

Brussels, 22 September 2025
(OR. en)

12984/25

FIN 1080

COVER NOTE

From:	Mr Piotr SERAFIN, Member of the European Commission
date of receipt:	19 September 2025
To:	Mr Nicolai WAMMEN, President of the Council of the European Union
No. Cion doc.:	BUDGET DEC(2025) 14
Subject:	Proposal for transfer of appropriations No DEC 14/2025 within Section III - Commission - of the general budget for 2025

Delegations will find attached document BUDGET DEC(2025) 14.

Encl.: BUDGET DEC(2025) 14



BRUSSELS, 19/09/2025

GENERAL BUDGET - 2025
SECTION III - COMMISSION TITLES: 14, 30

TRANSFER OF APPROPRIATIONS N° DEC 14/2025

FROM

CHAPTER - 3004 Solidarity mechanisms (special instruments)

ITEM - 30 04 01 02 Emergency Aid Reserve	Commitments	-233 532 319,00
	Payments	-233 532 319,00

CHAPTER - 1420 Pilot projects, preparatory actions, prerogatives and other actions

ITEM - 14 20 03 01 Macro-financial assistance (MFA) grants	Commitments	-18 817 773,00
ITEM - 14 20 03 06 International organisations and agreements	Commitments	-923 822,20
ITEM - 14 20 04 04 Strategic evaluations and audits	Commitments	-599 290,00

TO

CHAPTER - 1403 Humanitarian Aid

ARTICLE - 14 03 01 Humanitarian aid	Commitments	253 873 204,20
	Payments	233 532 319,00

I. DECREASE

I.1

a) Heading

30 04 01 02 - Emergency Aid Reserve

b) Figures at 16/09/2025

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	583 532 319,00	583 532 319,00
2 Transfers	-350 000 000,00	-350 000 000,00
3 Total appropriations for the year (1+2)	583 532 319,00	583 532 319,00
4 Appropriations already used	350 000 000,00	350 000 000,00
5 Appropriations available (3-4)	233 532 319,00	233 532 319,00
6 Decrease proposed	233 532 319,00	233 532 319,00
7 Total appropriations up to year end (5-6)	0 ,00	0 ,00
8 Decrease as percentage of appropriations in budget (6/1)	40,02 %	40,02 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a	n/a

c) Receipts arising from recovery (carried over from previous year)

	Commitments	Payments
1 Appropriations available at start of the year	0,00	0,00
2 Appropriations available on 16/09/2025	0,00	0,00
3 Implementation rate [(1-2)/1]	0%	0%

d) Detailed grounds for the decrease

Under Article 9(1)(b) of Council Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027, as amended by Regulation (EU, Euratom) 2024/765 of 29 February 2024, the Emergency Aid Reserve is intended to finance “rapid responses to specific emergency needs within the Union or in third countries following events which could not be foreseen when the budget was established, in particular for emergency responses and support operations following natural disasters not covered by point (a), man-made disasters, humanitarian crises in cases of large- scale public health, veterinary or phytosanitary threats, as well as in situations of particular pressure at the Union’s external borders resulting from migratory flows, where circumstances so require (the “Emergency Aid Reserve”).

Following the Mid-term revision of the MFF – Council Regulation (EU, Euratom) 2024/765 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027 – the Emergency Aid Reserve has a total of EUR 583 532 319 million in commitment and payment appropriations for 2025. With DEC 03/2025, EUR 350 million in commitment and payment appropriations were transferred to the Humanitarian aid line. The current proposed transfer of EUR 233.5 million will exhaust all the remaining availabilities on the line.

