including for companies from the European Union)~~, private sector development **including SMEs**, regulatory convergence with Union's standards, economic integration, diversification of supply chains, as well as local and regional sustainable value chains;
 - c) Enhancing regional integration, intra-regional trade, business dialogue and business-government dialogue at regional and inter-regional levels;
 - d) Fostering the use of the Union's single currency for trade, financial services and investment within the region and with respect to the Union;
 - e) Promoting secure digital and space economy, supporting actions to close the digital divide, advancing secure and trusted digital infrastructures, promoting human-centric digital governance, ~~including the~~ **including the** development of modern data management and protection systems for safe data flows;
 - f) Facilitating and enhancing investments in critical raw materials and inputs, sustainable and competitive policies on extraction and treatment of minerals **with a focus on sustainability, local value addition and security of supply;**
 - g) Supporting Union trade policy and trade agreements, and their implementation;

- h) Strengthening an inclusive and just transition to green and digital economy and promoting digital governance and e-services as well as the transparency and effectiveness of public finances;
 - i) Fostering skills development and decent jobs, as well as research and innovation, supporting international labour **standards, including ILO core labour standards, and international** and environment standards, and business and human rights principles;
 - j) Supporting Union competitiveness and flexibly responding to economic challenges and opportunities;
 - k) **Mobilising private finance for sustainable development and the climate and energy transition including by developing and scaling up innovative financing.**
- (2) Fighting climate change, protecting the environment and biodiversity
- a) Promoting the protection and conservation of the environment and biodiversity, and ensuring sustainable management and restoration of natural resources, pollution **prevention and reduction, including at sea**, biodiversity preservation, including water systems, land, forests and the ocean;
 - b) Fostering a sustainable green, blue and circular economy, including bioeconomy, green and smart cities and the access to climate resilient and safe water supply, sanitation and waste services;
 - c) Supporting cooperation on environmental challenges, sustainable energy transition, and improved regional energy connectivity as well as promoting energy access, renewable energy and energy efficiency; promoting the use of clean **and sustainable** energy sources in industry and transport;

- d) Supporting regional initiatives and partner countries' efforts and plans for climate change mitigation and adaptation, disaster preparedness and risk reduction in order to support their commitments on climate change and biodiversity, with particular attention to the most vulnerable, in particular least developed countries and small island developing states;
- e) Ensuring food and nutrition security, sustainable and resilient agriculture and sustainable fisheries; **and aquaculture.**
- (3) Promoting human development and gender equality
- a) Supporting **greater, inclusive and equitable** access to, and improved quality of, education, ~~healthcare~~ **health care** services and health products **including sexual and reproductive health services, comprehensive sexuality education** and nutrition;
- b) Fostering social inclusion, social protection, universal health coverage and the fight against inequalities, with a focus on the most vulnerable;
- c) Promoting gender equality and the rights and empowerment of women and girls, protecting rights of persons with disabilities and ~~the rights of the child of children~~ **and fighting child labour, preventing and combating violence against women and domestic violence; supporting and protecting all individuals' full control of sexual and reproductive health and rights, in consistency with Article 9(6);**
- d) Contributing to the resilience of partner countries, supporting and reinforcing actions addressing the humanitarian-development-peace nexus, fragility challenges and addressing reconstruction needs as well as ~~balance-of-payment crises;~~ **macro-economic stability.**

- (4) Enhancing cooperation on all aspects of migration, mobility and forced displacement, **including return and readmissions**
- a) ~~Addressing the root causes of~~ **Preventing** irregular migration and forced displacement **and addressing their root causes, notably in cooperation with partner countries hosting significant refugee and/or displaced populations;**
 - b) Strengthening all aspects of migration governance and management, enhancing border management, including the quality of travel documents and visa systems, fighting against migrant smuggling and trafficking in human beings and fostering cooperation in safe, dignified ~~and~~, sustainable **and effective** returns, readmission and reintegration of irregular migrants;
 - c) Supporting and promoting the use of legal channels of migration and mobility, and encouraging diasporas' contributions to the development of the countries of origin;
 - d) Supporting asylum seekers, refugees, internally displaced and stateless people, notably the most vulnerable migrants including children, as well as their host communities, and promoting their access to protection and durable solutions, including voluntary repatriation, local integration, and access to **voluntary** resettlement as well as complementary pathways.
- (5) Promoting and protecting democracy, rule of law, human rights and good governance
- a) Supporting democracy, the rule of law, good governance, transparency, and accountability, protecting civic space, the prevention of and fight against corruption and impunity, and independent, accountable and efficient justice systems;
 - b) Supporting and ensuring engagement with civil society organisations, **promoting their meaningful contribution to democratic governance and sustainable development; supporting** freedom of the media, **facilitating access to trustworthy information** and empowerment of young people in all policy areas and institutional processes;

