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

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**JAI 1801  
ASILE 115  
MIGR 451  
FRONT 295  
RELEX 1567**

### **DECLASSIFICATION**

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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.



Council of the  
European Union

Brussels, 1 December 2025  
(OR. en)

16047/25

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RESTREINT UE/EU RESTRICTED

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**NOTE**

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From:	Presidency
To:	Delegations
No. Cion doc.:	14630/25+ADD 1 (R-UE/EU-R)
Subject:	Proposal for a Council Implementing Decision on the establishment of the Annual Solidarity Pool for 2026

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Delegations will find below the Presidency's compromise text on the above mentioned proposal, in preparation of the Justice and Home Affairs (JHA) Council on 8-9 December 2025.

Following the two meetings of the High-Level Solidarity Forum on 18 and 27 November 2025, the Presidency has established that there is a very large group of Member States which is of the opinion that overall reference number of the Solidarity Pool should be fixed taking account of the fact that the first Solidarity Pool will come into application only on 12 June 2026.

This would result in an overall reference number of 16.685 relocations (or 333.7 million EUR), which the Presidency has provisionally used to calculate the individual Member State pledges set out in the Annex.

However, the Presidency has also noted the argument that has been made by several Member States that have been declared by the Commission to be under migratory pressure that the overall reference number should then be adjusted to take into account the seasonality of the migration flows. In case one takes into account the seasonality of the migration flows affecting the four Member States for the past three years (2022, 2023 and 2024) for the period of mid-June to the end of the year, the figure of 16.685 relocations should be adjusted upwards to approximately 21.000.

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Whilst a significant number of Member States have signalled a certain degree of flexibility for changing the overall reference number, the Presidency has so far - also taking into account that some Member States have not yet finalised their pledges - not established sufficient support to adapt the overall reference number of 16.685 relocations.

Therefore the individual Member State pledges set out in the Annex are calculated on the basis of that overall reference number. Some Member States have not yet finalised their pledges or still need to see to have them validated.

Additions as compared to the Commission's proposal appear in **bold underlined** and deletions in ~~strikethrough~~.

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## 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>1</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 **for 2026** should provide effective support to the Member States under migratory pressure as determined in the Commission Implementing Decision ~~€(2025)-7099~~ **(EU) 2025/2323** **pursuant to Article 11 (2) of Regulation (EU) 2024/1351**<sup>2</sup>.

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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](http://data.europa.eu/eli/reg/2024/1351_oj).

<sup>2</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, ~~€(2025)-7099-~~**(EU) 2025/2323-**

## RESTREINT UE/EU RESTRICTED

- (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>3</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 ~~€(2025) 7099 pursuant to Article 11(2) of Regulation (EU) 2024/1351~~ **(EU) 2025/2323**.
- (3) The European Annual Asylum and Migration Report for the period 1 July 2024 **to** 30 June 2025 assesses the asylum, reception and migratory situation over the previous 12-month period (1 July 2023 **to** 30 June 2024) along all migratory routes and provides a strategic situational picture and projection for the coming year.

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<sup>3</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”.

## RESTREINT UE/EU RESTRICTED

- (4) In its Implementing Decision C(2025)-7099 **(EU) 2025/2323**, 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~~ **Those** 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 **and are not obliged to implement their pledged solidarity contributions.**
- (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~~ **it is** 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.

## RESTREINT UE/EU RESTRICTED

- (8) In order to identify the solidarity needs in a balanced and effective manner, ~~the identification of the solidarity needs for 2026 also considers~~ **it is necessary to also consider** 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~~ **as [16.685]** for relocations and ~~in~~ **as** EUR 600 **[333.7]** million for financial contributions, **which reflects the fact that the first Union annual migration management cycle and the corresponding solidarity pledges will start being implemented as of 12 June 2026.**