I. DECREASE

I.2

a) Heading

14 20 03 01 - Macro-financial assistance (MFA) grants

b) Figures at 16/09/2025

	Commitments
1 Appropriations in budget (Initial Budget + AB)	59 267 773,00
2 Transfers	-40 000 000,00
3 Total appropriations for the year (1+2)	19 267 773,00
4 Appropriations already used	0,00
5 Appropriations available (3-4)	19 267 773,00
6 Decrease proposed	18 817 773,00
7 Total appropriations up to year end (5-6)	450 000,00
8 Decrease as percentage of appropriations in budget (6/1)	32,50 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

c) Receipts arising from recovery (carried over from previous year)

	Commitments
1 Appropriations available at start of the year	0,00
2 Appropriations available on 16/09/2025	0,00
3 Implementation rate [(1-2)/1]	0%

d) Detailed grounds for the decrease

The surplus in commitment appropriations on the budget line 'Macro-financial assistance (MFA) grants' stems from the fact that no MFA operations with a grant component have been adopted in 2025 so far, and it is unlikely that any will be adopted before the end of the year. As MFA is a crisis instrument, it is difficult to predict which operations will enter the pipeline. Therefore, an amount of EUR 18.8 million in commitment appropriations is proposed to be transferred to the Humanitarian aid budget line. The corresponding payment appropriations which were made available on the budget line will be used in the Global Transfer.

I. DECREASE

I.3

a) Heading

14 20 03 06 - International organisations and agreements

b) Figures at 16/09/2025

	Commitments
1 Appropriations in budget (Initial Budget + AB)	24 593 350,00
2 Transfers	0,00
3 Total appropriations for the year (1+2)	24 593 350,00
4 Appropriations already used	22 296 258,16
5 Appropriations available (3-4)	2 297 091,84
6 Decrease proposed	923 822,20
7 Total appropriations up to year end (5-6)	1 373 269,64
8 Decrease as percentage of appropriations in budget (6/1)	3,76 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

c) Receipts arising from recovery (carried over from previous year)

	Commitments
1 Appropriations available at start of the year	487 396,21
2 Appropriations available on 16/09/2025	462 316,44
3 Implementation rate [(1-2)/1]	5,14%

d) Detailed grounds for the decrease

In 2025 the Commission has already committed and paid most of the mandatory and voluntary contributions under the budget line 'International organisations and agreements'. As a result, EUR 923 822 in commitment appropriations is proposed to be transferred to the Humanitarian aid budget line. The corresponding payment appropriations which were made available on the budget line will be used in the Global Transfer.

I. DECREASE

I.4

a) Heading

14 20 04 04 - Strategic evaluations and audits

b) Figures at 16/09/2025

	Commitments
1 Appropriations in budget (Initial Budget + AB)	18 799 637,00
2 Transfers	0,00
3 Total appropriations for the year (1+2)	18 799 637,00
4 Appropriations already used	14 847 531,17
5 Appropriations available (3-4)	3 952 105,83
6 Decrease proposed	599 290,00
7 Total appropriations up to year end (5-6)	3 352 815,83
8 Decrease as percentage of appropriations in budget (6/1)	3,19 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

c) Receipts arising from recovery (carried over from previous year)

	Commitments
1 Appropriations available at start of the year	0,00
2 Appropriations available on 16/09/2025	0,00
3 Implementation rate [(1-2)/1]	0%

d) Detailed grounds for the decrease

The lower needs for commitments in 2025 on the budget line 'Strategic evaluations and audits' are linked to the development of new Internal Control, Audit and Anti-Fraud strategies. Following the discontinuation of the former Strategic evaluation plan (SEP), the Commission will shortly launch an internal survey to collect suggestions and contributions on how to shape its new SEP as of 2026. No other new commitments are therefore foreseen for strategic evaluations under this budget line. Operational, intervention-level evaluations are being contracted as they are financed from the operational/country allocations under the Neighbourhood, Development and International Cooperation Instrument NIDCI-GE. Therefore, an amount of EUR 599 290 in commitment appropriations is proposed to be transferred to the Humanitarian aid budget line. The corresponding payment appropriations which were made available on the budget line will be used in the Global Transfer.

.

