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COVER NOTE

From:	Mr Piotr SERAFIN, Member of the European Commission
date of receipt:	14 March 2025
To:	Mr Paweł KARBOWNIK, President of the Council of the European Union
Subject:	Proposal for transfer of appropriations No DEC 03/2025 within Section III - Commission - of the general budget for 2025

Delegations will find attached Commission document DEC 03/2025.

Encl.: DEC 03/2025



EUROPEAN COMMISSION

BRUSSELS, 14/03/2025

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

TRANSFER OF APPROPRIATIONS N° **DEC 03/2025**

FROM

CHAPTER - 3004 Solidarity mechanisms (special instruments)

ITEM - 30 04 01 02 Emergency Aid Reserve

Commitments	-350 000 000,00
Payments	-350 000 000,00

TO

CHAPTER - 1403 Humanitarian Aid

ARTICLE - 14 03 01 Humanitarian aid

Commitments	350 000 000,00
Payments	350 000 000,00

I. DECREASE

I.1

a) Heading

30 04 01 02 - Emergency Aid Reserve

b) Figures at 06/03/2025

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	583 532 319,00	583 532 319,00
2 Transfers	0,00	0,00
3 Total appropriations for the year (1+2)	583 532 319,00	583 532 319,00
4 Appropriations already used	0,00	0,00
5 Appropriations available (3-4)	583 532 319,00	583 532 319,00
6 Decrease proposed	350 000 000,00	350 000 000,00
7 Total appropriations up to year end (5-6)	233 532 319,00	233 532 319,00
8 Decrease as percentage of appropriations in budget (6/1)	59,98 %	59,98 %
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 06/03/2025	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”).

In line with these provisions, the Commission presents to the European Parliament and the Council a proposal for a transfer of appropriations from the Emergency Aid Reserve of EUR 350 000 000 in commitments and payments to the humanitarian aid budget line.

II. INCREASE

II.1

a) Heading

14 03 01 - Humanitarian aid

b) Figures at 06/03/2025

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	1 851 398 746,00	1 770 356 120,00
2 Transfers	20 000 000,00	0,00
3 Total appropriations for the year (1+2)	1 871 398 746,00	1 770 356 120,00
4 Appropriations already used	1 688 694 770,86	153 136 211,68
5 Appropriations available (3-4)	182 703 975,14	1 617 219 908,32
6 Increase requested	350 000 000,00	350 000 000,00
7 Total appropriations up to year end (5+6)	532 703 975,14	1 967 219 908,32
8 Increase as percentage of appropriations in budget (6/1)	18,90 %	19,77 %
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 06/03/2025	0,00	169 934,67
3 Implementation rate [(1-2)/1]	100%	0%

d) Detailed grounds for the increase

The humanitarian situation in a number of countries and regions remains dire. According to the 2025 Global Humanitarian Overview, nearly 305 million people, an increase of 50 million from 2021, will require urgent assistance and protection. Additionally, funding requirements for 2025 are estimated at USD 47 billion, a 74 % increase compared to 2019, according to the United Nations Office for the Coordination of Humanitarian Affairs data. The situation is expected to further deteriorate due to the temporary suspension of US foreign aid funding.

Given the limited available resources in the humanitarian aid budget for 2025, the Commission requests a first reinforcement through the mobilisation of the Emergency Aid Reserve for the total amount of EUR 350 000 000 in commitment and payment appropriations to address the most urgent needs in relation to the following crises:

- Sudan regional crisis - EUR 140 million
- Democratic Republic of Congo - EUR 40 million
- Palestine¹ - EUR 50 million
- Syria - EUR 40 million
- Ukraine - EUR 40 million
- Afghanistan - EUR 28 million
- Pakistan EUR 6 million
- Iran EUR 6 million

While awaiting the decision of the Budgetary Authority, the Commission is planning to temporarily use remaining available funds in its operational reserve for humanitarian aid and announce the reinforcement for Syria as part of the EU's pledge at the Syria Conference to be held in Brussels on 17 March 2025. This will allow to respond to the increased needs and seize the political opportunity to give a positive signal to the country.

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. Sudan Regional Crisis – EUR 140 million

The Sudan crisis is currently the largest humanitarian crisis in the world, with famine conditions confirmed in parts of the country. The conflict already generated the largest and fastest growing displacement crisis in the world and large numbers of refugees will continue to arrive in neighbouring countries if the conflict continues and the humanitarian situation in Sudan deteriorates further. These developments make it necessary to urgently expand the response efforts.

1.1. Sudan – EUR 70 million

Current allocated amount in 2025 for the Sudan Regional Crisis: EUR 90 million

Sudan is currently accounting for 10% of all people in need of humanitarian aid worldwide. Famine conditions have been confirmed in at least 5 areas and projections indicate a possible expansion to 22 more regions. The conflict has displaced at least 11 million people within Sudan and forced 3 million more to flee into neighbouring countries, worsening regional instability.

