



EUROPEAN
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Proposal for a

COUNCIL DECISION

on the financial contributions to be paid by the parties to the European Development Fund to finance that fund specifying the ceiling for 2028, the annual amount for 2027, the amount of the first instalment for 2027 and an indicative and non-binding forecast for the expected annual amounts of contributions for the years 2029 and 2030

EXPLANATORY MEMORANDUM

1. CONTEXT OF THE PROPOSAL

• Reasons for and objectives of the proposal

The European Union ('the EU') has cooperative relations with many developing countries. The main objective of these relations is to promote economic, social and environmental development, with the primary aim of reducing and eradicating poverty in the long-term by providing beneficiary countries with development aid and technical assistance. To achieve this, the EU draws up, jointly with the partner countries, cooperation strategies and mobilises the financial resources to implement these strategies. One of these EU resources allocated to development cooperation is the European Development Fund (EDF). The EDF is not funded by the EU budget. It was established by an Internal Agreement⁽¹⁾ of the representatives of the Member States, sitting within the Council. The Commission is responsible for the financial implementation of the operations carried out with EDF resources. In accordance with the EDF internal Agreement (Article 7) and the EDF Financial Regulation⁽²⁾ (Article 19), the Commission shall present three times a year a proposal setting out the amount of the instalment of contribution to the EDF that is used to make EDF payments.

The proposal covers:

- The ceiling amount of the contributions for 2028;
- The annual amount of the contributions for 2027;
- The amount of the first instalment of the contribution for 2027;
- Non-binding forecast for the expected annual amounts of contributions for the years 2029 and 2030.

The 11th EDF and other EDF funds that are still open (the 9th and 10th EDF) are managed under the following set of rules:

1. The Internal Agreement between the Representatives of the Governments of the Member States of the European Union, meeting within the Council, on the financing of European Union aid under the multiannual financial framework for the period 2014 to 2020, in accordance with the ACP-EU Partnership Agreement and on the allocation of financial assistance for the Overseas Countries and Territories to which Part Four of the Treaty on the Functioning of the European Union applies⁽³⁾ (the 11th EDF 'Internal Agreement');
2. Council Regulation (EU) 2018/1877 on the Financial Regulation applicable to the 11th European Development Fund⁽⁴⁾ (the '11th EDF Financial Regulation');
3. Council Decision (EU) 2020/2233 concerning the commitment of the funds stemming from reflows under the ACP Investment Facility from operations under the 9th, 10th and 11th European Development Funds⁽⁵⁾
4. Council Decision (EU) 2022/1223 concerning the allocation of funds decommitted from projects under the 10th and 11th European Development Funds for the purpose of financing actions addressing the food security crisis and economic shock in

⁽¹⁾ OJ L 210, 6.8.2013, p. 1.

⁽²⁾ OJ L 307, 3.12.2018, p. 1-21.

⁽³⁾ OJ L 210, 6.8.2013, p. 1.

⁽⁴⁾ OJ L 307, 3.12.2018, p. 1-21.

⁽⁵⁾ OJ L 437, 28.12.2020, p.188-191.

African, Caribbean and Pacific (ACP) countries following Russia's war of aggression against Ukraine⁽⁶⁾

The documents referred to in points (1) to (4) contain multi-annual commitments by the parties to support the EDF treasury financially. The 11th EDF Financial Regulation provides for regular contributions to be made by the parties to the EDF treasury against pre-determined financial commitments. Regular contributions are triggered by technical Council Decisions that reflect the implementation of financial commitments previously decided.

- **Consistency with existing policy provisions in the policy area**

Not Applicable

- **Consistency with other Union policies**

Not Applicable

2. LEGAL BASIS, SUBSIDIARITY AND PROPORTIONALITY

- **Legal basis**

In accordance with Article 19(2) of the 11th EDF Financial Regulation, the Council must decide on this proposal at the latest by 15 November 2026.

- **Subsidiarity (for non-exclusive competence)**

Not Applicable

- **Proportionality**

Not Applicable

- **Choice of the instrument**

Not Applicable

3. RESULTS OF EX-POST EVALUATIONS, STAKEHOLDER CONSULTATIONS AND IMPACT ASSESSMENTS

- **Ex-post evaluations/fitness checks of existing legislation**

Not Applicable

- **Stakeholder consultations**

Not Applicable

- **Collection and use of expertise**

Not Applicable

- **Impact assessment**

Not Applicable

- **Regulatory fitness and simplification**

Not Applicable

- **Fundamental rights**

Not Applicable

⁽⁶⁾ OJ L 188 du 15.7.2022, p. 147.

