



Council of the  
European Union

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**COVER NOTE**

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From:	Mr Johannes HAHN, Member of the European Commission
date of receipt:	18 May 2021
To:	Ms Cláudia JOAQUIM, President of the Council of the European Union
Subject:	Proposal for transfer of appropriations No DEC 12/2021 within Section III - Commission - of the general budget for 2021

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Delegations will find attached Commission document DEC 12/2021.

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Encl.: DEC 12/2021



BRUSSELS, 18/05/2021

GENERAL BUDGET - 2021  
SECTION III - COMMISSION TITLES: 14, 30

TRANSFER OF APPROPRIATIONS N° **DEC 12/2021**

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**FROM**

**CHAPTER** - 3004 Solidarity mechanisms (special instruments)

ARTICLE - 30 04 01 Solidarity and emergency aid reserve (SEAR)

Commitments	-204 000 000,00
Payments	-204 000 000,00

**TO**

**CHAPTER** - 1403 Humanitarian Aid

ARTICLE - 14 03 01 Humanitarian aid

Commitments	204 000 000,00
Payments	204 000 000,00

The 2021 Global Report on Food Crises, released on 4 May 2021<sup>1</sup> announced that the number of people in need of food assistance (IPC 3 and above) is now at **the highest aggregate level since records began**. Both the scale and the severity of the global food crisis in 2021 is completely unprecedented<sup>2</sup>. Faced with these stark statistics, the G7 Foreign and Development Ministers on 4-5 May endorsed a G7 Famine Prevention and Humanitarian Crises Compact, which will be on the agenda of the G7 Leaders' summit in June.

In March 2020, the then Global Report<sup>3</sup> indicated that in the 55 countries included, 135 million people were experiencing this acute food insecurity in 2019, already a sharp increase with respect to the previous year. However, in the course of 2020, the compounded effects of the COVID-19, conflict and the Horn of Africa/Yemen locust upsurge have aggravated pre-existing fragilities and brought hunger to now unprecedented levels across the world, soaring from 135 million to 155 million people, covering the same 55 countries in 2020<sup>1</sup>.

In the 2021 report, more than 28 million people in 42 countries are reported to be a food emergency situation (IPC 4 and above) – only one step away from catastrophe, and in 3 countries pockets of famine (IPC 5) are already identified. Looking ahead, the latest update of the “Hunger Hotspot Analysis” – an early warning analysis of situations where acute food insecurity is likely to deteriorate over the coming months<sup>4</sup> - confirms **the risk of famine in Yemen, South Sudan and Nigeria**, and calls attention to a further specific group of hotspots including Afghanistan, Burkina Faso, the Central African Republic, the Democratic Republic of the Congo, Ethiopia, Haiti, Honduras, the Sudan, the Syrian Arab Republic, and Zimbabwe – due to the scale, severity and trends of the existing food crises.

Whilst the pandemic was expected to worsen the situation of food insecurity, the persistence of the public health crisis has meant that a complete and reliable picture was missing for most of 2020. Clear and complete data is only now emerging. Since early spring, all key indicators confirm the magnitude of the problem. The World Food Programme (WFP) and the UN Food and Agriculture Organization (FAO) issued in February 2021 a joint Call for Action to avert famine in 2021<sup>2</sup>. They call for the mobilisation of USD 5,5 billion for famine relief and/or averting an imminent risk of famine, a target which is still far from being reached.

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<sup>1</sup> [2021 Global Report on Food Crises](#)

<sup>2</sup> [FAO/WFP Call for Action to avert famine in 2021](#)

<sup>3</sup> [2020 Global Report on Food Crises](#)

<sup>4</sup> [Hunger Hotspots: FAO-WFP early warnings on acute food insecurity](#) released by the Global Network against Food Crises in March 2021 for period March-July 2021