- (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.]
- (12a) Pursuant to Regulation (EU) 2024/1351, the Annual Solidarity Pool needs to set out the contributions as pledged by the Member States during the meeting of the High Level Forum. The High-Level Forum was convened on 13 November 2025 and held meetings on 18 November and 27 November 2025, during which the Member States pledged their solidarity contributions.**
- (13) The three types of solidarity measures envisaged under Regulation (EU) 2024/1351, ~~notably~~ **specifically** relocation, financial contributions, and alternative solidarity measures, are considered as being of equal value. **Pursuant to that Regulation,** 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. **In their implementation, Member States' pledges for financial contributions may be converted into other solidarity efforts.**

- (14) Given the high numbers of unauthorised movements registered in the Union in the reporting period of 1 July 2024 ~~to~~ 30 June 2025 and in the transition phase towards the full functioning of the new responsibility rules, **account needs to be taken of the existing situation in the Member States to support the efficient setting up of the first Solidarity Pool. During this initial transition phase, expected to last for as long as the reporting periods have not taken into account the migratory situation as it prevails once the substantive rules set out in Regulation (EU) 2024/1351 have become fully applicable,** there is significant potential in the first and also the following cycle so that **to attain overall solidarity and fair sharing of responsibility by duly acknowledging and accounting for applicants for and beneficiaries of international protection who in the reporting period of 1 July 2024 to 30 June 2025 have moved from benefitting Member States towards the contributing Member States and applied there for international protection. To that effect, all** contributing Member States may also contribute to solidarity through **other legacy solidarity efforts** responsibility offsets towards applications originating from benefitting Member States, including those that result in responsibility for contributing Member States in ~~the~~ **that** reporting period. Such ~~contributions to~~ **other** solidarity **efforts** should be agreed **bilaterally** by the contributing and benefitting Member States, ~~including in the framework of bilateral arrangements,~~ and ~~they~~ should be taken into account as part **in the implementation** of the mandatory fair share of **solidarity efforts by** the contributing Member States, **while ensuring that, on the basis of relevant cases, all Member States can implement other solidarity efforts in a fair and effective manner, with the EU Solidarity Coordinator facilitating interaction and cooperation among Member States to support a balanced and effective implementation thereof.**

(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.~~

**(15a) This first Annual Solidarity Pool should reflect the fact that it is based on pledges made by the Member States at a time when the substantive rules set out in Regulation (EU) 2024/1351 are not yet applicable and that the first Union annual migration management cycle and the solidarity pledges will start being implemented as of 12 June 2026. In order to ensure in this context an appropriate balance between solidarity and responsibility, particularly in relation to the situation of those Member States that are designated as facing a significant migratory situation according to Commission Implementing Decision (EU) 2025/2323, it should exceptionally be acknowledged that those Member States' pledges may be adjusted accordingly.**

(16) ~~In view of taking~~ **This implementing Decision should aim to contribute to achieving a comprehensive approach to migration management at EU Union level, in parallel to ensuring an essential first step in** the implementation of the Pact on Migration and Asylum, including Regulation (EU) 2024/1351, ~~legislative work should continue as a matter of priority~~ **and also by fostering overall cohesive action in directly connected priority areas**, particularly ~~on~~ **those regarding** the proposals for **establishment of** a common European system for ~~return~~ **returns** and for **of** a Union list of safe countries of origin. Together these would help reduce **In that regard, this implementing Decision should contribute to reducing** the overall pressure on Member States' asylum systems and support **supporting** the functioning of the Pact on Migration and Asylum.

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- (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~~ **27 June** 2024, its wish to accept and be bound by Regulation (EU) 2024/1351. Commission Decision (EU) 2024/2088 confirmed ~~such~~ **that** 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 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~~ **The Annual Solidarity Pool for 2026 as set out in the Annex, is hereby established,**

~~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.~~

## RESTREINT UE/EU RESTRICTED

3. The reference number of relocations **or other solidarity efforts** for the Annual Solidarity Pool ~~at Union level shall be 30 000~~ **for 2026 is [16.685]**.
4. The reference number of financial contributions for the Annual Solidarity Pool ~~at Union level shall be EUR 600~~ **for 2026 is EUR [333.7]** million.
- 4a. The annual solidarity contributions as pledged by each Member State in accordance with Article 13 of Regulation (EU) 2024/1351 are set out in the Annex.**
- 4b. Solidarity contributions of each Member State are shown as the aggregate figures corresponding to the solidarity measures referred to in the first subparagraph of Article 56(2) of Regulation (EU) 2024/1351.**
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 **as set out in Article 85 of that Regulation.**

