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**COVER NOTE**

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From:	Ms Kristalina GEORGIEVA, Vice-President of the European Commission
date of receipt:	10 November 2014
To:	Mr Enrico ZANETTI, President of the Council of the European Union
Subject:	Transfer of appropriations No DEC 48/2014 within Section III - Commission - of the general budget for 2014

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Delegations will find attached Commission document DEC 48/2014.

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Encl.: DEC 48/2014



BRUSSELS, 10/11/2014

GENERAL BUDGET - 2014

SECTION III - COMMISSION TITLES 01, 05, 13, 17, 22, 23, 34, 40

TRANSFER OF APPROPRIATIONS N° DEC 48/2014

EUR

**FROM**

**CHAPTER** - 0103 International economic and financial affairs

ARTICLE - 01 03 02 Macro-financial assistance

Commitments - 21 700 000

**CHAPTER** - 0506 International aspects of the 'Agriculture and rural development' policy area

ARTICLE - 05 06 01 International agricultural agreements

Commitments - 4 783 491

**CHAPTER** - 1305 Instrument for Pre-Accession Assistance 'Regional development and regional and territorial cooperation

ITEM - 13 05 63 02 Cross-border cooperation (CBC) - Contribution from Heading 4

Commitments - 12 013 673

**CHAPTER** - 1703 Public health

ARTICLE - 17 03 13 International agreements and membership of international organisations in the field of public health and tobacco control

Commitments - 93 516

**CHAPTER** - 1704 Food and feed safety, animal health, animal welfare and Plant health

ARTICLE - 17 04 10 Contributions to International agreements and membership of international organisations in the fields of food safety, animal health, animal welfare and plant health

Commitments - 57 217

**CHAPTER** - 2303 The Union Civil Protection Mechanism

ITEM - 23 03 01 02 Disaster prevention and preparedness in Third countries

Commitments - 1 100 000

ITEM - 23 03 02 02 Rapid and efficient emergency response interventions in the event of major disasters in Third countries

Commitments - 2 100 000

**CHAPTER** - 3402 Climate action at Union and international level

ARTICLE - 34 02 04 Contribution to multilateral and international climate agreements

Commitments - 74 969

**CHAPTER** - 4002 Reserves for financial interventions

ARTICLE - 40 02 42 Emergency aid reserve

Commitments - 11 077 134

Payments - 13 000 000

## TO

### **CHAPTER - 2202** Enlargement process and strategy

ITEM - 22 02 03 02 Support for economic, social and territorial development

Commitments	40 000 000
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### **CHAPTER - 2302** Humanitarian aid, food assistance and disaster preparedness

ARTICLE - 23 02 01 Delivery of rapid, effective and needs-based humanitarian aid and food assistance

Commitments	13 000 000
Payments	13 000 000

## INTRODUCTION

Three and a half years after the start of the conflict in Syria, the violence continues and is again intensifying. An estimated 14 million people are now in urgent need of humanitarian assistance. There are 10.8 million people in need in Syria, including over 5 million vulnerable children. 6.4 million people are internally displaced. Around 4.7 million people reside in areas categorised as hard-to-reach, including at least 241 000 who remain besieged by either government or opposition forces. 3.2 million Syrians have sought safety in neighbouring countries. This puts an enormous and continued pressure on the host countries' resources and capacity to provide for the social and economic inclusion of the refugees.

The rapid rise of the so called Islamic State of Iraq and the Levant (ISIL) has changed the dynamics and geographical frontlines of the conflict. The continuing ISIL offensive has caused further population displacements in Syria as well as Iraq.

There are now over 5.2 million people in need of humanitarian assistance in Iraq. Over 1.8 million people are internally displaced. Another estimated 1.5 million are living in conflict affected areas, with extremely limited access to humanitarian aid.

The impact on Turkey in terms of host communities and budgetary resources has been enormous. It is estimated that 1 360 000 Syrian refugees are now living in Turkey, only half of them registered and only 230 000 reside in camps. This is placing the Turkish economy and infrastructure, especially in the regions bordering Syria and Iraq, under great strain.

In this context, it is essential that the EU steps up its effort to encourage stability in the Turkey/Syria/Iraq border regions by promoting co-existence in Turkey of the host and refugee communities.

Together with its Member States, the EU has provided a total of EUR 2.9 billion in assistance since the beginning of the conflict in Syria. An exceptional effort of EUR 685 million from the EU budget was made in 2013. Compared to this, and having in mind the continuing and increasing needs, it is necessary to scale up EU's support in 2014, which up to now stands at EUR 362 million.