## I. DECREASE

### I.1

#### a) Heading

#### **30 04 01 - Solidarity and emergency aid reserve (SEAR)**

#### b) Figures at 06/05/2021

	<b>Commitments</b>	<b>Payments</b>
1 Appropriations in budget (Initial Budget + AB)	1 223 450 000,00	1 223 450 000,00
2 Transfers	-649 043 750,00	-649 043 750,00
3 Total appropriations for the year (1+2)	574 406 250,00	574 406 250,00
4 Appropriations already used	0,00	0,00
<b>5 Appropriations available (3-4)</b>	<b>574 406 250,00</b>	<b>574 406 250,00</b>
<b>6 Decrease proposed</b>	<b>204 000 000,00</b>	<b>204 000 000,00</b>
<b>7 Total appropriations up to year end (5-6)</b>	<b>370 406 250,00</b>	<b>370 406 250,00</b>
8 Decrease as percentage of appropriations in budget (6/1)	16,67 %	16,67 %
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)

	<b>Commitments</b>	<b>Payments</b>
1 Appropriations available at start of the year	0,00	0,00
2 Appropriations available on 06/05/2021	0,00	0,00
3 Implementation rate [(1-2)/1]	n/a	n/a

#### d) Detailed grounds for the decrease

According to article 9 of the Multiannual Financial Framework Regulation, the Solidarity and Emergency Aid Reserve (SEAR) is intended to allow for

- (a) assistance to respond to emergency situations resulting from major disasters that are covered by the European Union Solidarity Fund, the objectives and scope of which are set out in Council Regulation (EC) No 2012/2002; and
- (b) 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.

## II. INCREASE

### II.1

#### a) Heading

#### **14 03 01 - Humanitarian aid**

#### b) Figures at 06/05/2021

	<b>Commitments</b>	<b>Payments</b>
1 Appropriations in budget (Initial Budget + AB)	1 416 512 450,00	1 820 000 000,00
2 Transfers	100 000 000,00	110 000 000,00
3 Total appropriations for the year (1+2)	1 516 512 450,00	1 930 000 000,00
4 Appropriations already used	1 295 830 000,00	476 927 298,97
<b>5 Appropriations available (3-4)</b>	<b>220 682 450,00</b>	<b>1 453 072 701,03</b>
<b>6 Increase requested</b>	<b>204 000 000,00</b>	<b>204 000 000,00</b>
<b>7 Total appropriations up to year end (5+6)</b>	<b>424 682 450,00</b>	<b>1 657 072 701,03</b>
8 Increase as percentage of appropriations in budget (6/1)	14,40 %	11,21 %
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)

	<b>Commitments</b>	<b>Payments</b>
1 Appropriations available at start of the year	154 184,80	7 514,62
2 Appropriations available on 06/05/2021	144 184,80	0,00
3 Implementation rate [(1-2)/1]	6,49 %	100,00 %

