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**Interinstitutional File:  
2025/0357 (NLE)**

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**14630/25  
DCL 1**

**JAI 1556  
ASILE 94  
MIGR 397  
FRONT 268  
RELEX 1443**

### **DECLASSIFICATION**

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of document: 14630/25

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Subject: Proposal for a Council Implementing Decision on the establishment of the Annual Solidarity Pool for 2026

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Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

**RESTREINT UE/EU RESTRICTED**



**Council of the  
European Union**

**Brussels, 12 November 2025  
(OR. en)**

**14630/25**

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**Interinstitutional File:  
2025/0357 (NLE)**

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**RESTREINT UE/EU RESTRICTED**

**JAI 1556  
ASILE 94  
MIGR 397  
FRONT 268  
RELEX 1443**

**PROPOSAL**

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From: Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director

date of receipt: 11 November 2025

To: Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union

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No. Cion doc.: COM(2025) 796 final

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Subject: Proposal for a Council Implementing Decision on the establishment of the Annual Solidarity Pool for 2026

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Delegations will find attached document COM(2025) 796 final.

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Encl.: COM(2025) 796 final

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14630/25

JAI.1 **RESTREINT UE/EU RESTRICTED**

**EN**



EUROPEAN  
COMMISSION

Brussels, 11.11.2025  
COM(2025) 796 final

2025/0357 (NLE)

Proposal for a

**COUNCIL IMPLEMENTING DECISION**

**on the establishment of the Annual Solidarity Pool for 2026**

DECLASSIFIED

**EXPLANATORY MEMORANDUM**

**1. CONTEXT OF THE PROPOSAL**

• **Reasons for and objectives of the proposal**

Regulation (EU) 2024/1351 of the European Parliament and of the Council on asylum and migration management<sup>1</sup> establishes a mandatory but flexible solidarity framework to support Member States under migratory pressure. It complements the rules on responsibility for examining the applications for international protection registered in the Member States laid down in Part III of Regulation (EU) 2024/1351 as well as the screening<sup>2</sup> and border procedure obligations<sup>3</sup>, allowing for alleviation of the pressure of the Member States faced with disproportionate obligations on a yearly basis.

Pursuant to Article 12 of Regulation (EU) 2024/1351, each year, on the basis of and together with the European Annual Asylum and Migration Report referred to in Article 9 of that Regulation, the Commission should submit a proposal for a Council implementing act establishing the Annual Solidarity Pool necessary to address the migratory situation in the upcoming year in a balanced and effective manner.

The objective of this proposal is to identify the total annual amount of solidarity for the Annual Solidarity Pool at Union level, and to set out the indicative contributions for each Member State for the same period. It is based on the European Annual Asylum and Migration Report for the reporting period of 1 July 2024 to 30 June 2025<sup>4</sup>, projection for 2026<sup>5</sup>, and the Commission Implementing Decision C(2025) 7099<sup>6</sup>.

In compliance with Article 12 of Regulation (EU) 2024/1351, this proposal:

- reflects the annual projected solidarity needs of the Member States identified in the Commission Implementing Decision C(2025) 7099 as under migratory pressure;

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<sup>1</sup> Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013, OJ L, 2024/1351, 22.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1351/oj>.

<sup>2</sup> Regulation (EU) 2024/1356 of the European Parliament and of the Council of 14 May 2024 introducing the screening of third-country nationals at the external borders, OJ L, 2024/1356, 22.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1356/oj>.

<sup>3</sup> Regulation (EU) 2024/1348 of the European Parliament and of the Council of 14 May 2024 establishing a common procedure for international protection in the Union, OJ L, 2024/1348, 22.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1348/oj>.

<sup>4</sup> Communication from the Commission to the European Parliament and the Council - The European Annual Asylum and Migration Report (2025), COM(2025)795.

