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COVER NOTE

From:	Mr Piotr SERAFIN, Member of the European Commission
date of receipt:	18 September 2026
To:	Mr Simon HARRIS, President of the Council of the European Union
No. Cion doc.:	BUDGET DEC(2026) 17
Subject:	Proposal for transfer of appropriations No DEC 17/2026 within Section III - Commission - of the general budget for 2026

Delegations will find attached document BUDGET DEC(2026) 17.

Encl.: BUDGET DEC(2026) 17



BRUSSELS, 17/09/2026

GENERAL BUDGET - 2026

SECTION III - COMMISSION TITLES: 06, 14, 15, 30

TRANSFER OF APPROPRIATIONS N° **DEC 17/2026**

FROM

CHAPTER - 15 02 Instrument for Pre-accession Assistance (IPA III)

ITEM - 15 02 02 02 Transition to the rules of the Union	Commitments	-32 421 502,00
	Payments	0,00

CHAPTER - 30 04 Solidarity mechanisms (special instruments)

ITEM - 30 04 01 02 Emergency Aid Reserve	Commitments	-245 202 966,00
	Payments	-245 202 966,00

TO

CHAPTER - 06 05 Union Civil Protection Mechanism

ARTICLE - 06 05 01 Union Civil Protection Mechanism	Commitments	42 421 502,00
	Payments	10 000 000,00

CHAPTER - 14 03 Humanitarian Aid

ARTICLE - 14 03 01 Humanitarian aid	Commitments	235 202 966,00
	Payments	235 202 966,00

I. Decrease

I.1

a) Heading

15 02 02 02 Transition to the rules of the Union

b) Figures at 14/09/2026

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	173 827 090,00	183 000 000,00
2 Appropriations in budget (carried over from previous years)	9 854 287,02	69 631 761,86
3 Transfers	0,00	0,00
4 Total appropriations for the year (1+2+3)	183 681 377,02	252 631 761,86
5 Appropriations already used	125 909 591,50	57 333 389,09
6 Appropriations available (4-5)	57 771 785,52	195 298 372,77
7 Decrease requested	32 421 502,11	0,00
8 Total appropriations up to year end (6-7)	25 350 283,41	195 298 372,77
9 Decrease as percentage of appropriations in budget [7/(1+2)]	17,65%	0,00%
10 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a	n/a

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

	Commitments	Payments
1 Appropriations available at start of the year	2 090 408,50	2 090 408,50
2 Appropriations available on 14/09/2026	0,00	0,00
3 Implementation rate [(1-2)/1]	100,00%	100,00%

d) Detailed grounds for the decrease

Considering the IPARD III allocations for 2021 and 2022, the pre-financing paid by the Commission to the IPARD beneficiary countries and the expenditure declared for the period until the end of the financial year 2025, an amount remained unused and is therefore to be decommitted. Consequently, an amount of EUR 32.4 million in commitment appropriations can be made available to reinforce the Humanitarian Aid budget line.

I. Decrease

I.2

a) Heading

30 04 01 02 Emergency Aid Reserve

b) Figures at 14/09/2026

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	595 202 966,00	595 202 966,00
2 Appropriations in budget (carried over from previous years)	0,00	0,00
3 Transfers	-350 000 000,00	-350 000 000,00
4 Total appropriations for the year (1+2+3)	245 202 966,00	245 202 966,00
5 Appropriations already used	0,00	0,00
6 Appropriations available (4-5)	245 202 966,00	245 202 966,00
7 Decrease requested	245 202 966,00	245 202 966,00
8 Total appropriations up to year end (6-7)	0,00	0,00
9 Decrease as percentage of appropriations in budget [7/(1+2)]	41,20%	41,20%
10 Decrease, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a	n/a

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

	Commitments	Payments
1 Appropriations available at start of the year	0,00	0,00
2 Appropriations available on 14/09/2026	0,00	0,00
3 Implementation rate [(1-2)/1]	-	-

d) Detailed grounds for the decrease

Under Article 9(1)(b) of Council Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027, as amended by Regulation (EU, Euratom) 2024/765 of 29 February 2024, the Emergency Aid Reserve is intended to finance “rapid responses to specific emergency needs within the Union or in third countries following events which could not be foreseen when the budget was established, in particular for emergency responses and support operations following natural disasters not covered by point (a), man-made disasters, humanitarian crises in cases of large-scale public health, veterinary or phytosanitary threats, as well as in situations of particular pressure at the Union’s external borders resulting from migratory flows, where circumstances so require (the “Emergency Aid Reserve”).

Following the Mid-term revision of the MFF – Council Regulation (EU, Euratom) 2024/765 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027 – the EAR has a total of EUR 595.2 million in commitment and payment appropriations for 2026. With the current proposed transfer, all availabilities of the EAR will have been exhausted in 2026.

