

Brussels, 13 November 2025
(OR. en)

15199/25

AGRI 592
AGRIFIN 141
FIN 1329

COVER NOTE

From: Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director

date of receipt: 10 November 2025

To: Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union

No. Cion doc.: COM(2025) 684 final

Subject: REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL on EAGF expenditure Early Warning System 1-6/2025

Delegations will find attached document COM(2025) 684 final.

Encl.: COM(2025) 684 final



Brussels, 4.11.2025
COM(2025) 684 final

**REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND
THE COUNCIL**

on EAGF expenditure

Early Warning System 1-6/2025

1. THE 2025 EAGF BUDGET PROCEDURE

On 27 November 2024 the European Parliament adopted the 2025 general budget of the European Union. The budget for the European Agricultural Guarantee Fund (EAGF) amounts to EUR 39 975.9 million of commitment appropriations and EUR 40 030.7 million of payment appropriations. The reason for the different amounts for both types of appropriations is the use of differentiated appropriations for certain measures directly implemented by the Commission. These relate mainly to promotion measures for agricultural products and to policy strategy, coordination and audit measures.

2. REVENUE ASSIGNED TO THE EAGF

Based on the provisions of Article 45 of Regulation (EU) 2021/2116, revenue originating from financial corrections under accounting and performance clearance decisions and irregularities constitutes revenue assigned to the financing of EAGF expenditure.

According to Article 45(2), assigned revenue can be reused to cover the financing needs of any EAGF expenditure. The assigned revenue collected and left unused within the financial year is automatically carried over to the following financial year¹.

The 2025 EAGF budget includes:

- the Commission's estimates of the financing needs for market measures (including the agricultural reserve) and direct payments under shared management and other expenditure under direct management;
- the estimates of assigned revenue to be collected during the financial year;
- and the carry-over of the balance of assigned revenue that was still available from the previous financial year.

In its proposal for the 2025 EAGF budget appropriations, the Commission took into consideration the total expected assigned revenue. For the 2025 budget the Commission requested a level of appropriations calculated by deducting the estimated assigned revenue from the estimated needs. The Budgetary Authority adopted the EAGF budget for 2025 taking account of the expected assigned revenue.

At the time of establishing the 2025 budget, the Commission's estimate of the available assigned revenue was EUR 949.4 million out of which EUR 554.4 million carried over from Budget 2024. The Commission considered this carried-over amount and estimated revenue to be collected in 2025 when requesting the appropriations for the basic income

¹ Art 12(4)(b) of 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 determines that appropriations corresponding to internal assigned revenue may be carried over only to the following financial year. Therefore, in the interests of sound budget management, this assigned revenue is generally used first before the voted appropriation of the concerned budget article.

support for sustainability (item 08 02 04 01). The sum of the voted appropriations for this scheme and the estimated assigned revenue is equal to EUR 18 959 million.

The assigned revenue eventually carried over from 2024 was marginally higher at EUR 555.8 million.

3. TABLE PROVISIONAL CONSUMPTION ON 30/04/2025

This report presents the provisional implementation of the 2025 budget for the EAGF on 30/04/2025, with details given in the below table.

A comparison is made of the implementation level with the expenditure profile of the early warning system set up in accordance with Article 19 of Regulation (EU) 2021/2116.

