



Council of the
European Union

Brussels, 8 December 2025
(OR. en)

**Interinstitutional File:
2025/0357 (NLE)**

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REV 1 DCL 1

LIMITE

JAI 1801
ASILE 115
MIGR 451
FRONT 295
RELEX 1567

DECLASSIFICATION

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Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

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NOTE

From:	Presidency
To:	Delegations
No. Cion doc.:	14630/25+ADD 1 R-UE/EU-R
Subject:	Proposal for a Council Implementing Decision on the establishment of the Annual Solidarity Pool for 2026

Based on the discussion in Coreper on 3 December 2025, delegations will find below a revised Presidency compromise text on the abovementioned proposal, in preparation of the Justice and Home Affairs Council on 8-9 December 2025.

Modifications as compared to the Commission's proposal appear in **bold** and [...], the newly added text is in **bold underlined** and deletions in ~~strikethrough~~.

COUNCIL IMPLEMENTING DECISION

on the establishment of the Annual Solidarity Pool for 2026

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on Asylum and Migration Management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013¹, and in particular Article 57(1) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) In order to ensure a fair sharing of responsibility, the Annual Solidarity Pool **for 2026** should provide effective support to the Member States under migratory pressure as determined in the Commission Implementing Decision [...] (EU) 2025/2323 pursuant to Article 11 (2) of **Regulation (EU) 2024/1351**².

¹ Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013, OJ L, 2024/1351, 22.5.2024, ELI: <http://data.europa.eu/eli/reg/2024/1351/oj>.

² Commission Implementing Decision pursuant to Article 11 of Regulation (EU) 2024/1351 of the European Parliament and the of the Council of 14 May 2024 on Asylum and Migration Management, (EU) 2025/2323

- (2) In order to ensure that the Annual Solidarity Pool addresses the migratory situation in 2026 in a balanced and effective manner and reflects the annual projected solidarity needs [...], the assessment of the solidarity needs for 2026 and the reference number to calculate the fair share for each Member State is based on the quantitative and qualitative criteria and analysis included in the European Annual Asylum and Migration Report for the reporting period of 1 July 2024 to 30 June 2025 and projection for 2026³, as well as the average recognition rate at Union level, and the average return rate at Union level. All this information was used by the Commission to adopt the Commission Implementing Decision [...] **(EU) 2025/2323**.
- (3) The European Annual Asylum and Migration Report for the period 1 July 2024 to 30 June 2025 assesses the asylum, reception and migratory situation over the previous 12-month period (1 July 2023 to 30 June 2024) along all migratory routes and provides a strategic situational picture and projection for the coming year.

³ Communication from the Commission to the European Parliament and the Council, “The European Annual Asylum and Migration Report (2025)”, COM(2025)795; Staff Working Document "Projection pursuant to Article 9(3)(b) of Regulation (EU) 2024/1351 of the European Parliament and of the Council for the year 2026" classified as “RESTREINT UE/EU RESTRICTED”.

- (4) In its Implementing Decision [...] (EU) 2025/2323, the Commission identified Greece, Spain, Italy and Cyprus as Member States under migratory pressure in accordance with Article 11(1) of Regulation (EU) 2024/1351. The migratory pressure in Spain and Italy is determined in view of the large number of disembarkations following search and rescue operations. [...] **Those** Member States should inform the Commission and the Council whether they intend to make use of the Annual Solidarity Pool, providing information on the type and level of solidarity measures needed to address the situation. After that, those Member States should get access to the solidarity measures established by the Annual Solidarity Pool **and are not obliged to implement their pledged solidarity contributions.**
- (5) In addition to the overall situation in the four Member States identified as under migratory pressure, the identification of the solidarity needs of Member States under migratory pressure takes into account the projection identified in the European Annual Asylum and Migration Report and how [...] **it is** expected to impact on the Member States identified as under migratory pressure.
- (6) [...]
- (7) The identification of solidarity needs also takes into account the support provided by the European Agency for Asylum, the European Border and Coast Guard Agency (Frontex) as well as funding support that the Member States under migratory pressure received in the reporting period. These are key support measures included in the new Permanent EU Migration Support Toolbox.

