

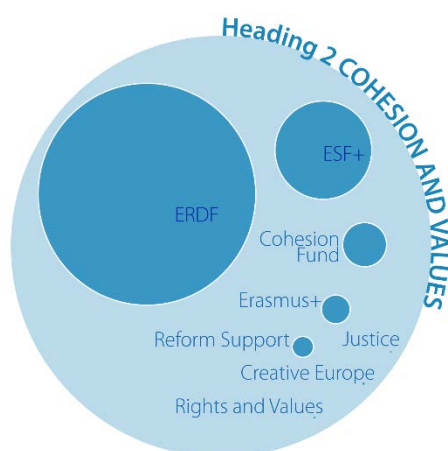
Cohesion funds, values and economic and monetary union in the 2021-2027 MFF

European Parliament position on Heading 2 – Cohesion and values

SUMMARY

Heading 2 – Cohesion and values – is the biggest in terms of budget in the multiannual financial framework (MFF) proposed by the European Commission for the 2021 to 2027 period. It is also the most diversified heading in terms of the types of programme and fund included. It encompasses expenditure on cohesion, one of the EU's long-standing policies, on an entirely new budgetary instrument supporting economic and monetary union, and on other increasingly important goals, including youth employment, the creative sector, values, equality and the rule of law. Under this heading the Commission is proposing to almost halve the Cohesion Fund and double the Erasmus+ programme. Moreover, some of the programmes included fall under shared management between the Commission and EU Member States, while some are managed directly by the Commission.

This briefing presents Heading 2 in detail, on the basis of previous EPRS publications on the 2021-2027 MFF proposal. It aims to provide some clarity on its structure and allocation in comparison with the current MFF, based on the Commission's proposal for the 2021-2027 MFF and the European Parliament's negotiating position adopted on 14 November 2018. The analysis is structured around three issues: the introduction to the EU budget of a new budgetary instrument for economic and monetary union, a change in the allocation for cohesion policy, and the merging of programmes supporting people, social cohesion and values.



In this Briefing

- Overall structure and allocation
- New budgetary instruments for economic and monetary union
- Allocation for economic, social and territorial cohesion
- Investing in people, social cohesion and values
- Next steps

Overall structure and allocation

For the 2021-2027 period, the European Commission has proposed a multiannual financial framework totalling €1 134 583 million in commitments (2018 prices).¹ As presented in a [table](#) attached to the proposal for the [MFF Regulation](#), this amount breaks down into seven categories, broadly representing EU priorities and referred to as headings (Table 1). Heading 2 – Cohesion and values – totals €391 974 million and is the largest in the proposal (34.5 % of the total 2021-2027 MFF). It includes a sub-ceiling for economic, social and territorial cohesion amounting to €330 642 million (Table 2).

The programmes [included under Heading 2](#) in the current MFF are dispersed between four different headings. Within the heading, based on their contribution to a given EU policy area, the programmes are divided into three 'policy clusters' (see Figure 1): economic and monetary union (5.7 % of the allocation in Heading 2), regional development and cohesion (61.8 %), and people, social cohesion and values (31.5 %). This regrouping of the spending programmes represents a new approach to the MFF structure. The Commission [argues](#) that it is an attempt to make a more visible link between the programmes and EU priorities.

In addition, 0.7 % of the budget under Heading 2 is reserved for the decentralised agencies (administrative EU bodies for implementation of EU policies)² and about 1 % for an unallocated margin.

Table 1 – Proposal for the 2021-2027 MFF

2021-2027 MFF (Headings)	% of total
1. Single market, innovation and digital	14.7%
2. Cohesion and values	34.5%
<i>Of which:</i> Economic, social and territorial cohesion	29.1%
3. Natural resources and environment	29.7%
<i>Of which:</i> Market related expenditure and direct payments	22.4%
4. Migration and border management	2.7%
5. Security and defence	2.1%
6. Neighbourhood and the world	9.6%
7. European public administration	6.7%
<i>Of which:</i> Administrative expenditure of the institutions	5.2%

Source: EPRS, based on the European Parliament resolution of [14 November 2018](#).