#### d) Detailed grounds for the increase

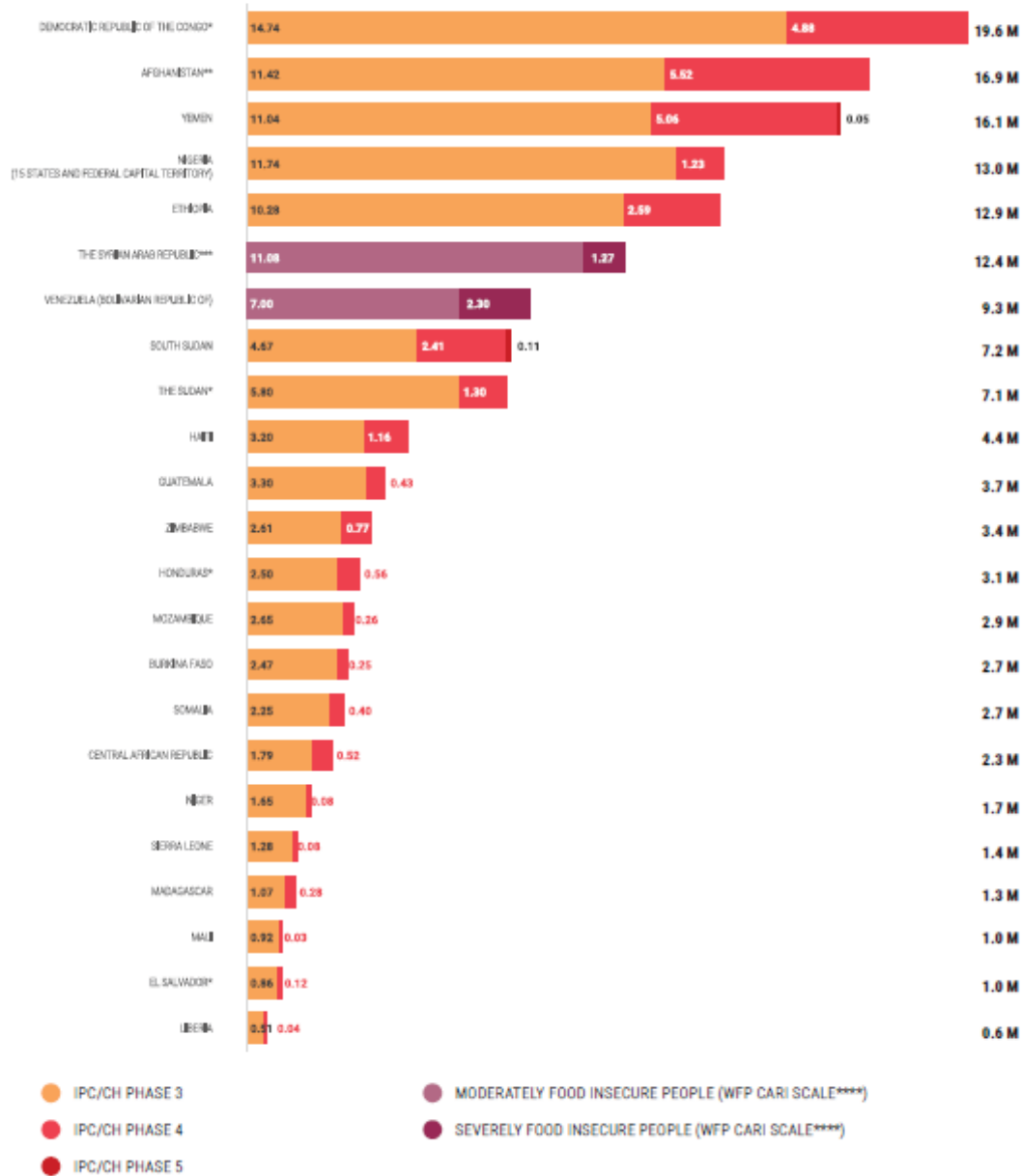
This request aims to respond to the needs mentioned above, and will serve to provide increased aid to many of the "hotspot countries", where the initial planning in September 2020 could not foresee the scale of deterioration in the food security situation and the global donor response has not proved sufficient to the speed of the crisis. Building upon the initial response provided by the EU humanitarian Aid budget, the SEAR additional funding is requested to reinforce the EU response to a number of key humanitarian situations taking into account the overall level of the food needs, the trends on the ground and the international humanitarian funding gap.

As of 5 May 2021, the overall implementation rate of commitment appropriations of the humanitarian aid chapter 14 03 was at 87,4% of available appropriations and the implementation in payment appropriations was at 24%. The Commission has not been able to identify available redeployment in Heading 6. Therefore, it requests the mobilisation of the Solidarity and Emergency Aid Reserve for a total of EUR 204 million in commitment and in payment appropriations to support the famine and food insecurity crisis in Africa, Afghanistan, Yemen and in the Venezuela region, as detailed in annex 1.

## ANNEX 1

### Number of people in high acute food insecurity in hotspot countries

In 2021, in millions



[from Global Network against Food Crises (Hunger Hotspots report released on 23 March 2021)]

#### 1. AFRICA – EUR 95 million in commitment and in payment appropriations

In Africa, the overall food security situation is deteriorating fast in a large number of countries with pre-existing humanitarian situations following a combination of multiple shocks, including violence, conflicts, natural hazards, epidemics, economic decline and the socio-economic impact of the COVID-19. According to the 2021 Global Report<sup>1</sup>, of the 42 countries with populations in the extremely severe phase of emergency (IPC4 and above), 33 are in Africa, affecting more than 19 million people. This means that in some countries, people are already in the grip of or at risk of starvation and death, as well as complete collapse of livelihoods.