- (8) In order to identify the solidarity needs in a balanced and effective manner, [...] **it is necessary to also consider** the existing level of unauthorised movements that, despite decrease, continued to pose a challenge in the Union.
- (9) In addition, the identification of solidarity needs takes into account the overall situation in the Union, including the fact that there are 12 Member States at risk of migratory pressure (Belgium, Bulgaria, Germany, Estonia, Ireland, France, Croatia, Latvia, Lithuania, the Netherlands, Poland, and Finland) and that Bulgaria, Czechia, Estonia, Croatia, Austria, and Poland face a significant migratory situation.
- (10) The identification of the solidarity needs also considers the obligation established under Article 63(3) points (a) and (b) of Regulation (EU) 2024/1351 regarding the minimum level of solidarity that needs to be reached.
- (11) The solidarity needs for 2026 for the Annual Solidarity Pool at Union level are to be identified [...] as ~~21.000 16.685~~ for relocations and [...] as EUR ~~420 333.7~~ million for financial contributions, **which reflects the fact that the first Union annual migration management cycle and the corresponding solidarity pledges will start being implemented as of 12 June 2026 as well as the unequal distribution of irregular arrivals in the benefitting Member States throughout the year, generally resulting in higher numbers of irregular arrivals in the second half of the year.**

(12) †Given that that the share of arrivals following search and rescue operations in Italy and Spain among all irregular arrivals in the Member States determined as under migratory pressure is 42%, the indicative percentage of the Annual Solidarity Pool to be made available to those Member States should reflect that share.†

(12a) Pursuant to Regulation (EU) 2024/1351, the Annual Solidarity Pool needs to set out the contributions as pledged by the Member States during the meeting of the High-Level Solidarity Forum. The High-Level Forum was convened on 13 November 2025 and held meetings on 18 November and 27 November 2025, during which the Member States pledged their solidarity contributions.

(13) The three types of solidarity measures envisaged under Regulation (EU) 2024/1351, [...] **specifically** relocation, financial contributions, and alternative solidarity measures, are considered as being of equal value. **Pursuant to that Regulation**, it is for each Member State to decide which type of solidarity measure it will pledge, including the possibility to pledge a combination of different types of solidarity measures as well as to pledge exclusively alternative solidarity measures. **In their implementation of the first Annual Solidarity Pool, Member States' pledges for financial contributions may be adjusted into converted into other forms of solidarity support efforts.**

- (14) Given the high numbers of unauthorised movements registered in the Union in the reporting period of 1 July 2024 to 30 June 2025 and in the transition phase towards the full functioning of the new responsibility rules, **account needs to be taken of the existing situation in the Member States to support the efficient setting up of the first Solidarity Pool. During this initial transition phase, corresponding to ~~expected to last for as long as~~ the reporting periods that have not taken into account the migratory situation as it prevails once the substantive rules set out in Regulation (EU) 2024/1351 have become fully applicable, there is significant potential [...] to attain overall solidarity and fair sharing of responsibility by duly acknowledging and accounting for applicants for ~~and beneficiaries of international protection who in the reporting period of 1 July 2024 to 30 June 2025 have moved from benefitting Member States towards the contributing Member States and applied there for international protection. To that effect, all contributing Member States may also contribute to solidarity through other forms of legacy solidarity support, including efforts~~ towards applications originating from benefitting Member States, including [...] those that result in responsibility for contributing Member States in [...] that reporting period. Such [...] other forms of solidarity support efforts should be agreed **bilaterally** by the contributing and benefitting Member States [...] and should be taken into account [...] in the implementation of this Decision to reflect the mandatory fair share of ~~solidarity efforts~~ by the contributing Member States, **while ensuring that, on the basis of relevant cases, all Member States can implement other forms of solidarity support efforts in a fair and effective manner, with the EU Solidarity Coordinator facilitating interaction and cooperation among Member States to achieve support a balanced and effective implementation thereof.****

(15) [...]

(15a) This first Annual Solidarity Pool should reflect the fact that it is based on pledges made by the Member States at a time when the substantive rules set out in Regulation (EU) 2024/1351 are not yet applicable and that the first Union annual migration management cycle and the solidarity pledges will start being implemented as of 12 June 2026. In order to ensure in this context an appropriate balance between solidarity and responsibility, particularly in relation to the situation of those Member States that are designated as facing a significant migratory situation according to Commission Implementing Decision (EU) 2025/2323, it should exceptionally be acknowledged that those Member States' pledges may be adjusted accordingly.

