

Brussels, 15 October 2025
(OR. en)

13970/25

FIN 1208

COVER NOTE

From:	Mr Piotr SERAFIN, Member of the European Commission
date of receipt:	15 October 2025
To:	Mr Nicolai WAMMEN, President of the Council of the European Union
Subject:	Proposal for the transfer of appropriations No DEC 17/2025 in Section III Commission - of the general budget for 2025 in accordance with Article 31(1) of the Financial Regulation

Delegations will find attached document BUDGET DEC(2025) 17.

Encl.: BUDGET DEC(2025) 17



EUROPEAN COMMISSION

BRUSSELS, 15/10/2025

GENERAL BUDGET - 2025

SECTION III - COMMISSION TITLES: 01, 02, 03, 04, 06, 07, 09, 16

TRANSFER OF APPROPRIATIONS N° **DEC 17/2025**

INTRODUCTION

In accordance with Article 31(1) of Regulation (EU, Euratom) 2024/2509, the present transfer proposes to move appropriations remaining available on the non-differentiated administrative support lines to the operational lines of the programmes or policy cluster to whose implementation they contribute. This concerns chapters under Heading 1 (ITER, Connecting Europe Facility, Digital Europe Programme, Single Market Programme and European Space Programme), Heading 2b (EU4Health, Creative Europe), Heading 3 (LIFE) and the Ukraine Facility.

The commitment and payment appropriations remaining available under the administrative support lines will be moved to the operational lines of the programmes, for a total amount of EUR 16 million.

GENERAL BUDGET - 2025

SECTION III - COMMISSION TITLES: 01, 02, 03, 04, 06, 07, 09, 16

TRANSFER OF APPROPRIATIONS N° DEC 17/2025

FROM							
CHAPTER	01 01	Support administrative expenditure of the "Research and Innovation" cluster	ITEM	01 01 03 01	Expenditure related to officials and temporary staff implementing ITER	Non-Diff	-1 500 000
			ITEM	01 01 03 02	External personnel implementing ITER	Non-Diff	-48 000
			ITEM	01 01 03 03	Other management expenditure for ITER	Non-Diff	-204 000
CHAPTER	02 01	Support administrative expenditure of the "European Strategic Investments" cluster	ITEM	02 01 21 02	Support expenditure for the Secretariat for performance review	Non-Diff	-781 158
			ITEM	02 01 21 74	European Climate, Infrastructure and Environment Executive Agency - Contribution from the Connecting Europe Facility - Transport	Non-Diff	-24 100
			ITEM	02 01 30 01	Support expenditure for the Digital Europe Programme	Non-Diff	-2 000 000
CHAPTER	03 01	Support administrative expenditure of the `Single Market- cluster	ITEM	03 01 01 01	Support expenditure for the Single Market Programme	Non-Diff	-1 030 000
CHAPTER	04 01	Support administrative expenditure of the `Space-cluster	ARTICLE	04 01 01	Support expenditure for the Union Space Programme	Non-Diff	-1 200 000
CHAPTER	06 01	Support administrative expenditure of the `Recovery and Resilience- cluster	ITEM	06 01 05 01	Support expenditure for the EU4Health Programme	Non-Diff	-114 000
			ITEM	06 01 05 73	European Health and Digital Executive Agency - Contribution from the EU4Health programme	Non-Diff	-195 879
CHAPTER	07 01	Support administrative expenditure of the "Investing in People, Social Cohesion and Values" cluster	ITEM	07 01 04 01	Support expenditure for Creative Europe	Non-Diff	-1 250 000
CHAPTER	09 01	Support administrative expenditure of the `Environment and Climate Action- Cluster	ITEM	09 01 01 01	Support expenditure for the Programme for the Environment and Climate Action (LIFE)	Non-Diff	-170 000
			ITEM	09 01 01 74	European Climate, Infrastructure and Environment Executive Agency - Contribution from the Programme for Environment and Climate Action (LIFE)	Non-Diff	-396 524
CHAPTER	16 01	Support administrative expenditure outside the annual ceilings set out in the Multiannual Financial Framework	ARTICLE	16 01 06	Support Expenditure for the Ukraine Facility	Non-Diff	-7 068 595