### Article 3

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

Done at Brussels,

For the Council  
The President

**Member States under migratory pressure pursuant to Commission Implementing Decision (EU) 2025/2323**

<u>Member State</u>	<u>Fair Share</u>	<u>Relocation or other solidarity efforts</u>	<u>Financial contributions (EUR)</u>	<u>Alternative solidarity measures</u>
<u>Greece</u>	<u>1,8585%</u>		<i>pledge under consideration</i>	
<u>Spain</u>	<u>10,0106%</u>		<u>33.400.000</u>	
<u>Italy</u>	<u>12,8565%</u>			<u>42.900.000 (tbc)</u>
<u>Cyprus</u>	<u>0,2048%</u>	<u>34 (tbc)</u>		

**Member States facing a significant migratory situation pursuant to Commission Implementing Decision (EU) 2025/2323**

<u>Member State</u>	<u>Fair Share</u>	<u>Relocation or other solidarity efforts</u>	<u>Financial contributions (EUR)</u>	<u>Alternative solidarity measures</u>
<u>Bulgaria</u>	<u>1,0180%</u>	<u>170 (tbc)</u>		
<u>Czechia</u>	<u>2,1358%</u>		<u>0*</u>	
<u>Estonia</u>	<u>0,2677%</u>		<u>225.000*</u>	<u>225.000*</u>
<u>Croatia</u>	<u>0,6858%</u>		<u>0*</u>	
<u>Austria</u>	<u>2,4076%</u>		<u>[0*]</u>	
<u>Poland</u>	<u>6,6160%</u>		<u>0*</u>	

**\* This figure reflects the aggregate calculation of the Member State pledge corresponding to its fair share adjusted in light of its significant migratory situation for the purposes of setting up the first Annual Solidarity Pool**

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**Other Member States**

<u>Member State</u>	<u>Fair Share</u>	<u>Relocation or other solidarity efforts</u>	<u>Financial contributions (EUR)***</u>	<u>Alternative solidarity measures</u>
<u>Belgium</u>	<u>3,0767%</u>		<u>10.260.000</u>	
<u>Germany</u>	<u>21,6890%</u>	<u>3619**</u>		
<u>Ireland</u>	<u>2,2049%</u>		<u>7.360.000</u>	
<u>France</u>	<u>16,0021%</u>	<u>2670**</u>		
<u>Latvia</u>	<u>0,3234%</u>		<i>pledge under consideration</i>	
<u>Lithuania</u>	<u>0,5474%</u>	<u>46</u>	<u>900.000</u>	
<u>Luxembourg</u>	<u>0,3212%</u>	<i>pledge under consideration</i>		
<u>Hungary</u>	<u>1,6604%</u>	<i>no pledge</i>		
<u>Malta</u>	<u>0,1295%</u>	<u>11</u>	<u>220.000</u>	
<u>Netherlands</u>	<u>5,2154%</u>		<u>17.400.000</u>	
<u>Portugal</u>	<u>2,0108%</u>	<u>300 (tbc)</u>	<u>720.000 (tbc)</u>	
<u>Romania</u>	<u>3,1480%</u>	<u>525</u>		
<u>Slovenia</u>	<u>0,4306%</u>		<u>1.440.000</u>	
<u>Slovakia</u>	<u>0,9856%</u>			<u>3.280.000 (tbc)</u>
<u>Finland</u>	<u>1,4160%</u>		<u>4.720.000</u>	
<u>Sweden</u>	<u>2,7807%</u>		<i>pledge under consideration</i>	

**\*\* For the purposes of setting up the first Annual Solidarity Pool, this figure corresponds to the legacy solidarity efforts when agreed bilaterally by the contributing and the benefitting Member States**

**\*\*\* For the purposes of setting up the first Annual Solidarity Pool, this figure may be converted into other solidarity efforts, including, when agreed bilaterally by the contributing and benefitting Member States, legacy solidarity efforts**