(16) [...] **This implementing Decision should aim to contribute to achieving a comprehensive approach to migration management at [...] Union level, in [...] ensuring an essential first step in the implementation of the Pact on Migration and Asylum, including Regulation (EU) 2024/1351, [...] and also by fostering overall cohesive action in directly connected priority areas, particularly those regarding the [...] establishment of a common European system for [...] returns and of a Union list of safe countries of origin. [...] In that regard, this implementing Decision should contribute to reducing the overall pressure on Member States' asylum systems and [...] supporting the functioning of the Pact on Migration and Asylum.**

- (17) In accordance with Article 4 of Protocol No 21 on the position of the United Kingdom and Ireland in respect of the area of freedom, security and justice, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Ireland has notified, by letter of [...] **27 June** 2024, its wish to accept and be bound by Regulation (EU) 2024/1351. Commission Decision (EU) 2024/2088 confirmed [...] **that** participation. Ireland is therefore taking part in the adoption of this Decision.
- (18) In accordance with Articles 1 and 2 of Protocol No 22 on the position of Denmark, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Denmark is not taking part in the adoption of this Decision and is not bound by it or subject to its application,

HAS ADOPTED THIS DECISION:

Article 1

1. [...] **The Annual Solidarity Pool for 2026 as set out in the Annex, is hereby established** [...].
2. [...]
3. The reference number of relocations ~~or other solidarity efforts~~ for the Annual Solidarity Pool [...] **for 2026 is 21.00016.685**.
4. The reference number of financial contributions for the Annual Solidarity Pool [...] **for 2026 is EUR 420 333.7 million.**

- 4a. **The annual solidarity contributions as pledged by each Member State in accordance with Article 13 of Regulation (EU) 2024/1351 are set out in the Annex.**
- 4b. **Solidarity contributions of each Member State are shown as the aggregate figures corresponding to the solidarity measures referred to in the first subparagraph of Article 56(2) of Regulation (EU) 2024/1351.**
5. {An indicative 42% of the reference numbers referred to in paragraphs 3 and 4 shall be made available to Member States identified as being under migratory pressure because of large numbers of arrivals stemming from recurring disembarkations following search and rescue operations.}
6. [...]

Article 2

This Decision shall apply from the date of the full entry into application of Regulation (EU) 2024/1351 **as set out in Article 85 of that Regulation.**

Article 3

This Decision is addressed to the Member States in accordance with the Treaties.

Done at Brussels,

For the Council
The President

Member States under migratory pressure pursuant to Commission Implementing Decision (EU) 2025/2323

Member State	Fair Share	Relocation or other forms of solidarity support efforts	Financial contributions (EUR)	Alternative solidarity measures
Greece	1,8585%		<i>pledge under consideration</i>	
Spain	10,0106%		<u>42.040.000</u>	
Italy	12,8565%			<u>54.000.000</u> (tbc)
Cyprus	0,2048%	<u>43</u> (tbc)		

Member States facing a significant migratory situation pursuant to Commission Implementing Decision (EU) 2025/2323

Member State	Fair Share	Relocation or other forms of solidarity support efforts	Financial contributions (EUR)	Alternative solidarity measures
Bulgaria	1,0180%	<u>214</u> (tbc)		
Czechia	2,1358%		0*	
Estonia	0,2677%		<u>280.000*</u>	<u>280.000*</u>
Croatia	0,6858%		0*	
Austria	2,4076%		0*	
Poland	6,6160%		0*	

* This figure reflects the aggregate calculation of the Member State pledge corresponding to its fair share adjusted in light of its significant migratory situation for the purposes of setting up the first Annual Solidarity Pool

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Other Member States

Member State	Fair Share	Relocation or other <u>forms of solidarity support</u> ** efforts	Financial contributions (EUR)**	Alternative solidarity measures**
Belgium	3,0767%		<u>12.920.000</u>	
Germany	21,6890%	<u>4.555</u>		
Ireland	2,2049%		<u>9.260.000</u>	
France	16,0021%	<u>3.361</u>		
Latvia	0,3234%			<u>1.360.000</u>
Lithuania	0,5474%	<u>58</u>	<u>1.140.000</u>	
Luxembourg	0,3212%	<i>pledge under consideration</i>		
Hungary	1,6604%	<i>no pledge</i>		
Malta	0,1295%	<u>14</u>	<u>260.000</u>	
Netherlands	5,2154%		<u>21.900.000</u>	
Portugal	2,0108%	300 (tbc)	<u>2.440.000 (tbc)</u>	
Romania	3,1480%	<u>661</u>		
Slovenia	0,4306%		<u>1.800.000</u>	
Slovakia	0,9856%			<u>4.140.000 (tbc)</u>
Finland	1,4160%		<u>5.940.000</u>	
Sweden	2,7807%		<i>pledge under consideration</i>	

** For the purposes of setting up the first Annual Solidarity Pool, this may indicate other forms of solidarity support, including those referred to in recital 14, ~~figure corresponds to the legacy solidarity efforts~~ when agreed bilaterally by the contributing and the benefitting Member States

*** ~~For the purposes of setting up the first Annual Solidarity Pool, this figure may be converted into other solidarity efforts, including, when agreed bilaterally by the contributing and benefitting Member States, legacy solidarity efforts~~