



Brussels, 9.4.2025  
COM(2025) 167 final

2025/0087 (NLE)

Proposal for a

**COUNCIL DECISION**

**on the position to be taken on behalf of the European Union in the International Grains  
Council with respect to the extension of the Grains Trade Convention, 1995**

## EXPLANATORY MEMORANDUM

### 1. SUBJECT MATTER OF THE PROPOSAL

This proposal concerns the decision establishing the position to be taken on the Union's behalf in the International Grains Council ('IGC') in connection with the envisaged adoption of extending the **Grains Trade Convention, 1995**, until 30 June 2027.

### 2. CONTEXT OF THE PROPOSAL

#### 2.1. The Grains Trade Convention, 1995

The Grains Trade Convention, 1995 ('the Convention') aims to further international co-operation in all aspects of trade in grains, to promote the expansion of international trade in grains and to secure the freest possible flow of this trade. In addition, the Convention intends to contribute to the fullest extent possible to the stability of international grain markets in the interests of all members, to enhance world food security and to provide a forum for exchange of information and discussion of members' concerns regarding trade in grains.

The Convention entered into force on 1 July 1995.

The European Union is a party to the Convention<sup>3</sup>.

#### 2.2. The International Grains Council

The IGC is an intergovernmental organisation that seeks to meet the objectives laid down by Article 1 of the Convention. In particular, the IGC aims at:

- furthering international cooperation in all aspects of trade in grains;
- promoting expansion, openness and fairness of the international trade in the grains sector;
- contributing to stability of international grain market, enhancing world food security and contributing to the development of countries whose economies depend on commercial sales of grain.

These objectives are sought by improving market transparency through information-sharing, analysis and consultation on market and policy developments.

The IGC has 30 members, including many of the world's largest cereals producers as well as importers. Besides the European Union and among others, its members are Argentina, Australia, Canada, India, Japan, Russia, Ukraine, the United Kingdom and the USA. However, China and Brazil are not members.

The 30 members of the IGC have a total number of 2,000 votes.

For budgetary procedures (see Article 11 of the Convention), i.e. for fixing the annual financial contributions of members, the Union has 375 votes in 2024/25<sup>4</sup>.

For decision-making, i.e. where votes are held (see Article 12 of the Convention), 1,000 votes are distributed for the 11 exporting members (including the Union with 240 votes) and 1,000 votes for the 19 importing members. It needs to be emphasized that in principle, the IGC operates on the basis of consensus, and it is very rare that voting is actually held.

At the meetings of the International Grains Council, the European Union is represented by the European Commission. Member States can attend the IGC meetings, in particular the Council Sessions.

### **2.3. The envisaged act of the International Grains Council**

On 12 June 2025, during its 62<sup>nd</sup> Session, the IGC is to adopt a decision regarding the extension by two years of the Convention ('the envisaged act').

The purpose of the envisaged act, which is based on Article 33 of the Convention, is to enable the IGC to continue with its work.

The extension of the Convention will cover the period of 1 July 2025 – 30 June 2027.

### **3. POSITION TO BE TAKEN ON THE UNION'S BEHALF**

- The Convention was concluded by the European Union by Council Decision 96/88/EC<sup>5</sup> until 30 June 1998 and, since then, it has been regularly extended. On each occasion, the Convention is extended for a maximum period of two years in accordance with Article 33 of the Convention. It was last extended by decision of the IGC on 14 June 2023 and remains in force until 30 June 2025.
- The European Union has always been an active member of the IGC and a further extension of the Convention by up to two years is in the interest of the Union. The Union is a major cereals producer and a leading exporter of wheat and barley, while the largest importer of maize.
- The purpose of this proposal is to seek the Council's authorisation to the Commission to vote, on the European Union's behalf, in favour of the extension of the Convention up to 30 June 2027 in the IGC. The formal decision about the extension of the Convention is scheduled for the 62<sup>nd</sup> Session of the IGC to be held on 12 June 2025.