TO

CHAPTER	01 04	International Thermonuclear Experimental Reactor (ITER)	ARTICLE	01 04 01	Construction, operation and exploitation of the ITER facilities - European Joint Undertaking for ITER - and the Development of Fusion Energy	Commitments	1 752 000
			ARTICLE	01 04 01	Construction, operation and exploitation of the ITER facilities - European Joint Undertaking for ITER - and the Development of Fusion Energy	Payments	1 752 000
CHAPTER	02 03	Connecting Europe Facility (CEF)	ARTICLE	02 03 01	Connecting Europe Facility (CEF) - Transport	Commitments	805 258
			ARTICLE	02 03 01	Connecting Europe Facility (CEF) - Transport	Payments	805 258
CHAPTER	02 04	Digital Europe Programme	ITEM	02 04 05 01	Deployment	Commitments	2 000 000
			ITEM	02 04 05 01	Deployment	Payments	2 000 000
CHAPTER	03 02	Single Market Programme	ITEM	03 02 01 01	Operation and development of the internal market of goods and services	Commitments	915 000
			ITEM	03 02 01 01	Operation and development of the internal market of goods and services	Payments	915 000
			ARTICLE	03 02 06	Contributing to a high level of health and welfare for humans, animals and plants	Commitments	115 000
			ARTICLE	03 02 06	Contributing to a high level of health and welfare for humans, animals and plants	Payments	115 000
CHAPTER	04 02	Union Space Programme	ARTICLE	04 02 01	Galileo / EGNOS	Commitments	1 200 000
			ARTICLE	04 02 01	Galileo / EGNOS	Payments	1 200 000
CHAPTER	06 06	EU4Health Programme	ARTICLE	06 06 01	EU4Health Programme	Commitments	309 879
			ARTICLE	06 06 01	EU4Health Programme	Payments	309 879
CHAPTER	07 05	Creative Europe	ARTICLE	07 05 01	Culture strand	Commitments	200 000
			ARTICLE	07 05 01	Culture strand	Payments	200 000
			ARTICLE	07 05 02	Media strand	Commitments	1 050 000
			ARTICLE	07 05 02	Media strand	Payments	1 050 000
CHAPTER	09 02	Programme for the Environment and Climate Action (LIFE)	ARTICLE	09 02 01	Nature and biodiversity	Commitments	144 730
			ARTICLE	09 02 01	Nature and biodiversity	Payments	144 730

			<i>ARTICLE</i>	<i>09 02 03</i>	<i>Climate change mitigation and adaptation</i>	Commitments	222 060
			<i>ARTICLE</i>	<i>09 02 03</i>	<i>Climate change mitigation and adaptation</i>	Payments	222 060
			<i>ARTICLE</i>	<i>09 02 04</i>	<i>Clean energy transition</i>	Commitments	199 734
			<i>ARTICLE</i>	<i>09 02 04</i>	<i>Clean energy transition</i>	Payments	199 734
CHAPTER	16 06	Ukraine Facility	<i>ITEM</i>	<i>16 06 03 01</i>	<i>Union accession assistance and other measures</i>	Commitments	7 068 595
			<i>ITEM</i>	<i>16 06 03 01</i>	<i>Union accession assistance and other measures</i>	Payments	7 068 595