- c) Promoting respect for **international law including international human rights law** and international humanitarian law, the principles of equality and non-discrimination, with specific attention to protecting those most at risk.
- (6) Contributing to stability, peace and security
- a) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations;
- b) Supporting ~~peace~~**peacebuilding**, mediation, stability and conflict prevention **and mine action and promoting women's full, equal and meaningful participation in all levels of peace processes, conflict prevention and post-conflict reconstruction through the implementation of the Women, Peace and Security Agenda;**
- c) Increasing stability and security through judicial cooperation, **economic security, maritime security**, the fight against hybrid and cyber threats, **disinformation, foreign information manipulation and interference**, organised crime, illegal trafficking, **radicalisation**, violent extremism, and terrorism;
- ca) **Strengthening security partnerships to promote a regional security architecture based on international law, including the United Nations Convention on the Law of the Sea;**
- d) Contributing to preventing the circumvention of Union restrictive measures.
- (7) Strengthening partnerships
- a) Encouraging regional and inter-regional integration, cooperation, dialogue and initiatives;
- b) Promoting policy dialogue with the Organisation of ~~Africa~~**African**, Caribbean and Pacific States;
- c) Promoting the role of culture and intercultural dialogue, cultural diversity in all its forms, and reinforcing cooperation on safeguarding, conservation and enhancement of cultural heritage;

- d) Fostering the establishment of people-to-people partnerships based on common interests, and strengthening skills development through cooperation in the fields of **health**, education, youth, culture, sport, research and innovation;
- e) ~~Ensuring~~**Strengthening** engagement with civil society, local authorities and private sector, and strengthening State and local authority institutions and their effective operations in line with their respective mandate;
- f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

Annex II.E - Americas and the Caribbean

- (1) Advancing the agenda of just green and digital transitions for sustainable development
 - a) Developing local added value and bi-regional value chains, ~~(including on clean and sustainable energy and critical raw materials and inputs)~~, inclusive and sustainable growth, **trade, private sector development including SMEs**, promoting the development of sustainable production and value chains, research and innovation as well as decent jobs, by building upon European technology to diversify the economies **and supporting international labour standards, including ILO core labour standards, and international environment standards, and business and human rights principles**;
 - b) Leveraging value-based investments to address infrastructure needs in a climate neutral, resilient, and nature-positive economy that meets high environmental, social and governance standards;
 - c) Developing sustainable finance to attract international investors and promoting green investments;
 - ca) **Mobilising private finance for sustainable development and the climate and energy transition including by developing and scaling up innovative financing**;

- d) Fostering a just transition to a sustainable green, blue, digital and circular economy, supporting decarbonisation and resource efficiency in agriculture, transport, forestry, energy, while supporting climate change adaptation;
- e) Supporting sustainable, safe, secure and resilient infrastructure and transport connectivity, including road, rail, air and maritime transport, and the uptake of sustainable transport fuels;
- f) Improving the region's productive and export capacity of critical raw materials with a **focus on sustainability, local value addition and security of supply** ~~focus~~;
- g) Promoting pollution reduction and protecting, preserving, restoring and ensuring sustainable management of ecosystems, such as water systems, land, forests and the ocean; developing sustainable food **and nutrition** systems, **access to climate resilient and safe water supply and water efficiency**, sustainable fisheries **and aquaculture**, nature-based solutions, fighting forest and biodiversity loss;
- h) Advancing digital transformation and **trusted** secure cyber-resilient digital connectivity, including to reduce the digital gap and the gender divide, promoting the space economy, secure and safe data flows and the use of space-based data, in line with EU standards;
- i) Supporting Union competitiveness and flexibly responding to economic challenges and opportunities;
- j) Promoting just transitions, inclusive societies and tackling inequalities in all its forms, enhancing affordable and equal access to skills development and universal access to health and social protection;
- k) Fostering **sustainable** energy transition and promoting **sustainable** energy security; investing in energy connectivity and renewable energies; promoting the use of ~~clean~~**sustainable** energy sources in industry and transport.