The new approach taken regarding structure and the cuts and increases proposed for the spending programmes under Heading 2 – Cohesion and values – raise questions as to potential budgetary and political consequences. Three aspects are of particular importance and will be considered in this briefing:

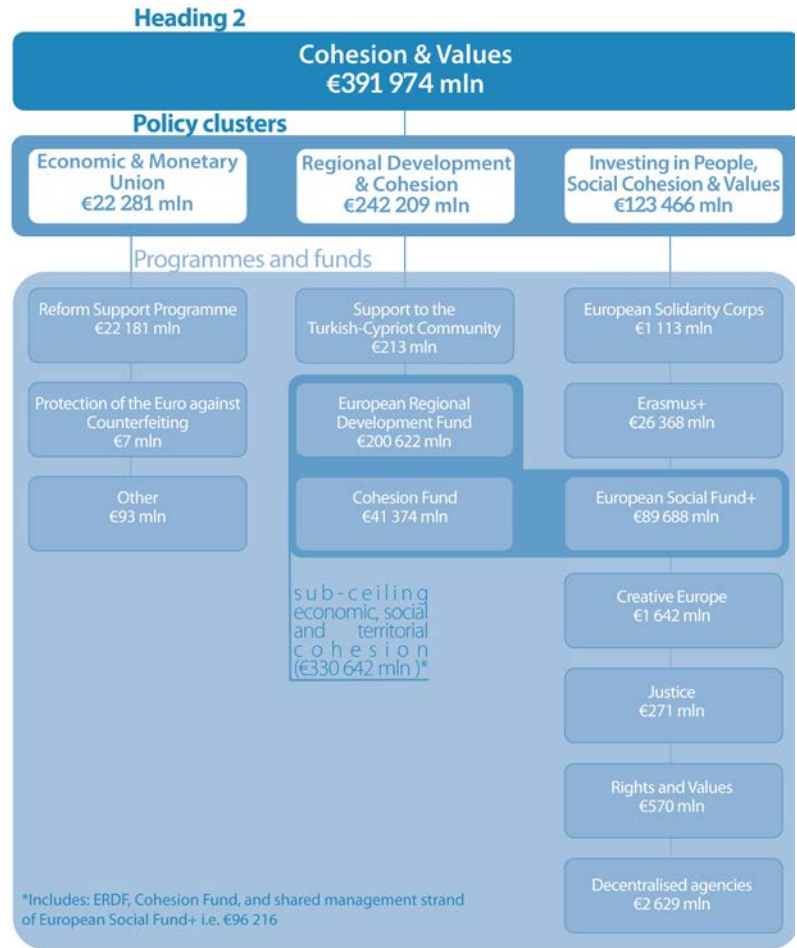
- the integration of new budgetary instruments for economic and monetary union (EMU) into the MFF and a strengthened link with cohesion policy;
- the reduction of the allocation for cohesion policy (sub-ceiling for economic, social and territorial cohesion); and
- the merger of programmes and funds supporting people, social cohesion and values currently dispersed over different headings as well as changes to their budgets.

The above-mentioned issues have been covered extensively in the debates taking place

in the framework of the ongoing negotiations on the 2021 to 2027 MFF package at the EU institutions. They have been given particular attention in the European Parliament's resolutions on the next MFF and in the opinions of the advisory committees. Furthermore, they feature among crucial topics remaining for political debate and decision in the Council.

Figure 1 – Structure of Heading 2 – Cohesion and values

The new MFF structure presents the EU programmes and funds distributed over seven spending priorities or 'headings'. Under the headings they are grouped in 17 'policy clusters' based on their contribution to different goals. Heading 2 includes three policy clusters.



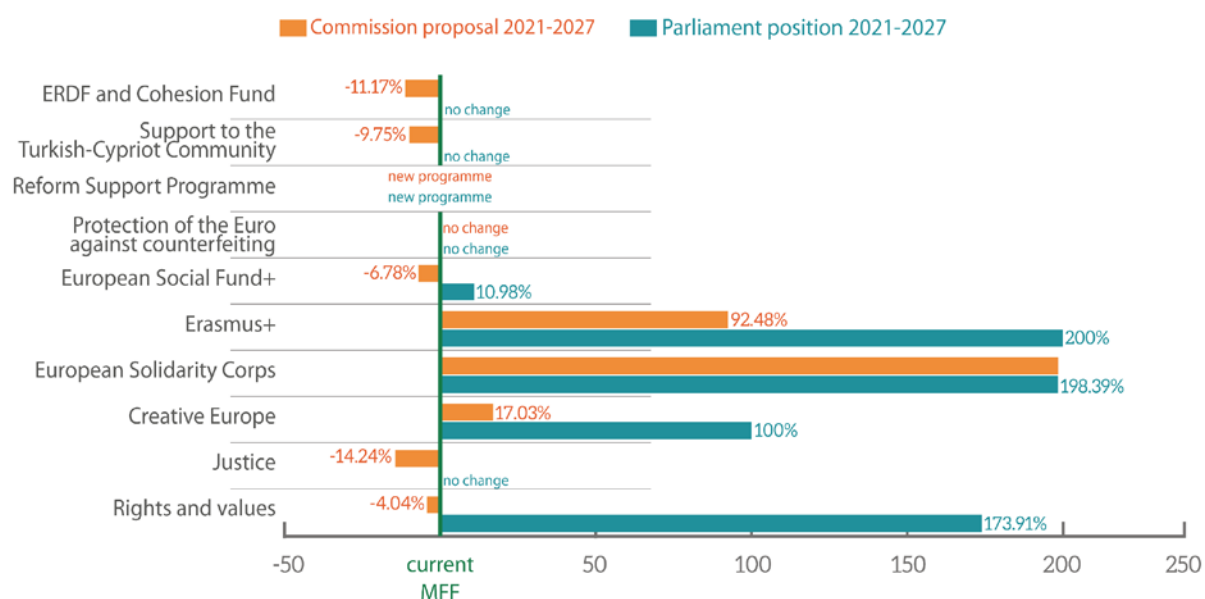
Source: EPRS.