Budget 2025 ⁽¹⁾
PROVISIONAL CONSUMPTION OF THE EAGF APPROPRIATIONS

Situation on 30/04/2025
in Eur million

	Appropriations Budget ⁽²⁾	Consumption from November to April	Utilisation	Consumption profile as at April		Gap between implementation and profile	
				EUR mio	%	EUR mio	%
				A	B	C=B/A	D
Expenditure	39.975,9	35.014,7	87,6%	85,0%	33.990,7	2,6%	1.024,0
08 01 Support administrative expenditure of the "Agriculture and Maritime Policy" Cluster	2,7	2,3	83,9%	81,1%	2,2	2,8%	0,1
08 01 01 Support expenditure for the "European Agricultural Guarantee Fund"	2,7	2,3	83,9%	81,1%	2,2	2,8%	0,1
08 02 European Agricultural Guarantee Fund (EAGF)	39.973,2	35.012,4	87,6%	85,0%	33.988,5	2,6%	1.023,9
08 02 01 Agricultural reserve (* p.2)	280,2	191,8	68,4%				
08 02 02 Types of interventions in certain sectors under the CAP Strategic Plans	1.795,2	462,9	25,8%	21,5%	386,5	4,3%	76,4
08 02 02 01 Fruit and vegetables sector	769,0	133,9	17,4%	14,6%	112,5	2,8%	21,5
08 02 02 02 Apiculture products sector	58,0	3,4	5,8%	6,5%	3,8	-0,7%	-0,4
08 02 02 03 Wine sector	884,0	311,8	35,3%	27,0%	238,5	8,3%	73,4
08 02 02 04 Hops sector	2,2	2,2	100,0%	100,0%	2,2	0,0%	0,0
08 02 02 05 Olive oil and table olives sector	45,0	3,4	7,6%	45,1%	20,3	-37,4%	-16,8
08 02 02 06 Other sectors	37,0	8,1	22,0%	25,2%	9,3	-3,2%	-1,2
08 02 03 Market-related expenditure outside the CAP Strategic Plans	1.065,0	475,7	44,7%	42,7%	455,2	1,9%	20,5
08 02 03 01 POSEI and Smaller Aegean Islands (excluding direct payments)	226,0	156,1	69,1%	67,8%	153,3	1,3%	2,9
08 02 03 02 Promotion of agricultural products — Simple programmes under shared management	81,0	27,4	33,9%	36,8%	29,8	-2,9%	-2,4
08 02 03 03 Promotion of agricultural products — Multi-programmes and actions implemented by the Commission under direct management	40,0	0,7	1,6%	0,0%	0,0	1,6%	0,7
08 02 03 04 School schemes	200,0	116,6	58,3%	53,8%	107,7	4,5%	8,9
08 02 03 05 Olive oil	p.m.	0,0					
08 02 03 06 Fruit and vegetables	393,0	92,1	23,4%	20,2%	79,6	3,2%	12,5
08 02 03 07 Wine	125,0	82,8	66,3%	67,9%	84,9	-1,7%	-2,1
08 02 03 08 Apiculture	p.m.	0,0					
08 02 03 09 Hops	p.m.	0,0					
08 02 03 10 Public and private storage measures	p.m.	0,0					
08 02 04 Direct payments types of interventions under the CAP Strategic Plans	36.143,6	33.493,1	92,7%	90,7%	32.784,7	2,0%	708,4
08 02 04 01 Basic income support for sustainability (** p.2)	18.009,6	17.821,8	99,0%	97,9%	17.640,0	1,0%	181,8
08 02 04 02 Complementary redistributive income support for sustainability	4.019,0	3.799,6	94,5%	95,2%	3.825,6	-0,6%	-26,0
08 02 04 03 Complementary income support for young farmers	700,0	602,8	86,1%	84,5%	591,2	1,7%	11,6
08 02 04 04 Schemes for the climate and the environment	8.701,0	7.423,8	85,3%	80,1%	6.968,8	5,2%	455,1
08 02 04 05 Coupled income support	4.472,0	3.642,7	81,5%	79,3%	3.545,6	2,2%	97,1
08 02 04 06 Crop-specific payment for cotton	242,0	202,2	83,6%	88,2%	213,5	-4,6%	-11,2
08 02 05 Direct payments outside the CAP Strategic Plans	474,0	326,1	68,8%	68,6%	324,9	0,3%	1,2
08 02 05 01 POSEI and Smaller Aegean Islands (direct payments)	444,0	307,4	69,2%	68,7%	305,0	0,5%	2,4
08 02 05 02 Single area payment scheme (SAPS)	2,8	1,0	37,4%	62,1%	1,7	-24,7%	-0,7
08 02 05 03 Redistributive payment	0,2	0,2	104,6%	76,0%	0,2	28,6%	0,1
08 02 05 04 Basic payment scheme (BPS)	13,0	9,2	71,1%	66,2%	8,6	4,9%	0,6
08 02 05 05 Payment for agricultural practices beneficial for the climate and the environment	9,3	5,7	61,6%	68,2%	6,3	-6,6%	-0,6
08 02 05 06 Payment for farmers in areas with natural constraints	p.m.	0,0					
08 02 05 07 Payment for young farmers	0,6	0,3	53,6%	66,9%	0,4	-13,3%	-0,1
08 02 05 08 Crop-specific payment for cotton	0,2	0,2	81,1%	89,6%	0,2	-8,5%	0,0
08 02 05 09 Voluntary coupled support scheme	3,6	1,8	48,6%	64,0%	2,3	-15,3%	-0,6
08 02 05 10 Small farmers scheme	0,3	0,3	91,8%	70,5%	0,2	21,4%	0,1
08 02 06 Policy strategy, coordination and audit	214,7	62,5	29,1%	17,2%	36,9	11,9%	25,6
08 02 06 01 Financial corrections in favour of Member States following clearance of accounts and conformity clearance decisions	113,1	0,0	0,0%	0,0%	0,0	0,0%	0,0
08 02 06 02 Settlement of disputes	p.m.	3,4					
08 02 06 03 EAGF — Operational technical assistance	101,6	59,1	58,2%	36,3%	36,9	21,9%	22,2
08 02 99 Completion of previous programmes and activities	0,5	0,3	62,5%	52,3%	0,3	10,2%	0,1

⁽¹⁾ Financial year = 16/10/2024 to 15/10/2025 but expenditure under Commission direct management possible until 31/12/2025.

