EUROPEAN
COMMISSION

Brussels, 28.11.2025
C(2025) 8042 final

COMMISSION IMPLEMENTING DECISION

of 28.11.2025

amending Implementing Decision C(2024) 7375 as regards the addition of the Reform Agenda for Bosnia and Herzegovina and the adjustment to multiannual work programme under the Reform and Growth Facility for the Western Balkans

{SWD(2025) 381 final}

COMMISSION IMPLEMENTING DECISION

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amending Implementing Decision C(2024) 7375 as regards the addition of the Reform Agenda for Bosnia and Herzegovina and the adjustment to multiannual work programme under the Reform and Growth Facility for the Western Balkans

THE EUROPEAN COMMISSION,

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

Having regard to 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[1], and in particular Article 110(1) and (5) thereof,

Having regard to Regulation (EU) 2024/1449 of the European Parliament and of the Council of 14 May 2024 establishing the Reform and Growth Facility for the Western Balkans[2], and in particular Article 15 thereof,

Whereas:

(1) Under Decision C(2024) 7375[3], the Commission adopted the financing of the multiannual work programme under the Reform and Growth Facility for the Western Balkans, and approved the Reform Agendas for Albania, Kosovo[*], Montenegro, North Macedonia, and Serbia.

(2) This Decision needs to be amended in order to include the assessment and approval of the Reform Agenda for Bosnia and Herzegovina for the period 2025-2027, which was submitted on 30 September 2025.

(3) Pursuant to Article 11(7) of Regulation (EU) 2024/1449, a copy of the Reform Agenda for Bosnia and Herzegivina was provided to the European Parliament and the Council on 20 October 2025.

(4) The Commission has assessed the relevance, comprehensiveness and appropriateness of the Reform Agenda submitted by Bosnia and Herzegovina on the basis of the requirements set out in Article 13 and in accordance with Article 14 of Regulation (EU) 2024/1449. In carrying out this assessment, the Commission acted in cooperation with Bosnia and Herzegovina and other international partners.

(5) On the basis of the elements set out in Article 14(4) of Regulation (EU) 2024/1449, the Commission assessed the Reform Agenda of Bosnia and Herzegovina and concluded that it is in line with the policy objectives and general principles of Regulation (EU) 2024/1449 as it is designed to support the enlargement process by

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1 OJ L 2024/2509, 26.9.2024, ELI: http://data.europa.eu/eli/reg/2024/2509/oj

2 OJ L, 2024/1449, 24.5.2024, *ELI:* http://data.europa.eu/eli/reg/2024/1449/oj

3 Commission Implementing Decision of 23.10.2024 approving the Reform Agendas and the multiannual work programme under the Reform and Growth Facility for the Western Balkans (C(2024) 7375 final).

* 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.

accelerating the alignment with Union values, laws, rules, standards, policies and practices through reforms in the framework of its future Union membership, including in the fundamental sectors. It will accelerate economic integration and foster progressive integration into the Union and especially socio-economic convergence with the EU and the EU single market, making progress on the twin transition of green and digital, and will support Bosnia and Herzegovina's education system, training, employment and labour market, with particular attention on youth.

(6) The Commission assessed the Reform Agenda of Bosnia and Herzegovina and concluded that it demonstrates reform efforts and commitment to establishing the necessary institutional arrangements and systems for the adequate prevention, detection and correction of irregularities, fraud, corruption, conflicts of interest, organised crime and money laundering and terrorism financing. It also ensures that there is no double funding from the Facility and other Union programmes as well as from other donors, including under Regulation (EU) 2021/1529[4]. On that basis, the Commission concludes that the criterion under Article 14(4)(i) of Regulation (EU) 2024/1449 is met. In addition, Bosnia and Herzegovina is to comply with the obligations stemming from Article 23(2)(c) of the Regulation (EU) 2024/1449.

(7) In line with Article 15(1) of Regulation (EU) 2024/1449, the Commission should therefore approve the Reform Agenda submitted by Bosnia and Herzegovina.

(8) In view of the delays associated with the negotiation of the Reform Agenda with Bosnia and Herzegovina, and to uphold the performance-based nature of the instrument, the Commission announced a proportional 10% reduction to the initial indicative allocation for Bosnia and Herzegovina. The freed-up amounts may be available for redistribution in favour of the enlargement partners, including through redistribution of funds as laid out in Article 21(8) of Regulation (EU) 2024/1449.

(9) Pursuant to Article 20 of Regulation (EU) 2024/1449, a pre-financing of up to 7% of the total amount foreseen under the Facility may be released to the beneficiaries upon request, subject to the adoption of the Commission implementing decision approving the Reform Agenda and the entry into force of the respective Facility and loan agreements, and subject to the respect of the preconditions set out in Article 5 of that Regulation. Pre-financing should be cleared in accordance with the rules set out in the Facility and loan agreements.

(10) This decision should set out the maximum amount of pre-financing that Bosnia and Herzegovina may request based upon the share of the total amount envisaged under the Facility that is allocated to it, as well as the breakdown of this maximum amount between loan support and non-repayable financial support. It should also set out the share of this amount that should be made available through the Western Balkans Investment Framework (WBIF).