### **4. LEGAL BASIS**

#### **4.1. Procedural legal basis**

##### *4.1.1. Principles*

Article 218(9) of the Treaty on the Functioning of the European Union (TFEU) provides for decisions establishing '*the positions to be adopted on the Union's behalf in a body set up by an agreement, when that body is called upon to adopt acts having legal effects, with the exception of acts supplementing or amending the institutional framework of the agreement.*'

The concept of '*acts having legal effects*' includes acts that have legal effects by virtue of the rules of international law governing the body in question. It also includes instruments that do not have a binding effect under international law, but that are '*capable of decisively influencing the content of the legislation adopted by the EU legislature*'.<sup>6</sup>

##### *4.1.2. Application to the present case*

The IGC is a body set up by the Grains Trade Convention, 1995.

The envisaged act of the IGC has the effect of extending the validity of the Convention which is an international agreement binding the Union. The envisaged act has therefore legal effects.

The envisaged act does not supplement or amend the institutional framework of the Agreement.

Therefore, the procedural legal basis for the proposed decision is Article 218(9) TFEU.

## **4.2. Substantive legal basis**

### *4.2.1. Principles*

The substantive legal basis for a decision under Article 218(9) TFEU depends primarily on the objective and content of the envisaged act in respect of which a position is taken on the Union's behalf. If the envisaged act pursues two aims or has two components and if one of those aims or components is identifiable as the main one, whereas the other is merely incidental, the decision under Article 218(9) TFEU must be founded on a single substantive legal basis, namely that required by the main or predominant aim or component.

### *4.2.2. Application to the present case*

The main objective and content of the envisaged act relate to trade in agricultural products.

Therefore, the substantive legal basis of the proposed decision is Article 207(4), first subparagraph, TFEU.

## **4.3. Conclusion**

The legal basis of the proposed decision should be Article 207(4), first subparagraph, TFEU, in conjunction with Article 218(9) TFEU.

## **5. COMPLIANCE WITH THE DIGITAL-BY-DEFAULT PRINCIPLE**

According to the digital assessment carried out, the current proposal has no digital dimensions as there is no digital relevance.

The proposal establishes the EU position with respect to extending an international agreement, the Grains Trade Convention, 1995 by two years until 30 June 2027.

Digital means or data exchange are not under the scope of the proposal.

## **6. PUBLICATION OF THE ENVISAGED ACT**

As the act of the IGC will extend the duration of the Convention, it will be published on the official website of the IGC.

Proposal for a

## COUNCIL DECISION

### **on the position to be taken on behalf of the European Union in the International Grains Council with respect to the extension of the Grains Trade Convention, 1995**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 207(4), first subparagraph, in conjunction with Article 218(9) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) The Grains Trade Convention, 1995 ('the Convention') was concluded by the Union by Council Decision 96/88/EC<sup>1</sup> and entered into force on 1 July 1995. The Convention was concluded for a period of three years.<sup>2</sup>
- (2) Pursuant to Article 33 of the Convention, the International Grains Council may extend the Convention for successive periods not exceeding two years on each occasion. Since its conclusion, the Convention has regularly been extended for further periods of two years. The Convention was last extended by decision of the International Grains Council on 14 June 2023<sup>2</sup> and remains in force until 30 June 2025.
- (3) The International Grains Council, during its 62<sup>nd</sup> session on 12 June 2025, is to adopt a decision on the extension of the Convention for a further period of up to two years, from 1 July 2025 to 30 June 2027.
- (4) It is appropriate to establish the position to be taken on the Union's behalf in the 62<sup>nd</sup> session of the International Grains Council with respect to the extension of the Convention.
- (5) The Union is a major cereals producer and a leading exporter of wheat and barley, while one of the largest importers of maize. The Union has always been an active member of the International Grains Council, which plays an important role in stabilising world grain markets and enhancing food security. Therefore, the extension of the Convention is in the interest of the Union,

---

<sup>1</sup> Council Decision 96/88/EC of 19 December 1995 concerning the approval by the European Community of the Grains Trade Convention and the Food Aid Convention, constituting the International Grains Agreement 1995 (OJ L 21, 27.1.1996, p. 47).

