



Council of the
European Union

Brussels, 14 December 2020
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BUDGET 32

EXPLANATORY MEMORANDUM

Subject: Second draft general budget of the European Union for the financial year 2021: Council position of 14 December 2020

- *Breakdown by heading for "total expenditure" in the multiannual financial framework*

BREAKDOWN BY HEADING FOR "TOTAL EXPENDITURE" IN THE MULTIANNUAL FINANCIAL FRAMEWORK

(EUR million in current prices)

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
1. SINGLE MARKET, INNOVATION AND DIGITAL	20.816,6	17.191,6	20.816,6	17.191,6	0,0	0,0
<i>Ceiling</i>	<i>20.919,0</i>		<i>20.919,0</i>			
<i>Margin</i>	<i>102,4</i>		<i>102,4</i>			
2. COHESION AND VALUES	52.861,9	66.153,8	52.861,9	66.153,8	0,0	0,0
<i>Of which under Flexibility Instrument</i>	<i>76,4</i>		<i>76,4</i>			
<i>Ceiling</i>	<i>52.786,0</i>		<i>52.786,0</i>			
<i>Margin</i>	<i>0,5</i>		<i>0,5</i>			
2. a	48.190,5	61.867,9	48.190,5	61.867,9	0,0	0,0
<i>Sub-ceiling</i>	<i>48.191,0</i>		<i>48.191,0</i>			
<i>Sub-margin</i>	<i>0,5</i>		<i>0,5</i>			
2. b	4.671,4	4.285,9	4.671,4	4.285,9	0,0	0,0
<i>Of which under Flexibility Instrument</i>	<i>76,4</i>		<i>76,4</i>			
<i>Sub-ceiling</i>	<i>4.595,0</i>		<i>4.595,0</i>			
<i>Sub-margin</i>	<i>0,0</i>		<i>0,0</i>			
3. NATURAL RESOURCES AND ENVIRONMENT	58.568,6	56.804,2	58.568,6	56.804,2	0,0	0,0
<i>Ceiling</i>	<i>58.624,0</i>		<i>58.624,0</i>			
<i>Margin</i>	<i>55,4</i>		<i>55,4</i>			
— Of which: European Agricultural Guarantee Fund (EAGF) — Market related expenditure and direct payments	40.368,0	40.353,7	40.368,0	40.353,7	0,0	0,0
<i>Sub-ceiling</i>	<i>40.925,0</i>		<i>40.925,0</i>			
<i>Net transfer between EAGF and EAFRD</i>	<i>-557,0</i>		<i>-557,0</i>			
<i>EAGF Margin</i>	<i>0,0</i>		<i>0,0</i>			
4. MIGRATION AND BORDER MANAGEMENT	2.278,8	2.686,2	2.278,8	2.686,2	0,0	0,0
<i>Ceiling</i>	<i>2.467,0</i>		<i>2.467,0</i>			

