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The European Union Multiannual Financial Framework and European Funding Programmes 2014-2020

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This short briefing provides a summary of the European Union's multi-annual financial framework for the 2014-2020 financial period. It also provides details of the European funding programmes available during the programming period.

The Scottish Parliament
Pàrlamaid na h-Alba

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EXECUTIVE SUMMARY

The European Union's Multiannual Financial Framework (MFF) lays down the maximum annual amounts ('ceilings') which the EU may spend in different political fields ('headings') over a period of no less than five years. The current MFF covers seven years: from 2014 to 2020 and sets a budget ceiling of €960 billion.

The 2014-2020 MFF is divided into six headings of expenditure. These are:

- Smart and Inclusive Growth
- Sustainable Growth
- Security and Citizenship
- Global Europe
- Administration
- Compensations

The budget is financed by member states in three different ways. Through "Traditional Own Resources" which is customs revenue generated for the European Union by Community legislation, through Value Added Tax resources and through a system linked to GNI (Gross National Income).

The GNI-based contribution is the largest part of each member state's payment and is set each year by the EU to balance the budget.

The MFF is used to finance a number of different European funding programmes. These programmes are a mixture of pre-allocated funds where each Member State is apportioned a particular amount depending on their circumstances (examples of pre-allocated funds are the Common Agricultural Policy and the Structural Funds) and competitive funds where projects in Member States are required to bid for funding. Examples of competitive funds include Horizon 2020 and the Connecting Europe Fund.

In addition to the better known programmes and funds listed above, the MFF also finances a number of other funds which are intended to support, economic, environmental or external objectives.

MULTIANNUAL FINANCIAL FRAMEWORK 2014-2020

BACKGROUND

On 2 December 2013, the Council of the European Union adopted the regulation laying down the EU's multiannual financial framework (MFF) for 2014-2020.

The Multiannual Financial Framework (MFF) lays down the maximum annual amounts ('ceilings') which the EU may spend in different political fields ('headings') over a period of no less than five years. The current MFF covers seven years: from 2014 to 2020 and sets a budget ceiling of €960 billion.

The MFF is not the budget of the EU for seven years. Rather, it provides a framework for financial programming and budgetary discipline, ensuring that EU spending is predictable. It also allows the EU to implement common policies over a period that is long enough to make them effective. By defining how much and in which areas the EU should invest over seven years, the MFF is an expression of political priorities as much as a budgetary planning tool. The annual budget is adopted within this framework and usually remains below the MFF expenditure ceilings in order to retain some margin to cope with unforeseen needs.

THE MULTIANNUAL FINANCIAL FRAMEWORK PRIORITIES

The MFF is divided into six categories of expenditure ('headings') corresponding to different areas of EU activities (European Commission 2013a):

<u>1. Smart and Inclusive Growth</u>

1a. Competitiveness for growth and jobs: includes research and innovation; education and training; trans-European networks in energy, transport and telecommunications; social policy; development of enterprises etc.

1b. Economic, social and territorial cohesion: covers regional policy which aims at helping the least developed EU countries and regions to catch up, strengthening all regions' competitiveness and developing inter-regional cooperation.

<u>2. Sustainable Growth</u>

Natural Resources: includes the common agricultural policy, common fisheries policy, rural development and environmental measures.

<u>3. Security and citizenship</u>

Includes justice and home affairs, border protection, immigration and asylum policy, public health, consumer protection, culture, youth, information and dialogue with citizens.

<u>4. Global Europe</u>

Covers all external action ("foreign affairs") by the EU such as development assistance or humanitarian aid. The European Development Fund also provides financial resources for the ‘EU as a global actor’. However, it is not part of the EU budget and therefore does not fall under the MFF.