<sup>5</sup> Staff Working Document "Projection pursuant to Article 9(3)(b) of Regulation (EU) 2024/1351 of the European Parliament and of the Council for the year 2026" classified as "RESTREINT UE/EU RESTRICTED".

<sup>6</sup> Commission Implementing Decision pursuant to Article 11 of Regulation (EU) 2024/1351 of the European Parliament and the of the Council of 14 May 2024 on Asylum and Migration Management, C(2025) 7099.

## RESTREINT UE/EU RESTRICTED

- assesses the projected solidarity needs on the basis of the European Annual Asylum and Migration Report adopted by the Commission pursuant to Article 9 of Regulation (EU) 2024/1351 for the period 1 July 2024 – 30 June 2025, taking into account the relevant qualitative and quantitative criteria, including the overall number of past and projected arrivals, the average recognition rates as well as the average return rates. It also takes into account that the benefitting Member States are not obliged to implement their pledged solidarity contributions;
- identifies the total annual number of required solidarity contributions for the Annual Solidarity Pool at Union level;
- respects the mandatory minimum thresholds for the annual solidarity needs established in Article 12(2) of Regulation (EU) 2024/1351, corresponding to 30 000 for relocations and EUR 600 million for financial contributions;
- maintains the ratio between the relocations and the financial contributions, in accordance with Article 12(3), second subparagraph of Regulation (EU) 2024/1351;
- sets out an indicative percentage of the Annual Solidarity Pool to be made available to Member States under migratory pressure because of a large number of arrivals following search and rescue operations, in accordance with Article 12(5) of Regulation (EU) 2024/1351;
- lays down the annual indicative contributions for each Member State according to the fair share of each Member State. The fair share is calculated according to the reference key set out in Article 66 of Regulation (EU) 2024/1351, i.e. based on the size of the population and the total GDP, giving each a 50% weighting.
- is classified as ‘RESTREINT UE/EU RESTRICTED’ and shall be handled as such in accordance with Council Decision 2013/488/EU.

Pursuant to Article 56(2) and Article 57(4) of Regulation (EU) 2024/1351, Member States may choose between three types of solidarity contributions: (i) relocation; (ii) financial contributions; (iii) alternative solidarity measures. Those solidarity measures are to be treated as being of equal value. All Member States are required to pledge and provide solidarity according to their mandatory fair share as established by Article 66 of Regulation (EU) 2024/1351. It is in their discretion to decide with what type of solidarity measure they will contribute, including the possibility to contribute with a combination of different types of solidarity measures. Pursuant to Article 57(4) of Regulation (EU) 2024/1351, Member States may pledge alternative solidarity measures even if such measures are not identified in the Commission proposal for a Council implementing act. However, Member States pledging alternative solidarity measures should indicate the financial value of such measures, based on objective criteria. Article 63 of Regulation (EU) 2024/1351 also gives the possibility to have responsibility offsets where relocation pledges do not reach the levels set under Article 63(3) of that Regulation.

The Commission Implementing Decision identifies four Member States as Member States under migratory pressure within the meaning of Regulation (EU) 2024/1351: Greece, Cyprus,

Italy, and Spain. The migratory pressure in the latter two is determined due to large number of disembarkations following search and rescue operations.

In identifying the projected solidarity needs for 2026 and to address the migratory situation in a balanced and effective manner, the Commission took into account the quantitative data presented in the European Annual Asylum and Migration Report, the situations identified in the Commission Implementing Decision C(2025) 7099 and the type of pressure Member States face, as well as other qualitative criteria in accordance with Article 12(3) of Regulation (EU) 2024/1351.

The Commission also took into account the new responsibility obligations deriving from screening in accordance with Regulation (EU) 2024/1356, and adequate capacity for the border procedure in accordance with Article 47 of Regulation (EU) 2024/1348. Furthermore, persons arriving in the Union that seek to apply for international protection will have to do so in the Member State of first entry in accordance with Article 17 of Regulation (EU) 2024/1351. All these elements are particularly relevant for the four Member States identified under migratory pressure.