II. INCREASE

II.1

a) Heading

14 03 01 - Humanitarian aid

b) Figures at 16/09/2025

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	1 851 398 746,00	1 770 356 120,00
2 Transfers	370 000 000,00	350 000 000,00
3 Total appropriations for the year (1+2)	2 221 398 746,00	2 120 356 120,00
4 Appropriations already used	2 174 098 746,00	1 914 322 646,37
5 Appropriations available (3-4)	47 300 000,00	206 033 473,63
6 Increase requested	253 876 316,31	233 532 319,00
7 Total appropriations up to year end (5+6)	301 176 316,31	439 565 792,63
8 Increase as percentage of appropriations in budget (6/1)	13,71 %	13,19 %
9 Increase, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a	n/a

c) Receipts arising from recovery (carried over from previous year)

	Commitments	Payments
1 Appropriations available at start of the year	220 765,34	169 934,67
2 Appropriations available on 16/09/2025	0,00	1 183,50
3 Implementation rate [(1-2)/1]	100%	99,3%

d) Detailed grounds for the increase

The Commission requests the mobilisation of the Emergency Aid Reserve for a total of EUR 233.5 million in commitment and in payment appropriations and transfer of EUR 20.3 million in commitment appropriations under Heading 6 to provide humanitarian assistance for a number of humanitarian crises:

- the Horn of Africa crisis (CA + PA EUR 95 million);
- the West and Central Africa crises (CA + PA EUR 48,5 million);
- the crisis in Palestine¹ (CA + PA EUR 50 million);
- the crisis in Ukraine (CA + PA EUR 40 million);
- the crisis in Yemen (CA EUR 20,3 million).

While awaiting the decision of the Budgetary Authority, the Commission is planning to announce the reinforcement for Palestine and Yemen as part of the EU's pledge at the United Nations General Assembly to be held in New York City on 24 September 2025. This will allow to respond to the increased needs and seize the political opportunity to give a positive signal to the countries.

¹ The designation of Palestine shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

ANNEX 1

1. Horn of Africa Crisis – Total increase of EUR 95 million needed

Countries in the Horn of Africa are facing mounting humanitarian needs as conflict, armed insurgencies, insecurity, natural disasters, epidemics and protracted crises continue to affect vulnerable populations and displace them. The situation is compounded by significant funding reductions, as well as humanitarian space restrictions, leaving humanitarian organisations struggling to cope with needs. Worsening nutritional values (including famine conditions), spread of epidemics such as cholera, and increase of protection issues are some of the trends observed.

1.1. Ethiopia – EUR 30 million needed

Current allocated amount in 2025: EUR 46 million

Ethiopia is facing three new humanitarian hotspots on top of ongoing crises. The conflict in South Sudan has driven **50,000 refugees** into Gambella, where no facilities exist to host them. Inter-communal **clashes in July 2025** on the Somali–Oromia border have further displaced more than **200,000 people**. In Amhara, intensifying conflict continues to disrupt services and drive displacement. Across the country, food assistance needs are currently at their peak due the lean season, with some pockets already reaching **emergency levels** at Integrated Food Security Phase (IPC) Phase 4. Simultaneously, **cholera outbreaks** in Amhara and malaria in northwestern Tigray are adding new pressures on already vulnerable communities.

Additional funding will support multi-sectoral life-saving assistance, including cash where feasible, as well as WASH, health, nutrition, protection, and education in Emergencies.

1.2. Somalia – EUR 30 million needed

Current allocated amount in 2025: EUR 36 million

Somalia is sliding back into crisis as **conflict intensifies** on multiple fronts and critical services collapse due to funding shortfalls. Since May 2025, fighting between the Federal Government, non-state armed groups, and federal member states has displaced more than **100,000 people**. The food security situation has sharply deteriorated, with **4.7 million people** in acute food insecurity, including **713,000** in IPC Phase 4 – a 29% increase compared to January 2025. Health and nutrition outcomes are also worsening as more than **150 health facilities** have closed since the beginning of the year due to funding gaps and insecurity.

Urgent funding is required to provide life-saving assistance for populations affected by recent conflict and drought. This includes food and nutrition support, shelter and essential household items, WASH, health, and protection.

1.3. South Sudan – EUR 35 million needed

Current allocated amount in 2025: EUR 70 million

Since March 2025, escalating violence has further worsened the already fragile humanitarian situation in South Sudan. Medical facilities have been attacked, weakening a health system that is struggling to contain a cholera outbreak and widespread malnutrition. According to the June 2025 IPC update, **2.3 million children** under five now require treatment for acute malnutrition, up from **2.1 million** earlier in the year. Alarming, **83,000 people** are facing **catastrophic food insecurity** at IPC Phase 5. Moreover, violence has displaced several hundred thousand people, including 139,000 who fled to Sudan, Ethiopia, Uganda, and the DRC.

