

# EU BUDGET 2028–2034

## Overview of the Commission's proposal

**T**he European Commission presented its [proposals](#) for the 2028–2034 multiannual financial framework (MFF) on 16 July 2025. It proposes a budget amounting to a total of almost €1.8 trillion in commitments over the seven years. Each MFF constitutes the EU's budgetary plan for a 7-year period, setting the maximum level of spending ('[ceilings](#)') for each major category of expenditure ('heading').

This briefing provides an overview of the main components of the proposed long-term EU budget for the years 2028 to

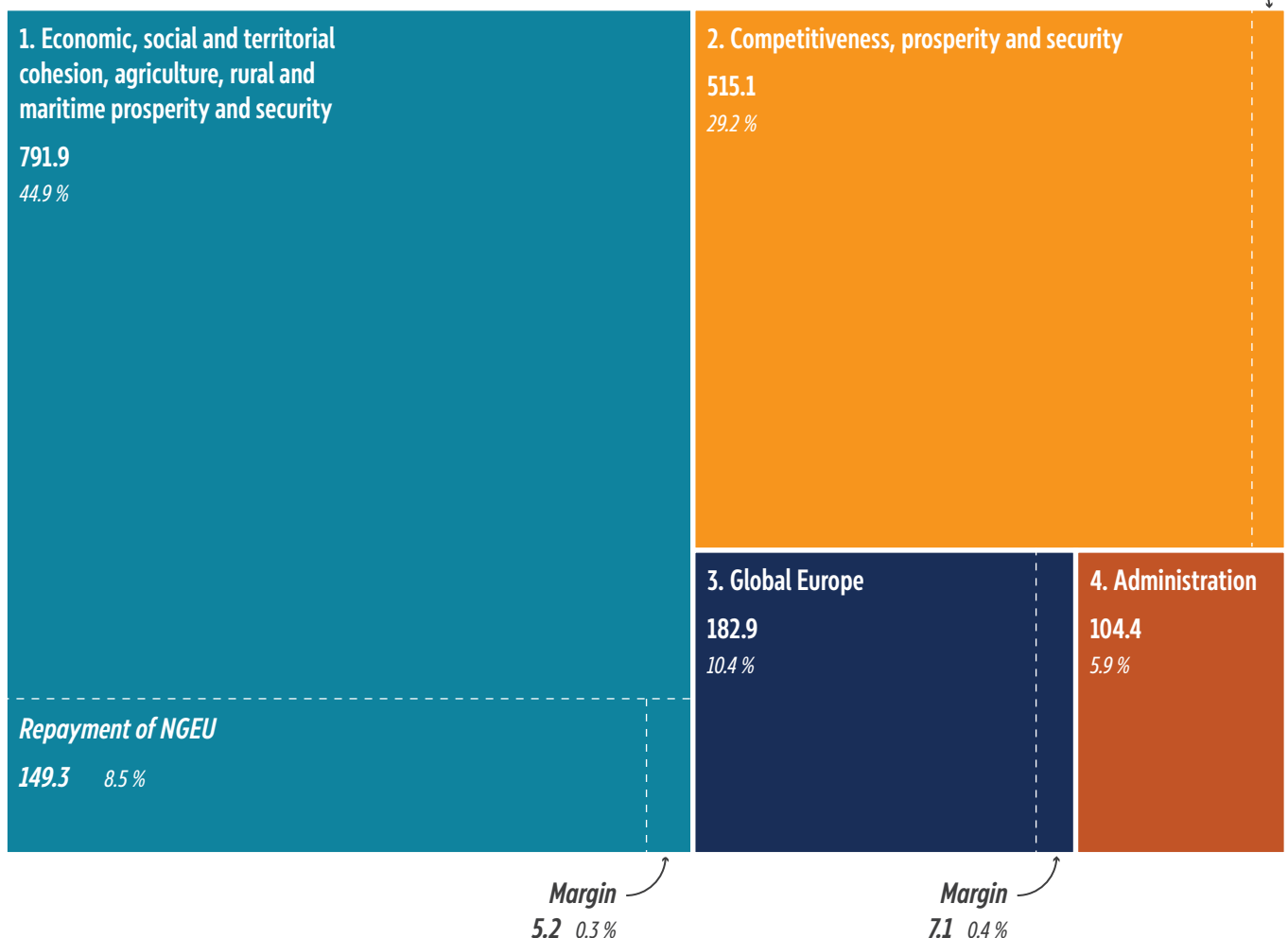
2034. It also provides an initial comparison with the current budget framework for 2021–2027, focusing on commitment appropriations.