The Commission also considered that, even as the Union aims at achieving a full, sustainable and effective application of the responsibility rules laid down in Regulation (EU) 2024/1351, the timeframes for the shift and cessation of responsibility or the application of responsibility offsets would lead to the situation in which not all applicants will have to be transferred to the Member States under migratory pressure.

The Commission also took into consideration that there are six Member States, notably Bulgaria, Czechia, Estonia, Croatia, Austria, and Poland identified as facing significant migratory situation in the above-mentioned Commission Implementing Decision. Pursuant to Article 62(5) of Regulation (EU) 2024/1351, the Council could, upon their request, authorise those Member States to derogate fully or partially from implementing their pledged solidarity contributions.

The support that the Member States under migratory pressure receive from EU Agencies, in particular the European Agency for Asylum (EUAA), the European Border and Coast Guard Agency (Frontex), as well as support from Union Funds, was also taken into account.

The EUAA supports all four Member States under migratory pressure. In Greece, as of end September 2025, the EUAA operates in 45 locations with 464 staff, providing asylum, reception, training, and infrastructure support. In Italy, the EUAA has deployed 156 personnel to assist with asylum, reception, registration, and information. In Cyprus, a two-year plan signed in 2024 guides efforts, with 107 experts focused on reception and protection. In Spain, EUAA has deployed 43 personnel to support reception, training, and operations in the Canary Islands.

Frontex is also present in all four Member States under migratory pressure. In Greece, Frontex has deployed 661 staff plus patrol vessels and aircraft for border surveillance, screening, and SAR. In Italy, Frontex has deployed 472 staff and significant technical equipment, including vessels and aircraft, to support migration management. In Cyprus, Frontex has 72 personnel to assist with checks and debriefing, alongside technical equipment. In Spain Frontex has

deployed 198 staff across the country, including the Canary Islands, supporting border control under Joint operation Hera.

Under Home Affairs Funds (including AMIF, BMVI and ISF), Cyprus was allocated a total of EUR 378 million for the period 2021-2027. The total allocation for Greece for that same period is EUR 2.059 million. As for Italy, the total allocation amounts to EUR 1.487 million and for Spain the total allocation is of EUR 1.646 million<sup>7</sup>.

In this proposal, the Commission is proposing to establish a Solidarity Pool of 30 000 relocations and EUR 600 million for financial contribution for 2026.

The Commission considers the reference numbers for calculating each Member States' fair share for 2026 to be 30 000 relocations (30 000 being the minimum threshold laid down in Article 12(2), point (a), of Regulation (EU) 2024/1351) and EUR 600 million for financial contribution, (with EUR 600 million being the minimum threshold laid down in Article 12(2), point (b) of that Regulation).

The proposed reference numbers are designed to balance the needs of the four Member States under migratory pressure, taking into account the relevant qualitative and quantitative criteria, the existing trends and projection regarding irregular arrivals, unauthorised movements, as well as the overall situation in the Union, including the number of Member States facing a significant migratory situation and Member States at risk of migratory pressure which are confronted with particular pressures in their systems. At this stage of the process, there are certain elements that are not known, in particular whether all Member States under migratory pressure would want to access the Solidarity Pool, how many relocations will be pledged, whether all Member States identified as facing a significant migratory situation would request and be granted deductions by the Council and, if so, to what extent, and the amount of financial contributions pledged. Following the adoption of the Commission proposal, the Council should convene the High-Level Solidarity Forum within 15 days. The High-Level Solidarity Forum should examine the overall situation and come to a conclusion on the reference numbers for relocation and financial contributions for the year. The Commission will report on progress towards the implementation of the Pact by March 2026.