II. Increase

II.1

a) Heading

06 05 01 Union Civil Protection Mechanism

b) Figures at 14/09/2026

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	177 657 430,00	191 500 000,00
2 Appropriations in budget (carried over from previous years)	121 209,50	2 651,00
3 Transfers	25 000 000,00	25 000 000,00
4 Total appropriations for the year (1+2+3)	202 778 639,50	216 502 651,00
5 Appropriations already used	159 637 927,16	109 859 683,69
6 Appropriations available (4-5)	43 140 712,34	106 642 967,31
7 Increase requested	42 421 502,11	10 000 000,00
8 Total appropriations up to year end (6+7)	85 562 214,45	116 642 967,31
9 Increase as percentage of appropriations in budget $[7/(1+2)]$	23,86%	5,22%
10 Increase, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a	n/a

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

	Commitments	Payments
1 Appropriations available at start of the year	4 956 723,62	3 479 378,20
2 Appropriations available on 14/09/2026	0,00	543 257,74
3 Implementation rate $[(1-2)/1]$	100,00%	84,39%

d) Detailed grounds for the increase

EUR 32.4 million in commitment appropriations is needed to enable the rapid mobilisation of critical support for Ukraine in view of the intensified attacks and the approaching winter. This additional support includes the deployment of around one hundred medium-sized generators, thousands of winterised shelter units, water sanitation and hygiene (WASH) assistance, and key energy equipment already offered by several countries, such as combined heat and power plants, liquified natural gas (LNG) motors, large power transformers, and other essential assets. In addition, EUR 10 million in commitment and payment appropriations will support the emergency response under the Union Civil Protection Mechanism (UCPM) following the earthquakes in Venezuela in June 2026.

II. Increase

II.2

a) Heading

14 03 01 Humanitarian aid

b) Figures at 14/09/2026

	Commitments	Payments
1 Appropriations in budget (Initial Budget + AB)	1 868 505 988,00	2 095 862 000,00
2 Appropriations in budget (carried over from previous years)	0,00	0,00
3 Transfers	345 000 000,00	325 000 000,00
4 Total appropriations for the year (1+2+3)	2 213 505 988,00	2 420 862 000,00
5 Appropriations already used	2 190 805 988,00	1 920 433 999,36
6 Appropriations available (4-5)	22 700 000,00	500 428 000,64
7 Increase requested	235 202 966,00	235 202 966,00
8 Total appropriations up to year end (6+7)	257 902 966,00	735 630 966,64
9 Increase as percentage of appropriations in budget [7/(1+2)]	12,59%	11,22%
10 Increase, as a percentage of the final appropriations for the year, in the sum of transfers referred to in Article 30(1)(b) of the Financial Regulation	n/a	n/a

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

	Commitments	Payments
1 Appropriations available at start of the year	419 188,12	1 337 488,64
2 Appropriations available on 14/09/2026	402 545,13	0,00
3 Implementation rate [(1-2)/1]	3,97%	100,00%

d) Detailed grounds for the increase

A total of EUR 235.2 million in commitment and payment appropriations is needed to provide urgently needed humanitarian assistance to the crises listed below:

- the humanitarian crisis Sub-Saharan Africa (EUR 112.2 million);
- the humanitarian crisis in Palestine¹ / Lebanon (EUR 103 million);
- the humanitarian crisis in Ukraine (EUR 20 million).

¹ The designation of Palestine shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

ANNEX 1

This annex sets out the detailed request for the use of the remaining amount in the Emergency Aid Reserve (EUR 245 million in commitment and payment appropriations), taking into account the scope for redeployment within Heading 6 (EUR 32 million in commitment appropriations stemming from recoveries for the Instrument for Pre-Accession Assistance) and the additional needs identified for the Union Civil Protection Mechanism (EUR 42 million in commitment appropriations and EUR 10 million in payment appropriations, specifically for Ukraine and Venezuela) and for Humanitarian aid (EUR 235 million in commitment and payment appropriations to cover urgent needs in a series of countries and regions).

1. Decrease EUR 245 million in CA and PA – Emergency Aid Reserve 30 04 01 02

Under Article 9(1)(b) of Council Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027, as amended by Regulation (EU, Euratom) 2024/765 of 29 February 2024, the Emergency Aid Reserve is intended to finance “rapid responses to specific emergency needs within the Union or in third countries following events which could not be foreseen when the budget was established, in particular for emergency responses and support operations following natural disasters not covered by point (a), man-made disasters, humanitarian crises in cases of large-scale public health, veterinary or phytosanitary threats, as well as in situations of particular pressure at the Union’s external borders resulting from migratory flows, where circumstances so require (the “Emergency Aid Reserve”).²

Following the Mid-term revision of the MFF – Council Regulation (EU, Euratom) 2024/765 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027 – the EAR has a total of EUR 595 202 966 in commitment and payment appropriations for 2026. With the current proposed transfer, all the availabilities of the EAR will have been consumed.

2. Decrease EUR 32 million in CA – Transition to the rules of the Union 15 02 02 02

Considering the IPARD III allocations for 2021 and 2022, the pre-financing paid by the Commission to the IPARD beneficiary countries and the expenditure declared for the period until the end of the financial year 2025, an amount remained unused and is therefore to be decommitted. To ensure the efficient use of available budgetary resources and based on the call for availabilities under Heading 6 received by DG BUDG on 08 September 2026, an amount of EUR 32.421.502,11 commitment appropriations can be made available to reinforce Humanitarian Aid (HUMA).