Additional funds are urgently needed to most acute needs through life-saving assistance including food, health and nutrition, protection, WASH and shelter/non-food items.

2. West and Central Africa Crises – Total increase of EUR 48.5 million needed

Current allocated amount in 2025: EUR 119.4 million

The West and Central Africa region is facing **multiple overlapping crises** in regions such as the Central Sahel, Lake Chad Basin, and Central African Republic, compounded by the ongoing conflict in Sudan. These crises are exacerbated by **increasing violence**, **political instability**, and the effects of **climate change**, leading to extreme displacement and

food insecurity. In 2025, nearly **34.6 million people**, representing around **10%** of the population, will need humanitarian assistance, with about **11.9 million people** being displaced.

Food insecurity remains indeed a significant issue across the region. The March 2025 Cadre Harmonisé (CH) projects that a record **55 million people** will be in crisis or worse food insecurity between June and August, with almost **3 million** projected in emergency conditions. The **2025 lean season** is expected to be particularly severe, resulting in rising malnutrition rates, with both children and adults suffering from acute conditions, further complicating the humanitarian landscape.

The additional funds will be used to address emergency needs of vulnerable populations through a multi-sectoral approach which will range from food assistance (in kind/cash distribution for population under blockades/hard to reach, prolonged lean season needs), to health, nutrition, water, sanitation, shelter and protection.

The requested amount will be allocated to respond to urgent needs in Burkina Faso, Niger, Mali, Nigeria, and Central African Republic (CAR). Securing the **flexibility of the funds** by initially not allocating them at country level is necessary to address the overlapping cross-border crises in West and Central Africa more effectively. The distribution of funds will therefore be determined in line with evolving **humanitarian needs** and **operational access**, to ensure that the most pressing needs are effectively addressed.

3. Palestine – EUR 50 million needed

Current allocated amount in 2025: EUR 169 million

Gaza continues to face a catastrophic humanitarian crisis, with the entire population now **fully dependent on aid**. In parallel, the situation in the West Bank has significantly deteriorated, showing clear signs of following a similar path. Regardless of future developments in Gaza, the needs will remain immense. Sustained humanitarian aid is essential to maintain response capacity, prevent further deterioration, and respond to the unfolding famine. In the context of a heavily limited influx of aid, the United Nations officially declared a **famine in Gaza** on 22 August - the first such declaration in the Middle East, with experts warning that **500,000 people** face "catastrophic" hunger. On the same day, a joint press release by FAO, UNICEF, WHO and WFP estimated that by the end of September, more than **640,000 people** across the Gaza Strip will face **catastrophic levels of food insecurity** at IPC Phase 5.

In Gaza, the funding will target critical gaps in health (support for Emergency Medical Teams and local partners, as well as health supply chains) and nutrition (addressing malnutrition among babies, children, and adolescent girls), shelter (focusing on displacement and winterisation efforts), water and sanitation (including infrastructure, solid waste management, and water trucking), logistics/support to operations (such as procuring machinery for rubble removal), food assistance, and Multi-Purpose Cash Assistance (MPCA). Protection and Education in Emergencies will also be further supported. Given recent restrictions on goods, emphasis will be on scalable service delivery approaches within the current access environment while ensuring preparedness through stockpiling for large-scale responses.

In the West Bank, additional funding will help partners adjust their multi-sectoral responses to the worsening situation, including emergency preparedness and response for displaced populations. Rapid Response Mechanisms are expanding to address increasing displacement, while cash-based shelter solutions and MPCA is emerging as a key approach to meet diverse and unpredictable needs.

All humanitarian partner organisations have demonstrated **operational capacity in Gaza** – among them UNRWA, WHO, WFP, UNICEF – particularly under extreme conditions before the ceasefire. The **improved access conditions following the ceasefire** have facilitated **more effective implementation**, which this funding will further support. In the West Bank, partners are actively adjusting to a coercive environment with restricted access. The Commission will continue to prioritise support for humanitarian partner organisations capable of responding within this evolving operational context.