(11) This decision should at the same time constitute an amendment to the multiannual work programme for 2024-2027, within the meaning of Article 110(2) of Regulation (EU, Euratom) 2024/2509 with regard to the coverage of Bosnia and Herzegovina in the amount of non-repayable financial support under Regulation (EU) 2024/1449, as set out in Annex II.

(12) Decision C(2024)7375 should therefore be amended accordingly.

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[4] OJ L 330, 20.9.2021, p.1, ELI: http://data.europa.eu/eli/reg/2021/1529/oj.

(13) The envisaged assistance should comply with the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU[5].

(14) Pursuant to Article 31 of Regulation (EU) 2024/1449, the measure provided for in this Decision is in accordance with the opinion of the Instrument of Pre-Accession Assistance (IPA III) Committee established under Article 17 of Regulation (EU) 2021/1529,

HAS DECIDED AS FOLLOWS:

Sole Article

Implementing Decision C(2024) 7375 is amended as follows:

(1) In Article 1, the first and second paragraph are replaced by the following:

'The Reform Agendas for Albania, Kosovo, Montenegro, North Macedonia, Serbia and, Bosnia and Herzegovina and, in relation to each Reform Agenda, the requirements set out in paragraphs 2 and 3 of Article 15 of Regulation (EU) 2024/1449 as listed in Annex I are approved.

The Reform Agendas are annexed as follows:

– Annex III: Reform Agenda for Albania

– Annex IV: Reform Agenda for Kosovo

– Annex V: Reform Agenda for Montenegro

– Annex VI: Reform Agenda for North Macedonia

– Annex VII: Reform Agenda for Serbia

– Annex VIII: Reform Agenda for Bosnia and Herzegovina'

(2) In Article 3, the first paragraph is replaced by the following:

'The maximum Union contribution in the form of non-repayable financial support under Regulation (EU) 2024/1449 for Albania, Kosovo, Montenegro, North Macedonia, Serbia and Bosnia and Herzegovina for 2024-2027 is set at EUR 1 578 858 947 (out of which EUR 325 494 273 for 2024, EUR 479 605 727 for 2025, EUR 402 550 000 for 2026, and EUR 371 208 947 for 2027), and shall be financed from the appropriations entered in budget lines 15 03 01 01, 15 03 01 02, 15 03 01 03, 15 03 01 04, 15 03 01 05, and 15 03 01 06, of the general budget of the Union. The breakdown of this indicative annual allocation of the EU contribution is also set out in Annex I to this Decision. The appropriations provided for in the first paragraph may also cover interest due for late payment.'

(3) Article 4 is replaced by the following:

'The maximum Union contribution in the form of loan support for 2024-2027 for Albania, Kosovo, Montenegro, North Macedonia, Serbia and Bosnia and Herzegovina is set at EUR 3 922 630 923 and shall be made available to the beneficiaries in instalments.

[5] See www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

Out of this amount, the beneficiaries shall channel up to EUR 1 363 114 246 to the WBIF in accordance with the Facility and the loan agreements provided for in Articles 9 and 17 of Regulation (EU) 2024/1449, to be concluded between the Union and the beneficiaries.

The share of these amounts allocated to Albania, Kosovo, Montenegro, North Macedonia, Serbia and Bosnia and Herzegovina is set out in Annex I to this Decision.'

(4) In Article 5, the fifth and sixth paragraphs are replaced by the following:

'Annex I sets out the maximum amount of pre-financing that Albania, Kosovo, Montenegro, North Macedonia, Serbia, and Bosnia and Herzegovina may request, and the breakdown of this amount between loan support and non-repayable financial support, as well the share of this amount to be channelled through the treasuries of these beneficiaries and the share to be made available through the WBIF on the behalf and for the benefit of these beneficiaries.

The release of further instalments in accordance with the facility agreements and the loan agreements shall be conditional on available funding and on a decision by the Commission, taken in accordance with Article 21(3) of Regulation (EU) 2024/1449, that Albania, Kosovo, Montenegro, North Macedonia, Serbia, and Bosnia and Herzegovina have met the preconditions and the principles for financing set out in Articles 5 and 12(3) of this Regulation respectively, and have satisfactorily fulfilled the relevant qualitative and quantitative steps identified in relation to the implementation of their Reform Agendas following a positive assessment by the Commission.'

(5) In Article 6, the first paragraph is replaced by the following:

'The maximum Union contribution for the provisioning of the Common Provisioning Fund for Albania, Kosovo, Montenegro, North Macedonia, Serbia and Bosnia and Herzegovina for 2024-2027 is set at EUR 353 036 783 (out of which indicatively EUR 72 591 958 for 2024, EUR 107 408 042 for 2025, EUR 90 000 000 for 2026, and EUR 83 036 783 for 2027) and shall be financed from the appropriations entered in budget line 15 03 02 of the general budget of the Union.'

(6) Annex I is replaced by the text in Annex I this Decision.

(7) Annex II is replaced by the text in Annex II to this Decision.

(8) The text in Annex III to this Decision is added as Annex VIII.

Done at Brussels, 28.11.2025

For the Commission
Marta KOS
Member of the Commission