



Plenary sitting

A10-0277/2026

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*****I**

REPORT

on the proposal for a regulation of the European Parliament and of the Council
establishing Global Europe
(COM(2025)0551 – C10-0175/2025 – 2025/0227(COD))

Committee on Foreign Affairs
Committee on Development

Rapporteurs: Michael Gahler, Robert Biedroń

Symbols for procedures

- * Consultation procedure
- *** Consent procedure
- ***I Ordinary legislative procedure (first reading)
- ***II Ordinary legislative procedure (second reading)
- ***III Ordinary legislative procedure (third reading)

(The type of procedure depends on the legal basis proposed by the draft act.)

Amendments to a draft act**Amendments by Parliament set out in two columns**

Deletions are indicated in ***bold italics*** in the left-hand column. Replacements are indicated in ***bold italics*** in both columns. New text is indicated in ***bold italics*** in the right-hand column.

The first and second lines of the header of each amendment identify the relevant part of the draft act under consideration. If an amendment pertains to an existing act that the draft act is seeking to amend, the amendment heading includes a third line identifying the existing act and a fourth line identifying the provision in that act that Parliament wishes to amend.

Amendments by Parliament in the form of a consolidated text

New text is highlighted in ***bold italics***. Deletions are indicated using either the ***■*** symbol or strikeout. Replacements are indicated by highlighting the new text in ***bold italics*** and by deleting or striking out the text that has been replaced.

By way of exception, purely technical changes made by the drafting departments in preparing the final text are not highlighted.

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DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

**on the proposal for a regulation of the European Parliament and of the Council
establishing Global Europe
(COM(2025)0551 – C10-0175/2025 – 2025/0227(COD))**

(Ordinary legislative procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to Parliament and the Council (COM(2025)0551),
 - having regard to Article 294(2) and Articles 209 and 212, and Article 322(1) of the Treaty on the Functioning of the European Union, pursuant to which the Commission submitted the proposal to Parliament (C10-0175/2025),
 - having regard to Article 294(3) of the Treaty on the Functioning of the European Union,
 - having regard to the budgetary assessment by the Committee on Budgets,
 - having regard to the reasoned opinions submitted, within the framework of Protocol No 2 on the application of the principles of subsidiarity and proportionality, by the Portuguese Parliament and the Spanish Parliament, asserting that the draft legislative act does not comply with the principle of subsidiarity,
 - having regard to Rules 60 and 58 of its Rules of Procedure,
 - having regard to the opinions of the Committee on Fisheries and the Committee on Women's Rights and Gender Equality,
 - having regard to the report of the Committee on Foreign Affairs and the Committee on Development (A10-0277/2026),
1. Adopts its position at first reading hereinafter set out;
 2. Calls on the Commission to refer the matter to Parliament again if it replaces, substantially amends or intends to substantially amend its proposal;
 3. Instructs its President to forward its position to the Council, the Commission and the national parliaments.

Amendment 1

AMENDMENTS BY THE EUROPEAN PARLIAMENT*

to the Commission proposal

2025/0227 (COD)

Proposal for a

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 the programme Global Europe (the ‘Instrument’) with a view to upholding and promoting the Union’s values, principles and ***geopolitical*** 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)***.
- (1a) ***Union action should promote respect for and be rooted in international human rights law, including the Universal Declaration of Human Rights, and in international humanitarian law, and should be guided by the universality and indivisibility of human rights.***
- (2) In accordance with Article 21 TEU, ***which sets out the principles guiding the Union's external action***, 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

* Amendments: new or amended text is highlighted in bold italics; deletions are indicated by the symbol **■**.

¹ OJ L..., p.

² OJ L..., p.

ensure the effectiveness of the Union's external action, the Instrument should ***be consistent with the foreign and security policy and*** serve a wide range of Union policies, in particular the enlargement, neighbourhood, international partnerships, humanitarian aid policies, and the external aspects of its other policies, fostered through a broad array of tools, ***with maximum efficiency and based on clearly defined strategic priorities, while ensuring sound financial management, transparency and accountability in the use of Union funds, and enabling the European Parliament to exercise its scrutiny role.***

- (2a) ***The Union is to ensure policy coherence for development cooperation as required by Article 208 TFEU. The Union should take account of the objectives of development cooperation in the policies that are likely to affect partner countries and populations globally, which will be a crucial element of the strategy to achieve the Sustainable Development Goals (SDGs) defined in the 2030 Agenda for Sustainable Development ('2030 Agenda') adopted by the United Nations (UN) in September 2015. Ensuring policy coherence for sustainable development, as embedded in the 2030 Agenda, requires taking into account the impact of all policies on sustainable development at all levels nationally, within the Union, in other countries and at the global level.***
- (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 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. ***The Union should ensure clarity in the distribution and exercise of external action competences among the relevant actors, namely the HRVP, the President of the Commission, and the President of the European Council.***
- (4) The implementation of the Instrument should be guided by ***a coherent strategic foreign policy framework, rooted in overarching EU principles and foreign policy objectives. That strategic foreign policy framework includes the Strategic Agendas of the European Council, political Strategies and Action Plans such as the Action Plan on Human Rights and Democracy put forward by the EEAS and the Commission, initiatives such as the Pact for the Mediterranean,*** relevant European Parliament resolutions and the Political Guidelines of the Commission, which ***define*** the Union's vision, strategic orientations and priorities, ***in full consistency with the legal basis and primary objectives of the Instrument.*** While leveraging the Union's power and partnerships, the external action implemented under the Instrument should protect and promote Union values, ***including the protection of human rights, democracy and the rule of law,*** strengthen peace and security, ***promote sustainable development, contribute to the eradication of poverty, promote stability, in particular of its closest neighbours, promote social inclusion and gender equality, support livelihoods, strengthen environmental resilience*** and bolster preparedness, ***resilience,*** prosperity and competitiveness of the Union. To advance the Union's ***principles*** and interests in its external action, the Union should work in partnership with partner countries and international organisations ***and civil society organisations, based on mutual respect,***

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>).

shared interests and effective multilateralism.

- (4a) *In the implementation of this Regulation, the European Parliament should be able to provide and exercise political control as laid down in Article 14 TEU, as well as exercise oversight, and the Council should be able to exercise its coordinating function. That cooperation should not preclude other exchanges on the basis of loyal cooperation between Union institutions, such as with the Chairs of committees of the European Parliament, working groups, standing rapporteurs or rapporteurs of relevant reports in the European Parliament. The Commission, which is responsible for the implementation of the Instrument, should provide meaningfully detailed written information, including at the administrative level. The Commission should make every effort to deliver high-quality written clarifications with necessary background explanations. Those background briefings or fiches should, where relevant, facilitate the tracking of budget performance and build on information contained in the Performance Regulation, providing more country- or theme-specific granularity to inform policy discussions.*
- (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, in accordance with the European Consensus on Development*, and support the achievement of its global commitments *while preserving the Union's fundamental and strategic interests. The Instrument should contribute to strengthening resilience in fragile contexts and linking humanitarian aid and development action, particularly through rapid response actions as well as relevant programming tools, while ensuring respect of humanitarian principles.*
- (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 *including ex-ante risk and compliance assessments for all major allocations and to ensure predictability*. That approach should be complemented, where relevant, by non-programmable geographic actions, including actions concerning humanitarian aid, macro-financial assistance, addressing crisis, peace, *conflict prevention* and foreign policy needs, *including supporting unforeseen democratic openings*, and enhancing resilience and competitiveness, as well as global programmable and non-programmable actions. *In order to ensure effective delivery, the implementation of the Instrument should reduce administrative burden and facilitate access to funding for local authorities and civil society organisations, including women's rights and women-led organisations, in particular in fragile, conflict and post-conflict settings.*
- (7) Geographic programmable actions, *based on multiannual indicative programmes reflecting the general principles of the Union's external action*, should frame the Union's cooperation with partner countries and regions in the medium and long-term to build mutually beneficial partnerships *guided by partner countries' needs and the Union's interests based on shared ownership, and based on mutual trust, stability and predictability, including through stable and adequate financial allocations to support the implementation of bilateral and bi-regional legal and political commitments, while taking into account situations of fragility, vulnerability and evolving needs in partner regions. Geographic programmable actions should*

constitute a large majority (XX%) of the total indicative financial envelope of the Instrument. Non-programmable actions should be complementary to programmable actions, while respecting the independent, needs-based and principled nature of humanitarian aid.

- (8) While the budget to finance the Union's humanitarian aid operations should be made available under this Instrument, ***with a minimum amount of EUR 25 billion***, such operations should be implemented in accordance with the Humanitarian Aid Instrument established by Council Regulation (EC) No 1257/96⁴ ***in order to respect the needs-based nature of humanitarian aid and the humanitarian principles of neutrality, impartiality and independence. That amount should constitute a guaranteed minimum and not a ceiling, in view of the increasing number and duration of humanitarian crises. Additional humanitarian needs should be addressed through the emerging challenges and priorities cushion. In order to ensure the predictability, continuity and effectiveness of programmed actions, transfers from programmed geographic actions to humanitarian aid actions should be limited to exceptional circumstances where the implementation of programmes would otherwise be impossible.***
- (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 ***and coherently apply the existing pre-condition of respect for human rights and effective democratic mechanisms.***
- (9a) ***Macro-financial assistance financed under or in coordination with the Instrument should be granted only to partner countries that have a current International Monetary Fund programme or a credible balance-of-payments financing arrangement, that demonstrate ownership of structural reforms and sound public-financial-management. Macro-financial assistance should not be used as a complementary financial benefit associated with the conclusion of a trade, investment or strategic agreement between the Union and the partner country concerned and should in all cases follow the standard legislative procedure applicable to macro-financial assistance acts, with full European Parliament and Council scrutiny.***
- (10)
- (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 and contribute to the preparedness and adaptability of partner countries to pressure and shocks***, including in responding to and reinforcing actions addressing fragility, crisis and supporting the humanitarian-development-peace nexus, address ***conflict prevention and resolution, civilian conflict resolution and post-conflict recovery and reconstruction needs as well as balance of payment crises, and may contribute, inter alia, to global early warning systems and disaster prevention and preparedness mechanisms. Non-programmable resilience actions should complement programmable resilience actions.***

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>).

- (12) Competitiveness actions should enable the Union ***to address economic security and*** to respond to economic challenges and swiftly seize opportunities to support Union ***sovereignty and*** competitiveness, including via the support to the external dimension of Union internal policies. Where relevant, they should contribute to building comprehensive mutually beneficial packages with partner countries ***and contributing to reducing dependencies and diversifying partnerships, in particular through securing reliable and diversified critical supply chains. Non-programmable competitiveness actions should complement programmable actions and may support, inter alia, cooperation in the areas of raw materials, infrastructures, clean energy, sustainable transport fuels, clean technologies, connectivity and the governance of emerging digital technologies. This instrument should contribute to the development of a competitiveness framework in line with its values and political objectives and that competitiveness should foster not only economic growth, but also social, economic and territorial cohesion and environmental sustainability.***
- (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, ***or an opportunity to support***, peace, democracy, ***rule of law*** , the protection of human rights and fundamental freedoms. ***Those actions should be implemented in close cooperation with partner organisations or like-minded countries. EU external action should also focus on a preventive dimension, particularly with regard to democratic backsliding, that should be identified and addressed in advance.*** 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, ***democratic opening*** or natural disasters including the security and safety of individuals, in particular those exposed to sexual and gender-based violence, ***including through prevention measures, survivor-centred protection and support services, access to justice and accountability mechanisms, as well as vulnerable communities***, in situations of instability ***and inequality***; or threatening to escalate into armed conflict or to severely destabilise the partner country or countries concerned. They should also support innovative initiatives to address foreign policy needs across political, economic, ***digital*** and security issues, ***protect communities in regions affected by resource extraction*** and enable the Union to act where there is a window of opportunity to achieve its objectives, which are difficult to address by other means.
- (13a) ***The Union should also pursue accountability, both from state and non-state actors, particularly with regard to human rights violations. This should also include support to a multilateral system based on international law, as well as to the International Criminal Court (ICC), its officials and partners.***
- (13b) ***In situations of conflict, fragility and post-conflict recovery, the Instrument should contribute to the implementation of the Women, Peace and Security agenda, including by ensuring the meaningful participation of women in peace processes, conflict prevention, security sector reform and reconstruction efforts.***
- (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, ***in particular to reduce and eradicate poverty in line with the primary objective of the Union's development cooperation policy set out in Article 208 TFEU, while applying an approach that takes into account the needs and priorities of partner countries, develop close relations with its neighbours***, contributing simultaneously to the sustainable development of partner countries and to the Union's strategic, ***economic and security*** interests. It should allow the Union to be better positioned to address global challenges, including the fight against climate change, ***the adaptation to water scarcity, food security*** and biodiversity protection. It should also ***contribute to the strengthening of economic resilience, including by reducing strategic dependencies and supporting resilient and sustainable value chains, and provide a value-based offer and increased economic and trade opportunities to the mutual benefit of the Union and partner countries, including through initiatives such as the Global Gateway strategy.***
- (15a) ***The Union should ensure that sufficient resources should be made available to advance sustainable development commitments and dialogues agreed by EU leaders in bi-regional summits and agreements, especially in relation to climate change, resilience, reducing inequalities, debt distress, biodiversity loss, food insecurity, and strengthening social cohesion, including through the design and implementation of public policies that reinforce care systems, also taking into account the particular needs and vulnerabilities of Small Island Developing States.***
- (15b) ***The Union should address global water-related challenges, including pressures on both water availability and quality, which are of increasing importance. In line with the Union's commitments made at the 2023 United Nations Water Conference, this Instrument should support the external dimension of the European Water Resilience Strategy, in particular by assisting partner countries in developing and implementing integrated approaches to water resources management.***
- (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

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>).

law, *international law, in particular the UN Charter, including the Geneva Conventions*, 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, **gender** 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, 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. 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 the Union has the capacity to integrate the new member. A firm commitment to ‘fundamentals first’ approach, which requires a strong focus on the rule of law, the fight against 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. *In order to ensure consistency and predictability of Union support across the enlargement process, governance arrangements for performance-based support should follow a coherent approach for all candidate countries and potential candidates.*
- (18) *The Instrument should support candidate countries and potential candidates in attaining the necessary reforms. Support under the Instrument should be strictly conditional on sustained and verifiable progress, including full respect for good neighbourly relations and binding bilateral agreements. In cases of serious or persistent democratic backsliding, funding should be reduced, suspended or reallocated.* The enlargement policy of the Union is a strategic **and geopolitical necessity** and investment in peace, security, stability and prosperity in Europe and allows the Union to be better positioned to address global challenges **while reinforcing the collective sovereignty of its Member States against external pressure and non-recognition**. 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 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. *The transformative potential of enlargement will be maximised by anchoring the accession process in social and economic convergence. This instrument should support candidate countries in achieving this convergence. Specific transitional arrangements should be established for candidate countries in the post-negotiation phase, including continued access to funding under the Instrument and targeted Union action for final-stage convergence, coupled with strict rule-of-law conditionality. The partners should take ownership and fully commit to European values as well as to upholding a global order based on rules and values. This*

includes full alignment with the Union's common foreign and security policy.

- (18a) *The indicative amounts for candidate countries and potential candidates should also serve to promote cooperation with the EU bordering regions. In order to support strong local ownership, which underpins a successful accession process, the Commission should create dedicated capacity-building measures and funding streams within the Global Europe framework to support candidate countries and potential candidate's municipalities in implementing the EU acquis and EU-aligned public services.*
- (18b) *EU financial assistance to Georgia and the Republic of Serbia should follow strict conditionality. The suspension of all financial bilateral assistance directly benefiting the authorities of Georgia and the authorities of Serbia should be continued until further notice, whilst simultaneously increasing funding for Georgian and Serbian civil society and independent media. Independent civil society should receive increased support where state-level conditions are not met. The EU should strengthen its strategic communication and presence in Serbia to counter anti-EU narratives.*
- (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 support to Ukraine to maintain functions of its government, provide public services, as well as to support the **security**, recovery, reconstruction and modernisation of the country, **ensuring that all financial assistance is subject to ex-post audits, and reporting to the European Parliament in line with EU financial safeguards**. The Instrument should provide the framework for assistance for the fast recovery, reconstruction and 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. 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. **Such support should ensure the meaningful participation of women in reconstruction, public administration reform and economic recovery, including measures addressing conflict-related sexual violence and promoting alignment with the Union acquis in the field of gender equality.**
- (19a) *Given the unprecedented scale of the financial assistance to Ukraine in the form of loans and the associated borrowing on capital markets, it is imperative to safeguard the Union's external action capabilities. To ensure that support for Ukraine does not negatively impact the funding available for other partner countries and global priorities under this Instrument, any borrowing costs, interest rate subsidies, and debt servicing obligations arising from these loans should be treated separately. The necessary appropriations for such debt servicing should be mobilised exclusively over and above the ceilings of the multiannual financial framework. In addition, the support should also focus on the development of connectivity between Ukraine and the Union, including with Interreg.*
- (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 the Black Sea region**, and 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, **based on increased diplomatic activity and economic cooperation offers**, taking into account the inter-relations among these regions. It should deepen relations with the Middle East, North Africa and Gulf regions, in line with the respective strategic frameworks and formal agreements, in particular through mutually beneficial and tailored partnerships in areas of mutual interests, respecting the values and principles of the Union, **and taking into account the strategic importance of the regions for the Union's stability, security and economic interests. One of the priorities should be to provide stable, sufficient, and predictable financial support for the reconstruction of Gaza. The Union should take a leading role in the global efforts to mobilise funds for this reconstruction. Participation from partners in the region should also be considered under additional instruments, such as the Palestine Donor Group. The EU should ensure that this support provides agency for the Palestinian people in the reconstruction process, and that it actively contributes to the realisation of the two-state solution. Particular emphasis should be placed on restoring critical infrastructure, housing and rubble management. Such support should be accompanied by strict safeguards on transparency, accountability and the prevention of any misuse of Union funds. A financial envelope should be earmarked to that effect in the Middle East, North Africa and the Gulf geographic pillar. Adequate resources under the Middle East, North Africa and the Gulf geographic pillar should also be devoted to sustaining reconstruction efforts in Syria and Lebanon. The approach must be in line with partner countries' development plans, locally defined needs, and in consultation with local actors, including civil society. This approach should be pursued in coherence with the objectives of the Pact for the Mediterranean and the Union's Middle East strategy.**
- (22a) **A principled-based approach focused on human rights and democracy to the Southern Neighbourhood region is essential, considering the existential interest for the Union in a stable, safer Southern Neighbourhood where human rights and democracy are widely observed and protected.**
- (22b) **The Union should, in particular, ensure robust and sustained support for the priorities enshrined in the Pact for the Mediterranean, while fully leveraging the capacity of its financial instrument to act as a vector for blended finance and the structured mobilisation of public and private investment from regional partners, international financial institutions, and thereby multiplying the strategic impact and coherence of the Union's external action across the Mediterranean region, in order to reinforce initiatives promoting dialogue, regional cooperation, the active involvement of citizens, civil society organisations, social partners, chambers of commerce and local authorities, thereby contributing to lasting stability, mutual understanding and a more peaceful and secure region.**

- (23) The Union's international partnerships aim at developing relations and **building** partnerships with partner countries, 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 in line with the European Consensus on Development**. 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, **its prosperity, security and sovereignty and to promote a rules-based international order, democracy, human rights and the rule of law**, to foster **multilateralism**, the sustainable economic, social and environmental development of partner countries **and to reduce fragility**.
- (24) The implementation of the Instrument should support the Global Gateway strategy¹⁰ **and its 360-degree approach**, the Union's external investment strategy **to advance and strengthen its geopolitical role by integrating foreign, economic and development cooperation policies** to advance the sustainable development goals together with partner countries, **leveraging private sector investments to the benefit of partner countries and the Union**. As **one of the pillars** of the Union's **external action**, it aims at **supporting** the development of secure, **accessible** and quality infrastructure, **connectivity and policy cooperation with** partner countries **in order to contribute to** sustainable prosperity, **social inclusion and decent job creation, the Union's economic resilience and diversification of supply chains**, thereby strengthening **mutually beneficial partnerships**. **Global Gateway should be complemented by investments in human development and local communities**. This strategy leverages investments in sustainable and secure infrastructure with a focus on **digital**, climate and energy, transport, health, **education and research sectors, while supporting partner-country ownership and debt sustainability**. It supports countries **in seeking** to enhance their resilience **and socio-economic development** in a **fair and sustainable** manner, while strengthening partnerships that are important for the Union's open strategic autonomy. Global Gateway **should remain** a value-based offer that **advances** high social, environmental, **labour**, governance and financial standards **as well as** democracy, the rule of law and human rights, **and gender equality, including by supporting investments in democratic resilience, transparency and accountability, to create an enabling environment for investment**. **The implementation of Global Gateway should also help to reduce dependencies, including on the supply of critical raw materials**.
- (24a) **In order to ensure transparency, accountability and democratic oversight, the implementation of the Global Gateway strategy should be accompanied by clear reporting on financing, the rationale for project selection, including risk-assessment, the expected development and strategic outcome and ex-post reporting on results achieved**.
- (24b) **In order to guarantee budgetary control and democratic accountability, representatives of the European Parliament should be members of the Global Europe Investment Board which should also function as the Global Gateway Board, defining and selecting Global Gateway projects. A Global Europe dialogue with the European Parliament comprising of the HRVP and all Commissioners in charge of implementing the Instrument should be established and convened twice a year to**

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.

review progress towards the common and specific geographic and horizontal objectives. Progress should be measured on the basis of established indicators and the procedures as formulated in the Performance Regulation.

- (25) The Union should engage in contexts *of vulnerable to high instability, conflict and humanitarian risk*, experiencing ■ high levels of fragility *in* conflict areas, and other complex settings, supporting them through a differentiated approach to address the root causes of fragility while providing access to basic services and promoting the resilience of populations, along the humanitarian-development-peace nexus *and, where relevant, support governance, economic resilience and conditions for sustainable investment and enabling conditions for human rights, democracy and rule of law support.*
- (26) The Instrument should contribute to preserving peace, *promoting peaceful conflict resolution*, preventing conflicts, *supporting post-conflict recovery* and strengthening international *stability and* security, *including maritime security*. In line with the ProtectEU Strategy¹¹, the Instrument should contribute to a coherent and comprehensive approach to security to enhance the Union's security. *In this regard, the promotion of human rights, democracy and rule of law should take a pre-eminent role, since a world of democracies is an altogether safer world. The EU should also take the necessary steps to reinforce its intelligence information system to address external threats to the EU, in order to be able to react rapidly and effectively, as well as to better protect its interests abroad. That system should promote the establishment of an automatic and continuous flow of intelligence from Member States to the EEAS on foreign and security issues occurring outside the Union.*
- (27) The Instrument should strengthen democratic resilience in partner countries, *particularly in regions facing geopolitical instability and external interference, including by supporting democratic institutions and independent oversight bodies and actors demonstrably committed to democratic values, transparency and accountability, and including by supporting representative democratic institutions, such as parliaments and democratic political parties*, including by countering *hybrid threats*, foreign information manipulation and interference, *for example from Russia and China*, empowering free and pluralistic media, *in line with the OECD Development Co-operation Principles for Relevant and Effective Support to Media and the Information Environment*, promoting citizens' engagement, *protecting civic space*, ensuring the fairness and integrity of electoral and other democratic processes, *including anti-corruption bodies and an independent judiciary* and by engaging in public diplomacy activities. *Union support should exclude entities linked to foreign interference or actions undermining Union fundamental values and principles. Support should be differentiated based on the credibility of reform efforts and the accountability of partner institutions. A strong focus of such actions should be countering anti-EU narratives as well as promoting EU cultural diplomacy as a venue for counternarrative efforts. The Union should also ensure adequate resources to the EEAS to effectively combat anti-EU disinformation campaigns and narratives deployed strategically by authoritarian and illiberal regimes that seek to*

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.

undermine Union external action in third countries. In this regard, the Union should seek increased cooperation with UN agencies working on the ground, particularly in conflict zones, as they have direct access to and enjoy the credibility of local communities.

- (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 2015¹², 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 ***including through support for humanitarian demining and post-conflict recovery***. This instrument should support reforms and investments that strengthen disaster risk and crisis management, ***including as regards environmental disasters and maritime pollution control***, invest in climate resilience, and enhance the resilience of vital societal functions. The Instrument should therefore contribute to strengthening the humanitarian-development-peace nexus. ***The Instrument should also strengthen partner countries' health systems and global pandemic prevention and preparedness, and ensure equitable access to essential health products, vaccines, and diagnostics.***
- (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.
- (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 ***and recalled in the Consensus***, within ***and, if relevant, beyond*** the timeframe of the 2030 Agenda adopted by the United Nations in September 2015¹³ (the '2030 Agenda'), by supporting realistic and verifiable actions to meet this commitment, on which progress should continue to be monitored and reported. ***In that regard, at least 93 % of the funding under the Instrument should contribute to actions designed in such a way that they fulfil the OECD criteria for ODA. The Instrument*** should also promote mutually beneficial partnerships for sustainable development, including through the mobilisation of ***domestic resources and private investments***. 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. ***While respecting the Union's commitments on ODA, the Instrument should retain the ability to respond to evolving strategic priorities. The Instrument should be implemented in a manner that is consistent with Article 208 of the Treaty on the Functioning of the European Union, which establishes poverty reduction and, in the***

¹² "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).

¹³ "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).

long term, the eradication of poverty as the primary objective of Union development cooperation policy.

- (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. ***In line with the European Consensus on Development of 8 June 2017, actions funded under the Instrument are expected to allocate at least 20 % of ODA funded under the Instrument to social inclusion and human development, including basic social services such as health, education, nutrition, water, sanitation and hygiene, and social protection, particularly to the most marginalised. The Commission should ensure this share is helping individuals, households and communities to better withstand economic, social, climate-related and conflict-related shocks.***
- (32) The Instrument should enhance the Union's competitiveness, in particular by contributing to the sustainability, resilience and diversification of value and supply chains, reflecting high standards of responsible business practice, ***prioritising SME internationalisation, digital skills and women entrepreneurship to close pay and pension gaps, enhancing GDP growth***, and by increasing economic opportunities. ***Policy coherence according to Article 208 TFEU*** between the implementation of the Union's trade, economic security, and industrial policies and the Instrument should be ensured, ***by making sure including through ex-ante and ex-post impact assessments, that the Union's policies and partnerships, including synergies with Clean Trade and Investment Partnerships have no detrimental impact in partner countries.*** 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 Council ¹⁴, as well as the Connecting Europe Facility, established by Regulation (EU) [XXX] by the European Parliament and Council¹⁵, 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. ***The Commission should ensure close alignment and co-ordination between this Instrument and the European Competitiveness Fund, in particular in those policy areas where the Competitiveness Fund has an external dimension, while fully respecting the scope and distinct objectives of each instrument. Union financing across different instruments should not finance the same costs twice or, where financing not linked to costs or simplified cost options is used, duplicate Union financing of the same underlying activity, output, result or milestone, or lead to overcompensation.***
- (33) Complementarity should be ensured among the Union's external financing

¹⁴ 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.)

¹⁵ 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. [...]).

instruments, in particular with Council Decision (EU) 2021/1764¹⁶ 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]¹⁷, 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) 2015/509¹⁸, 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. 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.
- (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. 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 relevant documents published by the Commission, in Council conclusions and European Parliament resolutions while ensuring sufficient predictability for the budget implementation ***and ensuring continuity for civil society and partner countries.***
- (36a) ***In order to address the current international situation, EU external action requires a comprehensive and holistic approach. The EEAS and its Delegations, playing a central role, need to be adequately funded and resourced, to prevent the structural underfunding of the EEAS. Failure to do so would result in weakened capabilities to complement actions under this Instrument, including the fight against foreign information manipulation and interference, as well as improving relations with non-EU countries at a moment of rapid geopolitical change.***
- (36b) ***Simplification should enhance the effectiveness and inclusiveness of the Instrument, in particular by streamlining and accelerating procedures, with shorter deadlines, ensuring adequate reporting requirements and proportionate controls, especially for small and local actors and organisations operating in fragile and conflict-affected environments.***

¹⁶ 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>).

¹⁷ 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. [...]).

¹⁸ 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).

- (37) Council Regulation (EU, Euratom) .../...¹⁹ (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) 2024/2509²⁰.
- (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 ***Instrument, provided that appropriate safeguards, including risk-based audit procedures, transparency of terms and conditions, and reporting obligations to the budgetary authority, are established to ensure sound financial management and accountability of Union funds***. 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.
- (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). ***In order to protect the envelope of the Global Europe Programme, debt service costs related to loans under this Regulation should be covered by the Ukraine Reserve in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]]. Debt service costs linked to the implementation of the Regulation (EU) 2026/467 of the European Parliament and of the Council²¹ should be financed over and above the ceilings, not drawing from the amounts reserved for financing expenditure for Ukraine under this Regulation (Global Europe)***.
- (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, ***including through complex corporate structures, nominee arrangements or chains of subcontracting***, should not be supported by the Instrument. ***To that end, disclosure of beneficial***

¹⁹ Council Regulation (EU, Euratom) .../... of ... laying down the multiannual financial framework for the years 2028 to 2034 (OJ L..., p.).

²⁰ 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>).

²¹ ***Regulation (EU) 2026/467 of the European Parliament and of the Council of 24 February 2026 implementing enhanced cooperation on the establishment of the Ukraine Support Loan for 2026 and 2027 (OJ L, 2026/467, 26.2.2026, ELI: <http://data.europa.eu/eli/reg/2026/467/oj>)***.

ownership information should be a precondition for participation in actions financed under the Instrument.

- (41) In a global context where the Union is confronted with high geopolitical and geoeconomic competition, marked by global challenges, ranging from ***actors openly challenging and undermining the long-standing multilateral order based on international law***, climate change and biodiversity loss to tensions around scarce resources, technological dependencies, ***the absence of a global migration governance system rooted in the respect of international law and international human rights law***, or economic and trade disruptions, ***and weaponisation of trade***, 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. ***This global situation puts a further constrain on the EEAS, due to the global nature of its work and presence, which requires appropriate funding.***
- (41a) 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. ***It should in particular be available to address humanitarian needs, to provide transitional support to actors in cases of democratic openings and to address situations of democratic backsliding as well as crisis, peace and foreign policy needs. Therefore, the emerging challenges and priorities cushion should in particular guarantee adequate resources for a rapid response funding tool for support to civil society organisations, including independent media, in situations of rapid backsliding of democracy and rule of law or of fast-increasing shifts towards authoritarianism and the shrinking of civic space in partner countries. The emerging challenges and priorities cushion should also address emerging challenges such as environmental emergencies and disasters, economic challenges, such as the disruption of supply chains, health emergencies, pandemic threats and widespread human rights violations.***
- (42) The overall context for action should be the pursuit of a rules-based and value-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 Kunming-Montreal Global Biodiversity Framework²³, the Addis Ababa Action Agenda of the Third International Conference on Financing for Development²⁴ and the Pact for the Future²⁵, ***and the Busan Partnership Agreement***, is the international community's response to global challenges and trends in relation to sustainable development. ***With the Sustainable Development Goals (SDGs) at its core, the 2030***

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

Agenda is a transformative framework to eradicate poverty and achieve sustainable development globally. It is universal in scope, providing a comprehensive shared framework for action that applies to the Union, its Member States and its partners. It balances the economic, social and environmental dimensions of sustainable development, recognising the essential interlinkages between its goals and targets. The 2030 Agenda aims to leave no one behind and seeks to reach the furthest behind first. The implementation of the 2030 Agenda should be closely coordinated with the Union's other relevant international commitments. The implementation of the Instrument should be guided by the European Consensus on Development of 8 June 2017 (the 'Consensus') and 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.

- (42a) *The European Union should remain a strong supporter of the multilateral system with the United Nations system at its core, including support to the ongoing reform initiatives. The Union should engage with the United Nations in a way that directly contributes to the Union's policy objectives and higher visibility of the EU's funding attributed to the United Nations.*
- (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, *as embedded in the 2030 Agenda*, 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 *across all aid modalities of the Instrument*, 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 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 *and be subject to regular reporting to the European Parliament and ex-post evaluation, with clear, measurable targets to ensure transparency, accountability, and the effective use of Union funds.*
- (46) *In order to ensure effective, transparent and inclusive implementation of this*

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>).

Regulation, the Union should *ensure* close consultation with local authorities and civil society, as well as support their *meaningful* participation in contributing to sustainable development and to the implementation of the sustainable development goals at local level, *in particular regarding democracy, the rule of law, human rights and fundamental freedoms, social justice and as providers of basic social services*. The Union should also support an enabling environment for civil society, in which these organisations can carry out their work effectively. The Instrument should provide Union *funding and* support to civil society organisations *including those working in exile* and local authorities in order to pursue the values, interests and objectives of the Union. Civil society organisations and local authorities should be duly consulted and have timely access to relevant information allowing them to be adequately engaged. *These consultations should be conducted in respect of internationally recognised standards including regarding the rights of indigenous peoples.*

- (46a) *In line with the Consensus, while programming and implementing the instrument, the Union should foster close and structured consultation with local authorities and their associations, reflecting the principle of subsidiarity and accountability and the fact that central basic services and competencies like urban planning, permits, infrastructure and education lie within their realm. The Union should further enhance its support for local authorities' capacity building. Support to local authorities under the geographic programmes should amount indicatively to at least EUR 500 000 000.*
- (46b) *The Union should support local economies by facilitating local entities and businesses' access to finance and take particular account of the effects of its actions on local economies, avoiding to distort the local economy.*
- (47) The implementation of the Instrument should be guided by the principles of gender equality, women and girls' empowerment and of preventing and combating violence against women and domestic violence and should seek to protect and promote women's rights in line with the Roadmap on Women's Rights²⁷, Gender Equality Strategy²⁸, EU Gender Action Plans, relevant Council conclusions, *including the Council conclusions on Women, Peace and Security of 10 December 2018*, and international conventions, including the Istanbul Convention on violence against women²⁹, *the Programme of Action of the International Conference on Population and Development (ICPD), the Beijing Platform for Action and their review conferences. Investing in gender equality, sexual and reproductive health and rights for women, ensuring women's access to economic opportunities and political responsibilities enhances the effectiveness, sustainability and profitability of investments, including under the Instrument. In line with the UN Women, Peace and Security Agenda, women have a documented role in promoting democracy and fundamental rights, as well as providing essential services while contributing to*

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 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 2020-2025.

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&treaty-num=210>.

societal and geopolitical stability. To achieve gender equality and ensure effectiveness of the Instrument, spending targets should be set for gender actions and targeted funding should be specifically dedicated to women's rights organisations. Strengthening gender equality and women's empowerment 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 and transformative approach in all Union external action and international cooperation. *The implementation should prevent and combat all forms of gender-based violence, including conflict-related sexual violence and address and prevent multiple and intersecting forms of discrimination.* Gender equality and women's and girls' empowerment should be mainstreamed under the Instrument and adequately reflected across all the actions. *The Union should promote a conflict-sensitive and gender-sensitive approach in all actions and programmes under the Instrument, with particular attention to post-conflict recovery and reintegration of women and girls affected by war.*

- (47a) *The Instrument should promote the rights of persons with disabilities, in line with the UN Convention to the Rights of Persons with Disabilities and ensure targeted and dedicated measures to support the rights of persons with disabilities and that all funded programmes mainstream the specific needs of persons with disabilities.*
- (48) The Instrument should support children and youth as key agents of change, giving particular attention to their needs and empowerment *in line with the UN Convention on the Rights of the Child, the EU Strategy on the Rights of the Child and the Youth Action Plan in EU External Action, as well as UN Security Council Resolution 2250 on Youth, Peace and Security. It should support and strengthen child protection and care systems, and the transition from institutional to family- and community-based care.* It should *also* seek to prevent and combat discrimination-based on age, ethnic origin, religion and belief, disability or sexual orientation. It should promote the rights of persons with disabilities, in line with the UN Convention to the Rights of Persons with Disabilities³⁰.
- (48a) *The Instrument should support access to inclusive, equitable and quality education in partner countries, as a key driver of job creation, economic growth and social stability. It should contribute to strengthening human development, promoting equal opportunities and fostering resilient and peaceful societies. The Instrument should ensure adequate and predictable support for education, including through global initiatives, as part of the Union's external action.*
- (49) Recognising that the triple planetary crisis of climate, 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. *It is crucial to ensure that the mainstreaming of climate action across EU external policies gives appropriate priority to supporting partner countries' adaptation efforts. To build resilience, climate-adaptation support must be integrated with key sectors like agriculture, health, water, and disaster risk reduction.* In that regard, the

³⁰ 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>.

Union should support the most vulnerable countries, in particular the small island developing states and the least developed countries.

- (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, the Instrument should contribute to mainstreaming climate action **and biodiversity conservation across all relevant** Union policies. ***The Instrument is expected to allocate at least 30 % of its overall financial envelope to climate and environmental objectives, as set out in Annex III to Regulation (EU) 202x/xxx852 of the European Parliament and of the Council of [Date] [Performance Regulation].*** 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. 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. In line with the European Ocean Pact³¹, the Instrument should promote the preservation of the ocean and strengthen international rules-based ocean governance, ***contributing to a level playing field at global level, including by promoting compliance with international obligations and reinforcing the Union's zero-tolerance approach to illegal, unreported and unregulated (IUU) fishing.*** Particular attention should be given to actions that create co-benefits and meet multiple objectives, including for climate, biodiversity and the environment.
- (51a) ***The Instrument should complement other Union actions in relation to sustainable marine resources management, and, where relevant, the external dimension of the Common Fisheries Policy (CFP) by supporting Union actions such as Sustainable Fisheries Partnership Agreements (SFPAs) and Union participation in Regional Fisheries Management Organisations.***
- (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

³¹ 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.

(EU) 2020/852³² (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’),

- (52a) *In order to protect the financial interests of the Union and to promote good governance, the rule of law and sustainable development, actions supported under this Instrument should be implemented in compliance with effective anti-corruption standards and safeguards. Partner countries, public authorities, beneficiaries and entities participating in the implementation of the Instrument should therefore establish and apply appropriate measures to prevent, detect, investigate and address corruption-related practices, in line with the principles and obligations arising from the United Nations Convention against Corruption. For actions in Europe, consistency should be ensured with the standards and recommendations developed within the framework of the Council of Europe, including the monitoring work carried out by the Group of States against Corruption, in particular as regards integrity frameworks, conflict-of-interest safeguards, transparency requirements and public accountability mechanisms.***
- (53) The Instrument should promote digital cooperation with partner countries and their digital transition, in line with the International Digital Strategy for the European Union³³ and the Competitiveness Compass³⁴.
- (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.
- (55) The Union’s and Member States’ international cooperation policies should operate in a Team Europe approach³⁵, ***in accordance with the institutional framework and legal provisions governing the Union’s external action, by aiming at closely coordinating, and where possible, jointly programming their actions*** to improve the effectiveness, impact and value added of their collective assistance ***and to enhance clarity and effectiveness for partners. Consultations and frequent exchanges of information on the ground between Union Delegations and embassies of Member States, including coordination with Member States not present in the partner country, are particularly relevant.***
- (56) The Union, its Member States, Member States’ implementing agencies and financial institutions, including development finance institutions and Member States export

³² 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>).

³³ Joint Communication (JOIN/2025/140 final) to the European Parliament and the Council – An International Digital Strategy for the European Union.

³⁴ 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.

³⁵ 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.

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 like-minded partners and stakeholders to pool resources and jointly contribute to the achievement of common goals including through the use of the budgetary guarantee and blending.

- (57) The Union should favour a constructive engagement on all aspects of migration and forced displacement, working to ensure that migration takes place in a safe and **orderly** manner and support is provided to forcibly displaced people and their host communities. 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. 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 **cooperation on border management, supporting better functioning migration management in particular along the transit routes** and pursuing efforts to prevent irregular migration, fighting against trafficking in human beings, **instrumentalization of migration as well as migrant smuggling, including to ensure protection of victims**, and working on **safe, dignified and sustainable returns, readmission and reintegration to countries of origin**, 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 **labour mobility**, legal migration pathways **and encouraging circular migration**. Therefore, partner countries’ effective cooperation with the Union in this area should be an integral element of the Instrument. 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 **mutually beneficial** approach to migration, maximising synergies and applying **leverage, where necessary, while ensuring proportionality and taking due account of the possible consequences on the population, on the broader cooperation with partner countries**.
- (58) The Instrument should enable the Union, in cooperation with Member States, to comprehensively respond to challenges, needs and opportunities related to migration and forced displacement in a way that **reflects partner countries’ needs and priorities and** is coherent with and complementary to Union migration and asylum policy. Migration-related actions under the Instrument should **be in line with OECD/DAC principles and criteria to contribute to the ODA target** and 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 **giving particular attention to the predictability and sustainability of programmes** respecting **financial envelopes** and relying on their flexible implementation. **Due consideration should also be given to the specific vulnerabilities of Overseas Countries and Territories in the context of migration**. Those actions should be implemented in full respect of international law, including

international human rights, international humanitarian law and refugee law, and Union and national competences.

- (59) Under the Instrument, the Union should address human rights and democratic governance at all levels, including through election observation missions, ***which are one of its most relevant instruments for democracy promotion, including participation of the European Parliament and its parliamentary diplomacy, and support to independent electoral management, therefore contributing to the implementation of the priorities identified*** in line with the EU Action Plan on Human Rights and Democracy³⁶. ***Adequate support structures and resources should be preserved in the Commission and in the EEAS to achieve those objectives. Human rights-related actions under the Instrument should contribute to the effective implementation of Union agreements and human right dialogues with partner countries by encouraging cooperation relying on a positive agenda and a "more for more" approach.*** Where relevant, Union assistance in areas pertaining to the protection of human rights and democratic values and principles and support to civil society actors ***and democratic political forces and independent and pluralistic media*** 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 ***should*** be suspended in the event of degradation in democracy, human rights or the rule of law in third countries. ***The Commission should take the utmost account of any recommendations made by the European Parliament or its bodies to suspend assistance. Such a suspension should be proportionate and assessed in light of its impact on the population and civil society.***
- (59a) ***Funding under the Instrument should not be made available for actions supporting activities contrary to international law, including the production, acquisition, stockpiling, trade or transfer of weapons, including anti-personnel mines, prohibited under international law, or for products produced in illegally occupied territories, activities linked to foreign information manipulation and interference, activities that demonstrably undermine Union fundamental values, principles, and democratic integrity, or actions which may result in support for terrorism, incitement to violence or hatred, racism, discrimination based on religion or belief, or the financing, or glorification of terrorist acts.***
- (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 Skills³⁷. 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]³⁸.

