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SAATEMÄRKUSED

Saatja:	Piotr SERAFIN, Euroopa Komisjoni liige
Kättesaamise kuupäev:	19. september 2025
Saaja:	Nicolai WAMMEN, Euroopa Liidu Nõukogu eesistuja
Komisjoni dok nr:	BUDGET DEC(2025) 14
Teema:	Ettepanek: assigneeringute ümberpaigutamine (nr DEC 14/2025) 2025. eelarveaasta üldeelarve III jaos – komisjon

Käesolevaga edastatakse delegatsioonidele dokument BUDGET DEC(2025) 14.

Lisatud: BUDGET DEC(2025) 14



BRÜSSEL, 19/09/2025

ÜLDEELARVE – 2025
III JAGU – KOMISJON, JAOTISED 14, 30

ASSIGNEERINGUTE ÜMBERPAIGUTAMINE nr **DEC 14/2025**

SENINE KIRJE

PEATÜKK 30 04 – Solidaarsusmehhanismid (erivahendid)

PUNKT 30 04 01 02 – Hädaabireserv	Kulukohustused	-233 532 319,00
	Maksed	-233 532 319,00

PEATÜKK 14 20 – Katseprojektid, ettevalmistavad meetmed ning komisjoni õigustest tulenevad ja muud meetmed

PUNKT 14 20 03 01 – Makromajandusliku finantsabi toetused	Kulukohustused	-18 817 773,00
PUNKT 14 20 03 06 – Rahvusvahelised organisatsioonid ja lepingud	Kulukohustused	-923 822,20
PUNKT 14 20 04 04 – Strateegiline hindamine ja audit	Kulukohustused	-599 290,00

UUS KIRJE

PEATÜKK 14 03 – Humanitaarabi

ARTIKKEL 14 03 01 – Humanitaarabi	Kulukohustused	253 873 204,20
	Maksed	233 532 319,00

I. VÄHENDAMINE

I.1

a) Eelarveea nimetus

30 04 01 02 – Hädaabireserv

b) Arvnäitajad seisuga 16.9.2025

	Kulukohustused	Maksed
1 Assigneeringud eelarves (algne eelarve + paranduseelarve)	583 532 319,00	583 532 319,00
2 Ümberpaigutused	-350 000 000,00	-350 000 000,00
3 Eelarveaasta assigneeringud kokku (1+2)	583 532 319,00	583 532 319,00
4 Kasutatud assigneeringud	350 000 000,00	350 000 000,00
5 Kasutamata assigneeringud (3–4)	233 532 319,00	233 532 319,00
6 Taotletud vähendamine	233 532 319,00	233 532 319,00
7 Assigneeringud kokku eelarveaasta lõpuni (5–6)	0 ,00	0 ,00
8 Vähendamine protsentides eelarves ettenähtud assigneeringutest (6/1)	40,02 %	40,02 %
9 Vähendamine protsentides aasta lõplikust assigneeringust finantsmääruse artikli 30 lõike 1 punktis b osutatud ümberpaigutuste summana	–	–

c) Eelmisest aastast ülekantud sissenõudmistulu

	Kulukohustused	Maksed
1 Aasta algul kasutatavad assigneeringud	0,00	0,00
2 Kasutamata assigneeringud seisuga 16.9.2025	0,00	0,00
3 Kasutamise määr [(1–2)/1]	0 %	0 %

d) Vähendamise üksikasjalik põhjendus

Vastavalt nõukogu määruse (EL, Euratom) 2020/2093 (millega määratakse kindlaks mitmeaastane finantsraamistik aastateks 2021–2027; muudetud 29. veebruari 2024. aasta määrusega (EL, Euratom) 2024/765) artikli 9 lõike 1 punktile b on hädaabireserv ette nähtud selleks, et rahastada kiiret reageerimist konkreetsetele hädaabivajadustele liidus või kolmandates riikides selliste sündmuste järel, mida eelarve koostamisel ei olnud võimalik ette näha, eelkõige reageerimist hädaolukordadele ja tugioperatsioonide korraldamist punktiga a hõlmamata loodusõnnetuste, inimtegevusest tingitud õnnetuste ja humanitaarkriiside järel ulatuslike ohtude korral rahva-, looma- või taimetervisele ning liidu välispiiridel rändevoogudest tekkiva erakorralise surve korral, kui olukord seda nõuab („hädaabireserv“).

Mitmeaastase finantsraamistiku, s.t nõukogu määruse (EL, Euratom) 2024/765 (millega muudetakse määrust 2020/2093 (EL, Euratom), millega määratakse kindlaks mitmeaastane finantsraamistik aastateks 2021–2027) muutmise tulemusena on hädaabireservile 2025. aastaks ette nähtud 583 532 319 eurot kulukohustuste assigneeringuid ja maksete assigneeringuid. Assigneeringute ümberpaigutamise nr DEC 03/2025 paigutati 350 miljonit kulukohustuste assigneeringuid ja maksete assigneeringuid ümber humanitaarabi eelarvereele. Käesoleva ettepanekuga on kavas paigutada ümber 233,5 miljonit eurot, mille tulemusena ammenduvad eelarvereele üle jäänud vahendid.

