Global Europe

2025/0227(COD) - 20/10/2026 - Committee report tabled for plenary, 1st reading/single reading

The joint report of the Committee on Foreign Affairs and the Committee on Development proposes Parliament's first-reading position on the Commission proposal establishing the Global Europe instrument for 2028–2034. The committees adopted the report on 19 October 2026 by 63 votes to 27, with 5 abstentions. Parliament would act as co-legislator with the Council under the ordinary legislative procedure.

Objectives and structure

The report proposes a single external action instrument structured around six pillars: Europe; Middle East, North Africa and the Gulf; Sub-Saharan Africa; Asia and the Pacific; Americas and the Caribbean; and Global. It would combine programmable geographic support with non-programmable humanitarian aid, macro-financial assistance, resilience, competitiveness, and crisis, peace, conflict-prevention and foreign-policy actions.

The proposed position strengthens the instrument's focus on Union values and strategic interests, poverty reduction, sustainable development, multilateralism, democracy, human rights, the rule of law, civil society, peace and conflict prevention. It would establish common horizontal objectives for all geographic pillars on human rights and democracy, support for civil society organisations, and peace, stability and conflict prevention.

Budget and spending targets

The report proposes an indicative budget of EUR 225 billion in current prices for 2028–2034, compared with EUR 200.309 billion in the Commission proposal. Indicative allocations would include EUR 60.531 billion for Sub-Saharan Africa, EUR 43.174 billion for Europe and EUR 42.934 billion for the Middle East, North Africa and the Gulf. It also proposes a EUR 14.808 billion reserve for emerging challenges and priorities.

The proposed position would set several targets and safeguards:

- at least 93% of expenditure should meet official development assistance criteria;
- at least EUR 25 billion should be guaranteed for humanitarian aid, with additional needs covered by the reserve;
- at least 30% of expenditure under each geographic pillar should support the common horizontal objectives;
- at least 30% of the overall envelope should contribute to climate and environmental objectives;
- at least 85% of actions should have gender equality as a principal or significant objective, with at least 5% having gender equality and women's and girls' rights as a principal objective;
- at least 20% of official development assistance expenditure should support fragile and conflict-affected situations and least developed countries; and
- at least 20% of official development assistance actions should support social inclusion and human development, with half of this amount supporting education, vocational training and skills.

Geographic priorities and conditionality

The report proposes stronger support for enlargement, including merit-based and performance-based assistance for candidate countries and potential candidates. Funding would be conditional on sustained

progress on democracy, the rule of law, human rights, good-neighbourly relations and alignment with the Union's foreign and security policy. In cases of serious democratic backsliding, funding could be reduced, suspended or redirected to independent actors. It specifically calls for continued suspension of bilateral assistance directly benefiting the authorities of Georgia and Serbia, while increasing support for civil society and independent media.

The proposed position would provide a framework for Ukraine's recovery, reconstruction, modernisation, reforms and accession path. It envisages up to EUR 100 billion in loans for Ukraine, alongside support from the Ukraine Reserve. Debt-service costs would be kept separate from the Global Europe envelope and financed beyond the multiannual financial framework ceilings.

It also proposes a dedicated financial envelope for Gaza reconstruction, with safeguards on transparency, accountability and prevention of misuse, and support for reconstruction in Syria and Lebanon.

Rights, development and sustainability

The report proposes a human rights-based, conflict-sensitive and gender-sensitive approach. It strengthens support for democracy, independent media, human rights defenders, civil society, local authorities, women's rights organisations, children, young people and persons with disabilities. It supports sexual and reproductive health and rights, the Women, Peace and Security agenda, action against gender-based violence, and women's participation in peacebuilding, reconstruction and public life.

The proposed position would exclude funding for activities that violate human rights, democracy, the rule of law, international humanitarian or refugee law, Union restrictive measures, or the "do no significant harm" principle. It would also exclude support for fossil-fuel investments unless strictly necessary and subject to safeguards.

It promotes climate adaptation, biodiversity, water resilience, sustainable food systems, ocean governance, sustainable fisheries and action against illegal, unreported and unregulated fishing. It would link Global Gateway investments to development outcomes, local ownership, transparency, high social, environmental and governance standards, and reduced strategic dependencies.

Governance, financing and oversight

The report proposes stronger parliamentary oversight. A Global Europe Dialogue would take place twice yearly with relevant Commissioners and the High Representative of the Union for Foreign Affairs and Security Policy. The Commission would provide detailed information on implementation, funding, risks and results, and submit an annual strategic report.

A Global Europe Investment Board, also acting as the Global Gateway Board, would guide guarantees, blending and project selection. It would include two Parliament representatives. The report also proposes public reporting on Global Gateway projects, annual monitoring, independent evaluations, impact assessments for 10% of actions, and enhanced audit rights for the European Court of Auditors.

The report would prohibit new European Union trust funds, cap provisioning for guarantees and financial assistance for non-Ukraine partners at EUR 20 billion, and establish a technical risk assessment group. It proposes a EUR 95 billion ceiling for the general budgetary guarantee and EUR 48 billion for Ukraine. The European Investment Bank would receive EUR 36 billion for guarantees, blending, advisory services and technical assistance.

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