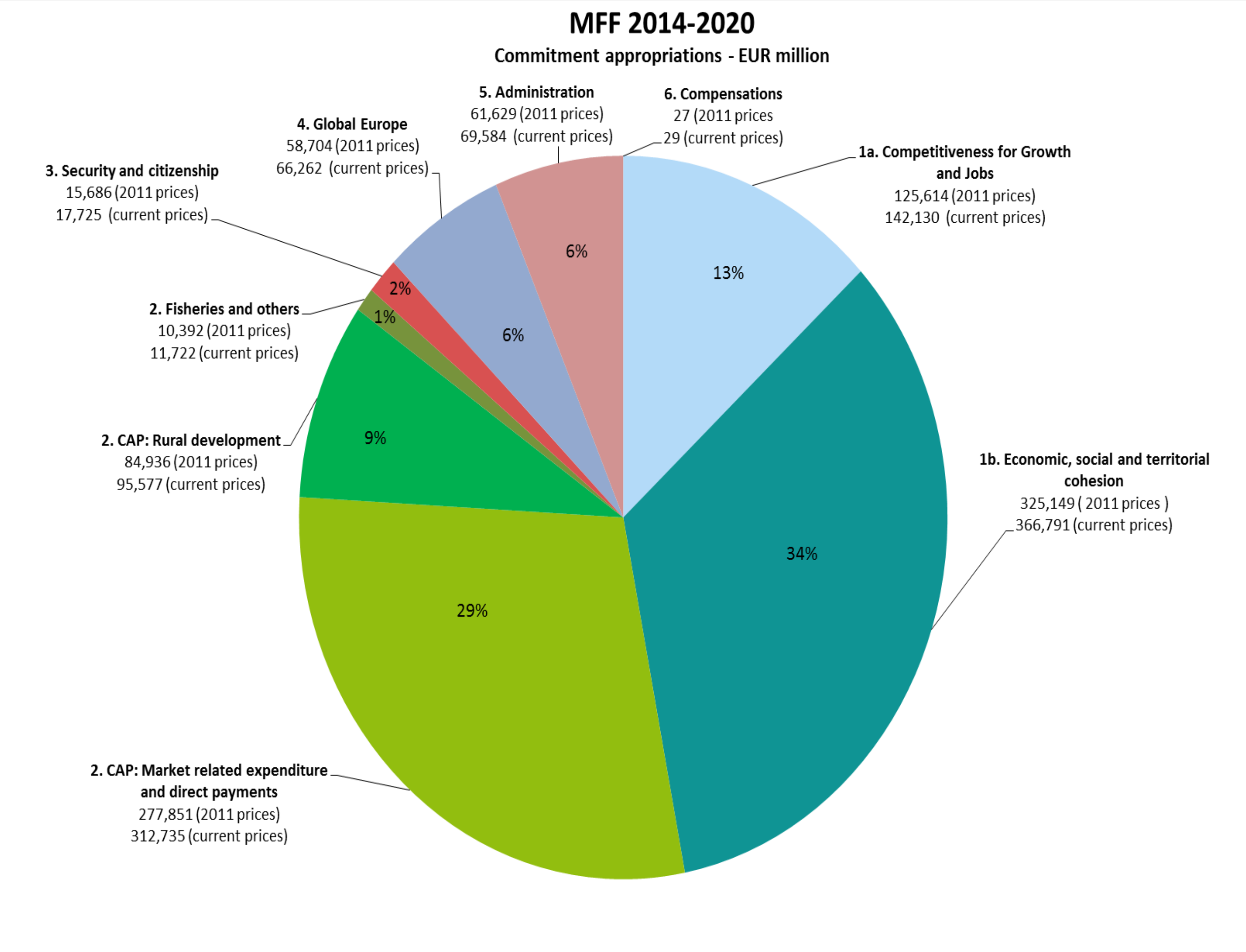
<u>5. Administration</u>

Covers the administrative expenditure of all the European institutions, pensions and European Schools.

6. Compensations

A temporary cash flow mechanism designed to ensure that Croatia, who joined the EU in July 2013, does not contribute more to the EU budget than it benefits from it in the first year following its accession.

Multiannual Financial Framework 2014-2020: Categories of Expenditure



(European Commission 2013a)

FINANCING THE BUDGET

Article 311 of the Treaty on the Functioning of the European Union states that; "The Union shall provide itself with the means necessary to attain its objectives and carry through its policies". Article 311 goes on to state that "without prejudice to other revenue, the budget shall be financed wholly from own resources" (Council of the European Union 2012).

Previously the European Union's budget had depended entirely on contributions from member states own national budgets. Introducing a system of own resources meant the European Union became financially independent. This is because own resources are sources of finance which accrue automatically to the European Community from member states.