⁽²⁾ It concerns the commitment appropriations.

Budget 2025 ⁽¹⁾
PROVISIONAL CONSUMPTION OF THE EAGF APPROPRIATIONS

Situation on 30/04/2025
in Eur million

		Appropriations Budget ⁽²⁾	Consumption from November to April	Utilisation	Consumption profile as at April		Gap between implementation and profile	
					EUR mio	EUR mio	%	EUR mio
		A	B	C=B/A	D	E=D*A	F=C-D	G=B-E
(*) Agricultural reserve including the 366,5 million euro carried over from financial year 2024:								
08 02 01	Agricultural reserve - including carry-over from previous financial year ⁽⁵⁾	646.7	191.8	29.7%				
(**) For information only: expenditure against original appropriations and assigned revenue								
08 02 04 01	Basic income support for sustainability - including assigned revenue	18,959.0	17,821.8	94.0%	97.9%	18,569.9	-3.9%	-748.1
Assigned Revenue (3) (4)		949.4	685.7	72.2%				
6 2 0 0	European Agricultural Guarantee Fund — assigned revenue estimated to collect in the financial year	395.0	129.9	32.9%				
	Assigned revenue carried over from previous financial year	554.4	555.8	100.3%				

⁽¹⁾ Financial year = 16/10/2024 to 15/10/2025 but expenditure under Commission direct management possible until 31/12/2025.

⁽²⁾ It concerns the commitment appropriations.

⁽³⁾ Revenue assigned to the Basic Income Support for Sustainability, to reduce the need for budget appropriations.

⁽⁴⁾ Including assigned revenue from the U.K. that was a Member State until 31/01/2020

⁽⁵⁾ This includes the total implementation, including fresh appropriations and appropriations carried over from previous year(s).

4. COMMENTS ON THE 2025 AGRICULTURAL RESERVE

Budget 2025 includes an amount of EUR 646.7 million for the agricultural reserve, including a carry-over of EUR 366.5 million from Budget 2024.

Three measures, allocating EUR 113.7 million, have been adopted so far this budget year².

² Commission Implementing Regulation (EU) 2025/441 of 6 March 2025 providing for emergency financial support for the agricultural sectors affected by adverse climatic events and natural disasters in Spain, Croatia, Cyprus, Latvia and Hungary, in accordance with Regulation (EU) No 1308/2013 of the European Parliament and of the Council. (OJ L, 2025/441, 10.3.2025

ELI: http://data.europa.eu/eli/reg_impl/2025/441/oj

Commission Implementing Regulation (EU) 2025/1137 of 10 June 2025 providing for emergency financial support for the agricultural sectors affected by adverse climatic events and natural disasters in Czechia and Slovenia, in accordance with Regulation (EU) No 1308/2013 of the European Parliament and of the Council. (OJ L, 2025/1137, 11.6.2025

ELI: http://data.europa.eu/eli/reg_impl/2025/1137/oj

Commission Implementing Regulation (EU) 2025/1145 of 10 June 2025 on exceptional support measures for the milk and pigmeat sectors in Germany (OJ L, 2025/1145, 11.6.2025

ELI: http://data.europa.eu/eli/reg_impl/2025/1145/oj

The total expenditure made for the agricultural reserve by end April, for measures adopted in financial year 2024 with an eligibility date in financial year 2025, amounts to EUR 191.8 million.

5. COMMENTS ON THE PROVISIONAL IMPLEMENTATION OF THE 2025 EAGF BUDGET

The provisional execution of the 2025 EAGF budget appropriations, for the period up to 30 April 2025, is slightly above the calculated expenditure profile (2.6 % points).

Contrary to the previous financial years, the expenditure for the overall sectoral types of interventions under the CAP Strategic Plans (08 02 02) shows an upward deviation from the profile.

Most of the direct payments types of intervention under the CSP (08 02 04) show budget execution that exceeds expectations.

An amount of EUR 685.7 million of assigned revenue (6 2 0 0) is already available and additional amounts are expected to be collected during the financial year.

On the basis of the data available until end of April, the Commission services assume that the voted appropriations, together with the amount of assigned revenue expected to be available at the end of the financial year, will be sufficient to cover all expenditure.