I. VÄHENDAMINE

I.2

a) Eelarverea nimetus

14 20 03 01 – Makromajandusliku finantsabi toetused

b) Arvnäitajad seisuga 16.9.2025

	Kulukohustused
1 Assigneeringud eelarves (algne eelarve + paranduseelarve)	59 267 773,00
2 Ümberpaigutused	-40 000 000,00
3 Eelarveaasta assigneeringud kokku (1+2)	19 267 773,00
4 Kasutatud assigneeringud	0,00
5 Kasutamata assigneeringud (3–4)	19 267 773,00
6 Taotletud vähendamine	18 817 773,00
7 Assigneeringud kokku eelarveaasta lõpuni (5–6)	450 000,00
8 Vähendamine protsentides eelarves ettenähtud assigneeringutest (6/1)	32,50 %
9 Vähendamine protsentides aasta lõplikust assigneeringust finantsmääruse artikli 30 lõike 1 punktis b osutatud ümberpaigutuste summana	–

c) Eelmisest aastast ülekantud sissenõudmistulu

	Kulukohustused
1 Aasta algul kasutatavad assigneeringud	0,00
2 Kasutamata assigneeringud seisuga 16.9.2025	0,00
3 Kasutamise määr [(1–2)/1]	0 %

d) Vähendamise üksikasjalik põhjendus

Makromajandusliku finantsabi toetuste eelarvereaal on ülejääk, kuna seni ei ole 2025. aastal kiidetud heaks ühtegi makromajandusliku finantsabi meetet, mille juurde kuuluks toetuskomponent. Samuti ei ole tõenäoline, et mõni selline meede enne aasta lõppu heaks kiidetakse. Makromajanduslik finantsabi on kriisivahend, mistõttu on töösse võetavaid meetmeid raske ette näha. Seepärast tehakse ettepanek paigutada 18,8 miljonit eurot kulukohustuste assigneeringuid ümber humanitaarabi eelarvereaale. Vastavad maksete assigneeringud, mis on eelarvereaal kättesaadavaks tehtud, kasutatakse ära koondümberpaigutuse raames.

I. VÄHENDAMINE

I.3

a) Eelarverea nimetus

14 20 03 06 – Rahvusvahelised organisatsioonid ja lepingud

b) Arvnäitajad seisuga 16.9.2025

	Kulukohustused
1 Assigneeringud eelarves (algne eelarve + paranduseelarve)	24 593 350,00
2 Ümberpaigutused	0,00
3 Eelarveaasta assigneeringud kokku (1+2)	24 593 350,00
4 Kasutatud assigneeringud	22 296 258,16
5 Kasutamata assigneeringud (3–4)	2 297 091,84
6 Taotletud vähendamine	923 822,20
7 Assigneeringud kokku eelarveaasta lõpuni (5–6)	1 373 269,64
8 Vähendamine protsentides eelarves ettenähtud assigneeringutest (6/1)	3,76 %
9 Vähendamine protsentides aasta lõplikust assigneeringust finantsmääruse artikli 30 lõike 1 punktis b osutatud ümberpaigutuste summana	–

c) Eelmisest aastast ülekantud sissenõudmistulu

	Kulukohustused
1 Aasta algul kasutatavad assigneeringud	487 396,21
2 Kasutamata assigneeringud seisuga 16.9.2025	462 316,44
3 Kasutamise määr [(1–2)/1]	5,14 %

d) Vähendamise üksikasjalik põhjendus

Komisjon on enamiku 2025. aasta kohustuslike ja vabatahtlike osamakse rahvusvaheliste organisatsioonide ja lepingute eelarvereaal juba sidunud kulukohustustega ja välja maksnud. Seepärast tehakse ettepanek paigutada 923 822 eurot kulukohustuste assigneeringuid ümber humanitaarabi eelarvereale. Vastavad maksete assigneeringud, mis on eelarvereaal kättesaadavaks tehtud, kasutatakse ära koondümberpaigutuse raames.