Additional EU assistance for an amount of EUR 53 million in commitment appropriations is therefore needed in order to promote the social and economic inclusion of the refugees in Turkey and to provide for additional humanitarian assistance to communities directly affected by the Syrian crisis.

The Commission has examined all possibilities for redeployment of appropriations within heading 4 and proposes to redeploy EUR 41.9 million in commitment appropriations to partially cover the needs. However, given the persistent shortage of payment appropriations, no further redeployment is possible.

Therefore, the Commission requests the redeployment of EUR 41.9 million in commitment appropriations within heading 4, and the mobilisation of the Emergency Aid Reserve (EAR) for EUR 11.1 million in commitment appropriations and EUR 13 million in payment appropriations.

## I. INCREASE

### I.A

#### a) Heading

#### **22 02 03 02 - Support for economic, social and territorial development**

#### b) Figures at 24/10/2014

	<b>Commitments</b>
1A. Appropriation in budget (initial budget + AB)	294 172 948
1B. Appropriation in budget (EFTA)	0
2. Transfers	-97 897 313
3. Final appropriation for the year (1A+1B+2)	196 275 635
4. Utilisation of final appropriation	0
<b>5. Amount not used/available (3-4)</b>	<b>196 275 635</b>
<b>6. Requirements up to year-end</b>	<b>236 275 635</b>
<b>7. Increase proposed</b>	<b>40 000 000</b>
8. Increase as percentage of appropriation in budget (7/1A)	13.60%
9. Increase, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

#### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation [(1-2)/1]	n/a

#### d) Detailed grounds for the increase

Faced with the escalating Syrian refugee crisis, the impact on Turkey in terms of host communities and budgetary resources has been enormous. This is placing the Turkish economy and infrastructure, especially in the regions bordering Syria and Iraq, under great strain. It is essential that the EU step up its effort to encourage stability in the Turkey/Syria/Iraq border regions promoting co-existence in Turkey of the host and refugee communities.

EUR 40 million in commitment appropriations is therefore requested for medium-term activities mainly for the local population, such as technical and material support for registration of refugees under temporary protection - many of whom are currently being housed by the host community; enhanced access to basic services (education and health) currently under strain and now difficult to access by the poorer sections of the local population; capacity building programmes to relevant agencies and ministries and promotion of peaceful co-existence between refugees and host communities.

This is in line with the objectives of the Instrument for Pre-Accession Assistance II Regulation, notably its Article 2(1)(b)(iv) on promotion of social and economic inclusion, in particular of minorities and vulnerable groups, including persons with disabilities, refugees and displaced persons.

Payment appropriations for these actions are not requested at this stage. The Commission intends to adopt the financing decision in the first quarter of 2015, thereby adding certainty to EU additional support to the plight of local and refugee populations. The delegation agreement, intended to be signed with an international organisation, will only lead to payment needs as from the third quarter of 2015.

## I.B

### a) Heading

#### **23 02 01 - Delivery of rapid, effective and needs-based humanitarian aid and food assistance**

### b) Figures at 24/10/2014

	<b>Commitments</b>	<b>Payments</b>
1A. Appropriation in budget (initial budget + AB)	874 529 000	747 582 107
1B. Appropriation in budget (EFTA)	0	0
2. Transfers	71 400 000	218 400 000
3. Final appropriation for the year (1A+1B+2)	945 929 000	965 982 107
4. Utilisation of final appropriation	926 929 000	893 630 494
<b>5. Amount not used/available (3-4)</b>	<b>19 000 000</b>	<b>72 351 613</b>
<b>6. Requirements up to year-end</b>	<b>32 000 000</b>	<b>85 351 613</b>
<b>7. Increase proposed</b>	<b>13 000 000</b>	<b>13 000 000</b>
8. Increase as percentage of appropriation in budget (7/1A)	1.49%	1.74%
9. Increase, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a	n/a

### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>	<b>Payments</b>
1. Appropriation available at start of year	216 479	189 311
2. Appropriation available on the 24/10/2014	0	0
3. Rate of utilisation $[(1-2)/1]$	100,00%	100.00%

### d) Detailed grounds for the increase

On 20 October 2014 the overall implementation rate of appropriations of the humanitarian aid budget lines (chapter 23 02) was at, respectively:

- 97.2% in commitment appropriations and 91.7% in payment appropriations for humanitarian aid and food assistance;
- 99.3% in commitment appropriations and 97.5% in payment appropriations for disaster preparedness.