Additional funding will support the scale-up of life-saving emergency response efforts, including famine mitigation, urgent protection services, and multi-sectoral support in displacement hotspots.

1.2. South Sudan– EUR 30 million

Current allocated amount in 2025 for the Sudan Regional Crisis: EUR 4 million

South Sudan has received over 1 million returnees and refugees from Sudan, arriving in areas already struggling with extreme food insecurity and fragile public services. They are particularly vulnerable (85% of arrivals are facing high levels of acute food insecurity) and represent over half of the people projected to be in famine-like conditions in South Sudan.

Urgent funding is required to scale up life-saving assistance, improve site management, ensure basic services for returnees, and facilitate transportation to their final destinations.

1.3. Chad – EUR 30 million

Current allocated amount in 2025 for the Sudan Regional Crisis: EUR 31 million

Eastern Chad remains at the forefront of the Sudan crisis, with over 963 000 new arrivals since April 2023. The United Nations High Commissioner for Refugees (UNHCR) estimates that 250 000 additional refugees are expected to arrive in 2025.

Additional funds will be used to help to address vulnerable populations' immediate emergency needs through a multi-sectoral approach which will range from food assistance to health, nutrition, water, sanitation, shelter and protection as well as coordination and logistics/transportation.

1.4. Ethiopia – EUR 6 million

Current allocated amount in 2025 for the Sudan Regional Crisis: EUR 0 million

As of February 2025, 163 419 people arrived in Ethiopia, including 86 218 persons in need of international protection. They are facing serious protection issues, in addition to huge gaps in the response reflecting the underfunding as well as lack of humanitarian response capacities.

Additional funding will strengthen coordination, site preparation, emergency shelter construction, water, sanitation and hygiene (WASH) facilities, and essential protection services. Special attention will be given to gender-based violence and child protection through community-based approaches in transit centres.

1.5. Libya – EUR 2 million

Current allocated amount in 2025 for the Sudan Regional Crisis: EUR 0 million

Al Kufra in southeastern Libya is experiencing a significant influx of Sudanese refugees, with 400-500 new arrivals daily, over half of them women and children. The increased demand for services has overwhelmed local resources, leaving many without adequate shelter, food, or medical care.

Additional funding will prioritise immediate emergency interventions in the health and WASH sectors, while also ensuring legal assistance and protection support.

1.6. Egypt – EUR 2 million

Current allocated amount in 2025 for the Sudan Regional Crisis: EUR 4 million

Egypt hosts over 1.2 million refugees and asylum seekers, with Sudanese refugees making up 94% of new registrations since the conflict began. Sudanese refugees face severe and multiple barriers in accessing basic services, including health care and education, and experience discrimination, detentions, and deportations into Sudan.

Additional funding will be used to provide protection-centred multi-sectoral assistance to meet the basic needs of the most vulnerable and enable safe and sustainable access to quality education targeting out of school children.

2. Democratic Republic of Congo (DRC) – EUR 40 million

Current allocated amount in 2025: EUR 60 million

The humanitarian crisis in Eastern Democratic of Congo has escalated dramatically since late 2024, with the M23/Rwanda Defence Forces (RDF) launching an unprecedented offensive on the Congolese army. In January 2025, the M23/RDF were able to capture key strategic towns, causing significant casualties and displacing over 700 000 people since the beginning of 2025. This surge adds to the already staggering 6.4 million internally displaced persons, exacerbating food insecurity, health emergencies, and protection risks, including widespread gender-based violence and child separation.

In this context, there is an urgent need for reinforced protection mechanisms to support children and survivors of gender-based violence, as well as scaling up WASH interventions to mitigate the risk of waterborne diseases and prevent epidemics. Additionally, urgent assistance is needed to support healthcare services and hospitals.

3. Palestine – EUR 50 million

Current allocated amount in 2025: EUR 119.4 million

Gaza is facing very severe humanitarian crisis and the West Bank has also deteriorated and slid into a full-fledged crisis. 3.3 million people in Gaza and the West Bank, including East Jerusalem are in need of humanitarian assistance. Some 60 % of buildings in Gaza have been damaged or destroyed, only 18 out of 36 hospitals remain (partially) functional, water production is at 25 % capacity, 95 % of schools have been damaged, and nearly all 2.1 million residents have been displaced and face severe food insecurity. At present, the population of Gaza is completely aid dependent, while the population in the West Bank is increasingly becoming so.