³⁶ Joint Communication (JOIN/2020/5 final) to the European Parliament and the Council - EU Action Plan on Human Rights and Democracy 2020-2024.

³⁷ 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.

³⁸ 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 international cultural relations and recognise the role of culture in promoting the Union's values ***by means of strengthening the EU's cultural diplomacy and international cultural relations as a relevant instrument for peace.***
- (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.*** 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. Such restrictions could, for example, ***be applied to address risks posed by high-risk suppliers and their technologies. Strategic interests include areas such as critical raw materials, climate change resilience or digital and other infrastructure, to enhance the Union's open strategic autonomy and its long-term resilience. The Union's strategic interests may evolve over time, commensurate with relevant geopolitical and geoeconomic developments and should be identified and implemented in full coherence with the Union's policy framework and political strategies. Restrictions for the purpose of the strategic interest of the Union should take the form of limited access to procurement, grant and prize award procedures for entities that are national of, or whose beneficial owners are effectively established in countries which do not provide reciprocal access to their external funding to Union's entities. Where the exhaustive application of the restrictions for the strategic interests of the Union renders the implementation of an action impossible or exceedingly difficult, eligibility rules may be extended. Any restriction applied should be strictly limited to what is necessary and proportionate to achieve the stated objective.***
- (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 ***under the budget line of origin. Flexibility concerning carry-overs should be accompanied by transparent reporting and independent evaluation to ensure predictability, accountability and prevent mismanagement.*** 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.

- (65a) *By way of derogation from Article 30 of the Financial Regulation (EU, Euratom) 2024/2509, appropriations relating to programmed actions in geographic pillars should be subject to transfers for humanitarian aid only in exceptional circumstances, when the implementation of programmes would be impossible. This will provide the necessary predictability for programmed actions in the context of rising humanitarian needs.*
- (65b) *Furthermore, unused appropriations for humanitarian aid should remain available for the same purpose in the following financial year, so as to ensure the full and effective delivery of humanitarian assistance in response to evolving needs and crises.*
- (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) 2017/1601³⁹, 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 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. ***EU Trust Funds undermine the unity of the Union budget and the principles of accountability, transparency, effectiveness and sound budgetary management. The creation of new Trust Funds as a financing mechanism within Global Europe should therefore be avoided, while ensuring that financial support provided under this Regulation is financed in full from the Union budget and implemented in a coherent way, following a streamlined set of rules.***
- (69) By way of derogation from Article 192(1) of Regulation (EU, Euratom) 2024/2509,

³⁹ 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>).

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, **independent journalists, humanitarian workers**, and other civil society actors. 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. 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. ***The Commission should ensure transparency by publicly disclosing, in a timely manner, the identity of the beneficiary, the amount awarded, and the award justification. The Commission should inform in advance the European Parliament and the Member States when directly awarding grants to private-sector entities and should duly take into consideration their observations on the nature, objectives, and financial amounts envisaged.***
- (70a) ***The increased recourse to indirect management in external action in recent years has been accompanied by growing concern as regards reduced Union visibility, strategic steering and accountability. That recourse is, inter alia, linked to the complexity and administrative burden stemming from the applicable financial rules and procedures, which can limit the wider use of direct management. It is therefore appropriate to ensure a more balanced and strategic use of implementation modalities, including by prioritising, where relevant, cooperation with European pillar-assessed entities, in order to strengthen the Union's effectiveness and the impact of the Union's external action. Whenever it chooses implementing partners from within the Union, the Commission should ensure that any administrative burden in the application process does not lead to the exclusion of smaller organisations.***
- (71) In line with the Team Europe approach, actions in indirect management should preferably be entrusted to the European Investment Bank (EIB), ***a multilateral European finance institution such as*** the European Bank for Reconstruction and Development (EBRD), ***other entities with which the Commission has established a financial framework partnership agreement***, or a Member State organisation, ***such as a national development bank***, in the sense of Regulation (EU, Euratom) 2024/2509. ***To strengthen Union visibility and accountability, the use of indirect management should be carefully balanced with direct management in strict accordance with Regulation (EU, Euratom) 2024/2509. Administrative procedures must be streamlined to ensure smaller organisations are not disproportionately excluded.***
- (71a) ***Given its role under the Treaties and its experience over previous decades in supporting Union policies, the EIB should be recognised as the Union's primary***

strategic financial partner within the Global Europe architecture. The EIB should be entrusted with the implementation of a dedicated budgetary guarantee for operations with sovereign, sub-sovereign and non-sovereign counterparts (private sector). The overall amount for the budgetary guarantee dedicated to EIB should provide risk cover for indicative signatures amount of EUR 32 500 000 000 across countries eligible under the Global Europe instrument, of which EUR 13 500 000 000 in Ukraine. Recognising that implementation of a budgetary guarantee envelope requires additional Union support, making the blending and technical assistance component inherent to the delivery of policy objectives set forth under this Regulation, EIB should also be entrusted with the implementation of a dedicated blending and technical assistance envelope for the indicative amount of EUR 3 500 000 000, of which EUR 1 200 000 000 in Ukraine.

- (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. 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.
- (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. *In order to ensure that sufficient resources are available for other types of support, it is essential to establish a maximum amount for budgetary guarantees and financial assistance which can be provisioned from the Instrument.*
- (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. *Financing and investment operations should comply with the principles and conditions set out in Article 212 of Regulation (EU, Euratom) 2024/2509, in particular the additionality principle.*
- (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 ***and to comply with the requirements of Regulation (EU, Euratom) 2024/2509***, 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, ***a provisioning rate for that budgetary guarantee in line with Article 214(1) of Regulation (EU, Euratom) 2024/2509, and an obligation for the Commission to assess every year that provisioning rate in accordance with the assessment referred to in Article 41(5) of Regulation EU, Euratom) 2024/2509 and in line with the Commission's risk management framework.***
- (77a) ***Technical assistance is a strategic and crucial component for ensuring the maximum impact of the Union budget guarantee helping implementing partners and project promoters to prepare, develop, structure and implement projects. Technical assistance includes preparation of feasibility studies, option analysis, climate and environmental integration, procurement preparation, capacity building and targeted support with regulatory reforms. Technical assistance also enables the Union to promote broader European interests and position the Union through thematic interventions – such as working with partners to promote reforms necessary to facilitate investments in a given sector. It should be implemented in a predictable and programmable manner.***
- (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.
- (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. ***For this reason, and in order to ensure transparency and accountability, amounts related to the provisioning of budgetary guarantees and financial assistance should be placed into a budgetary reserve at the beginning of each year and be released in the course of implementation by means of a transfer.***

- (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, ***where appropriate and duly justified***, allowing ■ private law ***entities*** which ***have been positively pillar assessed and*** 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. ***Entrusting the management of budgetary guarantees to private entities could potentially expose the Union budget to contingent liabilities as it would allow private entities such as financial intermediaries or commercial banks to mutualise risks by calling on the EU guarantee should they incur losses. For this reason, budgetary guarantees should only be entrusted to private entities where necessary and duly justified, for instance where European development finance institutions or Member States' development banks cannot operate on the ground.***
- (83) ***While grants remain an important component of Union support for low-income and fragile partner countries, sustainable long-term development also requires leveraging private capital, strengthening local economic resilience and making use of a diversified financing approach.*** Blending and budgetary guarantees play a central role in the Union's investment strategy in partners countries. ***Public investment is essential as a catalyst to incentivise private investment in sectors where the market alone cannot drive the required investment.*** It is, therefore, appropriate to set up a Global Europe Investment Board to provide strategic and operational guidance to the Commission in their implementation.
- (83a) ***To ensure that the risk management of the budgetary guarantee is independent, impartial, inclusive and transparent, a technical risk assessment group, open to experts from the EIB, other implementing partners and eligible counterparts as well as interested Member States, should be established. The Commission should ensure that information and analysis are shared in a timely and transparent manner with all Member States, with due regard to confidentiality issues. The Commission should conclude guarantee agreements with the selected eligible counterparts only after consulting and taking into account the advice of the technical risk assessment group. The technical risk assessment group should complement other existing assessment procedures without creating overlaps.***
- (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) ***Where appropriate and justified***, 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 thorough debt sustainability and risk assessment 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. Debt sustainability analyses and transparent risk assessments should underpin all policy-based loans, and the results should be reported in a manner enabling effective parliamentary scrutiny to ensure accountability, financial safeguards and transparency. The Instrument should also provide incentives to reform in partner countries, inter alia by foreseeing additional allocations on the basis of their performance and progress towards democracy, good governance, and the rule of law, human rights including gender equality and cooperation with civil society, cooperation on migration and economic governance. Reforms that have been jointly agreed should be prioritised.***
- (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 ***amending the list of candidate and potential candidate countries and indicative amounts, adopting and reviewing multiannual indicative programmes, adopting action plans and measures involving policy-based loans, making available the policy-based loan amount to a partner country and setting out the availability period of the loan, improving the governance of Global Gateway, defining the design and content of the policy-based loans, performance-based plans, performance, structures and control systems to be set up in preparation of accession, setting a funding target for the fundamentals first approach, and defining the modalities of the reverse conditionality approach*** and 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-Making⁴⁰. In particular, to ensure equal participation in the preparation of delegated acts, ***at the beginning of the process***, 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.
- (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

⁴⁰ 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).

preparation of candidate countries and potential candidates for future accession. Such cooperation requires the establishment of specific conditions reflecting this highly ambitious relationship. 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 to ensure uniform conditions for the implementation of such engagement and for 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 powers⁴¹. Those uniform conditions should be amended if developments so require.

- (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, *merit-based* conditionality *in pre-accession assistance* linked to rule of law principles and human rights, performance, structures and control systems *as well as provisions on technical cooperation* to be set up in preparation of accession, *linking disbursements to tangible progress on rule of law, judiciary reforms, media freedom and alignment with EU foreign and security policy*. 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. 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]⁴².

⁴¹ 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>).

⁴² 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. [...]).

- (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 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, ***including on budgetary guarantees and financial instruments***, rules for establishing a Union funding portal, rules for the evaluation of the programmes, 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.
- (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 as provided in that Decision.
- (93) In accordance with Regulation (EU, Euratom) 2024/2509, Regulation (EU, Euratom) No 883/2013 of the European Parliament and of the Council⁴³, Council Regulation (Euratom, EC) No 2988/95⁴⁴, Council Regulation (Euratom, EC) No 2185/96⁴⁵ and Council Regulation (EU) 2017/1939⁴⁶, 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 Council⁴⁷. In accordance with Regulation (EU, Euratom) 2024/2509, any person or entity receiving Union funds is to fully cooperate in the

⁴³ 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>).

⁴⁴ 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>).

⁴⁵ 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>).

⁴⁶ 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>).

⁴⁷ 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>).

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. ***All funding under the Instrument should be subject to ex-post audit by the European Court of Auditors, with reporting to the European Parliament, and full cooperation with OLAF and EPPO to safeguard the Union's financial interests. This Regulation should explicitly enshrine the European Court of Auditors' audit rights for the Global Europe instrument and clarify procedures for access to audit documentation, ensuring transparency, legal certainty and effective protection of the Union's financial interests.***

- (93a) ***The provisions of this Regulation as well as its governance arrangements must be conducive to proper decision-making by the budgetary authority and to appropriate parliamentary oversight. In particular, in line with Article 47(2) of the Financial Regulation, any specification of the internal architecture of the Global Europe programme should be duly reflected in the budget nomenclature through the introduction of corresponding budget lines.***
- (93b) ***The implications of this Regulation for the Union budget have been assessed+ pursuant to Article 310(4) of the Treaty on the Functioning of the European Union. Sufficient financial and human resources should be provided for its implementation, while considering the impact of the financing on other Union programmes or policies and ensuring its compatibility with the multiannual financial framework, the system of own resources and the corresponding interinstitutional agreement, as well as with the budgetary principles laid down in Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council⁴⁸.***
- (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').

It lays down the objectives 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

⁴⁸ 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>).

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);
- (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, Kosovo⁴⁹, 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) ‘cross-border cooperation’ means cooperation between: (a) Member States, one or more partner countries along the external adjacent land and maritime borders of the Union; (b) two or more candidates or potential candidates covered under the Europe pillar as referred to in Article 3(1), point (a), of this Regulation.
- (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, not-for-profit and non-violent structures, through which people organise the pursuit of shared objectives and ideals, including political, cultural, religious, environmental, social or economic, 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, 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;
- (10a) ***‘beneficial owner’ means any natural person who ultimately owns or controls a legal entity or an express trust or similar legal arrangement, as defined in Article 2(1), point (28), of Regulation (EU) 2024/1624;***
- (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 ***and, if strategic interests of the Union are concerned, must have its beneficial owner in 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

⁴⁹ 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.

source of financing for any given activity undertaken as part of the action.

- (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.

(13a) ‘additionality’ means the principle based on Article 212(2) of Regulation (EU, Euratom) 2024/2509, according to which financial instruments and budgetary guarantees under the Instrument contribute to sustainable development by operations which could not have been carried out without them, or which achieve positive results above and beyond those which could have been achieved without them. The principle of additionality also means that the operations supported by the Instrument crowd in private sector funding and address market failures or sub-optimal investment situations as well as improve the quality, sustainability, impact or scale of an investment.

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 (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, ***conflict prevention*** 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, **conflict prevention** 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).

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, **with the exception of needs-based and principled humanitarian aid**, 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, **fully respecting humanitarian principles, impartiality, neutrality and independence, and delivered according to the needs of the affected populations and in full respect of international humanitarian law**.

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, **principles** and **strategic and geopolitical** interests worldwide, in order to pursue the objectives of the Union's external action, as laid down in Article 3(5) and Articles 8 and 21 TEU, **and Article 208 TFEU, thus contributing to the reduction and, in the long term, the eradication of poverty, to consolidating, supporting and promoting democracy, the rule of law, respect for human rights and international law;**
- (b) to contribute to the promotion of multilateralism, **the international justice system** and a rules-based international order, **with the United Nations system at its core and continuing to support multilateral and international cooperation for the fight against inequalities, the protection of the environment and the fight against climate change, the protection of global goods and the full realisation of universal human rights, as well as** the achievement of the international commitments and objectives that the Union has agreed to, in particular the **achievement of** sustainable development goals, the 2030 Agenda **and beyond**, the Paris Agreement and the Kunming-Montreal Global Biodiversity Framework **and the Agreement on the Conservation and Sustainable Use of Marine Biological Diversity of Areas Beyond National Jurisdiction, the Busan Partnership Agreement for Effective Development Cooperation, the Paris Declaration on Aid Effectiveness, the Pact for the Future, the Beijing Declaration and Platform for Action and the International Health Agreements;**
- (c) to promote stronger mutually beneficial partnerships with partner countries, contributing simultaneously to the sustainable development of partner countries and to the strategic interests of the Union, **in particular by increasing private sector investment in line with the Sustainable Development Goals and the principle of Policy Coherence for Development;**
- (ca) **to provide humanitarian assistance in accordance with Regulation (EC) 1257/96;**
- (cb) **to assist candidate countries and potential candidates to progressively align to Union**

values, law, rules, standards, policies and practices ('acquis') fostering regional economic integration, facilitating gradual integration into the Union single market, and promoting socio-economic convergence with the Union with a view to future Union membership, thereby contributing to mutual stability, security, peace and prosperity;

- (cc) to promote the universality and indivisibility of human rights, and strengthen the work of civil society organizations and human rights defenders;*
- (cd) to strengthen the economic resilience and sustainable growth in partner countries, including through private sector development, job creation and the mobilisation of public and private investment, and to strengthen partner countries' strategic and democratic resilience and to reduce partner countries' vulnerabilities against energy dependency, hybrid threats and foreign information manipulation and interference, in line with the Union's security interests;*
- (ce) to enhance the Union's competitiveness and economic and energy security, by investing in energy infrastructures and renewable energy capacity, strengthening connectivity, reducing strategic dependencies, and reinforcing the Union's value chains together with partner countries;*
- (cf) to provide support to Ukraine in response to the impact of Russia's war of aggression, in particular to ensure the continued functioning of the Ukrainian state, advance reforms, reconstruction and modernisation in line with its accession trajectory, and support accountability efforts, including transitional justice initiatives.*

1a. In order to achieve the objectives of the Instrument, the programmes drawn up from geographic pillars shall in particular cover common horizontal objectives of a cross-cutting nature in the following areas of cooperation:

- (a) human rights, democracy, democratic political institutions and the rule of law;*
- (b) support to civil society organisations;*
- (c) peace, stability and conflict prevention.*

The common horizontal objectives are set out in Annex II(-A).

2. The specific objectives of the Instrument *per pillar, as referred to in Article 3(1), points (a) to (f)*, are set out in Annex II.

2a. In order to maintain the relevance of the specific objectives, 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, shall be ensured.

The Union shall strive to ensure policy coherence for sustainable development. It shall take into account the impact of all internal and external policies on sustainable development *at national level within the Union, as well as in partner countries and at global level, in line with the European Consensus on Development*, and shall promote increased synergies and complementarities, in particular with trade and investment, economic cooperation, *fisheries* 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]⁵⁰, and (EU) [XXX] [Connecting Europe Facility], when those actions are in line with Article 4 of this Regulation.

3. An action that has received a Union contribution from another programme may also receive a contribution under this Instrument, ***provided that it clearly contributes to the objectives of EU external action set out in Article 4***. The rules of the relevant Union programme shall apply to the corresponding contribution⁵¹. 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 225 000 000 000*** in current prices (***EUR 198 627 925 000 in 2025 constant prices***). It shall be composed of the following indicative amounts:

(a) Europe: EUR 43 174 000 000;

Of which, for each candidate country and potential candidate referred to in Annex I, the following annual indicative amounts:

Bosnia and Herzegovina EUR [XXX]

Georgia EUR [XXX]

Kosovo⁵¹ EUR [XXX]

Montenegro EUR [XXX]

The Republic of Albania EUR [XXX]

The Republic of Moldova EUR [XXX]

The Republic of North Macedonia EUR [XXX]

The Republic of Serbia EUR [XXX]

The Republic of Türkiye EUR [XXX]

Ukraine EUR [XXX]

The Commission is empowered to adopt delegated acts in accordance with Article 30 to amend the list of candidate countries and potential candidates to take account of the changes in their status and to adapt the indicative amounts accordingly.

(b) Middle East, North Africa and the Gulf: EUR 42 934 000 000 ***of which Gaza***

⁵⁰ 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.).

⁵¹ ***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.***

Reconstruction Fund EUR [XXX]⁵²;

- (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: ***at least*** EUR 12 668 000 000. ***1a. At least 30% of the expenditure under each geographic pillar mentioned in paragraph 1, points (a) to (e), shall be allocated to the common horizontal objectives referred to in Article 4(1a), points (a), (b) and (c).***

A dedicated proportion of the expenditure under the geographic and global pillars shall be allocated to actions that contribute to the Union's open strategic autonomy and economic resilience, including investments under the Global Gateway strategy, and the economic and industrial development in partner countries.

1b. The disbursement of funds and pre-accession funds destined for candidate and potential candidate countries shall be reflective of their geostrategic significance, while taking into full account their record of alignment and compliance with the EU's core values and interests and shall follow provisions laid down in Article 31.

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]] ***as part of the annual budgetary procedure.***

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 ***in current prices (EUR 88 900 000 000 in 2025 constant prices)*** 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, ***including strengthened*** preparatory, monitoring, control, audit, ***risk management*** and evaluation ***systems, as well as transparent reporting, associated risks and performance results, in particular for high-value or high-risk operations. Such a financial envelope may also be used for*** communication on the political priorities of the Union in the external area, and corporate information technology systems and platforms, and all other technical and

⁵² ***A financial envelope for the reconstruction of Gaza shall be created, with its own annual indicative amount: Gaza Reconstruction Fund.***

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 **93%** 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. ***At least 20% of ODA expenditure under the Instrument shall be allocated to fragile and conflict-affected situations and least developed countries. At least 20 % of all ODA actions funded under the Instrument shall contribute to social inclusion and human development, including basic social services such as health, education, nutrition, water, sanitation and hygiene, and social protection, particularly to the most marginalised. Within this 20%, at least half of the expenditure shall contribute to supporting access to inclusive, equitable and quality education, vocational training, and skills development in partner 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.

5a. At least 85% of all actions funded under the Instrument shall have gender equality as a principal or significant objective, as defined by the gender equality policy marker of the OECD Development Assistance Committee, and at least 5% of those actions shall have gender equality and women’s and girls’ rights and empowerment as a principal objective. Targeted funding shall be specifically dedicated to women’s rights organisations.

5b. All actions funded under the Instrument shall be subject to inequality marker scoring, where relevant, as established and implemented by the Commission.

5c. A minimum amount of EUR 25 000 000 000 (in current prices) shall be made available for the funding of Humanitarian Aid actions under the Instrument. This amount shall constitute a guaranteed minimum, and not a ceiling, in view of the increasing number and duration of humanitarian crises. Additional needs beyond the minimum amount shall be addressed by the emerging challenges and priorities cushion. By way of derogation from Article 30 of the Financial Regulation, appropriations relating to programmed actions in geographic pillars shall be subject to transfers for humanitarian aid only in exceptional circumstances, when the implementation of programmes would be impossible.

5d. The minimum amount referred to in Article 6, paragraph 1, point f) for the Global pillar shall be respected.

I

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 line with the Union’s strategic priorities***, in particular for the following purposes:

(-a) to address newly emerging humanitarian aid needs;

- (a) to ensure an appropriate response of the Union in the event of unforeseen circumstances *or arising opportunities, including where unexpected democratic openings occur and require flexible transitional support for actors*;
- (b) to address new needs or emerging challenges, such as those at the Union's or its neighbours' borders linked to crisis, whether natural or man-made, violent conflict and post-crisis situations, *as well as hybrid threats, rapid backsliding of democracy and the rule of law*, or migratory pressure and forced displacement;
- (c) to promote new Union led or international initiatives or priorities.

2. *Without prejudice to the provisions of Articles 30 and 31 of Regulation (EU, Euratom) 2024/2509 and the powers of the budgetary authority regarding transfers*, the Commission shall inform in detail the European Parliament and the Council before it mobilises the funds of the emerging challenges and priorities cushion *providing a duly substantiated justification covering risk assessments, expected impact and consistency with the objectives of the Instrument* and *the Commission* shall take into consideration their observations on the nature, objectives and financial amounts envisaged. *The mobilisation and use of the cushion shall be subject to transparent reporting to the budgetary authority and to ex-post evaluation.*

3. The use of those funds shall be decided in accordance with the procedures established in Articles 17 and 19 or, *in the case of humanitarian aid*, those established in Regulation (EC) No 1257/96.

Article 8 – Policy framework

1. 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, European Parliament resolutions *as well as orientations on the implementation of the Instrument from the Global Europe Dialogue in the European Parliament*, communications of the Commission and joint communications with the High Representative, *political strategies and action plans such as the Action Plan on Human Rights and Democracy, initiatives such as the Pact for the Mediterranean, the European Consensus on Development and the 2030 Agenda for Sustainable Development Goals*, shall constitute the overall policy framework for the implementation of the Instrument.

2. The Commission shall, regularly *and in a timely manner*, inform the European Parliament and the Council *through structured, timely and comprehensive reporting, including on the implementation of Article 28b of this Regulation, performance, risks and financial execution* and, at the initiative of any of those three institutions, have exchanges of views with them *in accordance with, but not limited to, Article 28b of this Regulation*. The European Parliament may hold regular exchanges of views regarding its own assistance programmes with the Commission.

Article 9 – General principles

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 *and geopolitical* interests of the Union, *while promoting the fundamental principles and values underpinning its external action*.

2. The Union shall continue to engage *in least developed countries and* in contexts *vulnerable to high instability, conflict, and humanitarian risks*, experiencing extremely high *and extreme* levels of fragility, *as well as to engage in conflict prevention, mediation and stabilisation*.

In situations of crisis, post-crisis or *high levels of* fragility, due account shall be taken of the special needs of the population of the partner countries or regions concerned. Where partner countries or regions are directly involved in, or affected by a situation of crisis, post-crisis or extreme *and high levels of* 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 cooperation and humanitarian *action and peacebuilding* in accordance with the humanitarian-development-peace nexus.

3. The Union shall ■ promote, develop and consolidate the principles of democracy, good governance, the rule of law and respect for *international law*, human rights and fundamental freedoms on which it is founded, notably through dialogue and cooperation with partner countries, *multilateral organisations, including international tribunals, regional organisations as well as regional and local authorities*, and with civil society ■. *The Instrument shall promote and protect media freedom, freedom of expression, media integrity, and access to reliable and fact-based information and to reliable sources such as pluralistic media. It shall also strengthen the resilience of independent, pluralistic and sustainable media and journalism ecosystems that contribute to the sustainable development and to advancing the strategic interests of the Union. The Union shall promote the development of EU sovereign strategic tools to fight against foreign interference and extraterritorial effect of foreign coercive measures on NGOs, individuals, institutions, international bodies and their partners.*

4. Actions under this Instrument shall apply a *conflict-sensitive and* human rights-based approach encompassing all human rights *and respect for fundamental freedoms, and to assist partner countries in implementing their international human rights obligations*. That approach shall be guided by *the horizontal principles of Regulation (EU, Euratom) 2024/2509 and the Charter of Fundamental Rights, as well as* the principles of ‘leaving no one behind’, equality, non-discrimination on any grounds, including *on the basis of gender, age, disability, sexual orientation, religion, or belonging to a minority*. *Actions under the Instrument shall respect the principle of 'do no harm' to human rights, gender equality and the environment, and shall not undermine the enjoyment of rights by any individual or group, including through unintended negative effects on marginalised or vulnerable populations.*

5. The Instrument shall promote gender equality and girls’ and women’s *rights and* empowerment and *non-discrimination on any grounds, through targeted and mainstreamed actions in line with EU Gender Action Plans*. It shall prevent and fight *gender-based* violence ■ and domestic violence. *The Instrument shall promote the meaningful participation of women in projects, as well as in governance and in decision-making and politics at local, national and global level, in line with the UN Women, Peace and Security Agenda*. It shall also give particular attention to the rights of the child and to the protection and empowerment of youth *including through access to quality education as a driver of human development, job creation, economic growth, and stability*.

6. The Instrument shall be implemented in full accordance with the Union commitment to the *respect*, promotion, protection and fulfilment of all human rights and to the full and effective

implementation of the Beijing Declaration and the Platform for Action⁵³ 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 ***regardless of age, marital status, sexual orientation, gender identity or disability***, to have full ***autonomy and*** control over and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health ***and rights***, free from discrimination, coercion and violence. It shall also support universal access to quality and affordable comprehensive sexual and reproductive health ***services, and rights*** 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 multilateralism and a rules-based approach to global goods and challenges 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, ***respecting the principles of the Charter of the United Nations and international law as well as refraining from action that undermines European security***, and contractual relations with the Union shall be taken into account.

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 ***measurable results and demonstrable impact***, inclusive development partnerships, transparency, ***conditionality*** and mutual accountability ***and on the mobilisation of the best available knowledge***. The Union shall promote effective and efficient resource mobilisation and use, ***by ensuring transparency, accountability, and preventing corruption and fraud, and substantially decrease administrative costs and cut timelines for decisions***.

9. In accordance with the principle of inclusive partnership the Commission ***and EU Delegations*** shall ensure that relevant stakeholders of partner countries, including civil society organisations and local authorities, are duly 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. ***To that end, dedicated funding for civil society and local authorities under the global pillar shall support their structured participation in international policies and their capacity to perform their role as independent development and governance actors.***

10. The Commission shall ***ensure an enhanced dialogue and the comprehensive*** exchange of information on a regular basis with civil society ***and local authorities*** within the Union.

11. The Commission shall also ensure that an enhanced ***and comprehensive*** dialogue is pursued with the private sector, ***including private entities in partner countries, in particular small and medium-size enterprises (SMEs), in order to increase their participation,***

⁵³ Beijing Declaration and Platform for Action

https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf.

enhance sustainable private investment in partner countries, to support the moving up of the value chains in partner countries by prioritising local processing, to strengthen economic resilience and actively support public-private partnerships.

11a. The Union shall pursue a sustainable economic foreign policy aimed at strengthening its global competitiveness and economic security. It shall promote open and fair trade, sustainable, responsible and resilient supply chains, scale up the Global Gateway Strategy while considering the UN declaration on the rights of indigenous peoples, and secure access to critical resources, and foster mutually beneficial and equitable partnerships on raw materials and value chains with partner countries while fostering a stable and predictable investment environment. Taking into account the requirement for consistency between its internal and external policies the Union shall deepen economic partnerships with like-minded partners also in order to reinforce its and partner countries' industrial base.

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, ***the European External Action Service (EEAS)*** and the Member States shall aim to closely coordinate their actions to 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, ***the EEAS*** and the Member States shall aim to ensure timely consultations and frequent exchanges of information with each other, ***involving the European Parliament*** during the different phases of the ***programming and*** implementation cycle, which shall endeavour to jointly identify, discuss and implement actions, including in terms of information, communication and visibility.
3. The Commission, ***the EEAS*** and the Member States, acting in a Team Europe approach, shall aim to cooperate with like-minded partners and stakeholders, including the pooling of resources, to jointly contribute to the achievement of common goals. ***To provide adequate democratic scrutiny and transparency, such cooperation and pooling of resources shall be discussed in advance with the European Parliament.***

Article 12 – Migration and forced displacement

1. The Union shall engage with partner countries on the basis of a ***holistic***, comprehensive ***and mutually beneficial*** approach towards migration, ***including*** to prevent irregular migration, and forced displacement. ***That approach shall include addressing the root causes through sustainable development, the eradication of poverty, inclusive growth, education and job creation, supporting legal pathways and labour mobility partnerships, to encourage circular migration, fighting against migrant smuggling and trafficking in human beings and instrumentalization of irregular migration by both state and hostile non-state actors, supporting the management and governance of migration and ensuring that migration takes place in a safe and orderly manner and that support is provided to forcibly displaced***

populations and their host communities with a view to promoting inclusion and reintegration programmes in the country of origin.

This approach shall be implemented in full respect of international law, including international humanitarian law, human rights law and refugee law, ensuring access to international protection where relevant, as well as Union and national competences while ensuring consistency with the Union's strategic interests and in line with the principles guiding the Union's external action as laid down in Article 3(5) and Articles 8 and 21 TEU and Article 208 of the TFEU.

2. This approach shall *comply with the principles and criteria for ODA eligibility of activities in the field of migration in line with Article 6(5), and support development-oriented solutions in line with long-term development outcomes.* It shall maximise synergies *with Member States' actions* and build *mutually beneficial* comprehensive *bilateral, regional and international* 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 in accordance with the objectives and programming principles of the Instrument as set out in Articles 4 and 14. It shall take into account effective cooperation and implementation of Union agreements and arrangements, and of dialogues on migration. ■

3. In case the Commission services, in consultation with EEAS, identifies serious shortcomings in a partner country related in particular to the obligation to readmit its own nationals from the Member States, the Commission may *fully or partially* suspend payments or the implementation of *one or more actions.* ■

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 810/2009⁵⁴ and with Article 8 of Regulation (EU) 2018/1806⁵⁵ ■ .

4a. Where, following an assessment in accordance with paragraph 4, the Commission establishes the existence of shortcomings, it shall:

- *assess the Union's overall relations with the partner country concerned, including in the field of migration, the Union's strategic interests as well as the principle of proportionality and the possible consequences of the suspension on the population, on the broader cooperation with the partner country, including in light of that country's socio-economic situation;*
- *hold a dedicated engagement with the partner country concerned in order to improve the level of cooperation in relation to the international obligation to readmit its nationals and provide dedicated support, where necessary and appropriate, to Least Developed Countries (LDCs) and fragile and conflict-affected situations (FCAS);*

⁵⁴ 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>).

⁵⁵ 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>).

- *inform the European Parliament and provide it with the assessments carried out, including appropriate data on the readmission trends with the partner country, the reasons and justifications for suspension, the duration and the conditions for its lifting;*
- *produce a public report presenting the conclusions of the assessment, consultations and engagement with the partner country.*

4b. *The suspension shall in no case affect humanitarian assistance, the provision of basic services, protection of human rights and democracy, or support to civil society organisations.*

5. *The Commission shall regularly review the measures taken in accordance with paragraph 3.* Where the Commission considers that the reasons justifying the measure taken in accordance with paragraph 3 no longer apply, the Commission shall lift the suspension.

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 *and shall be implemented in alignment with the objectives stated under Annex II.*

2. On the basis of Article 8, *programming under the Instrument shall be based on the following:*

Programming documents shall provide a coherent framework for cooperation between the Union, **Member States**, partner countries or regions and other partners, consistent with the overall purpose and scope, objectives and principles set out in this Regulation. **Programming documents shall set out the envisaged actions to attain the Instrument's objectives laid down in Article 4. Dedicated spending markers shall be established in accordance with Article 6.**

When drawing up the programming documents for partner countries and regions in situations of crisis, post-crisis or fragility and vulnerability, a conflict analysis shall be conducted to ensure conflict sensitivity and due account shall be taken of the special needs and circumstances of the partner countries or regions concerned and of their population. Where partner countries or regions are directly involved in, or affected by a situation of crisis, post-crisis or fragility, special emphasis shall be placed on stepping up coordination amongst all relevant actors to help with the transition from an emergency situation to one of sustainable development and lasting peace, including the prevention of violence;

The Commission shall *at an early stage of and throughout the programming process, ensure a regular, inclusive, timely and meaningful multi-stakeholder dialogue with other donors and actors, including local and regional authorities, their associations and decentralised cooperation actors, as well as representatives of civil society and the private sector, where relevant, in order to ensure they play a meaningful role in the programming process and in order to promote coherence, complementarity and consistency among their cooperation activities. With regard to the latter, the Commission shall also apply the Team Europe approach in accordance with Article 11 at local and headquarters' level.*

The Commission shall inform the European Parliament and the Council about the outcome of the *dialogue* envisaged under the third subparagraph of this paragraph .

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.

3a. Programming under this Regulation shall be results-based. Programming documents shall include specific objectives, expected results and indicators and shall, where appropriate, establish baselines and measurable targets to assess progress in achieving the objectives set out in this Regulation, including on democracy.

3b. Programmes under the Instrument shall be tracked and monitored in accordance with this Instrument and the Performance Regulation.

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 **■** on ***an early, continuous and inclusive*** dialogue between the Union, Member States, ***the European Parliament*** and the partner countries concerned, including national, regional and local authorities, and involving civil society ***organisations, the private sector and national, regional and local parliaments, in order to enhance democratic ownership of the process;***
- (b) ***programming in the following areas of cooperation shall be, where applicable, independent of the consent of the government and other public authorities of the third countries concerned:***
 - (i) advancing human rights, democracy and the rule of law;***
 - (ii) supporting independent civil society and empowering its actors in partner countries, and***
 - (iii) promoting peace, stability and conflict prevention.***
- (c) 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. ***Programming documents shall clearly display the different sources of funding.***

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;
- (aa) the partner countries' needs, established on the basis of specific criteria, taking into account the population, poverty, inequality, human rights, human development, economic and environmental vulnerability, and the state and societal and health systems' resilience, including preparedness for and resilience to climate change, as well as the impact of protracted and recurrent crises in the partner country;***
- (b) the partnership with the Union, including the promotion of mutual interests and shared

priorities, *also as regards peace and security, respect for sovereignty, independence and territorial integrity*, 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 *in particular in the fundamental areas of the rule of law, following a differentiated, case-by-case approach*;
- (d) partner countries and regions' capacity and commitment to promote shared values and principles, *including human rights, fundamental freedoms, democracy, the rule of law, good governance, the fight against corruption, the need to have open civic space, and access to reliable and fact-based public-interest information, and gender equality*, and to support multilateral alliances and a rules-based international system;
- (e) partner countries and regions' *specificities, such as the situation of small island developing states and landlocked developing countries*, and level of development and commitment to address *economic and social development, environmental sustainability*, the drivers of fragility and irregular migration and forced displacement, including their root causes;
- (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.

2a. The countries most in need, in particular LDCs, low-income countries, countries in a situation of crisis, post-crisis, or fragility and vulnerability, including small islands developing states and landlocked developing countries, shall be given priority in the allocation of grants. An appropriate balance with the Union strategic interests, including the Global Gateway Initiative, shall be ensured.

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 define how they are to contribute to the general principles of the Union's external action laid down in Article 3(5) and Articles 8 and 21 TEU, and Article 208 TFEU and the instrument's objectives laid down in Article 4 of this Regulation. They shall also be guided by the EU's relevant external policy frameworks such as the EU Action Plan on Human Rights and Democracy, the EU Gender Action Plan, as well as, where applicable, trade agreements, strategic partnerships and the Global Gateway Strategy. The multiannual indicative programmes* shall set out the priority areas selected for Union financing, the *common horizontal objectives, the specific objectives, the expected results, clear and specific performance indicators*, and  the indicative financial allocations 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, ***the expected results, clear and specific performance indicators***, and the indicative financial allocations. ***The priorities of the multiannual indicative programme for the programme of the Global Pillar promoting and protecting democracy, human rights and rule of law shall be informed notably by the EU Action Plan on Human Rights and Democracy.***

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

Article 17 – Adoption and amendment of multiannual indicative programmes

1. The Commission shall ***be empowered to adopt, and review***, by means of ***delegated acts, supplementing this regulation by defining*** multiannual indicative programmes referred to in Articles 15 and 16. Those ***delegated*** acts shall be adopted in accordance with **■ Article 30. ■**

2. Multiannual indicative programmes ***shall*** be reviewed ***at mid-term and*** 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 or following a situation of crisis or post-crisis.

3. On duly justified imperative grounds of urgency, such as crises or immediate threats to peace, democracy, the rule of law, human rights or fundamental freedoms, ***including for candidate countries and potential candidates***, the Commission ***is empowered to*** amend multiannual indicative programmes referred to in Articles 15 and 16 by means of ***delegated acts*** **■**. ***The procedure provided for in Article 30 shall apply to delegated acts adopted pursuant to this paragraph.***

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 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.
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, ***except for action plans and measures pursuant to the second subparagraph of this paragraph***. Those implementing acts shall be adopted in accordance with the examination procedure referred to in Article 32(2).

By way of derogation from the first paragraph, the Commission shall be empowered to adopt delegated acts for action plans and measures involving policy-based loans supplementing this Regulation as defined in Article 26.

2. The procedure referred to in ***the first subparagraph of*** 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;
 - (b) special and support measures for which the Union's funding does not exceed EUR 20 000 000;
 - (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;
 - (d) technical amendments to action plans and measures, provided that such amendments do not substantially affect the 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;

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 **two weeks** 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. The Commission shall inform the European Parliament and the Council before making significant substantive changes to exceptional assistance measures already adopted. 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 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 ***under the first subparagraph of paragraph 1***, as immediately applicable implementing acts, in accordance with the procedure referred to in Article 32(5).

Where duly justified, imperative grounds of urgency, such as crises, including natural or man-made disasters, or immediate threats to democracy, the rule of law, human rights or fundamental freedoms so require, the Commission is empowered to adopt action plans and measures involving policy-based loans under the second subparagraph of paragraph 1 by means of delegated acts. The procedure provided for in Article 30 shall apply to delegated acts adopted pursuant to this paragraph.

Article 19a - Borrowing costs subsidy

1. By way of derogation from Article 223 (4), point (e), of Regulation (EU, Euratom) 2024/2509 and subject to available resources, the Union may bear the costs arising from the borrowing for a loan to Ukraine that would otherwise be borne by Ukraine ('borrowing costs subsidy'). Those costs shall comprise cost of funding, cost of liquidity management, and cost of service for administrative overheads related to the borrowing and lending.

2. Ukraine may request the borrowing costs subsidy referred to in paragraph 1 each year. The Commission may award the borrowing costs subsidy for an amount not exceeding the limits of the appropriations made available in the context of the budgetary procedure.

3. The financial resources required to cover the borrowing costs subsidy shall not be sourced from the financial envelopes referred to in Article 6 (1) or Article 6 (3) of this Regulation. These financial resources for Ukraine shall be made available in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]].

4. By 31 October of each year, the Commission shall inform Parliament and Council about its forecast of the total amount of debt service costs, including for the repayment of the interest, to be covered in the following year in relation to the borrowing costs subsidy

resulting from Regulation (EU) 2022/ 2463, Regulation (EU) 2024/792, Regulation (EU) 2026/467 and this Regulation.

5. By way of derogation from Article 223 (4)(e) of Regulation (EU, Euratom) 2024/2509, and subject to available resources, the Commission may decide that costs arising from the borrowing of a loan to other partner countries are to be borne by the Union, if duly justified. The Commission shall inform Parliament and Council in a timely manner about the award of the borrowing cost subsidy and, by 31 of October of each year, its forecast of the total amount of debt service costs as well as of financial liabilities and exposures of the Union budget.