(Amounts in this briefing are given in constant 2025 prices, unless otherwise stated. Comparisons at the level of individual programmes are only approximate, given the streamlining and regrouping proposed by the Commission.)

### 2028–2034 MFF overview

Commitments, € billion, 2025 prices

**Total amount proposed: €1.763 trillion**



### EPRS | European Parliamentary Research Service

Authors: Marianna Pari, Stéphanie Pradier  
Graphics: Lucille Killmayer  
Members' Research Service  
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## 2028-2034 MFF compared to 2021-2027 MFF

The [2021-2027 MFF](#) is allocated **€1.2 trillion** (in 2025 prices) corresponding currently to 1.02 % of the EU's gross national income (GNI). Initially, it corresponded to overall expenditure of 1.13 % of EU GNI.

For the 2021-2027 MFF, amounts were adjusted by a 2 % deflator as envisaged in the current MFF Regulation. The 2 % deflator was below actual inflation in the first years of the financial period and thus led to a loss in the purchasing power of the EU budget amounting to 0.11 % of EU GNI, with the current MFF now corresponding to 1.02 % of EU GNI. Together with the additional funds, both grants and loans, provided by [Next Generation EU](#) (NGEU), a temporary instrument established to tackle the consequences of the Covid-19 pandemic, it reached 1.7 % of EU GNI.

The proposed 2028-2034 budget stands at €1.8 trillion (commitment appropriations, 2025 prices), which corresponds to 1.26 % of EU GNI. This includes €149.3 billion (0.11 % of EU GNI) for the repayment of the debt created by NGEU grants. Therefore, when comparing with the current MFF, it is appropriate to consider the NGEU repayment separately. Excluding the NGEU repayment, the proposed post-2027 MFF reflects, in nominal terms, an increase of €367.2 billion (+29 %). However, in real terms, the increase is only up to 0.02 percentage points of GNI. The comparison highlights the changes in budget commitments across all headings, with the most significant growth occurring in Heading 2: Competitiveness, prosperity and security (+140%).

Comparison of the 2021-2027 and the 2028-2034 MFF

Commitments, € billion and EU GNI %, 2025 prices



## Structure of the 2028-2034 MFF

### Main spending priorities

The Commission proposes a comprehensive restructuring of the EU budget. This involves streamlining the current structure from seven headings and two sub-headings into four headings.

The following analysis briefly examines each of the four headings and provides a comparison with the current MFF. The current strands and programmes have been regrouped to align with the new structure, based on the information currently available. It is important to note that this is an initial analysis, and due to the significant changes in the overall structure, direct comparisons with the current MFF should be approached with caution.

Overall amount in commitments (2025 prices):

**€1.76 trillion** incl. €149.3 billion for NGEU repayment

**1.26 %**

of EU GNI  
(of which 0.11 % for NGEU repayment)