Line	Line Desc		Initial Budget + AB (1)	Transfers (2)	Utilisation (3)	Available amount (4)=(1)+(2)-(3)	Transfer proposed (5)	Change (5/1)	Total (4±5)
01 01 03 01	Expenditure related to officials and temporary staff implementing ITER	Non-Diff	6 260 760	0	4 760 760	1 500 000	-1 500 000	-23,96%	0
01 01 03 02	External personnel implementing ITER	Non-Diff	255 750	0	207 750	48 000	-48 000	-18,77%	0
01 01 03 03	Other management expenditure for ITER	Non-Diff	1 654 102	0	910 633	743 469	-204 000	-12,33%	539 469
01 04 01	Construction, operation and exploitation of the ITER facilities - European Joint Undertaking for ITER - and the Development of Fusion Energy	Commitments	478 335 069	0	478 335 069	0	1 752 000	0,37%	1 752 000
01 04 01	Construction, operation and exploitation of the ITER facilities - European Joint Undertaking for ITER - and the Development of Fusion Energy	Payments	633 898 679	0	473 213 274	160 685 405	1 752 000	0,28%	162 437 405
02 01 21 02	Support expenditure for the Secretariat for performance review	Non-Diff	1 337 500	-240 000	316 342	781 158	-781 158	-58,40%	0
02 01 21 74	European Climate, Infrastructure and Environment Executive Agency - Contribution from the Connecting Europe Facility - Transport	Non-Diff	7 810 100	0	7 786 000	24 100	-24 100	-0,31%	0
02 01 30 01	Support expenditure for the Digital Europe Programme	Non-Diff	19 175 251	0	14 326 445	4 848 806	-2 000 000	-10,43%	2 848 806
02 03 01	Connecting Europe Facility (CEF) - Transport	Commitments	1 662 889 897	0	1 639 239 858	23 650 039	805 258	0,05%	24 455 297
02 03 01	Connecting Europe Facility (CEF) - Transport	Payments	1 381 351 969	-1 000 000	265 404 320	1 114 947 649	805 258	0,06%	1 115 752 907
02 04 05 01	Deployment	Commitments	94 101 741	0	83 160 072	10 941 669	2 000 000	2,13%	12 941 669
02 04 05 01	Deployment	Payments	113 282 273	0	74 203 422	39 078 851	2 000 000	1,77%	41 078 851
03 01 01 01	Support expenditure for the Single Market Programme	Non-Diff	13 975 000	0	8 463 688	5 511 312	-1 030 000	-7,37%	4 481 312
03 02 01 01	Operation and development of the internal market of goods and services	Commitments	24 985 000	0	14 623 214	10 361 786	915 000	3,66%	11 276 786
03 02 01 01	Operation and development of the internal market of goods and services	Payments	20 662 707	0	17 329 540	3 333 167	915 000	4,43%	4 248 167
03 02 06	Contributing to a high level of health and welfare for humans, animals and plants	Commitments	240 498 884	0	86 492 713	154 006 171	115 000	0,05%	154 121 171
03 02 06	Contributing to a high level of health and welfare for humans, animals and plants	Payments	220 000 000	-355 091	142 740 399	76 904 510	115 000	0,05%	77 019 510
04 01 01	Support expenditure for the Union Space Programme	Non-Diff	8 050 000	0	4 066 879	3 983 121	-1 200 000	-14,91%	2 783 121
04 02 01	Galileo / EGNOS	Commitments	1 220 732 673	0	1 220 732 673	0	1 200 000	0,10%	1 200 000
04 02 01	Galileo / EGNOS	Payments	1 090 000 000	0	478 761 709	611 238 291	1 200 000	0,11%	612 438 291
06 01 05 01	Support expenditure for the EU4Health Programme	Non-Diff	7 227 453	0	5 942 441	1 285 012	-114 000	-1,58%	1 171 012
06 01 05 73	European Health and Digital Executive Agency - Contribution from the EU4Health programme	Non-Diff	19 442 554	0	19 246 675	195 879	-195 879	-1,01%	0
06 06 01	EU4Health Programme	Commitments	555 939 966	0	6 073 592	549 866 374	309 879	0,06%	550 176 253
06 06 01	EU4Health Programme	Payments	553 000 000	0	313 425 226	239 574 774	309 879	0,06%	239 884 653
07 01 04 01	Support expenditure for Creative Europe	Non-Diff	6 287 469	0	4 081 663	2 205 806	-1 250 000	-19,88%	955 806

