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FIN 1148

## PROPOSAL

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	3 October 2025
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union
No. Cion doc.:	COM(2025) 855 final
Subject:	Proposal for a Decision of the European Parliament and of the Council on the mobilisation of the European Union Solidarity Fund to provide assistance to Spain regarding the floods in the Valencia Region of Spain in October 2024 and France following the damages caused by cyclone Chido in Mayotte in December 2024 and cyclone Garance in Réunion in February 2025

Delegations will find attached document COM(2025) 855 final.

Encl.: COM(2025) 855 final



EUROPEAN  
COMMISSION

Brussels, 3.10.2025

COM(2025) 855 final

2025/0318 (BUD)

Proposal for a

**DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL**

**on the mobilisation of the European Union Solidarity Fund to provide assistance to Spain regarding the floods in the Valencia Region of Spain in October 2024 and France following the damages caused by cyclone Chido in Mayotte in December 2024 and cyclone Garance in Réunion in February 2025**

## **EXPLANATORY MEMORANDUM**

### **1. CONTEXT OF THE PROPOSAL**

This decision covers the mobilisation of the European Union Solidarity Fund (hereinafter referred to as ‘the EUSF’) in accordance with Council Regulation (EC) No 2012/2002<sup>1</sup> (hereinafter referred to as ‘the EUSF Regulation’) for an amount of EUR 1 057 018 077 to provide assistance to Spain following the floods in the Valencia Region in October 2024 and France following the damages caused by cyclone Chido in Mayotte in December 2024 and cyclone Garance in Réunion in February 2025.

This mobilisation is accompanied by DEC16/2025 that proposes to transfer the amount of EUR 927 926 981 from the European Solidarity Reserve (hereinafter referred to as ‘the ESR’) reserve line to the EUSF operational budget line, both in commitments and payments appropriations.

### **2. INFORMATION AND CONDITIONS**

#### **2.1 Spain – major natural disaster: floods in October 2024**

- (1) On 20 January 2025, Spain submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the floods in the Valencia Region in October 2024. On 14 August 2025, Spain submitted additional clarifications regarding the data and the information provided in the EUSF application.
- (2) Spain applied for a contribution from the EUSF within the deadline of 12 weeks after the first damage caused by the disaster occurred on 28 October 2024. The application contains all the information required under Article 4 of the EUSF Regulation.
- (3) The disaster is of natural origin and therefore falls within the field of application of the EUSF.
- (4) The Spanish authorities estimate the total direct damage caused by the disaster at EUR 20.28 billion. The Commission accepted EUR 18.08 billion as plausible total direct damage. This amount exceeds the ‘major natural disaster’ threshold for Spain of 0.6% of its Gross National Income, which was EUR 3.96 billion in 2025<sup>2</sup>. Therefore, the disaster qualifies as a ‘major natural disaster’ according to Article 2(2) of the EUSF Regulation.
- (5) The total direct damage is the basis for the calculation of the amount of the financial contribution from the EUSF. The financial contribution may only be used for essential emergency and recovery operations as defined in Article 3 of the EUSF Regulation.
- (6) Spain requested the payment of an advance pursuant to Article 4a of the EUSF Regulation. On the basis of the preliminary assessment, the Commission concluded that the conditions for paying an advance from the EUSF were met. Therefore, an

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<sup>1</sup> Council Regulation (EC) No 2012/2002 of 11 November 2002 establishing the European Union Solidarity Fund (OJ L 311, 14.11.2002, p. 3, ELI: <http://data.europa.eu/eli/reg/2002/2012/oj>).

<sup>2</sup> The application was submitted in 2025, therefore the applicable threshold is the 2025 threshold.

advance of EUR 100 000 000 was awarded by Commission Implementing Decision C(2025) 1798 of 20 March 2025. The advance was paid to Spain on 8 April 2025.