This high implementation rate is in conformity with the operational strategy and budgetary planning for 2014 established by the Commission. Based on its humanitarian needs assessment, the Commission establishes, for the protracted crises, a preliminary budget allocation at country level for the year ahead. Furthermore, in line with Council and European Parliament orientations, an amount of EUR 105 million, nearly 12% of the initial operational budget line, remained unallocated to address changing priorities and new emerging needs, the so-called Operational Reserve (OR).

The OR currently stands at EUR 31 million after allowing for urgent needs for crises such as in Afghanistan, Pakistan, Central America, Mali, Iraq, Palestine, Ukraine, Somalia, etc. A further EUR 6 million of the OR is planned to cater for the crises in Iraq and Ukraine. The remaining amount of EUR 25 million is needed to maintain an adequate response capacity for further interventions in small scale and other unpredictable disasters and for recurring natural disasters until the end of the year.

The requested budgetary reinforcement of EUR 13 million in both commitment and payment appropriations will allow the increased needs in Syria and in Iraq terms of food, protection, water, sanitation and hygiene activities, shelter, rent assistance, medical supplies to be addressed. It aims at supporting Syrian Internally Displaced Persons (IDPs), Iraqi IDPs, Syrian and Iraqi refugees in neighbouring countries, Palestinian and Iraqi refugees in Syria, and Lebanese and Iraqi returnees. It will also allow enlarging the humanitarian footprint and presence of implementing partners. For further details on the humanitarian situation in Syria and Iraq, please refer to the annex.



## II. DECREASE

### II.A

#### a) Heading

#### 01 03 02 - Macro-financial assistance

#### b) Figures at 24/10/2014

	<b>Commitments</b>
1A. Appropriation in budget (initial budget + AB)	60 000 000
1B. Appropriation in budget (EFTA)	0
2. Transfers	0
3. Final appropriation for the year (1A+1B+2)	60 000 000
4. Utilisation of final appropriation	181 874
<b>5. Amount not used/available (3-4)</b>	<b>59 818 126</b>
<b>6. Requirements up to year-end</b>	<b>38 118 126</b>
<b>7. Proposed decrease</b>	<b>21 700 000</b>
8. Decrease as percentage of appropriation in budget (7/1A)	36.17%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

#### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation [(1-2)/1]	n/a

#### d) Detail grounds for the transfer

While the Macro-financial Assistance (MFA) operations for the Kyrgyz Republic (EUR 15 million in grants) and Georgia (EUR 23 million in grants) are planned to be fully committed in 2014, the MFA operations for Moldova and Armenia that were foreseen for this year are on hold. As regards Moldova, negotiations for a new International Monetary Fund arrangement failed at the beginning of 2014 and will probably only restart after the November 2014 elections. Should a new IMF disbursing arrangement be concluded, a new MFA operation will only be possible in 2015. In the case of Armenia, the overall macroeconomic situation and financing needs were not considered as critical by the Commission services last time they were examined. As a result, an amount of EUR 21.7 million in commitment appropriations can be made available.

## II.B

### a) Heading

#### 05 06 01 - International agricultural agreements

### b) Figures at 24/10/2014

	Commitments
1A. Appropriation in budget (initial budget + AB)	6 696 000
1B. Appropriation in budget (EFTA)	0
2. Transfers	0
3. Final appropriation for the year (1A+1B+2)	6 696 000
4. Utilisation of final appropriation	1 806 026
<b>5. Amount not used/available (3-4)</b>	<b>4 889 974</b>
<b>6. Requirements up to year-end</b>	<b>106 483</b>
<b>7. Proposed decrease</b>	<b>4 783 491</b>
8. Decrease as percentage of appropriation in budget (7/1A)	71.44%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	Commitments
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation $[(1-2)/1]$	n/a

### d) Detail grounds for the transfer

This budget line covers the EU contribution to the International Grains Council (IGC), the International Sugar Organisation (ISO) and the International Olive Oil Council (IOOC). For all these organisations, the EU contributions paid in 2014 were smaller than expected. The main reduction in the EU overall contribution expenditure in 2014 arises from the IOOC agreement, which expires at the end of 2014. The 2014 contributions for the ISO and for the IGC were smaller than foreseen due to the fluctuation of the EUR-GBP exchange rate, and to the final number of votes eventually attributed to the EU in these organisations. On this basis, commitment appropriations of nearly EUR 4.8 million can be made available.