Line	Line Desc		Initial Budget + AB (1)	Transfers (2)	Utilisation (3)	Available amount (4)=(1)+(2)-(3)	Transfer proposed (5)	Change (5/1)	Total (4±5)
07 05 01	Culture strand	Commitments	107 894 641	0	49 338 576	58 556 065	200 000	0,19%	58 756 065
07 05 01	Culture strand	Payments	109 761 016	-4 666 721	40 969 823	64 124 472	200 000	0,18%	64 324 472
07 05 02	Media strand	Commitments	189 459 771	0	130 605 201	58 854 570	1 050 000	0,55%	59 904 570
07 05 02	Media strand	Payments	175 353 553	0	142 213 717	33 139 836	1 050 000	0,60%	34 189 836
09 01 01 01	Support expenditure for the Programme for the Environment and Climate Action (LIFE)	Non-Diff	10 552 540	0	8 999 096	1 553 444	-170 000	-1,61%	1 383 444
09 01 01 74	European Climate, Infrastructure and Environment Executive Agency - Contribution from the Programme for Environment and Climate Action (LIFE)	Non-Diff	17 258 107	0	16 861 583	396 524	-396 524	-2,30%	0
09 02 01	Nature and biodiversity	Commitments	305 344 360	0	272 644 963	32 699 397	144 730	0,05%	32 844 127
09 02 01	Nature and biodiversity	Payments	154 909 483	-13 000 000	102 275 628	39 633 855	144 730	0,09%	39 778 585
09 02 03	Climate change mitigation and adaptation	Commitments	123 165 910	0	113 416 740	9 749 170	222 060	0,18%	9 971 230
09 02 03	Climate change mitigation and adaptation	Payments	89 966 414	0	79 503 679	10 462 735	222 060	0,25%	10 684 795
09 02 04	Clean energy transition	Commitments	136 328 440	0	111 179 809	25 148 631	199 734	0,15%	25 348 365
09 02 04	Clean energy transition	Payments	91 852 076	13 049 760	84 928 286	19 973 550	199 734	0,22%	20 173 284
*16 01 06	Support Expenditure for the Ukraine Facility	Non-Diff	73 704 438	-21 629 834	22 812 745	29 261 859	-7 068 595	-9,59%	22 193 263
*16 06 03 01	Union accession assistance and other measures	Commitments	155 000 000	21 629 834	155 515 000	21 114 834	7 068 595	4,56%	28 183 429
*16 06 03 01	Union accession assistance and other measures	Payments	78 335 000	21 629 834	9 934 348	90 030 486	7 068 595	9,02%	97 099 081
Total DECREASE Payments							0		
Total INCREASE Payments							15 982 256		
Total DECREASE Commitments							0		
Total INCREASE Commitments							15 982 256		
Total DECREASE Non-Diff							-15 982 256		
Total INCREASE Non-Diff							0		

*Please note that the amounts shown for lines 16 01 06 and 16 06 03 01 include appropriations carried over from the financial year 2024 in accordance with Recital 54 and Article 12 of Regulation (EU) 2024/792 as part of the amounts proposed for transfer can be made available from the carried over appropriations on budget line 16 01 06.

Justifications

Decreased 01 01 03 01

Expenditure related to officials and temporary staff implementing ITER

The decrease of EUR 1,5 million is due to delays in the recruitment planning of officials through the year. This amount can be transferred to the operational line 01 04 01 which shows absorption capacity due to increased needs in operational expenditure.

Decreased 01 01 03 02

External personnel implementing ITER

The decrease of EUR 48 000 is due to the slower than foreseen recruitments. This amount can be transferred to the operational line 01 04 01 which shows absorption capacity due to increased needs in operational expenditure.

Decreased 01 01 03 03

Other management expenditure for ITER

The decrease of EUR 0,2 million is mainly due to a reassessment of the needs for missions, experts, and procurement contracts. This amount can be transferred to the operational line 01 04 01 which shows absorption capacity due to increased needs in operational expenditure.

Increased 01 04 01

Construction, operation and exploitation of the ITER facilities — European Joint Undertaking for ITER — and the Development of Fusion Energy

With respect to Fusion for Energy, the needs for current and future years are regularly reassessed by the Joint Undertaking (JU) and the Commission. Due to the good advancement of the International Thermonuclear Experimental Reactor (ITER) project, the JU has increased needs in operational expenditure, both in commitments and payments, primarily for the Chapter "ITER construction including site preparation" of the JU budget. Therefore, EUR 1,8 million are proposed to be transferred to the line from the ITER support expenditure lines.