- (7) Between 28 October and 4 November 2024, a storm bringing heavy rain struck the entire Valencia region of Spain which led to severe flooding. The disaster affected 2 600 houses and an area of over 500 square kilometres. Thousands of households were left without electricity, drinking water and phone service, as well as significant damage was done to public infrastructure and goods. Over 170 educational establishments and more than 50 health institutions were impacted. The floods caused 232 fatalities.
- (8) The Spanish authorities requested assistance through the European Union Civil Protection Mechanism. Several EU Member States expressed their readiness to offer support. Spain accepted the offers from France and Portugal which swiftly provided specialised waste-management machinery and vehicles. Two EU Liaison Officers were deployed to coordinate this support on the ground.
- (9) Spain estimated the cost of operations eligible under Article 3(2) of the EUSF Regulation at EUR 4.39 billion and presented the costs broken down by type of operation. The largest share of cost concerns the restoration of the working order of infrastructure and plants in the fields of energy, water, wastewater, telecoms, transport, health, and education amounting to EUR 3.51 billion. The second largest share of cost concerns the cleaning up of the disaster-stricken area amounting to EUR 561 million. The third largest share of cost concerns temporary accommodation and rescue services amounting to EUR 326 million.
- (10) In Spain, the transposition of Directive 2007/60/EC<sup>3</sup> took place through Royal Decree 903/2010 of 9 July 2007 on flood risk assessment and management.
- (11) At the date of submitting the application, Spain was not subject to infringement proceedings concerning Union legislation relating to the nature of the disaster.

## **2.2 France – regional natural disaster: cyclone in Mayotte in December 2024**

- (1) On 7 March 2025, France submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the damages caused by cyclone Chido in the island of Mayotte, France in December 2024.
- (2) France applied for a contribution from the EUSF within the deadline of 12 weeks after the first damage caused by the disaster occurred on 14 December 2024. The application contains all the information required under Article 4 of the EUSF Regulation.
- (3) The disaster is of natural origin and therefore falls within the field of application of the EUSF.
- (4) The French authorities submitted the application under the ‘regional natural disaster’ criterion as laid down in Article 2(3) of the EUSF Regulation, which is any natural disaster in a region at NUTS level 2 of an eligible State resulting in direct damage exceeding 1.5% of that region’s gross domestic product (GDP) or 1% of regional GDP for the outermost regions. The French authorities estimate the total direct

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<sup>3</sup> Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks (the “Floods Directive”) (OJ L 288, 6.11.2007, p. 27, ELI: <http://data.europa.eu/eli/dir/2007/60/oj>).

damage caused by the disaster at EUR 3.8 billion. The Commission accepted EUR 3.6 billion as plausible total direct damage. This amount exceeds the indicated applicable threshold for “regional disaster”, which is EUR 33.47 million for Mayotte in 2025<sup>4</sup>.

- (5) The total direct damage is the basis for the calculation of the amount of the financial contribution from the EUSF. The financial contribution may only be used for essential emergency and recovery operations as defined in Article 3 of the EUSF Regulation.
- (6) France requested the payment of an advance pursuant to Article 4a of the EUSF Regulation. On the basis of the preliminary assessment, the Commission concluded that the conditions for paying an advance from the EUSF were met. Therefore, an advance of EUR 23 782 012 was awarded by Commission Implementing Decision C(2025) 3192 of 20 May 2025. The advance was paid to France on 4 June 2025.
- (7) On 14 December 2024, the eye of a cyclone called Chido hit the island of Mayotte, France. The cyclone’s wind gusts exceeded 180 kilometre per hour across the territory. The cyclone also brought heavy rainfall to the island, with an estimated total of 100 to 150 mm of rain within 12 hours. The heavy rainfall and strong winds were combined with dangerously high wave heights of 5 to 9 metres. Subsequently, all dwellings were destroyed. The electricity grid and water network shut down completely and several means of crossing between the two islands of Mayotte were severely affected. Public transport and school transport services were forced to temporarily suspend or significantly reduce their operations. The cyclone caused at least 39 fatalities.
- (8) The French authorities requested assistance through the European Union Civil Protection Mechanism. The needs included tents, camp beds, sleeping bags, hygiene kits and communication and transmission equipment. Assistance was provided by Belgium, Germany, Italy, and Sweden.
- (9) France estimated the cost of operations eligible under Article 3(2) of the EUSF Regulation at EUR 1 256.8 million and presented the costs broken down by type of operation. The largest share of the cost of emergency operations concerns the restoration of the working order of infrastructure and plants in the fields of energy, water and wastewater, telecommunications, health, and education amounting to EUR 883.1 million. The second largest share of cost concerns the cost of rescue services amounts to EUR 323.5 million. The third largest share of cost concerns the cleaning up of the disaster-stricken area amount to EUR 50.2 million.
- (10) At the date of submitting the application, France was not subject to infringement proceedings concerning Union legislation relating to the nature of the disaster.