The budget is financed by member states in three different ways. Through “Traditional Own Resources” which is customs revenue generated for the European Union by Community legislation, through Value Added Tax resources and through a system linked to GNI (Gross National Income). (European Commission 2011)

The GNI-based contribution is the largest part of each member state’s payment and is set each year by the EU to balance the budget.

Traditional Own Resources

Traditional Own Resources (TOR) are sources of revenue generated exclusively by the European Commission as a result of European Community legislation. For example, European Community customs legislation which governs customs duties on goods (including agricultural produce) imported into the European Union provide for a common customs tariff which is collected by member states who receive a percentage of the resources as compensation for collecting them. The level of compensation is currently 25% of the tariff.

Value added tax

In 1970, Value Added Tax (VAT) resources were introduced to supplement the budget which had previously relied only on traditional own resources. However, due to delays trying to agree a VAT base figure the VAT resource did not come into use until 1980.

The resource based on (VAT) is a uniform percentage rate that is applied to each member state’s harmonised VAT revenue. The VAT resource is currently calculated at 0.33% of each member state’s tax base. The tax base is a theoretical construct that compensates for the fact that neither the VAT rate nor the list of goods and services covered by VAT are harmonised at EU level.

Gross national income

The GNI own resource (originally Gross National Product) was introduced in 1988. One of the main reasons for its introduction was to introduce a new resource to balance the budget and ensure the European Union was able to raise as much money as it needed to spend. This is important because the EU budget must always be in balance. The GNI resource is a uniform percentage rate (currently 0.73%) applied to the GNI of each member state.

Financial correction mechanisms

Financial correction mechanisms are designed to correct contributions by certain Member States deemed excessive as compared to their national wealth. The UK enjoys a rebate (agreed at the Fontainebleau European Council in June 1984). The rebate is basically equal to 66% of the difference between the UK’s contribution and what it receives back from the budget. The cost of the UK rebate is divided among the other EU Member States in proportion to the share they contribute to the EU's GNI. Germany, the Netherlands, Austria and Sweden, whose relative contributions to the budget are also considered to be too high, pay a smaller relative proportion of the UK correction than other Member States.

For the duration of the 2014-2020 multiannual financial framework, the Netherlands and Sweden also benefit from gross reductions in their annual GNI contributions of €605 million and €150 million respectively. In addition, during the current multiannual financial framework there are reduced VAT call rates applicable for Germany, the Netherlands and Sweden.

Scotland and the European Union Budget

Using the 2007 to 2013 Multiannual Financial Framework, the Financial Scrutiny Unit in SPICe made an assessment of Scotland's likely receipts and payments to the EU Budget between 2007 and 2013. The data showed Scotland's illustrative contribution to the EU budget and allocated EU receipts. The data suggested that during the 2007-2013 period Scotland was a net contributor to the EU making illustrative contributions of just under €7.8 billion whilst receiving just over €6 billion in payments from European programmes.

Indicative Scottish Payments and Receipts for the European Budget 2007-2013 (€m)

	2007	2008	2009	2010	2011	2012	2013	2007-2013
Payments	1,112	849	807	1,148	1,184	1,388	1,299	7,787
Receipts	912	859	780	875	836	892	854	6,007
Net Cont	200	-10	27	273	348	496	445	1,780

(Scottish Parliament Information Centre 2014)

EUROPEAN FUNDING PROGRAMMES 2014-2020

In line with the financial framework running from 2014 to 2020, European funding programmes will also run from 2014 to 2020.

PRE-ALLOCATED AND COMPETITIVE FUNDS

European funding programmes such as Structural Funds and the Common Agricultural Policy (both pillar 1 and pillar 2) see funds pre-allocated to Member States and as such there is no competitive bidding process required to ensure Scotland gets “its share” of funding. Most other funds described in this paper are competitive funds in which Scottish projects are required to bid against projects from across the European Union for funding.

In nearly all cases, European funds come with a requirement to match fund the grant provided. In the case of most structural fund projects in Scotland, the match funding is already provided, normally through a co-financing organisation. In the case of Pillar 2 of the Common Agricultural Policy, the match funding comes from the Scottish Government and the money is used for the Scottish Rural Development Programme. Most other European funding programmes accessed in Scotland require projects to source match funding to allow them to receive European funds.