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
	<i>Margin</i>	188,2		188,2		
5.	SECURITY AND DEFENCE	1.709,3	670,6	1.709,3	670,6	0,0
	<i>Ceiling</i>	1.805,0		1.805,0		
	<i>Margin</i>	95,7		95,7		
6.	NEIGHBOURHOOD AND THE WORLD	16.097,2	10.811,0	16.097,2	10.811,0	0,0
	<i>Ceiling</i>	16.247,0		16.247,0		
	<i>Margin</i>	149,8		149,8		
7.	EUROPEAN PUBLIC ADMINISTRATION	10.448,3	10.449,6	10.448,3	10.449,6	0,0
	<i>Ceiling</i>	10.635,0		10.635,0		
	<i>Margin</i>	186,7		186,7		
	— Of which: Administrative expenditure of the institutions	8.035,8	8.037,1	8.035,8	8.037,1	0,0
	<i>Sub-ceiling</i>	8.217,0		8.217,0		
	<i>Sub-margin</i>	181,2		181,2		
	European Schools and Pensions	2.412,5	2.412,5	2.412,5	2.412,5	0,0
	Administrative expenditure of the institutions	8.035,8	8.037,1	8.035,8	8.037,1	0,0
	APPROPRIATIONS FOR HEADINGS	162.780,6	164.767,0	162.780,6	164.767,0	0,0
	<i>Of which under Flexibility Instrument</i>	76,4	628,5	76,4	628,5	
	<i>Ceiling</i>	163.483,0	166.140,0	163.483,0	166.140,0	
	<i>Margin</i>	778,8	2.001,4	778,8	2.001,4	
	<i>Appropriations as % of GNI</i>	1,16%	1,18%	1,16%	1,18%	
	Thematic special instruments	1.470,8	1.293,5	1.470,8	1.293,5	0,0
	Outside MFF	0,0	0,0	0,0	0,0	0,0
	TOTAL APPROPRIATIONS	164.251,5	166.060,5	164.251,5	166.060,5	0,0
	<i>Appropriations as % of GNI</i>	1,17%	1,19%	1,17%	1,19%	

(EUR million in current prices)

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
1. SINGLE MARKET, INNOVATION AND DIGITAL	20.816,6	17.191,6	20.816,6	17.191,6	0,0	0,0
<i>Ceiling</i>	<i>20.919,0</i>		<i>20.919,0</i>			
<i>Margin</i>	<i>102,4</i>		<i>102,4</i>			
<i>Cluster 01 - Research and Innovation</i>	<i>12.646,1</i>	<i>10.716,5</i>	<i>12.646,1</i>	<i>10.716,5</i>	<i>0,0</i>	<i>0,0</i>
Horizon Europe	11.506,5	9.835,1	11.506,5	9.835,1	0,0	0,0
Euratom Research and Training Programme	265,7	253,8	265,7	253,8	0,0	0,0
International Thermonuclear Experimental Reactor (ITER)	864,0	613,6	864,0	613,6	0,0	0,0
Pilot projects and preparatory actions	9,8	14,0	9,8	14,0	0,0	0,0
<i>Cluster 02 - European Strategic Investments</i>	<i>5.236,9</i>	<i>3.954,7</i>	<i>5.236,9</i>	<i>3.954,7</i>	<i>0,0</i>	<i>0,0</i>
InvestEU Fund	653,6	1.081,0	653,6	1.081,0	0,0	0,0
Connecting Europe Facility (CEF)	2.847,7	2.107,0	2.847,7	2.107,0	0,0	0,0
Connecting Europe Facility (CEF) - Transport	1.785,4	1.428,4	1.785,4	1.428,4	0,0	0,0
Connecting Europe Facility (CEF) - Energy	784,9	471,4	784,9	471,4	0,0	0,0
Connecting Europe Facility (CEF) - Digital	277,4	207,2	277,4	207,2	0,0	0,0
Digital Europe Programme	1.129,6	158,6	1.129,6	158,6	0,0	0,0
European Fund for Strategic Investments (EFSI)	0,0	0,0	0,0	0,0	0,0	0,0
Decentralised agencies	188,1	188,1	188,1	188,1	0,0	0,0
Other actions	375,5	375,5	375,5	375,5	0,0	0,0
Actions financed under the prerogatives of the Commission and specific competences conferred to the Commission	25,5	21,2	25,5	21,2	0,0	0,0
Pilot projects and preparatory actions	17,0	23,4	17,0	23,4	0,0	0,0
<i>Cluster 03 - Single Market</i>	<i>899,3</i>	<i>832,7</i>	<i>899,3</i>	<i>832,7</i>	<i>0,0</i>	<i>0,0</i>
Single Market Programme (incl. SMEs)	575,0	547,1	575,0	547,1	0,0	0,0
EU Anti-Fraud Programme	24,1	23,8	24,1	23,8	0,0	0,0
Cooperation in the field of taxation (FISCALIS)	36,2	32,8	36,2	32,8	0,0	0,0
Cooperation in the field of customs (CUSTOMS)	126,9	86,3	126,9	86,3	0,0	0,0

