Basic information

2025/0571(APP) APP - Consent procedure Regulation	Preparatory phase in Parliament
Multiannual financial framework for the years 2028 to 2034 Accompanying procedure 2025/0571R(APP) **Subject** 8.70 Budget of the Union 8.70.01 Financing of the budget, own resources 8.70.02 Financial regulations **Legislative priorities** Joint Declaration 2026	

Key players

European Parliament	**Committee responsible**	**Rapporteur**	**Appointed**
	Pending final decision on the referral		
	Committee for opinion	**Rapporteur for opinion**	**Appointed**
	Pending final decision on the referral		
Council of the European Union			
European Commission	**Commission DG**	**Commissioner**	
	Budget	SERAFIN Piotr	

Key events

Date	Event	Reference	Summary
16/07/2025	Preparatory document	COM(2025)0571	Summary

Technical information

Procedure reference	2025/0571(APP)
Procedure type	APP - Consent procedure
Procedure subtype	Legislation
Legislative instrument	Regulation
Amendments and repeals	Accompanying procedure 2025/0571R(APP)

Legal basis	Treaty on the Functioning of the European Union TFEU 312-p2
Stage reached in procedure	Preparatory phase in Parliament

Documentation gateway

European Commission

Document type	Reference	Date	Summary
Preparatory document	COM(2025)0571	16/07/2025	Summary

National parliaments

Document type	Parliament/Chamber	Reference	Date	Summary
Contribution	RO_SENATE	COM(2025)0571	03/12/2025	
Contribution	CZ_SENATE	COM(2025)0571	09/12/2025	
Contribution	DE_BUNDESRAT	COM(2025)0571	10/12/2025	
Contribution	IE_HOUSES-OF-OIREACHTAS	COM(2025)0571	16/12/2025	
Contribution	PT_PARLIAMENT	COM(2025)0571	04/02/2026	
Contribution	SK_PARLIAMENT	COM(2025)0571	18/02/2026	
Contribution	DE_BUNDESRAT	COM(2025)0571	18/05/2026	

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
CofA	Court of Auditors: opinion, report	52026AA0003 OJ OJ C 06.02.2026	28/01/2026	
CofR	Committee of the Regions: opinion	CDR2839/2025	04/03/2026	

Additional information

Source	Document	Date
European Commission	EUR-Lex	

Meetings with interest representatives published in line with the Rules of Procedure

Rapporteurs, Shadow Rapporteurs and Committee Chairs

Transparency

Name	Role	Committee	Date	Interest representatives

VAN OVERTVELDT Johan	Committee chair	BUDG	31/08/2026	Enabel
KELLER Fabienne	Shadow rapporteur	BUDG	16/07/2026	directeur général de la DG GIP du Conseil de l'Union européenne
KELLER Fabienne	Shadow rapporteur	BUDG	01/07/2026	comité européen des régions
KELLER Fabienne	Shadow rapporteur	BUDG	25/06/2026	Union des Transports Publics et Ferroviaires
MUREŞAN Siegfried	Rapporteur	BUDG	23/06/2026	European agri-cooperatives European farmers
KELLER Fabienne	Shadow rapporteur	BUDG	19/06/2026	Notre Europe - Institut Jacques Delors / Notre Europe - Jacques Delors Institute
KELLER Fabienne	Shadow rapporteur	BUDG	04/06/2026	Directrice générale adjointe du Trésor
VAN OVERTVELDT Johan	Committee chair	BUDG	02/06/2026	EU Passengers Forum
VAN OVERTVELDT Johan	Committee chair	BUDG	02/06/2026	IGLO RTD-netwerk
MUREŞAN Siegfried	Rapporteur	BUDG	20/05/2026	Baden-Württemberg State Representation in Brussels
MUREŞAN Siegfried	Rapporteur	BUDG	19/05/2026	Federatia Romana de Fotbal
MUREŞAN Siegfried	Rapporteur	BUDG	11/05/2026	Federația pentru Inovare și Competitivitate Sustenabilă în IMM-uri (FICSIMM)
MUREŞAN Siegfried	Rapporteur	BUDG	07/05/2026	Saxon State Minister for Infrastructure and Regional Development
MUREŞAN Siegfried	Rapporteur	BUDG	06/05/2026	President of Bratislava Region
MUREŞAN Siegfried	Rapporteur	BUDG	06/05/2026	BUSINESSEUROPE
VAN OVERTVELDT Johan	Committee chair	BUDG	04/05/2026	European Stability Mechanism
KELLER Fabienne	Shadow rapporteur	BUDG	15/04/2026	• Rencontre avec le directeur général adjoint de l'Agence française pour le développement (AFD)
KELLER Fabienne	Shadow rapporteur	BUDG	15/04/2026	• Rencontre et échange avec l'inspection générale des finances
OMARJEE Younous	Shadow rapporteur	BUDG	07/04/2026	Stichting BirdLife Europe
KELLER Fabienne	Shadow rapporteur	BUDG	16/03/2026	DG Budget
NORDQVIST Rasmus	Shadow rapporteur	BUDG	03/03/2026	Civil Society Europe
MUREŞAN Siegfried	Rapporteur	BUDG	26/02/2026	German Farmers' Association
MUREŞAN Siegfried	Rapporteur	BUDG	05/02/2026	Unilever
MUREŞAN				

