



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:	14 September 2021
To:	Ms Irena DRMAŽ, President of the Council of the European Union
Subject:	Proposal for transfer of appropriations No DEC 18/2021 within Section III - Commission - of the general budget for 2021

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Delegations will find attached Commission document DEC 18/2021.

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Encl.: DEC 18/2021



BRUSSELS, 14/09/2021

GENERAL BUDGET - 2021  
SECTION III - COMMISSION TITLES: 10, 11, 12, 30

**TRANSFER OF APPROPRIATIONS N° DEC 18/2021**

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**FROM**

**CHAPTER - 1110 Decentralised agencies**

ARTICLE - 11 10 01 European Border and Coast Guard Agency (Frontex) Commitments -14 546 840,50

ARTICLE - 11 10 02 European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice ('eu-LISA') Commitments -17 227 322,00

**CHAPTER - 1210 Decentralised agencies**

ARTICLE - 12 10 01 European Union Agency for Law Enforcement Cooperation (Europol) Commitments -1 500 000,00

ARTICLE - 12 10 02 European Union Agency for Law Enforcement Training (CEPOL) Commitments -800 000,00

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

ARTICLE - 30 04 01 Solidarity and emergency aid reserve (SEAR) Commitments -21 763 125,00

**TO**

**CHAPTER - 1002 Asylum, Migration and Integration Fund (AMIF)**

ARTICLE - 10 02 01 Asylum, Migration and Integration Fund Commitments 21 763 125,00

**CHAPTER - 1102 Integrated Border Management Fund (IBMF) -- Instrument for financial support for border management and visa**

ARTICLE - 11 02 01 Instrument for financial support for border management and visa) Commitments 34 074 162,50

The Commission requests the mobilisation of the Solidarity and Emergency Aid Reserve (SEAR) based on Article 9(1)(b) of the Multiannual Financial Framework Regulation. The request is justified by the unprecedented and exceptional influx of third-country nationals facilitated by the current regime of Belarus that put under pressure the reception and asylum system of Member States bordering Belarus, in particular Lithuania.

The amount requested is EUR 21 763 125 in commitment appropriations and it will be used to top up the Asylum, Migration and Integration Fund (AMIF) under the Budget 2021, i.e. the emergency assistance component of the Thematic Facility.

In addition, in view of the current migratory situation at the border between Belarus and Lithuania the Commission requests the reinforcement of the Border Management and Visa Instrument with an amount of EUR 34 074 162,50 in commitment appropriations. The amount will be made available by appropriations returned by the four Home Affairs agencies, i.e. Frontex, eu-LISA, Europol and Cefpol.

## I. DECREASE

### I.1

#### a) Heading

11 10 01 - European Border and Coast Guard Agency (Frontex)

#### b) Figures at 06/09/2021

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	505 949 620,00
2 Transfers	22 864,59
3 Total appropriations for the year (1+2)	505 972 484,59
4 Appropriations already used	491 425 644,09
<b>5 Appropriations available (3-4)</b>	<b>14 546 840,50</b>
<b>6 Decrease proposed</b>	<b>14 546 840,50</b>
<b>7 Total appropriations up to year end (5-6)</b>	<b>0,00</b>
8 Decrease as percentage of appropriations in budget (6/1)	2,88 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

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

	<b>Commitments</b>
1 Appropriations available at start of the year	8 184 398,41
2 Appropriations available on 06/09/2021	0,00
3 Implementation rate [(1-2)/1]	100,00 %

#### d) Detailed grounds for the decrease

Frontex has identified a surplus of EUR 14,5 million in commitment appropriations, mainly due to the constraints posed by the COVID-19 pandemic, which prompted the Agency to downsize its activities in the area of on boarding of Standing Corps. The lower numbers of recruits than initially forecast resulted in savings in salaries, allowances and other staff related expenditure. In addition, the budgetary needs for administrative expenditure are impacted by different circumstances with identified savings particularly in rental costs.

## I.2

### a) Heading

**11 10 02 - European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA)**

### b) Figures at 06/09/2021

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	228 320 425,00
2 Transfers	0,00
3 Total appropriations for the year (1+2)	228 320 425,00
4 Appropriations already used	211 093 103,00
<b>5 Appropriations available (3-4)</b>	<b>17 227 322,00</b>
<b>6 Decrease proposed</b>	<b>17 227 322,00</b>
<b>7 Total appropriations up to year end (5-6)</b>	<b>0,00</b>
8 Decrease as percentage of appropriations in budget (6/1)	7,55 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

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

	<b>Commitments</b>
1 Appropriations available at start of the year	1 657 575,00
2 Appropriations available on 06/09/2021	0,00
3 Implementation rate [(1-2)/1]	100,00 %

### d) Detailed grounds for the decrease

The eu-LISA agency has identified a surplus of EUR 17,2 million in commitment appropriations that is due to the one year delay (compared to the yearly scheduled indicated in the Legislative Financial Statement) in the development of the Visa Information System (VIS) linked to the delay in the adoption of the Regulation amending the VIS.