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
Decentralised agencies	121,4	121,4	121,4	121,4	0,0	0,0
Other actions	7,5	7,5	7,5	7,5	0,0	0,0
Pilot projects and preparatory actions	8,1	13,7	8,1	13,7	0,0	0,0
<i>Cluster 04 - Space</i>	<i>2.034,3</i>	<i>1.687,7</i>	<i>2.034,3</i>	<i>1.687,7</i>	<i>0,0</i>	<i>0,0</i>
European Space Programme	1.997,4	1.651,5	1.997,4	1.651,5	0,0	0,0
Decentralised agencies	35,9	35,9	35,9	35,9	0,0	0,0
Pilot projects and preparatory actions	1,0	0,3	1,0	0,3	0,0	0,0
COHESION AND VALUES	52.861,9	66.153,8	52.861,9	66.153,8	0,0	0,0
<i>Of which under Flexibility Instrument</i>	<i>76,4</i>		<i>76,4</i>			
<i>Ceiling</i>	<i>52.786,0</i>		<i>52.786,0</i>			
<i>Margin</i>	<i>0,5</i>		<i>0,5</i>			
2. a						
— Economic, social and territorial cohesion	48.190,5	61.867,9	48.190,5	61.867,9	0,0	0,0
<i>Sub-ceiling</i>	<i>48.191,0</i>		<i>48.191,0</i>			
<i>Sub-margin</i>	<i>0,5</i>		<i>0,5</i>			
2. b						
— Resilience and Values	4.671,4	4.285,9	4.671,4	4.285,9	0,0	0,0
<i>Of which under Flexibility Instrument</i>	<i>76,4</i>		<i>76,4</i>			
<i>Sub-ceiling</i>	<i>4.595,0</i>		<i>4.595,0</i>			
<i>Sub-margin</i>	<i>0,0</i>		<i>0,0</i>			
<i>Cluster 05 - Regional Development and Cohesion</i>	<i>35.410,4</i>	<i>45.755,4</i>	<i>35.410,4</i>	<i>45.755,4</i>	<i>0,0</i>	<i>0,0</i>
European Regional Development Fund (ERDF)	29.240,3	33.871,0	29.240,3	33.871,0	0,0	0,0
Cohesion Fund (CF)	4.695,7	10.595,2	4.695,7	10.595,2	0,0	0,0
Cohesion Fund (CF), contribution to the Connecting Europe Facility (CEF) - Transport	1.442,4	1.250,1	1.442,4	1.250,1	0,0	0,0
Support to the Turkish-Cypriot Community	32,0	34,9	32,0	34,9	0,0	0,0
Pilot projects and preparatory actions	0,0	4,3	0,0	4,3	0,0	0,0
<i>Cluster 06 - Recovery and resilience</i>	<i>843,7</i>	<i>820,9</i>	<i>843,7</i>	<i>820,9</i>	<i>0,0</i>	<i>0,0</i>