From 8 to **3**  
special instruments

From **7 headings**  
and 2 sub-headings  
to **4 headings**

**5** new  
own resources

From **52 programmes** to **16**

Climate spending  
target: **35 % min.**

## Heading 1: Economic, social and territorial cohesion, agriculture, rural and maritime prosperity and security

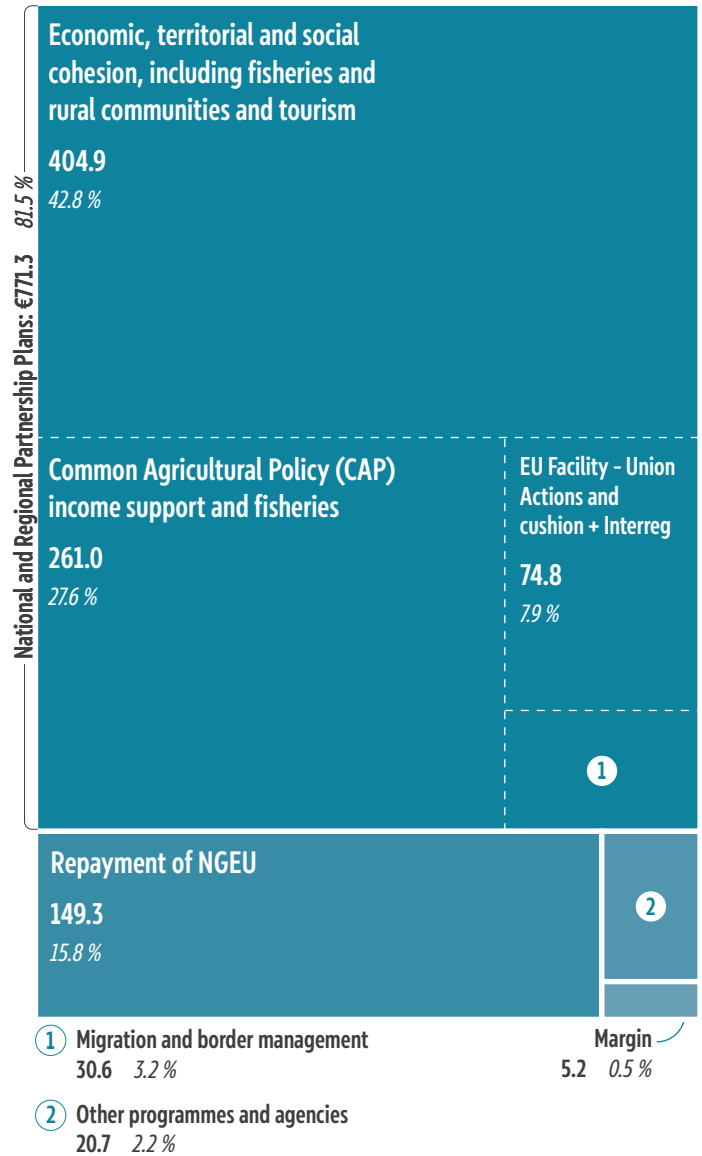
### €946.4 billion; 53.7 % of the total MFF

This heading concerns the pre-allocated funds for Member States. It consolidates 21 current MFF programmes or strands, and regroups 14 of these into a single national and regional partnership plan for each Member State. These plans cover areas such as agriculture, fisheries, cohesion, migration and security, and social policies, accounting for 39.5 % of the total expenditure. For the Commission, the objective of pooling the resources into one plan is to increase synergies among policies and allow for increased flexibility. These plans will support investments and reforms to achieve EU priorities, with funding conditional on their successful implementation. Plans will include a social target of 14 %. Additionally, an EU facility of €66.2 billion will complement implementation at national and regional level including €9.5 billion to address urgent needs, new challenges and disasters. This heading also includes funds for the repayment of the NGEU-related debt, totalling €149.3 billion or 8.5 % of the MFF. Lastly, a dedicated instrument is proposed to support the Turkish-Cypriot Community, with an allocation of €0.4 billion.

Compared to the 2021-2027 MFF, the budgets for programmes integrated under the national and regional partnership plans have been reduced. The Common Agricultural Policy (CAP) income support and fisheries budget is reduced by 10 %, while the remaining programmes under shared management see a total reduction of 11 %. Migration and border management is allocated €30.6 billion. In the current MFF, the Asylum, Migration and Integration Fund is allocated €7.2 billion, Border Management and Visa Instrument €4.2 billion and the Internal Security Fund €1.35 billion. Additionally, the EU Facility sees its allocation increased from approximately €19.8 billion in the current MFF to €66.2 billion in the proposed 2028-2034 framework.

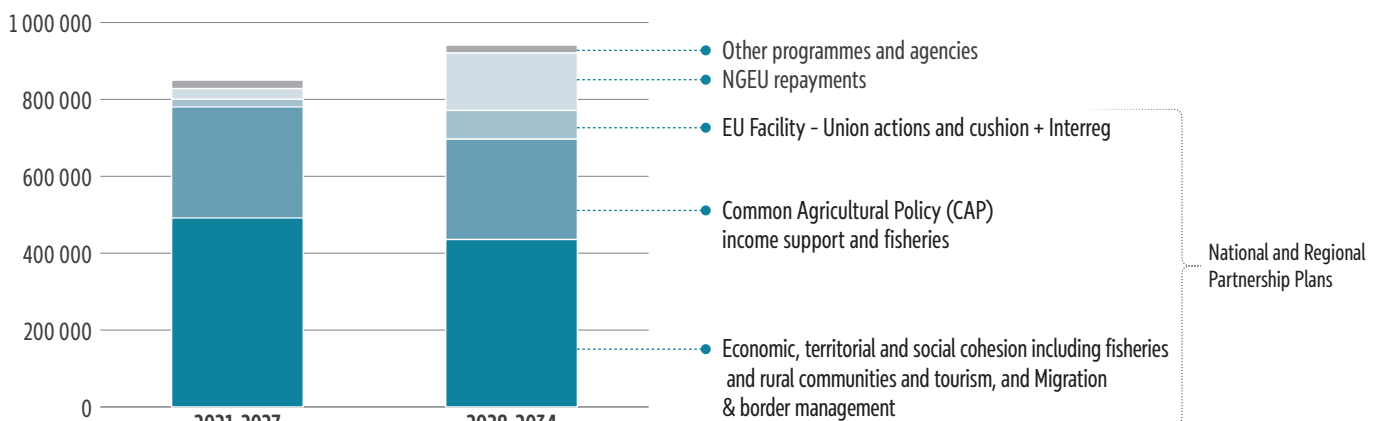
Breakdown of the Economic, social and territorial cohesion, agriculture, rural and maritime prosperity and security heading by programme