The additional funding will be primarily used to urgently address the needs of the most vulnerable people in Gaza and the West Bank. It will focus on identified gaps for shelter and site management, water and sanitation, logistics/support to operations, food assistance and multipurpose cash assistance. In the West Bank in particular, it will allow humanitarian partner organisations to adapt to the new reality on the ground notably in terms of water and sanitation, emergency response and protection of evicted people or people subject to possible violations of International Humanitarian Law. It will also allow continued support to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), in line with the EU strategy.

4. Syria – EUR 40 million

Current allocated amount in 2025: EUR 142.5 million

In Syria widespread insecurity, economic collapse and political instability have left millions struggling to survive. According to data from UNHCR, over 7 million internally displaced persons (IDPs) urgently require assistance, while more than 6 million Syrian refugees remain in neighbouring countries of Egypt, Iraq, Jordan, Lebanon and Türkiye. Since the fall of the Assad Government in December 2024, the situation has remained volatile, particularly in the Northeast, with an additional 627 000 people newly displaced. At the same time, UNHCR has recorded over 270 000 returns, with plans for 1.5 million Syrian refugees and 2 million IDPs to return in 2025.

Against this backdrop, the timely mobilisation of additional EU funding is critical to preventing the collapse of essential services, particularly in Northeast Syria, where US funding cuts risk exacerbating an already fragile response. The EU funding will focus on supporting life-saving assistance in health, nutrition, water and sanitation, cash assistance, and emergency shelter, where necessary.

While awaiting the decision of the Budgetary Authority, the Commission is planning to temporarily use remaining available funds in its operational reserve for humanitarian aid and announce the reinforcement for Syria as part of the EU's pledge at the Syria Conference to be held in Brussels on 17 March 2025. This will allow to respond to the increased needs and seize the political opportunity to give a positive signal to the country.

5. Ukraine – EUR 40 million

Current allocated amount in 2025: EUR 140 million

In Ukraine 12.7 million people are in need of assistance and over 3.5 million internally displaced. Relentless attacks on civilian infrastructure and energy facilities continue to disrupt essential services. Those near the frontlines face dire shortages of shelter, food, water, electricity and healthcare, making them increasingly dependent on humanitarian aid for survival.

The requested funding will provide lifesaving assistance, including shelter and energy support, essential cash aid, healthcare, food security, protection services, water and sanitation, and de-mining efforts.

6. Afghanistan / Pakistan/ Iran – EUR 40 million

Humanitarian needs in Afghanistan and the region remain critically high, while donor contributions are significantly declining. The Afghanistan Humanitarian Needs and Response Plan for 2025 targets 16.8 million people – the second-highest number worldwide. The United States has historically been the largest donor, providing nearly 50 % of the funding in 2024, followed by the European Union at 11.2%. A significant reduction in US humanitarian funding to Afghanistan is expected this year.

6.1. Afghanistan – EUR 28 million

Current allocated amount in 2025: EUR 113 million

In Afghanistan a total of 22.9 million people are in need of aid, including 14.8 million facing critical food insecurity. The situation is further exacerbated by mass forced returns from Iran and Pakistan. The anticipated sharp decline in US funding threatens to destabilise the humanitarian response, leaving critical gaps in food, health, nutrition and protection services. Women and children remain disproportionately affected, with severe restrictions on their rights and access to basic services worsening their plight.

Additional funding will be used to reinforce existing actions in lifesaving sectors, prioritising the most vulnerable populations, including women, children, returnees and internally displaced persons. Specifically, the funding will support protection assistance at border entry points for forced returnees, as well as access to vital social services such as health, nutrition and food.

6.2. Pakistan – EUR 6 million

Current allocated amount in 2025: EUR 4 million

Pakistan is currently hosting an estimated 3.1 million Afghans, with 1.35 million registered refugees. The Illegal Foreigners Repatriation Plan has already led to the return of 813 300 Afghans under concerning conditions.

The additional funding will address urgent humanitarian response needs for Afghans of varying statuses, including their protection, health, education, and multi-purpose cash-assistance. It will also include the monsoon-affected populations and host communities to address their basic needs.

6.3. Iran – EUR 6 million

Current allocated amount in 2025: EUR 4 million

Iran remains the world's largest refugee-hosting country, with up to 6 million Afghans, of whom 3.8 million are recognised as refugees. In September 2024, the government approved a plan to deport 2 million undocumented Afghans by March 2025. The International Organisation for Migration (IOM) reports that in 2024, 1.2 million Afghans returned to Afghanistan, of whom 67% reported to have been deported, while 2 million Afghans crossed into Iran. With increased deportations, protection needs have significantly increased among Afghans in Iran, while inflation and declining humanitarian funding have made it increasingly difficult for humanitarian organisations to provide basic services.

The additional funding will cover the needs of the most vulnerable Afghans, notably in protection, education, health, and multi-purpose cash 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)	350,000,000	350,000,000
	Total DEC transfer proposals	350,000,000	350,000,000
	Remainder	233,532,319	233,532,319