Decreased 02 01 21 02

Support expenditure for the Secretariat for performance review

The establishment of the Performance Review Board (PRB) Secretariat was delayed. As a result, the recruitment of the PRB Secretariat's staff was also delayed with some contracts starting later than initially foreseen (April 2025) and other costs, such as missions, were also reduced consequently. Therefore, an amount of EUR 0,8 million can be transferred to the CEF Transport operational line.

Decreased 02 01 21 74

European Climate, Infrastructure and Environment Executive Agency — Contribution from the Connecting Europe Facility — Transport

An amount of EUR 24 100 can be transferred to the CEF Transport operational line, due to lower staff costs at the European Climate, Infrastructure and Environment Executive Agency (CINEA), mainly resulting from a higher-than-expected average vacancy rate and lower-than-estimated annual travel allowances.

Decreased 02 01 30 01

Support expenditure for the Digital Europe Programme

As of 1 September 2025, the Commission has 52 staff contracts in place for the AI Office, while a total of 80 FTEs were planned for 2025. As the AI Office requires a very high-profile staff, with extensive expertise in the related field, the recruitment can be complicated. As a consequence, the recruitment of the required number of contract agents for 2025 has been subject to delays, resulting in a surplus of EUR 2 million on the AI Office administrative budget line. This surplus can be implemented on the Deployment operational line.

Increased 02 03 01

Connecting Europe Facility (CEF) — Transport

The surplus of EUR 0,8 million on the support expenditure lines 02 01 21 02 and 02 01 21 74 is proposed to be transferred to the CEF Transport operational line which shows absorption capacity for the multi-annual instalments of the grants awarded.

Increased 02 04 05 01

Deployment

The surplus of EUR 2 million on the support expenditure line 02 01 30 01 can be absorbed into the Deployment operational line, as it finances the Programme Support Actions, and the number of studies to be funded has increased.

Decreased 03 01 01 01

Support expenditure for the Single Market Programme

Due to a slower-than-anticipated pace in the initiation of certain actions, the signature of several related contracts will need to be deferred to 2026. Therefore, EUR 1 million can be transferred to the related operational lines.

Increased 03 02 01 01

Operation and development of the internal market of goods and services

Due to unforeseen shifts in budget implementation, several projects under the Internal Market budget line require additional funding, and certain significant legal obligations originally scheduled for 2026 now need to be implemented earlier. Therefore, EUR 0,9 million are proposed to be transferred from the support expenditure line of the Single Market Programme.

Increased 03 02 06

Contributing to a high level of health and welfare for humans, animals and plants

Due to delays in the launch of certain actions and related contracts and studies, EUR 0,1 million are proposed to be transferred from the support expenditure line of the Single Market Programme (SMP) to the SMP Food strand, which shows the capacity to absorb the unused credits.

Decreased 04 01 01

Support expenditure for the Union Space Programme

The decrease is due to lower technical assistance needs for Galileo/EGNOS. A similar decrease is also reflected in the 2026 draft budget proposal, in which a lower budget has been requested for the support expenditure line compared to the initial financial programming. Therefore, an amount of EUR 1,2 million can be transferred to the Galileo/EGNOS operational line.

Increased 04 02 01

Galileo / EGNOS

The increase of EUR 1,2 million is the result of lower technical assistance needs in the support expenditure line for Galileo/EGNOS. A similar increase is also reflected in the 2026 draft budget proposal, where the operational line of Galileo is increased by reducing the support expenditure line compared to the initial financial programming.

Decreased 06 01 05 01

Support expenditure for the EU4Health Programme

Some actions planned under the support expenditure for the EU4Health programme have been delayed, therefore EUR 0,1 million can be transferred to the operational budget line to be used in line with the work programme.

Decreased 06 01 05 73

European Health and Digital Executive Agency — Contribution from the EU4Health programme

The final 2025 budget needs of the European Health and Digital Executive Agency (HaDEA) will be lower than the voted budget. As a result, EUR 0,2 million can be transferred to the operational budget line of the EU4Health programme.