The next section of the briefing outlines the key funding programmes and provides details of funds available in Scotland where the funds are pre-allocated. For each of the funding programmes the overall financial heading is indicated in brackets.

Pre-allocated Funds

Common Agricultural Policy (Sustainable Growth)

The Common Agricultural Policy aims at ensuring a decent standard of living for farmers and providing consumers with a stable and safe food supply at affordable prices. The "1st pillar" of the Common Agricultural Policy (CAP) corresponds to support to farmers' incomes provided in the form of direct payments and market-support measures.

Pillar 1 of the CAP is worth €312 billion across the European Union (European Commission 2013b)

The 2nd pillar aims to provide help to improve competitiveness for farming and forestry, protect the environment and the countryside, improve the quality of life and diversification of the rural economy and support locally based approaches to rural development.

Pillar 2 of the CAP is worth €95 billion across the European Union (European Commission 2013a)

CAP funds are allocated to Member States and are then distributed across the Member State. Between 2007 and 2013 Scotland benefited from around €4.5 billion of Common Agricultural Policy (CAP) funding. Between 2014 and 2020 Scotland is likely to benefit from around €4.5 billion (UK Government 2013)

European Maritime and Fisheries Fund (Sustainable Growth)

The European Maritime and Fisheries Fund supports the implementation of the Common Fisheries Policy with the necessary financial resources. The fund focuses on funding projects which promote a sustainable future for the European fishing industry and coastal communities with particular focus on the rebuilding of fish stocks, reducing the impact of fisheries on the marine environment, and the progressive elimination of wasteful discarding practices.

The Fund is worth €6.4 billion.

During the 2007-2013 period, Scotland received around €100 million from the European Fisheries Fund. Between 2014 and 2020 Scotland is likely to receive around 46% of the UK allocation (UK Government 2014) of €243.1 million (European Commission 2014a) equating to €111.8 million.

Structural Funds (Smart and Inclusive Growth)

The structural funds are usually distributed through the European Regional Development Fund and the European Social Fund. Allocations of funding are made based on the prosperity of NUTS II regions[1] across the European Union.

Transition Regions

Transition regions are those regions whose GDP is between 75 % and 90 % of the EU average. The programme is worth €35.7 billion.

Less Developed Regions

"Less developed regions" are the European regions whose GDP is less than 75 % of the EU average. The programme is worth €185.4 billion.

More Developed Regions

"More developed regions" are the European regions whose GDP is above 90 % of the EU average. The programme is worth €55.8 billion.

Outermost and sparsely populated regions

Areas that are naturally disadvantaged from a geographical viewpoint (remote, mountainous or sparsely populated areas), as well as outermost areas benefit from specific assistance from the European Regional Development Fund to address possible disadvantages.

The programme is worth €1.6 billion.

Between 2007 and 2013 Scotland received around €800 million in European Structural Funds. For the 2014-2020 structural fund programmes, Scotland will have 2 programme areas - the Highlands and Islands (with a GDP between 75% and 90% of the EU average), and the rest of Scotland which is made up of the other three NUTS II (Nomenclature of Territorial Units for Statistics) regions (North Eastern Scotland, Eastern Scotland and South Western Scotland) all of whom have a GDP above 90% of the EU average. Therefore, the Highlands and Islands has been designated as a transition region and the rest of Scotland as a more developed region. During the 2014 to 2020 Multiannual Financial Framework, Scotland is likely to receive around €795 million in funding.

Territorial Cooperation Funding (Smart and Inclusive Growth)

The European territorial cooperation scheme helps regions across Europe to work together to address shared problems. Funding is made available through the European Regional Development Fund. The programme is worth €10.2 billion.

[1] The NUTS classification (Nomenclature of territorial units for statistics) is a hierarchical system for dividing up the economic territory of the EU for the purpose of the collection, development and harmonisation of EU regional statistics and the framing of EU regional policies.

Between 2007 and 2013 projects with Scottish involvement received around €42 million in funding. During the 2014-2020 funding period, Scotland will be eligible to participate in six programmes:

- Northern Ireland, Border Region of Ireland and Western Scotland
- Atlantic Area
- North-West Europe
- North Sea
- Northern Periphery and Arctic
- Interregional Cooperation (EU wide)

Competitive Funds

In the case of competitive funds, Scottish projects, or projects involving Scottish stakeholders need to bid for funding against other projects across the European Union. There is no pre-allocated share for member states.