European Parliament's position

The Parliament's [resolution of 14 November 2018](#) details the mandate for negotiations that was outlined in its [March 2018](#) and [May 2018](#) resolutions. The concrete budgetary figures presented in the interim report along with the proposed modifications to the draft MFF regulation and the interinstitutional agreement form the Parliament's mandate for the upcoming legislative negotiations leading to the adoption of the EU programmes for the 2021-2027 period.³

As far as Heading 2 is concerned, the Parliament has requested €457 540 million, this is 18.1 % more than under the 2014-2020 MFF and 16.7 % more than the Commission's proposal. Figure 2 illustrates the differences between the Commission and Parliament proposals for the distribution of resources, cuts and increases, under Heading 2. The Parliament did not support cuts proposed by the Commission, endorsed the increases and for some programmes asked for even more substantial reinforcements.

Figure 2 – The Commission proposal and the European Parliament position compared with the 2014-2020 MFF (Heading 2 – Cohesion and values)



Source: EPRS, based on the European Parliament resolution of [14 November 2018](#).

New budgetary instruments for economic and monetary union

One important innovation proposed by the Commission is to include in the 2021-2027 MFF under Heading 2 a dedicated budget line with instruments directly related to economic and monetary union ([reform support programme](#) (RSP)) and the protection of the euro against counterfeiting programme ([Pericles](#)). This step, already announced by the Commission in a communication of [6 December 2017](#), is an attempt to introduce a euro-area stabilisation instrument to the EU budget.

Despite being built on lessons learned from the existing [structural reform support programme](#), which since its creation in 2017 has been financed by transfers from the cohesion funds, the RSP is in fact a new programme. The scope of its operation has been extended significantly as compared with its predecessor. It is designed to support national-level structural reforms that are important for the convergence and resilience of EU Member State economies and were identified in the country-specific recommendations (including those outside the euro area). The reforms cover various policy areas, such as public financial and asset management, institutional and administrative capacities, service and labour markets, the business environment, education and training, public health and education. The RSP will comprise three separate instruments – a reform delivery tool, a technical support instrument and a convergence facility – each with different functions and focuses.

Moreover, the budget proposed for the RSP is a hundred times bigger than the allocation for the structural reform support programme (€22.2 billion over seven years). If compared with some other important EU programmes and funds, this allocation is not modest. It is approximately half of what the Commission has proposed for the Cohesion Fund, almost as much as the budget for Erasmus+ and four and half times more than the LIFE programme for environment and climate action.

The new programme is placed next to the cohesion funds within Heading 2 and is also seen by the Commission as complementary to the cohesion funds and as a way to strengthen the link between the cohesion policy framework and the European Semester cycle. Enhancing cohesion is one of the

general objectives of the programme (articles 4 and 6 of the proposal for the [regulation establishing RSP](#)). In addition, EU Member States can request the transfer of up to 5 % of resources from allocations of the ERDF, the ESF+, the Cohesion Fund or the EMFF to the programme. The RSP can help to align EU budget spending with challenges and priorities identified in the country-specific recommendations.

Along the same lines, the Commission has included in the [proposal for the common regulation](#) for the cohesion funds a more explicit coordination mechanism whereby the European Semester's country-specific recommendations would have to be taken into account as a roadmap for the programming of the cohesion funds at the beginning of the 2021-2027 financial period and guide a mid-term review in 2024. Under the current cohesion policy programming framework, EU Member States only have to do this at the beginning of the process, when preparing the partnership agreements. Another link already existing and to be maintained is macroeconomic conditionality. This means that if a Member State fails to take effective action to correct its excessive deficit in the context of economic governance procedures, the Commission is obliged to propose partial or full suspension of the European structural and investment funds (ESI) funds.