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;
- (g) a member country of the Organisation for Economic Cooperation and Development (**OECD**), in the case of contracts implemented in a least developed country as included in the list of ODA recipients **or in Heavily Indebted Poor Countries (HIPC) as included in the list of the World Bank and International Development Association (IDA)-only countries.**

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 (2), point (b) **(i) and (v) and Article 3(3), point (b) (i) and (iv)** 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 **and civil society organisations.**

5. Subject to paragraph 10 of this Article, all products financed under the Instrument may originate from any country or territory, **whilst preference shall be given to products originating within the partner countries to which the assistance is directed or from within the Union and adhering to high environmental, social and governance standards.**

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 **■** required *by*:

- the specific nature or objectives of the activity;
- ***the effective implementation of the activity;***
- the application of Union restrictive measures: **■**
- the strategic interests of the Union;
- ***the need to address security risks posed by high-risk suppliers, including economic operators subject to direct or indirect control by third-country governments, entities or persons, where their participation would affect the security and public order of the Union and its Member States as referred to in Article 136 of Regulation (EU, Euratom) 2024/2509;***
- ***the need to address risks posed by entities that act contrary to the fundamental values and interests of the EU, including by committing serious and systemic violations of human rights or the principles of international law;***
- ***the need to address risks posed by entities, where their involvement in corruption, fraud or serious irregularities in the management of public funds is established;***
- ***the need to address risks posed by entities which do not effectively comply with international standards relating to transparency in aid and public procurement, and with***

social, environmental and anti-corruption standards as set out in the relevant international instruments;

- 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 Council⁵⁶.

10a. Restrictions under paragraph 10 shall be applied in a consistent manner with the promotion of local capacities and the participation of local actors or economic operators that are nationals of, or whose beneficial owners are effectively established in the partner countries to which the assistance is directed, provided that they are not directly or indirectly controlled by entities from non-reciprocal third countries and that this does not undermine the grounds for restriction set out in paragraph 10.

11. The eligibility rules laid down in this Article may 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.

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 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, ***including through financial instruments, budgetary guarantees or indirect management***, shall not support actions or measures which may result in, ***contribute to, enable or facilitate violations of human rights, democracy, the rule of law, international humanitarian law, international refugee law or Union restrictive measures*** in partner countries, ***such as undermining the objectives related to countering the Russian shadow fleet.***

1a. Union funding under the Instrument shall not support actions and measures which are contrary to the "do no significant harm" principle in accordance with Article 5 of the Performance Regulation, are incompatible with the Paris Agreement, or that promote investments in fossil fuels, unless such actions or measures are strictly necessary to achieve the objectives of the Instrument and are accompanied by appropriate measures to avoid, prevent or reduce and, if possible, off-set those effects, including support to phase out environmentally harmful fossil fuel subsidies.

1b. Accordingly, in the event of a degradation in democracy, human rights and the rule of law by a partner country or where actions or measures funded under the Instrument become incompatible with paragraphs 1 or 1a of this Article, the Commission shall take the necessary measures such as suspending programmes, financing agreements or payments.

⁵⁶ 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>).

The Commission shall take the utmost account of any recommendations made by the European Parliament or its bodies to suspend assistance, especially requests for suspension of assistance expressed in resolutions.

The Commission shall present a reasoned justification to the European Parliament on how the circumstances have been addressed.

1c. To ensure and monitor compliance with its obligations pursuant to paragraph 1 and 1b, the Commission shall set up and rely on mechanisms, enshrining the existing human rights-based approach (HRBA), to conduct risk assessments, investigations and on-the-spot visits to projects funded under this Instrument. The mechanisms shall inform possible Commission decisions in line with paragraph 1b. The Commission shall inform the European Parliament and the Council of those decisions in a timely manner. It shall ensure good cooperation with Member States' Embassies.

Article 22 – 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.

By way of derogation from Article 12 (4) of Regulation (EU, Euratom) 2024/2509, any unused appropriations for humanitarian aid shall be carried over exclusively for the same purpose, 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.

1a. In addition to the rules laid down in Article 15 of Regulation (EU, Euratom) 2024/2509 on making appropriations available again, commitment appropriations corresponding to the amount of decommitments made following total or partial non-implementation of an action under the Instrument shall be made available again to the benefit of the budget line of origin.

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.

2a. Financial instruments and budgetary guarantees referred to in paragraph 2 of this Article shall support financing and investments operations which comply with the conditions laid down in Article 212(2) of Regulation (EU, Euratom) 2024/2509, in particular as regards the need to achieve additionality.

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, **shall** 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 **shall** 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, **shall** 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, ■ and those specifically authorised in this Instrument, **with the exception of trust funds referred to in Article 238 of Regulation (EU, Euratom) 2024/2509**. 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.

2a. The Commission shall ensure that Union funding is provided through the types of financing most aligned with the specific context of deployment and underlying conditions

that allow the Union to meet its policy objectives and maximise development impact. When choosing the form of funding, the Commission shall take into account country conditions, including debt sustainability, macroeconomic stability, institutional capacity and investment risk.

3. When working with civil society organisations and stakeholders of partner countries **including** local authorities, **and small and medium enterprises**, the Commission shall take into account their specificities, including their needs and the relevant context, **while ensuring proper financial safeguards, clear allocation of responsibilities, and adequate reporting and auditability of funds**. Financing modalities, **types of contributions**, the participation, the evaluation and award **procedures** and the administrative provisions **shall be designed to facilitate access for local and small CSOs, including in fragile or high-risk environments, without creating undue administrative burden**. 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 **and other** or simplified forms of funding referred to in Article 125(1) of Regulation (EU, Euratom) 2024/2509, **provided that transparency, accountability, and eligibility criteria are fully respected**.

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, **independent journalists and humanitarian workers** to finance urgent protection actions and needs, including through mechanisms for the protection of human rights defenders, **independent journalists and humanitarian workers** 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 and independent media** using, to the extent possible, simplified forms of funding in accordance with Article 125 of Regulation (EU, Euratom) 2024/2509;
- (e) 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.

Grants awarded pursuant to point (e) of this paragraph shall remain exceptional. The Commission shall make information on the volume and allocation of support

publicly available, and shall ensure that data are up-to-date, easily accessible, and available in machine-readable format. All recipients shall equally disclose that information in a publicly available format;

- (ea) directly to international organisations, where it is more efficient for the Union to fund those international organisations rather than to act directly, namely where such direct award is duly justified by their mandate, comparative advantage, or their role in ensuring effective, timely and coordinated implementation of Union external action, in particular in fragile, crisis or humanitarian or displacement contexts.*

5. In areas pertaining to the protection of human rights and democracy and support to civil society actors, ***independent media, investigative journalists, human rights defenders, anti-corruption actors and democratic opposition***, 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 ***and policy-based loans***, 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 young people, ***as well as access to inclusive, equitable and quality education and skills development***, poverty eradication, inequality reduction, and to build and consolidate democracies and peaceful societies. Budget support ***and policy-based loans*** shall also contribute to gender equality.

Any decision to provide budget support ***and policy-based loans*** 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.

Low-income countries or partner countries in situations of fragility, in particular those with unsustainable debt or limited borrowing capacity, shall primarily be provided with grant-based financing, in order not to undermine debt sustainability. Loans, financial instruments, budgetary guarantees and blending operations shall be used where they are appropriate to the policy objective pursued and demonstrate additionality.

Budget support ***and policy-based loans*** shall be differentiated in such a way as to respond better 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. ***The Commission shall ensure appropriate reporting on budget support to the European Parliament and Council, including the fulfilment of the objectives and the expected results of the budget support programmes, and a list of final beneficiaries, in order to ensure full accountability, transparency, and traceability of EU funds.***

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

Partner countries which have demonstrated commitments to reforms and do not face high fiscal or balance-of-payment pressures shall be given priority for policy-based loans.

Policy-based loans shall be differentiated in such a way as to respond better to the political, economic, social, environmental and fiscal context of the partner country, taking into account the country's capacity to implement reforms and its ability to sustain debt over the long term.

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, ***a multilateral European finance institution such as the EBRD and other entities with which the Commission has established a financial framework partnership agreement***, or a Member State organisation, ***such as a national development bank***, 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.

13. Cooperation between the Union and its partners may include participation in structures set up for concerting programming with other donors, 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.

13a. The European Court of Auditors shall have the right to carry out audits on all entities entrusted with the implementation of funds under this Regulation, whether under direct, indirect or shared management, including international organisations, private entities and partner country bodies. Implementing agreements concluded pursuant to this Regulation with entities referred to in paragraph 1 shall include provisions explicitly guaranteeing the right of the European Court of Auditors to access documents and premises and to obtain information necessary for the performance of its audit mandate pursuant to Article 287 TFEU. Any restrictions to the access referred to in paragraphs 1 and 2 shall be reported by the Commission to the European Parliament and the Council without undue delay.

Article 24 - 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.

Amounts relating to the provisioning of budgetary guarantees and financial assistance shall be put into a budgetary reserve at the beginning of each year. They shall be released in accordance with Article 31 of Regulation (EU, Euratom) 2024/2509.

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. ***The Commission may only increase the maximum amount of the guarantee referred to in paragraph 3 if the provisioning rate is decreased.***

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, ***without leading to additional contingent liabilities for the Union.***

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. ***A maximum amount of EUR 20 billion from the Union budget may be used to provision the budgetary guarantee and financial assistance for all partner countries except Ukraine.*** 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.

12a. The Commission may only act with regard to policy-based loans under this Article after the adoption of a delegated act for policy-based loans pursuant to Article 26(1)..

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.

A total amount of EUR 36 billion shall be granted to the EIB for the implementation of the Instrument.

Out of this total amount, an amount of EUR 19 billion, equivalent to a share of 20.0% of the budgetary guarantee referred to in Article 24(1) and an amount of EUR 13,5 billion, equivalent to a share of 28.1% of the budgetary guarantee referred to in Article 24(3), shall be granted to the EIB for the implementation of the Instrument.

Furthermore, out of this total amount, an amount of EUR 2,3 billion of the resources referred to in Article 6(1) and an amount of EUR 1,2 billion of the resources referred to in Article 6(2) shall be granted to the EIB to implement blending operations, advisory services and technical assistance. At least 35 % of each amount shall be allocated to advisory services and technical assistance.

1a. The EIB shall have exclusivity for sovereign and non-commercial sub-sovereign operations for the budgetary guarantee referred to in Article 24(1). Where the EIB cannot carry out, or decides not to carry out, such operations, they may be opened to other eligible counterparts owned by Member States or to international financial institutions in which Member States hold shares, under conditions laid down in the relevant agreements and taking into account the conditions offered to the EIB and the specific needs, circumstances and nature of the eligible counterpart. Priority shall be given to institutions owned by Member States.

1b. Taking into account the amount of budgetary guarantee, blending and technical assistance resources available and the implementation of non-EIB operations, the amount granted to the EIB pursuant to the paragraph 1 of this Article may be adapted to take account of the rate of approvals achieved by the EIB for operations under the budgetary guarantee by 31 December 2031. To that effect, the Commission is empowered to adopt a delegated act amending the amounts referred to in paragraph 1 of up to 20% upwards or downwards, if the rate of approval is above 80 % or below 50%, respectively. Such a revision should also potentially involve recalibrating guarantee levels to ensure that EIB residual risk remains within acceptable parameters.

1c. Technical support and assistance linked to preparing, developing, structuring and implementing projects benefiting from the budgetary guarantee, including capacity building, shall also be supported.

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. 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 ***where necessary and duly justified***.

2a. The Commission shall ensure that entities and counterparts eligible to implement a budgetary guarantee do not involve entities the involvement of which would pose risks to the security of the Union or its Member States, in accordance with Article 20. The Commission shall include this requirement in the guarantee agreements and investment guidelines concluded with implementing entities and counterparts.

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, bodies ***referred to in Article 62(1), first***

subparagraph, point (c), (vi), (vii) and (ix) of Regulation (EU, Euratom) 2024/2509 which provide adequate assurance of their financial capacity and governed by private law of a Member State, of a partner country benefitting from the financial instruments or the budgetary guarantee, or of a partner country which has contributed to the financial instruments or the budgetary guarantee shall be eligible, where necessary and duly justified. In the case of bodies governed by the private law of a Member State or a partner country, preference shall be given to those bodies that disclose information related to environment, social, tax and corporate governance criteria. The Commission shall issue specific guidance before the signature of the first guarantee agreement.

4. The Commission shall ensure *and foster* the effective, efficient, *needs-based* and fair use of available resources among eligible implementing entities and counterparts, including small and medium-sized counterparts, *in an inclusive approach and through an open and transparent process*, while promoting cooperation between them and taking due account of their capacities, added value, experience *and risk-taking capacity*.

5. *The Commission shall ensure fair and transparent treatment for all eligible counterparts and all eligible entrusted entities and shall ensure that conflicts of interest are avoided throughout the implementation period of the budgetary guarantee.* In order to ensure complementarity, the Commission may request any relevant information from *eligible implementing entities and* counterparts about their operations not covered by the budgetary guarantee referred to in Article 24.

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6a. *A technical risk assessment group shall be established by the Commission. The Commission shall ensure an independent, impartial and inclusive high-quality function of the technical risk assessment group. When concluding guarantee agreements, the Commission shall take due account of the advice of the technical risk assessment group. The Commission shall also ensure that information and analysis are shared in a timely and transparent manner, with due regard to confidentiality. The composition, rules of procedure and working methods of the technical risk assessment group shall be open to experts from the EIB, other implementing partners and eligible counterparts and interested Member States. The Commission shall provide the composition, terms of reference and rules of procedure of the technical risk assessment group to the European Parliament and ensure the impartiality and absence of conflict of interest of its members.*

6b. *To ensure greater transparency and accountability, the competent committees of the European Parliament may invite the Commission to discuss the implementation of the budgetary guarantees referred to in Article 24.*

Article 25a – Global Europe Investment Board

1. *A Global Europe Investment Board (the ‘Investment Board’) shall be established, which shall also function as the Global Gateway Board.*

2. *The general task of the Investment Board shall be to provide strategic and operational guidance to the Commission for the implementation of this Regulation, of the Global Gateway strategy and of Team Europe Initiatives. The Investment Board shall in particular assist the Commission in:*

(a) implementing the budgetary guarantees referred to in Article 24 and blending operations; and

(b) defining and selecting projects under the Global Gateway strategy, as well as proposing flagship projects of particular strategic importance in full compliance with the objectives and principles of this regulation.

3. The Investment Board shall be composed of representatives of the Commission and of the Vice President/High Representative, of representatives from all Member States and of the EIB and of two representatives of the European Parliament. Contributors, eligible implementing entities and counterparts, partner countries, relevant regional organisations, export credit agencies and other stakeholders may be invited to meetings of the Investment Board where appropriate. The Investment Board shall be co-chaired by the Commission and the High Representative. The secretariat of the Investment Board shall be ensured by the Commission.

4. The Investment Board shall adopt its rules of procedure on the basis of a proposal submitted jointly by the Commission and the EEAS. Those rules of procedure shall ensure that the Investment Board adopts its recommendations and opinion by consensus, where possible. The Investment Board shall meet four times a year.

The Commission shall ensure inclusiveness and provide all members of the Investment Board with equal access to information. The Investment Board shall regularly consult stakeholders on the strategy and implementation of the budgetary guarantee and financial instruments. The minutes and agendas of the meetings of the Global Europe Investment Board shall, following their adoption, be transmitted to the European Parliament and the Council without delay.

Article 26 - Adoption of policy-based loans

-1. The Commission is empowered to adopt delegated acts to supplement this Regulation for the purpose of defining policy-based loans taking into account relevant elements defined in Articles 23 and 26 (2a) in order to define the following:

- criteria by geographic pillar and priority regions or countries, general and specific objectives aimed at achieving by such measures or actions involving loans and financing needs that may be covered;*
- the actions and measures, such as reforms or investments, the conditions, including those in the form of measurable qualitative and quantitative steps corresponding to the related actions or measures, including the indicative timetable;*
- the total and annual indicative maximum amounts of the loan support for actions or measures;*
- the instalments, appropriately structured, to be paid once the beneficiary has achieved satisfactory fulfilment of the relevant qualitative and quantitative steps identified in relation to the action or measure that is implemented by such a loan;*
- the amount of the loan support to be paid in the form of a pre-financing;*
- the time limit by which the final qualitative and quantitative steps must be completed;*
- the arrangements and timetable for monitoring and implementation;*
- measures necessary to protect the financial interests of the Union;*
- the indicators for assessing progress towards the achievement of the general and specific objectives of the action or measure.*

1. The Commission **is empowered to** adopt **delegated** acts **to supplement this Regulation**, 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. **Amounts shall be released in accordance with annual budgetary procedure.**

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. **Such agreements shall be subject to the prior approval of the European Parliament. They shall also lay down detailed provisions on pre-financing, conditions for disbursement, financial reporting, monitoring, and ex-post evaluation obligations to avoid misuse of Union resources.**

2a. Policy-based loans shall be subject to an assessment of debt sustainability and of the social, human rights and distributional impacts of the policy conditions attached to the loan. The loan terms and policy conditions shall be transparent and made public in a timely manner, except where duly justified confidentiality requirements apply.

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 – Cross-Border Cooperation

1. Cross-border cooperation shall cover 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 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]. ■ 3% of the financial envelope for the pillars referred to in Article 3(1), point (a) may be indicatively allocated to support those programmes.

3. Contributions to cross-border cooperation programmes shall be determined and used pursuant to Article XX {Cross-fund provisions – external CBC programmes} of the Regulation (EU, Euratom) [XXX] [National and Regional Partnerships].

Article 28a – The Global Gateway Initiative

1. Scope

In order to benefit from funding under this Regulation, the Global Gateway Initiative, as a strategic geopolitical concept integrating foreign, economic and development cooperation policies, shall mobilise public and private investment across the digital, climate and energy, transport, health, education and research sectors. Grounded in European values and principles and applying high social, environmental as well as governance standards, it shall strengthen the Union's geopolitical role through a Team Europe and a comprehensive 360-degree approach by delivering high-quality, trusted, secure and sustainable investments combining infrastructure, connectivity and policy cooperation.

2. Objectives

The Initiative shall remain anchored in the primary objective of Union development cooperation as referred to in Art 208 TFEU (Renew), namely the reduction and long-term eradication of poverty, and contribute to the Sustainable Development Goals, particularly in fragile contexts. Global Gateway actions shall ensure a demonstrable link between Union external investment and human development outcomes in partner countries. The Initiative shall promote democracy, the rule of law, human rights, environmental sustainability, democratic resilience, transparency and accountability, while supporting sustainable development, resilience, social inclusion, inclusive growth, decent jobs creation, skills development and access to education and vocational training. It shall advance the Union's strategic interests through mutually beneficial partnerships that strengthen strategic autonomy, competitiveness and economic security, secure reliable supply chains, and facilitate investment in local industries and small and medium-sized enterprises, in order to create local added-value. The Initiative shall contribute to European economic resilience and reduce strategic dependencies, including on critical raw materials, and in accordance with Article 20. Partnerships and investments shall align with partner countries priorities and promote both the European dimension and partner-country ownership through the involvement of European and partner-country's private-sector, local authorities and civil society.

3. Financing and procurement principles

The Global Gateway Initiative shall mobilise funding from Union institutions, Member States and financial institutions, aiming to de-risk and to leverage private investment. The Commission shall strengthen financial due-diligence and procurement safeguards to prevent Union-funded projects from creating or deepening dependencies on actors seeking to undermine Union values or interests.

4. Project selection

In order to benefit from funding under this Regulation, Global Gateway projects selected by the Investment Board shall be assessed in accordance with this Regulation. Proposals shall be screened by the Commission through the Investment Hubs on the basis of transparent criteria. The advice of the Business Advisory Group and the Civil Society and Local Authorities Advisory Platform shall be taken into account. Flagship projects shall be subject to enhanced political scrutiny by the co-legislators, including via the Global Europe Dialogue as stipulated in Art 28b.

5. Annual report

The Commission shall report annually on progress and alignment with the objectives of this Regulation. The report shall be discussed by the Investment Board and include:

- (a) the geographic and sectoral distribution of projects;*
- (b) the share of contract value executed by Union operators, operators from countries aligned with Union values and interests, and operators from countries not maintaining a level playing field with the Union;*
- (c) cases where eligibility restrictions under Article 20(10) were applied and the value of the contracts concerned;*
- (d) the leverage ratio between EU-financing and private or public co-financing;*

- (e) alignment of projects with the Union's economic security including critical raw materials strategies;*
- (f) alignment of projects with the Union's development policy objectives and related strategies.*

At the request of the competent committees of the European Parliament, an exchange of views shall be held on the implementation of Global Gateway projects.

The Commission is empowered to adopt delegated acts in accordance with Article 30 to amend or supplement paragraphs 4, 5 and 6 in order to improve the governance of the Global Gateway Initiative.

CHAPTER IIIa

PARLIAMENTARY OVERSIGHT AND EVALUATION

Article 28b – Democratic control and oversight

- 1. The Commission shall provide the European Parliament and the Council with the information necessary for them to exercise political control and oversight, for the Parliament to provide democratic accountability and for the Council to exercise its coordinating function over the implementation of this Regulation.*
- 2. A Global Europe Dialogue in the European Parliament shall be convened twice a year with all relevant Commissioners and the Vice-President / High Representative, to review the state of progress in the implementation of the Instrument, and) to inform the European Parliament of the amounts allocated to and progress in achieving the common specific objectives encompassing human rights, democracy, democratic political institutions and the rule of law, civil society organisations, peace, stability and conflict prevention. Upon the request of the European Parliament, individual Global Europe Dialogues shall be convened on an ad hoc basis with individual Commissioners in line with geographic or thematic priorities including in the context of development and implementation of the rules for the Europe pillar.*
- 3. For the preparation of the Global Europe Dialogue in paragraph 2, as well as other identified topics of political priority, the institutions and their respective administrations shall cooperate at all levels. The Commission shall provide written information upon the request of the European Parliament and its bodies and make every effort to deliver input of high quality and meaningful detail, including on the amount of financial mobilisation, and policy impact. Such information shall be provided in a timely manner and shall accompany the relevant agenda points, so as to enable a substantive, evidence-based political and strategic discussion.*
- 4. The Commission shall take into account the recommendations from the European Parliament including, on the review of and shifts in policy priorities, especially to react to immediate threats to peace, democracy, rule of law, human rights, fundamental freedoms inter alia as stipulated under Article 21 or to react to global economic crises. In the framework of the Global Europe Dialogue, the Commission shall report how recommendations from the European Parliament were taken into account, including on the possible review of and shifts in policy priorities.*

Article 28c – Monitoring and reporting

1. The Commission shall continuously monitor the management and implementation of this Regulation. In order to enhance transparency, data shall also be made publicly available in an accessible manner on the Commission's website and updated regularly. This website shall include information on all actions including Global Gateway projects, goals and benchmarks for each action, as well as a specification of whether they are considered ODA-eligible. The Commission shall, in particular, track the progress towards, as well as the funding allocated to, the common horizontal objectives referred to in Article 4(2), points (a) to (c) and inform the European Parliament and the Council of the amounts allocated to them.

2. For the purpose of paragraph 1, the existing indicators established in the Financial Regulation and the Performance Regulation shall be applied. The intervention fields defined in the Performance Regulation shall be explicitly linked to the relevant objectives of this Regulation, so as to ensure a clear and verifiable correlation between expenditure and the objectives of Global Europe.

3. The Commission shall, by 31 March each year, transmit to the European Parliament and the Council a comprehensive annual strategic report on the implementation of the Instrument, covering, as a minimum:

- (a) the execution of the financial envelope per pillar and per geographic region;***
- (b) the application of conditionality assessments and suspensions under Article 21;***
- (c) the application of eligibility restrictions and requirements under Article 20;***
- (d) the application of visibility requirements;***
- (e) the cases in which exceptional assistance measures, special measures or amendments to multiannual indicative programmes on imperative grounds of urgency were adopted;***
- (f) country specific breakdowns on spending on common horizontal objectives and spending targets in line with Article 6.***

4. The European Court of Auditors shall, in accordance with Article 287 of the Treaty on the Functioning of the European Union, carry out external audits of activities performed under this Regulation. Entities entrusted with the implementation of the Instrument's budget and any person or entity receiving Union funds under this Regulation shall fully cooperate in the protection of the Union's financial interests. They shall grant the necessary audit, control, investigation rights and access to the Commission, the European Anti-Fraud Office (OLAF), the European Public Prosecutor's Office (EPPO) and the European Court of Auditors.

Article 28d – Evaluation and impact assessment

1. The Commission shall, on a regular basis, and at least at mid-term, evaluate the impact and effectiveness of the programming and implementation of the Instrument, including the achievement of its objectives, where appropriate by means of independent external evaluations. The European Parliament and the Council shall be able to request independent external evaluations on specific matters related to the implementation of this Regulation. The evaluations shall include assessments of the mobilisation of financial resources, the progress in achieving the common horizontal objectives and the targets.

2. The Commission shall communicate the findings and conclusions of the evaluations, accompanied by its observations and follow-up, to the European Parliament and to the

Council. Evaluations shall be made publicly available and shall be discussed at the request of the European Parliament pursuant to Article 28b.

3. The Commission shall conduct an impact assessment of 10 % of actions funded by the Instrument, selected on a random basis. Upon the request of the European Parliament or the Council, the Commission shall conduct an impact assessment of specific actions specified in that request, on a risk-based approach.

4. The evaluation of actions and measures shall be based on effective indicators and shall seek to assess the impact, in particular on decent job creation, including for young people, poverty eradication, gender equality and inequality reduction. All indicators referring to individuals shall be disaggregated, whenever possible, by sex and age.

5. As part of the evaluation of actions, the Distributional Impact Assessment (DIA+), evaluating the targeting of disadvantaged groups and communities, in particular in relation to gender and socioeconomic conditions, shall be performed for at least 10% of interventions under this Regulation, whenever adequate data is available).

6. The evaluations conducted pursuant to this Article shall be accompanied, if appropriate, by legislative proposals setting out the necessary amendments to this Regulation.

7. For the evaluation and impact assessment process, the Commission shall strengthen its cooperation with relevant stakeholders, including beneficiaries, international organisations, civil society actors, notably academia in Member States and third countries, as well as local authorities. It shall seek to undertake joint evaluations with Member States and partner countries in particular as regards contextual knowledge, ownership, the design of projects, terms of reference, indicators and the quality and relevance of the data collected, in order to ensure that evaluations are meaningful, context-sensitive and evidence-based, and shall seek to reinforce stakeholders' capacities in data collection and rigorous impact assessments.

8. In accordance with Regulation (EU, Euratom) 2024/2509, by 31 December 2030 and every three years thereafter, the Commission shall evaluate, on the basis of an independent external evaluation, the use and functioning of blending instruments and budgetary guarantees as well as policy-based loans under this Regulation, in particular their contribution to the objectives, the achieved results and additionality. The Commission shall submit that evaluation report to the European Parliament and to the Council. That evaluation report shall be accompanied by an opinion of the European Court of Auditors. The evaluation report and the opinion of the European Court of Auditors shall be made publicly available.

TITLE III – FINAL PROVISIONS

Article 29 – Extension of geographic scope

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 regional or trans-regional cooperation.

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, 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].

Article 29a – Communication and visibility of Union action

1. The recipients of Union funding and the entities responsible for indirect management shall acknowledge the origin and ensure the visibility of the Union funding, in particular when promoting the actions and their results to the public and the media. The Commission shall be responsible for monitoring recipients' compliance with those requirements.

2. The Commission shall implement information and communication actions related to the Instrument, and its actions and results. Union financing may cover support expenditures related to the provision of information and communication actions, including corporate communication and visibility of the political priorities of the Union, insofar as those priorities directly relate to the objectives referred to in Article 4.

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 ***as referred to in Article 4(2), Article 6(1), Article 17(1), Article 17(3), Article 19(1), Article 26(1), Article 28a(7) and Article 31*** shall be conferred on the Commission for the period of validity of this Regulation.

3. The delegation of power referred to in this Article 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 shall enter into force only if no objection has been expressed either by the European Parliament or to 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 – Further rules for the Europe pillar

For Enlargement and Neighbourhood East partners in the pillar referred to in *Annex 1*, the Commission shall adopt *a delegated act to supplement* this Regulation, in relation to the design and content of the *policy-based loans*, performance-based plans, performance, 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. ■

The delegated act referred to in the first subparagraph shall give particular emphasis to and make funding conditional upon ensuring that beneficiaries uphold and respect effective democratic mechanisms, including a multi-party parliamentary system, free and fair elections, pluralistic media, freedom of assembly, an independent judiciary and the rule of law, and guarantee respect for all human rights obligations, including the rights of persons belonging to minorities and communities. Moreover, the delegated act shall be implemented through a combined ‘less for less’ and ‘more for more’ approach, with the exception of humanitarian aid, taking into account demonstrated and sustained commitment to reforms. It shall also set a funding target for the fundamentals first approach to support candidate countries’ democratic institutions in achieving performance-based plans, and to support non-state actors in monitoring and contributing to democratic reforms. The delegated act shall also define the modalities of the reverse conditionality approach to automatically repurpose programmable funds to independent actors when democratic backsliding occurs.

The Commission shall establish transparent and verifiable conditions for determining the Union’s support and frameworks for assessing whether payment conditions have been fulfilled, including guidance on handling cases where milestones and targets set in the performance-based plans have been only partially fulfilled or not fulfilled. In partner countries where performance-based plans serve as basis for programming, the Commission shall consider establishing an independent Audit Board to support the implementation of the instrument, as appropriate.

Article 32 – Committee procedure

1. The Commission shall be assisted by a committee. That committee shall be a committee within the meaning of Regulation (EU) No 182/2011. The committee may convene in different formats.
2. Where reference is made to this paragraph, Article 5 of Regulation (EU) No 182/2011 shall apply.
3. 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.
4. 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.
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 be invited to attend the meetings of the Committee with regard to questions concerning the EIB.

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 1085/2006⁵⁷, Regulation (EU) No 231/2014⁵⁸, 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) 2024/1449.

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.

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.

⁵⁷ 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>).

⁵⁸ 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>).

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

Kosovo⁵⁹

Montenegro

The Republic of Albania

The Republic of Moldova

The Republic of North Macedonia

The Republic of Serbia

The Republic of Türkiye

Ukraine

Union support under this area may also benefit Russian *and* Belarussian independent civil society and independent free media, *democratic opposition in exile and Belarussian educational institutions 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

⁵⁹ 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.

Neighbourhood South

Algeria

Egypt

Israel

Jordan

Lebanon

Libya

Morocco

Occupied Palestinian Territory

Syria

Tunisia

Western Sahara⁶⁰

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

⁶⁰ *This designation is without prejudice to the result of the UN-led process on the non-self-governing territory of Western Sahara.*

Cameroon
Central African Republic
Chad
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
Taiwan⁶¹
Tajikistan
Thailand
Timor-Leste
Tonga
Turkmenistan
Tuvalu
Uzbekistan
Vanuatu
Vietnam

Annex I.E - Americas and the Caribbean

Antigua and Barbuda
Argentina
Bahamas (the)
Barbados
Belize

⁶¹ This designation should not be interpreted as reflecting any official position of the European Union with regard to the legal status of Taiwan.

Bolivia
Brazil
Canada
Chile
Colombia
Costa Rica
Cuba
Dominica
Dominican Republic
Ecuador
El Salvador
Grenada
Guatemala
Guyana
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 – Common horizontal objectives for all geographic pillars

1. Human rights, democracy, democratic political institutions, and the rule of law

The Union shall contribute to advancing the fundamental values of democracy, the rule of law, the universality, indivisibility and interdependence of human rights, respect for human dignity, the principles of non-discrimination, equality and solidarity, and respect for the principles of the Charter of the UN and international human rights law, mainly in the following areas:

- 1) Upholding human rights and fundamental freedoms for all, in compliance with international human rights law, including the Universal Declaration of Human Rights (Greens), contributing to forging societies in which participation, tolerance, human dignity, equality, social justice, international justice and accountability prevail.***
- 2) Fighting against discrimination in all its forms, and promoting the principle of equality and non-discrimination, in particular gender equality, rights and empowerment of women and girls, the rights of the child, persons with disabilities, LGBTQI+ persons and persons belonging to religious minorities, and other marginalized groups;***
- 3) Developing, supporting, consolidating and protecting democracy, addressing all aspects of democratic governance, including reinforcing political pluralism, representation, and accountability, reinforcing democracy at all levels, enhancing multilevel governance, citizen and civil society participation.***

Supporting and building the capacity of local authorities to act as both actors of development and good governance, creating an enabling and accessible environment for citizen participation and engagement. Increasing the capacity of local authorities' associations networks, platforms and alliances in partner countries, fostering cooperation and partnerships of local authorities with international intergovernmental organisations, including by leveraging on decentralised development cooperation;

Supporting credible, inclusive and transparent electoral processes as well as supporting citizen capacity in monitoring democratic and electoral systems, through the support to domestic citizen election observation organisations and their regional networks. Democracy shall be strengthened by upholding the main pillars of democratic systems, democratic norms and principles, free, independent and pluralistic media, both online and offline, internet freedom, the fight against censorship, and the fight against corruption acknowledging the crucial role of an independent and public-interest information ecosystem to enable citizens to fulfil their democratic rights, and enable fair, informed and just elections and prevent foreign interference in electoral and other democratic processes. (AM 1440, EPP) Election observation shall play a full part in the wider support for democratic processes. In this context, EU election observation shall continue to be a major component of the programme as well as the follow-up to recommendations of EU election observation missions.

- 4) *Supporting accountable, representative and inclusive political institutions, particularly parliaments and political parties through capacity-building, youth and women empowerment as well as inter-party dialogue.*
 - 5) *Promoting effective multilateralism and strategic partnership, contributing to reinforcing capacities of international, regional and national instruments and mechanisms in promoting and protecting human rights, democracy and the rule of law. Strategic Partnerships shall be boosted, with a particular attention to the Office of the High Commissioner for Human Rights, the International Criminal Court and other relevant international, regional and national human rights mechanisms. Furthermore, the programme shall promote education and research on human rights and democracy, including through the Global Campus of Human Rights.*
 - 6) *Protecting human rights defenders, strengthening national and local complaint and redress mechanisms for human rights violations, and supporting the implementation of global and regional frameworks while enhancing civil society's capacity to monitor them.*
 - 7) *Supporting the protection of whistleblowers, as well as officials and partners of the International Criminal Court or any other international body under extraterritorial coercive measures.*
 - 8) *Ensuring the improvement of detention conditions in line with international human rights standards, thereby strengthening the protection of fundamental rights and the effective prevention of ill-treatment within places of deprivation of liberty.*
2. *Support to Civil Society Organisations*
- 1) *Inclusive, participatory, empowered and independent civil society and democratic space in partner countries*
 - a) *Creating an enabling and accessible environment for citizen participation and civil society action, including through foundations, by supporting active civil society participation in policy dialogues and the consolidation of dialogue platforms for non-state actors;*
 - b) *Supporting and building the capacity of civil society organisations and foundations to act as both actors of development and good governance in their own right;*
 - c) *Capacity building for civil society organisations for their support of vulnerable and marginalised groups, by providing basic social services such as health - including nutrition, education, social protection, and access to safe water, sanitation and hygiene;*
 - d) *Supporting and empowering women's organisations and other relevant organisations working on gender equality as well as women human rights defenders to have the opportunity to work and be protected against threats and violence;*
 - e) *Increasing the capacity of civil society networks, platforms and alliances in partner countries;*
 - f) *Enabling civil society to carry out their work, through, inter alia, capacity building, coordination and institutional strengthening for civil society organisations, taking into account the importance of enabling space for their*

actions and access to funding, including to engage within their organisations and between different types of stakeholders. Fostering dialogue between civil society organisations and governments on public policy.

- g) Promoting, protecting and supporting freedom of expression and information integrity by resourcing free, independent, and pluralistic media and supporting their economic resilience; enhancing their independence and their capacity; protecting the safety and security of journalists and media organisations especially in high risk and exile environments; and promoting enabling environments required to sustain independent journalism and healthy information ecosystems, including legal defense funds, emergency and psychosocial support, and relocation assistance; supporting independent technical solutions to circumvent censorship.*

2) Inclusive and open dialogue with and between civil society actors

- a) Promoting inclusive multi-stakeholder dialogue fora, including interaction and coordination between citizens, civil society, media and journalism organisations, local authorities, Member States, partner countries, the private sector and other key development stakeholders;*
- b) Enabling cooperation and exchange of knowledge and experience between and with civil society actors domestically and internationally;*
- c) Fostering cooperation and partnerships of civil society organisations with international intergovernmental organisations, including capacity building aimed at promoting and monitoring the implementation of international and regional instruments, including those concerning human rights, justice, the rule of law and democracy;*
- d) Ensuring a substantive and continued structured dialogue and partnerships with the Union.*

3) Awareness, understanding, knowledge and engagement of European citizens regarding development issues

- a) Empowering civil society to foster citizens' engagement on development issues and the sustainable development goals (SDGs), including through access to reliable, fact-based, public-interest information, raising public awareness, promoting formal, informal and non-formal education for development, especially among youth, and promoting knowledge sharing between the relevant actors, focusing on the Union Member States, candidate countries and potential candidates;*
- b) Mobilising public support in the Union, candidate countries and potential candidates for sustainable and inclusive development strategies, including poverty reduction, in partner countries.*

3. Peace, Stability and Conflict Prevention

1) Assistance for conflict prevention, peacebuilding and crisis preparedness

The Union shall provide technical and financial assistance covering support for conflict-sensitive measures aimed at building and strengthening the capacity of the partners to analyse risks, prevent conflict, build peace and address pre- and post-crisis needs in close coordination with the UN and other international, regional and sub-regional organisations, and State, civil society, local public-interest media and journalism

organisations, local authorities actors, in relation to their efforts mainly in the following areas, including specific attention to gender equality, ensuring the effective participation and empowerment of women and youth:

- a) early warning and conflict-sensitive risk analysis in policy-making and the implementation of policy;*
- b) facilitation and building capacity in confidence-building, mediation, dialogue and reconciliation measures, including at community level, with particular regard to emerging inter-community tensions, especially with a view to the prevention of genocide and crimes against humanity;*
- c) conflict prevention;*
- d) strengthening capacities for participation and deployment in civilian stabilisation, peacekeeping and peacebuilding missions;*
- e) improving post-conflict recovery as well as post-disaster recovery, with relevance to the political and security situation, including measures facilitating safe and voluntary return and reintegration of displaced populations; support for civilian victims of armed conflict, rehabilitation and reintegration of veterans into civilian life, and measures contributing to long-term societal recovery and resilience;*
- f) supporting stabilisation, safety of individuals and human security restoration measures, including mine action, demining and transitional justice in line with relevant multilateral agreements;*
- g) supporting peacebuilding and state-building actions, involving, where appropriate, civil society organisations, states and international organisations, as well as strengthening state-society relations;*
- h) contributing to the further development of structural dialogue on peacebuilding issues at various levels, between civil society, local authorities and partner countries, and with the Union;*
- i) crisis response and preparedness;*
- j) curbing the use of natural resources to finance conflicts, and supporting compliance by stakeholders with initiatives such as the Kimberley Process Certification Scheme, and including legal acts such as Regulation (EU) 2017/821, especially as regards the implementation of efficient domestic controls over the production of, and trade in, natural resources;*
- k) supporting actions promoting gender equality and women's empowerment, in particular through implementation of UNSCRs 1325 (2000) and 2250 (2015) as well as participation and representation of women and youth in formal and informal peace processes;*
- l) promoting a culture of non-violence, including by supporting formal, informal and non-formal peace education;*
- m) supporting actions strengthening the resilience of states, societies, communities and individuals, including resilience assessments designed to identify the endogenous capacities within societies that allow them to withstand, adapt to and quickly recover from pressures and shocks;*
- n) supporting international criminal tribunals and ad hoc national tribunals, truth*

and reconciliation commissions, transitional justice and other mechanisms for the legal settlement of human rights claims and the assertion and adjudication of property rights;

- o) supporting measures to combat the illicit use of, and access to, firearms, small arms and light weapons;*
- p) supporting know-how transfer, the exchange of information and best practices, risk or threat assessment, research and analysis, early warning systems, training and service delivery, including by leveraging on decentralised development cooperation.*
- q) supporting independent, public-interest local media and journalism as a key infrastructure of the crisis prevention and response tools, by investing in the safety, resilience, infrastructural, operational and technical capacities necessary for them to provide timely, fact-based and public-interest information before, during and after a crisis;*

2) Assistance in addressing global and trans-regional threats and emerging threats

The Union shall provide technical and financial assistance to support partners' efforts and Union actions addressing global and trans-regional threats and emerging threats mainly in the following areas:

- a) threats to law and order, and to the security and safety of individuals including terrorism, radicalisation leading to violent extremism, organised crime, cyber-crime, hybrid threats, illicit trafficking, trade and transit; in particular strengthening the capacity of law enforcement and judicial and civil authorities involved in the fight against terrorism, organised crime, including cyber-crime;*
- b) threats to public spaces, critical infrastructure, including international transport, including passenger and freight traffic and ports, energy operations, infrastructure and energy distribution, cybersecurity;*
- c) threats to public health, including sudden epidemics with a potential trans-national impact;*
- d) threats to environmental stability, maritime security threats, threats having a potentially destabilising impact on peace and security, deriving from climate change impacts;*
- e) threats to the information ecosystem, leading to the erosion of public trust, polarisation and destabilising democracy and fundamental rights, including threats to media freedom, pluralism, viability and independence.*
- f) mitigation against risks, whether of an intentional, accidental or natural origin, related to chemical, biological, radiological and nuclear materials or agents and risks to related installations or sites, or explosive remnants of wars and conflicts.*

Priority shall be given to trans-regional cooperation involving two or more third countries which have demonstrated a clear political will to address the aforementioned threats.