Commitments, € billion, % share in heading, 2025 prices



### Heading 1: Comparison 2021-2027 with 2028-2034 MFF

Commitments, € billion, 2025 prices



## Heading 2: Competitiveness, prosperity and security

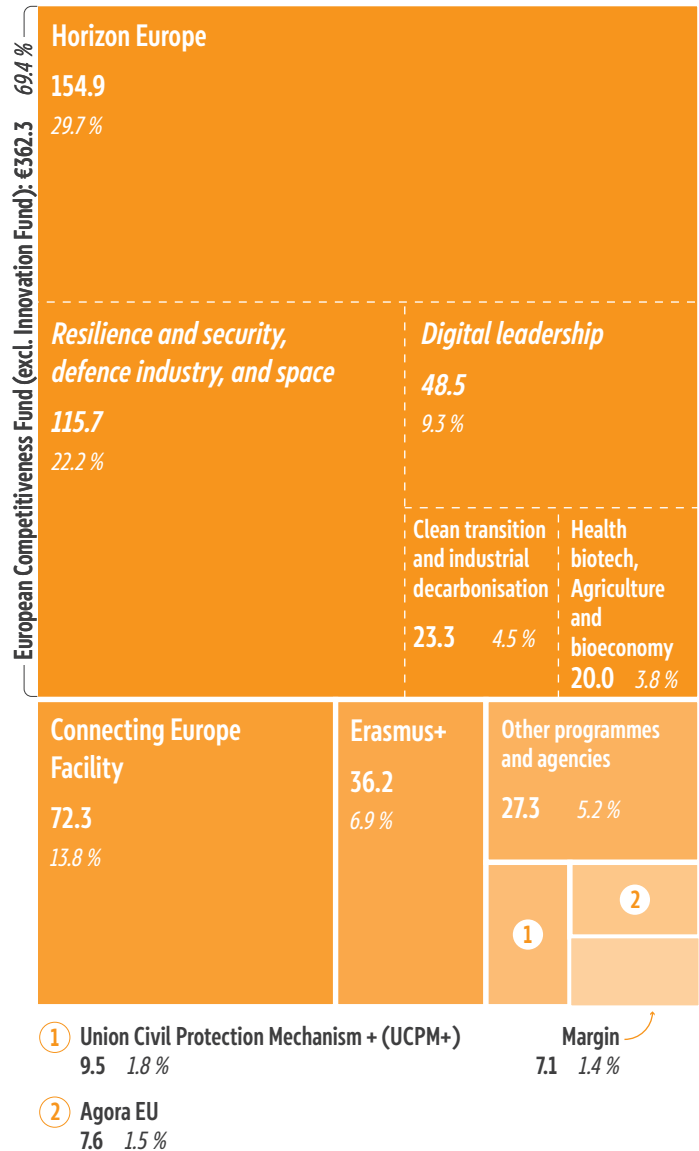
### €522.2 billion; 29.6 % of the total MFF

This heading aims to promote the EU's competitiveness by regrouping 33 programmes and strands from the current MFF. It represents a strategic investment in the EU's long-term productivity, resilience and security. Central to this heading, the **European Competitiveness Fund (ECF)** has a proposed €362.3 billion, with an estimated additional €35.5 billion from the Emissions Trading System (ETS 1) revenue for the Innovation Fund. It is the largest funding instrument in Heading 2. The ECF merges 14 existing programmes into one, and focuses on investments across four policy priorities: clean transition and industrial decarbonisation; health, biotech and bioeconomy; digital leadership, and resilience, defence industry, and space. Horizon Europe also falls under the ECF, with an allocation of €154.9 billion, to support collaborative research and innovation. The Commission has also proposed a unified financial toolbox to streamline funding processes.