European Parliament's position

The Parliament did not propose any changes to the Commission's proposal to allocate €22 281 million to the new budgetary lines supporting EMU. Most of this sum would be spent on the RSP, only €7 million supports the Pericles programme (currently existing under Subheading 1a – Competitiveness for growth and jobs) and €93 million other actions. However, the details of the regulation establishing the RSP are contentious. The objectives of the programme, modalities for its implementation and the link with cohesion policy sparked lively discussions at the joint meetings of the Committees on Budgets and on Economic and Monetary Affairs, which are preparing a report on the proposal.⁴

There are concerns that the RSP budget might be created at the cost of cohesion policy, in particular the Cohesion Fund, and there is strong opposition to the option of a transfer of up to 5 % from the

Figure 3 – Share of the cohesion funds in the 2014-2020 MFF and the proposal for the 2021-2027 MFF



Source: EPRS, based on the European Parliament resolution of [14 November 2018](#).

cohesion funds to the programme. Although in principle, the need to support the structural reforms identified in the country-specific recommendations is accepted, the link with cohesion policy raises questions as to how to reconcile the traditional goals of the policy with the EMU-related structural reforms, and how to improve implementation of structural reforms aimed at reducing macroeconomic imbalances without diluting cohesion policy's longstanding goals of reducing regional disparities and enhancing social inclusiveness.⁵

Allocation for economic, social and territorial cohesion

The bulk of the resources under Heading 2 (84.3 %) has been ring-fenced by the Commission under a sub-ceiling 'Economic, social and territorial cohesion'. The item, equivalent to sub-heading 1b 'Economic, social and territorial cohesion' in the 2014-2020 MFF, is often referred to as a budget for cohesion policy (see Box 1). It falls under shared management between the Commission and the EU

Box 1 – Sub-heading 1b in the 2014-2020 MFF and sub-ceiling under Heading 2 in the proposal for the 2021-2027 MFF

As presented in a [table](#) attached to the proposal for the [regulation](#) on the 2021-2027 MFF, Heading 2 – Cohesion and values includes sub-ceiling 'Economic, social and territorial cohesion'. It covers three cohesion funds (ERDF, the Cohesion Fund and the ESF+) and is often referred to as a budget for cohesion policy. By contrast, in the 2014-2020 MFF cohesion funds are ring-fenced under sub-heading 1b 'Economic, social and territorial cohesion'. The sub-heading and sub-ceiling look similar in the MFF structure. Both set maximum ceilings for expenditure, allow clear identification of the resources for cohesion policy and can be useful in political debates. However, they differ when it comes to implications for the budgetary flexibility of the MFF.

Appropriations or margins available under one sub-heading cannot be used for expenditure in another heading or sub-heading. However, any unallocated margins or appropriations budgeted for programmes under the sub-ceiling may – if necessary – be used for other expenditure of the same heading but outside the sub-ceiling. The margin available under the heading cannot be used to 'top up' the programmes under the sub-ceiling. The increase of a sub-ceiling would require a revision or adjustment of the MFF Regulation as it is included in the table annexed to the MFF Regulation.

Source: European Union Public Finance, 5th Edition, 2014.

Member States, amounts to €330 642 million (€373 000 million in current prices) and includes: the European Regional Development Fund (ERDF), the Cohesion Fund (including a transfer of €10 000 million to the Connecting Europe Facility), and the shared management strand of European Social Fund+ (i.e. excluding €1 042 million on Health Programme and Social Innovation Programme, which are managed directly by the Commission).

Although, according to the proposal, in real terms the cohesion budget has been cut by 10 % and as a share of the total next MFF by 5 %, it would remain, next to the common agricultural policy, the biggest spending category in the MFF (see Figure 3). This reduction is, nevertheless, one important demonstration of the shift in priorities of the MFF.

However, each fund would be affected differently by this change – while the ERDF would increase slightly, the ESF+ and the Cohesion Fund would decrease (see Figure 4). The most dramatic cut would hit the Cohesion Fund. Its overall allocation would decrease by 45 %. Furthermore, as in the current MFF, the Commission would like to ring-fence almost a quarter of the fund (€10 billion) for transport projects under the directly managed Connecting Europe Facility.