## II.C

### a) Heading

#### 13 05 63 02 - Cross-border cooperation (CBC) - Contribution from Heading 4

### b) Figures at 24/10/2014

	Commitments
1A. Appropriation in budget (initial budget + AB)	39 000 000
1B. Appropriation in budget (EFTA)	0
2. Transfers	-24 506 289
3. Final appropriation for the year (1A+1B+2)	14 493 711
4. Utilisation of final appropriation	0
5. <b>Amount not used/available (3-4)</b>	<b>14 493 711</b>
6. <b>Requirements up to year-end</b>	<b>2 480 038</b>
7. <b>Proposed decrease</b>	<b>12 013 673</b>
8. Decrease as percentage of appropriation in budget (7/1A)	30.80%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	Commitments
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation [(1-2)/1]	n/a

### d) Detail grounds for the transfer

The Instrument for Pre-Accession Assistance II Regulation (IPA II) was adopted very late this year and some programmes will not be ready for adoption in 2014. On this basis, commitment appropriations of EUR 12 million can be made available for other needs.

## II.D

### a) Heading

#### **17 03 13 - International agreements and membership of international organisations in the field of public health and tobacco control**

### b) Figures at 24/10/2014

	<b>Commitments</b>
1A. Appropriation in budget (initial budget + AB)	200 000
1B. Appropriation in budget (EFTA)	0
2. Transfers	0
3. Final appropriation for the year (1A+1B+2)	200 000
4. Utilisation of final appropriation	106 483
<b>5. Amount not used/available (3-4)</b>	<b>93 517</b>
<b>6. Requirements up to year-end</b>	<b>1</b>
<b>7. Proposed decrease</b>	<b>93 516</b>
8. Decrease as percentage of appropriation in budget (7/1A)	46.76%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation [(1-2)/1]	n/a

### d) Detail grounds for the transfer

Due to a favourable EUR-USD exchange rate, only part of the commitment appropriations budgeted on this line is needed. The remaining amount of commitment appropriations can thus be made available for other needs.

## II.E

### a) Heading

#### **17 04 10 - Contributions to International agreements and membership of international organisations in the fields of food safety, animal health, animal welfare and plant health**

### b) Figures at 24/10/2014

	<b>Commitments</b>
1A. Appropriation in budget (initial budget + AB)	276 000
1B. Appropriation in budget (EFTA)	0
2. Transfers	0
3. Final appropriation for the year (1A+1B+2)	276 000
4. Utilisation of final appropriation	218 782
5. <b>Amount not used/available (3-4)</b>	<b>57 218</b>
6. <b>Requirements up to year-end</b>	<b>1</b>
7. <b>Proposed decrease</b>	<b>57 217</b>
8. Decrease as percentage of appropriation in budget (7/1A)	20.73%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation [(1-2)/1]	n/a

### d) Detail grounds for the transfer

Due to a favourable EUR-CHF exchange rate, only part of the commitment appropriations budgeted on this line is needed. The remaining amount of commitment appropriations can thus be made available for other needs.

## II.F

### a) Heading

#### 23 03 01 02 - Disaster prevention and preparedness in Third countries

### b) Figures at 24/10/2014

	Commitments
1A. Appropriation in budget (initial budget + AB)	5 326 000
1B. Appropriation in budget (EFTA)	159 780
2. Transfers	0
3. Final appropriation for the year (1A+1B+2)	5 485 780
4. Utilisation of final appropriation	694 025
<b>5. Amount not used/available (3-4)</b>	<b>4 791 755</b>
<b>6. Requirements up to year-end</b>	<b>3 691 755</b>
<b>7. Proposed decrease</b>	<b>1 100 000</b>
8. Decrease as percentage of appropriation in budget (7/1A)	20.65%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	Commitments
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation $[(1-2)/1]$	n/a

### d) Detail grounds for the transfer

There is a lower need for commitment appropriations than originally foreseen, due to the lower interest of the participating States to organise exercises for the benefit of eligible third countries (only one proposal received, with proposed financing of EUR 0.89 million, compared to a planned budget of EUR 2 million). Thus, the number of preparedness missions to third countries will be lower than expected, and EUR 1.1 million in commitment appropriations can be made available for other needs.