Compared to the 2021-2027 MFF, Horizon Europe receives a substantial increase of approximately 63 %. **Erasmus+** is allocated €36.2 billion and is merged with the **European Solidarity Corps**, reflecting a combined increase of around 30 % compared to the current MFF. **Defence spending** is now fully integrated into Heading 2, alongside space policy, under the broader investment area of 'resilience and security, defence industry, and space', with an allocation of €115.7 billion. The [European Peace Facility](#) remains an off-budget instrument. Health policy is merged with biotech and the bioeconomy, and together they are allocated €20 billion.

Breakdown of the Competitiveness, prosperity and security heading by programme

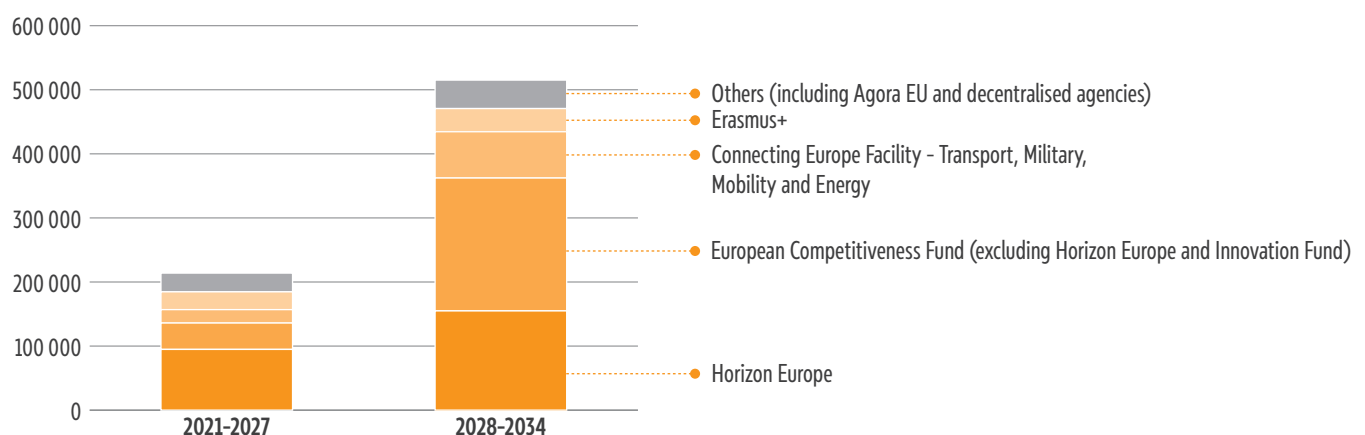
Commitments, € billion, % share in heading, 2025 prices



**Note:** The Innovation Fund is financed from externally assigned revenue. These funds will be added to the clean transition and industrial decarbonisation programme.

### Heading 2: Comparison 2021-2027 with 2028-2034 MFF

Commitments, € billion, 2025 prices



## Heading 3: Global Europe

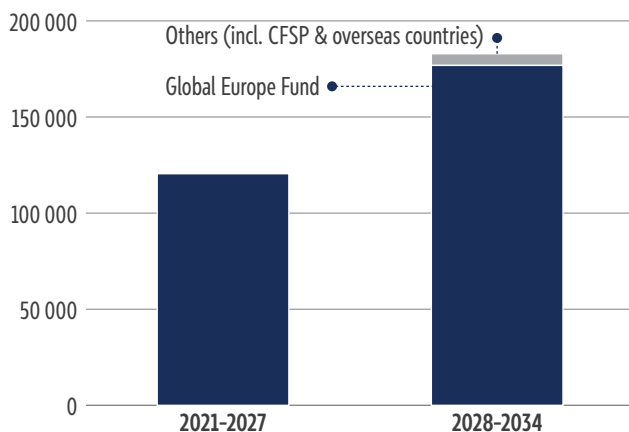
### €190.0 billion; 10.8 % of the total MFF

This heading supports the EU's external action mainly through the Global Europe Fund (GEF), which merges seven current funding instruments into a single structure, and has a total allocation of €176.8 billion. The GEF is organised around five geographic areas — Europe, Sub-Saharan Africa, Asia and the Pacific, the Americas and the Caribbean, and the Middle East, North Africa and the Gulf — and one thematic area focused on global affairs. An additional €13.1 billion is set aside as a cushion for emerging challenges and priorities. When compared to the current programmes, this allocation sees a 37.9 % increase. This heading also includes €3.0 billion in funding for the Common Foreign and Security Policy (CFSP) and support to Overseas Countries and Territories (€0.9 billion).