The Commission justified the cut to the Cohesion Fund by the fact that since EU enlargement in 2004 its goals have to a certain extent been achieved and investment needs have shifted from environmental and transport infrastructure to areas covered by the other programmes and funds, such as research, innovation, education and renewable energy. Therefore, with this reduction the Commission is restoring the

previously 'artificially inflated' Cohesion Fund allocation to a 'normal' level.⁶

Given these changes, the relative role of each fund in the budget for cohesion policy would also change. The ERDF would increase its share by 7 % and the Cohesion Fund would decrease by 8 %. The role of the ESF+ would remain almost the same (see Figure 5).

How these figures will translate into the individual Member States' allocations is difficult to assess as it depends on a complicated set of rules included in the proposal for the [Common Provisions Regulation](#) (Annex XXII) and in [fund-specific regulations](#). They concern, for example, eligibility criteria and region definitions (less developed, transition and more developed), thematic concentration criteria, the methodology on the allocation of global resources per Member State, maximum and minimum levels of transfers from the funds (known as capping and safety nets) and co-financing rates. The Commission proposed to introduce some important changes to these rules. As a result, allocations per Member State have changed in comparison with the current MFF. The countries most affected would be Malta (- 28 %), Poland (- 24 %), Hungary and Slovakia (- 22 %). The

countries that would benefit from the changes include Romania (17 %), Bulgaria (15 %) and Greece (12 %).

Outside the sub-ceiling for cohesion policy, but under the policy cluster 'Regional development and cohesion' the Commission has included [Support to the Turkish-Cypriot Community](#) and has proposed to reduce its allocation by 10%. Currently under Heading 4 'Global Europe', the programme is directly implemented by the Commission.

European Parliament's position

Since its first resolution on the future MFF ([14 March 2018](#)) the European Parliament has constantly repeated its strong opposition to any reductions in funding levels for long-standing EU policies – cohesion policy and agricultural policy. In particular, the Parliament has opposed the cuts proposed by the Commission for the Cohesion Fund and the European Social Fund. In its interim report, voted on 14 November 2018, the Parliament therefore demanded that the budget for sub-ceiling 'Economic, social and territorial cohesion' should be maintained at least the level of current MFF (in real terms), allocating €378 097 million (14 % more than the Commission's proposal). This amount includes:

- €272 411 million for the ERDF and Cohesion Fund (without indicating individual sums for the funds and without indicating the amount to be transferred from the Cohesion Fund to CEF-Transport)⁷, and
- €106 781 million for the European Social Fund+ (including a €5 900 million Child Guarantee and excluding €1 095 million reserved for the health programme and employment and social innovation programme).

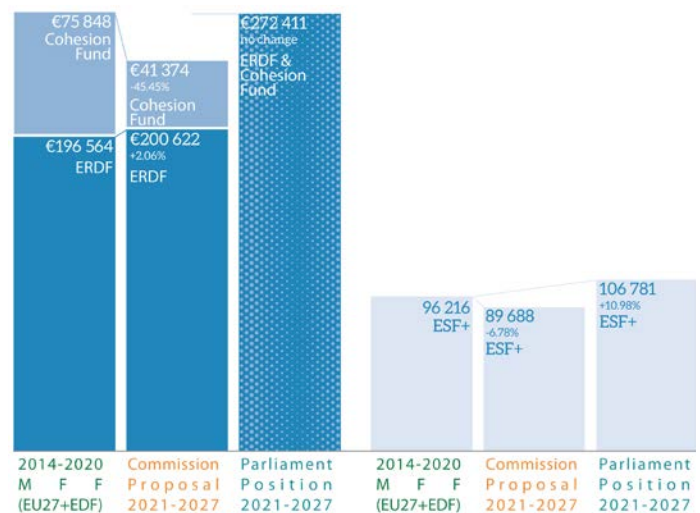
The Parliament's view in this regard is widely shared, by the [European Committee of the Regions](#) and the [European Economic and Social Committee](#), and also by many other stakeholders ([#CohesionAlliance](#)). Although some reduction in the budget for cohesion policy was [anticipated](#), the size of the cut actually proposed was surprising for stakeholders, who called the proposal worrying and disappointing, and feared it would undermine cohesion in Europe over the next decade.⁸

A similar view has already been presented by the Member States that would be affected by cuts (see above). Among the countries declaring – sometimes strong – support for a reduction in the cohesion budget are net contributors to the EU budget, including Austria, Denmark, Finland, the Netherlands and Sweden.