## II.G

### a) Heading

#### **23 03 02 02 - Rapid and efficient emergency response interventions in the event of major disasters in Third countries**

### b) Figures at 24/10/2014

	<b>Commitments</b>
1A. Appropriation in budget (initial budget + AB)	14 220 000
1B. Appropriation in budget (EFTA)	426 600
2. Transfers	-1 400 000
3. Final appropriation for the year (1A+1B+2)	13 246 600
4. Utilisation of final appropriation	6 470 000
5. <b>Amount not used/available (3-4)</b>	<b>6 776 600</b>
6. <b>Requirements up to year-end</b>	<b>4 676 600</b>
7. <b>Proposed decrease</b>	<b>2 100 000</b>
8. Decrease as percentage of appropriation in budget (7/1A)	14.77%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation $[(1-2)/1]$	n/a

### d) Detail grounds for the transfer

The number of civil protection interventions needed in third countries during the year is unpredictable by nature since it depends on the emergencies that will occur and the number of transport interventions that will be requested. In the current context 2014 is marked by a lower activity.

For this reason and based on the actual forecasts, EUR 2.1 million in commitment appropriations can be made available for other needs.

## II.H

### a) Heading

#### **34 02 04 - Contribution to multilateral and international climate agreements**

### b) Figures at 24/10/2014

	<b>Commitments</b>
1A. Appropriation in budget (initial budget + AB)	850 000
1B. Appropriation in budget (EFTA)	0
2. Transfers	0
<hr/>	
3. Final appropriation for the year (1A+1B+2)	850 000
4. Utilisation of final appropriation	775 031
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<b>5. Amount not used/available (3-4)</b>	<b>74 969</b>
<b>6. Requirements up to year-end</b>	<b>0</b>
<b>7. Proposed decrease</b>	<b>74 969</b>
8. Decrease as percentage of appropriation in budget (7/1A)	8.82%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a

### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>
1. Appropriation available at start of year	0
2. Appropriation available on the 24/10/2014	0
3. Rate of utilisation $[(1-2)/1]$	n/a

### d) Detail grounds for the transfer

All voluntary and obligatory contributions to international climate conventions financed out of this budget line have been committed and paid in full. No further transactions will be made. Therefore, the commitment appropriations left can be made available for other needs.



## II.I

### a) Heading

#### **40 02 42 - Emergency aid reserve**

### b) Figures at 24/10/2014

	<b>Commitments</b>	<b>Payments</b>
1A. Appropriation in budget (initial budget + AB)	297 000 000	150 000 000
1B. Appropriation in budget (EFTA)	0	0
2. Transfers	-70 000 000	-120 000 000
3. Final appropriation for the year (1A+1B+2)	227 000 000	30 000 000
4. Utilisation of final appropriation	0	0
<b>5. Amount not used/available (3-4)</b>	<b>227 000 000</b>	<b>30 000 000</b>
<b>6. Requirements up to year-end</b>	<b>n/a</b>	<b>n/a</b>
<b>7. Proposed decrease</b>	<b>11 077 134</b>	<b>13 000 000</b>
8. Decrease as percentage of appropriation in budget (7/1A)	3.73%	8.67%
9. Decrease, as a percentage of the final appropriation for the year, in the sum of transfers referred to in Article 26(1)(b) and (c) of the Financial Regulation, calculated in accordance with Article 14 of the Rules of Application	n/a	n/a

### c) Receipts arising from recovery (carried over) (C5)

	<b>Commitments</b>	<b>Payments</b>
1. Appropriation available at start of year	0	0
2. Appropriation available on the 24/10/2014	0	0
3. Rate of utilisation [(1-2)/1]	n/a	n/a

### d) Detail grounds for the transfer

According to article 9 of the Multiannual Financial Framework the Emergency Aid Reserve (EAR) is intended to allow for a rapid response to specific aid requirements of third countries following events which could not be foreseen when the budget was established; first and foremost for humanitarian operations, but also for civil crisis management and protection, and situations of particular pressure resulting from migratory flows at the Union's external borders, where circumstances so require.