Siegfried	Rapporteur	BUDG	30/01/2026	Vice President of the Jacques Delors Institute
NORDQVIST Rasmus	Shadow rapporteur	BUDG	27/01/2026	European Association for Innovation in Local Development - Association Européenne pour l'Innovation dans le Développement Local
NORDQVIST Rasmus	Shadow rapporteur	BUDG	27/01/2026	Læger uden Grænser
NORDQVIST Rasmus	Shadow rapporteur	BUDG	13/01/2026	Cleantech for Europe
NORDQVIST Rasmus	Shadow rapporteur	BUDG	14/05/2025	Heinrich Böll Stiftung e.V.
NORDQVIST Rasmus	Shadow rapporteur	BUDG	13/05/2025	Finance Denmark
NORDQVIST Rasmus	Shadow rapporteur	BUDG	07/02/2025	EUROPEAN TRADE UNION CONFEDERATION
NORDQVIST Rasmus	Shadow rapporteur	BUDG	30/01/2025	UNIFE
NORDQVIST Rasmus	Shadow rapporteur	BUDG	29/01/2025	CEE Bankwatch Network

Other Members

Transparency		
Name	**Date**	**Interest representatives**
UŠAKOVS Nils	04/11/2026	CEE Bankwatch Network
HOHLMEIER Monika	03/11/2026	Familienbetriebe Land und Forst e.V.
RESSLER Karlo	08/05/2026	European Association of Development Agencies European Regions Research and Innovation Network
OMARJEE Younous	05/05/2026	Chambres d'agriculture France
CRESPO DÍAZ Carmen	04/05/2026	Cooperativas Agro-alimentarias de España Confcooperative FELCOP CSFH Vicasol
RESSLER Karlo	20/04/2026	Zadar Airport Ltd.
ZIJLSTRA Auke	27/01/2026	Stichting Vluchteling
CORRADO Annalisa	29/09/2025	World Wildlife Fund Italia
UŠAKOVS Nils	03/09/2025	Philip Morris International Inc.
NORDQVIST Rasmus	26/03/2025	CAN Europe Together for 1,5 German Watch Reseau action climate

Multiannual financial framework for the years 2028 to 2034

2025/0571(APP) - 16/07/2025 - Preparatory document

PURPOSE: to lay down the multiannual financial framework for the years 2028 to 2034.

PROPOSED ACT: Council Regulation.

ROLE OF THE EUROPEAN PARLIAMENT: Council may adopt the act only if Parliament has given its consent to it.

BACKGROUND: in accordance with Article 312 of the Treaty on the Functioning of the European Union (TFEU), a Council Regulation, adopted unanimously by the Council after obtaining the consent of the European Parliament, lays down a multiannual financial framework for a period of at least five years. This multiannual financial framework (MFF) determines the amounts of the annual ceilings on commitment appropriations by category of expenditure and of the annual ceiling on payment appropriations and lays down any other provisions required for the annual budgetary procedure to run smoothly.