### **2.3 France – regional natural disaster: cyclone in Réunion in February 2025**

- (1) On 23 May 2025, France submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the damages caused by cyclone Garance in the island of Réunion, France in February 2025.
- (2) France applied for a contribution from the EUSF within the deadline of 12 weeks after the first damage caused by the disaster occurred on 28 February 2025. The

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<sup>4</sup> As the application was submitted in 2025, the 2025 threshold is the applicable one.

application contains all the information required under Article 4 of the EUSF Regulation.

- (3) The disaster is of natural origin and therefore falls within the field of application of the EUSF.
- (4) The French authorities submitted the application under the ‘regional natural disaster’ criterion as laid down in Article 2(3) of the EUSF Regulation, which is any natural disaster in a region at NUTS level 2 of an eligible State resulting in direct damage exceeding 1.5% of that region’s gross domestic product (GDP) or 1% of regional GDP for the outermost regions. The French authorities estimate the total direct damage caused by the disaster at EUR 849.45 million. This amount exceeds the indicated applicable threshold for “regional disaster”, which is EUR 216.68 million for Réunion in 2025.
- (5) The total direct damage is the basis for the calculation of the amount of the financial contribution from the EUSF. The financial contribution may only be used for essential emergency and recovery operations as defined in Article 3 of the EUSF Regulation.
- (6) France requested the payment of an advance pursuant to Article 4a of the EUSF Regulation. On the basis of the preliminary assessment, the Commission concluded that the conditions for paying an advance from the EUSF were met. Therefore, an advance of EUR 5 309 084 was awarded by Commission Implementing Decision C(2025) 5615 of 5 August 2025. The advance was paid to France on 26 August 2025.
- (7) On 28 February 2025, a cyclone named Garance hit the island of Réunion, France. The cyclonic winds in some areas reached speed of 215 kilometre/hour and brought heavy rain and dangerous sea conditions. Subsequently, the road network was heavily impacted, and the economy was greatly disrupted. The agricultural sector, especially the cane sector, as well as companies relying on tourism suffered major damages due to the cyclone. To help the affected population, 123 accommodation centres were opened for people to seek shelter. The cyclone caused at least 5 fatalities.
- (8) The French authorities did not request assistance through the European Union Civil Protection Mechanism.
- (9) France estimated the cost of operations eligible under Article 3(2) of the EUSF Regulation at EUR 125.38 million and presented the costs broken down by type of operation. The largest share of the cost of emergency operations concerns the restoration of the working order of infrastructure and plants in the fields of energy, water and wastewater, telecommunications, health, and education amounting to EUR 84.97 million. The second largest share of cost concerns the cleaning up of the disaster-stricken area amount to EUR 21.98 million. The third largest share of cost concerns the cost of securing preventive infrastructure amounting to EUR 11.55 million. The fourth largest share of cost concerns the cost temporary accommodation and rescue services amounting to EUR 6.88 million.
- (10) At the date of submitting the application, France was not subject to infringement proceedings concerning Union legislation relating to the nature of the disaster.

## 2.4 Conclusion

In light of the considerations set out above and following the assessment of the submitted information, the Commission concludes that the disasters referred to in the applications submitted by Spain and France meet the conditions set out in the EUSF Regulation for mobilising the EUSF.

## 3. FINANCING

Council Regulation (EU, Euratom) 2020/2093 of 17 December 2020 laying down the multiannual financial framework for the years 2021-2027<sup>5</sup> (hereafter the “MFF Regulation”), allows for the mobilisation of the EUSF in the context of the Solidarity and Emergency Aid Reserve (SEAR). Point 10 of the Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council of the European Union and the Commission on budgetary discipline, on cooperation on budgetary matters and on sound financial management<sup>6</sup> (IIA) as well as on the new own resources, including a roadmap towards the introduction of new own resources, lays down the modalities for the mobilisation of the EUSF in the context of the SEAR.

As solidarity was the main justification for the creation of the EUSF, the Commission takes the view that aid should be progressive. Consequently, the portion of the damage exceeding the “**major natural disaster**” threshold for mobilising the EUSF (i.e. 0.6 % of GNI or EUR 3 billion in 2011 prices, whichever is the lower amount, cf. Article 2(2) EUSF Regulation) should give rise to higher aid intensity than the portion of the damage below the threshold. That means that the aid amount for a country affected by disaster complying with the conditions for a ‘major natural disaster’ is calculated by adding up two amounts: 2.5% of the total direct damage under the threshold and 6% for the part of the total direct damage above the threshold.