I. VÄHENDAMINE

I.4

a) Eelarverea nimetus

14 20 04 04 – Strateegiline hindamine ja audit

b) Arvnäitajad seisuga 16.9.2025

	Kulukohustused
1 Assigneeringud eelarves (algne eelarve + paranduseelarve)	18 799 637,00
2 Ümberpaigutused	0,00
3 Eelarveaasta assigneeringud kokku (1+2)	18 799 637,00
4 Kasutatud assigneeringud	14 847 531,17
5 Kasutamata assigneeringud (3–4)	3 952 105,83
6 Taotletud vähendamine	599 290,00
7 Assigneeringud kokku eelarveaasta lõpuni (5–6)	3 352 815,83
8 Vähendamine protsentides eelarves ettenähtud assigneeringutest (6/1)	3,19 %
9 Vähendamine protsentides aasta lõplikust assigneeringust finantsmääruse artikli 30 lõike 1 punktis b osutatud ümberpaigutuste summana	–

c) Eelmisest aastast ülekantud sissenõudmistulu

	Kulukohustused
1 Aasta algul kasutatavad assigneeringud	0,00
2 Kasutamata assigneeringud seisuga 16.9.2025	0,00
3 Kasutamise määr [(1–2)/1]	0 %

d) Vähendamise üksikasjalik põhjendus

Seoses uue sisekontrolli, auditi ja pettusevastase strateegia väljatöötamisega vajatakse 2025. aastal strateegilise hindamise ja auditi eelarvereaal vähem kulukohustuste assigneeringuid. Kuna varasemat strateegilist hindamiskava enam ei rakendata, algatab komisjon varsti siseküsitluse, et koguda ettepanekuid ja arvamusi selle kohta, milline peaks olema 2026. aastal välja töötatav uus strateegiline hindamiskava. Seega ei nähta sellel eelarvereaal strateegiliseks hindamiseks ette uusi kulukohustusi. Praegu sõlmitakse lepinguid sekkumistasandi tegevushindamiseks, mida rahastatakse naabruspiirkonna, arengu- ja rahvusvahelise koostöö instrumendi „Globaalne Euroopa“ tegevusassigneeringutest ja riiklikest eraldistest. Seepärast tehakse ettepanek paigutada 599 290 eurot kulukohustuste assigneeringuid ümber humanitaarabi eelarveale. Vastavad maksete assigneeringud, mis on eelarvereaal kättesaadavaks tehtud, kasutatakse ära koondümberpaigutuse raames.

II. SUURENDAMINE

II.1

a) Eelarverea nimetus

14 03 01 – Humanitaarabi

b) Arvnäitajad seisuga 16.9.2025

	Kulukohustused	Maksed
1 Assigneeringud eelarves (algne eelarve + paranduseelarve)	1 851 398 746,00	1 770 356 120,00
2 Ümberpaigutused	370 000 000,00	350 000 000,00
3 Eelarveaasta assigneeringud kokku (1+2)	2 221 398 746,00	2 120 356 120,00
4 Kasutatud assigneeringud	2 174 098 746,00	1 914 322 646,37
5 Kasutamata assigneeringud (3–4)	47 300 000,00	206 033 473,63
6 Taotletud suurendamine	253 876 316,31	233 532 319,00
7 Assigneeringud kokku eelarveaasta lõpuni (5+6)	301 176 316,31	439 565 792,63
8 Suurendamine protsentides eelarves ettenähtud assigneeringutest (6/1)	13,71 %	13,19 %
9 Suurendamine protsentides aasta lõplikust assigneeringust finantsmääruse artikli 30 lõike 1 punktis b osutatud ümberpaigutuste summana	–	–

c) Eelmisest aastast ülekantud sissenõudmistulu

	Kulukohustused	Maksed
1 Aasta algul kasutatavad assigneeringud	220 765,34	169 934,67
2 Kasutamata assigneeringud seisuga 16.9.2025	0,00	1 183,50
3 Kasutamise määr [(1–2)/1]	100 %	99,3 %

d) Suurendamise üksikasjalik põhjendus

Komisjon palub võtta hädaabireservist kasutusele kokku 233,5 miljonit eurot kulukohustuste assigneeringuid ja maksete assigneeringuid ning paigutada rubriigis 6 ümber 20,3 miljonit eurot, et anda humanitaarabi seoses mitme kriisiga:

- Aafrika Sarve kriis (95 miljonit eurot kulukohustuste assigneeringuid ja maksete assigneeringuid);
- Lääne- ja Kesk-Aafrika kriis (48,5 miljonit eurot kulukohustuste assigneeringuid ja maksete assigneeringuid);
- Palestiina¹ kriis (50 miljonit eurot kulukohustuste assigneeringuid ja maksete assigneeringuid);
- Ukraina kriis (40 miljonit eurot kulukohustuste assigneeringuid ja maksete assigneeringuid);
- Jeemeni kriis (20,3 miljonit eurot kulukohustuste assigneeringuid).

Kuni eelarvepädevad institutsioonid teevad oma otsuse, kavatses komisjon teatada Palestiinale ja Jeemenile eraldatavate vahendite suurendamisest, mis on osa lubadusest, mille EL andis 24. septembril 2025 New Yorgis toimunud ÜRO Peaassambleel. See võimaldab reageerida suurenenud vajadustele ja kasutada ära poliitilist võimalust saata riikidele positiivne signaal.

¹ Sellist nimekasutust ei tõlgendata Palestiina riigi tunnustamisena ning see ei mõjuta selles küsimuses liikmesriikide poolt võetud individuaalseid seisukohti.

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