4. Ukraine – EUR 40 million needed

Current allocated amount in 2025: EUR 220 million (of which EUR 40 million frontloaded from the operational reserve – to be replenished by the Emergency Aid Reserve).

The humanitarian situation in Ukraine continues to worsen, with civilian casualties remaining high and large-scale drone and missile attacks on cities and critical infrastructure **intensifying since April 2025**. This ongoing violence - along with systematic assaults on urban centres and infrastructure - exacts a devastating toll on the civilian population, increasing the urgent need for assistance. Displacement is rising rapidly. According to IOM, over **179,000 people** were newly displaced in 2024, with more than **47,600 evacuated** from frontline areas between January and May 2025. A further **40,000** are **expected to be displaced** by September from key oblasts including Sumska, Chernihivska, Kharkivska,

Donetska, and Dnipropetrovska. Over half a million people remain dangerously close to the frontlines, where access to essential services is shrinking and needs for protection, healthcare, shelter, and basic supplies are growing. The upcoming **winter season** is a key concern, with most organisations lacking resources for early procurement of essential items, despite the season beginning in October. Ukrainian authorities have stressed the urgency of **timely winter preparedness** to avoid severe risks for conflict-affected populations.

In line with the 2025 Humanitarian Needs and Response Plan's objectives, the requested amount will be used to alleviate the suffering of the increasing number of war-affected people, in particular through preparedness measures for the upcoming winter season.

5. Yemen – EUR 20.3 million needed

Current allocated amount in 2025: EUR 80 million

Yemen's humanitarian crisis has deepened drastically since early 2025. According to the latest IPC data, by September 2025, **18.1 million people** – more than half of the population - will face acute food insecurity. This is the highest prevalence since 2022 and marks an increase of 1 million people, including some **41,000 people** projected to face famine. Without urgent action, famine is expected to spread to a total of 12 districts across Hajjah, Al Hodeidah, Sa'dah, Amran, Ad Dali', Al Jawf, Shabwa and Marib. Yemen is experiencing some of the highest malnutrition rates ever recorded. Nearly half of all children under five (approximately **2.3 million**) are acutely malnourished. The situation is worsening, and improvements are unlikely without a significant scale-up of integrated curative and preventive nutrition responses. The disruption of Ready to Use Therapeutic and Supplementary Food (RUTF), due to military escalation in the Red Sea and repeated airstrikes, represents an additional challenge. Due to the drastic funding cuts, health facilities are closing and disease outbreaks multiplying, with predictions of higher mortality and morbidity rates. Nearly **170 health facilities** across 80 districts have been forced to close, affecting **3.48 million people**.

The additional EUR 20.3 million will address urgent food, nutrition, and health needs to avert famine, disease, and irreversible harm, especially to children assistance.

ANNEX 2

COMMISSION TRANSFER PROPOSALS RELATED TO THE EMERGENCY AID RESERVE IN 2025

The table below shows the transfer proposals transmitted to the Budgetary Authority to date during 2025, which relate to the Emergency Aid Reserve (EAR), and the remaining amount under the EAR reserve following the approval of these proposals.

Commitment and Payment Appropriations 2025 Reserve (EUR)

Transfer Ref	Content	TOTAL Commitments	TOTAL Payments
	General Budget 2025 - Initial appropriations	583,532,319	583,532,319
DEC 03	Mobilisation of the EAR for humanitarian aid for Sudan, DRC, Palestine, Syria, Ukraine and Afghanistan (total value of DEC: EUR 350 million in CA and PA)	<i>350,000,000</i>	<i>350,000,000</i>
DEC 14	Mobilisation of the EAR for humanitarian assistance in the context of the crises in Africa, Palestine and Ukraine – EUR 233.5 million in CA + PA	<i>233,532,319</i>	<i>233,532,319</i>
	Total DEC transfer proposals	350,532,319	350,532,319
	Remainder	0,00	0,00