## SYRIA, NEIGHBOURING COUNTRIES AND IRAQ – SITUATION AND ADDITIONAL HUMANITARIAN NEEDS

Key financial information about the Syria crisis	
Total amount in 2013	EUR 350 million
Amount in the World Wide Decision (WWD) 2014:	EUR 100 million
Additional (already approved) appropriations from the Emergency Aid Reserve (EAR)	EUR 50 million
Other funding from the EU budget (European Neighbourhood Instrument (ENI), Instrument contributing to Stability and Peace (IcSP), European Instrument for Democracy and Human Rights (EIDHR), Development Cooperation Instrument (DCI), Instrument for Pre-accession Assistance (IPA), Macro-financial Assistance (MFA) for 2012, 2013 and 2014	EUR 871 million
Other donors	USD 2.83 billion in 2014 to date raised for Syria and neighbouring countries. Five main other donors: United States of America (USA), United Kingdom (UK), Kuwait, Germany and Canada.

Additional needs	
Total needs	EUR 10 million
When the appropriations are needed	December 2014

Key financial information about Iraq	
Total amount in 2013	EUR 7 million
Amount in the World Wide Decision (WWD) 2014:	EUR 4 million
Additional (already approved) appropriations from the Humanitarian Aid Budget Operation Reserve	EUR 16 million
Other funding from the EU budget (IcSP, DCI) for 2014	EUR 20 million
Other donors	Five main other donors: USA, UK, Kuwait, Canada and Saudi Arabia.

Additional needs	
Total needs	EUR 3 million
When the appropriations are needed	December 2014

## Why the additional funding is needed?

Three and a half years after the start of the conflict in Syria, the violence is again intensifying. According to the Office for the Coordination of Humanitarian Affairs (OCHA) and the United Nations High Commissioner for Refugees (UNHCR), 14 million people are in urgent need of humanitarian assistance as a result of the conflict. There are 10.8 million people in need in Syria, including over 5 million vulnerable children. 6.4 million people are internally displaced. Around 4.7 million reside in areas categorised as hard-to-reach, including at least 241 000 people who remain besieged by either government or opposition forces. 3.2 million Syrians have sought safety in neighbouring countries. This puts an enormous and continued pressure over the host countries' resources and capacity to provide for the social and economic inclusion of the refugees.

The conflict, which began as a revolutionary insurgency in 2011, has radically escalated into a civil war with multiple fronts and multiple actors. The rapid rise of the so-called Islamic State of Iraq and the Levant (ISIL) has further complicated the situation, changing the dynamics and geographical frontlines of the conflict.

All parties to the conflict continue to disregard international humanitarian and human rights law. Violence, including the use of indiscriminate barrel bombs, car bombs, mortars and shelling continue to cause civilian deaths and injuries.

Large scale displacement of people inside Syria continues. The destruction of key water and electricity infrastructures in contested areas is impacting thousands of people (over 700 000 people affected in Aleppo Governorate alone), in terms of access to clean water and increase of the risk of communicable diseases. The medical facilities are not functioning.

With the advance of ISIL and the start of international airstrikes inside Syria and Iraq on 23 September (primarily targeting ISIL positions in Kobane, Deir-ez-Zor, Ar-Raqqa and Al-Hasakeh), further population displacements can be expected, especially in areas controlled by ISIL and other armed opposition groups in north and eastern Syria. This urges the reinforcement of humanitarian contingency planning.

The crisis in Iraq has evolved from an internal political and security crisis into a widespread sectarian conflict, with the intensity of fighting further exacerbated by the spill-over of ISIL from Syria into large swathes of northern and western Iraq. There are now over 5.2 million people in need of humanitarian assistance. Over 1.8 million people are internally displaced, with many moving several times due to the continuing insecurity. Another estimated 1.5 million are living in conflict affected areas, with extremely limited access to humanitarian aid.

The EU has scaled up its operations in response to the crisis in Iraq. The Commission's initial 2014 humanitarian budget of EUR 4 million has been increased three times, bringing the total humanitarian assistance for Iraq to EUR 20 million. Despite this increase, humanitarian needs far outstretch the current donor response.

The most important new elements since July 2014 are the following:

- The milestone of three million Syrian refugees hosted in neighbouring countries was reached (3.2 million according to UNHCR, 16 October). In neighbouring countries – Jordan, Lebanon, Turkey, Iraq and Egypt – governments are facing huge security, social, economic and political pressure to host this number of refugees. In Lebanon, 1 out of 4 people is now a registered refugee.
- Although stiffer border controls are adopted by neighbouring countries, resulting in constant fluctuations in the number of arrivals, since the beginning of 2013, the inflow of Syrians into Iraq, Lebanon, Jordan and Turkey remains uninterrupted and has increased by 700 000 since January 2014. Turkey is welcoming the biggest part of the recent influx of refugees.
- In the areas currently controlled by ISIL, it is now estimated (UN-OCHA, 30 September) that 2 million people are in urgent need of humanitarian assistance. The recent offensives by ISIL on Ayn al Arab/Kobane (north of Aleppo, Kurdish enclave at the border with Turkey) have led to the departure of over 174 000 Syrian Kurds, mostly women and children; 130 000 of them arrived in Turkey over a two day period in September - the largest intake of refugees over a short period of time since the beginning of the crisis. Tens of thousands more people could be forced out of Syria, if ISIL forces continue to gain ground.
- Small gains in humanitarian access have been recorded in recent weeks, with an increasing number of cross border and cross line convoys delivering assistance in 'hard-to-reach' areas. Following the adoption of the United Nations Security Council Resolution 2165 (14 July 2014), 14 UN-led cross-border convoys have taken place (82 trucks from Turkey, 3 convoys from Jordan), reaching 270 000 people. Scaling-up cross border operations is urgently needed to reach the estimated 1.5-2 million people.
- Despite the massive response of the donor community, needs continue to outpace the funding. On 30 September 2014, the Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator Valerie Amos briefed the UN Security Council on humanitarian situation in Syria, calling for additional humanitarian funding, in light of UN agencies and partners already being forced to cut back on critical aid.

- The World Food Program (WFP), in a press statement from 19 September, confirmed that the size of next distributions of food rations for four million internally-displaced Syrians will be reduced and the number of Syrian refugees in neighbouring countries who receive food or vouchers will be reduced. WFP needs USD 1 billion for its emergency programs for the refugees in 2014, but has received only USD 410 million, or 39%. USD 915 million are needed for operations for Syrians displaced within the country, out of which only USD 324 million or 35% are covered.
- In Turkey, WFP will be able to meet the food assistance needs of only 48 000 out of the 230 000 Syrian refugees in camps currently targeted. While, the Turkish Government's Disaster and Emergency Management Agency AFAD has previously indicated their willingness to cover gaps in food assistance, with the latest rise in refugee numbers in the country, it is now uncertain that the funding will be sufficient. As a result, some 170 000 Syrian refugees – 130 000 of whom women and children – may potentially be without food assistance as of October 2014.
- In Iraq, intense fighting continues between ISIL, armed opposition groups and the Iraqi security forces. Fierce fighting in the governorate of Al-Anbar has resulted in the displacement of 180 000 people over a week in October. People are being forced to live in temporary shelters or abandoned buildings.
- The capacity of host communities in Iraq to accommodate the displaced people remains under immense strain. Increasing restrictions on roads and access to cities to prevent the arrival of internally displaced persons (IDPs) are being reported. 860 000 internally displaced are living in the Kurdish Region of Iraq, in some areas outnumbering the local population. Providing adequate shelter for the IDPs is a major concern. The beginning of the school year has been delayed in several areas of the country, due to the large IDP population living in school buildings.

According to Commission's contingency planning, the most likely evolution includes:

- The Syria crisis might increasingly act as a destabilizing factor in both Lebanon and Jordan. Sectarian violence is developing in Lebanon. The continuous influx of Syrians is increasing the burden on host communities and is expected to exacerbate political and social-economic tensions in neighbouring countries.
- Water borne and communicable disease outbreaks are developing. Cases of polio, measles, hepatitis A and leishmaniasis have been reported as well. The cases of polio, confirmed in 2013, show the sharp deterioration of immunization and preventive primary healthcare services in the country. Health actors are doing several rounds of polio and measles vaccination campaigns and this will remain a clear priority for them in the coming six months. Currently, a measles vaccination campaign is underway, targeting 750 000 children.
- Health is the most worrying sector in Syria. Facilities have collapsed and the population has almost no access to surgical treatment, post-operation rehabilitation, etc. There is a clear lack of drugs and medical staff in the country. An average of 25 000 people are injured each month. An increasing number of them experience complications such as septicaemia, gangrene, organ failure and/or death due to the severe shortage of surgical supplies.
- In Iraq, accessing those trapped in conflict zones remains a priority. Only a limited number of humanitarian actors have the ability to deliver life-saving assistance, mainly international organisations and Non-Governmental Organisations (NGOs).
- Preparations for the imminent harsh winter in Iraq are paramount, with more than 1.8 million internally displaced throughout the country, living in sub-standard or temporary shelter and with limited personal belongings.