The rate applied for defining the aid amounts for ‘**regional natural disasters**’, which remains below the national threshold, is 2.5% of total direct damage. The EUSF contribution may not exceed the estimated total cost of eligible operations.

The methodology for calculating the aid was set out in the 2002-2003 Annual Report on the EUSF and accepted by the Council and the European Parliament.

The Commission therefore proposes to the budgetary authority to mobilise the following amounts:

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<sup>5</sup> OJ L 433I, 22.12.2020, p. 11, ELI: <http://data.europa.eu/eli/reg/2020/2093/oj>.

<sup>6</sup> OJ L 433I, 22.12.2020, p. 28, ELI: [http://data.europa.eu/eli/agree\\_interinst/2020/1222/oj](http://data.europa.eu/eli/agree_interinst/2020/1222/oj).



Country/ Disaster	Total direct damage  (EUR)	Applied disaster threshold  (EUR)	2.5% of total direct damage (up to the threshold for major disasters) (EUR)	6% of total direct damage above the threshold for major disasters (EUR)	Total amount of aid proposed  (EUR)	Advance paid  (EUR)	Balance to be paid  (EUR)
<b>Spain – floods</b> (major disaster)	18 078 315 857	3 958 436 000	98 960 900	847 192 791	<b>946 153 691</b>	<b>100 000 000</b>	<b>846 153 691</b>
<b>France (Mayotte) – cyclone</b> (regional disaster)	3 585 122 000	33 470 000	89 628 050	N/A	<b>89 628 050</b>	<b>23 782 012</b>	<b>65 846 038</b>
<b>France (Réunion) – cyclone</b> (regional disaster)	849 453 473	216 680 000	21 236 336	N/A	<b>21 236 336</b>	<b>5 309 084</b>	<b>15 927 252</b>
<b>TOTAL</b>					<b>1 057 018 077</b>	<b>129 091 096</b>	<b>927 926 981</b>

Council Regulation 2024/765<sup>7</sup> of 29 February 2024 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021-2027 split the Solidarity and Emergency Aid Reserve (SEAR) in two separate instruments: the European Solidarity Reserve and the Emergency Aid Reserve. The European Solidarity Reserve with an annual amount of EUR 1 016 million (in 2018 prices, corresponding to EUR 1 167 064 638 in 2025 prices) will be used for assistance to respond to emergency situations covered by the EUSF.

In line with Article 3(7) of the EUSF Regulation and Article 9(2), second subparagraph, of the amended MFF Regulation, 25% of the annual EUSF allocation (i.e. EUR 291 766 160 in 2025) must be made available on 1 October of each year.

In accordance with Article 9(2) of the MFF Regulation, any portion of the annual amount not used in a given year *n* may be used up to year *n*+1. The amount of EUR 194 316 162 has been carried over from 2024.

Moreover, according to the Article 4a(4) of the EUSF Regulation, the amount of EUR 50 000 000 has been already inscribed in the EU general budget 2025 (in commitments and payments appropriations) for the payment of possible advances. In 2025, the Commission has already paid four advances: EUR 10 663 587 to Austria regarding the floods in September 2024; EUR 100 000 000 to Spain following the floods in the Valencia Region in October 2024<sup>8</sup>; EUR 23 782 012 to France regarding the cyclone in Mayotte in December 2024 and EUR 5 309 084 to France regarding the cyclone in Réunion in February 2025.

Finally, in line with Decision (EU) 2025/1525<sup>9</sup> of the European Parliament and of the Council of 9 July 2025 the Fund will provide assistance to Austria, Poland, Czechia, Slovakia, Moldova and Bosnia and Herzegovina relating to the floods in September and October 2024 for the total amount of EUR 280 740 903. This mobilisation has already used an amount of EUR 270 077 316 from the European Solidarity Reserve ('the ESR') reserve line.

<sup>7</sup> Council Regulation (EU, Euratom) 2024/765 of 29 February 2024 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027 (OJ L, 2024/765, 29.2.2024, ELI: <http://data.europa.eu/eli/reg/2024/765/oj>).

<sup>8</sup> Request for transfer of commitment and payment appropriations under Art 31 of the Financial Regulation DEC 2/2025.