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
European Recovery and Resilience Facility (incl. Technical Support Instrument)	116,4	109,2	116,4	109,2	0,0	0,0
Protection of the euro against counterfeiting (the 'Pericles IV programme')	0,8	0,8	0,8	0,8	0,0	0,0
Financing cost of the European Union Recovery Instrument (EURI)	39,6	39,6	39,6	39,6	0,0	0,0
Union Civil Protection Mechanism (RescEU)	90,2	193,5	90,2	193,5	0,0	0,0
EU4Health	327,5	127,9	327,5	127,9	0,0	0,0
Instrument for emergency support within the Union (ESI)	0,0	90,0	0,0	90,0	0,0	0,0
Decentralised agencies	257,9	247,6	257,9	247,6	0,0	0,0
Actions financed under the prerogatives of the Commission and specific competences conferred to the Commission	11,4	10,5	11,4	10,5	0,0	0,0
Pilot projects and preparatory actions	0,0	1,8	0,0	1,8	0,0	0,0
<i>Cluster 07 - Investing in People, Social Cohesion and Values</i>	<i>16.607,8</i>	<i>19.577,5</i>	<i>16.607,8</i>	<i>19.577,5</i>	<i>0,0</i>	<i>0,0</i>
European Social Fund (ESF)	12.812,1	16.147,4	12.812,1	16.147,4	0,0	0,0
Employment and Social Innovation	102,5	85,3	102,5	85,3	0,0	0,0
Erasmus+	2.662,6	2.407,6	2.662,6	2.407,6	0,0	0,0
European Solidarity Corps (ESC)	135,7	126,6	135,7	126,6	0,0	0,0
Creative Europe	306,4	236,5	306,4	236,5	0,0	0,0
Justice	46,4	45,2	46,4	45,2	0,0	0,0
Rights and Values	97,2	87,7	97,2	87,7	0,0	0,0
Decentralised agencies	220,5	220,5	220,5	220,5	0,0	0,0
Other actions	8,6	7,3	8,6	7,3	0,0	0,0
Actions financed under the prerogatives of the Commission and specific competences conferred to the Commission	183,9	162,0	183,9	162,0	0,0	0,0
Pilot projects and preparatory actions	31,9	51,4	31,9	51,4	0,0	0,0
3. NATURAL RESOURCES AND ENVIRONMENT	58.568,6	56.804,2	58.568,6	56.804,2	0,0	0,0
	<i>Ceiling</i>		<i>58.624,0</i>			
	<i>Margin</i>		<i>55,4</i>			

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
— Of which: European Agricultural Guarantee Fund (EAGF) — Market related expenditure and direct payments	40.368,0	40.353,7	40.368,0	40.353,7	0,0	0,0
<i>Sub-ceiling</i>	40.925,0		40.925,0			
<i>Net transfer between EAGF and EAFRD</i>	-557,0		-557,0			
<i>EAGF Margin</i>	0,0		0,0			
<i>Cluster 08 - Agriculture and Maritime policy</i>	56.638,6	56.372,6	56.638,6	56.372,6	0,0	0,0
European Agricultural Guarantee Fund (EAGF)	40.368,0	40.353,7	40.368,0	40.353,7	0,0	0,0
European Agricultural Fund for Rural Development (EAFRD)	15.345,0	15.022,2	15.345,0	15.022,2	0,0	0,0
European Maritime and Fisheries Fund (EMFF)	760,7	829,4	760,7	829,4	0,0	0,0
Sustainable Fisheries Partnership Agreements (SFPA) and Regional Fisheries Management Organisations (RFMO)	148,1	144,5	148,1	144,5	0,0	0,0
Decentralised agencies	16,7	16,7	16,7	16,7	0,0	0,0
Pilot projects and preparatory actions	0,0	6,0	0,0	6,0	0,0	0,0
<i>Cluster 09 - Environment and climate action</i>	1.930,0	431,6	1.930,0	431,6	0,0	0,0
Programme for Environment and Climate Action (LIFE)	738,5	371,5	738,5	371,5	0,0	0,0
Just Transition Fund	1.137,0	0,0	1.137,0	0,0	0,0	0,0
Decentralised agencies	50,8	50,8	50,8	50,8	0,0	0,0
Pilot projects and preparatory actions	3,7	9,3	3,7	9,3	0,0	0,0
4. MIGRATION AND BORDER MANAGEMENT	2.278,8	2.686,2	2.278,8	2.686,2	0,0	0,0
<i>Ceiling</i>	2.467,0		2.467,0			
<i>Margin</i>	188,2		188,2			
<i>Cluster 10 - Migration</i>	1.011,1	1.439,2	1.011,1	1.439,2	0,0	0,0
Asylum and Migration Fund (AMF)	873,3	1.301,3	873,3	1.301,3	0,0	0,0
Decentralised agencies	137,8	137,8	137,8	137,8	0,0	0,0
<i>Cluster 11 - Border Management</i>	1.267,8	1.247,1	1.267,8	1.247,1	0,0	0,0
Integrated Border Management Fund (IBMF) - Instrument for border management and visa (BMVI)	398,0	488,2	398,0	488,2	0,0	0,0