EUR 95 million in commitment and in payment appropriations is requested for Africa to provide support to an urgent scale-up of the humanitarian response primarily focusing on life-saving operations and the delivery of emergency food and nutrition assistance, supported by emergency multi-sectoral response in countries affected, notably:

- the **Democratic Republic of Congo** (which is the country with the highest number of food insecure people worldwide),
- **Nigeria, South Sudan** (where pockets of famine (IPC5) have been recently identified), **Burkina Faso**, (IPC5 pockets in 2019) and
- Several countries in the **Southern Africa / Indian Ocean region** including **Madagascar**, (with most districts in the South in the grip of starvation), **Mozambique** (severely affected by the conflict in its Northern Provinces and consecutive tropical storms) and **Zimbabwe** (weakened by climatic shocks and persistent macro-economic instability).

The countries listed above are those where the deterioration is the most severe compare since early 2021 and/or for which the overall level of funding gap is among the highest. The evolution of the overall humanitarian situation in Africa, notably in **Ethiopia, Somalia, Sudan**, as well as in **West Africa** (e.g. **Niger, Mali, Sierra Leone, Liberia**) and in **Central Africa** including the **Central African Republic**, also in a very severe food insecurity situation, are being monitored closely to step up intervention as necessary later in the year, based on evidence.

## **2. AFGHANISTAN – EUR 25 million in commitment and in payment appropriations**

In Afghanistan, according to the Global network hotspots report, the key drivers for food insecurity are the escalating conflict, a weak economic environment and dry conditions compromising key harvests. According to United Nations Food and Agricultural Organisation, a meteorological drought is on course. The drought is worsening the already dramatic food insecurity and is affecting half of the Afghan population. October 2020 to February 2021 has been the driest winter in 40 years in the central and western regions of the country, and this trend is forecasted to continue until May 2021.

EUR 25 million in commitment and in payment appropriations is requested for Afghanistan to provide support to partners to respond to high food insecurity and acute malnutrition in most hard to reach areas, many of those under Taliban influence/control (about 60% of the country). Intervention strategies will seek to pre-emptively reduce the impact of lower precipitation and the subsequent drought, prioritising anticipatory actions and early response to the drought, via livestock support, emergency food, livelihoods, integrated health and nutritional assistance in acutely affected provinces, reaching mainly rural areas. This response will focus on the most vulnerable populations (traditionally, women and children, racial/ethnic minorities, people living with disabilities, elderly) in areas where development/state-run services cannot access.

## **3. YEMEN – EUR 44 million in commitment and in payment appropriations**

In Yemen, heavy constraints to humanitarian access, active conflict, economic decline, collapse of public services and import restrictions of basic commodities such as fuel and food, compounded by a sharp decrease of humanitarian funding since 2020, notably from regional donors, have increased the immediate risk of famine. Urgent and up-scaled targeted humanitarian action is needed. Pockets of famine (IPC 5) are currently identified in Yemen. While the needs are increasing and the UN is warning of an imminent risk of conflict-induced mass famine, the humanitarian response is confronted with a significant funding gap. The pledged amount during the last High Level Pledging Event on the Humanitarian Crisis in Yemen held on 1 March 2021 reached USD 1,67 billion, which represents only 43% of the 2021 Humanitarian Response Plan.

EUR 44 million in commitment and in payment appropriations is requested for Yemen to provide support to the population directly affected by conflict, notably those who have been displaced, and vulnerable communities affected by the food security, nutrition and related health crises. Food assistance programmes will be supported both with in-kind and cash/vouchers delivery modalities. Additionally, multi-sector health and nutrition programmes, including water and epidemics components will be supported to further address not only food insecurity and malnutrition, but also the consequences of the needs stemming from them.

#### **4. VENEZUELA – EUR 40 million in commitment and in payment appropriations**

In Venezuela, the humanitarian situation has deteriorated sharply, being severely aggravated by the socio-economic consequences of COVID-19. Food insecurity levels have rocketed since 2019, when around 9.3 million Venezuelans were food insecure according to the WFP Assessment. Local humanitarian NGO LocalHumVenezuela estimates that now at least 14.8 million people are in urgent need of food assistance. In addition, the regional platform Response for Venezuelans (R4V) estimates that there are more than five million people with food assistance needs among migrants, refugees and host communities in the wider region. The March 2021 FAO and WFP Hunger Hotspots report calls on the international community to scale up humanitarian assistance to meet the most urgent needs in Venezuela, in view of the severity of the food crisis. Canada has called an International Pledging Conference to garner support for Venezuela on the 17th June.