<sup>2</sup> Council Decision (EU) 2023/991 of 15 May 2023 on the position to be taken on behalf of the European Union within the International Grains Council with regard to the extension of the Grains Trade Convention, 1995 (OJ L 135, 23.5.2023, p. 114, ELI: <http://data.europa.eu/eli/dec/2023/991/oj>).

<sup>3</sup> OJ L 21, 27.1.1996, p. 47.

<sup>4</sup> The International Grains Council operates on a fiscal year basis, which runs from 1 July to 30 June.

<sup>5</sup> OJ L 21, 27.1.1996, p. 47.

<sup>6</sup> Judgment of the Court of Justice of 7 October 2014, Germany v Council, C-399/12, ECLI:EU:C:2014:2258, paragraphs 63 and 64.

HAS ADOPTED THIS DECISION:

*Article 1*

The position to be taken on the Union's behalf in the 62<sup>nd</sup> session of the International Grains Council shall be to vote in favour of the extension of the Grains Trade Convention, 1995, for a further period of up to two years from 1 July 2025 to 30 June 2027.

*Article 2*

This Decision is addressed to the Commission.

Done at Brussels,

*For the Council  
The President*

<b>FINANCIAL STATEMENT</b>		FinancSt/10/ PS/nd/ <a href="#">Ares(2025)1094 676</a>		
		6.221.2025.1		
		DATE: 24.02.2025		
1.	BUDGET HEADING: 14 20 03 06 International organisations and agreements	APPROPRIATIONS: B2025 5 277 000 EUR		
2.	TITLE: Proposal for a Council Decision on the position to be taken on behalf of the European Union in the International Grains Council with respect to the extension of the Grains Trade Convention, 1995			
3.	LEGAL BASIS: The legal basis of the proposed decision should be Article 207(4), first subparagraph TFEU, in conjunction with Article 218(9) TFEU.			
4.	AIMS: Extension of the existing Grains Trade Convention by two more years (1.7.2025 to 30.06.2027).			
5.	FINANCIAL IMPLICATIONS	12 MONTH PERIOD (EUR million)	CURRENT FINANCIAL YEAR 2025 (EUR million)	FOLLOWING FINANCIAL YEAR DB2026 (EUR million)
5.0	EXPENDITURE - CHARGED TO THE EU BUDGET (REFUNDS/INTERVENTIONS) - NATIONAL AUTHORITIES - OTHER		4.2	4.45
5.1	REVENUE - OWN RESOURCES OF THE EU (LEVIES/CUSTOMS DUTIES) - NATIONAL			
5.0.1	ESTIMATED EXPENDITURE	2025		
5.1.1	ESTIMATED REVENUE	-		
5.2	METHOD OF CALCULATION: Based on assumptions on an estimated number of votes of the EU (varies each year), on an estimated amount to be paid per vote in GBP.			
6.0	CAN THE PROJECT BE FINANCED FROM APPROPRIATIONS ENTERED IN THE RELEVANT CHAPTER OF THE CURRENT BUDGET?			YES
6.1	CAN THE PROJECT BE FINANCED BY TRANSFER BETWEEN CHAPTERS OF THE CURRENT BUDGET?			-
6.2	WILL A SUPPLEMENTARY BUDGET BE NECESSARY?			-
6.3	WILL APPROPRIATIONS NEED TO BE ENTERED IN FUTURE BUDGETS?			YES
OBSERVATIONS:				
The amounts relative to 2026 and 2027 are subject to Budget availability.				
The EU's annual contribution is paid in GBP. The amount to be effectively paid can vary depending on the final number of votes the EU gets attributed to, the amount to be paid per vote and on the exchange rate EUR/GBP.				
The amount for 2025/26 and 2026/27 can moderately increase if the high inflation environment persists.				