The Commission notes that this first annual migration management cycle and the solidarity pledges will start being implemented as of mid-2026 when the Asylum and Migration Management Regulation will enter into application. This is an element that the Council may consider for the timing of adopting of this decision and in the process leading to the adoption of the annual Solidarity Pool, keeping the balance between solidarity and responsibility, particularly in relation to the adequate capacity in the border procedure.

- **Consistency with existing policy provisions in the policy area**

This proposal is consistent with Regulation (EU) No 2024/1351 and with the Union policies on the management of migration and asylum as outlined in the Pact on Migration and Asylum adopted in May 2024 more generally.

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<sup>7</sup> These amounts include also the funds allocated for the implementation of the Pact on Migration and Asylum as well as the result of the mid-term review of the Multiannual Financial Framework.

The proposal is based on the European Annual Asylum and Migration Management Report for the reporting period of 1 July 2024 to 30 June 2025, projection for 2026 and the Commission Implementing Decision.

- **Consistency with other Union policies**

This proposal is consistent with the comprehensive, long-term approach to more effective and coherent migration management, as set out in the legislative acts forming part of the Pact on Migration and Asylum involving, *inter alia*, fair share of responsibility and solidarity as well as placing migration at the centre of partnership and cooperation relations with third countries.

A comprehensive approach to migration management is required to enhance mutual trust between Member States, to ensure the consistency of the EU approach on asylum, migration management, external border protection and relations with relevant third countries, whilst recognising that the effectiveness of the overall approach depends on all components being jointly addressed and in an integrated manner.

## **2. LEGAL BASIS, SUBSIDIARITY AND PROPORTIONALITY**

- **Legal basis**

The proposal is based on Article 12 of Regulation (EU) 2024/1351 which requires the Commission to propose to the Council every year an implementing act for establishing the Annual Solidarity Pool necessary to address the migratory situation in the upcoming year in a balanced and effective manner.

- **Variable geometry**

In accordance with Article 4 of Protocol No 21 on the position of the United Kingdom and Ireland in respect of the area of freedom, security and justice, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Ireland has notified, by letter of 14 May 2024, its wish to accept and be bound by Regulation (EU) 2024/1351. Commission Decision (EU) 2024/2088 confirmed such participation. Ireland is therefore taking part in the adoption of this Decision.

In accordance with the provisions of Protocol No 22 on the position of Denmark, annexed to the TFEU, Denmark does not take part in the adoption of this Decision.

This proposal does not constitute a development of the ‘Dublin/Eurodac *acquis*’ within the meaning of the Agreements concluded by the European Community with Iceland, Norway, Switzerland and Liechtenstein associating them to the ‘Dublin/Eurodac *acquis*’. The Associated States may nevertheless decide to voluntarily participate in the Annual Solidarity Pool established by this Decision.

- **Subsidiarity (for non-exclusive competence)**

Title V of the TFEU on the Area of Freedom, Security and Justice confers certain powers on these matters to the European Union. These powers must be exercised in accordance with Article 5 of the Treaty on the European Union, i.e. if and in so far as the objectives of this proposal cannot be sufficiently achieved by the Member States acting alone and, by reason of the scale or effects of the proposed action, can, therefore, be better achieved by the European Union.

- **Proportionality**

In accordance with the principle of proportionality, as set out in Article 5 of the Treaty on European Union, this proposal does not go beyond what is necessary in order to achieve its objectives.

- **Choice of the instrument**

Article 12 of Regulation (EU) 2024/1351 explicitly empowers the Commission to adopt a proposal for a Council implementing act establishing the Annual Solidarity Pool.

### **3. RESULTS OF EX-POST EVALUATIONS, STAKEHOLDER CONSULTATIONS AND IMPACT ASSESSMENTS**

- **Ex-post evaluations/fitness checks of existing legislation**

Regulation (EU) 2024/1351 does not require an ex-post evaluation or fitness check.

- **Stakeholder consultations**

Pursuant to Article 11(1) of the Regulation (EU) 2024/1351, the Commission has consulted Greece, Spain, Italy and Cyprus regarding the migratory pressure they experienced, and their respective solidarity needs.

