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Subject: Budget guidelines for 2025
– *Council conclusions (12 March 2024)*

Delegations will find in the Annex the Council conclusions on the budget guidelines for 2025, as approved by the Council (Economic and Financial Affairs) at its 4012th meeting held on 12 March 2024.

COUNCIL CONCLUSIONS
ON THE BUDGET GUIDELINES FOR 2025

1. The Council underlines that the EU budget for 2025 has a key role in the development and delivery of the long-term objectives and political priorities agreed by the Union. The Council underlines the importance that all institutions take due account of all the relevant elements included in the European Council conclusions of 1 February 2024¹.
2. In the context of the still ongoing Russian war of aggression against Ukraine, the Council reconfirms that the European Union remains committed to providing, along with partners, financial relief to Ukraine, for as long as it takes, and supporting its resilience and long-term reconstruction. The Council stresses the importance for the budget for 2025 to continue showing the Union's solidarity with the people of Ukraine and to respond to the related crises.
3. The Council recalls the principle of solidarity and underlines that effective use of the EU budget will bolster the credibility of the Union with the European citizens.
4. The Council reiterates that the budget should be established in accordance with the budgetary principles set out in the Financial Regulation², notably the principles of unity, annuality, sound financial management and transparency.

¹ Doc. EUCO 2/24.

² Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012 (OJ L 193, 30.7.2018, p. 1), as amended by Regulation 2022/2434 (OJ L 319, 13.12.2022, p. 1).

5. The Council considers that the budget for 2025 should be realistic, in line with actual needs, ensure prudent budgeting and, without prejudice to the provisions of the Interinstitutional Agreement (IIA)³, leave sufficient margins under the multiannual financial framework (MFF) ceilings to deal with unforeseen circumstances and address the Union's challenges. At the same time, the budget for 2025 should provide sufficient resources to ensure the implementation of Union programmes and to allow commitments already made under the current MFF to be paid in due time. To this end, if necessary and in duly justified cases, after implementing all possible reallocations within the budget, adequate appropriations should be ensured through the use of available flexibilities, in order to avoid any unpaid claims submitted by the Member States. The level of outstanding commitments (RAL) should be continuously monitored to avoid creating an excessive backlog.
6. The Council urges the Commission to align the draft budget for 2025 with the agreement on the revised MFF 2021-2027, as outlined in the European Council conclusions of 1 February 2024. In this regard, the Council stresses the need that the Commission identifies the redeployments necessary to finance the priorities laid down in the revised MFF 2021-2027, as well as the decommitments that are being made available again. The Council calls on the Commission to take into account and reflect in the draft budget for 2025 all the commonly agreed priorities, including migration, taking into account the balance between commitment and payment appropriations and ensuring sufficient funding for the NDICI cushion. The reused decommitments within NDICI and IPA, as well as the freed-up amounts as a result of the inclusion in the Ukraine Facility of the cost of financial support to Ukraine decided upon in 2022 shall support the new priorities identified in the European Council conclusions.

³ Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council of the European Union and the European Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management, as well as on new own resources, including a roadmap towards the introduction of new own resources (OJ L 433I, 22.12.2020, p. 28).

7. The Council stresses the need for all Union institutions, bodies, offices and agencies to respect and comply with all elements of the revised MFF 2021-2027 when establishing and implementing the budget for 2025.
8. In addition, the Council underlines that budgetary discipline should be maintained by all Union institutions, bodies, offices and agencies, and stresses the need to budget only expenditure items considered necessary. The Council underlines the need for the Commission to honour the previous assurances given in respect of what is considered necessary. Furthermore, the Council points out that the additional amounts included in the budget, such as from the re-use of decommitments under Article 15(3) Financial Regulation, should be fully compliant with and limited to the agreement on the revised MFF 2021-2027.
9. The Council reaffirms that the ceiling for heading 7 of the MFF 2021-2027 is founded on the premise that all Union institutions adopt a comprehensive and strict approach for ensuring that staff resources are optimized in respect of the stable staffing principle, as well as for achieving efficiency gains in non-salary related administrative expenditure. Several years of increases in the staff levels, particularly of the European Parliament but also of some other institutions, are undermining the institutional balance and putting heading 7 under significant pressure. That pressure is being amplified by the applicable method of automatic salary updates and general price changes in the continuing inflationary environment. The Council therefore continues to support a common approach to contain that heading and calls on all Union institutions to adopt a prudent building policy. Where appropriate, in light of the above, it calls on the Commission to exercise its powers under Article 314(1) TFEU. In this context, the Council reiterates its requests (already made in 2022) towards the Commission, to present, and without prejudice to its right of initiative, in line with Article 241 TFEU, effective measures to ensure that the current ceilings of heading 7 of the MFF would not be exceeded and that the special instruments will not be mobilized for this heading. This request should be addressed in a timetable compatible with the negotiation of the budget for 2025, and in any case before the 1st of June 2024.