Specific Objectives

Annex II.A - Europe

- (1) Preparing candidate countries and potential candidates 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, economic criteria, public administration reform, independent and efficient judiciary, fundamental rights, public procurement, statistics and financial control, justice, freedom, and security;
 - ba) Fostering social dialogue and respect for ILO core labour standards;*
 - bb) Strengthening the independence, capacity, and effectiveness of judicial and anti-corruption institutions, strengthening anti-corruption bodies and financial intelligence units, supporting and encouraging reforms that enhance transparency, integrity, and accountability in public administration, including public procurement systems aligned with international standards;*
 - bc) Developing effective tools to prevent and support the fight against organised crime, trafficking in human beings and of illicit firearms, drug trafficking and money laundering;*
 - c) ■ Supporting visa policy alignment ■ 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' 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 value chains providing decent jobs, and transition to a digital and AI economy;
 - f) Accelerating the alignment of 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 transparency, accountability, structural reforms and good governance at all levels, including through the prevention **and combatting** of corruption ■ by strengthening engagement of public authorities with civil society actors. ***Providing further guidelines for law-enforcement agencies and the judiciary to enhance a culture of criminal justice professionalism and performance.*** 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, **while acknowledging the complementary role of civil society**;

- 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, as well as agriculture and rural development;
 - i) Moving towards full alignment of candidate countries and potential candidates with the Union Common Foreign and Security Policy, including Union restrictive measures **and strengthening their capacity to prevent and counter the circumvention of such 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 **and malign foreign influence targeting democratic institutions and public trust in the Union**;
 - ja) **Supporting the establishment and operation of beneficial-ownership registries in enlargement and Neighbourhood East partner countries, aligned with Directive (EU) 2015/849 and with the EU Anti-Money-Laundering Package**;
 - jb) **Supporting partner countries' capacity to detect, prevent and sanction the circumvention of Union restrictive measures, including through dedicated training for customs, financial-intelligence units and prosecutors**;
- (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, **including comprehensive and enhanced partnership agreements and strategic agendas with Eastern Neighbourhood partners**, 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) Reinforcing the rule of law, including the fight against and prevention of corruption, and respect for human rights and fundamental freedoms, including by combating discrimination and promoting gender equality and the women's and girls' rights and empowerment and preventing and combating violence against women and domestic violence. Facilitating judicial cooperation, promoting children's rights 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;
 - d) Fostering good neighbourly relations, reconciliation, and the settlement of disputes, and promoting peace, stability, security, **including maritime security**,

while discouraging unlawful actions, provocations or violations against the sovereign rights of Member States;

- e) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations; supporting peace, stability and conflict prevention, ***through mediation, dialogue, peacebuilding and transitional justice including through the meaningful participation of women;***
- f) Increasing stability and security; stepping-up cooperation with justice and law enforcement institutions, on counter-terrorism, transnational organised crime, terrorist and organised crime financing and anti-money laundering, the fight against radicalisation and violent extremism, cyberthreats, the fight against impunity, corruption, ***and ensuring that candidate countries refrain from any political, financial or operational support to entities linked to terrorism or extremist activities;***
- fa) ***Supporting humanitarian mine action, including demining, unexploded ordnance clearance and explosive remnants of war removal, risk education, victim assistance and socioeconomic reintegration of survivors, with priority given to communities and territories most affected by conflict and post-conflict contamination;***
- 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 energy, critical raw materials and inputs, and health security;
- h) Supporting sustainable and inclusive growth, ***including with the aim of reducing inequalities within and between countries***, private sector engagement, ***including SMEs***, trade, 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, ***in line with ILO core labour standards and social protection systems;***
- i) Promoting social 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, fragility challenges and addressing reconstruction needs as well as balance of payment crises;
- l) ***Increasing the Union's economic resilience and competitiveness by*** flexibly responding to economic challenges and opportunities ***and long-term cooperation to address competitiveness and economic growth deficiencies, to decrease dependencies and to build reliable and diversified supply chains;***
- m) Developing the digital economy and society with a particular focus on supporting the rollout of secure and trusted digital infrastructure, developing data and AI

economies through support for the setting-up of AI Factories and shaping 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 energy transition and promoting energy security; investing in energy connectivity and renewable energies ***and diversification of energy sources and routes***; promoting the use of clean energy sources in industry and transport; promoting the integration of Union's value chain;
- o) Reinforcing environmental protection, increasing resilience to climate change, accelerating the shift towards a climate neutral, positive biodiversity inclusive, sustainable green, blue and circular economy, strengthening the fight against environmental crime;
- p) Strengthening economic and social development and inclusion, with particular attention to women, children and youth, including through preventing brain drain, supporting vulnerable communities, promoting equality, cultural inclusion, quality education, training, reskilling and upskilling, and supporting employment policies, labour rights, ***children care reforms***, and effective social protection systems;
- q) ■ Developing and ***supporting*** the implementation of existing visa-free regimes, visa liberalisation dialogues ■ ;
- r) Fostering the establishment of people-to-people partnerships based on common interests and promoting collaboration on education, ***international youth cooperation***, culture, sport research and innovation as well as the mutually beneficial mobility of people;
- s) Empowering civil society and ***local authorities and*** strengthening ***their capacities*** on the monitoring of the implementation of reforms, supporting the creation of an ***open and*** enabling environment for civil society organisations ***and foundations, by supporting their meaningful participation in political and public life***, promoting and strengthening pluralism, independence and professionalism of a free and independent media, ***ensuring the safety of journalists and media outlets***, as well as enhancing digital and media literacy, ***supporting the protection of whistleblowers and human rights defenders***;
- t) Helping to mitigate challenges posed by Russia's war of aggression against Ukraine and attempts to destabilise partner countries ***through economic coercion, cyber-attacks, energy pressure and helping to*** fight disinformation, hybrid 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;
- ua) ***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.***

- (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 the continued functioning of the Ukrainian state;
- b) Supporting the **security, 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 **(re)building** of vital infrastructure, including **sustainable** energy, **mine action and demining** transport, **health, education, 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 go back to Ukraine once conditions allow, and reintegrating the veteran population.
- ba) Supporting accountability efforts in the context of recent crises, including assistance to investigation and prosecution of international crimes committed by both state and non-state actors, notably in relation to crimes against humanity, war crimes and the crime of aggression, and transitional and universal justice and accountability mechanisms, including support to the ICC.*
- 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 Special Tribunal for the Crime of Aggression against Ukraine.
- ca) Support in investigating and preventing the practice of recruitment of foreign nationals as mercenaries by hostile actors.*
- (3a) Enhancing cooperation on all aspects of migration, mobility and forced displacement**
 - a) *Addressing the root causes of irregular migration and forced displacement;*
 - b) *Enhancing cooperation on all aspects of migration and forced displacement including through the EU agencies; strengthening local, regional and international partnerships on migration and forced displacement along key migratory routes;*
 - c) *Strengthening all aspects of migration and asylum governance; strengthening protection of the right to asylum with due respect for the rules of the Geneva Convention of 28 July 1951 and the Protocol of 31 January 1967 relating to the status of refugees;*
 - d) *fostering cooperation on safe, dignified and sustainable returns, readmission and reintegration of migrants;*
 - e) *enhancing cooperation on border management, including the quality of travel documents and visa systems, in line with international and Union law, human rights law, humanitarian law and data protection standards;*
 - f) *Ensuring the protection, the respect and fulfilment of the human rights of all*

migrants, refugees, forcibly displaced persons and internally displaced persons;

- g) *strengthening the fight against criminal smuggling of migrants and trafficking in human beings, including through stricter penalties and effective enforcement against persons and networks facilitating such crimes;*
- h) *Supporting a comprehensive approach to, and promoting implementation of legal channels of migration and mobility, including through mutually beneficial Talent Partnerships and exchanges, and encouraging diasporas' contributions to the development of the countries of origin; respecting the competences of the Member States and the principle of subsidiarity, including through mutually beneficial and skills-based partnerships;*
- i) *Supporting asylum seekers, refugees, internally displaced persons and stateless people, and promoting their access to procedures for international protection, and durable solutions, including voluntary repatriation, local integration, and access to resettlement as well as complementary pathways;*
- j) *Supporting migrants, host communities and countries hosting significant number of refugees, migrants or displaced populations, ensuring dignified and rights-based reception conditions for displaced populations and vulnerable groups as well as social inclusion and equal opportunities for all migrants.*

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, *human rights and the rule of law*, prosperity and stability in the Mediterranean region;
 - aa) *Supporting the implementation of the Pact for the Mediterranean as a framework for enhanced regional cooperation, dialogue and integration across the Mediterranean;*
 - b) Developing mutually beneficial tailored partnerships, including through *the Association Agreements*, formal bilateral agreements and bilateral and regional dialogues *and frameworks, and utilising the* Union's leverage and *strengthening* 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;
 - da) *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.*
- (2) Strengthening security, *human security*, peace, *territorial integrity*, resilience, *accountability, conflict prevention*, reconstruction and preparedness

- a) Supporting and promoting peace, stability, security, **human security, territorial integrity**, crisis response, conflict prevention, **accountability**, stabilization, mediation, political transition and reconciliation efforts, **with particular emphasis on protection of civilians, accountability for violations of international humanitarian law, and transitional justice mechanisms**;
 - b) Supporting the needs related to socio-economic recovery, rehabilitation and post-conflict reconstruction, **ensuring local ownership and involvement of civil society; supporting humanitarian mine action, including demining, unexploded ordnance clearance and explosive remnants of war removal, risk education, victim assistance and socioeconomic reintegration of survivors, with priority given to communities and territories most affected by conflict and post-conflict contamination**;
 - c) 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;
 - d) Support security in areas of common interest, such as health security, **the freedom of navigation**, maritime security, **territorial integrity**, fight against organised crime **and violent extremism**, and cyber security and cyber capacity-building **and security sector reform**;
 - e) Stepping-up cooperation on **good governance, law enforcement**, judicial cooperation, **rule of law and justice reforms, countering impunity, corruption**, radicalisation and violent extremism, hybrid and cyber threats, **money laundering, terrorist and organised crime financing, including for human trafficking**;
 - f) Contributing to preventing the circumvention of Union restrictive measures;
 - fa) Support in investigating and preventing the practice of recruitment of foreign nationals as mercenaries by hostile actors.**
- (3) Promoting and protecting democracy, the rule of law, human rights, **gender equality**, good governance, human development and people to people relations
- a) **Supporting democratic resilience**, strengthening **and promoting democratic principles, fundamental freedoms and political plurality, including transparent, inclusive and credible electoral processes, and transparent, accountable, effective and representative** 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, **and strengthening meaningful political participation and representation**;
 - aa) Supporting accountability efforts in the context of recent crises, including assistance to investigation and prosecution of international crimes committed by both state and non-state actors, in particular in relation to crimes against humanity, war crimes and the crime of aggression, and transitional and universal justice and accountability mechanisms, including support to the ICC.**
 - ab) Strengthening the independence, capacity, and effectiveness of judicial and anti-corruption institutions; strengthening anti-corruption bodies and financial**

intelligence units; supporting and encouraging reforms that enhance transparency, integrity, and accountability in public administration, including public procurement systems aligned with international standards.

- b) Safeguarding the space for civil society, civic and non-state actors, **human right defenders** and independent media; supporting the fight against foreign information manipulation and interference, supporting local and regional capacities for human rights protection, including national human rights institutions;
 - c) Protecting and promoting human rights, gender equality, children's rights, the rights of persons with disabilities and fighting against child labour and discrimination on any ground;
 - ca) **Promoting gender equality and the rights and empowerment of women and girls, eliminating sexual and gender-based violence in all forms, preventing and combating violence against women and domestic violence, including harmful practices such as early, forced and child marriage and female genital mutilation, and ensuring the protection of sexual and reproductive health and rights;**
 - d) Enhancing quality and relevance of education, health and access to health **services and** products and social protection systems; fostering universal health coverage **and primary health care, and strengthening child protection systems;**
 - e) Fostering the establishment of people-to-people partnerships based on common interests, **engaging effectively with the population** and strengthening skills development through cooperation in the fields of education, **including international** youth **cooperation**, research and innovation;
 - f) Empowering young people, creating decent jobs **in line with ILO core labour standards and social protection systems**, supporting the creation of a common space for learning, connecting skills, vocational education and training, 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, **in particular in a situation of armed conflict;**
 - ha) **Promoting media independence and plurality, and ensuring the safety of journalists and media outlets.**
- (4) Supporting inclusive and sustainable growth, **including with the aim of reducing inequalities within and between countries, supporting** trade, and investments in key infrastructure
- a) Supporting Union trade policy and trade and investment agreements and their implementation **in line with sustainable development, taking into account policy coherence for development; strengthening partner countries' capacities to trade, boosting fair trade and responsible and accountable investment while ensuring human rights due diligence in supply chains;**
 - 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 (including for companies ***and in particular SMEs*** 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 and diversification, ***including by means of sustainable partnerships in the agricultural and agri-food sectors and the development of local food systems, promoting corporate social and environmental accountability and due diligence in supply chains***;
 - ca) ***Supporting inclusive value chains in the fisheries sector, and sustainable and resilient aquaculture, including low-impact fisheries***;
 - d) ***Supporting*** the region's ***capacity to manage sustainably their natural resources and critical raw material, while improving its*** productive and export capacity of critical raw materials and inputs;
 - e) Advancing the digital transition to unlock societal and economic opportunities both within private and public sector. Advancing secure and trusted digital infrastructures to underpin future developments of key economic and critical sectors. Developing data and AI economies, including by supporting 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, ***rail, air*** and maritime transport and ports ***to ensure supply chain security***; promoting smart and sustainable mobility, supporting the uptake of sustainable transport fuels;
 - h) Fostering energy transition and promoting 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 ***economic resilience***, competitiveness and stability, and flexibly responding to economic challenges and opportunities;
 - ia) ***Contributing to the economic and industrial development of its partner countries by fostering sustainable and inclusive growth; in particular, supporting local job creation as a foundation for long-term economic development, promote private sector development with a special emphasis on small and medium-sized enterprises (SMEs), and advance green and digital industrialisation; strengthening economic resilience, enhance productivity, and facilitate the transition towards more sustainable, digital and innovative economies.***
- (5) Promoting healthy eco-systems, ***reversing biodiversity loss*** and addressing climate change
- a) Enhancing climate change adaptation and mitigation capacity; helping to promote climate-proof investments;

- b) Developing sustainable green and blue economy; Supporting the transition to low-emissions, resource efficient and circular economic models and promoting the development of sustainable production and value chains, supporting green hydrogen projects *alongside renewable energy 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, *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;
 - ca) *Contributing to ensuring access to clean, safe and high-quality water, and promoting and integrating sustainable water management practices; supporting the development, deployment and uptake of innovative water technologies; contributing to transboundary and sustainable water management and advance global water resilience, including through relevant Union initiatives such as the Water Resilience Strategy.*
- (6) Enhancing cooperation on all aspects of migration, mobility and forced displacement
- a) *Addressing the root causes of irregular migration and forced displacement;*
 - a) Enhancing cooperation on all aspects of migration and forced displacement including through the EU agencies; strengthening local, *regional* and international partnerships on migration and forced displacement along key migratory routes;
 - b) Strengthening all aspects of migration and asylum governance; **■** strengthening *protection of the right to asylum with due respect for the rules of the Geneva Convention of 28 July 1951 and the Protocol of 31 January 1967 relating to the status of refugees*;
 - ba) Fostering cooperation on safe, dignified and sustainable returns, readmission and reintegration of migrants; **■**
 - bb) *Enhancing cooperation on border management, including the quality of travel documents and visa systems, in line with international and Union law, human rights law, humanitarian law and data protection standards;*
 - bc) *Ensuring the protection, the respect and fulfilment of the human rights of all migrants, refugees, forcibly displaced persons and internally displaced persons;*
 - bd) *Strengthening the fight against criminal smuggling of migrants and trafficking in human beings, including through stricter penalties and effective enforcement against persons and networks facilitating such crimes;*
 - c) Supporting a comprehensive approach to and *promoting* implementation of legal *channels of* migration and mobility, including through mutually beneficial Talent Partnerships and exchanges, *and encouraging diasporas' contributions to the development of the countries of origin*, respecting the competences of the Member States *and the principle of subsidiarity, including through mutually beneficial and skills-based partnerships*;

- d) ***Supporting asylum seekers, refugees, internally displaced persons and stateless people, and promoting their access to procedures for international protection, and durable solutions, including voluntary repatriation, local integration, and access to resettlement as well as complementary pathways*** ;
- da) ***Supporting migrants, host communities and countries hosting significant number of refugees, migrants or displaced populations, ensuring dignified and rights-based reception conditions for displaced populations and vulnerable groups as well as social inclusion and equal opportunities for all migrants.***

Annex II.C - Sub-Saharan Africa

(1) Supporting inclusive and sustainable growth ***including with the aim of reducing inequalities within and between countries***, promoting connectivity, trade, and decent jobs, ***in line with ILO core labour standards and social protection systems***

- 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 energy transition and promoting 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 (including for companies from the European Union), private sector development, regulatory convergence with Union's standards, economic integration, diversification of supply chains, and development of local and regional sustainable value chains;
- e) Supporting Union trade policy and trade agreements and their implementation ***in line with sustainable development; taking into account policy coherence for development; strengthening partner countries' capacities to trade, boosting fair trade and responsible and accountable investment while ensuring human rights due diligence in supply chains***;
- f) Improving the region's capacity to sustainably produce and export critical raw materials and inputs;
- g) Promoting private sector development and improving the business environment to attract investments and foster decent job creation;
- h) Fostering skills development and decent jobs, as well as research and innovation;
- i) Supporting Union ***economic resilience***, 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;

- ja) Contributing to the economic and industrial development of partner countries by fostering sustainable and inclusive growth; in particular, supporting local job creation as a foundation for long-term economic development, promoting private sector development with a special emphasis on small and medium-sized enterprises (SMEs), and advance green and digital industrialisation; strengthening economic resilience, enhancing productivity, and facilitating the transition towards more sustainable, digital and innovative economies;*
 - jb) Supporting partnerships under the Global Gateway strategy that maximise the participation of Union and African economic operators, and that secure mutually beneficial outcomes including in respect of critical raw materials supply chains;*
 - jc) Supporting beneficial-ownership transparency and anti-corruption capacity in partner countries.*
- (2) Fighting climate change, protecting the environment and **reversing** biodiversity **loss**
- a) Supporting climate change mitigation and adaptation, disaster preparedness, and risk reduction, with particular attention to the most **impacted populations and 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;
 - c) 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 **and resilient** aquaculture, **supporting inclusive value chains in the fisheries sector, including low-impact fisheries, as well as supporting food security, including through investments in food systems, and research and innovation;**
 - da) Contributing to ensuring access to clean, safe and high-quality water and promoting and integrate sustainable water management practices; supporting the development, deployment and uptake of innovative water technologies; contributing to transboundary and sustainable water management and advance global water resilience, including through relevant Union initiatives such as the Water Resilience Strategy.*
- (3) Enhancing cooperation on all aspects of migration, mobility and forced displacement
- a) Addressing the root causes of irregular migration and forced displacement;
 - aa) Enhancing cooperation on all aspects of migration and forced displacement including through the EU agencies; strengthening local, regional and international partnerships on migration and forced displacement along key migratory routes;*
 - b) Strengthening **all aspects of** migration **and asylum** governance, **strengthening**

protection of the right to asylum with due respect for the rules of the Geneva Convention of 28 July 1951 and the Protocol of 31 January 1967 relating to the status of refugees;

- ba) Fostering cooperation on safe, dignified and sustainable returns, readmission and reintegration of ▯ migrants;*
 - bb) Enhancing cooperation on border management, including the quality of travel documents and visa systems, in line with international and Union law, human rights law, humanitarian law and data protection standards;*
 - bc) Ensuring the protection, the respect and fulfilment of the human rights of all migrants, refugees, forcibly displaced persons and internally displaced persons;*
 - bd) Strengthening the fight against criminal smuggling of migrants and trafficking in human beings, including through stricter penalties and effective enforcement against persons and networks facilitating such crimes;*
 - c) Supporting *a comprehensive approach to*, and promoting *implementation of* legal channels of migration and mobility, *including through mutually beneficial Talent Partnerships and exchanges*, and encouraging diasporas' contributions to the development of the countries of origin; *respecting the competences of the Member States and the principle of subsidiarity, including through mutually beneficial and skills-based partnerships;*
 - d) Supporting asylum seekers, refugees, internally displaced *persons* and stateless people, ▯ and promoting their access to *procedures for international* protection and durable solutions, including voluntary repatriation, local integration, and access to resettlement as well as complementary pathways;
 - da) Supporting migrants, host communities and countries hosting significant number of refugees, migrants or displaced populations, ensuring dignified and rights-based reception conditions for displaced populations and vulnerable groups as well as social inclusion and equal opportunities for all migrants.*
- (4) Promoting human development and gender equality
- a) Supporting greater access to and improved quality of education, healthcare services and health products, *by strengthening public services systems and health systems, and the protection of sexual and reproductive health and rights*, and supporting food and nutrition security, and promoting access to climate resilient and safe water supply, sanitation and waste services; *promoting and protecting the rights of persons with disabilities;*
 - aa) Promoting and protecting the rights of children and young people, including by strengthening child protection systems, fighting child labour and strengthening prevention and response to grave violations against children in situations of armed conflict and measures supporting their recovery and reintegration;*
 - b) Fostering social inclusion, social protection, universal health coverage, *including primary health care*, 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, *eliminating sexual and gender-based violence in all forms*, preventing and

combating violence against women and domestic violence *including harmful practices such as early, forced and child marriage and female genital mutilation, and ensuring the protection of sexual and reproductive health and rights*;

- 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;
- (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, *enhancing citizen and civil society participation, strengthening and safeguarding the space for civil society organisations, fostering civic participation* and supporting freedom and pluralism of the media, *including the protection of journalists and media outlets*;
 - 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;
 - ba) *Strengthening the independence, capacity, and effectiveness of judicial and anti-corruption institutions; strengthening anti-corruption bodies and financial intelligence units; supporting and encouraging reforms that enhance transparency, integrity, and accountability in public administration, including public procurement systems aligned with international standards*;
 - c) *Promoting, protecting and* strengthening the respect of human rights and international law *and humanitarian law, including ensuring the protection of civilians*, with specific attention to protect the most vulnerable *of women, children and populations suffering from discrimination*;
 - ca) *Supporting the protection of whistleblowers and human rights defenders, particularly those engaged in anti-corruption initiatives; supporting and monitoring complaint and redress mechanisms with regard to human rights violations and abuses at national and local level; contributing to the implementation of global and regional instruments and frameworks, increasing the capacities of civil society in their implementation and monitoring*;
 - d) Promoting respect for the principles of equality and non-discrimination, *and fighting against discrimination in all its forms*.
- (6) Contributing to stability, peace, *conflict prevention* and security
- a) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations;
 - b) Supporting *and promoting* peace, mediation, stability and conflict prevention, *post-conflict peacebuilding and transitional justice and supporting locally-led peacebuilding through mediation, dialogue, crisis management, and post-conflict recovery, with particular emphasis on protection of civilians, accountability for violations of international humanitarian law, and transitional justice mechanisms*;

- ba) ***Supporting humanitarian mine action, including demining, unexploded ordnance clearance and explosive remnants of war removal, risk education, victim assistance and socioeconomic reintegration of survivors, with priority given to communities and territories most affected by conflict and post-conflict contamination;***
 - c) Increasing stability and security through ***support for good governance, the fight against corruption***, judicial cooperation, the fight against impunity, organised crime, cyber and hybrid threats, violent extremism and terrorism;
 - ca) ***counterbalancing the destabilising efforts by hostile actors to jeopardize the digital sovereignty of several countries across Sub-Saharan Africa; monitoring and halting the targeted export and instrumentalization of surveillance technology as means to spread authoritarian models of governance;***
 - cb) ***support in investigating and preventing the practice of recruitment of foreign nationals as mercenaries by hostile actors;***
 - d) Contributing to preventing the circumvention of Union restrictive measures;
 - da) ***Supporting accountability efforts in the context of recent crises, including assistance to investigation and prosecution of international crimes committed by both state and non-state actors, notably in relation to crimes against humanity, war crimes and the crime of aggression, and transitional and universal justice and accountability mechanisms, including support to the ICC.***
- (7) Strengthening partnerships
- a) Encouraging regional and cross-regional integration, cooperation, dialogue and initiatives;
 - b) Promoting policy dialogue ***and support to*** the Organisation of Africa, Caribbean and Pacific States, African Union and Regional Organisations ***and establishing inclusive and structured mechanisms for the meaningful involvement of civil society in this dialogue;***
 - 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 education, youth, culture, sport as well as research and innovation;
 - e) 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;
 - f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

Annex II.D - Asia and the Pacific

- (1) Supporting inclusive and sustainable growth ***including with the aim of reducing***

inequalities within and between countries, decent jobs and the digital transformation

- a) Supporting *the freedom of navigation and* sustainable, safe, secure and resilient infrastructure and transport connectivity, including road, rail, air and maritime transport *to ensure supply chain security*, and promoting smart and sustainable mobility, and the uptake of sustainable transport fuels;
 - b) Promoting trade, business and investment opportunities (including for companies from the European Union), private sector development, 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 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;
 - g) Supporting Union trade policy and trade agreements, and their implementation *in line with sustainable development; taking into account policy coherence for development; strengthening partner countries' capacities to trade, boosting fair trade and responsible and accountable investment while ensuring human rights due diligence in supply chains*;
 - 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 and environment standards, and business and human rights principles;
 - j) Supporting Union *economic resilience*, competitiveness and flexibly responding to economic challenges and opportunities;
 - ja) Contributing to the economic and industrial development of its partner countries by fostering sustainable and inclusive growth; supporting local job creation as a foundation for long-term economic development, promoting private sector development with a special emphasis on small and medium-sized enterprises (SMEs), and advancing green and digital industrialisation; strengthening economic resilience, enhancing productivity, and facilitating the transition towards more sustainable, digital and innovative economies.*
- (2) Fighting climate change, protecting the environment and *reversing* biodiversity *loss*
- 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 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, sustainable fisheries **and sustainable and resilient aquaculture, supporting inclusive value chains in the fisheries sector, including low-impact fisheries**;
 - ea) **Contributing to ensuring access to clean, safe and high-quality water and promoting and integrating sustainable water management practices; supporting the development, deployment and uptake of innovative water technologies; contributing to transboundary and sustainable water management and advance global water resilience, including through relevant Union initiatives such as the Water Resilience Strategy.**
- (3) Promoting human development and gender equality
- a) Supporting access to and improved quality of education, healthcare services and health products and nutrition, **including by strengthening public services systems, and supporting sustainable and fair food systems and nutrition security**;
 - b) Fostering social inclusion, social protection, universal health coverage, **including primary health care systems**, and the fight against inequalities, with a focus on the most **marginalised**;
 - c) Promoting gender equality and the rights and empowerment of women and girls, **eliminating sexual and gender-based violence in all forms**, protecting rights of persons with disabilities and of children and fighting child labour, preventing and combating violence against women and domestic violence **including harmful practices such as early, forced and child marriage and female genital mutilation, and ensuring the protection of sexual and reproductive health and rights**;
 - 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;
- (4) Enhancing cooperation on all aspects of migration, mobility and forced displacement
- a) Addressing the root causes of irregular migration and forced displacement;
 - aa) **Enhancing cooperation on all aspects of migration and forced displacement**

including through the EU agencies; strengthening local, regional and international partnerships on migration and forced displacement along key migratory routes;

- b) Strengthening all aspects of migration *and asylum* governance **■**, *strengthening protection of the right to asylum with due respect for the rules of the Geneva Convention of 28 July 1951 and the Protocol of 31 January 1967 relating to the status of refugees;*
 - ba) Fostering cooperation in safe, dignified and sustainable returns, readmission and reintegration of **■** migrants;
 - bb) *Enhancing cooperation on border management, including the quality of travel documents and visa systems, in line with international and Union law, human rights law, humanitarian law and data protection standards;*
 - bc) *Ensuring the protection, the respect and fulfilment of the human rights of all migrants, refugees, forcibly displaced persons and internally displaced persons;*
 - bd) *Strengthening the fight against criminal smuggling of migrants and trafficking in human beings, including through stricter penalties and effective enforcement against persons and networks facilitating such crimes;*
 - c) Supporting *a comprehensive approach to* and promoting *implementation* of legal channels of migration and mobility, *including through mutually beneficial Talent Partnerships and exchanges*, and encouraging diasporas' contributions to the development of the countries of origin; *respecting the competences of the Member States and the principle of subsidiarity, including through mutually beneficial and skills-based partnerships;*
 - d) Supporting asylum seekers, refugees, internally displaced *persons* and stateless people, **■** and promoting their access to *procedures for international* protection and durable solutions, including voluntary repatriation, local integration, and access to resettlement as well as complementary pathways;
 - da) *Supporting migrants, host communities and countries hosting significant number of refugees, migrants or displaced populations, ensuring dignified and rights-based reception conditions for displaced populations and vulnerable groups as well as social inclusion and equal opportunities for all migrants.*
- (5) Promoting and protecting democracy, rule of law, human rights and good governance
- a) Supporting *and promoting* democracy, the rule of law *and* good governance *through transparent, credible elections*, transparency, and accountability, protecting civic space, the prevention of and fight against corruption and impunity, and independent, accountable and efficient justice systems *with a special emphasis on Central Asian countries, and especially in countries which have updated their association agreements with the EU;*
 - aa) *Strengthening the independence, capacity, and effectiveness of judicial and anti-corruption institutions; strengthening anti-corruption bodies and financial intelligence units; supporting and encouraging reforms that enhance transparency, integrity, and accountability in public administration, including public procurement systems aligned with international standards;*

- b) Supporting and ensuring engagement with civil society organisations, ***civic participation***, freedom of the media, and empowerment of young people in all policy areas and institutional processes;
 - c) Promoting respect for human rights and international humanitarian law, the principles of equality and non-discrimination, with specific attention to protecting those most at risk;
 - ca) ***Promoting media freedom, independence and plurality, and ensuring the safety of journalists and media outlets.***
- (6) Contributing to stability, peace and security
- a) Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations;
 - b) Supporting peace, mediation, stability and conflict prevention;
 - c) ***Supporting humanitarian mine action and disarmament and demobilisation including demining, unexploded ordnance clearance and explosive remnants of war removal, risk education, victim assistance and socioeconomic reintegration of survivors, with priority given to communities and territories most affected by conflict and post-conflict contamination; promoting and supporting the prevention of all forms of sexual and gender-based violence, including the use of sexual violence as a weapon of war; promoting and supporting the protection of children in armed conflicts;*** increasing stability and security through judicial cooperation, the fight against hybrid and cyber threats, organised crime, illegal trafficking, violent extremism, and terrorism;
 - ca) ***Deepening multilateral cooperation with like-minded partners to enhance security and stability in the Indo-Pacific, closer cooperation on security and supply chain resilience; contributing to monitoring and counteracting attempts aimed at altering the regional security order and threatening the sovereignty of neighbouring countries;***
 - cb) ***Seeking closer coordination with like-minded partners in effectively containing cybermercenaries, reinforcing joint response measures, targeting disinformation networks, raising public awareness on cyberthreats, establishing early warning systems and conducting joint cyber exercises;***
 - d) Contributing to preventing the circumvention of Union restrictive measures;
 - da) ***Supporting accountability efforts in the context of recent crises, including assistance to investigation and prosecution of international crimes committed by both state and non-state actors, notably in relation to crimes against humanity, war crimes and the crime of aggression, and transitional and universal justice and accountability mechanisms, including support to the ICC.***
 - db) ***Support in investigating and preventing the practice of recruitment of foreign nationals as mercenaries by hostile actors.***
- (7) Strengthening partnerships
- a) Encouraging regional and inter-regional integration, cooperation, dialogue and initiatives;
 - b) Promoting policy dialogue with the Organisation of Africa, Caribbean and Pacific

States;

- ba) *Strengthening EU engagement and coordination with key regional like-minded partners across the Indo Pacific, including through closer cooperation on key issues of mutual interest primarily in the security, economic and health realms;***
- 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 education, youth, culture, sport, research and innovation;
- e) 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;
- 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 energy and critical raw materials and inputs), inclusive and sustainable growth, ***including with the aim of reducing inequalities within and between countries,*** promoting the development of sustainable production and value chains, research and innovation as well as decent jobs ***in line with ILO core labour standards and social protection systems,*** by building upon European technology to diversify the economies;
 - 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;
 - 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 ***and ecosystems and biodiversity conservation;***
 - e) Supporting sustainable, ***inclusive,*** safe, secure and resilient infrastructure and transport connectivity, including road, rail, air and maritime transport ***to ensure supply chain security,*** and the uptake of sustainable transport fuels;
 - f) Improving the region's productive and export capacity of critical raw materials with a sustainability 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 systems, sustainable fisheries, nature-based solutions, fighting forest and biodiversity loss;

- h) Advancing digital transformation and 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 ***economic resilience***, 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 energy transition and promoting energy security; investing in energy connectivity and renewable energies; promoting the use of clean energy sources in industry and transport;
- ka) ***Contributing to the economic and industrial development of partner countries by fostering sustainable and inclusive growth; in particular, supporting local job creation as a foundation for long-term economic development, promoting private sector development with a special emphasis on small and medium-sized enterprises (SMEs), and advancing green and digital industrialisation; strengthening economic resilience, enhancing productivity, and facilitating the transition towards more sustainable, digital and innovative economies;***
- kb) ***Contributing to ensuring access to clean, safe and high-quality water and promoting and integrating sustainable water management practices; supporting the development, deployment and uptake of innovative water technologies; contributing to transboundary and sustainable water management and advance global water resilience, including through relevant Union initiatives such as the Water Resilience Strategy.***

(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 (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;
- d) Ensuring the implementation of trade and association agreements including through technical assistance and business involvement, ***in line with sustainable development; taking into account policy coherence for development; strengthening partner countries' capacities to trade, boosting fair trade and responsible and accountable investment while ensuring human rights due diligence in supply chains;***
- 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, mediation, stability and conflict prevention, ***post-conflict peacebuilding and transitional justice*** and strengthening the bi-regional partnership on security and justice; ***ensuring an enhanced inclusion of women in all these actions; promoting and supporting the prevention of all forms of sexual and gender-based violence; promoting and supporting the protection of children in armed conflicts;***
- f) Increasing stability and security through the fight against hybrid and cyber threats, impunity, corruption, illegal trafficking, violent extremism, and terrorism;
- fa) Support in investigating and preventing the practice of recruitment of foreign nationals as mercenaries by hostile actors;***
- fb) Supporting humanitarian mine action, including demining, unexploded ordnance clearance and explosive remnants of war removal, risk education, victim assistance and socioeconomic reintegration of survivors, with priority given to communities and territories most affected by conflict and post-conflict contamination;***
- fc) Supporting accountability efforts in the context of recent crises, including assistance to investigation and prosecution of international crimes committed by both state and non-state actors, notably in relation to crimes against humanity, war crimes and the crime of aggression, and transitional and universal justice and accountability mechanisms, including support to the ICC;***
- g) Contributing to preventing the circumvention of Union restrictive measures.

(4) Promoting human rights, human development, ***gender equality***, democracy and rule of law

- a) Protecting and promoting human rights, with specific attention to protect the most vulnerable, democracy, rule of law and good governance, including accountability, and the prevention of and fight against corruption, including in relation to organised crime;
- aa) Strengthening the independence, capacity, and effectiveness of judicial and anti-corruption institutions; strengthening anti-corruption bodies and financial intelligence units; supporting and encouraging reforms that enhance transparency, integrity, and accountability in public administration, including public procurement systems aligned with international standards;***

- b) Promoting gender equality and the rights and empowerment of women and girls, ***eliminating sexual and gender-based violence in all forms***, preventing and combating violence against women and domestic violence, ***including harmful practices such as early, forced and child marriage and female genital mutilation, and ensuring the protection of sexual and reproductive health and rights; promoting and protecting the rights of persons with disabilities***;
 - c) Safeguarding the space for civil society, ***fostering civic participation*** and supporting freedom and pluralism of the media;
 - d) Supporting ***access to quality education and healthcare services and products by strengthening public health systems, the protection of sexual and reproductive health and rights***, and supporting food and nutrition security ;
 - e) Fostering social inclusion, ***strengthening social protection systems, universal health coverage, including primary health care***, and the fight against ***all dimensions of discrimination and inequalities***, with a focus on the most vulnerable, ***especially children and children impacted by armed conflict, displacement and humanitarian crises and families in vulnerable situations***;
 - f) Enhancing cooperation on migration, including combatting migrant smuggling, and human mobility;
 - 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.
- (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, 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 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.
- (5a) ***Enhancing cooperation on all aspects of migration, mobility and forced displacement***
- a) ***Addressing the root causes of irregular migration and forced displacement***;
 - b) ***Enhancing cooperation on all aspects of migration and forced displacement***

including through the EU agencies; strengthening local, regional and international partnerships on migration and forced displacement along key migratory routes;

- c) Strengthening all aspects of migration and asylum governance; enhancing border management, including quality of travel documents and visa systems; strengthening protection of the right to asylum with due respect for the rules of the Geneva Convention of 28 July 1951 and the Protocol of 31 January 1967 relating to the status of refugees;*
- d) Fostering cooperation on safe, dignified and sustainable returns, readmission and reintegration of migrants;*
- e) Enhancing cooperation on border management, including the quality of travel documents and visa systems, in line with international and Union law, human rights law, humanitarian law and data protection standards;*
- f) Ensuring the protection, the respect and fulfilment of the human rights of all migrants, refugees, forcibly displaced persons and internally displaced persons;*
- g) Strengthening the fight against criminal smuggling of migrants and trafficking in human beings, including through stricter penalties and effective enforcement against persons and networks facilitating such crimes;*
- h) Supporting a comprehensive approach to, and promoting implementation of legal channels of migration and mobility, including through mutually beneficial Talent Partnerships and exchanges, and encouraging diasporas' contributions to the development of the countries of origin; respecting the competences of the Member States and the principle of subsidiarity, including through mutually beneficial and skills-based partnerships;*
- i) Supporting asylum seekers, refugees, internally displaced persons and stateless people, as well as their host communities, and promoting their access to procedures for international protection, and durable solutions, including voluntary repatriation, local integration, and access to resettlement as well as complementary pathways;*
- j) Supporting migrants, host communities and countries hosting significant number of refugees, migrants or displaced populations, ensuring dignified and rights-based reception conditions for displaced populations and vulnerable groups as well as social inclusion and equal opportunities for all migrants.*

Annex II.F - Global

(1) Supporting *and promoting* human development

- a) Preventing and combatting health threats, such as pandemics and anti-microbial resistance, ***notably by strengthening prevention, preparedness and response capacities, supporting global initiatives and efforts to reform the global health architecture***, strengthening health systems and health equity, ***including through health workforce training and retention, local and regional manufacturing of, and equitable access to, medical countermeasures and vaccines***, promoting, ***with a view to achieving***, universal health coverage ***and primary health care***, and sexual and reproductive health and rights; ***countering health mis- and disinformation and strengthening science-based public health communication***;
- aa) ***Supporting strengthened cooperation in the prevention of, preparedness for and response to disasters, in particular those driven or exacerbated by climate change and health emergencies, in complementarity with other Union instruments, including the Union Civil Protection Mechanism and Union support for health emergency preparedness and response***;
- b) Supporting inclusive, equitable and quality education and skills, including via global initiatives and research;
- c) Promoting gender equality ***and rights, including sexual and reproductive health and rights***, and empowerment of women and girls and addressing inequalities, ***and eliminating all forms of 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, and universal social protection and social inclusion, ***including measures to prevent and eliminate child labour***.

(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 ***and innovation*** on climate, food and agriculture, environment, natural resources and the ocean, ***and sustainable management of fisheries resources, in complementarity, where relevant, with Sustainable Fisheries Partnership Agreements (SFPAs) and Union participation in Regional Fisheries Management Organisations***, supporting global public goods;
- c) Accelerating the deployment of accessible, affordable, inclusive, sustainable, safe and secure 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, 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 human rights and fundamental freedoms, promoting the principles of equality and non-discrimination, protecting and enhancing an enabling civic space, including by ***continuing to empower*** human rights defenders and their networks worldwide ***by means of the EEAS and Union delegations, which provide assistance and logistical and technological support, in line with EU Guidelines on Human Rights Defenders with a particular focus on women;***
 - aa) ***Supporting international mechanisms for the protection of human rights defenders; enhancing protection through emergency grants for human rights defenders and other civil society actors, while ensuring continued financial support for the ProtectDefenders.eu mechanism; emergency, medium-term and long-term assistance as well as sustainable measures to human rights defenders and civil society, in particular local actors; promoting digital security and resilience against surveillance;***
 - b) Supporting democracy, including effective representation and participation also by deploying EU electoral observation missions ***and by providing support to elections, parliaments and independent oversight bodies; enhancing the protection of electoral observers; following-up on the adoption and implementation of the recommendations, and including them as a key element in the framework of relations with the EU; continuing to support the work of the European Endowment for Democracy; supporting civil society in strengthening the rule of law, promoting judicial and legislative independence, and improving access to affordable justice and effective complaint and redress mechanisms at national and local level;***
 - c) Addressing threats to democracy, including ***curbs on free speech and*** foreign information manipulation and interference and disinformation ***and hybrid threats,*** and supporting free and independent media;
 - d) Supporting and protecting the rule of law and international law, ***and humanitarian law,*** including through international justice mechanisms, ***anti-corruption measures,*** transparency and accountability mechanisms; ***strengthening cooperation with international courts, tribunals and human rights bodies.***
 - e) Strengthening global and multilateral human rights system, processes and architecture;
 - ea) ***Promoting media independence and plurality and ensuring the safety of journalists and media outlets.***
- (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 ***with particular emphasis on protection of civilians, accountability for violations of international humanitarian law, and transitional justice mechanisms;***
 - aa) ***Promoting the women, peace and security agenda and ensuring that meaningful and equal participation of women is secured in all institutions and processes of conflict prevention, peace-making, peacebuilding and post-conflict***

rehabilitation;

- b) Tackling global threats, including, hybrid, space and cyber threats, ***including foreign interference targeting democratic institutions and fundamental rights, promoting maritime and aviation security, and supporting regional and international disarmament initiatives and arms export control regimes and mechanisms;***
 - ba) ***Supporting humanitarian mine action, including demining, unexploded ordnance clearance and explosive remnants of war removal, risk education, victim assistance and socioeconomic reintegration of survivors, with priority given to communities and territories most affected by conflict and post-conflict contamination;***
 - 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, ***including the promotion of relevant Council of Europe conventions, and strengthening global cooperation against illicit trafficking, including the narcotics business and organised crime; calling for more robust intelligence cooperation amongst like-minded countries and joint efforts aimed at disrupting the global reach of criminal networks and syndicates;***
 - 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;
 - fa) ***Supporting the global agenda on children affected by armed conflict, in line with the EU Guidelines on CAAC, including actions to prevent grave violations and to strengthen monitoring, reporting and accountability, as well as support for the release and reintegration of affected children;***
 - fb) ***Contributing to preventing the circumvention of EU restrictive measures, in particular those targeting the Russian Federation.***
- (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 ***strengthen domestic revenue mobilisation and tax collection capacities and 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 activities to promote dialogue and mutual understanding.