Historically, Scotland has been successful in accessing competitive funding. The biggest programme that Scotland has benefited from is the Framework Programme for Research and Development (now Horizon 2020). Scotland has also received money from other strands of competitive funding such as the Competitiveness and Innovation Programme and the LIFE+ programme but receipts from these programmes have been comparatively small. Details of some of the bigger competitive programmes are provided below.

Connecting Europe (Smart and Inclusive Growth)

In October 2011 the European Commission announced plans to introduce a Connecting Europe finance facility for the 2014-2020 funding period. Connecting Europe was designed to contribute to the development of Europe's infrastructure and thereby boost economic competitiveness and create jobs.

The European Commission's original proposal for a €50 billion budget was cut to just over €33 billion with €11.3 billion being allocated from the Cohesion fund[2]. Of this, €26.2 billion was earmarked for transport projects; €5.8 billion was allocated for energy projects and €1.1 billion for telecommunications.

Horizon 2020 (Smart and Inclusive Growth)

Horizon 2020 is the biggest EU Research and Innovation programme ever with nearly €80 billion of funding available over 7 years (2014 to 2020). (European Commission 2014b)

According to figures from Scotland Europa supplied to the European and External Relations Committee, for the period from 2007 up to 1 July 2013, Scotland had secured €505 million which is 1.5% of the total allocated Framework Programme 7 for Research and Development (now Horizon 2020) budget. This also represents almost 10% of the €5.2 billion of funds which have come to the UK.

Competitiveness of Enterprises and SMEs (COSME) (Smart and Inclusive Growth)

The COSME programme is a new programme for the 2014-2020 funding programme. COSME supports the competitiveness, growth and sustainability of EU's enterprises, in particular SMEs, and promoting entrepreneurship. To reach these goals, the programme eases SME's access to

[2] The Cohesion Fund is aimed at Member States whose Gross National Income (GNI) per inhabitant is less than 90 % of the EU average. It aims to reduce economic and social disparities and to promote sustainable development.

finance by providing loan guarantees and risk-capital. It facilitates access to new markets inside and outside the EU and reduces the administrative burden on SMEs.

The total budget for COSME is just under €2.3 billion. (European Commission 2014c)

OTHER FUNDING PROGRAMMES

The 2014-2020 multiannual financial framework also provides funding for a number of other European programmes. Details of these are provided on the European Commission website. The details for a number of these programmes are reproduced below (European Commission 2014c).

Asylum, Migration and Integration Fund (Security and Citizenship)

The Asylum, Migration and Integration Fund focuses on people flows and the integrated management of migration. The fund supports actions addressing all aspects of migration, including asylum, legal migration, integration and the repatriation of non-EU nationals (termed irregular immigrants by the European Union).

The programme is worth €3.1 billion.

Civil Protection Mechanism (Security and Citizenship)

The Civil Protection Mechanism coordinates the EU's response to natural and man-made disasters within and outside the Union.

The programme is worth €223.8 million.

Cohesion Fund (Smart and Inclusive Growth)

The Cohesion fund aims at reducing economic and social shortfall, as well as stabilising the economy of Member States whose Gross domestic product (GDP) per inhabitant is less than 90 % of the EU average.

The programme is worth €74.9 billion (with €11.3 billion being allocated towards the Connecting Europe facility).

Common Foreign and Security Policy (Global Europe)

The role of the EU's foreign and security policy is to preserve peace and strengthen international security; to promote international cooperation; and to develop and consolidate democracy, the rule of law and respect for human rights and fundamental freedoms.

The programme is worth €2.3 billion.

Consumer Programme (Security and Citizenship)

The Consumer Programme helps citizens to fully enjoy their consumer rights and to actively participate in the Single Market. The programme focuses on four areas: monitoring and enforcing product safety; consumer information and education; consumer rights and effective redress; strengthening enforcement cross-border.

The programme is worth €188.8 million.