- (2) Rolling out a common EU-LAC trade and investment agenda
- a) Improving the conditions for sustainable investment and private sector development through a more conducive business and regulatory environment, promoting business and investment opportunities, **in particular** ~~(including~~ for companies from the European Union), and a regulatory convergence with Union's standards;
 - b) Facilitating trade in goods subject to the legislations related to the EU Green Deal;
 - c) Facilitating joint ventures, exports and decent work creation by ~~small and medium-sized enterprises~~ **SMEs**;
 - d) Ensuring the implementation of trade and association agreements including through technical assistance and business involvement;
 - e) Fostering the use of the Union's single currency for trade, financial services and investment within the region and with respect to the Union.
- (3) Enhancing justice, citizen security and the fight against transnational organised crime, contributing to stability, peace and security
- a) Supporting cooperation and coordination against transnational organised crime, and the financial flows it generates, building bridges between justice and security institutions based on the convergence and harmonisation of rule of law policies and instruments;
 - b) Strengthening partner countries' capacities to respond to the impacts of security and cyber threats and better protecting citizens and the most vulnerable;
 - c) Strengthening partner countries' capacities to secure value chains and logistics;
 - d) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations;

- e) Supporting ~~peace~~**peacebuilding**, mediation, stability and conflict prevention, and **mine action** strengthening the bi-regional ~~partnership~~**partnership** on security and justice;
- f) Increasing stability and security, **including maritime security**, through the fight against hybrid and cyber threats, impunity, corruption, illegal trafficking, **the illicit economy**, violent extremism, and terrorism;
- g) Contributing to preventing the circumvention of Union restrictive measures-;
- h) Promoting women’s full, equal and meaningful participation in all levels of peace processes, conflict prevention and post-conflict reconstruction through the implementation of the Women, Peace and Security Agenda.**
- (4) Promoting human rights, human development, **gender equality**, democracy, **good governance** and rule of law
- a) Protecting and promoting human rights **and international law, including international human rights law and international humanitarian law**, with specific attention to protect **those in the most vulnerable situations**, democracy, rule of law and good governance, including accountability, and the prevention of and fight against corruption, including in relation to organised crime;
- b) Promoting gender equality and the rights and empowerment of women and girls, preventing and ~~combating violence against women and domestic~~**combatting all forms of sexual and gender-based** violence, as well as promoting young people’s empowerment in all policy areas and institutional processes; **supporting all individuals’ full control of sexual and reproductive health and rights, in consistency with Article 9(6);**

- c) Safeguarding the space for civil society, **promoting its meaningful contribution to democratic governance and sustainable development**, and supporting freedom and pluralism of the media **and facilitating access to trustworthy information; and the fight against disinformation and foreign information manipulation and interference;**
- d) Supporting greater, **inclusive and equitable** access to and improved quality of education, healthcare services and health products, **including sexual and reproductive health services and comprehensive sexuality education**, and supporting food and nutrition security, and access to climate resilient and safe water supply and water efficiency, sanitation inclusive of all and waste services, protecting rights of persons with disabilities and **the rights of the child, of children** and fighting child labour;
- e) Fostering social inclusion, social protection and the fight against inequalities, with a focus on the most vulnerable;
- f) Enhancing cooperation on **human mobility and migration management**, including ~~combating~~ **fighting against** migrant smuggling; and **trafficking in human mobility beings, fostering cooperation on safe, dignified, sustainable and effective returns, re-admission and reintegration;**
- g) Contributing to the resilience of partner countries, supporting and reinforcing actions addressing the humanitarian-development-peace nexus, fragility challenges and addressing reconstruction needs as well as ~~balance-of-payment crises~~ **macro-economic stability.**

(5) Strengthening partnerships

- a) Promoting the EU-LAC bi-regional partnership;
- b) Encouraging regional and inter-regional integration, connectivity and cooperation;
- c) Promoting policy dialogue with the Organisation of ~~Africa~~ **African**, Caribbean and Pacific States;

- d) Promoting the role of culture and intercultural dialogue, cultural diversity in all its forms, and reinforcing cooperation on safeguarding, conservation and enhancement of cultural heritage;
- e) Fostering the establishment of people-to-people partnerships based on common interests, and strengthening skills development through cooperation in the fields of **health**, education, youth, culture, sport and research and innovation;
- f) Ensuring engagement with civil society, local authorities and private sector, and strengthening State and local authority institutions and their effective operations in line with their respective mandate;
- g) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