ANNEX to Article 6 – Budget Nomenclature

The nomenclature for the Global Europe Programme will include the following budget lines:

Title	Chapter	Article	Item	Description
XX				Global Europe
XX	01			Support expenditure for Global Europe cluster
XX	01	0X		Support expenditure for Global Europe excluding Ukraine
XX	01	0X		Support expenditure for support to Ukraine
XX	02			Europe pillar
XX	02	0X		Enlargement - Preparations for accession
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Bosnia and Herzegovina</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Georgia</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Kosovo</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Montenegro</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Albania</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Moldova</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - North Macedonia</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Serbia</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Türkiye</i>
XX	02	0X	XX	<i>Enlargement – Preparations for accession - Ukraine</i>
XX	02	0X		Eastern Neighbourhood – Programmes
XX	02	0X		Western Europe – Programmes
XX	02	0X		Support to Ukraine <i>excluding preparations for accession</i>
XX	02	0X		Europe - Crisis, peace, <i>conflict prevention</i> and foreign policy needs
XX	02	0X		Europe - Humanitarian Aid
XX	02	0X		Europe - Resilience

XX	02	0X		Europe – Competitiveness
XX	02	0X		Europe - MFA grants
XX	02	0X		Europe - Provisioning of the Common Provisioning Fund
XX	02	0X		Europe - Territorial and Cross-Border Cooperation
XX	03			Middle East, North Africa and the Gulf Pillar
XX	03	0X		Middle East – Programmes
XX	03	0X	XX	Middle East – Programmes – Gaza Reconstruction Fund
XX	03	0X		North Africa – Programmes
XX	03	0X		The Gulf – Programmes
XX	03	0X		Middle East, North Africa and the Gulf - Crisis, peace, <i>conflict prevention</i> and foreign policy needs
XX	03	0X		Middle East, North Africa and the Gulf - Humanitarian Aid
XX	03	0X		Middle East, North Africa and the Gulf – Resilience
XX	03	0X		Middle East, North Africa and the Gulf – Competitiveness
XX	03	0X		Middle East, North Africa and the Gulf - MFA grants
XX	03	0X		Middle East, North Africa and the Gulf - Provisioning of the Common Provisioning Fund
XX	03	0X		Middle East, North Africa and the Gulf - Territorial and Cross-Border Cooperation
XX	04			Sub-Saharan Africa Pillar
XX	04	0X		West Africa – Programmes
XX	04	0X		East and Central Africa – Programmes
XX	04	0X		Southern Africa and Indian Ocean – Programmes
XX	04	0X		Sub-Saharan Africa - Crisis, peace, <i>conflict prevention</i> and foreign policy needs
XX	04	0X		Sub-Saharan Africa - Humanitarian Aid
XX	04	0X		Sub-Saharan Africa - Resilience
XX	04	0X		Sub-Saharan Africa – Competitiveness
XX	04	0X		Sub-Saharan Africa - MFA grants
XX	04	0X		Sub-Saharan Africa - Provisioning of the Common Provisioning Fund

XX	05			Asia and the Pacific Pillar
XX	05	0X		Central Asia – Programmes
XX	05	0X		South and East Asia – Programmes
XX	05	0X		The Pacific – Programmes
XX	05	0X		Asia and the Pacific - Crisis, peace, <i>conflict prevention</i> and foreign policy needs
XX	05	0X		Asia and the Pacific - Humanitarian Aid
XX	05	0X		Asia and the Pacific - Resilience
XX	05	0X		Asia and the Pacific – Competitiveness
XX	05	0X		Asia and the Pacific - MFA grants
XX	05	0X		Asia and the Pacific - Provisioning of the Common Provisioning Fund
XX	06			Americas and the Caribbean Pillar
XX	06	0X		Americas – Programmes
XX	06	0X		The Caribbean – Programmes
XX	06	0X		Americas and the Caribbean - Crisis, peace, <i>conflict prevention</i> and foreign policy needs
XX	06	0X		Americas and the Caribbean - Humanitarian Aid
XX	06	0X		Americas and the Caribbean – Resilience
XX	06	0X		Americas and the Caribbean – Competitiveness
XX	06	0X		Americas and the Caribbean - MFA grants
XX	06	0X		Americas and the Caribbean - Provisioning of the Common Provisioning Fund
XX	07			Global Pillar
XX	07	0X		Global Programmes
XX	07	0X		Global - Crisis, peace, <i>conflict prevention</i> and foreign policy needs
XX	07	0X		Global - Humanitarian aid
XX	07	0X		Global – Resilience
XX	07	0X		Global – Competitiveness
XX	08			Emerging challenges and priorities cushion

XX	08	0X		Emerging challenges and priorities cushion
XX	09			Completion of previous external action programmes
XX	09	0X		Completion of previous actions
XX	09	0X	0X	Completion of previous actions under the Neighbourhood, Development and International Cooperation Instrument
XX	09	0X	0X	Completion of previous actions under Humanitarian Aid
XX	09	0X	0X	Completion of previous actions under the Instrument for Pre-Accession Assistance
XX	09	0X	0X	Completion of previous actions under the Reform and Growth Facility for Western Balkans
XX	09	0X	0X	Completion of previous actions under the Ukraine Facility

ANNEX: DECLARATIONS OF INPUT

DECLARATION OF INPUT FROM MICHAEL GAHLER

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur declares that he included in his report input on matters pertaining to the subject of the file that he received, in the preparation of the report, prior to the adoption thereof in committee, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register¹, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
CONCORD Europe
EU Media Advocacy Group
European International Contractors
European Investment Bank
European Network of Political Foundations
European Partnership for Democracy
International IDEA
International Organization for Migration
Konrad Adenauer Foundation
PLATFORMA
UN Brussels Office
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that he has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

DECLARATION OF INPUT FROM ROBERT BIEDROŃ

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur declares that he included in his report input on matters pertaining to the subject of the file that he received, in the preparation of the report, prior to the adoption thereof in committee, from the following

¹ Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinst/2021/611/oj).

interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register², or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
CONCORD Europe
European Peacebuilding Liaison Office
VOICE
European Investment Bank
European Bank for Reconstruction and Development
World Bank Group
UN Brussels Office
European Parliamentary Forum for Sexual & Reproductive Rights
PLATFORMA
International Organization for Migration
MFF Hub
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that he has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

² Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinstit/2021/611/oj).

MINORITY POSITION

pursuant to Rule 56(4) of the Rules of Procedure
António Tânger Corrêa on behalf of the P/E Group

We reject the proposed Global Europe Instrument in its current form, its excessive budget and the further expansion of EU competences at the expense of national sovereignty. The proposed €200 billion budget represents an unjustifiable increase and must be substantially reduced to priorities serving Member States' interests. EU funding must complement Member States' actions, not finance Brussels' geopolitical ambitions.

European funding must be subject to strict conditionality, transparency and accountability. Funding must be suspended in cases of corruption, misuse, support for terrorist organisations or violations of fundamental rights, including those of national and religious minorities.

EU taxpayer's money must not sustain regimes working against interest of Member States. Targeted cooperation must remain possible when serving European interests, particularly on migration control, returns and readmission.

Development assistance must prevent migration and support economic cooperation, to serve long-term stability and security. Countries refusing to cooperate on return and readmission of their nationals must face suspension of EU financial assistance. The aim of external actions must be combating migration and support people contributing to development in their home countries.

Funding for ideological projects and politically driven NGOs must be eliminated. EU external action must respect national sovereignty and prioritise European security and interests.

MINORITY POSITION

pursuant to Rule 56(4) of the Rules of Procedure
Alexander Sell on behalf of the ESN Group

We firmly reject this report and the transformation of the EU budget into an instrument of geopolitical intervention.

While European families, farmers and businesses face mounting costs, Global Europe generously allocates EUR 200.3 billion to external action, alongside up to EUR 100 billion in additional support for Ukraine, including loans backed by the EU budget beyond the ordinary MFF ceilings.

We oppose the EUR 43.2 billion Europe pillar, which finances enlargement and pre-accession policies that ESN fundamentally rejects, and oppose ideologically driven interventions such as the reconstruction of Gaza.

The Commission gains extensive discretion to redirect funding towards short-term political objectives, without corresponding parliamentary or Member State oversight. Moreover, the criteria for suspending funding to countries that refuse to cooperate on migration and readmission remain insufficiently defined.

Global Europe represents a massive redistribution of taxpayers' money, yet European taxpayers are not its primary beneficiaries. Humanitarian aid should remain the responsibility of Member States. The EU must return to its fundamental purpose: delivering prosperity, peace and security to its own citizens before financing ambitions elsewhere in the world, not the other way around.

BUDGETARY ASSESSMENT OF THE COMMITTEE ON BUDGETS

for the Committee on Foreign Affairs and the Committee on Development

on the proposal for a regulation of the European Parliament and of the Council establishing
Global Europe for the period 2028 to 2034
(COM(2025)0551 – C10-0175/2025 – 2025/0227(COD))

Rapporteur for budgetary assessment: Rasmus Andresen

The Committee on Budgets has carried out a budgetary assessment of the proposal under Rule 58 of the Rules of Procedure and has reached the following conclusions:

The Committee on Budgets,

- A. whereas the proposal establishes a comprehensive instrument for EU external action to promote EU values and strategic interests worldwide, mutually beneficial partnerships, multilateralism, notably by supporting the United Nations and its agencies, and the rules-based international order, so as to allow the EU to fulfil its global responsibilities and commitments and strengthen its global influence, in particular the 2030 Agenda for Sustainable Development and the Paris and the Kunming-Montreal Agreements;
- B. whereas EU external action should be based on clearly defined priorities, tangible results and the application of strict conditionality, promoting, in particular, freedom, democracy and the rule of law;
- C. whereas the EU should play an active role in addressing the effects of conflict and in rebuilding efforts, particularly in the Eastern and Southern Neighbourhoods;
- D. whereas this instrument will serve as the overarching framework for providing continued support to Ukraine in the face of persistent Russian aggression;
- E. whereas the proposal simplifies the existing funding architecture by merging most of the external financing instruments and by combining programmable and non-programmable support;
- F. whereas the proposal introduces greater flexibility to enable the EU to better react to unforeseen developments in an ever-challenging geopolitical context;
- G. whereas effective development financing structures require the right concept, and financing instruments should be adapted to the financing constraints that prevail in a particular country or region;
- H. whereas budgetary guarantees and financial instruments are often less appropriate

where the financing needs are highest, particularly in least developed countries;

- I. whereas the so-called ‘steering mechanism’ can in no way be a substitute for Parliament’s legislative and budgetary powers and cannot be conceived without a sound governance architecture that ensures the exercise of such powers;
- J. whereas robust mechanisms for accountability, transparency, oversight and financial supervision are required to ensure the proper use and traceability of EU funds in third countries;
- K. whereas, pursuant to Article 322 of the Treaty on the Functioning of the European Union, on 12 March 2026, the Court of Auditors published its opinion 07/2026 concerning the proposal for a regulation of the European Parliament and of the Council establishing Global Europe, which included a series of recommendations for the legislators to consider;
 - 1. Considers that the programme envelope should be increased from EUR 200 309 000 000 to EUR 225 000 000 000 in current prices (EUR 198 627 925 000 in 2025 constant prices) to enable the EU to live up to its role as a global actor and reliable partner in an increasingly complex geopolitical environment; expresses concern, however, that the level of funding remains insufficient given the scale of global challenges;
 - 2. Stresses that continued financial support for Ukraine is vital for it to defend itself against Russian aggression, advance on its EU accession path and support recovery and reconstruction; calls for support for Ukraine to remain coherent, transparent and effective while clearly distinguishing between pre-accession assistance and reconstruction needs; welcomes the Ukraine Support Loan; expresses concern, however, that the award of a borrowing cost subsidy to Ukraine could significantly reduce amounts available for other types of support, especially as this was not taken into consideration when the Commission made the initial proposal; insists, therefore, that debt service costs must be placed entirely over and above the multiannual financial framework (MFF) ceilings and outside of the funding already provided for under the Ukraine Reserve;
 - 3. Regrets the limited and indicative budgetary breakdown; considers that simplification and flexibility must not come at the expense of transparency and oversight by the budgetary authority, as both are required in order to ensure transparent and regular monitoring; recommends, therefore, setting guaranteed minimum allocations for essential policy objectives such as humanitarian aid, development, human development, including global health and education, as well as pre-accession support; stresses the need to introduce dedicated thematic pillars, in particular for human rights and democracy, civil society organisations, stability and peace, as well as a spending target for least developed countries;
 - 4. Calls for grants to be used to foster human development, as well as for climate and biodiversity and actions aimed at advancing mitigation of and adaptation to climate change; recalls that grants are more appropriate than guarantees in the context of fragile countries and least developed countries; underlines that no borrowing cost subsidies should count towards the 90 % Official Development Assistance (ODA) target;

5. Stresses the need for a more detailed budgetary nomenclature to strengthen control by the budgetary authority over the actual allocation of funds; recommends that the Committee on Foreign Affairs and the Committee on Development amend the proposal to include an annex defining the nomenclature of the programme; insists that the budgetary nomenclature forms an integral part of Parliament's negotiating position and must be discussed in interinstitutional negotiations; considers, in this regard, that the revised Legislative Financial and Digital Statement must be part of the final political agreement; recalls that the budgetary nomenclature must comply with Article 47(2) of the Financial Regulation¹, which provides that 'each title shall correspond to a policy area and each chapter, as a rule, to a programme or an activity', in line with the principles of specification, sound financial management and transparency; recommends, therefore, the creation of dedicated thematic and country-specific budget lines across Global Europe pillars, in particular for the enlargement and pre-accession countries, the Eastern Neighbourhood, the Middle East and Northern Africa; is strongly opposed to the creation of EU trust funds, which operate outside of the EU budget and evade parliamentary oversight;
6. Welcomes that any mobilisation of the emerging challenges and priorities cushion, as well as transfers between pillars exceeding 10 % of the annual appropriations require the approval of the budgetary authority; insists that, before announcing any financial pledges in support of third countries, Parliament must be meaningfully consulted and provided with information on budgetary implications, and that its views be fully taken into account; for any such case, insists that the Commission must provide detailed and comprehensive information, including information on the source of financing for financial commitments, on whether current resources are being redirected or new resources are to be mobilised, including when loans are involved, or on any use of flexibilities, cushions or otherwise unallocated amounts;
7. Considers that financial instruments must be aligned with the EU's strategic interests and priorities; insists that budgetary guarantees, blending and loans are complementary instruments, and should not be pursued at the expense of other types of support, especially in highly fragile contexts, fully taking into account the budgetary efficiency and the effectiveness of the selected instrument, in particular the relevant financing constraints; recommends, therefore, setting a ceiling for blended finance operations, as well as conducting *ex ante* assessments on the choice of financing methods while stressing the need for parliamentary involvement and oversight throughout the whole process; underlines that any investment operations must respect the additionality principle, and that any private entity involved in investment operations must comply with the highest standards of due diligence, transparency and accountability; insists that the provision that allows for the management of budgetary guarantees to be entrusted to private entities must only be used where necessary and duly justified; considers it essential to ensure dedicated funding for technical assistance and advisory support;
8. Stresses that the budgetary implications of borrowing and lending operations must be clearly identified, transparently presented to the budgetary authority and carefully monitored; underlines, in particular, that their potential impact on the headroom or other

¹ 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>).

guarantees must be fully assessed and duly taken into account; insists that all decisions related to such operations must fully respect the powers of the co-legislators and the prerogatives of the budgetary authority;

9. Considers that decommitments and amounts carried over from unspent funds should be made available again to the budget line of origin; takes the view that reflows and surpluses stemming from budgetary guarantees should remain within the same Global Europe chapter;
10. Believes that all substantive policy choices must be determined in the basic act, with full respect for Parliament's prerogatives as co-legislator and budgetary authority, and that any non-essential elements entailing policy choices not included in the basic act must be adopted through delegated acts, in particular, the conditions for implementing Global Europe for Enlargement and Eastern Neighbourhood partner countries, in particular in relation to the performance-based plans under the Europe pillar; insists, furthermore, that the role of the budgetary authority in policy-based lending must be reinforced; underlines the importance of including clear and transparent rules and conditions for the use of this instrument in the legislative framework;
11. Insists that the use of external assigned revenue must be clearly regulated, fully transparent and subject to effective parliamentary scrutiny, including through the publication of detailed public reports; considers that the programme should provide for additional contributions from Member States and third countries, as well as for the possible use of immobilised Russian assets for the purpose of supporting Ukraine, including for its reconstruction and recovery; encourages the promotion of the programme throughout the private sector, fostering its financial participation, while ensuring its independence and impartiality in line with the Financial Regulation; underlines that, should the lead committees consider amending provisions relating to external assigned revenue, this should be done in coordination with the Committee on Budgets and the other committees in order to ensure a consistent approach;
12. Considers that appropriate measures must be taken to ensure the EU's financial interests are protected, including preventive measures against fraud, corruption and any other illegal activities, effective controls, the recovery of the amounts wrongly paid, as well as effective, proportionate and dissuasive administrative and financial penalties; stresses the need for any person or entity receiving EU funds under the proposed Global Europe regulation to fully cooperate and fully respect the rights and prerogatives of the European Anti-Fraud Office (OLAF), the European Court of Auditors (ECA) and, as appropriate, the European Public Prosecutor's Office (EPPO);
13. Stresses the need for regular and detailed reporting on the implementation of the Global Europe programme and for ensuring the traceability of funds; underlines that any change in the architecture, objectives and eligible actions under the Global Europe programme needs to be appropriately reflected, ensuring that data is of high quality, complete and up to date, including for guarantees and financial instruments, under Annex I of the performance regulation² with due regard to the specificities of external

² Proposal for a Regulation 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 (COM/2025/0545).

action, including the ODA, as well as the appropriateness of output, impact and result indicators for the specific actions, as part of the process of amending and negotiating that regulation; points out that, while sectoral legislation can supplement the performance regulation, for example, as regards programme evaluations, it should remain consistent with its provisions;

14. Takes note of the proposed complementarity between Global Europe and other financing instruments while stressing that enhanced complementarity must not come at the expense of traceability of expenditure or the prerogatives of the budgetary authority;

AMENDMENTS

As part of its budgetary assessment, the Committee on Budgets also submits the following amendments to the proposal:

Amendment 1

Proposal for a regulation Recital 39

Text proposed by the Commission

(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).

Amendment

(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). ***In order to protect the envelope of the Global Europe Instrument, debt service costs related to loans under this Regulation should be covered by the Ukraine Reserve in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]]. Debt service costs linked to the implementation of Regulation (EU) 2026/467 of the European Parliament and of the***

Council^{1a} should be financed over and above the ceilings, not drawing from the amounts reserved for financing expenditure for Ukraine under this Regulation (Global Europe).

^{1a} Regulation (EU) 2026/467 of the European Parliament and of the Council of 24 February 2026 implementing enhanced cooperation on the establishment of the Ukraine Support Loan for 2026 and 2027 (OJ L, 2026/467, 26.2.2026, ELI: <http://data.europa.eu/eli/reg/2026/467/oj>).

Amendment 2

Proposal for a regulation Recital 68

Text proposed by the Commission

(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

Amendment

(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.

under the Instrument. ***EU trust funds undermine the unity of the Union budget and the principles of accountability, transparency, effectiveness and sound budgetary management. The creation of new trust funds as a financing mechanism within Global Europe should therefore be avoided, while ensuring that financial support provided under this Regulation is financed in full from the Union budget and implemented in a coherent way, following a streamlined set of rules.***

Amendment 3

Proposal for a regulation Recital 71

Text proposed by the Commission

(71) In line with the Team Europe approach, actions in indirect management should preferably be entrusted to the EIB, the EBRD, or a Member State organisation in the sense of Regulation (EU, Euratom) 2024/2509.

Amendment

(71) In line with the Team Europe approach, actions in indirect management should preferably be entrusted to the ***European Investment Bank (EIB), a multilateral European finance institution such as the European Bank for Reconstruction and Development (EBRD), other entities with which the Commission has established a financial framework partnership agreement,*** or a Member State organisation, ***such as a national development bank,*** in the sense of Regulation (EU, Euratom) 2024/2509.

Amendment 4

Proposal for a regulation Recital 74

Text proposed by the Commission

(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.

Amendment

(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. ***In order to ensure that sufficient resources are available for other types of support, it is essential to establish a maximum amount for budgetary guarantees and financial assistance which can be provisioned from the Instrument.***

Amendment 5

Proposal for a regulation

Recital 75

Text proposed by the Commission

(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.

Amendment

(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. ***Financing and investment operations should comply with the principles and conditions set out in Article 212 of Regulation (EU, Euratom) 2024/2509, in particular the additionality principle.***

Amendment 6

Proposal for a regulation Recital 77

Text proposed by the Commission

(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.

Amendment

(77) To provide for predictability and flexibility ***and to comply with the requirements of Regulation (EU, Euratom) 2024/2509***, 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, ***a provisioning rate for that budgetary guarantee in line with Article 214(1) of Regulation (EU, Euratom) 2024/2509, and an obligation for the Commission to assess this provisioning rate every year in accordance with the assessment referred to in Article 41(5) of Regulation EU, Euratom) 2024/2509 and in line with the Commission's risk management framework.***

Amendment 7

Proposal for a regulation Recital 77 a (new)

Text proposed by the Commission

Amendment

(77a) Technical assistance is a strategic and crucial component for ensuring the maximum impact of the Union budget guarantee helping implementing partners and project promoters to prepare, develop, structure and implement projects. Technical assistance includes preparation of feasibility studies, option analysis,

climate and environmental integration, procurement preparation, capacity building and targeted support with regulatory reforms. Technical assistance also enables the Union to promote broader European interests and position the Union through thematic interventions – such as working with partners to promote reforms necessary to facilitate investments in a given sector. It should be implemented in a predictable and programmable manner.

Amendment 8

Proposal for a regulation Recital 81

Text proposed by the Commission

(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.

Amendment

(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. ***For this reason, and in order to ensure transparency and accountability, amounts related to the provisioning of***

budgetary guarantees and financial assistance should be placed into a budgetary reserve at the beginning of each year and be released in the course of implementation by means of a transfer.

Amendment 9

Proposal for a regulation

Recital 82

Text proposed by the Commission

(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.

Amendment

(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, **where appropriate and duly justified,** allowing private law **entities** which **have been positively pillar-assessed and** 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. **Entrusting the management of budgetary guarantees to private entities could potentially expose the Union budget to contingent liabilities as it would allow private entities such as**

financial intermediaries or commercial banks to mutualise risks by calling on the EU guarantee should they incur losses. For this reason, budgetary guarantees should only be entrusted to private entities where necessary and duly justified, for instance, where European development finance institutions or Member States' development banks cannot operate on the ground.

Amendment 10

Proposal for a regulation Recital 83 a (new)

Text proposed by the Commission

Amendment

(83a) To ensure that the risk management of the budgetary guarantee is independent, impartial, inclusive and transparent, a technical risk assessment group, open to experts from the EIB, other implementing partners and eligible counterparts, as well as interested Member States, should be established. The Commission should ensure that information and analysis are shared in a timely and transparent manner with all Member States, with due regard to confidentiality issues. The Commission should conclude guarantee agreements with the selected eligible counterparts only after consulting and taking into account the advice of the technical risk assessment group, which should complement other existing assessment procedures without creating overlaps.

Amendment 11

Proposal for a regulation Recital 91

Text proposed by the Commission

(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 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, 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.

Amendment

(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 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, ***including on budgetary guarantees and financial instruments,*** rules for establishing a Union funding portal, rules for the evaluation of the programmes, 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.

Amendment 12

Proposal for a regulation Recital 93 a (new)

Text proposed by the Commission

Amendment

(93a) The provisions of this Regulation as well as its governance arrangements must be conducive to proper decision-making by the budgetary authority and to

appropriate parliamentary oversight. In particular, in line with Article 47(2) of the Financial Regulation, any specification of the internal architecture of the Global Europe programme should be duly reflected in the budget nomenclature through the introduction of corresponding budget lines.

Amendment 13

Proposal for a regulation Recital 93 b (new)

Text proposed by the Commission

Amendment

(93b) The implications of this Regulation for the Union budget have been assessed⁺ pursuant to Article 310(4) of the Treaty on the Functioning of the European Union. Sufficient financial and human resources should be provided for its implementation, while considering the impact of the financing on other Union programmes or policies and ensuring its compatibility with the multiannual financial framework, the system of own resources and the corresponding interinstitutional agreement, as well as with the budgetary principles laid down in Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council^[1].

⁺ Pro memoria: Budgetary assessment of the European Parliament's Committee on Budgets of 10 September 2026 on the proposal for a regulation of the European Parliament and of the Council establishing Global Europe for the period

2028 to 2034(COM(2025)0551).

^[1] 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>).

Amendment 14

Proposal for a regulation

Article 6 – paragraph 1 – introductory part

Text proposed by the Commission

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:

Amendment

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 225 000 000 000 in current prices (EUR 198 627 925 000 in 2025 constant prices)**. It shall be composed of the following indicative amounts:

Amendment 15

Proposal for a regulation

Article 6 – paragraph 2 – subparagraph 1

Text proposed by the Commission

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]].

Amendment

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]] **as part of the annual budgetary procedure**.

Amendment 16

Proposal for a regulation

Article 6 – paragraph 2 – subparagraph 2

Text proposed by the Commission

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.

Amendment

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 ***in current prices (EUR 88 900 000 000 in 2025 constant prices)*** 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.

Amendment 17

Proposal for a regulation

Article 19 – paragraph 2 – subparagraph 1 – point e

Text proposed by the Commission

(e) interest rate and borrowing cost subsidies provided to the beneficiary partner country linked to financial assistance if duly justified.

Amendment

deleted

Amendment 18

Proposal for a regulation

Article 19 a (new)

Text proposed by the Commission

Amendment

Article 19a

Borrowing costs subsidy

- 1. By way of derogation from Article 223 (4), point (e), of Regulation (EU, Euratom) 2024/2509 and subject to available resources, the Union may bear the borrowing costs arising from a loan to Ukraine that would otherwise be borne by Ukraine ('borrowing costs subsidy'). These costs shall comprise cost of funding, cost of liquidity management, and cost of service for administrative overheads related to the borrowing and lending.*
- 2. Ukraine may request the borrowing costs subsidy referred to in paragraph 1 of this article each year. The Commission may award the borrowing costs subsidy for an amount not exceeding the limits of the appropriations made available in the context of the budgetary procedure.*
- 3. The financial resources required to cover the borrowing costs subsidy shall not be sourced from the financial envelopes referred to in Article 6 (1) or Article 6 (3) of this Regulation. These financial resources for Ukraine shall be made available in accordance with Article 6 of Council Regulation [(EU, Euratom) 20XX/XXX * [MFF Regulation]].*
- 4. By 31 October of each year, the Commission shall inform Parliament and Council about its forecast of the total amount of debt service costs, including for the repayment of the interest, to be covered in the following year in relation to the borrowing costs subsidy resulting from Regulations of the European Parliament and of the Council (EU) 2022/2463^{1a}, (EU) 2024/792, (EU) 2026/467 and this Regulation.*
- 5. By way of derogation from Article 223 (4)(e) of Regulation (EU, Euratom) 2024/2509, and subject to available*

resources, the Commission may decide that the borrowing costs arising from a loan to other partner countries are to be borne by the Union, if duly justified. The Commission shall inform Parliament and Council in a timely manner about the award of the borrowing cost subsidy and, by 31 October of each year, its forecast of the total amount of debt service costs as well as its forecast of financial liabilities and exposures of the Union budget.

1a Regulation (EU) 2022/2463 of the European Parliament and of the Council of 14 December 2022 establishing an instrument for providing support to Ukraine for 2023 (macro-financial assistance +) (OJ L 322, 16.12.2022, p. 1, ELI: <http://data.europa.eu/eli/reg/2022/2463/oj>).

Justification

It is essential that debt service costs are not funded from the Global Europe Programme to protect the overall envelope. The award of a borrowing cost subsidy to Ukraine should not come at the expense of other types of support, including for Ukraine, which needs a minimum amount of non-repayable support, such as grants and budgetary guarantees, both to ensure its debt sustainability and to finance investment operations. The award of any borrowing cost must also be explicitly authorized by the budgetary authority.

Amendment 19

Proposal for a regulation

Article 22 – paragraph 3 – subparagraph 1

Text proposed by the Commission

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

Amendment

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.

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, *shall* be used to provide Union support under this Regulation.

Amendment 20

Proposal for a regulation

Article 22 – paragraph 4 – subparagraph 1

Text proposed by the Commission

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.

Amendment

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 *shall* be used to provide Union support under this Regulation.

Amendment 21

Proposal for a regulation

Article 22 – paragraph 4 – subparagraph 2

Text proposed by the Commission

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

Amendment

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.

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, **shall** be used to provide Union support under this Regulation.

Justification

Any surpluses from budgetary guarantees and financial assistance shall flow back to the corresponding chapter of the Global Europe Programme and top up the available resources.

Amendment 22

Proposal for a regulation Article 23 – paragraph 2

Text proposed by the Commission

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.

Amendment

2. Union funding may be provided through the types of financing laid down in Regulation (EU, Euratom) 2024/2509, **with the exception of** trust funds **referred to in** 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.

Justification

EU Trust Funds contradict the fundamental principle of the unity of the EU budget as well as

the principles of accountability, transparency, effectiveness and sound budgetary management. They also evade oversight by the budgetary authority. In addition, the Commission proposal already provides for the possibility to top-up Global Europe budget lines through additional voluntary contributions, making it a flexible tool, and hence removing one of the main arguments for a Trust Fund.

Amendment 23

Proposal for a regulation Article 23 – paragraph 8

Text proposed by the Commission

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.

Amendment

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, ***a multilateral European finance institution such as the EBRD and other entities with which the Commission has established a financial framework partnership agreement***, or a Member State organisation, ***such as a national development bank***, possibly combined with additional other forms of financial support, both from Member States and third parties.

Justification

In order to increase the efficiency and the leverage of budgetary guarantees and financial instruments, and in the spirit of maintaining an open architecture, it is essential that its implementation can also be entrusted to other European multilateral financing institutions, as well as national development banks.

Amendment 24

Proposal for a regulation Article 24 – paragraph 2

Text proposed by the Commission

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.

Amendment

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. ***Amounts relating to the provisioning of budgetary guarantees and financial assistance shall be put into a budgetary reserve at the beginning of each year. They shall be released in accordance with Article 31 of Regulation (EU, Euratom) 2024/2509.***

Justification

It is necessary to strengthen oversight and transparency in the implementation of budgetary guarantees and financial assistance. Therefore, a reserve for amounts related to the provisioning of budgetary guarantees and financial assistance, including for policy-based loans, should be established. The amounts placed into reserve at the beginning of the year should be released in the course of the year based on concrete needs through a budgetary transfer requiring the approval of the budgetary authority.

Amendment 25

Proposal for a regulation Article 24 – paragraph 5

Text proposed by the Commission

5. The Commission is empowered to adopt delegated acts in accordance with Article 30 to amend paragraphs 2 and 3 of

Amendment

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.

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. ***The Commission may only increase the maximum amount of the guarantee referred to in paragraph 3 if the provisioning rate is decreased.***

Amendment 26

Proposal for a regulation Article 24 – paragraph 6

Text proposed by the Commission

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.

Amendment

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, ***without leading to additional contingent liabilities for the Union.***

Amendment 27

Proposal for a regulation Article 24 – paragraph 9

Text proposed by the Commission

9. The amounts referred to in Article 6(1), point (a) to (e) shall be used for the

Amendment

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).

provisioning of the budgetary guarantee and financial assistance referred to in paragraph 1 of this Article. ***A maximum amount of EUR 20 billion from the Union budget may be used to provision the budgetary guarantee and financial assistance for all partner countries except Ukraine.*** 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).

Justification

This amendment takes into account the recommendation of the European Court of Auditors. Given that amounts needed to provision the budgetary guarantee and financial assistance are sourced from the geographical and global pillars of the Global Europe Instrument, it is essential to establish a ceiling or maximum amount that can be provisioned from the instrument so as to ensure sufficient funding remains available for other types of support, such as grants. Following technical consultations and taking into account empirical research, it is proposed to set this provisioning cap at EUR 20 billion.

Amendment 28

Proposal for a regulation

Article 25 – paragraph 1 a (new)

Text proposed by the Commission

Amendment

1a. Technical support and assistance linked to preparing, developing, structuring and implementing projects benefiting from the budgetary guarantee, including capacity building, shall also be supported.

Amendment 29

Proposal for a regulation

Article 25 – paragraph 1 b (new)

Text proposed by the Commission

Amendment

1b. A total amount of EUR 36 billion shall be granted to the EIB for the implementation of the Instrument. Out of this total amount, an amount of EUR 19 billion, equivalent to a share of 20.0 % of the budgetary guarantee referred to in Article 24(1) and an amount of EUR 13.5 billion, equivalent to a share of 28.1 % of the budgetary guarantee referred to in Article 24(3), shall be granted to the EIB for the implementation of the Instrument. Furthermore, out of this total amount, an amount of EUR 2.3 billion of the resources referred to in Article 6(1) and an amount of EUR 1.2 billion of the resources referred to in Article 6(2) shall be granted to the EIB to implement blending operations, advisory services and technical assistance. At least 35 % of each amount shall be allocated to advisory services and technical assistance.

Amendment 30

Proposal for a regulation

Article 25 – paragraph 1 c (new)

Text proposed by the Commission

Amendment

1c. The EIB shall have exclusivity for sovereign and non-commercial sub-sovereign operations for the budgetary guarantee referred to in Article 24(1). Where the EIB cannot carry out, or

decides not to carry out, such operations, they may be opened to other eligible counterparts owned by Member States or to international financial institutions in which Member States hold shares, under conditions laid down in the relevant agreements and taking into account the conditions offered to the EIB and the specific needs, circumstances and nature of the eligible counterpart. Priority shall be given to institutions owned by Member States.

Amendment 31

Proposal for a regulation

Article 25 – paragraph 1 d (new)

Text proposed by the Commission

Amendment

1d. Taking into account the amount of budgetary guarantee, blending and technical assistance resources available and the implementation of non-EIB operations, the amount granted to the EIB pursuant to paragraph 1 of this article may be adapted to take account of the rate of approvals achieved by the EIB for operations under the budgetary guarantee by 31 December 2031. To that effect, the Commission is empowered to adopt a delegated act amending the amounts referred to in paragraph 1 of up to 20 % upwards or downwards, if the rate of approval is above 80 % or below 50 %, respectively. Such a revision should also potentially involve recalibrating guarantee levels to ensure that EIB residual risk remains within acceptable parameters;

Amendment 32

Proposal for a regulation Article 25 – paragraph 2

Text proposed by the Commission

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. 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.

Amendment

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. 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 ***where necessary and duly justified.***

Amendment 33

Proposal for a regulation Article 25 – paragraph 3

Text proposed by the Commission

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, 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

Amendment

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, bodies ***referred to in Article 62(1), first subparagraph, point (c), (vi), (vii) and (ix) of Regulation (EU, Euratom) 2024/2509*** which provide adequate assurance of their financial capacity and governed by private law of a Member State, ***of*** a partner country benefitting from the financial instruments or the budgetary guarantee, or

guarantee shall be eligible.

of a partner country which has contributed to the financial instruments or the budgetary guarantee shall be eligible, where necessary and duly justified. In the case of bodies governed by the private law of a Member State or a partner country, preference shall be given to those bodies that disclose information related to environmental, social, tax and corporate governance criteria. The Commission shall issue specific guidance before the signature of the first guarantee agreement.

Justification

Entrusting the management of budgetary guarantees to private entities increases the exposure of the EU budget to contingent liabilities. It transmits the benefits of EU budgetary guarantees to financial intermediaries, while eventually allowing them to call on EU guarantees should they incur losses. Therefore, private entities should manage budgetary guarantees only where strictly necessary and duly justified, following a positive pillar assessment, for instance where European development finance institutions or member states' development banks cannot operate on the ground.

Amendment 34

Proposal for a regulation Article 25 – paragraph 4

Text proposed by the Commission

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.

Amendment

4. The Commission shall ensure **and foster** the effective, efficient, **needs-based** and fair use of available resources among eligible implementing entities and counterparts, including small and medium-sized counterparts, **in an inclusive approach and through an open and transparent process**, while promoting cooperation between them and taking due account of their capacities, added value,

experience *and risk-taking capacity*.

Amendment 35

Proposal for a regulation Article 25 – paragraph 5

Text proposed by the Commission

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.

Amendment

5. ***The Commission shall ensure fair and transparent treatment for all eligible counterparts and all eligible entrusted entities and shall ensure that conflicts of interest are avoided throughout the implementation period of the budgetary guarantee.*** In order to ensure complementarity, the Commission may request any relevant information from ***eligible implementing entities and*** counterparts about their operations not covered by the budgetary guarantee referred to in Article 24.

Amendment 36

Proposal for a regulation Article 25 – paragraph 6 a (new)

Text proposed by the Commission

Amendment

6a. ***A technical risk assessment group shall be established by the Commission. The Commission shall ensure an independent, impartial and inclusive high-quality function of the technical risk assessment group. When concluding guarantee agreements, the Commission shall take due account of the advice of the technical risk assessment group. The Commission shall also ensure that information and analysis are shared in a***

timely and transparent manner, with due regard to confidentiality. The composition, rules of procedure and working methods of the technical risk assessment group shall be open to experts from the EIB, other implementing partners and eligible counterparts, and interested Member States. The Commission shall provide the composition, terms of reference and rules of procedure of the technical risk assessment group to the European Parliament and ensure the impartiality and absence of conflict of interest of its members.

Amendment 37

Proposal for a regulation

Article 25 – paragraph 6 b (new)

Text proposed by the Commission

Amendment

6b. To ensure greater transparency and accountability, the competent committees of the European Parliament may invite the Commission to discuss the implementation of the budgetary guarantees referred to in Article 24.

ANNEX: DECLARATION OF INPUT

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur for budgetary assessment declares that he included in his budgetary assessment input on matters pertaining to the subject of the file that he received, in the preparation of the budgetary assessment, prior to the adoption thereof in committee, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register⁶⁶, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
European Bank for Reconstruction and Development
World Bank
Gesellschaft für Internationale Zusammenarbeit (GIZ)
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that he submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

⁶⁶ Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinstit/2021/611/oj).

PROCEDURE – COMMITTEE ASKED FOR BUDGETARY ASSESSMENT

Title	Establishing Global Europe	
References	COM(2025)0551 – C10-0175/2025 – 2025/0227(COD)	
Committee(s) responsible Date announced in plenary	AFET 23.10.2025	DEVE 23.10.2025
Budgetary assessment by Date announced in plenary	BUDG 23.10.2025	
Rapporteur for budgetary assessment Date appointed	Rasmus Andresen 4.3.2026	
Discussed in committee	8.4.2026	
Date adopted	10.9.2026	
Result of final vote	+: –: 0:	17 6 0

FINAL VOTE BY ROLL CALL IN COMMITTEE ASKED FOR BUDGETARY ASSESSMENT

17	+
PPE	Georgios Aftias, Isabel Benjumea Benjumea, Andrzej Halicki, Janusz Lewandowski, Danuše Nerudová, Jüri Ratas, Karlo Ressler, Hélder Sousa Silva, Angelika Winzig
Renew	Olivier Chastel
S&D	Matthias Ecke, Nikolas Farantouris, André Franqueira Rodrigues, Victor Negrescu, Nacho Sánchez Amor, Nils Ušakovs
Verts/ALE	Rasmus Andresen

6	-
ESN	Tomasz Froelich
NI	Thomas Geisel
PfE	Tomasz Buczek, Angéline Furet, Julien Sanchez, Auke Zijlstra

0	0

Key to symbols:

+ : in favour

- : against

0 : abstention

3.7.2026

OPINION OF THE COMMITTEE ON FISHERIES

for the Committee on Foreign Affairs and the Committee on Development

on the proposal for a regulation of the European Parliament and of the Council establishing
Global Europe

(COM(2025)0551 – C10-0175/2025 – 2025/0227(COD))

Rapporteur for opinion: Oihane Agirregoitia Martínez

SHORT JUSTIFICATION

The Commission proposal for the Global Europe fund is the EU's financial instrument for external action (2021-2027 and beyond), integrating fisheries and aquaculture as key components of its international cooperation and development agenda.

Its objectives are, among others, to promote the external dimension of the Unions fisheries policy and aligning it with broader commitments such as on climate, biodiversity and sustainable blue economy. The proposed instrument aims at ensuring that EU actions abroad contribute to global ocean governance, food security and the resilience of coastal communities.

At the international level, we have on the one hand Sustainable Fisheries Partnership Agreements (SFPAs) and on the other hand Regional Fisheries Management Organizations (RFMOs) that more concretely paves way for international cooperation when it comes to fisheries management. It is to be noted that funding for SFPAs is not directly under Global Europe instrument. However, financing can be found under the same Heading in the MFF proposal. However, it is clear that they are interlinked with the Global Europe instrument and should complement other fisheries and aquaculture actions funded under the fund.

As regards EU participation in RFMOs, this is also not directly funded through the Global Europe Fund. However, the fees of these international organisations are found under the same Heading, much in the same way as for SFPAs. It should be noted that some implementation elements, especially those taking place within the EU, could be financed through the National and Regional Partnership Plans as well as potentially under other EU funding instruments.

The rapporteur believes that the general MFF proposal has rendered it important to reinforce the importance of fisheries, aquaculture and the overall Union ambition when it comes to Ocean Governance throughout the MFF proposal. That is also equally valid for the proposed Global Europe fund. The importance of promoting the Unions international Ocean Governance agenda should not be underestimated, the instrument should not only promote an international rules-based order for Ocean related issues, it should more specifically champion the Unions zero tolerance towards IUU-fishing, contribute to a more level playing field for fisheries and aquaculture and ideally also promote cooperation and enable win-win opportunities between EU businesses and those of partner countries.

