

Adoption of the European Union's 2025 budget

The EU's general budget for 2025 is scheduled for adoption during the European Parliament's November III plenary session. Parliament is due to vote on the provisional agreement reached with the Council on 16 November 2024 during budgetary conciliation; the Council has to approve the provisional agreement formally before Parliament puts it to the vote. The agreed 2025 budget sets commitment appropriations at €199.4 billion and payments at €155.2 billion, including special instruments.

European Union budget for 2025

The EU budget for 2025 is the fifth under the 2021-2027 multiannual financial framework (MFF) and the first one to be adopted since the entry into force of the revised MFF. Commitment appropriations were agreed at €199.44 billion (+2.1 % compared to the 2024 budget, including amending budgets (ABs) 1-4 and DAB 5), leaving a margin of €800.5 million beneath the MFF ceilings for 2025. The overall level of payment appropriations was set at €155.21 billion (+3.6 % compared to the 2024 budget, including ABs 1-4 and DAB 5), leaving a margin of over €28.3 billion.

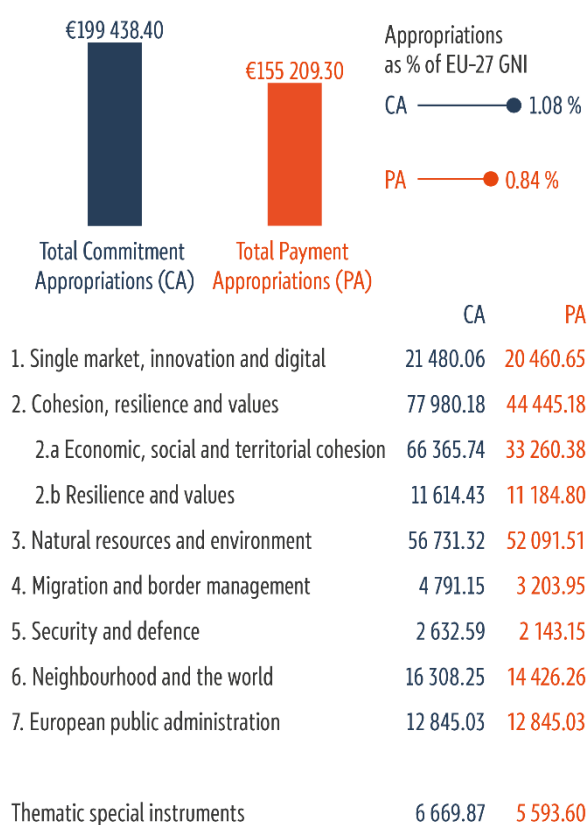
The 2025 EU budget includes an overall net increase of almost €24.6 million above the draft budget, including amending letter (AL) 1/2025. On its main political priority programmes, Parliament obtained top-ups of over €230.7 million.

Particularly noteworthy are the increases for humanitarian aid (€50 million); the Horizon Europe research programme (€25 million); the European Public Prosecutor's Office (EPPO) (€10 million, including funding for 14 seconded national expert posts); the Border Management and Visa Instrument (€10 million); the EU Civil Protection Mechanism (EUCPM) (€8 million); the LIFE programme (€5 million); military mobility (€6 million); and Europol (€5 million, including funding for 15 posts).

The Flexibility Instrument for 2025 mobilised more than €1.16 billion (€1.14 billion for sub-heading 2b 'Resilience and Values'; €15.6 million for heading 5 'Security and Defence'; €5.2 million for heading 6 'Neighbourhood and the World'; and €4.7 million for sub-heading 2a 'Economic, social and territorial cohesion'). The EURI Special Instrument is mobilised for the first time, allocating an additional €1.14 billion to the budget line for the NGEU borrowing costs. Moreover, the Single Margin Instrument was activated to provide €721 million in commitment appropriations for heading 7 'European public administration'. The package of 33 pilot projects and preparatory actions (PP/PA), of which 22 are new, for a total amount of €104.5 million in commitment appropriations was agreed as proposed by the Parliament.

Figure 1 – Agreed 2025 budget allocation of commitments and payments under each MFF heading

2025 budget, € million, current prices



Data source: [Council of the EU](#), 16 November 2024.



In a joint statement on payment appropriations, Parliament and the Council call on the Commission to continue closely and actively monitoring the implementation of current and previous MFF programmes (particularly those under sub-heading 2a and Rural Development) linked to the implementation of [Regional Emergency Support to Reconstruction \(RESTORE\)](#).

In another statement, Parliament, the Council and the Commission take note of the ongoing discussions on the RESTORE proposals to provide additional assistance to Member States affected by recent natural disasters. Pending the adoption of the legal basis, the payments linked to these proposals included in the amending letter (€3 billion) are only provisionally included in the adopted budget and will be released when the RESTORE proposals are adopted in line with Article 49(1) of the Financial Regulation.

Budgetary procedure for 2025

On 12 July 2024, the Commission adopted the [2025 draft budget](#) (DB 2025) with an overall volume of €199.7 billion in commitments (1.08 % of EU GNI) and €152.7 billion in payments (0.83 % of EU GNI), including special instruments. On 13 March, Parliament adopted its [guidelines for the 2025 budget](#), calling for 'a people-centred EU budget 2025'. On 13 September, the Council adopted its [position](#) on DB 2025, proposing to cut commitments by €1.52 billion and payments by €876 million across the MFF headings. On 10 October, the Commission published [Amending letter No 1/2025](#), lowering expenditure in DB 2025 by €303 million in commitments and increasing payments by over €2.6 billion.

On 7 October, the Committee on Budgets (BUDG) adopted [amendments](#) to the Council's position, and on 14 October it adopted an explanatory [motion for a resolution](#). BUDG set the overall level of commitments at almost €201 billion and payments at €153.5 billion. BUDG restored appropriations to DB 2025 levels on all lines cut by the Council. Moreover, it proposed specific increases for Parliament's priorities, including Horizon Europe, the Connecting Europe Facility, Digital Europe, Support for SMEs, EU4Health and Erasmus. The report proposed to make available a further €180 million in commitments for research by reusing unspent commitments in line with Article 15(3) of the Financial Regulation. Concerning the 'overrun costs' of borrowing for the NGEU recovery fund (i.e. the interest costs above the already programmed amounts), BUDG proposed, in line with the provisions in the revised MFF, to finance a bigger share (65 %) from the newly established EURI Special Instrument above the MFF ceilings.

On 23 October, Parliament [amended](#) the Council's position on DB 2025 on the basis of the BUDG report. The accompanying motion for a resolution agreed by BUDG and explaining Parliament's reading of the budget was rejected in plenary over controversy relating to amendments adopted on migration policy.

Parliament's President, in agreement with the President of the Council, convened the Conciliation Committee, which then had until 18 November to agree on the 2025 EU budget. The Conciliation Committee reached a provisional agreement on 16 November; the Council intends to adopt the joint text on 25 November, confirming the provisional agreement. Afterwards, Parliament plans to adopt the joint text during its November III plenary session. Parliament's President would then sign the budget into law and the 2025 EU budget would enter into force on 1 January 2025.

Budgetary procedure: [2024/0176\(BUD\)](#); Committee responsible: BUDG; Rapporteur: Victor Negrescu (S&D, Romania) for Section III – European Commission, and Niclas Herbst (EPP, Germany) for other sections. For updates on the 2025 budget, see the [EPRS blog](#).