For Ukraine, beyond pre-accession aid under the GEF, a dedicated reserve for its reconstruction is proposed. It would provide support in the form of a loan guaranteed by the EU's budget [headroom](#), hence over and above the MFF ceilings. The support, for grants, will be provided through the mobilisation of a special instrument named 'Ukraine reserve'. The [European Peace Facility](#), remains off-budget and is allocated €27.1 billion.

#### Heading 3: Comparison 2021-2027 with 2028-2034 MFF

Commitments, € billion, 2025 prices



## Heading 4: Administration

### €104.5 billion; 5.9 % of the total MFF

This heading provides dedicated funding for the functioning of the EU institutions. To address evolving priorities, a departure from the policy of stable staffing is envisaged between 2028 and 2030. For non-salary expenditure, a ceiling of 2 % annual growth is proposed.

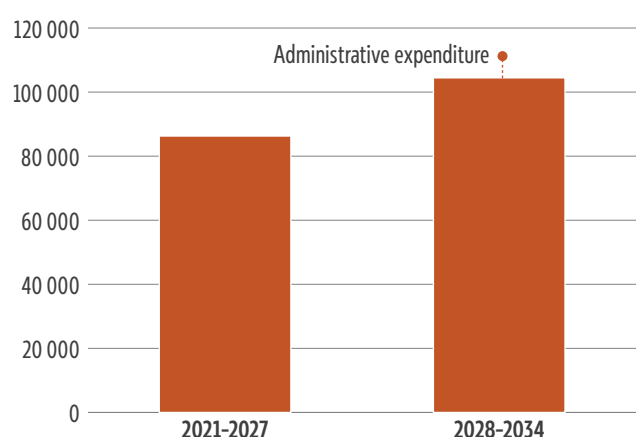
#### Breakdown of the Global Europe heading by programme