The Commission proposal is not public. Article 12(6) of Regulation (EU) 2024/1351 requires the Commission to classify the proposal as ‘RESTREINT UE/EU RESTRICTED’ and shall be handled as such in accordance with Council Decision 2013/488/EU.

- **Collection and use of expertise**

n/a

- **Impact assessment**

n/a

- **Regulatory fitness and simplification**

n/a

- **Fundamental rights**

This proposal is fully compatible with and respects fundamental rights and general principles of the Union as well as international law. The legal and procedural safeguards set out in Regulation (EU) No 2024/1351, including access to the procedure for international protection, are applicable also to this proposal.

In particular, by addressing the solidarity needs of the Member States under migratory pressure and alleviating the pressure at their asylum, reception and migration systems, allowing for swift access of the persons concerned to an adequate procedure for examining applications for international protection, this proposal aims to protect the right to asylum and to ensure protection against non-refoulement, as provided for in Articles 18 and 19 of the Charter of Fundamental Rights of the European Union.

#### **4. BUDGETARY IMPLICATIONS**

The Annual Solidarity Pool supports the implementation of Regulation (EU) 2024/1351. The Asylum, Migration and Integration Fund Regulation (the ‘AMIF’ Regulation), as amended by Regulation (EU) 2024/1351, should provide targeted assistance in the form of financial incentives for each person relocated in accordance with that Regulation. In addition, in accordance with Regulation (EU) 2024/1351, the Member State covering the cost of transfers in the context of relocations should receive a financial contribution for each applicant for international protection or beneficiary of international protection transferred to another Member State. No further budgetary statement is deemed necessary.

Financial contributions provided by the contributing Member States shall consist of transfers of amounts from those Member States to the Union budget and shall constitute external assigned revenue in accordance with Article 21(5) of Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council to be used for the purpose of implementing the actions of the Annual Solidarity Pool referred to in Article 56(2), point (b) of Regulation (EU) 2024/1351.

#### **5. OTHER ELEMENTS**

- **Implementation plans and monitoring, evaluation and reporting arrangements**

The Commission should monitor and provide information on the migratory situation through regular reports. Pursuant to Article 15(4) Regulation (EU) 2024/1351, the next European Annual Asylum and Migration Report should present the state of implementation and functioning of the solidarity mechanism, including the implementation of the Solidarity Pool in 2026.

The operationalisation of the Annual Solidarity Pool is to be coordinated by the EU Solidarity Coordinator who will chair the meetings of the Technical-Level EU Solidarity Forum. In accordance with Article 60(6) of Regulation (EU) 2024/1351, the Member States should confirm to the EU Solidarity Coordinator the levels of each solidarity measure implemented during the preceding year. Furthermore, pursuant to Article 70 of Regulation (EU) 2024/1351,

Member States are obliged to keep the Commission, in particular the EU Solidarity Coordinator, informed on the implementation of solidarity measures.

- **Detailed explanation of the specific provisions of the proposal**

Article 1 sets out the reference numbers for solidarity measures in 2026, covering both relocations and financial contributions.

Article 2 sets out the date of application.

Article 3 establishes that the Decision is addressed to the Member States.

DECLASSIFIED

2025/0357 (NLE)