Investing in people, social cohesion and values

Another innovation introduced by the Commission in the proposal for the next MFF is to group under Heading 2 programmes that have a social dimension in common but that are currently dispersed across several MFF headings. They are gathered under the policy cluster 'Investing in

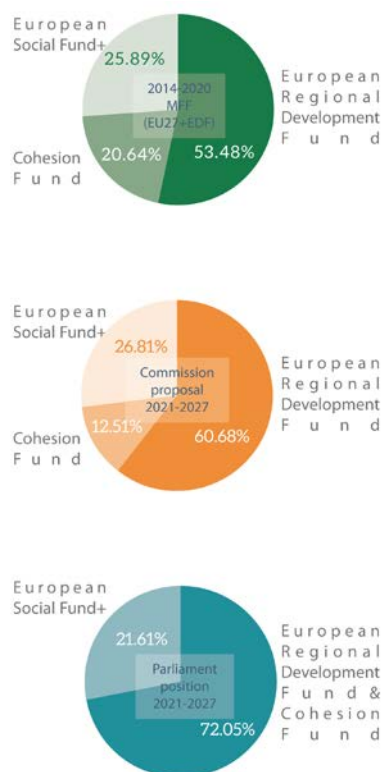
Figure 4 – Allocation for cohesion funds according to the Commission and the European Parliament compared with the 2014 to 2020 MFF (€ million, 2018 prices)



Source: EPRS, based on the European Parliament resolution of [14 November 2018](#).

people, social cohesion and values' and include: the European Social Fund+, Erasmus+, European Solidarity Corps, Creative Europe and Justice, Rights and Values Fund.

Figure 5 – Share of the ERDF, ESF+ and Cohesion Fund in the sub-ceiling Economic, social and territorial cohesion: 2014-2020 MFF, Commission proposal and Parliament's position



Source: EPRS, based on the European Parliament resolution of [14 November 2018](#).

On the one hand, this joint presentation improves the visibility of EU investment in the area. On the other, there are doubts as to the position of the ESF+ in the new structure, which [is seen](#) as a way to separate the fund from cohesion policy and the shared management method (the ERDF and Cohesion Fund are under the 'Regional development and cohesion' policy cluster) and to undermine the importance of cohesion policy.

As far as the allocation for the cluster 'Investing in people, social cohesion and values' is concerned, the Commission would like to increase it by almost 7 %. This is mostly as a result of the major reinforcement of programmes directly managed by the Commission, such as Erasmus+ and the European Solidarity Corps.

The biggest budget item in this group, with a total allocation of €89 688 million, is the European Social Fund+. It is proposed that it would merge five components in the years 2021 to 2027. These are three components managed jointly by the Member States and the Commission (shared management) as part of the cohesion funds and amounting to €88 646 million: the existing ESF (investments in employment, education and social inclusion), the [Youth Employment Initiative](#) and the [Fund for European Aid to the most deprived](#); and two components managed directly by the European Commission and amounting to €1 042 million: the Employment and Social Innovation Programme and the Health Programme. Despite enlarging the scope, as compared with the current MFF, the ESF+ would shrink by 7 %. However, its share in the budget for the cohesion funds would not change significantly (see Figure 5).

By contrast, the Commission has proposed considerable increases in funding targeted at young people. This is a reflection of a [decision](#) to give more priority to young people, to develop the social dimension of the EU, and to try to create

a common sense of European values. The budget for Erasmus+ would be doubled. This increase fits into the trend observed since the launch of the programme. Its allocation as part of the EU budget has risen from 0.03 % in 1988 to approximately 1.3 % under the current MFF and to more than 2.3 % in the proposed 2021-2027 MFF. According to the Commission, the bolstered allocation for the years 2021 to 2027 would enable 12 million people to participate in the programme, three times the number currently able to participate.

Similarly, the allocation for the [European Solidarity Corps](#) would increase three-fold and incorporate the [EU Aid Volunteers initiative](#). The programme would continue promoting the engagement of EU citizens and organisations in solidarity and volunteering activities. Currently its budget is partly supported by a special contribution from the ESF. In comparison with these financial reinforcements, a 17 % increase for the [Creative Europe](#) programme (currently under Heading 3 'Security and citizenship') may seem modest. The programme is the only EU programme focusing exclusively on cultural and creative activities and enterprises and has been successfully implemented since 2014.