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
Integrated Border Management Fund (IBMF) - Instrument for financial support for customs control equipment (CCEi)	135,5	33,0	135,5	33,0	0,0	0,0
Decentralised agencies	734,3	725,9	734,3	725,9	0,0	0,0
5. SECURITY AND DEFENCE	1.709,3	670,6	1.709,3	670,6	0,0	0,0
<i>Ceiling</i>	1.805,0		1.805,0			
<i>Margin</i>	95,7		95,7			
<i>Cluster 12 - Security</i>	536,5	527,4	536,5	527,4	0,0	0,0
Internal Security Fund (ISF)	175,6	180,6	175,6	180,6	0,0	0,0
Nuclear decommissioning (Lithuania)	72,5	50,0	72,5	50,0	0,0	0,0
Nuclear Safety and decommissioning (incl. For Bulgaria and Slovakia)	69,2	78,4	69,2	78,4	0,0	0,0
Decentralised agencies	197,6	197,6	197,6	197,6	0,0	0,0
Actions financed under the prerogatives of the Commission and specific competences conferred to the Commission	21,5	20,8	21,5	20,8	0,0	0,0
Pilot projects and preparatory actions	0,0	0,0	0,0	0,0	0,0	0,0
<i>Cluster 13 - Defence</i>	1.172,8	143,2	1.172,8	143,2	0,0	0,0
European Defence Fund (Research)	283,3	13,1	283,3	13,1	0,0	0,0
European Defence Fund (Non Research)	662,4	109,0	662,4	109,0	0,0	0,0
Military Mobility	227,1	16,7	227,1	16,7	0,0	0,0
Pilot projects and preparatory actions	0,0	4,5	0,0	4,5	0,0	0,0
6. NEIGHBOURHOOD AND THE WORLD	16.097,2	10.811,0	16.097,2	10.811,0	0,0	0,0
<i>Ceiling</i>	16.247,0		16.247,0			
<i>Margin</i>	149,8		149,8			
<i>Cluster 14 - External Action</i>	14.195,8	8.928,6	14.195,8	8.928,6	0,0	0,0
Neighbourhood, Development and International Cooperation Instrument (NDICI)	12.071,0	6.514,3	12.071,0	6.514,3	0,0	0,0
European Instrument for Nuclear Safety (EINS)	37,6	32,5	37,6	32,5	0,0	0,0
Humanitarian aid (HUMA)	1.503,0	1.900,1	1.503,0	1.900,1	0,0	0,0
Common Foreign and Security Policy (CFSP)	351,9	328,7	351,9	328,7	0,0	0,0