Proposal for a

**COUNCIL IMPLEMENTING DECISION**

**on the establishment of the Annual Solidarity Pool for 2026**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on Asylum and Migration Management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013<sup>8</sup>, and in particular Article 57(1) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) In order to ensure a fair sharing of responsibility, the Annual Solidarity Pool should provide effective support to the Member States under migratory pressure as determined in the Commission Implementing Decision C(2025) 7099<sup>9</sup>.
- (2) In order to ensure that the Annual Solidarity Pool addresses the migratory situation in 2026 in a balanced and effective manner and reflects the annual projected solidarity needs of the Member States under migratory pressure, the assessment of the solidarity needs for 2026 and the reference number to calculate the fair share for each Member State is based on the quantitative and qualitative criteria and analysis included in the European Annual Asylum and Migration Report for the reporting period of 1 July 2024 to 30 June 2025 and projection for 2026<sup>10</sup>, as well as the average recognition rate at Union level, and the average return rate at Union level. All this information was used by the Commission to adopt the Commission Implementing Decision C(2025) 7099 pursuant to Article 11(2) of Regulation (EU) 2024/1351.
- (3) The European Annual Asylum and Migration Report for the period 1 July 2024 – 30 June 2025 assesses the asylum, reception and migratory situation over the previous 12-

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<sup>8</sup> Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013, OJ L, 2024/1351, 22.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1351/oj>.

<sup>9</sup> Commission Implementing Decision pursuant to Article 11 of Regulation (EU) 2024/1351 of the European Parliament and the of the Council of 14 May 2024 on Asylum and Migration Management, C(2025) 7099.

<sup>10</sup> Communication from the Commission to the European Parliament and the Council, “The European Annual Asylum and Migration Report (2025)”, COM(2025)795; Staff Working Document “Projection pursuant to Article 9(3)(b) of Regulation (EU) 2024/1351 of the European Parliament and of the Council for the year 2026” classified as “RESTREINT UE/EU RESTRICTED”.

month period (1 July 2023 – 30 June 2024) along all migratory routes and provides a strategic situational picture and projection for the coming year.

- (4) In its Implementing Decision C(2025) 7099, the Commission identified Greece, Spain, Italy and Cyprus as Member States under migratory pressure in accordance with Article 11(1) of Regulation (EU) 2024/1351. The migratory pressure in Spain and Italy is determined in view of the large number of disembarkations following search and rescue operations. These Member States should inform the Commission and the Council whether they intend to make use of the Annual Solidarity Pool, providing information on the type and level of solidarity measures needed to address the situation. After that, those Member States should get access to the solidarity measures established by the Annual Solidarity Pool.
- (5) In addition to the overall situation in the four Member States identified as under migratory pressure, the identification of the solidarity needs of Member States under migratory pressure takes into account the projection identified in the European Annual Asylum and Migration Report and how they are expected to impact on the Member States identified as under migratory pressure.
- (6) The identification of the solidarity needs for 2026 respects the minimum thresholds established in Article 12(2), points (a) and (b), of Regulation (EU) 2024/1351 and takes into account the fact that the benefitting Member States are not obliged to implement their pledged solidarity contributions.
- (7) The identification of solidarity needs also takes into account the support provided by the European Agency for Asylum, the European Border and Coast Guard Agency (Frontex) as well as funding support that the Member States under migratory pressure received in the reporting period. These are key support measures included in the new Permanent EU Migration Support Toolbox.
- (8) In order to identify the solidarity needs in a balanced and effective manner, the identification of the solidarity needs for 2026 also considers the existing level of unauthorised movements that, despite decrease, continued to pose a challenge in the Union.
- (9) In addition, the identification of solidarity needs takes into account the overall situation in the Union, including the fact that there are 12 Member States at risk of migratory pressure (Belgium, Bulgaria, Germany, Estonia, Ireland, France, Croatia, Latvia, Lithuania, the Netherlands, Poland, and Finland) and that Bulgaria, Czechia, Estonia, Croatia, Austria, and Poland face a significant migratory situation.
- (10) The identification of the solidarity needs also considers the obligation established under Article 63(3), points (a) and (b) of Regulation (EU) 2024/1351 regarding the minimum level of solidarity that needs to be reached.
- (11) The solidarity needs for 2026 for the Annual Solidarity Pool at Union level are to be identified in 30 000 for relocations and in EUR 600 million for financial contributions.