### **I.3**

#### **a) Heading**

**12 10 01 - European Union Agency for Law Enforcement Cooperation (Europol)**

#### **b) Figures at 06/09/2021**

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	170 600 706,00
2 Transfers	0,39
3 Total appropriations for the year (1+2)	170 600 706,39
4 Appropriations already used	169 100 706,39
<b>5 Appropriations available (3-4)</b>	<b>1 500 000,00</b>
<b>6 Decrease proposed</b>	<b>1 500 000,00</b>
<b>7 Total appropriations up to year end (5-6)</b>	<b>0,00</b>
8 Decrease as percentage of appropriations in budget (6/1)	0,88 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

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

	<b>Commitments</b>
1 Appropriations available at start of the year	2 363 547,61
2 Appropriations available on 06/09/2021	0,00
3 Implementation rate [(1-2)/1]	100,00 %

#### **d) Detailed grounds for the decrease**

Europol has identified a surplus of EUR 1,5 million in commitment. The agency expects lower spending regarding missions and meetings, as well as lower utilities costs resulting from the COVID-19 crisis.

## I.4

### a) Heading

12 10 02 - European Union Agency for Law Enforcement Training (CEPOL)

### b) Figures at 06/09/2021

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	10 419 804,00
2 Transfers	0,00
3 Total appropriations for the year (1+2)	10 419 804,00
4 Appropriations already used	9 619 804,00
<b>5 Appropriations available (3-4)</b>	<b>800 000,00</b>
<b>6 Decrease proposed</b>	<b>800 000,00</b>
<b>7 Total appropriations up to year end (5-6)</b>	<b>0,00</b>
8 Decrease as percentage of appropriations in budget (6/1)	7,68 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

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

	<b>Commitments</b>
1 Appropriations available at start of the year	212 578,20
2 Appropriations available on 06/09/2021	0,20
3 Implementation rate [(1-2)/1]	100,00 %

### d) Detailed grounds for the decrease

The availability of EUR 0,8 million in commitment appropriations results from the decreased in the number of residential courses to be implemented in 2021 and the cancellation of physical meetings and missions, as well as a decrease in the real number of participation in Agency on-site courses, due to the travel restrictions related to the COVID-19 crisis.

## **I.5**

### **a) Heading**

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

### **b) Figures at 06/09/2021**

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	1 223 450 000,00
2 Transfers	-853 043 750,00
3 Total appropriations for the year (1+2)	370 406 250,00
4 Appropriations already used	0,00
<b>5 Appropriations available (3-4)</b>	<b>370 406 250,00</b>
<b>6 Decrease proposed</b>	<b>21 763 125,00</b>
<b>7 Total appropriations up to year end (5-6)</b>	<b>348 643 125,00</b>
8 Decrease as percentage of appropriations in budget (6/1)	1,78 %
9 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a

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

	<b>Commitments</b>
1 Appropriations available at start of the year	0,00
2 Appropriations available on 06/09/2021	0,00
3 Implementation rate [(1-2)/1]	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**

**10 02 01 - Asylum, Migration and Integration Fund**

#### **b) Figures at 06/09/2021**

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	870 255 000,00
2 Transfers	0,00
3 Total appropriations for the year (1+2)	870 255 000,00
4 Appropriations already used	80 000 000,00
<b>5 Appropriations available (3-4)</b>	<b>790 255 000,00</b>
<b>6 Increase requested</b>	<b>21 763 125,00</b>
<b>7 Total appropriations up to year end (5+6)</b>	<b>812 018 125,00</b>
8 Increase as percentage of appropriations in budget (6/1)	2,50 %
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

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

	<b>Commitments</b>
1 Appropriations available at start of the year	0,00
2 Appropriations available on 06/09/2021	1 640 898,94
3 Implementation rate $[(1-2)/1]$	n/a

#### **d) Detailed grounds for the increase**

Lithuania is experiencing an exceptional and unexpected situation, which is considered a hybrid threat: The number of irregular arrivals through the border with Belarus increased 55 times compared to 2020 and 112 times compared to 2019 up until 22 August. Lithuania currently has one of the highest ratio in the EU between population and irregular arrivals. The number of irregular arrivals was 37 in 2019, 74 in 2020 and 4 137 in 2021 (22 August data). There has been a corresponding increase in the asylum applications: on average, over the last years, Lithuania received about 400-500 asylum applications a year. By mid-August 2021 there were already 1 818 asylum applications being processed for this year alone, with more than 60% being made between weeks 28 and 32.

In view of this situation, Lithuanian authorities submitted in August an application for emergency assistance under AMIF (EUR 36,7 million EU contribution) to cover the basic needs related to the reception and asylum of up to 8 000 asylum seekers. The request covers the period July-December 2021. Lithuania has appealed to the Union Civil Protection Mechanism (UCPM). This will allow Lithuania to deal efficiently with these arrivals, including vulnerable groups, supporting its reception capacity, which is nearly exhausted, and providing for temporary accommodations that are winter proof, such as containers (not obtained under the UCPM).