It is furthermore very important that EU engagement with partner countries is not done in silos but coordinated holistically, in order to ensure that we have a holistic approach to our international partnerships to secure the best possible outcome for both parties. In this context, the rapporteur believes it very important that fisheries should be seen in the greater context of cooperation efforts rather than being treated as a single and separate issue. In this regard, it is important to coordinate actions under SFPAs with actions under the Global Europe instrument, especially since measures taken using sectorial support under SFPAs can to some extent overlap with actions taken under other development actions. This coordination will be even more important in the light of the ongoing work within the Commission to develop a new generation of SFPAs.

Cooperation with partner countries in international organisations is of high importance if we as a Union should be able to successfully promote our ambitions internationally as effectively as

possible. International organisations, such as RFMOs, should, in that respect, be a logical focal point in any partnership and therefore coordination between the Global Europe instrument and actions taken by the Union within RFMOs needs to be ensured.

Given this background the rapporteur believes that the opinion of the PECH committee should focus, among others, on the following points:

- The need for sufficient funding for fisheries and aquaculture-related activities under the Global Europe Fund, which should complement other fisheries-related EU external actions, such as those under SFPAs and RFMOs.
- Under Global Europe, activities related to fisheries and aquaculture cannot only be considered as environmental activities but should also be seen to strengthen competitiveness and growth. This is important, as we also want to enable a new and mutually beneficial partnership between EU sectors and the sector in partner countries, creating win-win situations.
- Actions under Global Europe should also be ensured in order to strengthen the rules-based international order at sea. This in order to strengthen the EU's position globally, but also to protect the competitiveness of our maritime sectors, such as fisheries and aquaculture, and to create better and fairer competition with a more level playing field.

The Unions fisheries and aquaculture policies must be better reflected and acknowledge in the MFF proposal. The Union many efforts when it comes to international fisheries management and broader sustainability efforts must be better reflected and play a greater part in our international partnership. It is important to strive for creating better conditions for sectors both in the EU and in partner countries to create win-win situations, developing their sectors in a mutual beneficial way, creating growth, jobs and better conditions for fair competition. From a fisheries and aquaculture perspective, it is therefore important to reinforce the link within the Global Europe instrument, generally for these sectors but also to ensure the best synergies with our SFPAs and the important work done by the Union within RFMOs.

AMENDMENTS

The Committee on Fisheries submits the following to the Committee on Foreign Affairs and the Committee on Development, as the committees responsible:

Amendment 1 **Proposal for a regulation** **Recital 5**

Text proposed by the Commission

(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 support the achievement of its global commitments.

Amendment

(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 support the achievement of its global commitments. ***Partnerships under the instrument should promote social, economic and environmental standards applied in the Union. The Commission should, in particular, ensure that conditions of fair competition and level playing field are achieved between European and partner-country fishers and aquaculture producers, taking into account trading relationship as well as relevant Sustainable Fisheries Partnership Agreements.***

Amendment 2 **Proposal for a regulation** **Recital 5 a (new)**

Text proposed by the Commission

Amendment

(5a) The Commission and the Member States should ensure that existing and negotiated Union trade agreements and partnership agreements in the field of sustainable fisheries guarantee a level playing field for the Union fisheries sector. In particular, the Commission

should ensure that all imports comply with the same or equivalent standards as those established for the Union, thereby guaranteeing the competitiveness of the European fisheries and aquaculture sectors.

Amendment 3
Proposal for a regulation
Recital 15

Text proposed by the Commission

(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. It should allow the Union to be better positioned to address global challenges, including the fight against climate change *and* biodiversity protection. It should also provide increased economic and trade opportunities to the mutual benefit of the Union and partner countries.

Amendment

(15) The Instrument should contribute to the objectives of the Union's external action, *focusing more on strengthening the Union's competitiveness and reducing dependencies*, by promoting mutually beneficial partnerships with partner countries, contributing simultaneously to the sustainable development of partner countries and to the Union's strategic interests. It should allow the Union to be better positioned to address global challenges, including the fight against climate change, biodiversity protection *and food security*. It should also provide increased economic and trade opportunities, *while ensuring a level playing*, to the mutual benefit of the Union and partner countries.

Amendment 4
Proposal for a regulation
Recital 15 a (new)

Text proposed by the Commission

Amendment

(15a) Sustainable Fisheries Partnership Agreements (SFPAs) are a strategic instrument of the Union's external action, contributing to food security, international ocean governance, the competitiveness of the Union's fishing fleet, and a level playing field with partner-country fleets as they provide a stable and predictable long-term

financial, legal, and operational framework.

Amendment 5
Proposal for a regulation
Recital 15 b (new)

Text proposed by the Commission

Amendment

(15b) SFPAs should therefore be coherently integrated into the Union's broader bilateral partnerships with coastal States, ensuring coherence between the Union's common fisheries policy (CFP), trade policy, development cooperation and ocean diplomacy and their evolution should be coordinated with actions taken under this instrument.

Amendment 6
Proposal for a regulation
Recital 20

Text proposed by the Commission

Amendment

(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.

(20) In accordance with Article 8(1) TEU, the Union, ***within its competence and respecting the principle of subsidiarity***, 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.

Amendment 7
Proposal for a regulation
Recital 24

Text proposed by the Commission

Amendment

(24) The implementation of the Instrument should support the Global Gateway strategy¹⁰, the Union's external investment strategy to advance the

(24) The implementation of the Instrument should support the Global Gateway strategy¹⁰, the Union's external 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, climate and energy, transport, health, and education and research. It supports countries which seek to enhance their resilience in a sustainable manner, while strengthening partnerships that are important for the Union's open strategic autonomy. 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.

sustainable development goals together with partner countries ***which shall systematically promote, where appropriate, biodiversity objectives***. 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, climate and energy, transport, health, and education and research. It supports countries which seek to enhance their resilience in a sustainable manner, while strengthening partnerships that are important for the Union's open strategic autonomy. 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.

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.

Amendment 8

Proposal for a regulation

Recital 24 a (new)

Text proposed by the Commission

Amendment

(24a) Special account has to be taken of Article 349 TFEU in relation to Outermost Regions to Article 203 TFEU, in relation to Overseas Countries and Territories, the latter without disproportionately focusing on a single territory. These areas should all be duly

taken into consideration when developing the partnerships under this instrument since they represent a unique geostrategic asset in the Union's external policy, considering for example the rich biodiversity, vast maritime areas, and access to important fisheries resources.

Amendment 9
Proposal for a regulation
Recital 24 b (new)

Text proposed by the Commission

Amendment

(24b) Developments during the last years have further demonstrated the geostrategic importance of Outermost Regions and Overseas Countries and Territories. They constitute essential elements for the presence, resilience, maritime security, food security, monitoring of exclusive economic zones, protection of critical infrastructure and projection of the Union's interests in major geopolitical spaces, particularly in the North Atlantic, the Arctic, the Indian Ocean and the Indo-Pacific. Additional synergies should be explored with Union regional programming, which offers a high degree of flexibility, allowing to build mutually beneficial packages when opportunities arise in partner countries.

Amendment 10
Proposal for a regulation
Recital 24 c (new)

Text proposed by the Commission

Amendment

(24c) The implementation of this Regulation should also ensure adequate investment in research and innovation (R&I) and higher education, in line with the priorities of the Global Gateway strategy, with a view to strengthening European competitiveness. In this regard synergies from partnerships for R&I

financed from other Union funds could be considered as Team Europe Initiatives ('TEIs') and implemented under the Global Gateway, with the aim of supporting the green and digital transitions in partner countries.

Amendment 11
Proposal for a regulation
Recital 26

Text proposed by the Commission

(26) The Instrument should contribute to preserving peace, preventing conflicts and strengthening international security. In line with the ProtectEU Strategy¹¹, the Instrument should contribute to a coherent and comprehensive approach to security to enhance the Union's security.

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.

Amendment

(26) The Instrument should contribute to preserving peace, preventing conflicts and strengthening international security. In line with the ProtectEU Strategy¹¹, the Instrument should contribute to a coherent and comprehensive approach to security to enhance the Union's security. ***The instrument should strengthen the Women, Peace and Security Agenda, ensure full implementation of United Nations Security Council Resolution 1325, protect the rights and ensure a meaningful and promote equal participation of women and girls in all institutional and conflict prevention, peace-making, peacebuilding and post-conflict rehabilitation processes.***

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.

Amendment 12
Proposal for a regulation
Recital 27

Text proposed by the Commission

(27) The Instrument should strengthen democratic resilience in partner countries, including by countering foreign

Amendment

(27) The Instrument should strengthen democratic resilience in partner countries, including by 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.

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, ***including Ocean Diplomacy as well as related activities under the European Ocean Pact.***

Amendment 13
Proposal for a regulation
Recital 30

Text proposed by the Commission

(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 2015¹³ (the '2030 Agenda'), by supporting realistic and verifiable actions to meet this commitment, on which progress should continue to be monitored and reported. It should also promote mutually beneficial partnerships for sustainable development, including through the mobilisation of private resources. 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.

¹³ "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).

Amendment

(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 2015¹³ (the '2030 Agenda'), by supporting realistic and verifiable actions to meet this commitment ***as well as respecting human rights and complying with social, economic and environmental standards,*** on which progress should continue to be monitored and reported. It should also promote mutually beneficial partnerships for sustainable development, including through the mobilisation of private resources. 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.

¹³ "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).

Amendment 14
Proposal for a regulation
Recital 32

Text proposed by the Commission

(32) The Instrument should enhance the Union's competitiveness, in particular by contributing to the sustainability, resilience and diversification of value and supply chains, reflecting high standards of responsible business practice, and by increasing economic opportunities. Consistency between the implementation of the Union's trade, economic security, and industrial policies 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 Council¹⁴, as well as the Connecting Europe Facility, established by Regulation (EU) [XXX] by the European Parliament and Council¹⁵, 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.

¹⁴ 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)

Amendment

(32) The Instrument should enhance the Union's competitiveness, in particular by contributing to the sustainability, resilience and diversification of value and supply chains, reflecting high standards of responsible business practice, and by increasing economic opportunities. Consistency between the implementation of the Union's trade, economic security, and industrial policies and the Instrument should be ensured, including synergies with Clean Trade and Investment Partnerships, ***ensuring mutual benefits, promotion of adherence to equivalent standards and respecting the rights of indigenous peoples and local communities***. 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 Council¹⁴, as well as the Connecting Europe Facility, established by Regulation (EU) [XXX] by the European Parliament and Council¹⁵, 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.

¹⁴ 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.)

¹⁵ 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. [...]).

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.)

¹⁵ 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. [...]).

Amendment 15
Proposal for a regulation
Recital 32 a (new)

Text proposed by the Commission

Amendment

(32a) Under Global Europe, activities related to fisheries and aquaculture may be considered as environmental activities as well as activities strengthening competitiveness and growth of the sectors, including the processing sector, as well as supporting decent employment, social cohesion and the resilience of coastal and fishing communities, including the small scale sector, while also contributing to food security, resilient value chains and the strategic autonomy of the Union . This is important in order to enable a new and mutually beneficial partnership between Union sectors and the sectors in partner countries, creating win-win situations.

Amendment 16
Proposal for a regulation
Recital 32 b (new)

Text proposed by the Commission

Amendment

(32b) The programme should be implemented taking into account that the Union's competitiveness is dependent on fair competition and a level playing field. In relation to the Blue economy sectors

such as fisheries and aquaculture, where the need for imports (around 80% of the seafood consumed in the Union) creates strategic dependency, activities needs to be implemented in conjunction with domestic actions, such as preparedness measures to address crisis affecting the sectors as well as measures to address effects arising from the lack of level playing field with third countries, in order to safeguard fair competition and strengthen the Union's resilience.

Amendment 17
Proposal for a regulation
Recital 33 a (new)

Text proposed by the Commission

Amendment

(33a) The competitiveness of the Union's fishing sector also depends on the ability to guarantee a stable, sustainable, and diversified supply of fishery and aquaculture products, which in turn are dependent on the conservation and sustainable exploitation of marine biological resources. Therefore, the strategic value of the external dimension of the CFP, particularly the Sustainable Fisheries Partnership Agreements (SFPAs), should be recognized, when implementing this instrument, in order to strengthen the Union's food sovereignty, support the processing industry, and preserve the presence of the Union fleet in strategic fishing grounds. Consideration should also be given to practical implications related to the existence of an active implementing protocol in relation to SFPAs.

Amendment 18
Proposal for a regulation
Recital 33 b (new)

Text proposed by the Commission

Amendment

(33b) In order to ensure transparency, predictability and effective parliamentary scrutiny, activities related to the external dimension of the CFP, including SFPAs and Union participation in Regional Fisheries Management Organisations (RFMOs), should be clearly identified and traceable.

Amendment 19
Proposal for a regulation
Recital 42

Text proposed by the Commission

(42) The overall context for action should be the pursuit of a rules-based and value-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 Change²¹ (the ‘Paris Agreement’), the Kunming-Montreal Global Biodiversity Framework²², the Addis Ababa Action Agenda of the Third International Conference on Financing for Development²³ and the Pact for the Future²⁴, is the international community’s response to global challenges and trends in relation to sustainable development. 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.

²¹ 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.

Amendment

(42) The overall context for action should be the pursuit of a rules-based and value-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 Change²¹ (the ‘Paris Agreement’), the Kunming-Montreal Global Biodiversity Framework²², the Addis Ababa Action Agenda of the Third International Conference on Financing for Development²³ and the Pact for the Future²⁴, is the international community’s response to global challenges and trends in relation to sustainable development. 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. ***In this context, all actions supported under the Instrument should promote the integration of biodiversity objectives.***

²¹ 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>).

²² “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.

²³ “Addis Ababa Action Agenda of the Third 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).

²⁴ “The Pact for the Future”, adopted by the United Nations General Assembly on 22 September 2024 (A/RES/79/1).

1–3, ELI:
<http://data.europa.eu/eli/dec/2016/1841/oj>).

²² “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.

²³ “Addis Ababa Action Agenda of the Third 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).

²⁴ “The Pact for the Future”, adopted by the United Nations General Assembly on 22 September 2024 (A/RES/79/1).

Amendment 20

Proposal for a regulation

Recital 42 a (new)

Text proposed by the Commission

Amendment

(42a) In order to avoid fragmentation and ensure coherence, the Instrument should also be implemented in close coordination with the Union’s network of SFPAs, the work within RFMOs taken under National and Regional Partnership Plans, as well as actions related to the support for the competitiveness of the EU fisheries sector and the Union fishing fleet. Sufficient funding for activities related to fisheries and aquaculture is needed under the Global Europe Fund, which should complement other fisheries-related Union external actions, such as SFPAs, and contribute to objectives such as promoting a level playing field between Union and partner-country fleet, as well as ensuring equivalent standards in terms of sustainability, control, transparency, traceability and working conditions.

Amendment 21

Proposal for a regulation
Recital 42 b (new)

Text proposed by the Commission

Amendment

(42b) The instrument should also be used to strengthen the rules-based international order at sea in order to strengthen the Union's position globally. Such actions in the field of fisheries should contribute to ensuring a level playing field at global level, including by promoting compliance with international obligations and reinforcing the Union's zero-tolerance approach to illegal, unreported and unregulated (IUU) fishing. This will in turn be beneficial for the Union's maritime sectors, such as the fisheries sector, as it will contribute to better and fairer competition.

Amendment 22
Proposal for a regulation
Recital 42 c (new)

Text proposed by the Commission

Amendment

(42c) The external dimension of the CFP should be understood in a broad and evolving sense, going beyond SFMAs and Union participation in RFMOs. It should also encompass the Union's international ocean governance efforts, including by taking into account the European Ocean Pact, the Pact for the Mediterranean, ocean diplomacy, and cooperation with partner countries on sustainable blue economy, marine conservation and maritime security. Actions under this Instrument should therefore also contribute to the implementation of the external dimension of the CFP as well as ensure coherence and complementarity with the other relevant instruments.

Amendment 23
Proposal for a regulation

Recital 47

Text proposed by the Commission

(47) The implementation of the Instrument should be guided by the principles of gender equality, women and girls' empowerment and of preventing and combating violence against women and domestic violence and should seek to protect and promote women's rights in line with the Roadmap on Women's Rights²⁶, Gender Equality Strategy²⁷, EU Gender Action Plans, relevant Council conclusions and international conventions, including the Istanbul Convention on violence against women²⁸. Strengthening gender equality and women's empowerment 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 and transformative approach 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.

²⁶ 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.

²⁷ Communication (COM/2020/152 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 2020-2025.

²⁸ “Council of Europe Convention on preventing and combating violence against women and domestic violence”, (CETS No. 210) entered into force on 1 August

Amendment

(47) The implementation of the Instrument should be guided by the principles of gender equality, women and girls' empowerment and of preventing and combating violence against women and domestic violence and should seek to protect and promote women's rights in line with the Roadmap on Women's Rights²⁶, Gender Equality Strategy²⁷, EU Gender Action Plans, relevant Council conclusions and international conventions, including the Istanbul Convention on violence against women²⁸. Strengthening gender equality and women's empowerment in the Union's external action and increasing efforts to reach the minimum standards of performance **and relevant targets** indicated by the EU Gender Action Plans should lead to a gender sensitive and transformative approach 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.

²⁶ 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.

²⁷ Communication (COM/2020/152 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 2020-2025.

²⁸ “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&treaty-num=210>.

Amendment 24
Proposal for a regulation
Recital 50

Text proposed by the Commission

(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, the Instrument should contribute to mainstreaming climate action **in** the Union **policies**. 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.

Amendment 25
Proposal for a regulation
Recital 51

Text proposed by the Commission

(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

2014,
<https://www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=210>.

Amendment

(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, the Instrument should contribute to mainstreaming climate action **and biodiversity conservation across all policies and programmes including through ambitious spending targets, ensuring a balance with the socio-economic viability of** the Union. **The instrument should promote proactive investment in ecosystem resilience.** 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.

Amendment

(51) Union action in the area of climate change, **decarbonisation** and biodiversity should support a just transition to a climate-neutral, climate resilient, resource

economy. 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. ***In line with*** the European Ocean Pact³⁰, the Instrument should promote the preservation of the ocean and strengthen international rules-based ocean governance. Particular attention should be given to actions that create co-benefits and meet multiple objectives, including for climate, biodiversity and the environment.

efficient and circular economy. It should notably favour the ***fulfilment of the Union's commitments and obligations following*** 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 ***as well as their implementation***. 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. ***Taking into account*** the European Ocean Pact³⁰, the Instrument should promote the preservation of the ocean and strengthen international rules-based ocean governance. ***It should support a competitive, regenerative and resilient blue economy, including fisheries and aquaculture, through investments in digitalisation, innovation and science, while strengthening sustainable fisheries management, control, traceability and the fight against IUU fishing as well as promoting fair competition and a level playing field. In this context, the fundamental role of RFMOs in the sustainable management of the ocean should be recognized, as well as the role of tools such as Marine Protected Areas (MPAs) and other effective area-based conservation measures (OECMs). It should be ensured that the implementation of the Agreement on the Conservation and Sustainable Use of***

Marine Biological Diversity in Areas Beyond National Jurisdiction is carried out in a coordinated manner with RFMOs and without undermining their work.

Particular attention should ***also*** be given to actions that create co-benefits and meet multiple objectives, including for climate, biodiversity and the environment.

³⁰ 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.

³⁰ 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.

Amendment 26
Proposal for a regulation
Recital 51 a (new)

Text proposed by the Commission

Amendment

(51a) Particular attention should be given to actions that create mutual benefits and meet multiple objectives, including for climate, biodiversity and the environment. It should complement other Union actions in relation to sustainable marine resources management, such as sustainable fisheries and contribute to the Union zero tolerance of IUU fishing and be able, where relevant, to support Union actions such as SFPAs and actions taken within RFMOs).

Amendment 27
Proposal for a regulation
Recital 52

Text proposed by the Commission

Amendment

(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

(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) 2020/852³¹ (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')**,

³¹ 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>).

Amendment 28
Proposal for a regulation
Recital 52 a (new)

Text proposed by the Commission

Amendment 29
Proposal for a regulation
Recital 86

Text proposed by the Commission

(86) In order to amend non-essential

to the environmental objectives set out in Article 9 of Regulation (EU) 2020/852³¹ (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]

³¹ 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>).

Amendment

(52a) The promotion of high common standards and principles, equal or similar to those in the EU is important in order to contribute to sustainable development as well as a level playing field for citizens and businesses. The implementation of horizontal principles under this instrument will in this regard contribute positively to the abovementioned aims.

Amendment

(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-Making³⁹. 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.

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-Making³⁹. 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. ***The Commission should always involve the Union budgetary authority, namely the European Parliament and the Council, in the adoption of plans with partner countries, including any accompanying loans.***

³⁹ 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_interinstit/2016/512/oj).

³⁹ 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_interinstit/2016/512/oj).

Amendment 30

Proposal for a regulation

Recital 91 a (new)

Text proposed by the Commission

Amendment

(91a) The Instrument should also promote that partner countries should

apply the same standards of transparency as outlined in this Regulation.

Amendment 31
Proposal for a regulation
Recital 94 a (new)

Text proposed by the Commission

Amendment

(94a) The maritime dimension is an essential component of the Union's external action. Cooperation with Mediterranean partner countries should be based on the principle of ensuring the socio-economic stability of coastal communities, while paying particular attention to island regions such as Sicily and Sardinia, which serve as natural hubs for the blue economy and are more exposed to pressure from third-country fleets.

Amendment 32
Proposal for a regulation
Article 3 – paragraph 3 – point b a (new)

Text proposed by the Commission

Amendment

(ba) the external dimension of the Common Fisheries Policy (CFP), by supporting actions including:

(i) Sustainable Fisheries Partnership Agreements (SFPAs);

(ii) Union participation in Regional Fisheries Management Organisations (RFMOs);

(iii) international ocean governance related to fisheries and aquaculture, including taking into account of the European Ocean Pact, The Pact for the Mediterranean and related ocean diplomacy actions;

(iv) cooperation with partner countries on sustainable blue economy, marine

conservation and maritime security.

Amendment 33

Proposal for a regulation

Article 4 – paragraph 1 – point b

Text proposed by the Commission

(b) to contribute to the promotion of multilateralism and a rules-based international order, the achievement of the international commitments and objectives that the Union has agreed to, ***in particular*** the sustainable development goals, the 2030 Agenda, the Paris Agreement ***and*** the Kunming-Montreal Global Biodiversity Framework;

Amendment

(b) to contribute to the promotion of multilateralism and a rules-based international order, ***and to*** the achievement of ***binding*** international commitments and objectives that the Union has agreed to, ***within the context of international targets such as*** the sustainable development goals, the ***goals set out in the*** 2030 Agenda, the Paris Agreement, the Kunming-Montreal Global Biodiversity Framework ***and the Agreement on the Conservation and Sustainable Use of Marine Biological Diversity in Areas Beyond National Jurisdiction as well as promoting rules-based ocean governance with sustainable resource management, sustainable Blue Economy and innovation and research activities;***

Amendment 34

Proposal for a regulation

Article 4 – paragraph 1 – point c

Text proposed by the Commission

(c) to promote stronger mutually beneficial partnerships with partner countries, contributing simultaneously to the sustainable development of partner countries and ***to*** the strategic interests of the Union.

Amendment

(c) to promote stronger mutually beneficial partnerships with partner countries, ***taking into account other instrument outside this Regulation such as SFPAs, promoting a level playing field between Union and partner-country operators in strategic sectors such as fisheries and aquaculture,*** contributing simultaneously to the sustainable development of partner countries and ***their strategic interests and to defend*** the strategic interests of the Union.

Amendment 35
Proposal for a regulation
Article 5 – paragraph 1 – subparagraph 2

Text proposed by the Commission

The Union shall strive to ensure policy coherence for sustainable development. It 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 and other sectoral cooperation.

Amendment

The Union shall strive to ensure policy coherence for sustainable development. It 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 and other sectoral cooperation, ***such as fisheries, aquaculture and ocean governance as well as promoting a level playing field for operators both in the Union and in partner countries. Policy coherence as well as coherence of funding and application between the instrument and the CFP, SFPAs and Union actions within RFMOs is of particular importance. Fisheries and aquaculture actions under the Instrument shall be developed together with partner countries and can include actions such as strengthening fisheries governance; scientific research; monitoring, oversight and surveillance; resilience to climate change; and the development of sustainable value chains or specific fleet segments such as small-scale and artisanal fisheries.***

Amendment 36
Proposal for a regulation
Article 5 – paragraph 2

Text proposed by the Commission

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]⁴⁸, ***and*** (EU) [XXX] [Connecting Europe Facility], when

Amendment

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]⁴⁸, (EU) [XXX] [Connecting Europe Facility], ***and***

those actions are in line with Article 4 of this Regulation.

other relevant instruments, such as SFPAs, when those actions are in line with Article 4 of this Regulation.

⁴⁸ 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.).

⁴⁸ 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.).

Amendment 37
Proposal for a regulation
Article 5 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

2a. The Commission shall ensure mechanisms for structured coordination between action under this Instrument and actions financed under:

– National and Regional Partnership Plans,

– SFPAs, and

– Union participation in RFMOs, including through joint programming, reporting and evaluation where appropriate.

Amendment 38
Proposal for a regulation
Article 5 – paragraph 3 a (new)

Text proposed by the Commission

Amendment

3a. The implementation of this Instrument shall fully respect the UN Charter, the Union’s international obligations and international law, including respect of the right of indigenous people. The Commission shall ensure that relevant stakeholders in

partner countries are consulted and have timely access to information to enable meaningful participation in the design, implementation and monitoring of programmes.

Amendment 39
Proposal for a regulation
Article 7 – paragraph 2

Text proposed by the Commission

2. The Commission shall ***inform in detail*** the European Parliament and the Council before it mobilises 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.

Amendment

2. The Commission shall ***consult*** the European Parliament and the Council before it mobilises 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. ***During these consultations the Commission shall provide all relevant information, including socio-economic analyses where applicable as well as possible effects on Union operators.***

Amendment 40
Proposal for a regulation
Article 8 – paragraph 1

Text proposed by the Commission

1. 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, ***European Parliament resolutions***, communications of the Commission and joint communications with the High Representative shall constitute the overall

Amendment

1. 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, ***European Parliament resolutions***, summit declarations or conclusions of meetings with partner countries at the level of heads of state or government or ministers, communications of the Commission and joint communications with the High Representative shall constitute the overall

policy framework for the implementation of the Instrument.

policy framework for the implementation of the Instrument.

Amendment 41
Proposal for a regulation
Article 9 – paragraph 1

Text proposed by the Commission

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.

Amendment

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, ***economic, environmental and social*** interests of the Union.

Amendment 42
Proposal for a regulation
Article 9 – paragraph 3

Text proposed by the Commission

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.

Amendment

3. The Union shall seek to promote, develop and consolidate the principles of democracy, good governance, the rule of law and respect ***international law***, for human rights and fundamental freedoms, ***including women's rights and gender equality***, 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.

Amendment 43
Proposal for a regulation
Article 9 – paragraph 4 a (new)

Text proposed by the Commission

Amendment

4a. The Instrument shall promote actions related to the fight against climate change as well as environmental protection.

Amendment 44
Proposal for a regulation
Article 9 – paragraph 7 a (new)

Text proposed by the Commission

Amendment

7a. Support under this Regulation for actions related to fisheries and aquaculture shall be conditional upon compliance with applicable international rules and agreements in the area of fisheries, effective measures to prevent and combat IUU fishing, and the promotion of fair competition and sustainable resource management.

Amendment 45
Proposal for a regulation
Article 10 – paragraph 1

Text proposed by the Commission

Amendment

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.

Programmes and actions under the Instrument shall mainstream the fight against climate change, environmental protection, **including biodiversity actions**, 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 **and be designed in an accessible way to allow access for many sectors to participate in the planned actions.**

Amendment 46
Proposal for a regulation
Article 11 – paragraph 2

Text proposed by the Commission

Amendment

2. The Commission and the Member

2. The Commission and the Member

States shall aim to ensure timely consultations and frequent exchanges of information with each other during the different phases of the implementation cycle, which shall endeavour to jointly identify, discuss and implement actions, including in terms of information, communication and visibility.

States shall aim to ensure timely consultations and frequent exchanges of information ***internally and*** with each other during the different phases of the implementation cycle, which shall endeavour to jointly identify, discuss and implement actions, including in terms of information, communication and visibility.

Amendment 47
Proposal for a regulation
Article 12 – paragraph 3

Text proposed by the Commission

3. In case the Commission services, in consultation with EEAS, identifies serious shortcomings in a partner country related in particular to the obligation to readmit its own nationals from the Member States, the Commission may suspend payments or the implementation of a programme. In no case the suspension shall affect humanitarian assistance.

Amendment

3. In case the Commission services, in consultation with EEAS, identifies serious shortcomings in a partner country related in particular to the obligation to readmit its own nationals from the Member States, the Commission may suspend payments or the implementation of a programme, ***in particular when a systematic lack of cooperation is detected, especially in relation to countering illegal activities such as IUU fishing***. In no case the suspension shall affect humanitarian assistance.

Amendment 48
Proposal for a regulation
Article 14 – paragraph 1 – point a

Text proposed by the Commission

(a) actions shall be based, to the extent possible, on a dialogue between the Union, Member States and the partner countries concerned, including national, regional and local authorities, and ***involving*** civil society;

Amendment

(a) actions shall be based, to the extent possible, on a dialogue between the Union, Member States and the partner countries concerned, including national, regional and local authorities, and ***through an inclusive and meaningful participation of all relevant stakeholders, including indigenous communities and civil society, taking into account their priorities as well as the Union's strategic interests such as promotion of a global level playing field***

and fair competition;

Amendment 49

Proposal for a regulation

Article 14 – paragraph 1 – point b a (new)

Text proposed by the Commission

Amendment

(ba) shared management interest of marine resources, especially within the framework of RFMOs;

Amendment 50

Proposal for a regulation

Article 14 – paragraph 2 – point d

Text proposed by the Commission

Amendment

(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;

(d) partner countries and regions' capacity and commitment to promote **and respect** shared values and principles, and to support multilateral alliances and a rules-based international system;

Amendment 51

Proposal for a regulation

Article 14 – paragraph 2 – point d a (new)

Text proposed by the Commission

Amendment

(da) commitment to sustainable management of natural resources;

Amendment 52

Proposal for a regulation

Article 14 – paragraph 2 – point g a (new)

Text proposed by the Commission

Amendment

(ga) in relation to management of maritime areas, the level of control and enforcement, for example in relation to IUU fishing as well as the level of transparency, for example in relation to fishing authorisations for other third

country actors.

Amendment 53
Proposal for a regulation
Article 15 – paragraph 2

Text proposed by the Commission

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 indicative financial allocations and the methods of implementation.

Amendment

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 indicative financial allocations and the methods of implementation, ***as well as common objectives for joint actions within international organisations, such as RFMOs, and synergies with other partnership instruments, such as SFPAs.***

Amendment 54
Proposal for a regulation
Article 18 – paragraph 1

Text proposed by the Commission

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 as well as the budget and any possible support expenditures.

Amendment

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 as well as the budget and any possible support expenditures. ***The action plans shall take into account the work carried out within RFMOs and ensure synergies and coherence with actions under other partnership instruments such as SFPAs, taking into account the specific areas of support in each SFPAs, such as sectorial support.***

Amendment 55
Proposal for a regulation
Article 18 – paragraph 2

Text proposed by the Commission

2. Actions financed by programmable amounts shall be based on programming documents. Action plans shall be prepared in an inclusive, transparent and timely manner.

Amendment

2. Actions financed by programmable amounts shall be based on programming documents. Action plans shall be prepared in an inclusive, transparent and timely manner ***in consultation with the European Parliament and the Council, and with the meaningful involvement of relevant stakeholders, including civil society.***

Amendment 56
Proposal for a regulation
Article 23 – paragraph 6 – subparagraph 1

Text proposed by the Commission

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 young people poverty eradication, inequality reduction, and to build and consolidate democracies and peaceful societies. Budget support shall also contribute to gender equality.

Amendment

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, ***gender equality*** 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 young people poverty eradication, inequality reduction, and to build and consolidate democracies and peaceful societies. Budget support shall also contribute to gender equality.

Amendment 57
Proposal for a regulation
Article 23 – paragraph 6 – subparagraph 3 a (new)

Budgetary support to partner countries and especially neighbouring territories of the Union, should consider effects on relevant sectors, such as the fisheries and aquaculture sectors, in order to ensure that the support contributes to the Union's strategic interests, such as promotion of a global level playing field and fair competition and endeavour to avoid to contribute to negative effects on Union competitiveness, with particular attention to sectors operating in the Outermost Regions and Overseas Countries and Territories).

Amendment 58

Proposal for a regulation

Article 25 – paragraph 6 – subparagraph 1 a (new)

Text proposed by the Commission

Amendment

Union actions under other relevant instruments should be taken into account when strategic and operational guidelines are developed, such as in relation to actions related to the sustainable blue economy and food security, Guidelines shall also take into account the external dimension of the Common Fisheries Policy and the contribution of SFPAs and RFMOs to international ocean governance and the strategic interests of the Union.

Amendment 59

Proposal for a regulation

Article 28 – paragraph 1

Text proposed by the Commission

Amendment

1. Cross-border cooperation shall cover cooperation along external adjacent land and maritime borders, transnational cooperation over larger transnational territories or around ***sea-basins***, as well as

1. Cross-border cooperation shall cover cooperation along external adjacent land and maritime borders, transnational cooperation over larger transnational territories or around ***sea basins***, as well as

interregional cooperation.

interregional cooperation. ***In the fisheries sector, such cooperation may include, coordination with regional fisheries management frameworks and fisheries agreements, cooperation to achieve coherent regional approaches, harmonised technical measures and better governance of shared resources.***

Amendment 60
Proposal for a regulation
Article 28 – paragraph 2

Text proposed by the Commission

2. The pillars referred to in Article 3(1), **points (a) and (b)** may contribute to 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 referred to in Article 3(1), point (a) may be indicatively allocated to support those programmes.

Amendment 61
Proposal for a regulation
Article 29 – paragraph 2

Text proposed by the Commission

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, **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]

Amendment

2. The pillars referred to in Article 3(1), may contribute to 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 referred to in Article 3(1), point (a) may be indicatively allocated to support those programmes.

Amendment

2. The Commission **shall** 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, **shall** 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].

[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].

Amendment 62
Proposal for a regulation
Annex II.A – point 2 – point g

Text proposed by the Commission

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 energy, critical raw materials and inputs, and health security;

Amendment

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 energy, critical raw materials and inputs, and health **and food security, including cooperation on control of and standards for food products, especially those imported into the Union, thereby fostering a more level playing field for operators;**

Amendment 63
Proposal for a regulation
Annex II.B – point 1 – point d

Text proposed by the Commission

d) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

Amendment

d) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication, **including partnerships outside of the framework of this Regulation such as SFPAs.**

Amendment 64
Proposal for a regulation
Annex II.B – point 4 – point i a (new)

Text proposed by the Commission

Amendment

ia) supporting inclusive value chains in the fisheries sector, including improving port infrastructure, working conditions, training and market access for women working in fisheries and seafarers.

Amendment 65
Proposal for a regulation
Annex II.B – point 5 – point a

Text proposed by the Commission

Amendment

a) Enhancing climate change adaptation and mitigation capacity; helping to promote climate-proof investments;

a) Enhancing climate change adaptation and mitigation capacity; helping to promote climate-proof ***public and private*** investments;

Amendment 66
Proposal for a regulation
Annex II.B – point 5 – point c

Text proposed by the Commission

Amendment

c) Ensuring the protection and conservation 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 biodiversity conservation, sustainable fisheries and transition to sustainable food 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.

c) Ensuring the protection and conservation 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, biodiversity conservation, sustainable fisheries ***management, sustainable aquaculture, development of local food supply chains*** and transition to sustainable food 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. ***Ensuring that actions in the field of***

fisheries, aquaculture and the blue economy uphold the principles of fair competition and a level playing field, including on environmental, social and labour standards for both Union and partner country operators.

Amendment 67
Proposal for a regulation
Annex II.C – point 1 – point j a (new)

Text proposed by the Commission

Amendment

ja) Supporting sustainable and resilient agriculture, including agroforestry, sustainable fisheries, sustainable and resilient aquaculture, the blue economy, food security, resilient food value chains, and the socio-economic viability of rural, coastal, island regions.

Amendment 68
Proposal for a regulation
Annex II.C – point 2 – point d

Text proposed by the Commission

Amendment

d) Supporting sustainable and resilient *agriculture, including agroforestry, sustainable fisheries, and sustainable aquaculture.*

d) Supporting sustainable and resilient *management of natural resources.*

Amendment 69
Proposal for a regulation
Annex II.C – point 7 – point f

Text proposed by the Commission

Amendment

f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication, *including partnerships outside of the framework of this Regulation such as SFPAs.*

Amendment 70
Proposal for a regulation
Annex II.D – point 1 – point j a (new)

Text proposed by the Commission

Amendment

ja) Supporting sustainable and resilient agriculture, sustainable fisheries, sustainable and resilient aquaculture, the blue economy, food security, resilient food value chains, and the socio-economic viability of rural, coastal and island regions.

Amendment 71
Proposal for a regulation
Annex II.D – point 2 – point e

Text proposed by the Commission

Amendment

e) Ensuring food and nutrition security, sustainable and resilient **agriculture and sustainable fisheries;**

e) Ensuring food and nutrition security **and**, sustainable and resilient **management of natural resources;**

Amendment 72
Proposal for a regulation
Annex II.D – point 7 – point e

Text proposed by the Commission

Amendment

e) 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;

e) 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. **In particular supporting cooperation in the field of fisheries, aquaculture and the blue economy, with a view to promoting sustainable resource management, strengthening governance and promoting policy alignment with Union environmental, social and labour standards, thereby contributing to a level playing field and preventing unfair competition;**

Amendment 73
Proposal for a regulation
Annex II.D – point 7 – point f

Text proposed by the Commission

f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

Amendment

f) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication, ***including partnerships outside of the framework of this Regulation such as SFPAs.***

Amendment 74
Proposal for a regulation
Annex II.D – point 7 – point f a (new)

Text proposed by the Commission

Amendment

fa) Supporting sustainable and resilient fisheries and aquaculture, including low-impact fisheries;

Amendment 75
Proposal for a regulation
Annex II.E – point 1 – point g

Text proposed by the Commission

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 systems, ***sustainable fisheries***, nature-based solutions, fighting forest and biodiversity loss;

Amendment

g) Promoting pollution reduction and protecting, preserving, restoring and ensuring sustainable management of ecosystems ***and natural resources***, such as water systems, land, forests and the ocean; developing sustainable food systems, nature-based solutions, fighting forest and biodiversity loss;

Amendment 76
Proposal for a regulation
Annex II.E – point 5 – point g

Text proposed by the Commission

g) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication.

Amendment

g) Strengthening awareness, understanding and perception of the European Union in partner countries through strategic communication, ***including partnerships outside of the framework of this Regulation such as SFPAs.***

Amendment 77

Proposal for a regulation

Annex II.F – point 2 – point a

Text proposed by the Commission

a) Accelerating a just transition to a climate-neutral, resilient, sustainable, green, blue and circular economy, including by supporting global initiatives;

Amendment

a) Accelerating a just transition to a ***competitive***, climate-neutral, resilient, sustainable, ***regenerative***, green, blue and circular economy, including by supporting global ***and regional*** initiatives, ***including by promoting economic partnership between operators in the Union and operators in partner countries.***

Amendment 78

Proposal for a regulation

Annex II.F – point 2 – point a a (new)

Text proposed by the Commission

Amendment

aa) Accelerating innovations contributing to the just transition as well as improved competitiveness.

Amendment 79

Proposal for a regulation

Annex II – point 2 a (new)

Text proposed by the Commission

Amendment

(2 a) Support for coastal surveillance, maritime domain awareness, port control capacity, and anti-smuggling cooperation in coastal partner countries.

Amendment 80
Proposal for a regulation
Annex II.F – point 2 – point b

Text proposed by the Commission

b) Strengthening global governance and knowledge on climate, food and agriculture, environment, natural resources and the ocean , supporting global public goods;

Amendment

b) Strengthening global governance and knowledge on climate, food, ***fishing, aquaculture*** and agriculture, environment, natural resources and the ocean, supporting global public goods, ***taking into account actions already undertaken within other instruments such as RFMOs and SFPAs***;

Amendment 81
Proposal for a regulation
Annex II.F – point 2 – point b a (new)

Text proposed by the Commission

Amendment

ba) Strengthening a rules based global ocean governance ensuring sustainable management of marine resources, including aquaculture, contributing to the Union's ocean governance objectives such as the zero tolerance of IUU-fishing and supporting sustainable management of fisheries resources as well as aquaculture activities, including support to work within international fora such as RFMOs and supporting structures such as SFPAs;

Amendment 82
Proposal for a regulation
Annex II.F – point 5 – point e

Text proposed by the Commission

e) Engaging in public diplomacy activities to promote dialogue and mutual understanding.

Amendment

e) Engaging in public diplomacy activities to promote dialogue and mutual understanding, ***including Ocean Diplomacy***.

ANNEX: DECLARATION OF INPUT

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur declares that she included in her report input on matters pertaining to the subject of the file that she received, in the preparation of the report, prior to the adoption thereof in committee, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register¹, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
CEPESCA (SPANISH FISHERIES CONFEDERATION)
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that she has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

¹ Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinst/2021/611/oj).

