Council of the European Union

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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Proposal for a Regulation of the European Parliament and of the Council establishing Global Europe *- Guidance for further work*

DOCUMENT PARTIALLY ACCESSIBLE TO THE PUBLIC (02.07.2026)

I. INTRODUCTION

1. On 16 July 2025, the Commission submitted its proposal for a Regulation of the European Parliament and of the Council establishing Global Europe[1].

2. The proposal is part of the multiannual financial framework (MFF) package for the period 2028-2034. The Commission proposes that the future Global Europe Regulation integrates and thereby replaces a number of currently existing external financing instruments[2].

3. On 3 December 2025, the European Economic and Social Committee adopted its opinion on the legislative proposal[3].

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1 11758/25 + ADD 1-4.
2 NDICI-GE, IPA III, the Moldova Facility, the Ukraine Facility, the Western Balkans Facility and Funding for Humanitarian aid.
3 16674/25.

4. On 5 February 2026, the European Court of Auditors adopted its opinion on the legislative proposal[4].

II. PROGRESS MADE

5. During the Danish and Cyprus Presidencies, the Global Europe Instrument subgroup of the Ad hoc Working Group on the Multiannual Financial Framework (AHWP MFF Global Europe), **DELETED**, examined the Commission's proposal and three Presidency compromise texts prepared on the basis of written comments and suggestions submitted by delegations.

6. The AHWP MFF Global Europe achieved significant progress on the file, and while delegations still request targeted text adjustments at technical level, the Cyprus Presidency considers most of the text as presented in the latest Presidency compromise proposal[5] to be stable.

III. MAIN OUTSTANDING ISSUES

7. In view of aiming for a Partial General Approach at the meeting of the General Affairs Council on 16 June 2026, the Cyprus Presidency considers that Coreper needs to provide political guidance on the following outstanding issues:

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[4] 6359/26.
[5] 8640/1/26 REV 1.

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IV. QUESTIONS

9. In view of the above, delegations are invited to indicate whether they can agree to the proposed way forward regarding the issues identified in view of reaching a Partial General Approach at the General Affairs Council meeting on 16 June 2026.

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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~~**a 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;

   (c) to promote new Union led or international initiatives or priorities**, in line with priorities set by the European Council or the Council**.

1a. The Commission shall regularly exchange views with the Council on the mobilisation 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 defined in Article 30 (1) (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 strategy report, propose key policy priorities of the Union's external action on an annual basis to the Council to inform a strategic debate. Such strategic debate shall be prepared for each pillar in the appropriate Council preparatory body. The Commission shall take into account in the implementation of the Instrument, including programming, the recommendations from the Council, including on possible review and shifts in policy priorities.**

2. The Commission shall ~~regularly~~ inform **annually** the European Parliament and the Council ~~and, at the initiative of any of those three institutions, have exchanges of views with them. The European Parliament may hold regular exchanges of views regarding its own assistance programmes with the Commission~~**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]**.

In addition, the Commission shall regularly inform the European Parliament and the Council on the implementation of the Instrument, including on programming, and on

the initiative of any of those three institutions, have exchanges of views with them. 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 Commission shall take into account the views expressed by the Council. The European Parliament may hold regular exchanges of views regarding its own assistance programmes with the Commission.

Changes in comparison to the Commission proposal (ST 12002/25) are marked in **bold** for additions and ~~strikethrough~~ for deletions.

Changes in comparison to the revised third Presidency compromise text (ST 8640/26 REV 1) are marked in **bold and grey highlighting** for additions and ~~strikethrough and grey highlighting~~ for deletions.

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(57) **Fully respecting 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 is~~**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 instrumentalization 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. **The assessment of partner countries' cooperation on readmission, should be undertaken in accordance with Article 25a of Regulation (EC)No. 810/2009 and with Article 8 of Regulation (EU) 2018/1806 by the Commission services in consultation with the EEAS and based in particular on information from Member States. Commitments and standards established by international humanitarian law, international human rights law and international refugee law as part of their 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.

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Article 12

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 ~~provision~~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**, incentives,** and the necessary leverage through a flexible **incitative** approach with, as appropriate within this context, possible changes in allocation of funding related to 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 the context of migration management, if a partner country fails to respect international law, including international humanitarian, human rights and refugee law and its international law obligation to readmit its nationals,** ~~In case the Commission services, in consultation with EEAS, identifies~~**If** ~~serious shortcomings in a partner country, related in particular to the obligation to readmit its own nationals from the~~**are identified in accordance with Article 25a of Regulation (EC)No. 810/2009 and with Article 8 of Regulation (EU) 2018/1806 by the Commission services in consultation with the EEAS and based in particular on information from** ~~Member States,~~ the Commission may **fully or partially** suspend payments or the implementation of **one or more actions, following consultation with the partner country concerned. Before taking such a decision, the Commission shall consult ~~inform~~ the Council on the**

political appropriateness thereof and take into consideration any of its views expressed. When considering such measures, the Commission shall take into account the Union's 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~~a programme~~. In no case ~~the suspension~~ shall **such measures** affect humanitarian assistance. **DELETED**

~~4. To assess the existence of the serious shortcomings referred to in paragraph 3, and following consultations with the beneficiary country, the Commission shall rely on the assessments carried in accordance with Article 25a of Regulation (EC) No 810/2009[6] and with Article 8 of Regulation (EU) 2018/1806[7], while taking into account the Union's overall relations with the beneficiary country concerned, including in the field of migration, as well as the principle of proportionality.~~

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~~**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 inform the Council and take into consideration any of its views expressed.**

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~~6 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).~~

~~7 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).~~

(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**. Taking into account the high political importance of the performance-based plans for the Neighbourhood East partners 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 ~~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 powers~~[8]. ~~Those~~ Uniform conditions should be amended if developments so require.

(87a) In view of the importance of the financial effects and the volume of the support to Ukraine implemented through ~~under~~ 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 Ukraine, implementing powers should be exceptionally conferred on the Council. These should cover the approval of the Commission's positive

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[8] ~~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).~~

assessment of the performance-based plan or, where applicable, of its amendment. Moreover, these should also cover establishing the satisfactory fulfilment of the conditions for payments under the performance-based plan for Ukraine. These decisions are without prejudice to the Commission's powers to implement the budget in accordance with this Regulation and Regulation (EU, Euratom) 2024/2509.

Article 31

~~**Adoption of further i**~~**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 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)~~.

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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 decisions 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 decisions.

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

3. Where the situation of Ukraine has changed, the Commission may, where appropriate, submit a legislative proposal for a Regulation amending paragraph 2 of this Article and a proposal for amending the Council implementing act referred to in paragraph 1 of this Article.

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