Increased 06 06 01

EU4Health Programme

The amount of EUR 0,3 million is the result of surpluses identified on the support expenditure lines 06 01 05 01 and 06 01 05 73, respectively releasing EUR 0,1 million due to delays in the planned actions, and EUR 0,2 million due to lower-than-estimated needs for the European Health and Digital Executive Agency (HaDEA).

Decreased 07 01 04 01

Support expenditure for Creative Europe

The revised planning of expenses under 'Support expenditure for Creative Europe' shows a surplus of EUR 1,3 million, which is mainly due to a reduced number of approved studies and events. This amount can be transferred to budget line 07 05 01 'Culture strand' to support additional projects (Cooperation measures) in the field of Culture implemented by the European Education and Culture Executive Agency (EACEA), and to budget line 07 05 02 'MEDIA strand'.

Increased 07 05 01

Culture strand

The revised planning of expenses under budget line 07 01 04 01 'Support expenditure for Creative Europe' shows a surplus of EUR 0,2 million that can be transferred to the 'Culture strand' budget line to support additional projects (Cooperation measures) in the field of Culture implemented by the European Education and Culture Executive Agency (EACEA).

Increased 07 05 02

Media strand

Due to a reduced number of approved studies and events, the budgetary needs of the administrative line 07 01 04 01 'Support expenditure for Creative Europe' will be lower than estimated. The surplus of EUR 1,1 million can be implemented on the 'MEDIA strand' budget line.

Decreased 09 01 01 01

Support expenditure for the Programme for the Environment and Climate Action (LIFE)

Due to lower than initially estimated needs on the support expenditure line of the LIFE programme, EUR 0,2 million can be transferred to the related operational lines.

Decreased 09 01 01 74

European Climate, Infrastructure and Environment Executive Agency — Contribution from the Programme for Environment and Climate Action (LIFE)

An amount of EUR 0,4 million is proposed to be transferred to the operational lines of the LIFE programme due to lower than initially estimated staff costs at the European Climate, Infrastructure and Environment Executive Agency (CINEA). In particular, this surplus is explained by the following factors: higher average vacancy rate, lower annual travel allowance, lower reclassification costs and higher impact of parental leave in the summer months.

Increased 09 02 01

Nature and biodiversity

Due to savings related to staff costs identified by the European Climate, Infrastructure and Environment Executive Agency (CINEA) under budget line 09 01 01 74, an amount of EUR 0,1 million is proposed to be transferred to the Nature and biodiversity line.

Increased 09 02 03

Climate change mitigation and adaptation

An amount of EUR 0,2 million is proposed to be transferred to the operation line 09 02 03 as a result of surpluses identified on the administrative lines of the LIFE programmes.

Increased 09 02 04

Clean energy transition

Due to savings related to staff costs identified by the European Climate, Infrastructure and Environment Executive Agency (CINEA) under budget line 09 01 01 74, an amount of EUR 0,2 million is proposed to be transferred to the Clean energy transition line.

Decreased 16 01 06

Support Expenditure for the Ukraine Facility

Due to the delays observed in the recruitment and contracting processes for establishing the Ukraine Facility, EUR 7,1 million (EUR 4,4 million of 2025 fresh appropriations and EUR 2,6 million of appropriations carried over from the financial year 2024) can be transferred to the operational budget line. As the staff is now fully recruited and activities are fully operational.

Increased 16 06 03 01

Union accession assistance and other measures

The EUR 7,1 million surplus (EUR 4,4 million of 2025 fresh appropriations and EUR 2,6 million of appropriations carried over from the financial year 2024) identified on the Ukraine Facility support expenditure line is proposed to be transferred to fund project-based assistance under the 'Union Accession Assistance and other measures' budget line. Within the Facility's architecture, this support is channelled through the action "Technical Cooperation Facility Ukraine". This action underpins Ukraine's progressive alignment with the EU acquis in view of future EU membership, while also supporting the implementation of the Ukraine Plan. At the same time, it strengthens Ukraine's resilience and capacity to respond to the consequences of Russia's war of aggression, including through urgent repairs of energy infrastructure. It funds projects implemented in partnership with EU Member States in a Team Europe approach, and provides support to civil society, media, and human rights actors.