4. BUDGETARY IMPLICATIONS

Not Applicable

5. OTHER ELEMENTS

- **Implementation plans and monitoring, evaluation and reporting arrangements**

Not Applicable

- **Detailed explanation of the specific provisions of the proposal**

Not Applicable

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THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to the Internal Agreement between the Representatives of the Governments of the Member States of the European Union, meeting within the Council, on the financing of European Union aid under the multiannual financial framework for the period 2014 to 2020, in accordance with the ACP-EU Partnership Agreement and on the allocation of financial assistance for the Overseas Countries and Territories to which Part Four of the Treaty on the Functioning of the European Union applies⁽¹⁾ and in particular Article 7(2) in conjunction with Article 14(3) thereof,

Having regard to Council Regulation (EU) 2018/1877 of 26 November 2018 on the financial regulation applicable to the 11th European Development Fund, and repealing Regulation (EU) 2015/323⁽²⁾ and in particular Article 19(2) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) In accordance with Article 1 of the Internal Agreement between the Representatives of the Governments of the Member States of the European Union, the contribution key for each EDF party to the European Development Fund (EDF) is established⁽³⁾
- (2) In accordance with Article 46 of Council Regulation (EU) 2018/1877, the European Investment Bank ('EIB') is to send to the Commission its updated estimates of commitments and payments under the instruments it manages.
- (3) In accordance with Article 19(2), of Council Regulation (EU) 2018/1877, the Commission is to present a proposal by 15 October 2026 specifying the ceiling amount of the contribution for 2028, the annual amount of the contribution for 2027, the amount of the first instalment of the contribution for 2027 and an indicative, non-binding forecast for the expected annual amounts of contributions for the years 2029 and 2030.
- (4) Pursuant to Article 20(1) of Council Regulation (EU) 2018/1877 calls for contributions are to first use up the amounts provided for in previous European Development Funds ('EDF'). Therefore, a call for funds pursuant to Regulation (EU) 2018/1877, for the EIB and for the Commission should be made.

⁽¹⁾ OJ L 210, 6.8.2013, p.1, ELI: http://data.europa.eu/eli/treaty/tfeu_2016/oj.

⁽²⁾ OJ L 307, 3.12.2018, p.1, ELI: <http://data.europa.eu/eli/reg/2018/1877/oj>.

⁽³⁾ OJ L 210, 6.8.2013, p.1, ELI: http://data.europa.eu/eli/treaty/tfeu_2016/oj.

- (5) Pursuant to Article 152 of the Agreement on the withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and from the European Atomic Energy Community ('the Withdrawal Agreement'), the United Kingdom of Great Britain and Northern Ireland (the 'United Kingdom') is to remain party to the EDF until the closure of the 11th EDF and all previous unclosed EDFs. However, pursuant to Article 153 of the Withdrawal Agreement the United Kingdom's share in decommitted funds from projects under the 11th EDF, where those funds have been decommitted after 31 December 2020, or previous EDFs are not to be reused.
- (6) Council Decision (EU) 2025/2324⁽⁴⁾ sets the ceiling for the annual amount of the contribution to be paid by the parties to the EDF for 2027 at EUR 460 000 000 for the Commission only as EIB called its share for the 11th EDF in 2025.
- (7) In order to allow for the prompt application of measures provided for in this Decision, this Decision should enter into force on the day of its publication in the Official Journal of the European Union.

HAS ADOPTED THIS DECISION:

Article 1

The ceiling for the annual amount of the contributions to be paid by the parties to the European Development Fund for 2028 is hereby set at EUR 400 000 000 for the Commission.

Article 2

The annual amount of the contributions to be paid by the parties to the European Development Fund for 2027 is hereby set at EUR 460 000 000 for the Commission.

Article 3

The amount of the contributions to be paid by the parties to the European Development Fund as a first instalment for 2027 is hereby set at EUR 200 000 000.

Article 4

An amount of EUR 1 500 000 from uncommitted or decommitted funds from projects under the Ninth EDF shall be refunded by a reduction of payment against the first instalment for 2027 set out in Article 3.

Article 5

The indicative non-binding forecast for the expected annual amount of contributions for 2029 is hereby set at EUR 300 000 000 for the Commission. The indicative non-binding forecast for the expected annual amount of contributions for 2030 is hereby set at EUR 250 000 000 for the Commission.

⁽⁴⁾ OJ L, 2025/2324, 14.11.2025, ELI: <http://data.europa.eu/eli/dec/2025/2324/oj>

Article 6

This Decision shall enter into force on the date of its publication in the Official Journal of the European Union.

Done at Brussels,

For the Council

The President

[...]