10. The Council invites the Commission to consider the increased accuracy in the long term of Member States' forecasts⁴ when estimating the level of payments in the draft budget. The Council emphasises the need for predictability of both Member States' contributions to the Union budget and payments from the Union budget to Member States, recalling that accurate budgeting avoids unwelcome challenges for national budgets. In this regard, the Council invites the Commission to provide in a transparent way accurate and reliable forecasts of all revenues, including reflows, fines and the annual amount payable by the United Kingdom in 2025 in accordance with the Withdrawal Agreement⁵, which will allow Member States to assess their expected contribution to the Union budget in a timely manner.
11. The Council underlines that corrective budgetary tools, such as amending budgets, should be kept to a justified minimum, introduced in a timely manner in order to allow for proper examination and to avoid disruptions in the functioning of Union programmes and financed primarily by redeployments. In particular, the Council invites the Commission to present revenue driven draft amending budgets separately and without delay, once the relevant information becomes available. The Council remains strongly committed to take a position on draft amending budgets as soon as possible.
12. In order for the national parliaments to have adequate time to carry out detailed scrutiny and for the Council to thoroughly prepare its position, the Council calls on the Commission to present the draft budget for 2025 as soon as possible, and preferably by week 22. It also encourages the Commission to continuously improve the content of its budgetary documents by making them simpler, more concise and transparent, and to ensure that the most recent data is available. The Council invites the Commission to include, in a reserve, commitment and payment appropriations foreseen for new legal acts or amendments to existing legal acts not yet adopted, in line with the provisions of the Financial Regulation.

⁴ As reported in Table 1 of Cohesion policy overview and Member States' forecasts of 13 April 2023 (WK 4778/2023).

⁵ Agreement on the Withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and the European Atomic Energy Community (OJ L 29, 31.1.2020, p. 7).

13. In addition, the Council urges the Commission to accompany the draft budget with the complete set of applicable documents listed in Article 41 Financial Regulation. The Council calls on the Commission to guarantee full transparency and visibility of all funds under the EURI by providing all relevant information in a timely manner, including summary tables on budget appropriations, as well as an overview on how to finance the EURI interest payments cost overruns from 2025 to 2027 in accordance with the revised MFF 2021-2027.
14. The Council calls on the Commission to regularly inform Member States on the assigned revenue entered in the budget, including from the EURI and the Trade and Cooperation Agreement with the United Kingdom⁶, and to comply with its obligations in the Financial Regulation as regards other assigned revenue allocated to certain programmes in accordance with the agreement on the revised MFF 2021-2027.
15. The Council stresses the importance of transparency on the financing costs of the EURI and of the financial assistance referred to in Article 220a Financial Regulation, the management of debt and all other liabilities of the Union budget. Therefore, the Council calls on the Commission to provide, in due time, updates on the available funds for EURI interest payments and the interest payments related to the financial assistance referred to in Article 220a Financial Regulation.

⁶ Trade and Cooperation Agreement between the European Union and the European Atomic Energy Community, of the one part, and the United Kingdom of Great Britain and Northern Ireland, of the other part, Part Five on Participation in Union programmes, Sound Financial Management and Financial Provisions and the related protocol (OJ L 444, 31.12.2020, p. 14).

16. In line with the agreement on the revised MFF 2021-2027, the Council invites the Commission to provide in the budget for 2025 sufficient means to contribute to fulfil the legal obligation of the Union to meet in time and in full the NGEU interest payments, with a view to supplementing, if need be, the current provisions in heading 2b. To this aim a cascade mechanism has been introduced to ensure that the necessary amounts are available for paying the costs of the interest and coupon payments due. In line with points 16 and 17 of the conclusions of the European Council of 1 February 2024 and Recital 12 of the amended MFF Regulation⁷, if the NGEU interest payments cost cannot be met from the existing EURI budget line in heading 2b, financing will be sought to cover a substantial part of the necessary amounts, as far as possible, with a view to mobilizing an amount equivalent to about 50 % of the NGEU interest payments cost overruns as a benchmark. This will be done by drawing from room created by budgetary implementation of the programmes and reprioritization, as well as non-thematic special instruments, in accordance with the applicable sectoral rules and other legal obligations. National envelopes of Member States which have been legally committed will not be affected by the redeployments and reprioritization referred to in this paragraph. If further financing is needed, additional resources will be made available by mobilizing the EURI instrument.
17. The Council encourages all institutions to collaborate efficiently and constructively, allowing for a smooth budgetary procedure and the establishment of the budget for 2025 within the deadlines set by the TFEU. Notably, the Council invites the Commission to act as honest broker during the whole budgetary procedure. In order to facilitate the conciliation process, the Council calls on the Commission to provide timely access to draft elements for joint conclusions, which should be comprehensive and contain all the relevant information (in particular on commitments and payments).

⁷ Council Regulation (EU, Euratom) 2024/765 of 29 February 2024 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027 (OJ L, 2024/765, 29.02.2024).

18. The Council reiterates the great importance it attaches to these guidelines and expects the Commission to duly take them into account in the preparation of the draft budget for 2025.
 19. In order to raise awareness, these guidelines will be made available to the European Parliament and the Commission, as well as to all the other Union institutions and bodies.
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