PROCEDURE – COMMITTEE ASKED FOR OPINION

Title	Establishing Global Europe	
References	COM(2025)0551 – C10-0175/2025 – 2025/0227(COD)	
Committee(s) responsible Date announced in plenary	AFET 23.10.2025	DEVE 23.10.2025
Opinion by Date announced in plenary	PECH 23.10.2025	
Rapporteur for opinion Date appointed	Oihane Agirregoitia Martínez 2.1.2026	
Discussed in committee	17.3.2026	15.4.2026
Date adopted	9.7.2026	
Result of final vote	+: 18 -: 5 0: 2	

FINAL VOTE BY ROLL CALL BY THE COMMITTEE ASKED FOR OPINION

18	+
ECR	Stephen Nikola Bartulica, Nora Junco García, Bert-Jan Ruissen
PPE	Carmen Crespo Díaz, Paulo do Nascimento Cabral, Niclas Herbst, Isabelle Le Callennec, Francisco José Millán Mon, Jessica Polfjård, Željana Zovko
Renew	Oihane Agirregoitia Martínez, Asger Christensen, Emma Wiesner
S&D	Sakis Arnaoutoglou, Thomas Bajada, André Franqueira Rodrigues, Nicolás González Casares, Eric Sargiacomo

5	-
ESN	Siegbert Frank Droese
PfE	Ton Diepeveen, France Jamet
The Left	Sebastian Everding, Luke Ming Flanagan

2	0
Verts/ALE	Isabella Lövin, Ana Miranda Paz

Key to symbols:

+ : in favour

- : against

0 : abstention

3.6.2026

OPINION OF THE COMMITTEE ON WOMEN'S RIGHTS AND GENDER EQUALITY

for the Committee on Foreign Affairs and the Committee on Development

on the proposal for a Regulation of the European Parliament and of the Council establishing
Global Europe

(COM(2025)0551 – C10-0175/2025 – 2025/0227(COD))

Rapporteur for opinion: Abir Al-Sahlani

AMENDMENTS

The Committee on Women's Rights and Gender Equality submits the following to the Committee on Foreign Affairs and the Committee on Development, as the committees responsible :

Amendment 1

Proposal for a regulation Recital 1

Text proposed by the Commission

(1) This Regulation aims at establishing 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).

Amendment

(1) This Regulation aims at establishing 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).**

Amendment 2

Proposal for a regulation Recital 4

Text proposed by the Commission

(4) The implementation of the Instrument should be guided 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 and bolster preparedness, prosperity and

Amendment

(4) The implementation of the Instrument should be guided 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, **support and promote democracy, women's rights and the rule of law, respect human rights,**

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 and international organisations.

support sustainable and human development and the eradication of poverty, establish gender equality, strengthen peace and security and bolster preparedness, prosperity, ***sustainability*** 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 and international organisations.

Amendment 3

Proposal for a regulation Recital 5 a (new)

Text proposed by the Commission

Amendment

(5a) The implementation of the Instrument should also be guided by the European Consensus on Development of 8 June 2017 (the 'Consensus') which provides the framework for a common approach to development cooperation by the Union and its Member States to implement the 2030 Agenda and the Addis Ababa Action Agenda. Eradicating poverty, tackling intersectional discrimination and inequalities, promoting gender equality and women's rights including sexual and reproductive health and rights, leaving no one behind regardless of gender, age, disability, religion or beliefs, sexual orientation and gender expression, identity, migration status/ethnicity or other factors, protecting the environment and fighting climate change, addressing its gender-related impacts, and strengthening resilience are at the heart of development cooperation policy and should underpin the implementation of the Instrument.

Amendment 4

Proposal for a regulation Recital 6

Text proposed by the Commission

(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. 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.

Amendment

(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. 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. ***In order to ensure effective delivery, the implementation of the Instrument should simplify and facilitate access to funding for local authorities and civil society organisations, including women's rights and women-led organisations, in particular in fragile, conflict and post-conflict settings.***

Amendment 5

Proposal for a regulation

Recital 11

Text proposed by the Commission

(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 including in responding to and reinforcing actions addressing fragility, crisis and supporting the humanitarian-development-peace nexus, address post-conflict recovery and reconstruction needs as well as balance of payment crises.

Amendment

(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 including in responding to and reinforcing actions addressing fragility, crisis and supporting the humanitarian-development-peace nexus ***and women's rights***, address post-conflict recovery ***prioritising women's participation*** and reconstruction needs as well as balance of payment crises.

Amendment 6

Proposal for a regulation
Recital 13

Text proposed by the Commission

(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, 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 **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 concerned. 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, which are difficult to address by other means.

Amendment

(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, law and order **and women's rights, facing threats due to the global backlash against gender-equality and fundamental rights and the rise in sexism, strong prejudiced trends against women and anti-LGBTIQ+ rhetoric**, the protection of human **rights**, **women's** 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 **by promoting the UN Security Council Resolution 1325 on Women, Peace and Security agenda, and addressing** the security, safety **and protection risks** of individuals, in particular those exposed to gender-based violence, **including through prevention measures, survivor-centred protection and support services, access to justice and accountability mechanisms**, in situations of instability; or threatening to escalate into armed conflict or to severely destabilise the partner country or countries concerned. 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, which are difficult to address by other means.

Amendment 7

Proposal for a regulation

Recital 13 a (new)

Text proposed by the Commission

Amendment

(13a) In situations of conflict, fragility and post-conflict recovery, the Instrument should contribute to the implementation of the Women, Peace and Security agenda, including by ensuring the meaningful participation of women in peace processes, conflict prevention, security sector reform and reconstruction efforts.

Amendment 8

Proposal for a regulation

Recital 16

Text proposed by the Commission

Amendment

(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, and should be guided by the universality and indivisibility of human rights.

(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, and should be guided by the universality and indivisibility of human rights, ***including women's and girls' rights.***

Amendment 9

Proposal for a regulation

Recital 17

Text proposed by the Commission

Amendment

(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

(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, 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. 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 the Union has the capacity to integrate the new member. A firm commitment to ‘fundamentals first’ approach, which requires a strong focus on the rule of law, the fight against 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.

member of the Union. Those values are common to Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity, ***gender*** equality, intergenerational fairness and cultural diversity prevail. The enlargement process is built on established criteria, fair and rigorous conditionality and the principle of own merits. 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 the Union has the capacity to integrate the new member. A firm commitment to ‘fundamentals first’ approach, which requires a strong focus on the rule of law, the fight against organised crime, fundamental rights, ***gender equality***, 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.

Amendment 10

Proposal for a regulation Recital 17 a (new)

Text proposed by the Commission

Amendment

(17a) Article 8 TFEU enshrines gender equality as a core value upon which the Union is founded; whereas the Union commits itself to promoting gender equality and eliminating inequalities in all its actions, therefore establishing a principle of gender mainstreaming in all policy areas of the Union, which entails the allocation of adequate financial resources as well as full transparency in budgetary allocations dedicated to

promoting gender equality and combating gender-based discrimination.

Amendment 11

Proposal for a regulation Recital 18

Text proposed by the Commission

(18) The enlargement policy of the Union is a strategic investment in peace, security, stability and prosperity in Europe and allows the Union to be better positioned to address 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 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.

Amendment

(18) The enlargement policy of the Union is a strategic investment in peace, security, stability and prosperity in Europe and allows the Union to be better positioned to address 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, ***including the advancement of gender equality***. The prospect of Union membership has 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, ***including reforms that expand women's participation in the economy, access to decent work, entrepreneurship, finance and equal pay***.

Amendment 12

Proposal for a regulation Recital 19

Text proposed by the Commission

(19) Since the beginning of Russia's unprovoked and unjustified war of aggression against Ukraine on 24 February 2022, the Union, its Member States and European financial institutions have

Amendment

(19) Since the beginning of Russia's unprovoked 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 support to Ukraine to maintain functions of its government, provide public services, as well as to support the recovery, reconstruction and modernisation of the country. The Instrument should provide the framework for assistance for the fast recovery, reconstruction and 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. 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.

mobilised unprecedented support for Ukraine's economic, social and financial resilience. The scale of damage caused to Ukraine requires significant and flexible support to Ukraine to maintain functions of its government, provide public services, as well as to support the recovery, reconstruction and modernisation of the country. The Instrument should provide the framework for assistance for the fast recovery, reconstruction and 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. 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. ***Such support should ensure the meaningful participation of women in reconstruction, public administration reform and economic recovery, including measures addressing conflict-related sexual violence and promoting alignment with the Union acquis in the field of gender equality.***

Amendment 13

Proposal for a regulation Recital 23

Text proposed by the Commission

(23) The Union's international partnerships aim at developing relations and build partnerships with partner countries, ***notably*** to reduce and, in the long term, eradicate poverty in line with the primary objective of the Union's

Amendment

(23) The Union's international partnerships aim at developing relations and build partnerships with partner countries to reduce and, in the long term, eradicate poverty ***with specific measures targeting women's poverty as women and***

development cooperation policy set out in Article 208 TFEU. 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.

*girls are worldwide disproportionately affected by poverty, humanitarian crises, climate change, violent conflicts, extremism, terrorism and wars and by food shortages, highlighting that single-parent families are at greater risk of poverty^{1a} and social exclusion^{1b} and experience a higher probability of poverty persisting across several generations^{1c}, in line with the primary objective of the Union's development cooperation policy set out in Article 208 TFEU. 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 **based on the principle of equality.***

^{1a} *EIGE, Poverty, gender and lone parents in the EU, 2024, page 10, <https://eige.europa.eu/about/beijing-platform-for-action?ba=293>*

^{1b} *Ibid., page 40; Study requested by the European Parliament's Committee on Women's Rights and Gender Equality, 'The situation of single parents in the EU', Policy Department for Citizens' Rights and Constitutional Affairs, European Parliament, 2020, page 14, [https://www.europarl.europa.eu/RegData/etudes/STUD/2020/659870/IPOL_STU\(2020\)659870_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2020/659870/IPOL_STU(2020)659870_EN.pdf)*

^{1c} *European Anti-Poverty Network, Towards the eradication of poverty, 2025, page 40 <https://www.eapn.eu/towards-the-eradication-of-poverty-paper-out-now/>*

Amendment 14

Proposal for a regulation Recital 24

Text proposed by the Commission

(24) The implementation of the Instrument should support the Global Gateway strategy¹⁰, the Union's external 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, climate and energy, transport, health, and education and research. It supports countries which seek to enhance their resilience in a sustainable manner, while strengthening partnerships that are important for the Union's open strategic autonomy. 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.

Amendment

(24) The implementation of the Instrument should support the Global Gateway strategy¹⁰, the Union's external 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 **gender equality**, digitalisation, climate and energy, transport, health, and education and research. It supports countries which seek to enhance their resilience in a sustainable manner, while strengthening partnerships that are important for the Union's open strategic autonomy. Global Gateway is also a value-based offer that promotes high social, environmental, governance and financial standards, and upholds democracy, the rule of law, **gender equality**, human rights **and women's 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.

Amendment 15

Proposal for a regulation
Recital 25

Text proposed by the Commission

(25) The Union should engage in

Amendment

(25) The Union should engage in

contexts experiencing extremely high levels of fragility, conflict areas, and other complex settings, supporting them through a differentiated approach to address the root causes of fragility while providing access to basic services and promoting the resilience of populations, along the humanitarian-development-peace nexus.

contexts experiencing extremely high levels of fragility, conflict areas, and other complex settings, supporting them through a differentiated approach to address the root causes of fragility while providing access to basic services ***including sexual and reproductive health and rights*** and promoting the resilience of populations, along the humanitarian-development-peace nexus. ***Particular attention should be paid to the differentiated impact of fragility and conflict on women and girls and to their role as agents of economic resilience and recovery.***

Amendment 16

Proposal for a regulation Recital 26

Text proposed by the Commission

(26) The Instrument should contribute to preserving peace, preventing conflicts and strengthening international security. ***In line with the ProtectEU Strategy¹¹***, the Instrument should contribute to ***a coherent and comprehensive approach to security to enhance the Union's security.***

Amendment

(26) The Instrument should contribute to preserving peace, preventing conflicts and strengthening international security ***while safeguarding women's rights and gender equality as integral components of security.*** The instrument should contribute to ***the full implementation of the Women, Peace and Security agenda as established by the United Nations Security Council resolution 1325 (2000) and subsequent resolutions as it remains an essential tool to ensure that the rights, agency and protection of women and girls are observed and upheld at all times and to confirm that a meaningful and equal participation of women is secured in all institutions and processes of conflict prevention, peace-making, peacebuilding and post-conflict rehabilitation. Specific action in the context of EU's external action should aim to counter the global backlash against gender equality and women and girls' rights and the increasing reprisals, violence, threats and attacks against women and girls and LGBTIQ+ activists, both offline and***

online, in particular targeting women human rights defenders, women journalists, women peacebuilders, women's grassroots organisations, politically active women, migrant and ethnic minority women, women forcibly displaced, and all other women and girls in conflict and crisis affected settings.

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.

Amendment 17

Proposal for a regulation Recital 27

Text proposed by the Commission

(27) The Instrument should strengthen democratic resilience in partner countries, including by 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.

Amendment

(27) The Instrument should strengthen democratic resilience in partner countries, including by countering foreign information manipulation and interference, ***including gender disinformation, which is disinformation that deliberately targets women, especially those who are visible in public life,*** empowering free and pluralistic media, ***protecting journalists' safety and professional independence and ensuring equal participation of women journalists, protecting women journalists from gender-based online and offline violence and harassment,*** promoting citizens' engagement ***and an inclusive civil society,*** ensuring the fairness and integrity of electoral and other democratic processes, and by engaging in public diplomacy activities. ***Particular attention should be paid to countering coordinated anti-gender equality, anti-LGBTIQ+ and anti-rights actors and networks, including those engaged in disinformation campaigns and strategic litigation to***

attempt to roll back fundamental rights such as gender equality, sexual and reproductive health and rights, and LGBTIQ+ rights. Such coordinated attacks disproportionately affect women and LGBTIQ+ human rights defenders, journalists, academics, elected representatives and activists, and aim to silence or intimidate those defending gender equality and fundamental rights.

Amendment 18

Proposal for a regulation Recital 28

Text proposed by the Commission

(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 2015¹², 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 instrument should support reforms and investments that strengthen disaster risk and crisis management, invest in climate resilience, and enhance the resilience of vital societal functions. The Instrument should therefore contribute to strengthening the humanitarian-development-peace nexus.

¹² “Sendai Framework for Disaster Risk

Amendment

(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 2015¹², recognition should be given to the need to move away from crisis response and containment to a more structural, long-term approach ***involving the leadership and full participation of women and girls in all phases of risk management*** 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 instrument should support reforms and investments that strengthen disaster risk and crisis management, invest in climate resilience, and enhance the resilience of vital societal functions. The Instrument should therefore contribute to strengthening the humanitarian-development-peace nexus.

¹² “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).

Reduction”, adopted on 18 March 2015 and endorsed by the United Nations General Assembly on 3 June 2015 (A/RES/69/283).

Amendment 19

Proposal for a regulation Recital 33 a (new)

Text proposed by the Commission

Amendment

(33a) The Instrument should boost the economic autonomy of people in rural, outermost and island areas, by promoting entrepreneurship, especially women’s entrepreneurship, and access to technical training and responsible funding. Programming should take into account, where possible, the impact of insularity and geographical isolation on employment, mobility and access to essential services for women.

Amendment 20

Proposal for a regulation Recital 36 a (new)

Text proposed by the Commission

Amendment

(36a) It is important to ensure access to funding for women’s rights organisations operating in fragile and conflict-affected environments via simplification by streamlining procedures, reducing reporting requirements and ensuring proportionate controls.

Amendment 21

Proposal for a regulation Recital 41

Text proposed by the Commission

Amendment

(41) In a global context where the Union is confronted with high geopolitical and geoeconomic competition, marked by global challenges, ranging from climate change and biodiversity loss to tensions around scarce resources, 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.

(41) In a global context where the Union is confronted with high geopolitical and geoeconomic competition, marked by global challenges, ranging from climate change and biodiversity loss to tensions around scarce resources, *arising anti-gender movements defined as movements seeking to undermine gender equality as a core value of democracy, and a backlash in women's rights and increasingly misogynistic and anti-LGBTIQ+ rhetoric,* technological dependencies or economic and trade disruptions, in addition to security threats, fragility *and humanitarian crisis, as well as democratic backsliding, funding cuts and push back on core values such as human rights including gender equality,* 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. *In this context, the global backlash against gender equality and the rollback of women's and girls' rights constitute a threat to democratic resilience, social stability and sustainable development and should be addressed as part of the Union's external action.*

Amendment 22

Proposal for a regulation Recital 42

Text proposed by the Commission

(42) The overall context for action

Amendment

(42) The overall context for action

should be the pursuit of a rules-based and value-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 Change²¹ (the ‘Paris Agreement’), the Kunming-Montreal Global Biodiversity Framework²², the Addis Ababa Action Agenda of the Third International Conference on Financing for Development²³ and the Pact for the Future²⁴, is the international community’s response to global challenges and trends in relation to sustainable development. 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.

should be the pursuit of a rules-based and value-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 Change²¹ (the ‘Paris Agreement’), the Kunming-Montreal Global Biodiversity Framework²², the Addis Ababa Action Agenda of the Third International Conference on Financing for Development²³ and the Pact for the Future²⁴, is the international community’s response to global challenges and trends in relation to sustainable development. 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. ***In this context, all actions supported under the Instrument should comply with the ‘do no significant harm’ principle, including through the exclusion of financial support for environmentally harmful investments.***

²¹ 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>).

²² “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.

²³ “Addis Ababa Action Agenda of the Third 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).

²¹ 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, ELI: <http://data.europa.eu/eli/dec/2016/1841/oj>).

²² “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.

²³ “Addis Ababa Action Agenda of the Third 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).

²⁴ “The Pact for the Future”, adopted by the United Nations General Assembly on 22 September 2024 (A/RES/79/1).

²⁴ “The Pact for the Future”, adopted by the United Nations General Assembly on 22 September 2024 (A/RES/79/1).

Amendment 23

Proposal for a regulation Recital 46

Text proposed by the Commission

(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 civil society, in which these organisations can carry out their work effectively. The Instrument should provide Union support to civil society organisations and local authorities in order to pursue the values, interests and objectives of the Union. Civil society organisations and local authorities should be duly consulted and have timely access to relevant information allowing them to be adequately engaged.

Amendment

(46) The Union should foster close consultation ***and meaningful partnerships*** 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, ***through allocating adequate budget for programmable actions dedicated to civil society organisations, including women's rights organisations.*** The Union should also support an enabling ***and secure*** environment for civil society, ***including for women's and LGBTIQ+ organisations and organisations of people with disabilities*** in which these organisations can carry out their work effectively. The Instrument should provide Union ***political and financial*** support to civil society organisations and local authorities in order to pursue the values, interests and objectives of the Union. Civil society organisations and local authorities should be duly consulted and have timely access to relevant information allowing them to ***inform priorities and*** be adequately ***and meaningfully*** engaged ***at all stages of a programme process.***

Amendment 24

Proposal for a regulation Recital 46 a (new)

Text proposed by the Commission

Amendment

(46a) The importance of granting funding under a specific programme to civil society organisations promoting gender equality, combating gender-based violence and promoting women's rights, including sexual and reproductive health and rights and the rights of LGBTIQ+ persons is emphasised and should be ensured, specially where such organisations face political pressure, legal restrictions, funding cuts or attacks.

Amendment 25

Proposal for a regulation Recital 47

Text proposed by the Commission

(47) The implementation of the Instrument should be guided by the principles of gender equality, women and girls' **empowerment and of preventing and combating violence against women and domestic violence** and should seek to protect **and** promote women's rights in line with the Roadmap on Women's Rights²⁶, Gender Equality Strategy²⁷, EU Gender Action Plans, relevant Council conclusions and international conventions, including the Istanbul Convention on violence against women²⁸. Strengthening gender equality and women's **empowerment** 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** and transformative approach 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.

Amendment

(47) The implementation of the Instrument should be guided by the principles of gender equality, women and girls' **rights** and should seek to protect, promote **and fulfil** women's rights in line with **international commitments, such as the Convention on the Elimination of All Forms of Discrimination against Women and the full and effective implementation of the Beijing Declaration and the Platform for Action and the outcome of the review conferences, including commitments on sexual and reproductive health and rights, and UN Security Council resolution 1325 and subsequent resolutions and commitments outlined in the Roadmap on Women's Rights²⁶, Gender Equality Strategy²⁷, 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 women²⁸. **The implementation should prevent and combat all forms of gender-based violence, including conflict-related sexual violence, and address and prevent multiple and intersectional discrimination.** Strengthening **targeted**

*and mainstreamed actions on gender equality and women's **rights** in the Union's external action and **reaching** the minimum standards of performance indicated by the EU Gender Action Plans, **including spending targets**, should lead to a gender **responsive** and transformative approach in all Union external action and international cooperation, **critical to achieving sustainable development and peace and security. This approach should include concrete measures to close the gender pay and pension gaps by boosting women's labour market participation, supporting women's entrepreneurship and access to finance, investing in skills and quality jobs, and promoting fair, transparent and unbiased, merit-based pay systems.** Gender equality and women's and girls' **rights** should be mainstreamed under the Instrument and adequately reflected across all the actions, **with clear targets and measurable outcomes. To ensure this mainstreamed and targeted approach to gender equality in this Instrument, at least 85% of all EU ODA should be dedicated to programmes that have gender equality as one of their objectives (OECD marker G1 or G2) with 20% of ODA dedicated to gender-targeted projects (OECD marker G2). At least 5% of ODA should support women's rights organisations.***

²⁶ 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.

²⁷ Communication (COM/2020/152 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 2020-2025.

²⁸ “Council of Europe Convention on

²⁶ 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.

²⁷ Communication (COM/2020/152 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 2020-2025.

²⁸ “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&treaty-num=210>.

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&treaty-num=210>.

Amendment 26

Proposal for a regulation Recital 47 a (new)

Text proposed by the Commission

Amendment

(47a) In implementing this Instrument, particular attention should be given to preventing and combating violence against women, including forced marriage, female genital mutilation and trafficking in human beings.

Amendment 27

Proposal for a regulation Recital 48

Text proposed by the Commission

Amendment

(48) The Instrument should support children and youth as key agents of change, giving particular attention to their needs and empowerment. It should seek to prevent and combat ***discrimination-based*** on age, ethnic ***origin***, religion and belief, disability ***or*** sexual orientation. It should promote the rights of persons with disabilities, in line with the UN Convention to the Rights of Persons with Disabilities²⁹.

(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 Child***. It should seek to prevent and combat ***intersectional discrimination, including discrimination based*** on age, ethnic ***or racial background***, religion and belief, disability, ***gender***, sexual orientation, ***identity, gender expression and sex characteristics***. It should promote the rights of persons with disabilities, in line with the UN Convention to the Rights of Persons with Disabilities²⁹.

²⁹ Convention on the Rights of Persons

²⁹ 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>.

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>.

Amendment 28

Proposal for a regulation Recital 48 a (new)

Text proposed by the Commission

Amendment

(48a) The Instrument should ensure both targeted and dedicated measures to support the rights of persons with disabilities and that all funded programmes mainstream the specific needs of persons with disabilities by promoting their economic autonomy, access to employment and full social participation through proportionate, evaluable and result-oriented measures. Projects should also respect principles of accessibility and inclusive design ensuring efficient management of funds and avoiding barriers that limit the impact of investments. The Instrument should also support specific actions to prevent violence, abuse and exploitation of persons with disabilities, especially women and girls, in cooperation with national authorities and accredited local organisations, thereby strengthening their protection and ensuring that no funded programme leaves behind those in the most vulnerable situations.

Amendment 29

Proposal for a regulation Recital 49

Text proposed by the Commission

Amendment

(49) Recognising that the triple planetary crisis of climate, biodiversity loss

(49) Recognising that the triple planetary crisis of climate, biodiversity loss

and pollution 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 support the most vulnerable countries, in particular the small island developing states and the least developed countries.

and pollution 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 support the most vulnerable countries ***and most vulnerable affected people by taking into account the gender perspective*** in particular the small island developing states and the least developed countries.

Amendment 30

Proposal for a regulation Recital 57 a (new)

Text proposed by the Commission

Amendment

(57a) The Union should take into account gender impacts and support the sustainable and socio-economic development of local communities when addressing the root causes of forced displacement and irregular migration and ensure that all relevant actions and programmes should be implemented in full respect of principles of non-discrimination and gender equality.

Amendment 31

Proposal for a regulation Recital 59

Text proposed by the Commission

Amendment

(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 Democracy³⁵. Where relevant, Union assistance in areas pertaining to the protection of human rights and democratic values and principles and

(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 Democracy³⁵. ***The erosion of gender equality and the rollback of women's rights undermine democratic governance and the rule of***

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.

law and should be considered as part of such assessment. 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.

Particular consideration should be given to serious violations of women's rights, including conflict-related sexual violence and severe restrictions on gender equality.

³⁵ Joint Communication (JOIN/2020/5 final) to the European Parliament and the Council - EU Action Plan on Human Rights and Democracy 2020-2024.

³⁵ Joint Communication (JOIN/2020/5 final) to the European Parliament and the Council - EU Action Plan on Human Rights and Democracy 2020-2024.

Amendment 32

Proposal for a regulation Recital 68

Text proposed by the Commission

(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

Amendment

(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 ***and the need to respect rule of law, fundamental rights, gender equality, gender mainstreaming, non-discrimination, and sustainable development, in line with the horizontal principles laid down in Article 6(3) and***

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.

Article 33(2), points (e) and (f) of Regulation (EU, Euratom) 2024/2509 and the Charter of Fundamental Rights of the European Union ('the Charter'). 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.

Amendment 33

Proposal for a regulation Recital 83

Text proposed by the Commission

(83) Blending and budgetary guarantees play a central role in the Union's investment strategy in partners countries. It is, therefore, appropriate to set up a Global Europe Investment Board to provide strategic and operational guidance to the Commission in their implementation.

Amendment

(83) Blending and budgetary guarantees play a central role in the Union's investment strategy in partners countries. It is, therefore, appropriate to set up a Global Europe Investment Board to provide strategic and operational guidance to the Commission in their implementation. ***In providing such guidance, the Board should take into account the Union's objectives on gender equality and women's economic empowerment.***

Amendment 34

Proposal for a regulation Recital 91

Text proposed by the Commission

(91) The Instrument is to be implemented in accordance with Regulation (EU, Euratom) [XXX]

Amendment

(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 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, 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.

[Performance Regulation] which establishes the rules for the expenditure tracking and the performance framework for the budget, 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, ***and through gender mainstreaming in budgeting with outputs and results indicators***, rules for monitoring and reporting on the performance of Union programmes and activities, ***including through the application of gender analysis and assessments and the publication of a report that monitors the Instrument according to the gender equality scores established in Regulation (EU, Euratom) [XXX] [Performance Regulation] and the targets established in this Regulation***, rules for establishing a Union funding portal, rules for the evaluation of the programmes, 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.

Amendment 35

Proposal for a regulation Recital 92 a (new)

Text proposed by the Commission

Amendment

(92a) In accordance with Articles 8 and 10 TFEU, the Instrument in all its activities should support gender mainstreaming and the mainstreaming of non-discrimination. Gender equality should be integrated at every stage of the funding cycle design, implementation, monitoring, reporting, and evaluation and auditing. An interim and a final evaluation of the Instrument should evaluate gender impacts to assess the extent to which it contributes to gender

equality and to assess whether it is having unintended negative impacts on gender equality. It is also important to provide information to applicants on how to take gender equality into account, including information on the use of gender mainstreaming tools. Gender balance should be ensured when consulting experts and stakeholders.

Amendment 36

Proposal for a regulation

Article 3 – paragraph 2 – point b – point -i (new)

Text proposed by the Commission

Amendment

(-i) human rights, democracy and rule of law;

Amendment 37

Proposal for a regulation

Article 3 – paragraph 2 – point b – point v

Text proposed by the Commission

Amendment

(v) crisis, peace and foreign policy needs.

(v) crisis, peace, *security* and foreign policy, *including for women and girls*;

Amendment 38

Proposal for a regulation

Article 3 – paragraph 2 – point b – point v a (new)

Text proposed by the Commission

Amendment

(va) gender equality and sexual and reproductive health and rights.

Amendment 39

Proposal for a regulation

Article 3 – paragraph 3 – point b – point i a (new)

Text proposed by the Commission

Amendment

(ia) human rights, democracy and rule of law

Amendment 40

Proposal for a regulation

Article 4 – paragraph 1 – point a

Text proposed by the Commission

Amendment

(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;

(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, **and 208 TFEU and the European Consensus on Development of 8 June 2017 (the 'Consensus');** thus supporting the reduction and eradication of poverty, tackling discrimination and inequalities, advancing sustainable development, peace and security, protecting, promoting and supporting democracy, rule of law, human rights, including women's rights and empowerment, gender equality, addressing gender pay gaps among others via SME support and skills development and economic reform, policies promoting participation in quality employment and equal opportunities and level playing field for competitiveness, protecting human rights defenders, including in the most difficult circumstances and urgent situations, supporting civil society organisations, protecting the environment and addressing climate change and biodiversity loss;

Amendment 41

Proposal for a regulation

Article 4 – paragraph 1 – point b

Text proposed by the Commission

Amendment

(b) to contribute to the promotion of multilateralism and a rules-based international order, the achievement of the international commitments and objectives that the Union has agreed to, in particular the sustainable development goals, the 2030 Agenda, the Paris Agreement **and** the Kunming-Montreal Global Biodiversity Framework;

(b) to contribute to the promotion of multilateralism and a rules-based international order, **with International Human Rights Law and the United Nations at the core of it**, the achievement of the international commitments and objectives that the Union has agreed to, in particular the sustainable development goals **in** the 2030 Agenda, the Paris Agreement, the Kunming-Montreal Global Biodiversity Framework, **the Beijing Declaration and Platform for Action and the Programme of Action of the ICPD and the outcomes of their review conferences**;

Amendment 42

Proposal for a regulation

Article 4 – paragraph 1 – point c

Text proposed by the Commission

(c) to promote stronger mutually beneficial partnerships with partner countries, contributing simultaneously to the sustainable development of partner countries and to the strategic interests of the Union.

Amendment

(c) to promote stronger mutually beneficial partnerships with partner countries, **including support for reconstruction, competition, economic sustainability, women's economic empowerment and where applicable accession-related reforms**, contributing simultaneously to the sustainable development of partner countries and to the strategic interests of the Union.

Amendment 43

Proposal for a regulation

Article 5 – paragraph 1 – subparagraph 2

Text proposed by the Commission

The Union shall **strive to** ensure policy coherence for sustainable development. It shall take into account the impact of all internal and external policies on sustainable development and shall promote increased synergies and complementarities,

Amendment

The Union shall ensure policy coherence for sustainable development. It shall take into account the impact of all internal and external policies on sustainable development and shall promote increased synergies and complementarities, in

in particular with trade and investment, economic cooperation and other sectoral cooperation.

particular with trade and investment, economic cooperation and other sectoral cooperation.

Amendment 44

Proposal for a regulation Article 5 – paragraph 2

Text proposed by the Commission

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]⁴⁸, and (EU) [XXX] [Connecting Europe Facility], when those actions are in line with Article 4 of this Regulation.

⁴⁸ 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.).

Amendment 45

Proposal for a regulation Article 6 – paragraph 2 a (new)

Text proposed by the Commission

Amendment

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]⁴⁸, and (EU) [XXX] [Connecting Europe Facility], when those actions are in line with Article 4 of this Regulation. ***Such actions shall integrate considerations related to gender equality and women's economic empowerment and competitiveness.***

⁴⁸ 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.).

2a. An amount of not less than EUR 25 000 000 000 shall be irrevocably dedicated to humanitarian aid under this Regulation for the duration of the financial framework. That amount shall constitute a minimum financial envelope

and baseline and shall not be reduced, reallocated, or redeployed for other purposes. Where duly justified by increased humanitarian needs or unforeseen crises, additional resources may be mobilised through additional non-programmable actions or through the cushion referred to in this Regulation.

Amendment 46

Proposal for a regulation Article 6 – paragraph 5

Text proposed by the Commission

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.

Amendment

5. At least **93%** 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.

Amendment 47

Proposal for a regulation Article 6 – paragraph 5 a (new)

Text proposed by the Commission

Amendment

5a. At least 50% of the expenditure under the Instrument shall contribute to human development and social inclusion, including access to quality basic social services, health services, education, sexual and reproductive health and rights, nutrition, water and sanitation and social protection, particularly to the most

marginalised. The Commission shall ensure that this target is reflected in the programming, implementation, monitoring and reporting of actions under the Instrument.

Amendment 48

Proposal for a regulation Article 6 – paragraph 5 b (new)

Text proposed by the Commission

Amendment

5b. At least 50% of the expenditure under the Instrument shall be allocated to least developed countries and to other partner countries in fragile and conflict-affected situations.

Amendment 49

Proposal for a regulation Article 6 – paragraph 5 c (new)

Text proposed by the Commission

Amendment

5c. To ensure a mainstreamed and targeted approach to gender equality, a minimum of 85% of EU ODA shall be dedicated to programmes with gender equality as a principal or significant objective (OECD Development Assistance Committee gender marker G1 or G2), and a minimum of 20% of EU ODA shall be dedicated to programmes that have gender equality as the principal objective (OECD marker G2). A minimum of 5% of annual ODA commitments shall be dedicated to support women's rights organisations as primary beneficiaries. The Commission shall report quarterly to the European Parliament on achievement against these targets, broken down by geographic region and thematic area, with variance analysis and corrective action plans if targets are at risk of non-achievement.

Amendment 50

Proposal for a regulation Article 6 – paragraph 5 d (new)

Text proposed by the Commission

Amendment

5d. At least 15% of programmable funding under the Instrument shall be ring-fenced for implementation by civil society organisations (CSO), including women's and LGBTIQ+ organisations, ensuring predictable and dedicated resources and space in EU external action and enabling CSOs as independent development actors.

Amendment 51

Proposal for a regulation Article 7 – paragraph 1 – point b

Text proposed by the Commission

Amendment

(b) to address new needs or emerging challenges, such as those at the Union's or its neighbours' borders linked to crisis, whether natural or man-made, violent conflict and post-crisis situations, or migratory pressure and forced displacement;

(b) to address new needs or emerging challenges, such as those at the Union's or its neighbours' borders linked to crisis, whether natural or man-made, violent conflict and post-crisis situations, or migratory pressure and forced displacement, **including situations involving widespread violations of human rights, including gender-based violence and conflict-related sexual violence;**

Amendment 52

Proposal for a regulation Article 7 – paragraph 2

Text proposed by the Commission

Amendment

2. The Commission shall **inform** in detail the European Parliament and the Council before it mobilises the funds of the

2. The Commission shall **consult** in detail the European Parliament and the Council before it mobilises 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.

emerging challenges and priorities cushion and, where appropriate, shall take into consideration their observations on the nature, objectives and financial amounts envisaged.

Amendment 53

Proposal for a regulation Article 8 – paragraph 1

Text proposed by the Commission

1. 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, 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.

Amendment

1. 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, 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 ***in accordance with the EU Action Plan on Human Rights and Democracy 2021-2027.***

Amendment 54

Proposal for a regulation Article 9 – paragraph 1

Text proposed by the Commission

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

Amendment

1. The Union shall concentrate its means ***on*** transformational impact with a view to supporting sustainable, ***gender-responsive, non-discriminatory and inclusive*** development, ***peace and security in partner countries*** and catering for the

Union.

strategic interests of the Union, *including for women and girls*.

Amendment 55

Proposal for a regulation

Article 9 – paragraph 2 – subparagraph 1

Text proposed by the Commission

The Union shall continue to engage in contexts experiencing ***extremely*** high levels of fragility, conflict areas, and other complex settings.

Amendment

The Union shall continue to engage in contexts experiencing high levels of fragility, conflict areas, and other complex settings ***to address the root causes of fragility and engage in an inclusive and gender-responsive manner in peace processes, including conflict prevention, resolution, mediation, stabilisation, security sector reform and reconstruction efforts by eradicating all forms of gender-based violence, promoting a gender-responsive security sector reform and ensuring safe access to sexual and reproductive health and rights, while ensuring full compliance of its actions with the principles set out in Article 21 TEU.***

Amendment 56

Proposal for a regulation

Article 9 – paragraph 2 – subparagraph 2

Text proposed by the Commission

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 concerned. 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

Amendment

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 concerned. 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 cooperation and humanitarian aid in accordance with the humanitarian-development-peace nexus.

stable peace, ensuring consistency between international cooperation and humanitarian aid in accordance with the humanitarian-development-peace nexus **and the UN Security Council Resolution 1325 on Women, Peace and Security agenda (WPS Agenda), including investing in local level peace efforts by women peacebuilders.**

Amendment 57

Proposal for a regulation Article 9 – paragraph 3

Text proposed by the Commission

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.

Amendment

3. The Union shall **act in line with** and promote, develop and consolidate the principles of democracy, good governance, the rule of law and respect for **international law**, human rights and fundamental freedoms, **including women's rights and gender equality** 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. **Particular attention shall be paid to countering democratic backsliding and regression in human rights and gender equality and to strengthening democratic resilience by countering foreign information manipulation and interference, empowering free and pluralistic media, protecting women journalists' safety and professional independence and ensuring equal participation, protecting all women from gender-based online and offline violence and harassment, promoting citizens' and activists' engagement, ensuring the fairness and integrity of electoral and other democratic processes, and by engaging in public diplomacy activities.**

Amendment 58

Proposal for a regulation
Article 9 – paragraph 4

Text proposed by the Commission

4. Actions under this Instrument shall apply a human rights-based approach encompassing all human rights ***That approach shall be*** guided by the principles of ‘***leaving no one behind***’, equality, non-discrimination on any grounds, including ***towards*** persons with disabilities.

Amendment

4. Actions under this Instrument shall apply a human rights-based approach encompassing all human rights ***and support right holders in claiming their rights***, guided by the ***horizontal*** principles of ***Article 6(3) and Article 33(2), points (e) and (f) of Regulation (EU, Euratom) 2024/2509 and the Charter, ensuring that all actions respect Union values, fundamental rights, gender equality, gender mainstreaming, non-discrimination on any grounds, including on the basis of gender, age, disability, sexual orientation, sex characteristics, identity, gender expression, religion, or belonging to a minority, and shall pay particular attention to women and girls of all ages, persons with disabilities, and sustainable development, as well as the principles of ‘leaving no one behind’ and ‘do no significant harm’.***

Amendment 59

Proposal for a regulation
Article 9 – paragraph 5

Text proposed by the Commission

5. The Instrument shall promote gender equality and girls’ and women’s empowerment and prevent and fight violence ***against women and domestic violence. It*** shall also give particular attention to the rights of ***the child*** and to ***the*** protection and empowerment ***of youth***.

Amendment

5. The Instrument shall promote gender equality and girls’ and women’s ***rights***, empowerment and ***non-discrimination on any grounds, through targeted and mainstreamed actions in line with Gender Action Plans. It shall also*** prevent and fight ***gender-based*** violence ***in all its forms. The Instrument*** shall also give particular attention to the rights of ***children and youth*** and to ***their*** protection and empowerment, ***and to people affected by intersectional discrimination, especially women and girls, LGBTIQ+ persons and persons with disabilities.***

Amendment 60

Proposal for a regulation Article 9 – paragraph 6

Text proposed by the Commission

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 Action⁴⁹ 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.

⁴⁹ Beijing Declaration and Platform for Action
https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf.

Amendment

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 Action⁴⁹ 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. 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 ***and rights***, free from discrimination, coercion and violence. It shall also support the need for universal access to quality and affordable comprehensive sexual and reproductive health ***and rights*** information, education, including comprehensive sexuality education, and health-care services.

⁴⁹ Beijing Declaration and Platform for Action
https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf.

Amendment 61

Proposal for a regulation Article 9 – paragraph 9

Text proposed by the Commission

9. In accordance with the principle of inclusive partnership, ***where appropriate***, the Commission shall ensure that relevant stakeholders of partner countries, including civil society organisations and local authorities, are duly 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.

Amendment

9. In accordance with the principle of inclusive partnership, the Commission shall ensure that relevant stakeholders of partner countries, including civil society ***organisations, including women's rights and LGBTIQ+*** organisations and local authorities, are duly 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.

Amendment 62

**Proposal for a regulation
Article 9 – paragraph 9 a (new)**

Text proposed by the Commission

Amendment

9a. The Commission shall ensure the application of the principle of equal treatment between the European Parliament and the Council regarding the access to information.

Amendment 63

**Proposal for a regulation
Article 9 – paragraph 10**

Text proposed by the Commission

Amendment

10. The Commission shall exchange information on a regular basis with civil society within the Union.

10. The Commission shall ***engage meaningfully through enhanced dialogue and*** exchange ***of*** information on a regular basis with civil society within the Union. ***It shall make available information to these organisations to the maximum extent possible.***

Amendment 64

Proposal for a regulation
Article 10 – paragraph 1

Text proposed by the Commission

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.

Amendment

Programmes and actions under the Instrument shall mainstream the fight against climate change, environmental protection, ***promotion of*** gender equality, ***children’s rights and disability rights and inclusion***, 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. ***To ensure a mainstreamed and targeted approach to gender equality under the Instrument, gender analysis is required to inform programmes and interventions, including multiannual indicative programmes. To ensure that gender equality is systematically integrated into all Union activities in order to achieve equality in practice in accordance with the Treaties, and that gender mainstreaming in budgeting become an integral component of the MFF, all programmes and interventions under this Regulation, including multiannual indicative programmes, shall comply with the principle of gender mainstreaming through the inclusion of a clear and binding commitment in all steps of programming, meaning in the design, implementation and control parts of the budget cycle.***

Amendment 65

Proposal for a regulation
Article 11 – paragraph 2

Text proposed by the Commission

2. The Commission and the Member States shall aim to ensure timely

Amendment

2. The Commission, ***European Parliament*** and the Member States shall

consultations and frequent exchanges of information with each other during the different phases of the implementation cycle, which shall endeavour to jointly identify, discuss and implement actions, including in terms of information, communication and visibility.

aim to ensure timely consultations and frequent exchanges of information with each other during the different phases of the implementation cycle, which shall endeavour to jointly identify, discuss and implement actions, including in terms of information, communication and visibility.