The Commission awarded to Lithuania the requested amount as emergency assistance under the available AMIF 2021 envelope for emergency assistance (EUR 80 million) at the end of August. Under the same envelope, EUR 14 million have already been awarded to Spain to address the urgent migratory situation in Ceuta. Therefore, EUR 29 million remain available for emergency assistance.

The situation on the ground at the borders with Belarus remains volatile. Flights carrying irregular migrants to the Lithuanian border have diminished due to temporary suspension (until mid-September) of flights from Iraq, but could soon increase and, as border management in Lithuania has been stepped up with the support of Frontex, pressure could shift to other EU borders with Belarus. In the week of 16 August, there were 115 detected illegal border crossings from Belarus to Poland and 704 more attempts were prevented. 24 irregular migrants were apprehended after crossing border from Belarus to Latvia illegally. 81 attempts were prevented. 30 irregular migrants are stranded at the Belarussian border with Poland and 83 at the border with Latvia.

The current amount available for emergency assistance under the AMIF is insufficient to respond to such needs. Other sources of financing within that Fund are not available, as the 2021-2022 AMIF Thematic Facility will have to address the policy priorities of the New Pact on Migration and Asylum (including resettlement and relocation) and provide support to other Member States facing increased migratory pressure, such as Italy (already counting more than 30 000 irregular arrivals this year), Cyprus and Greece.

Against this background, the Commission requests the transfer of the remaining EUR 21,8 million commitment appropriations from the internal component of the Solidarity and Emergency Aid Reserve to AMIF. This amount will top up the financial envelope for emergency assistance under the Thematic Facility for 2021.

Actions to be financed with the additional budget encompass setup of temporary reception and accommodation capacities, provision of basic needs like food, hygiene, (winter) clothing, specific assistance to vulnerable groups including unaccompanied minors, support to national authorities in asylum processing (translation, interpretation, legal advice), security in the temporary shelters, safety of migrants in the face of local protests, information and site management, and medical assistance in light of threats posed by COVID-19.

The Commission does not request a transfer of payment appropriations.

## **II.2**

### **a) Heading**

**11 02 01 - Instrument for financial support for border management and visa)**

### **b) Figures at 06/09/2021**

	<b>Commitments</b>
1 Appropriations in budget (Initial Budget + AB)	396 014 000,00
2 Transfers	-22 864,59
3 Total appropriations for the year (1+2)	395 991 135,41
4 Appropriations already used	0,00
<b>5 Appropriations available (3-4)</b>	<b>395 991 135,41</b>
<b>6 Increase requested</b>	<b>34 074 162,50</b>
<b>7 Total appropriations up to year end (5+6)</b>	<b>430 065 297,91</b>
8 Increase as percentage of appropriations in budget (6/1)	8,60 %
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

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

	<b>Commitments</b>
1 Appropriations available at start of the year	0,00
2 Appropriations available on 06/09/2021	2 456 381,84
3 Implementation rate [(1-2)/1]	n/a

### **d) Detailed grounds for the increase**

The reinforcement of the Border Management and Visa instrument (BMVI) with EUR 34 million in commitment appropriations will cover the additional needs already identified for Lithuania in light of the unprecedented irregular arrivals of third-country nationals, facilitated by the current regime of Belarus. The indicatively estimated need of Lithuania is EUR 42 million. Lithuania needs support to secure and manage its borders with Belarus, in particular to upgrade its surveillance systems and deploy it throughout the full length of the border. In addition, the Commission needs to be able to react quickly if/when similar needs arise in other EU Member States neighbouring Belarus.

## ANNEX

### 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>	<b>0</b>	<b>1,273,450,000</b>	<b>143,263,125</b>	<b>477,543,750</b>	<b>334,280,625</b>	<b>318,362,500</b>
	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	
DEC 17	Mobilisation of the SEAR for Tigray		30,000,000			30,000,000	
DEC 18	Mobilisation of the SEAR for migration Lithuania		21,763,125	21,763,125			
	<b>Total DEC transfer proposals</b>	<b>0</b>	<b>904,806,875</b>	<b>143,263,125</b>	<b>427,543,750</b>	<b>334,000,000</b>	<b>0</b>
	<b>Remainder</b>	<b>0</b>	<b>318,643,125</b>	<b>0</b>	<b>0</b>	<b>280,625</b>	<b>318,362,500</b>
	<b>Total remainder of commitment appropriations</b>	<b>318,643,125</b>					

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>	<b>0</b>	<b>1,273,450,000</b>	<b>143,263,125</b>	<b>477,543,750</b>	<b>334,280,625</b>	<b>318,362,500</b>
	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	
DEC 17	Mobilisation of the SEAR for Tigray		30,000,000			30,000,000	
	<b>Total DEC transfer proposals</b>	<b>0</b>	<b>883,043,750</b>	<b>121,500,000</b>	<b>427,543,750</b>	<b>334,000,000</b>	<b>0</b>
	<b>Remainder</b>	<b>0</b>	<b>340,406,250</b>	<b>21,763,125</b>	<b>0</b>	<b>280,625</b>	<b>318,362,500</b>
	<b>Total remainder of payment appropriations</b>	<b>340,406,250</b>					