EUR 40 million in commitment and in payment appropriations is requested for Venezuela and across the region to provide urgent assistance to the most vulnerable people who are requiring urgent food, nutrition and nutrition-related services (notably health and WASH). Food assistance interventions, especially to displaced Venezuelans, will be using both in-kind and cash/vouchers delivery modalities. Interventions in other sectors will be geared towards addressing the prevailing food insecurity and malnutrition in a comprehensive manner, primarily targeting the new unmet needs inside Venezuela, as well as the needs of newly displaced people, i.e. people in transit and recently arrived in the region.



## ANNEX 2

### COMMISSION TRANSFER PROPOSALS RELATED TO THE SOLIDARITY AND EMERGENCY AID RESERVE IN 2021

The tables below show the transfer proposals transmitted to the Budgetary Authority to date during 2021, which relate to the Solidarity and Emergency Aid Reserve (SEAR), and the remaining amount under the SEAR reserve following the approval of these proposals.

Transfer Ref	Content	Commitment Appropriations carried-over Reserve (EUR)	Commitment Appropriations 2021 Reserve (EUR)				
			Total	Internal (excluding EUSF)	EUSF	External	End-of-Year Cushion (25%)
	<b>General Budget 2021 - Initial appropriations</b>	0	1,273,450,000	143,263,125	477,543,750	334,280,625	318,362,500
	General Budget 2021 - EUSF advances (Article 4a (4) EUSF Regulation)		-50,000,000		-50,000,000		
	DAB2 carryover EUSF	47,981,598			47,981,598		
	DAB2 mobilisation EUSF	-47,981,598			-47,981,598		
DEC 02	Mobilisation of the SEAR to support the roll out of Covid-19 vaccination in Africa		100,000,000			100,000,000	
DEC 03	Mobilisation of the EUSF to provide assistance to Greece and France in relation to regional natural disasters and to Albania, Austria, Belgium, Croatia, Czechia, Estonia, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Montenegro, Portugal, Romania, Serbia, Spain in response to the major public health emergency caused by the COVID-19 pandemic in early 2020		427,543,750		427,543,750		
DEC 05	Mobilisation of the SEAR for new Covid-19 actions under ESI and ECDC		121,500,000	121,500,000			
DEC 12	Mobilisation of the SEAR related to famine and food insecurity in Yemen, Africa, Afghanistan and Venezuela		204,000,000			204,000,000	
	<b>Total DEC transfer proposals</b>	0	853,043,750	121,500,000	427,543,750	304,000,000	0
	<b>Remainder</b>	0	370,406,250	21,763,125	0	30,280,625	318,362,500
	<b>Total remainder of commitment appropriations</b>		370,406,250				

Transfer Ref	Content	Payment Appropriations carried-over Reserve (EUR)	Payment Appropriations 2021 Reserve				
			Total	Internal (excluding EUSF)	EUSF	External	End-of-Year Cushion (25%)
	<b>General Budget 2021 - Initial appropriations</b>	0	1,273,450,000	143,263,125	477,543,750	334,280,625	318,362,500
	General Budget 2021 - EUSF advances (Article 4a (4) EUSF Regulation)		-50,000,000		-50,000,000		
	DAB2 carryover EUSF	47,981,598			47,981,598		
	DAB2 mobilisation EUSF	-47,981,598			-47,981,598		
DEC 02	Mobilisation of the SEAR to support the roll out of Covid-19 vaccination in Africa		100,000,000			100,000,000	
DEC 03	Mobilisation of the EUSF to provide assistance to Greece and France in relation to regional natural disasters and to Albania, Austria, Belgium, Croatia, Czechia, Estonia, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Montenegro, Portugal, Romania, Serbia, Spain in response to the major public health emergency caused by the COVID-19 pandemic in early 2020		427,543,750		427,543,750		
DEC 05	Mobilisation of the SEAR for new Covid-19 actions under ESI and ECDC		121,500,000	121,500,000			
DEC 12	Mobilisation of the SEAR related to famine and food insecurity in Yemen, Africa, Afghanistan and Venezuela		204,000,000			204,000,000	
	<b>Total DEC transfer proposals</b>	0	853,043,750	121,500,000	427,543,750	304,000,000	0
	<b>Remainder</b>	0	370,406,250	21,763,125	0	30,280,625	318,362,500
	<b>Total remainder of payment appropriations</b>		370,406,250				