Last but not least, the Commission proposed an 8 % decrease in the total envelope for the Justice, Rights and Values Fund (from €910 million currently to €841 million in the 2021-2027 period). This instrument would comprise two already existing small-scale programmes (currently under Heading 3 – Security and citizenship): the justice programme (€271 million) and the rights and values programme (€570 million). The fund's overall goal is to sustain open, democratic and inclusive societies. While the rights and values programme focuses on the promotion of equality and rights of EU citizens, the justice programme contributes to the development of a European area of justice and rule of law. As is the case currently, the new fund would be managed directly by the Commission.

European Parliament's position

Parliament did not agree with the cuts in the ESF+ and the Justice, Rights and Values Fund. It demanded even more significant reinforcement for the Erasmus+ and the European Solidarity Corps. As a result, it argued that overall spending in this area compared with the level of the 2014 to 2020 MFF should increase by 36.2 %. In particular, according to Parliament (see Figure 1):

- the European Social Fund+ should increase by 11 %, mostly by doubling the resources for youth employment (the Youth Employment Initiative currently amounts to €4 645 million) and including a Child Guarantee of €5.9 billion. This new instrument should tackle child poverty in the EU and via the EU's external action (the Parliament called on the Commission to prepare a relevant legislative proposal);
- Erasmus+ should be tripled and reach the level of almost €41.2 billion;
- the European Solidarity Corps budget should be tripled (in accordance with the Commission's proposal);
- Creative Europe should be doubled;
- the Justice Programme should be maintained at the current level;
- the Rights and Values programme should be enforced significantly (nearly tripled) and include at least €500 million in support for civil society organisations that promote fundamental European Union values and democracy at local and national level.

Next steps

As explained in previous [EPRS briefings](#) on the 2021-2027 MFF, negotiations on the next seven-year financial plan for the EU cover the expenditure side of the budget (the MFF regulation), revenue (the own resources decisions) and the rules for implementation for continued and new funds and programmes (sector-specific regulations). There are a variety of different legislative procedures with different roles for the Parliament and the Council, and a specific role for the European Council. Nevertheless, the Parliament has made it clear that it will negotiate the revenue and expenditure sides as a single package. Consequently, the Parliament's position on the Commission's proposal for the 2021-2027 MFF voted on 14 November, including the figures, will be incorporated into its positions on the programme-specific regulations adopted under the ordinary legislative procedure.

In parallel to the European Parliament's work, the Council, under first the Bulgarian and then the Austrian Presidencies, has been examining the MFF package over recent months. By the end of the Austrian Presidency, the Member States had reached partial agreement on the structure of the MFF and on the sectoral regulations. As for Heading 2, based on the Presidency's [progress report](#) and [draft negotiating box](#), it can be concluded that the list of issues for further discussion is still long and, in addition to concrete allocations for programmes and funds, includes:

- on resources allocated to the cohesion funds (ERDF, ESF+ and Cohesion Fund): criteria and methodologies for calculation of amounts dedicated to Member States, different categories of regions and specific policy goals; the reference periods for calculation of eligibility; the issue of minimum and maximum levels of transfers (capping and safety nets); co-financing, pre-financing and decommitment rules; the link to the EU policy objectives and the

European Semester. Moreover, it has yet to be decided if the structure of Heading 2 should include a sub-ceiling or a sub-heading for economic, social and territorial cohesion;

- on instruments supporting economic and monetary union: the modalities and scope of the proposed Reform Support Programme and distribution of resources between its components, as well as the details of the proposed European Investment Stabilisation Function;
- on investing in people, social cohesion and values: management modalities of the ESF+ (its shared and directly managed parts) as well as its position in the MFF architecture; options for further concentration of the ESF+ on specific objectives, possibilities to incorporate the European Globalisation Adjustment Fund into the ESF+; financial envelope of Erasmus+ and incorporation of the [DiscoverEU](#) programme.

Since more than 84 % of the heading falls under shared management and will be distributed to national envelopes, for the Member States it is a particularly important part of the MFF. Progress in the negotiations had not been sufficient to take a decision on the next MFF at the European Council meeting of 13-14 December 2018. The discussions at technical and political level will, thus, continue under the Romanian Presidency, with a view to achieving an agreement in autumn 2019 under the subsequent, Finnish, Presidency.