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
Overseas Countries and Territories (OCT) (including Greenland)	67,0	33,4	67,0	33,4	0,0	0,0
Other actions	72,1	41,6	72,1	41,6	0,0	0,0
Actions financed under the prerogatives of the Commission and specific competences conferred to the Commission	93,0	78,0	93,0	78,0	0,0	0,0
Pilot projects and preparatory actions	0,2	0,0	0,2	0,0	0,0	0,0
<i>Cluster 15 - Pre-Accession Assistance</i>	<i>1.901,4</i>	<i>1.882,4</i>	<i>1.901,4</i>	<i>1.882,4</i>	<i>0,0</i>	<i>0,0</i>
Pre-Accession Assistance (IPA III)	1.901,4	1.882,4	1.901,4	1.882,4	0,0	0,0
7. EUROPEAN PUBLIC ADMINISTRATION	10.448,3	10.449,6	10.448,3	10.449,6	0,0	0,0
<i>Ceiling</i>	<i>10.635,0</i>		<i>10.635,0</i>			
<i>Margin</i>	<i>186,7</i>		<i>186,7</i>			
— Of which: Administrative expenditure of the institutions	8.035,8	8.037,1	8.035,8	8.037,1	0,0	0,0
<i>Sub-ceiling</i>	<i>8.217,0</i>		<i>8.217,0</i>			
<i>Sub-margin</i>	<i>181,2</i>		<i>181,2</i>			
European Schools and Pensions	2.412,5	2.412,5	2.412,5	2.412,5	0,0	0,0
Administrative expenditure of the institutions	8.035,8	8.037,1	8.035,8	8.037,1	0,0	0,0
<i>European Parliament</i>	<i>2.062,9</i>	<i>2.062,9</i>	<i>2.062,9</i>	<i>2.062,9</i>	<i>0,0</i>	<i>0,0</i>
<i>European Council and Council</i>	<i>594,4</i>	<i>594,4</i>	<i>594,4</i>	<i>594,4</i>	<i>0,0</i>	<i>0,0</i>
<i>Commission</i>	<i>3.724,2</i>	<i>3.725,5</i>	<i>3.724,2</i>	<i>3.725,5</i>	<i>0,0</i>	<i>0,0</i>
<i>Court of Justice of the European Union</i>	<i>444,0</i>	<i>444,0</i>	<i>444,0</i>	<i>444,0</i>	<i>0,0</i>	<i>0,0</i>
<i>European Court of Auditors</i>	<i>153,7</i>	<i>153,7</i>	<i>153,7</i>	<i>153,7</i>	<i>0,0</i>	<i>0,0</i>
<i>European Economic and Social Committee</i>	<i>150,5</i>	<i>150,5</i>	<i>150,5</i>	<i>150,5</i>	<i>0,0</i>	<i>0,0</i>
<i>European Committee of the Regions</i>	<i>106,7</i>	<i>106,7</i>	<i>106,7</i>	<i>106,7</i>	<i>0,0</i>	<i>0,0</i>
<i>European Ombudsman</i>	<i>12,3</i>	<i>12,3</i>	<i>12,3</i>	<i>12,3</i>	<i>0,0</i>	<i>0,0</i>
<i>European Data Protection Supervisor</i>	<i>19,5</i>	<i>19,5</i>	<i>19,5</i>	<i>19,5</i>	<i>0,0</i>	<i>0,0</i>
<i>European External Action Service</i>	<i>767,6</i>	<i>767,6</i>	<i>767,6</i>	<i>767,6</i>	<i>0,0</i>	<i>0,0</i>
APPROPRIATIONS FOR HEADINGS	162.780,6	164.767,0	162.780,6	164.767,0	0,0	0,0
<i>Of which under Flexibility Instrument</i>	<i>76,4</i>	<i>628,5</i>	<i>76,4</i>	<i>628,5</i>		
<i>Ceiling</i>	<i>163.483,0</i>	<i>166.140,0</i>	<i>163.483,0</i>	<i>166.140,0</i>		

Headings	1		2		2-1	
	Second draft budget 2021		Council's position on second draft budget 2021		Difference	
	CA	PA	CA	PA	CA	PA
<i>Margin</i>	778,8	2.001,4	778,8	2.001,4		
<i>Appropriations as % of GNI</i>	1,16%	1,18%	1,16%	1,18%		
Thematic special instruments	1.470,8	1.293,5	1.470,8	1.293,5	0,0	0,0
Outside MFF	0,0	0,0	0,0	0,0	0,0	0,0
TOTAL APPROPRIATIONS	164.251,5	166.060,5	164.251,5	166.060,5	0,0	0,0
<i>Appropriations as % of GNI</i>	1,17%	1,19%	1,17%	1,19%		