Amendment 66

Proposal for a regulation

Article 12 – paragraph 4 a (new)

Text proposed by the Commission

Amendment

4a. All actions shall be implemented in full respect of international law, including international human rights law, the Istanbul Convention, and Gender Action Plan III, and in line with the Union principles guiding its external action and in accordance with Article 21 TEU.

Amendment 67

Proposal for a regulation

Article 12 – paragraph 4 b (new)

Text proposed by the Commission

Amendment

4b. The Commission shall strike a fair balance among the funding objectives and issue an annual report to the European Parliament detailing the specific total amounts for each of them.

Amendment 68

Proposal for a regulation

Article 13 – paragraph 2 – subparagraph 1 a (new)

Text proposed by the Commission

Amendment

Assistance under multiannual multi-country, regional or trans-regional indicative programmes shall be provided

independently of the consent of the government and other public authorities of the third countries concerned where those programmes cover all pillars for:

(i) advancing human rights, democracy and the rule of law;

(ii) supporting independent civil society and empowering its actors in partner countries;

(iii) promoting peace, stability and conflict prevention;

(iv) promoting gender equality and women's rights including sexual and reproductive health rights.

Amendment 69

Proposal for a regulation

Article 13 – paragraph 2 – subparagraph 2

Text proposed by the Commission

The Commission shall consult other donors and actors, including local authorities, representatives of civil society and the private sector, *where relevant*.

Amendment

The Commission shall consult *the European Parliament and the Council, as well as* other donors and actors, including local authorities, representatives of civil society and the private sector *when programming and reprogramming*.

Amendment 70

Proposal for a regulation

Article 13 – paragraph 2 – subparagraph 2 a (new)

Text proposed by the Commission

Amendment

The Commission when drawing up the programming documents for partner countries and regions in situations of crisis, post-crisis or fragility shall conduct a vulnerability analysis applying a conflict sensitivity approach that takes into account the special needs and circumstances of the partner countries or regions concerned and of their

population, with a particular attention to women, children and marginalised people; where partner countries or regions are directly involved in or affected by a situation of crisis, post-crisis or fragility, special emphasis shall be placed on stepping up coordination amongst all relevant actors to help with the transition from an emergency situation to sustainable development and stable peace, including by promoting a gender-sensitive response, prioritising the prevention of all forms of violence, and promoting the Women, Peace and Security agenda.

Amendment 71

Proposal for a regulation

Article 14 – paragraph 1 – point a

Text proposed by the Commission

(a) actions shall be based, to the extent possible, on a dialogue between the Union, Member States and the partner countries concerned, including national, regional and local authorities, and involving civil society;

Amendment

(a) actions shall be based, to the extent possible, on a dialogue between the Union, Member States and the partner countries concerned, including national, regional and local authorities, ***especially indigenous communities, and involving civil society, including women's rights organisations, grassroots organisations and LGBTIQ+ rights organisations;***

Amendment 72

Proposal for a regulation

Article 14 – paragraph 2 – point a

Text proposed by the Commission

(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;

Amendment

(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, ***and priorities by civil society;***

Amendment 73

Proposal for a regulation

Article 14 – paragraph 2 – point d

Text proposed by the Commission

(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;

Amendment

(d) partner countries and regions' capacity and commitment to promote shared values and principles, ***the rule of law, democracy and human rights including gender equality*** and to support multilateral alliances and a rules-based international system;

Amendment 74

Proposal for a regulation

Article 17 – paragraph 2

Text proposed by the Commission

2. Multiannual indicative programmes may be reviewed 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 or following a situation of crisis or post-crisis.

Amendment

2. Multiannual indicative programmes may be reviewed 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 or following a situation of crisis or post-crisis, ***always in consultation with the European Parliament and the Council.***

Amendment 75

Proposal for a regulation

Article 17 – paragraph 3

Text proposed by the Commission

3. On duly justified imperative grounds of urgency, such as crises or 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

Amendment

3. On duly justified imperative grounds of urgency, such as crises or immediate threats to peace, democracy, the rule of law, human rights or fundamental freedoms, the Commission ***shall*** 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).

acts adopted in accordance with the procedure referred to in Article 32(5). ***It shall consult the European Parliament and the Council of such amendments.***

Amendment 76

Proposal for a regulation Article 18 – paragraph 1

Text proposed by the Commission

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 as well as the budget and any possible support expenditures.

Amendment

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 ***ensure a gender perspective via the implementation of gender analysis and*** 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 as well as the budget and any possible support expenditures.

Amendment 77

Proposal for a regulation Article 18 – paragraph 5 – subparagraph 3

Text proposed by the Commission

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.

Amendment

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. ***The European Parliament and the Council shall be informed of such measures.***

Amendment 78

Proposal for a regulation
Article 20 – paragraph 4

Text proposed by the Commission

4. Subject to paragraph 10 of this Article, participation in procurement, grant and prize award shall also be open to international organisations.

Amendment

4. Subject to paragraph 10 of this Article, participation in procurement, grant and prize award shall also be open to international organisations ***and local civil society organisations.***

Amendment 79

Proposal for a regulation
Article 21 – title

Text proposed by the Commission

Excluded activities

Amendment

Human Rights compliance and monitoring

Amendment 80

Proposal for a regulation
Article 21 – paragraph 1

Text proposed by the Commission

Union funding under the Instrument shall ***not*** support actions or measures which may result in the violation of human rights in partner countries.

Amendment

Union funding under the Instrument shall ***be implemented in full accordance with the Union obligation for promotion, protection and fulfilment of all human rights and ensure that there is no*** support ***for*** actions or measures which may result in the violation of human rights, ***including women's and LGBTIQ+ rights*** in partner countries, ***in line with Article 21 TEU.***

Amendment 81

Proposal for a regulation
Article 21 – paragraph 1 a (new)

Text proposed by the Commission

Amendment

The Commission shall ensure the set-up

of a dedicated, sound and independent Mechanism with the purpose of monitoring compliance with Article 21(1) TEU, including women's and LGBTIQ+ rights.

Amendment 82

Proposal for a regulation

Article 21 – paragraph 1 b (new)

Text proposed by the Commission

Amendment

The Mechanism shall submit annual reports to the European Parliament and the Council, as well as country specific reports upon request. The Mechanism shall engage in a biannual dialogue with the European Parliament.

Amendment 83

Proposal for a regulation

Article 21 – paragraph 1 c (new)

Text proposed by the Commission

Amendment

The Mechanism shall have the authority to propose a suspension of activities in case activities directly or indirectly funded by the EU contribute to a violation of the obligations under Article 21 (1). It shall inform the European Parliament and the Council of such a proposal.

Amendment 84

Proposal for a regulation

Article 23 – paragraph 4 – point a

Text proposed by the Commission

Amendment

(a) low-value grants to human rights defenders to finance urgent protection actions and needs, including through mechanisms for the protection of human

(a) low-value grants to human rights defenders, *including women human rights and LGBTIQ+ rights defenders*, to finance urgent protection actions and needs,

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;

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;

Amendment 85

Proposal for a regulation

Article 23 – paragraph 4 – point b

Text proposed by the Commission

(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, 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;

Amendment

(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, 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, **with specific attention to women actors**, 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;

Amendment 86

Proposal for a regulation

Article 23 – paragraph 5

Text proposed by the Commission

Amendment

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.

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. ***The Instrument shall provide the possibility to use re-granting schemes and umbrella mechanisms to channel funding to frontline actors and grassroots civil society organisations, including women's rights and LGBTIQ+ organisations, while retaining accountability and proportionate oversight.***

Amendment 87

Proposal for a regulation

Article 23 – paragraph 6 – subparagraph 1

Text proposed by the Commission

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 young people poverty eradication, inequality reduction, and to build and consolidate democracies and peaceful societies. Budget support shall also contribute to gender equality.

Amendment

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 ***respect of*** universal values, democracy, human rights, ***gender equality*** 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 young people poverty eradication, inequality reduction, and to build and consolidate democracies and peaceful societies. Budget support shall also contribute to gender equality.

Amendment 88

Proposal for a regulation Article 25 – paragraph 1

Text proposed by the Commission

1. The budgetary guarantee shall be used to guarantee counterparts' sovereign, sub-sovereign and private operations.

Amendment

1. The budgetary guarantee shall be used to guarantee counterparts' sovereign, sub-sovereign and private operations.
Priority shall be given to civil society organisations as implementing partners. Sound mechanisms shall be set up to ensure that the EU's interests are being prioritised when cooperating with private actors as implementing partners.

Amendment 89

Proposal for a regulation Annex II.A – point 1 – point b

Text proposed by the Commission

b) Strengthening the fundamentals of the enlargement process in line with the enlargement policy framework, including democracy, the rule of law, economic criteria, public administration reform, independent and efficient judiciary, fundamental rights, public procurement, statistics and financial control, justice, freedom, and security

Amendment

b) Strengthening the fundamentals of the enlargement process in line with the enlargement policy framework, including democracy, the rule of law, economic criteria, public administration reform, independent and efficient judiciary, fundamental rights, ***women's rights including sexual and reproductive health and rights, gender equality through economic empowerment and effective rule of law implementation***, public procurement, statistics and financial control, justice, freedom, and security

Amendment 90

Proposal for a regulation Annex II.A – point 1 – point e

Text proposed by the Commission

Amendment

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 value chains providing decent jobs, and transition to a digital and AI economy;

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 value chains providing decent jobs, ***including by increasing women's participation in the labour market, reducing gender pay and pension gaps and promoting women's entrepreneurship*** and transition to a ***gender equal*** digital and AI economy;

Amendment 91

Proposal for a regulation Annex II.A – point 2 – point c

Text proposed by the Commission

c) Reinforcing the rule of law, ***including*** the fight against and prevention of corruption, and respect for human rights and fundamental freedoms, including by combating ***discrimination*** and promoting gender equality and the women's and girls' rights and empowerment ***and preventing and combating violence against women and domestic violence***. Facilitating judicial cooperation, promoting children's rights 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;

Amendment

c) Reinforcing the rule of law, the fight against and prevention of corruption, and respect for human rights and fundamental freedoms, including by combating ***intersectional discrimination*** and promoting gender equality and the women's and girls' rights and empowerment, ***and eliminating sexual and gender-based violence in all forms, and ensuring access to sexual and reproductive health and rights, including affordable contraception, free, safe and legal abortion, and maternal healthcare***. Facilitating judicial cooperation, promoting children's rights 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;

Amendment 92

Proposal for a regulation Annex II.A – point 2 – point e a (new)

ea) Supporting the full implementation of the Women, Peace and Security agenda, including strengthening the full, equal and meaningful participation and leadership of women and girls in all stages of a peace process, and in all institutions and processes of conflict prevention, peace-making, peacebuilding and post-conflict rehabilitation and reconstruction processes;

Amendment 93

Proposal for a regulation Annex II.A – point 2 – point m

Text proposed by the Commission

Amendment

m) Developing the digital economy and society with a particular focus on supporting the rollout of secure and trusted digital infrastructure, developing data and AI economies through support for the setting-up of AI Factories and shaping 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;

m) Developing the digital economy and society with a particular focus on supporting the rollout of secure and trusted digital infrastructure, developing data and AI economies through support for the setting-up of AI Factories and shaping AI to uphold democratic values and ***women's rights and protect gender equality*** and cultural diversity, promoting relevant Digital Public Infrastructure and eGovernance solutions such as privacy-preserving digital identity frameworks, strengthening cybersecurity and cyber defence capabilities;

Amendment 94

Proposal for a regulation Annex II.A – point 2 – point p

Text proposed by the Commission

Amendment

p) Strengthening economic and social development and inclusion, with particular attention to women, children ***and*** youth,

p) Strengthening economic and social development and inclusion, with particular attention to women, children, youth ***and***

including through preventing brain drain, supporting vulnerable communities, promoting equality, cultural inclusion, quality education, training, reskilling and upskilling, and supporting employment policies, labour rights and effective social protection systems;

persons with disabilities, and those facing intersectional discrimination, including through preventing brain drain, supporting vulnerable communities, promoting ***non-discrimination and equality, including gender*** equality, cultural inclusion, quality education, training, reskilling and upskilling, and supporting employment policies, labour rights and effective social protection systems;

Amendment 95

Proposal for a regulation Annex II.A – point 2 – point s

Text proposed by the Commission

s) Empowering civil society and 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, as well as enhancing digital and media literacy;

Amendment

s) Empowering civil society and strengthening its capacity on the monitoring of the implementation of reforms, supporting the creation of an enabling environment for civil society organisations, ***including women-led organisations and organisations defending women's rights***, promoting and strengthening pluralism, independence and professionalism of a free and independent media, as well as enhancing digital and media literacy;

Amendment 96

Proposal for a regulation Annex II.A – point 3 – point b

Text proposed by the Commission

b) Supporting the 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 rebuilding of vital infrastructure, including energy, transport and digital infrastructure, thereby

Amendment

b) Supporting the 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, ***as well as the consequences on inequality***, and contributing to the rebuilding of vital infrastructure, including ***access to sexual***

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 go back to Ukraine once conditions allow, and reintegrating the veteran population.

and reproductive health and rights services, including energy, transport and digital infrastructure, and strengthening gender equality and women's rights by accelerating gender-responsive reforms and institutions to align with EU Gender Equality requirements, 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 go back to Ukraine once conditions allow, and reintegrating the veteran population.

Amendment 97

Proposal for a regulation Annex II.A – point 3 – point c

Text proposed by the Commission

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 Special Tribunal for the Crime of Aggression against Ukraine.

Amendment

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 ***and Ukrainians, including conflict-related sexual violence***, notably in relation to the crime of aggression, and to transitional justice and accountability mechanisms, including the Special Tribunal for the Crime of Aggression against Ukraine.

Amendment 98

Proposal for a regulation Annex II.B – point 2 – point a (new)

Text proposed by the Commission

Amendment

a a) Supporting the full implementation of the Women, Peace and Security agenda, including strengthening

the full, equal and meaningful participation and leadership of women and girls in all stages of a peace process, and in all institutions and processes of conflict prevention, peace-making, peacebuilding and post-conflict rehabilitation and reconstruction processes;

Amendment 99

Proposal for a regulation Annex II.B – point 2 – point d

Text proposed by the Commission

d) Support security in areas of common interest, such as health security, maritime security, fight against organised crime counter-terrorism, and cyber security and cyber capacity-building;

Amendment

d) Support security in areas of common interest, such as health security ***including safe access to sexual and reproductive health and rights***, maritime security, fight against organised crime counter-terrorism, and cyber security and cyber capacity-building;

Amendment 100

Proposal for a regulation Annex II.B – point 3 – introductory part

Text proposed by the Commission

(3) Promoting and protecting democracy, the rule of law, human rights, good governance, human development and people to people relations

Amendment

(3) Promoting and protecting democracy, the rule of law, human rights, ***women's rights***, good governance, ***gender equality*** human development and people to people relations

Amendment 101

Proposal for a regulation Annex II.B – point 3 – point b

Text proposed by the Commission

b) Safeguarding the space for civil society, civic and non-state actors and

Amendment

b) ***Strengthening and*** safeguarding the space for civil society, civic and non-

independent media; supporting the fight against foreign information manipulation *and* interference, *supporting local and regional capacities for human rights protection, including national human rights institutions*;

state actors and independent media, *protecting journalists' safety and professional independence and ensuring equal participation of women journalists, protecting women journalists from gender-based online and offline violence and harassment*; supporting the fight against foreign information manipulation, interference *and targeted gender disinformation, as defined above*;

Amendment 102

Proposal for a regulation

Annex II.B – point 3 – point b a (new)

Text proposed by the Commission

Amendment

ba) Supporting human right defenders, including women's rights defenders and gender and LGBTIQ+ grassroots organisations, and local and regional capacities for human rights protection, including national human rights institutions;

Amendment 103

Proposal for a regulation

Annex II.B – point 3 – point b b (new)

Text proposed by the Commission

Amendment

bb) Supporting women's rights organisations as key drivers of gender equality, sustainable development, and poverty reduction and peace and security;

Amendment 104

Proposal for a regulation

Annex II.B – point 3 – point c

Text proposed by the Commission

Amendment

c) Protecting and promoting human

c) Protecting and promoting human

rights, gender equality, children's rights, the rights of persons with disabilities *and* fighting against child labour and discrimination on any ground;

rights, *women's rights*, gender equality, *sexual and reproductive health and rights*, children's rights, the rights of persons with disabilities, *people from underrepresented racial and ethnic backgrounds, LGBTIQ+ persons, and indigenous peoples as set out in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)*; fighting against child labour and *all forms of gender-based violence*, discrimination on any ground *and in all its forms, including those facing multiple and intersectional discrimination and promoting the principle of equality and non-discrimination*;

Amendment 105

Proposal for a regulation

Annex II.B – point 3 – point c a (new)

Text proposed by the Commission

Amendment

ca) Strengthening the respect of human rights and international law and humanitarian law, with specific attention to protecting the most vulnerable;

Amendment 106

Proposal for a regulation

Annex II.B – point 3 – point d

Text proposed by the Commission

Amendment

d) Enhancing quality and relevance of education, health and access to health products and social protection systems; fostering universal health coverage;

d) Enhancing quality and relevance of education, health and access to health products, *including safe access to sexual and reproductive health and rights services and commodities* and social protection systems; fostering universal health coverage;

Amendment 107

Proposal for a regulation

Annex II.B – point 4 – point e

Text proposed by the Commission

e) Advancing the digital transition to unlock societal and economic opportunities both within private and public sector. Advancing secure and trusted digital infrastructures to underpin future developments of key economic and critical sectors. Developing data and AI economies, including by supporting AI innovation ecosystems. Supporting actions to close the digital divide **and** to ensure accessible, affordable, inclusive, and secure digital connectivity solutions.

Amendment

e) Advancing the digital transition **in an inclusive manner** to unlock societal and economic opportunities both within private and public sector. Advancing secure and trusted digital infrastructures to underpin future developments of key economic and critical sectors. Developing data and AI economies, including by supporting AI innovation ecosystems. Supporting actions to close the digital divide, **including to reduce the gender divide** to ensure accessible, affordable, inclusive, and secure digital connectivity solutions.

Amendment 108

Proposal for a regulation

Annex II.C – point 1 – point a

Text proposed by the Commission

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;

Amendment

a) Supporting sustainable, safe, secure, **inclusive** 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;

Amendment 109

Proposal for a regulation

Annex II.C – point 1 – point b

Text proposed by the Commission

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

Amendment

b) Strengthening the digital and space economy, supporting actions to close the digital divide **including to reduce the gender divide to ensure accessible, affordable, inclusive, and secure digital connectivity solutions**, advancing secure

and protection systems for safe data flows, developing data and AI economies, including by supporting AI innovation ecosystems; supporting cybersecurity and cyber capacity-building;

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;

Amendment 110

Proposal for a regulation Annex II.C – point 1 – point h

Text proposed by the Commission

h) Fostering skills development and decent jobs, as well as research and innovation;

Amendment

h) Fostering skills development and decent jobs, ***eliminating gender pay and pension gaps*** as well as ***fostering*** research and innovation;

Amendment 111

Proposal for a regulation Annex II.C – point 2 – point a

Text proposed by the Commission

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;

Amendment

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 ***and paying particular attention to the specific needs of all women and those in vulnerable situations***;

Amendment 112

Proposal for a regulation Annex II.C – point 4 – introductory part

Text proposed by the Commission

Amendment

(4) Promoting human development and gender equality

(4) Promoting human development, **women's rights** and gender equality

Amendment 113

Proposal for a regulation Annex II.C – point 4 – point a

Text proposed by the Commission

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;

Amendment

a) Supporting greater access to and improved quality of education **for all, including improving girls' access to education**, healthcare services and health products **by strengthening public services systems and other actors, supporting health systems strengthening, the achievement of universal health coverage and the promotion of sexual and reproductive health and rights**, and supporting food and nutrition security, and promoting access to climate resilient and safe water supply, sanitation and waste services;

Amendment 114

Proposal for a regulation Annex II.C – point 4 – point c

Text proposed by the Commission

c) 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**;

Amendment

c) Promoting gender equality and the rights of women and girls, **eliminating gender-based violence in all forms, including harmful practices such as domestic violence, early, forced and child marriage and female genital mutilation, and ensuring access to sexual and reproductive health and rights**;

Amendment 115

Proposal for a regulation Annex II.C – point 4 – point c a (new)

Text proposed by the Commission

Amendment

ca) Promoting and protecting rights of persons with disabilities;

Amendment 116

Proposal for a regulation

Annex II.C – point 4 – point c b (new)

Text proposed by the Commission

Amendment

cb) Promoting and protecting the rights of young people and of children, fighting child labour and fostering young people's empowerment in all policy areas and institutional processes;

Amendment 117

Proposal for a regulation

Annex II.C – point 4 – point d a (new)

Text proposed by the Commission

Amendment

da) Supporting women's economic empowerment and the full realisation of women's economic, social and cultural rights, including by enhancing women's access to economic resources, land ownership, financial services, and decent work, supporting women entrepreneurs and women-led SMEs and women's participation in economic decision-making;

Amendment 118

Proposal for a regulation

Annex II.C – point 5 – point c

Text proposed by the Commission

Amendment

c) Strengthening the respect of human rights and international law, with specific attention to *protect the most* vulnerable;

c) Strengthening the respect of human rights and international law *and humanitarian law*, with specific attention

to *the specific needs and protection of women, children and those in vulnerable situations*;

Amendment 119

Proposal for a regulation Annex II.C – point 5 – point d

Text proposed by the Commission

d) Promoting *respect for the principles* of equality and non-discrimination.

Amendment

d) *Fighting against discrimination in all its forms, and promoting the principle of equality and non-discrimination, in particular gender equality, the rights and empowerment of women and girls, the rights of the child, persons with disabilities, persons belonging to minorities, LGBTIQ+ persons, and indigenous peoples as set out in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP);*

Amendment 120

Proposal for a regulation Annex II.C – point 6 – point b

Text proposed by the Commission

b) Supporting peace, mediation, stability and conflict prevention;

Amendment

b) Supporting peace, mediation, stability and conflict prevention *and implementing the Women, Peace and Security agenda, including strengthening the full, equal and meaningful participation and leadership of women and girls in all stages of a peace process, in conflict prevention and resolution and in recovery and reconstruction processes;*

Amendment 121

Proposal for a regulation Annex II.C – point 7 – point e

Text proposed by the Commission

- e) 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;

Amendment

- e) Ensuring **meaningful** engagement with civil society **including women's rights, LGBTIQ+ rights, and grassroots organisations as key drivers of gender equality, sustainable development, and poverty reduction and peace and security**, local authorities and private sector, and strengthening State and local authority institutions and their effective operations in line with their respective mandate;

Amendment 122

Proposal for a regulation
Annex II.D – point 1 – point a

Text proposed by the Commission

- 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;

Amendment

- a) Supporting sustainable, safe, secure, **inclusive** 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;

Amendment 123

Proposal for a regulation
Annex II.D – point 1 – point e

Text proposed by the Commission

- 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 development of modern data management and protection systems for safe data flows;

Amendment

- e) Promoting secure digital and space economy, supporting actions to close the digital **gender divide to ensure accessible, affordable, inclusive, and secure digital connectivity solutions**, 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;

Amendment 124

Proposal for a regulation

Annex II.D – point 1 – point i a (new)

Text proposed by the Commission

Amendment

ia) Supporting women's economic empowerment and the full realisation of women's economic, social and cultural rights, including by increasing women's access to economic resources, land ownership, financial services, and decent work, supporting women entrepreneurs and women-led SMEs and increasing women's participation in economic decision-making;

Amendment 125

Proposal for a regulation

Annex II.D – point 3 – introductory part

Text proposed by the Commission

Amendment

(3) Promoting human development and gender equality

(3) Promoting human development, ***women's rights*** and gender equality

Amendment 126

Proposal for a regulation

Annex II.D – point 3 – point a

Text proposed by the Commission

Amendment

a) Supporting access to and improved quality of education, healthcare services and health products and nutrition;

a) Supporting access to and improved quality of education, healthcare services and health products, ***including sexual and reproductive health and rights services and commodities***, and nutrition;

Amendment 127

Proposal for a regulation

Annex II.D – point 3 – point c

Text proposed by the Commission

c) Promoting gender equality and the rights and empowerment of women and girls, ***protecting rights of persons with disabilities and of children and fighting child labour, preventing and combating violence against women and domestic violence***;

Amendment

c) Promoting gender equality and the rights and empowerment of women and girls, ***eliminating sexual and gender-based violence in all forms, including harmful practices such as early, forced and child marriage and female genital mutilation, and ensuring access to sexual and reproductive health and rights***;

Amendment 128

Proposal for a regulation

Annex II.D – point 3 – point c a (new)

Text proposed by the Commission

Amendment

ca) Promoting and protecting rights of persons with disabilities;

Amendment 129

Proposal for a regulation

Annex II.D – point 3 – point c b (new)

Text proposed by the Commission

Amendment

cb) Promoting and protecting rights of young people and of children, fighting child labour and fostering young people's empowerment in all policy areas and institutional processes;

Amendment 130

Proposal for a regulation

Annex II.D – point 5 – introductory part

Text proposed by the Commission

Amendment

(5) Promoting and protecting democracy, rule of law, human rights and good governance

(5) Promoting and protecting democracy, ***women's rights***, rule of law, human rights and good governance

Amendment 131

Proposal for a regulation

Annex II.D – point 5 – point a

Text proposed by the Commission

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;

Amendment

a) Supporting democracy, **women's rights**, 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;

Amendment 132

Proposal for a regulation

Annex II.D – point 5 – point b

Text proposed by the Commission

b) Supporting and ensuring engagement with civil society organisations, freedom of the media, and empowerment of young people in all policy areas and institutional processes;

Amendment

b) Supporting and ensuring **meaningful** engagement with civil society **organisations including women's rights, LGBTIQ+ rights, and grassroots** organisations, freedom of the media, and empowerment of young people in all policy areas and institutional processes;

Amendment 133

Proposal for a regulation

Annex II.D – point 6 – point b

Text proposed by the Commission

b) Supporting peace, mediation, stability and conflict prevention;

Amendment

b) Supporting peace, mediation, stability and conflict prevention **including the full implementation of the Women, Peace and Security agenda, including strengthening the full, equal and meaningful participation and leadership of women and girls in all stages of a peace process, in conflict prevention and resolution and in recovery and reconstruction processes**;

Amendment 134

Proposal for a regulation Annex II.D – point 7 – point e

Text proposed by the Commission

e) 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;

Amendment

e) Ensuring **meaningful** engagement with civil society **including women's rights, LGBTIQ+ rights, and grassroots organisations as key drivers of gender equality, sustainable development, and poverty reduction and peace and security**, local authorities and private sector, and strengthening State and local authority institutions and their effective operations in line with their respective mandate;

Amendment 135

Proposal for a regulation Annex II.E – point 3 – point e a (new)

Text proposed by the Commission

Amendment

ea) Supporting the full implementation of the Women, Peace and Security agenda, including strengthening the full, equal and meaningful participation and leadership of women and girls in all stages of a peace process, in conflict prevention and resolution and in recovery and reconstruction processes.

Amendment 136

Proposal for a regulation Annex II.E – point 4 – introductory part

Text proposed by the Commission

(4) Promoting human rights, human development, democracy and rule of law

Amendment

(4) Promoting human **rights, women's** rights, human development, **gender equality**, democracy and rule of law

Amendment 137

Proposal for a regulation

Annex II.E – point 4 – point b

Text proposed by the Commission

b) Promoting gender equality and *the* rights and empowerment of women and girls, *preventing and combating* violence *against women and domestic violence, as well as promoting young people's empowerment* in all *policy areas and institutional processes*;

Amendment

b) Promoting gender equality and *women's* rights and empowerment of women and girls, *eliminating sexual and gender-based* violence in all *forms, including harmful practices, and ensuring access to sexual and reproductive health and rights*;

Amendment 138

Proposal for a regulation

Annex II.E – point 4 – point b a (new)

Text proposed by the Commission

Amendment

ba) Promoting and protecting rights of young people and of children, and fostering young people's empowerment in all policy areas and institutional processes;

Amendment 139

Proposal for a regulation

Annex II.E – point 4 – point b b (new)

Text proposed by the Commission

Amendment

bb) Promoting and protecting rights of persons with disabilities;

Amendment 140

Proposal for a regulation

Annex II.E – point 4 – point c

Text proposed by the Commission

Amendment

c) Safeguarding the space for civil

c) *Strengthening and* safeguarding

society, and supporting freedom and pluralism of the media;

the space for civil society, ***including women's rights, LGBTIQ+ rights, and grassroots organisations***, and supporting freedom and pluralism of the media;

Amendment 141

Proposal for a regulation Annex II.E – point 4 – point d

Text proposed by the Commission

d) Supporting greater access to and improved quality of education, healthcare services and health products, 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 of children and fighting child labour;

Amendment

d) Supporting greater access to and improved quality of education, healthcare services and health products ***including sexual and reproductive health and rights services and commodities***, 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 of children and fighting child labour;

Amendment 142

Proposal for a regulation Annex II.E – point 5 – point f

Text proposed by the Commission

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;

Amendment

f) Ensuring ***meaningful*** engagement with civil society, ***including women's rights, LGBTIQ+ rights, and grassroots organisations as key drivers of gender equality, sustainable development, and poverty reduction and peace and security***, local authorities and private sector, and strengthening State and local authority institutions and their effective operations in line with their respective mandate;

Amendment 143

Proposal for a regulation Annex II.F – point 1 – introductory part

Text proposed by the Commission

- (1) Supporting human development

Amendment

- (1) Supporting human development
and gender equality

Amendment 144

Proposal for a regulation
Annex II.F – point 1 – point b

Text proposed by the Commission

- b) Supporting inclusive, equitable and quality education and skills, including via global initiatives and research;

Amendment

- b) Supporting inclusive, equitable and quality education and skills, including via global initiatives and research, **with particular attention to closing gender gaps in access to STEM education and vocational training**;

Amendment 145

Proposal for a regulation
Annex II.F – point 1 – point c

Text proposed by the Commission

- c) Promoting gender equality and **empowerment of women** and girls **and** addressing inequalities;

Amendment

- c) Promoting gender equality and **protecting women's and girls' rights, including through strengthening women's economic participation, access to finance, entrepreneurship and leadership, addressing inequalities, ensuring safe access to sexual and reproductive health and rights**;

Amendment 146

Proposal for a regulation
Annex II.F – point 2 – point c

Text proposed by the Commission

- c) Accelerating the deployment of accessible, affordable, inclusive, sustainable, safe and secure digital

Amendment

- c) Accelerating the deployment of accessible, affordable, inclusive, sustainable, safe and secure digital

connectivity, including satellite connectivity, and promoting a human-centric and secure digital economy and global governance;

connectivity, including satellite connectivity, ***measures to close the digital gender divide*** and promoting a human-centric, ***inclusive*** and secure digital economy and global governance;

Amendment 147

Proposal for a regulation Annex II.F – point 3 – introductory part

Text proposed by the Commission

(3) Promoting and protecting democracy, human rights and rule of law

Amendment

(3) Promoting and protecting democracy, human rights, ***women's rights*** and rule of law

Amendment 148

Proposal for a regulation Annex II.F – point 3 – point a

Text proposed by the Commission

a) Upholding 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;

Amendment

a) Upholding human ***rights, women's*** rights and fundamental freedoms, ***fighting against discrimination in all its forms, and*** promoting the principles of equality, ***gender equality*** and non-discrimination, ***in particular gender equality, rights and empowerment of women and girls, the rights of the child, persons with disabilities, persons belonging to minorities, LGBTIQ+ persons, and indigenous peoples as set out in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP); eradicating violence against people based on their sexual orientation, gender, identity and gender expression;*** protecting and enhancing an enabling civic space, including by empowering human rights defenders, ***including women's and LGBTIQ+ rights defenders*** and their networks worldwide, ***and support protection mechanisms;***

Amendment 149

Proposal for a regulation Annex II.F – point 3 – point c

Text proposed by the Commission

c) Addressing threats to democracy, including foreign information manipulation and interference **and** disinformation, and supporting free and independent media;

Amendment

c) Addressing threats to democracy, including foreign information manipulation and interference, disinformation, **including gender disinformation as defined above, and hybrid threats, as well as attempts to undermine the rights of women and girls and gender equality**, and supporting free, **pluralistic** and independent media **by especially protecting women journalists**;

Amendment 150

Proposal for a regulation Annex II.F – point 3 – point d

Text proposed by the Commission

d) Supporting and protecting the rule of law **and** international law, including through international justice mechanisms, transparency and accountability mechanisms.

Amendment

d) Supporting and protecting the rule of law, international **law and humanitarian** law, including through international justice mechanisms, transparency and accountability mechanisms.

Amendment 151

Proposal for a regulation Annex II.F – point 3 – point e

Text proposed by the Commission

e) Strengthening global and multilateral human rights system, processes and architecture.

Amendment

e) Strengthening global and multilateral human rights system, processes and architecture, **supporting gender equality, minority rights and democracy**.

Amendment 152

Proposal for a regulation
Annex II.F – point 3 – point e a (new)

Text proposed by the Commission

Amendment

ea) Strengthening women's participation in democratic institutions and public governance at all levels, including through leadership training and institutional capacity-building.

Amendment 153

Proposal for a regulation
Annex II.F – point 4 – point a

Text proposed by the Commission

Amendment

a) Supporting peace, stability and conflict prevention through foresight, conflict analysis, early warning, peacebuilding, mediation and dialogue;

a) Supporting peace, stability and conflict prevention through foresight, conflict analysis, early warning, peacebuilding ***and women peacebuilders***, mediation and dialogue;

Amendment 154

Proposal for a regulation
Annex II.F – point 4 – point a a (new)

Text proposed by the Commission

Amendment

aa) Supporting the full implementation of the Women, Peace and Security agenda, including strengthening the full, equal and meaningful participation and leadership of women and girls at all stages of peacebuilding, including conflict prevention, mediation, resolution, recovery, reconstruction and post-conflict rehabilitation, while strengthening stability, resilience and inclusive governance;

Amendment 155

Proposal for a regulation

Annex II.F – point 4 – point b

Text proposed by the Commission

b) Tackling global threats, including, hybrid, space and cyber threats, promoting maritime and aviation security;

Amendment

b) Tackling global threats, including hybrid, space and cyber threats, ***including foreign interference targeting democratic institutions and fundamental rights, including women's rights***, promoting maritime and aviation security;

Amendment 156

Proposal for a regulation

Annex II.F – point 4 – point c

Text proposed by the Commission

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;

Amendment

c) Increasing stability and security through multilateral initiatives ***and forward-looking gender-responsive prevention strategies that enhance the structural resilience of civil society actors*** against terrorism, radicalisation and violent extremism, as well as global cooperation against illicit trafficking and organised crime;

Amendment 157

Proposal for a regulation

Annex II.F – point 4 – point e

Text proposed by the Commission

e) Supporting global initiatives to address climate and environmental risks with a potentially destabilising impact on peace and security;

Amendment

e) Supporting global initiatives to address climate and environmental risks with a potentially destabilising impact on ***environment, health, women***, peace and security;

Amendment 158

Proposal for a regulation

Annex II.F – point 5 – point c

Text proposed by the Commission

c) Strengthening institutional and operational capacities of European and partner countries' local authority networks and alliances for development;

Amendment

c) Strengthening institutional and operational capacities of European and partner countries' local authority networks and alliances for development, ***including by promoting inclusive governance, empowerment of women in rural and mountainous areas and women's leadership at local level;***

Amendment 159

**Proposal for a regulation
Annex II.F – point 5 – point d**

Text proposed by the Commission

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;

Amendment

d) Increasing capacities and maintaining partnerships with European and partner countries' civil society organisations, ***including for organisations promoting democratic values, gender equality, women's rights and rule of law,*** networks, platforms and alliances to create an enabling environment for citizen participation and civil society action, including in the Union;

Amendment 160

**Proposal for a regulation
Annex II.F – point 5 – point d a (new)**

Text proposed by the Commission

Amendment

da) Supporting women's rights organisations as key drivers of gender equality, sustainable development, and poverty reduction and peace and security;

ANNEX: DECLARATION OF INPUT

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur for opinion declares that she included in her opinion input on matters pertaining to the subject of the file that she received, in the preparation of the opinion, prior to the adoption thereof in committee, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register⁶⁸, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
European Parliamentary Forum for Sexual & Reproductive Rights
Concord
Save the Children
UNICEF
UN Women
UNFPA
IPPF
Equipop
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur for opinion.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur for opinion declares that she has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

⁶⁸ Interinstitutional Agreement of 20 May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI: http://data.europa.eu/eli/agree_interinst/2021/611/oj).

PROCEDURE – COMMITTEE ASKED FOR OPINION

Title	Establishing Global Europe	
References	COM(2025)0551 – C10-0175/2025 – 2025/0227(COD)	
Committee(s) responsible Date announced in plenary	AFET 23.10.2025	DEVE 23.10.2025
Opinion by Date announced in plenary	FEMM 23.10.2025	
Rapporteur for opinion Date appointed	Abir Al-Sahlani 15.1.2026	
Discussed in committee	25.2.2026	24.3.2026
Date adopted	3.6.2026	
Result of final vote	+: 25 -: 7 0: 1	

FINAL VOTE BY ROLL CALL BY THE COMMITTEE ASKED FOR OPINION

25	+
PPE	Loucas Fourlas, Arba Kokalari, Ewa Kopacz, Elżbieta Katarzyna Łukacijewska, Eleonora Meleti, Mirosława Nykiel, Sirpa Pietikäinen, Maria Walsh
PfE	Mathilde Androuët
Renew	Abir Al-Sahlani, Veronika Cířrová Ostrihoňová, Raquel García Hermida-Van Der Walle, Dainius Žalimas
S&D	Heléne Fritzon, Lina Gálvez, Elisabeth Grossmann, Alessandra Moretti, Emma Rafowicz, Cecilia Strada, Marko Vešligaj
The Left	Sebastian Everding, Kathleen Funchion
Verts/ALE	Alice Kuhnke, Anna Strolenberg, Thomas Waitz

7	-
ECR	Beatrice Timgren, Laurence Trochu
ESN	Irmhild Boßdorf
PfE	Mieke Andriese, Elisabeth Dieringer, Sebastian Kruis, Margarita de la Pisa Carrión

1	0
ECR	Chiara Gemma

Key to symbols:

+ : in favour

- : against

0 : abstention

PROCEDURE – COMMITTEE RESPONSIBLE

Title	Establishing Global Europe			
References	COM(2025)0551 – C10-0175/2025 – 2025/0227(COD)			
Date submitted to Parliament	17.7.2025			
Committee(s) responsible Date announced in plenary	AFET 23.10.2025	DEVE 23.10.2025		
Committees asked for opinions Date announced in plenary	SEDE 23.10.2025	INTA 23.10.2025	BUDG 23.10.2025	BUDG 23.10.2025
	CONT 23.10.2025	PECH 23.10.2025	LIBE 23.10.2025	FEMM 23.10.2025
Not delivering opinions Date of decision	SEDE 5.11.2025	INTA 24.9.2025	BUDG 11.12.2025	CONT 2.6.2026
	LIBE 2.6.2026			
Rapporteurs Date appointed	Michael Gahler 10.12.2025	Robert Biedroń 10.12.2025		
Budgetary assessment Date of budgetary assessment	BUDG 10.9.2026			
Discussed in committee	28.1.2026	5.5.2026		
Date adopted	19.10.2026			
Result of final vote	+: –: 0:	63 27 5		
Date tabled	20.10.2026			

FINAL VOTE BY ROLL CALL BY THE COMMITTEE RESPONSIBLE

63	+
ECR	Nora Junco García, Rihards Kols, Arkadiusz Mularczyk, Șerban Dimitrie Sturdza
PPE	Mika Aaltola, Peter Agius, Wouter Beke, Hildegard Bentele, Sebastião Bugalho, Rosa Estaràs Ferragut, Loucas Foulas, Michael Gahler, Rasa Juknevičienė, Łukasz Kohut, Ondřej Kolář, Andrey Kovatchev, Reinhold Lopatka, Antonio López-Istúriz White, David McAllister, Lukas Mandl, Liudas Mažylis, Vangelis Meimarakis, Francisco José Millán Mon, Davor Ivo Stier, Michał Szczerba, Riho Terras, Angelika Winzig, Željana Zovko
Renew	Abir Al-Sahlani, Barry Andrews, Petras Auštrevičius, Dan Barna, Helmut Brandstätter, Bernard Guetta, Nathalie Loiseau, Urmas Paet, Marie-Agnes Strack-Zimmermann, Hilde Vautmans
S&D	Lucia Annunziata, Robert Biedroń, Udo Bullmann, Tobias Cremer, Hana Jalloul Muro, Murielle Laurent, Marit Majj, Yannis Maniatis, Sven Mikser, Matjaž Nemec, Tonino Picula, Thijs Reuten, Chloé Ridet, Nacho Sánchez Amor, Andreas Schieder, Marco Tarquinio, Marta Temido
Verts/ALE	Sergey Lagodinsky, Isabella Lövin, Leoluca Orlando, Mounir Satouri, Villy Søvnal, Tineke Strik, Catarina Vieira, Thomas Waitz

27	-
ECR	Sebastian Tynkkynen
ESN	Tomasz Froelich, Marc Jongen, Hans Neuhoﬀ, Stanislav Stoyanov
NI	Ľuboš Blaha, Grzegorz Braun, Kostas Papadakis
PfE	Mireia Borrás Pabón, Jaroslav Bžoch, Juan Carlos Girauta Vidal, György Hölvényi, Thierry Mariani, Tiago Moreira de Sá, Balázs Orbán, Julie Rechagneux, António Tãnger Corrêa, Pierre-Romain Thionnet, Matthieu Valet
Renew	Charles Goerens
The Left	Marc Botenga, Leila Chaibi, Özlem Demirel, Giorgos Georgiou, Rudi Kennes, Mimmo Lucano, Ilaria Salis

5	0
ECR	Geadis Geadis, Małgorzata Gosiewska, Mariusz Kamiński, Jaak Madison, Kristoffer Storm

Key to symbols:

+ : in favour

- : against

0 : abstention