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'I/A' ITEM NOTE

From: General Secretariat of the Council
To: Permanent Representatives Committee (Part 2)/Council
Subject: Proposal for a Regulation of the European Parliament and of the Council
establishing Global Europe
- *Progress report*

I. INTRODUCTION

1. On 17 July 2025, the Commission put forward the proposal for a Regulation of the European Parliament and of the Council establishing Global Europe.
2. The proposal is part of the multiannual financial framework (MFF) package for the period 2028-2034. The Commission proposes that the future Global Europe Regulation integrates and thereby replaces a number of currently existing external financing instruments¹.

¹ NDICI-GE, including funding for MFA, IPA III, the Moldova Facility, the Ukraine Facility, the Western Balkans Facility and Funding for Humanitarian aid.

3. The Global Europe Instrument subgroup of the Ad Hoc Working Group on the Multiannual Financial Framework (AHWP MFF Global Europe) was established under the Danish Presidency, with the task of examining the non-bracketed provisions of the proposal. Its mandate was endorsed by COREPER on 23 July 2025.
4. The discussions of the AHWP MFF Global Europe are taking place in close coordination with the horizontal negotiations being carried out by the horizontal Ad Hoc Working Party – Multiannual Financial Framework (AHWP MFF) – as well as the AHWP MFF subgroups for the European Competitiveness Fund (ECF) and for the National and Regional Partnerships (NRP).
5. The bracketed articles and recitals of the proposal were not discussed in the AHWP MFF Global Europe, but were referred to the AHWP MFF.
6. With the present progress report, the Presidency wishes to inform COREPER on the state of play of the discussions.

II. STATE OF PLAY IN THE COUNCIL

7. Under the Danish Presidency, during the second semester of 2025, the AHWP MFF Global Europe met 12 times, including a mid-term stock-take to evaluate the working methods. The AHWP MFF Global Europe carried out an in-depth examination of the non-bracketed provisions of the legislative proposal in a first round of discussions, which was completed on 24 November. Delegations presented their initial reactions, proposed oral and written amendments and had the opportunity to ask for clarifications. The Commission services provided detailed presentations on the Global Europe legislative proposal, as well as additional information in both oral and written form (*Technical Fiches and presentations*) at the delegations' request.

8. The Danish Presidency has sought the opinions of the European Economic and Social Committee, the European Committee of the Regions and the European Court of Auditors.
9. The Danish Presidency plans to present a first compromise proposal on the Global Europe Instrument, including its Annexes, on 15 December.

III. PROGRESS OF WORK DURING THE DANISH PRESIDENCY

10. The detailed examination of the non-bracketed provisions led to a Presidency compromise text, addressing the issues raised by delegations. The Presidency aimed to incorporate comments and specific text amendments received from Member States during the first round of discussions into the compromise proposal in a balanced and coherent manner, on the basis of a clear set of principles presented to delegations. Among the core principles were the aims of respecting the overall framework of the proposal, applying agreed language when relevant and striking a balance between the broader political lines and more granular detailed wording.
11. Delegations will have the opportunity to provide their initial reactions to the Presidency compromise proposal on 15 December, in the AHWP MFF Global Europe. This work will be further developed and continued during the next Presidency.
12. There is broad support among Member States for a more flexible and simplified instrument. At the same time, delegations are united in calling for a stronger steering role for the Council, which has been a recurring concern in the discussions. Delegations have emphasised that the right balance must be struck between flexibility and predictability. In light of the merging of several current instruments, some delegations are calling for increased visibility for the enlargement countries and for the important role of humanitarian assistance.
13. All delegations emphasise the need to ensure the appropriate involvement of Member States in programming and implementing Global Europe. In general, further discussions will need to be devoted to the link between the proposal, the Financial Regulation and the proposed Performance Regulation, especially regarding transparency in the actions carried out by the Commission.

14. Many delegations have stressed the importance of support for Ukraine, as well as for the enlargement countries. Delegations are calling for an ambitious level of conditionality and visibility, including a clear role for the Council in outlining the performance-based plans and the provision of performance-based loans. Some delegations have expressed concern about the proposed eligibility rules, notably in relation to possibly increased costs.
15. The AHWP MFF Global Europe also held initial discussions regarding the external aspects of migration, which confirmed that a number of delegations would like to see the relevant provisions reinforced through the introduction of an indicative spending target. Some delegations expressed concerns at the operational consequences of the Commission proposal not to provide for any thematic spending targets in the Regulation.
16. Delegations have underlined the need to mainstream the issues related to implementation of the Sustainable Development Goals (SDGs), the eradication of poverty, climate change, gender equality, the rights of women and girls, children's rights and youth. Delegations are concerned at the decrease in the Official Development Assistance (ODA) target and are opposed to allowing the Commission to change the ODA target of 90% by means of a delegated act.
17. Delegations call for further clarification of the ratio between non-programmable and programmable actions, as well as a better definition of the difference between the two. It has been underlined that non-programmable actions should be complementary to programmable actions, which should constitute the vast majority of actions.

IV. CONCLUSIONS

18. Tangible progress has been made on examining the proposal.
19. The Danish Presidency has established efficient working methods and laid the ground for strengthening the text with regard to topics that are important for the Member States, notably a stronger steering role for the Council, reinforced language on core principles of the European Union (*rule of law, democracy, human rights, respect for international humanitarian law and poverty reduction*), a more accurate reflection of the specific status of the enlargement countries, clarification of the interlinkages with other regulations, and the correct ratio between programmable and non-programmable actions.

20. The AHWP MFF Global Europe will continue to examine the draft Regulation under the Cyprus Presidency.
21. The Permanent Representatives Committee is invited to take note of this progress report on the Global Europe proposal and to forward it to the Council.
22. The Council (General Affairs) is invited to take note of this progress report.