- (12) Given that that the share of arrivals following search and rescue operations in Italy and Spain among all irregular arrivals in the Member States determined as under migratory pressure is 42%, the indicative percentage of the Annual Solidarity Pool to be made available to those Member States should reflect that share.
- (13) The three types of solidarity measures envisaged under Regulation (EU) 2024/1351, notably relocation, financial contributions, and alternative solidarity measures, are considered as being of equal value. It is for each Member State to decide which type of solidarity measure it will pledge, including the possibility to pledge a combination of different types of solidarity measures as well as to pledge exclusively alternative solidarity measures.
- (14) Given the high numbers of unauthorised movements registered in the Union in the reporting period of 1 July 2024 - 30 June 2025 and in the transition phase towards the full functioning of the new responsibility rules, there is significant potential in the first and also the following cycle so that contributing Member States may also contribute to solidarity through responsibility offsets towards applications originating from benefitting Member States, including those that result in responsibility for contributing Member States in the reporting period. Such contributions to solidarity should be agreed by the contributing and benefitting Member States, including in the framework of bilateral arrangements, and they should be taken into account as part of the mandatory fair share of the contributing Member States.
- (15) The Commission's proposal for the Annual Solidarity Pool covers a full year. However, the first annual migration management cycle and the solidarity pledges will start being implemented as of mid-2026, when Regulation (EU) 2024/1351 will enter into application. This is an element that the Council may consider in the process leading to the adoption of the annual Solidarity Pool, keeping the balance between solidarity and responsibility, particularly in relation to the adequate capacity in the border procedure.
- (16) In view of taking a comprehensive approach to migration management at EU level, in parallel to the implementation of the Pact on Migration and Asylum, including Regulation (EU) 2024/1351, legislative work should continue as a matter of priority, particularly on the proposals for a common European system for return and for a Union list of safe countries of origin. Together these would help reduce the overall pressure on Member States' asylum systems and support the functioning of the Pact on Migration and Asylum.
- (17) In accordance with Article 4 of Protocol No 21 on the position of the United Kingdom and Ireland in respect of the area of freedom, security and justice, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Ireland has notified, by letter of 14 May 2024, its wish to accept and be bound by Regulation (EU) 2024/1351. Commission Decision (EU) 2024/2088 confirmed such participation. Ireland is therefore taking part in the adoption of this Decision.
- (18) In accordance with Articles 1 and 2 of Protocol No 22 on the position of Denmark, annexed to the Treaty on European Union and to the Treaty on the Functioning of the

**RESTREINT UE/EU RESTRICTED**

European Union, Denmark is not taking part in the adoption of this Decision and is not bound by it or subject to its application,

HAS ADOPTED THIS DECISION:

*Article 1*

1. This Decision establishes the Annual Solidarity Pool consisting of the following solidarity measures:
  - (a) relocation,
  - (b) financial contributions,
  - (c) alternative solidarity measures.
2. Member States shall have full discretion in choosing the type of solidarity measures listed in paragraph 1 or a combination thereof.

In this context, for the first and also the following cycle, Member States may also contribute to solidarity through responsibility offsets towards applications originating from benefitting Member States, including those that result in responsibility for contributing Member States in the reporting period.
3. The reference number of relocations for the Annual Solidarity Pool at Union level shall be 30 000.
4. The reference number of financial contributions for the Annual Solidarity Pool at Union level shall be EUR 600 million.
5. An indicative 42% of the reference numbers referred to in paragraphs 3 and 4 shall be made available to Member States identified as being under migratory pressure because of large numbers of arrivals stemming from recurring disembarkations following search and rescue operations.
6. The annual contributions for each Member State shall be as set out in the Annex.

*Article 2*

This Decision shall apply from the date of the full entry into application of Regulation (EU) 2024/1351.

*Article 3*

This Decision is addressed to the Member States in accordance with the Treaties.

Done at Brussels,

*For the Council  
The President*

**DECLASSIFIED**