Copernicus (Smart and Inclusive Growth)

Copernicus is a European system for monitoring the Earth. It ensures the regular observation and monitoring of Earth sub-systems, the atmosphere, oceans, and continental surfaces, and provides reliable, validated and guaranteed information in support of a broad range of environmental and security applications and decisions.

The programme is worth €4.3 billion.

Creative Europe (Security and Citizenship)

The Creative Europe programme supports European cinema and cultural and creative sector. It supports tens of thousands of artists, cultural professionals and cultural organisations in the performing arts, fine arts, publishing, film, TV, music, interdisciplinary arts, heritage, and the video games industry, allowing them to operate across Europe, to reach new audiences and to develop the skills that are needed in the digital age. By helping European cultural works to reach new audiences in other countries, the programme contributes to safeguarding and promoting Europe's cultural and linguistic diversity.

The programme is worth €146.7 million

Development Cooperation Instrument (Global Europe)

The Development Cooperation Instrument focuses on combating poverty in developing countries. It also contributes to the achievement of other objectives of EU external action, in particular fostering sustainable economic, social and environmental development as well as promoting democracy, the rule of law, good governance and respect for human rights.

The programme is worth €19.6 billion

Employment and Social Innovation Programme (Smart and Inclusive Growth)

The Employment and Social Innovation Programme supports employment and social policies across the EU. The programme supports Member States efforts in the design and implementation of employment and social reforms at European, national as well as regional and local levels by means of policy coordination and the identification, analysis and sharing of best practices.

The programme is worth €919.4 million

EU Aid Volunteers (Global Europe)

The EU Aid Volunteers project provides a practical training for humanitarian volunteers and ensures their deployment in EU funded humanitarian aid operations worldwide.

The programme is worth €147.9 million

EU Civil Protection and European Emergency Response Coordination Centre (Global Europe)

The Civil Protection Mechanism coordinates the EU's response to natural and man-made disasters within and outside the Union.

The programme is worth €144.6 million

European Instrument for Democracy and Human Rights (Global Europe)

The European Instrument for Democracy and Human Rights provides support for the promotion of democracy and human rights in non-EU countries.

The programme is worth €1.3 billion.

Erasmus + (Smart and Inclusive Growth)

Erasmus+ aims at boosting skills and employability. The programme will increase the quality and relevance of Europe’s education systems by providing funding for the professional development of education and training staff, as well as youth workers and for cooperation between universities, colleges, schools, enterprises, and NGOs.

The programme is worth €14.8 billion.

European Neighbourhood Instrument (Global Europe)

The European Neighbourhood Instrument promotes enhanced political cooperation and progressive economic integration between the Union and its neighbouring countries.

The programme is worth €15.4 billion.

Europe for Citizens (Security and Citizenship)

The Europe for Citizens programme supports activities to increase awareness and citizens' understanding of the EU and of its values and history. The programme will also help people become more engaged in civic and democratic activities through debates and discussions on EU-related issues.

The programme is worth €185.5 million.

Food and Feed (Security and Citizenship)

The new animal and plant health programme aims at strengthening the enforcement of health and safety standards for the whole agri-food chain. The package of measures provide a modernised and simplified approach to the protection of health and more efficient control tools to ensure the effective application of EU agri-food chain rules.

The programme is worth €1.9 billion.

Galileo (Smart and Inclusive Growth)

The Galileo programme is Europe's initiative for a state-of-the-art global satellite navigation system, providing a highly accurate, guaranteed global positioning service under civilian control. The fully deployed system will consist of 30 satellites and the associated ground infrastructure. Galileo will be inter-operable with GPS and GLONASS, the two other global satellite navigation systems.

The programme is worth €7.1 billion.

Health (Security and Citizenship)

The EU Health Programme is about fostering good health in Europe by encouraging cooperation between Member States to improve the health policies that benefit their citizens. The programme aims at complementing the health policies of EU Member States to promote health, reduce health inequalities, protect people from serious cross-border health threats, encourage innovation in health and increase the sustainability of their health systems.

The programme is worth €449.4 million.

Humanitarian Aid (Global Europe)

The aim of the EU humanitarian aid policy is to provide assistance, relief and protection to people outside the EU victims of natural or man-made disasters.

The programme is worth €6.6 billion.