<sup>9</sup> OJ L, 2025/1525, 23.7.2025, ELI: <http://data.europa.eu/eli/dec/2025/1525/oj>.



Therefore, the total available allocation (including 25% of the annual allocation that becomes available on 1 October but excluding the amount still to be used for possible advances until the end of the year) is EUR 928 376 487, which is sufficient to cover the payment needs of this communication. This leaves a remaining balance of EUR 23 172 314 to cover any new applications for advances and additional EUR 449 506 on the reserve line.

<b>Amount available under the EUSF in 2025 (EUR):</b>	
Total annual 2025 EUSF allocation (incl. 1 October tranche of EUR 291 766 160)	1 167 064 638
Amount carried over from 2024 incl. unused advances (+)	194 316 162
Amount already used for advances (-)	139 754 683
Amount already mobilised in 2025 (-)	270 077 316
Total amount available, of which:	951 548 801
Amount available for the current Mobilisation Decision	928 376 487
Amount to be used for possible advances until the end of the year	23 172 314
Amount proposed under the current Mobilisation Decision (only balance to be paid)	927 926 981

Proposal for a

## **DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL**

**on the mobilisation of the European Union Solidarity Fund to provide assistance to Spain regarding the floods in the Valencia Region of Spain in October 2024 and France following the damages caused by cyclone Chido in Mayotte in December 2024 and cyclone Garance in Réunion in February 2025**

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EC) No 2012/2002 of 11 November 2002 establishing the European Union Solidarity Fund<sup>1</sup> and in particular Article 4(3) thereof,

Having regard to the Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council of the European Union and the European Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management as well as on new own resources, including a roadmap towards the introduction of new own resources<sup>2</sup>, and in particular point 10 thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) The European Union Solidarity Fund ('the Fund') aims to enable the Union to respond in a rapid, efficient and flexible manner to emergency situations in order to show solidarity with the population of regions struck by major or regional natural disasters or major public health emergency.
- (2) The Fund is not to exceed the ceilings laid down in Article 9 of Council Regulation (EU, Euratom) 2020/2093<sup>3</sup>.
- (3) On 20 January 2025, Spain submitted an application to mobilise the Fund following the floods in October 2024.
- (4) On 7 March 2025, France submitted an application to mobilise the Fund following the damages caused cyclone Chido in Mayotte in December 2024.
- (5) On 23 May 2025, France submitted an application to mobilise the Fund following the damages caused by cyclone Garance in Réunion in February 2025.
- (6) Those applications meet the conditions for providing a financial contribution from the Fund, as laid down in Article 4 of Regulation (EC) No 2012/2002.

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<sup>1</sup> OJ L 311, 14.11.2002, p. 3, ELI: <http://data.europa.eu/eli/reg/2002/2012/oj>.

<sup>2</sup> OJ L 433I, 22.12.2020, p. 28, ELI: [http://data.europa.eu/eli/agree\\_interinst/2020/1222/oj](http://data.europa.eu/eli/agree_interinst/2020/1222/oj).

<sup>3</sup> Council Regulation (EU, Euratom) 2020/2093 of 17 December 2020 laying down the multiannual financial framework for the years 2021 to 2027 (OJ L 433I, 22.12.2020, p. 11, ELI: <http://data.europa.eu/eli/reg/2020/2093/oj>).

- (7) The Fund should therefore be mobilised to provide a financial contribution to Spain and France.
- (8) To minimise the time taken to mobilise the Fund, this Decision should apply from the date of its adoption,

HAVE ADOPTED THIS DECISION:

*Article 1*

For the general budget of the Union, the European Union Solidarity Fund shall be mobilised as follows in commitment and payment appropriations in relation to natural disasters:

- (a) the amount of EUR 946 153 691 shall be provided to Spain in relation to the floods in October 2024;
- (b) the amount of EUR 89 628 050 shall be provided to France following the damages caused by cyclone Chido in Mayotte in December 2024;
- (c) the amount of EUR 21 236 336 shall be provided to France following the damages caused by cyclone Garance in Réunion in February 2025.

*Article 2*

This Decision shall enter into force on the day following that of its publication in the *Official Journal of the European Union*.

It shall apply from [*the date of its adoption*]\*.

Done at Brussels,

*For the European Parliament  
The President*

*For the Council  
The President*

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\* Date to be inserted by the Parliament before the publication in OJ.