Commitments, € billion, % share in heading, 2025 prices



#### Heading 4: Comparison 2021-2027 with 2028-2034 MFF

Commitments, € billion, 2025 prices



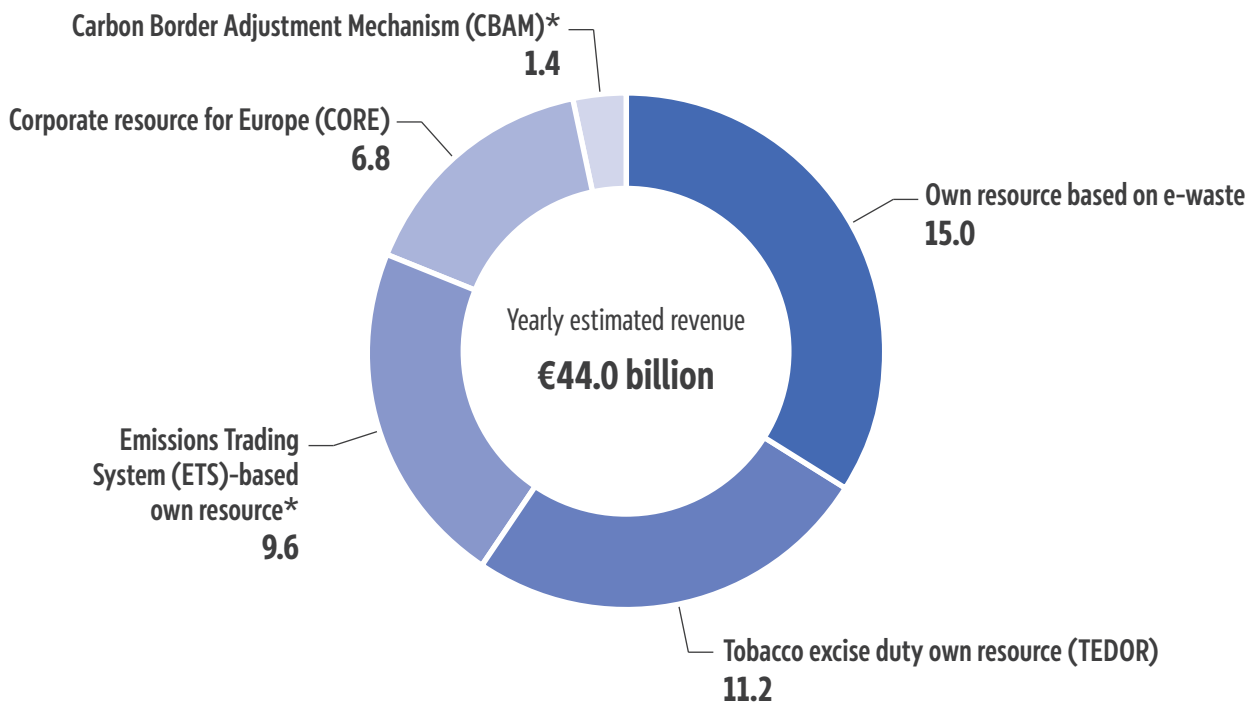
## EU own resources

To keep overall GNI contributions of Member States unchanged, the Commission has tabled a proposal that could bring total additional revenue of €58.2 billion per year:

- Revenue from the Emissions Trading System (ETS 1) and the Carbon Border Adjustment Mechanism (CBAM) would be established as new genuine own resources. Part of the revenue generated – 30 % of ETS 1 and 75 % of CBAM – would be introduced into the EU budget. Additional revenue for the EU is estimated at €9.6 billion for ETS 1 and €1.4 billion for CBAM.
- A statistical new own resource based on e-waste (call rate of €2/kg) would lead to a national contribution from the budget of the Member States, with estimated revenue of €15 billion.
- A tobacco excise duty own resource (TEDOR) with a call rate of 15 % of the amounts of manufactured tobacco multiplied by the minimum rate applicable to each Member State would provide €11.2 billion in additional own resources.
- A corporate resource for Europe (CORE) to be paid as an annual lump sum contribution by companies with an annual net turnover above €100 million would provide €6.8 billion in additional own resources.
- Adjustments to the current EU own resources: a reduction to 10 % in the collection cost of traditional own resources, retained by the Member States, and an increase in the call rate for the non-recycled plastic packaging waste own resource (based on statistics, €1/kg in 2028 and subject to inflation), would provide an additional €14.3 billion.

### EU new own resources

€ billion, 2025 prices



\*Adjustments to the 2023 own resources proposals.

**Note:** There is an additional €14.3 billion per year estimated from a change to the current own resources.

## European Parliament: First reactions

A first discussion with Commissioner Piotr Serafin took place in Parliament's Committee on Budgets on the [same day](#) as the Commission presented the 2028-2034 MFF proposals. Parliament's co-rapporteurs on the MFF and on own resources [stressed](#) that the proposal lacked ambition and was not up to the EU's challenges. They highlighted that the proposed spending stands at a similar level to the current MFF once repayment of the NGEU-related debt is excluded. In relation to the structure, they expressed their concern about integrating successful programmes

into one national plan per Member State. They defended a European approach for the EU budget, an authentic role for regional and local authorities and consideration for farmers. They called for Parliament's role as budgetary and discharge authority to be fully respected. The proposals for new own resources were welcomed as a positive step but further analysis was required. The discussion will continue in September, with the full commitment of the European Parliament to ensuring an ambitious EU budget that meets the Union's challenges.

**Acronyms:** Multiannual Financial Framework (MFF), Next Generation EU recovery instrument (NGEU).

**Data sources:** European Commission [proposals](#) on the 2028-2034 MFF, for the amounts in particular [COM\(2025\) 570 final](#) and the [Annex](#) of COM(2025) 571 final; Council [Regulation2020/2093](#) laying down the 2021-2027 MFF; [Interinstitutional agreement](#) on budgetary discipline, cooperation in budgetary matters and on sound financial management, as well as on new own resources; and [Technical adjustment](#) of the 2021-2027 MFF for 2026, COM(2025) 800 final.

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[ep@ep.europa.eu](mailto:ep@ep.europa.eu) (contact) [eprs.in.ep.europa.eu](#) (intranet) [europarl.europa.eu/thinktank](http://europarl.europa.eu/thinktank) (internet) [epthinktank.eu](http://epthinktank.eu) (blog)