The Parliament and the Commission had been strongly advocating efforts to be made to reach agreement on the MFF before the European elections in May 2019. Meeting this deadline is important for the spending programmes under Heading 2, in particular for the ERDF, the Cohesion Fund and ESF+. Given the time required for programming at EU, national and regional levels, timely adoption of the MFF figures could have practical consequences for the smooth start of implementation stage. Late adoption of the 2014-2020 MFF had a major impact with delays [implementing](#) present spending programmes.⁹

Table 2 – Proposal for Heading 2 – Cohesion and values – in the 2021 to 2027 MFF

Heading 2 – Cohesion and values Policy clusters	2014-2020 (EU28+EDF)	Commission proposal 2021-2027	Parliament position 2021-2027	Commission proposal 2021-2027 to 2014-2020 MFF	Parliament position 2021-2027 to 2014-2020 MFF
Total	387 250	391 974	457 540	1.22%	18.15%
5. Regional Development and Cohesion	272 647	242 209	272 647	-11.16%	0%
ERDF and Cohesion Fund <i>including:</i>	272 411	241 996	272 411	-11.17%	0%
European Regional Development Fund	196 564	200 622		2.06%	
Cohesion Fund	75 848	41 374		-45.45%	
of which contribution to the Connecting Europe Facility --Transport	11 487	10 000		-12.95%	
Support to the Turkish-Cypriot Community	236	213	236	-9.78%	0%
6. Economic and Monetary Union	273	22 281	22 281	8 074.33%	8 074.33%
Reform Support Programme (incl. Reform Delivery Tool and Convergence Facility)	185	22 181	22 181	New programme	New programme
Protection of the Euro Against Counterfeiting	7	7	7	0%	0%
other	81	93	93	15.57%	15.57%
7. Investing in People, Social Cohesion and Values	115 729	123 466	157 612	6.69%	36.19%
European Social Fund+	96 216	89 688	106 781	-6.78%	10.98%
<i>of which health, employment and social innovation</i>	1 075	1 042	1 095	-3.07%	1.86%
Erasmus+	13 699	26 368	41 097	92.49%	200.01%
European Solidarity Corps	373	1 113	1 113	198.74%	198.74%
Creative Europe	1 403	1 642	2 806	17.01%	100.01%
Justice	316	271	316	-14.24%	0%
Rights and Values	594	570	1 627	-4.04%	173.91%
other	1 158	1 185	1 185	2.29%	2.29%
Decentralised agencies	1 971	2 629	2 687	33.40%	36.32%
Margin	-1 399	4 018	4 999	-387.12%	-457.22%

Source: EPRS, based on European Parliament [resolution of 14 November 2018](#).

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ENDNOTES

- ¹ Unless otherwise indicated, all prices in this analysis are constant (2018) and all comparisons between 2014 to 2020 figures and proposed 2021 to 2027 figures are based on estimations excluding the UK and including the European Development Fund. The other assumptions for calculations are the same as in: M. Parry and M. Sapala, [2021-2027 multiannual financial framework and new own resources. Analysis of the Commission's proposal](#), EPRS, European Parliament, 2018.
- ² This budgetary line covers the following EU decentralised agencies: the [European Foundation for the Improvement of Living and Working Conditions](#), the [European Agency for Safety and Health at Work](#), the [European Centre for the Development of Vocational Training](#), the [European Labour Authority](#), the [European Centre for Disease Prevention and Control](#), the [European Food Safety Authority](#), the [European Medicines Agency](#), the [European Institute for Gender Equality](#), the [European Union Agency for Fundamental Rights](#), the [European Union's Judicial Cooperation Unit](#) and the [European Public Prosecutor's Office](#).
- ³ For more on the Parliament's role in the negotiations on the future MFF see: M. Parry and M. Sapala, [Post-2020 MFF and own resources. Ahead of the Commission's proposal](#), Briefing, EPRS, European Parliament, April 2018; M. Parry and M. Sapala, [2021-2027 multiannual financial framework and new own resources. Analysis of the Commission's proposal](#), EPRS, European Parliament, 2018.
- ⁴ The design of the instrument was also criticised by some experts, see: G. Claeys, Z. Darvas, The Commission's proposal for the next MFF: A glass half-full, [Bruegel](#), May 2018.
- ⁵ R. Huguenot-Noel, A. Hunter and F. Zuleeg, Research for REGI Committee – Future links between structural reforms and EU cohesion policy, European Parliament, Policy Department for Structural and Cohesion Policies, Brussels 2018.
- ⁶ Committee on Regional Development, European Parliament, [20 June 2018](#).
- ⁷ The Parliament's position on the amount to be will be decided in the fund-specific regulation.
- ⁸ #CohesionAlliance, press release, [31 May 2018](#).
- ⁹ More on the consequences of the delayed agreement on the 2021-2027 MFF see: E. Rubio, Negotiating the next multiannual financial framework in an electoral year: which consequences?, [Notre Europe](#), 29 November 2018.

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eprs@ep.europa.eu (contact)

www.eprs.ep.parl.union.eu (intranet)

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