Instrument for Pre-accession Assistance (IPA II) (Global Europe)

The Instrument for Pre-Accession provides financial support to the enlargement countries in their preparations for EU accession.

The programme is worth €11.7 billion.

Instrument contributing to stability and peace (Global Europe)

The Instrument contributing to Stability and Peace (IcSP) is one of the key external assistance instruments that enable the EU to take a lead in helping to prevent and respond to actual or emerging crises around the world.

The programme is worth €2.3 billion.

Internal Security Fund (Security and Citizenship)

The Internal Security Fund supports the implementation of the Internal Security Strategy and the EU approach to law enforcement cooperation, including the management of the union's external borders.

The programme is worth €3.8 billion.

IT systems (Security and Citizenship)

EU State authorities need to cooperate on border management to ensure the security of citizens and travellers in the EU. A number of information sharing mechanisms are central to this cooperation:

- the Visa Information System (VIS) allows Schengen States[3] to exchange visa data;
- the Schengen Information System (SIS) allows Schengen States to exchange data on suspected criminals, on people who may not have the right to enter into or stay in the EU, on missing persons and on stolen, misappropriated or lost property.

The programme is worth €138.7 million.

ITER (Smart and Inclusive Growth)

ITER is an international collaborative project (EU, US, China, Japan, India Russia, South Korea) to demonstrate the potential of nuclear fusion as an energy source. It is one of the world's most ambitious research endeavours. Its results could dramatically change the world's energy landscape opening the way to a safe, affordable, inexhaustible and CO2-free source of energy.

The programme is worth €3 billion.

Justice Programme (Security and Citizenship)

[3] Schengen is an area without internal borders, an area within which citizens, many non-EU nationals, business people and tourists can freely circulate without being subjected to border checks. All EU Member States are member of the Schengen area with the exception of the United Kingdom, Ireland, Romania, Bulgaria and Croatia. In addition, Norway, Lichtenstein and Switzerland are members of the Schengen area. Although the UK is not a member of the Schengen area it is able to participate in the Schengen Information System, a decision on participation is likely to be made before the end of 2014. (UK Parliament 2014)

The Justice programme aims to make sure that EU legislation in civil and criminal justice is effectively applied. It helps ensure proper access to justice for people and businesses in cross-border legal cases in Europe and supports EU actions to tackle drugs and crime.

The programme is worth €377.6 million.

LIFE Programme

The Life Programme aims at improving the implementation of EU environment and climate policy and legislation. The programme will contribute to the shift towards a resource-efficient, low-carbon and climate resilient economy, to the protection and improvement of the quality of the environment and to halting and reversing biodiversity loss.

The programme is worth €3.5 billion.

Macro-financial Assistance (Global Europe)

Macro-financial assistance is an exceptional EU crisis response instrument. It provides loans and grants to EU neighbours dealing with serious, but generally short-term, balance-of-payments or budget difficulties. It is conditional and complements assistance by the International Monetary Fund.

The programme is worth €564.6 million.

Nuclear decommissioning assistance programmes (Smart and Inclusive Growth)

Nuclear decommissioning assistance programmes finance the decommissioning of some nuclear installations in Bulgaria, Lithuania and Slovakia.

The programme is worth €1.6 billion.

Partnership Instrument (PI) (Global Europe)

The overall objective of the Partnership Instrument is to advance and promote EU interests by supporting the external dimension of internal policies (e.g. competiveness, research and innovation, migration) and to address major global challenges (e.g. energy security, climate change and environment).

The programme is worth €954.8 million.

Rights, Equality and Citizenship (Security and Citizenship)

The programme will help to make people's rights and freedoms effective in practice by making them better known and more consistently applied across the EU. It will also promote the rights of the child, the principles of non-discrimination (racial or ethnic origin, religion or belief, disability, age or sexual orientation) and gender equality (including projects to combat violence against women and children).

The programme is worth €439.4 million.

Youth Employment Initiative (Smart and Inclusive Growth)

The Youth employment initiative supports young people not in education, employment or training in the Union's regions with a youth unemployment rate in 2012 at above 25%. The initiative focuses on integrating these young people into the labour market. Of the funding, €3 billion come from a dedicated Youth Employment budget line complemented by €3 billion more from the European Social Fund.

The programme is worth €3.2 billion.

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