The current MFF, which covers the years 2021 to 2027, was adopted on 17 December 2020. The MFF regulation has been revised twice since 2020. A first amendment in December 2022 provided financial support to Ukraine with EUR 18 billion in loans for 2023 and 2024, in response to the Russian war of aggression. A second revision, proposed in June 2023 and adopted on 29 February 2024 (with retroactive effect from 1 January 2024), aimed to adapt the European Union budget to new challenges and obligations, as existing resources had become insufficient.

CONTENT: the Commission is proposing **a seven-year MFF, from 2028 to 2034.** The MFF is structured according to the main categories of expenditure (headings) and provides for a maximum amount for each of them (ceilings).

Structure

The proposed MFF for 2028-2034 is structured around **three headings**, corresponding to the main sectors of EU activity supported by the EU budget, and focused on delivering shared strategic policy priorities. A **fourth heading** covers expenditure on European public administration. In addition to these four headings, there is a ‘flexibility instrument’ and a ‘Ukraine reserve’ that can provide additional resources beyond these ceilings.

Flexibility

In a rapidly evolving international context, the Union must be able to act and react when circumstances change. This is why the Commission proposes to introduce more flexibility throughout the EU's long-term budget, while preserving the predictability that makes it a powerful catalyst for investment.

The main drivers of flexibility for the period 2028-2034 are the **simplification of the MFF architecture**, which will include fewer programmes and a larger share of unprogrammed amounts, as well as built-in mechanisms and reserves that will allow for a more efficient, faster and less disruptive response to changing needs. Indicative financial envelopes for programmes and expenditure instruments should remain the main reference for multiannual financial programming, but the budgetary authority should be able to redirect expenditure during the annual budgetary procedure.

Headings

To help the Union deliver on its priorities for the period from 1 January 2028 to 31 December 2034 while meeting its repayment obligations under NextGenerationEU, the Commission proposes for the 2028-2034 MFF **a ceiling for commitments of EUR 1 763 100 000 000 at constant 2025 prices**, equivalent to 1.26% of EU GNI, and a corresponding payment ceiling of EUR 1 761 000 000 000 at constant 2025 prices, equivalent to 1.26% of EU GNI.

The headings of the proposed MFF for the period 2028-2034 correspond to the main areas of activity financed by the EU budget, namely:

- **Heading 1** - a) Economic, social and territorial cohesion, b) Agriculture and rural development, maritime affairs and c) Prosperity and security: EUR 946 404 million (2025 prices) in commitment appropriations;

- **Heading 2** - Competitiveness, prosperity and security: EUR 522 205 million;

- **Heading 3 -** Global Europe: EUR 190 000 million;

- **Heading 4** - Administration: EUR 104 447 million.

Special instruments

Special instruments allowing to enter appropriations over and above the ceilings will be rationalised. The proposed streamlined flexibility toolbox set out in the draft MFF Regulation therefore includes:

Ukraine Reserve

A new thematic special instrument is established to enable the Union to continue supporting Ukraine for as long as necessary and to assist it in its path to EU accession. This instrument will provide appropriations corresponding to the part of the assistance provided to Ukraine under the Global Europe Regulation in the form of grant support and the provision of budgetary guarantees.

The allocation to Ukraine Reserve should not exceed **EUR 88 900 000 000** in 2025 prices for the period 2028-2034. The annual amount mobilised from Ukraine Reserve in any given year should not exceed EUR 13 500 000 000 in 2025 prices. The unused portion of the annual allocation for any given year may be carried forward until 2034.

The Flexibility Instrument

This instrument is intended to provide support in the event of new or unforeseen needs. In addition to a fixed annual amount that will be increased to **EUR 2 billion**, the flexibility instrument will include amounts equivalent to the decommitments made in the previous year as well as to net fines entered in the budget in the previous year.

The Single Margin Instrument

This instrument will make it possible to pool the unused margins under the ceilings of the MFF headings at the end of previous financial years and to use them across all policy areas.

The proposal provides for a **revision of the MFF** in the event of a revision of the Treaties with budgetary implications, in the event of the reunification of Cyprus, and, if circumstances so require, to ensure that the MFF complies with the ceilings for own resources.