The Syrian Humanitarian Assistance Response Plan (SHARP6) and the Regional Refugee Plan (RRP6) are partially funded. As of 16 October 2014, the 2014 Syria Humanitarian Assistance Response Plan (SHARP) had received only 38.2% (or USD 870 million, equivalent to EUR 681 million) of its total budget requirements. At the same period of time in 2013, it was covered at 56%.

The UNHCR-led 2014 Regional Refugee Response Plan (RRP) had received 52.3% (or USD 1.9 billion, equivalent to EUR 1.5 billion) of its total budget requirements. Of the total RRP requirements by country, funding received is as follows: Egypt - 36%; Iraq - 28%; Jordan- 58%; Lebanon - 40%, Turkey - 24%.

The UN are revising their Strategic Response Plan for Iraq for the third time this year, in response to the deteriorating humanitarian situation. The generous contribution of USD 500 million from the Kingdom of Saudi Arabia was assigned to UN agencies only, omitting NGOs and international organisations, which run effective, yet under-financed operations.

In conclusion, both the conflict in Syria and the violence in Iraq are causing and will continue to cause massive needs for assistance still to be addressed by the donor community.

The current Commission's request of EUR 13 million in humanitarian assistance would allow for supporting operations to cover the most pressing needs for the coming winter period.

## **What for?**

The additional humanitarian funding will allow addressing the increased needs, *inter alia*, in terms of food, protection, water and sanitation (WASH), shelter, rent assistance, medical supplies. It aims at supporting Syrian IDPs, Iraqi IDPs, Syrian and Iraqi refugees in neighbouring countries, Palestinian and Iraqi refugees in Syria, and Lebanese and Iraqi returnees. It will also allow enlarging the humanitarian footprint and presence of implementing partners. Priorities will include:

### **Turkey:**

- The response to the Kobane crisis and the subsequent influx of Syrian refugees into Suruc area (southern Turkey): The Commission will be supporting emergency assistance in the form of non-food items (NFI), vouchers and health activities through its partners working in Turkey both for programmes inside Turkey and through cross border operations.
- Increasing assistance to refugees outside the camps, which are extremely vulnerable, as they have limited access to basic services - notably health and protection. Support activities including schooling for children are also seen as a priority.
- Supporting the continuation of food distribution inside refugee camps, as current distribution suffer from a critical shortage of funding.

### **Iraq:**

- The provision of basic life-saving humanitarian aid to the population displaced by the conflict, including emergency shelter, food assistance, basic healthcare and the distribution of non-food items. Transversal integration of protection and multi-sectorial, needs-based assistance will be encouraged to mitigate the consequences of this conflict and the rupture of Iraq's social fabric.
- Increasing support to NGOs and international organisations with access to populations trapped in conflict zones, where the humanitarian conditions are deteriorating.

### **Regional:**

- Winterisation: Re-enforcing people's coping capacities; including the distribution of blankets, clothing, thermal insulation mats, etc.
- Other top priorities include the distribution of food and the provision of health services. Shelter solutions and the continuous distribution of core relief items will also be supported.
- Cross-border: Support the continued implementation of United Nations Security Council Resolution (UNSCR) 2165 bringing life-saving humanitarian assistance by the most direct route, including cross border deliveries.

Reinforce operational capacities of implementing organisations in Syria to provide emergency relief and adapt the nature of the aid to address recurrent needs of the displaced population.

<b><u>EU Budget and Member States' contributions to the Syria Crisis</u></b>	
<b><u>Donor</u></b>	<b><u>Total Commitments 2011-2014 (in EUR)</u></b>
Austria**	8 675 000
Belgium	18 435 898
Bulgaria	295 874
Croatia	165 403
Czech Republic	2 539 945
Denmark	66 746 486
Estonia	1 209 806
France	45 547 521
Finland	28 318 552
Germany	325 232 503
Greece	200 000
Hungary	504 653
Ireland	30 600 000
Italy	38 856 928
Latvia	93 000
Lithuania	34 754
Luxembourg	13 268 097
Malta	75 000
Netherlands	73 002 401
Poland	3 285 527
Portugal	160 000
Romania	379 780
Slovakia	190 000
Slovenia	150 000
Spain	17 377 533
Sweden	67 339 439
United Kingdom	644 191 649
<b>Total Member States</b>	<b>1 386 875 750</b>
<b>EU Budget</b>	<b>665 732 843</b>
<b>Total EU</b>	<b>2 052 608 593</b>