Annex II.F - Global

(1) Supporting human development

- a) Preventing and combatting **global** health threats, such as pandemics and anti-microbial resistance, **applying a one health approach**, strengthening health systems and health equity, promoting universal health coverage, and **supporting all individuals' full control of** sexual and reproductive health and rights, **in consistency with Article 9(6)**;
- b) Supporting inclusive, equitable and quality education, **including comprehensive sexuality education**, and skills, including via global initiatives and research;
- c) Promoting gender equality and empowerment of women and girls and addressing inequalities; **combatting all forms of sexual and gender-based violence**;
- d) Protecting children and young people, promoting youth engagement and empowerment, and empowering persons with disabilities;

- e) Steering and contributing to the global agenda on the governance of migration and forced displacement and supporting the Union commitments in this regard;
 - f) Contributing to the global agenda on decent work for all, including through the promotion of international labour standards, **including ILO core labour standards, and international environment standards, and business and human rights principles**, and universal social protection and social inclusion.
- (2) Advancing a just green and digital transition for sustainable prosperity
- a) Accelerating a just transition to a climate-neutral, resilient, sustainable, green, blue and circular economy, including by supporting global initiatives;
 - b) Strengthening global governance and knowledge on climate, **biodiversity**, food and agriculture, environment, natural resources and the ocean-, supporting global public goods;
 - c) Accelerating the **inclusive design and** deployment of accessible, affordable, inclusive, sustainable, ~~safe and~~ **secure and trusted** digital connectivity, including satellite connectivity, and promoting a human-centric and secure digital economy and global governance;
 - d) Promoting sustainable finance, public and private investments, **the mobilisation of private finance**, sustainable and resilient value chains, responsible business conduct, and supporting the Union's trade policy and economic security in multilateral settings.
- (3) Promoting and protecting democracy, human rights and rule of law
- a) ~~Upholding~~ **Protecting and promoting** human rights and fundamental freedoms, promoting the principles of equality and non-discrimination, protecting and enhancing an enabling civic space, including by empowering human rights defenders and their networks worldwide;

- b) **Protecting, promoting and** supporting democracy, including effective representation and **inclusive** participation also by deploying EU ~~electoral~~**election** observation **and follow-up** missions;
 - c) Addressing threats to democracy, including foreign information manipulation and interference and disinformation, and supporting **and promoting** free and independent media **and facilitating access to trustworthy information**;
 - d) Supporting and protecting the rule of law and international law, including **international human rights law and international humanitarian law also** through international justice mechanisms, transparency and accountability mechanisms;
 - e) Strengthening global and multilateral human rights system, processes and architecture.
- (4) Contributing to peace, security, stability and response to crises
- a) Supporting peace, stability and conflict prevention through foresight, conflict analysis, early warning, peacebuilding, mediation and dialogue;
 - b) Tackling global threats, including, hybrid, space and cyber threats, promoting maritime and aviation security;
 - c) Increasing stability and security through multilateral initiatives against terrorism, radicalisation and violent extremism, as well as global cooperation against illicit trafficking~~and~~, organised crime, **migrant smuggling and trafficking in human beings**;
 - d) Mitigating chemical, biological, radiological and nuclear risks;
 - e) Supporting global initiatives to address climate and environmental risks with a potentially destabilising impact on peace and security;

- f) Supporting global initiatives to curb the use of minerals and other natural resources to finance conflicts and prevent related human rights abuses and risks in supply chains-;
 - g) **Promoting women’s full, equal and meaningful participation in all levels of peace processes, conflict prevention and post-conflict reconstruction, through the implementation of the Women, Peace and Security Agenda.**
- (5) Strengthening partnerships and strategic relations
- a) Upholding multilateralism and multilateral agreements and engaging in global partnerships, including supporting global economic governance and development architecture;
 - b) Supporting global initiatives to combat illicit financial flows, money laundering and tax evasion;
 - c) Strengthening institutional and operational capacities of European and partner countries’ local authority networks and alliances for development;
 - d) Increasing capacities and maintaining partnerships with European and partner countries’ civil society organisations, networks, platforms and alliances to create an enabling environment for citizen participation and civil society action, including in the Union;
 - e) Engaging in public diplomacy **and global education** activities to promote dialogue and mutual understanding.