3. Increase EUR 235 million in CA and PA – Humanitarian Aid 14 03 01

4. Increase EUR 42 million in CA and EUR 10 million in PA – Union Civil Protection Mechanism 06 05 01

Detailed grounds for the increases

1. UA Generators + Venezuela earthquake – Total increase of EUR 42 million for civil protection

The situation in Ukraine is deteriorating rapidly, as intensified attacks are severely damaging civilian infrastructure, including energy, water, transport, logistics, emergency services, and food supply systems. With winter approaching, millions of people risk being left without heating or electricity during harsh weather conditions. Immediate support is therefore essential to meet critical shelter and basic winter needs and to reduce the humanitarian impact on vulnerable populations. **The reinforcement of EUR 32 million** will enable the rapid mobilisation of critical support, including around one hundred medium-sized generators, thousands of winterised shelter units, water sanitation and hygiene (WASH) assistance, and the deployment of key energy equipment already offered by several countries, such as combined heat and power plants, liquified natural gas (LNG) motors, large power transformers, and other essential assets. These resources are urgently needed to help maintain critical energy supply and basic services.

Following the earthquakes in Venezuela, the government issued a request for assistance through the Union Civil Protection Mechanism (UCPM) on 25 June 2026, to which thirteen EU Member States and one UCPM Participating State responded. A total of 749 European responders has been mobilised, making it one of the largest international civil protection deployments supporting the Venezuelan authorities. **The reinforcement of EUR 10 million** will support the emergency response under the UCPM by contributing towards transport and operational costs for the deployment of search and rescue, medical, structural engineering, telecommunication teams and the transport of essential relief items for the affected population such as shelter, water and sanitation, medical equipment and medicines as well as power generators.

2. Sub-Saharan Africa package – Total increase of EUR 112 million

² <https://eur-lex.europa.eu/eli/reg/2024/765/oj>

This package aims to respond to two sets of urgent needs: first, the Democratic Republic of Congo (DRC)/Great Lakes crisis, where conflict and the Ebola outbreak are converging into a critical multi-sectoral emergency; and second, the complex crises across the Greater Horn of Africa and the Sahel/West and Central Africa.

2.1. DRC/Great Lakes crisis and Ebola response – Total increase of EUR 30 million

Current allocated amount: EUR 81.2 million

Since the beginning of 2026, the humanitarian situation in eastern DRC has become increasingly volatile, driven by sustained armed group activity across Ituri, North Kivu and South Kivu. Civilians continue to be affected by targeted violence, repeated displacement, destruction of infrastructure and localised escalation, including drone strikes and attacks along key corridors. These conflict dynamics are now compounded by the 17th Ebola outbreak in Ituri, declared in May 2026, which has evolved into a multi-provincial and cross-border event and is further disrupting essential services, including gender-based violence, sexual and reproductive health, child protection, mental health and chronic disease care. Acute food insecurity remains at critical levels, with 26.5 million people facing crisis or emergency levels of food insecurity, including 3.6 million in Integrated Food Security Phase Classification Phase 4. The health and nutrition situation is also of particular concern, with an already fragile health system facing concurrent pressures from cholera, measles, mpox and Ebola, while funding shortfalls are affecting the availability of medicines, vaccines and nutritional supplies.

The requested EUR 30 million will be used as part of the broader Ebola response package to address the most urgent humanitarian needs that risk being further neglected in the wake of the outbreak.

2.2. Greater Horn of Africa – Total increase of EUR 42 million

2.2.1. Ethiopia – EUR 18 million

Current allocation amount: EUR 43 million

The humanitarian situation remains marked by overlapping vulnerabilities linked to conflict, displacement, drought, floods and economic fragility. It is estimated that 13.7 million shock-affected people need humanitarian aid in 2026, with the most severe needs concentrated in conflict-affected areas and drought-prone lowlands. The volatile situation in Tigray requires preparedness for a possible resurgence of clashes, while Gambella may face a renewed influx of South Sudanese refugees after the rainy season.

The **additional EUR 18 million** will be used to scale up programmes in areas most vulnerable to El Niño, extend strategic prepositioning in northern Ethiopia and reinforce existing rapid response capacities, including the Rapid Response Mechanism and Cash Consortium. The intention is to provide multi-sectoral assistance in crisis hotspots with acute, aggravating needs, including food/nutrition and livelihood asset protection, multi-purpose cash, shelter, water, sanitation and hygiene (WASH), health, and protection.

2.2.2. South Sudan – EUR 24 million

Current allocated amount: EUR 70 million

The humanitarian situation has significantly worsened since the start of 2026, further compounded by the conflict in Sudan, which had forced more than 1.4 million people into South Sudan by 30 June 2026. Nearly 10 million people, around two-thirds of the population, are in need of humanitarian assistance. More than 7.8 million people faced crisis or worse levels of acute food insecurity. The situation is further aggravated by renewed conflict, large-scale displacement, attacks on humanitarian infrastructure, declining donor funding and the additional Ebola risk linked to direct border exposure with DRC and Uganda.

The **additional EUR 24 million** will reinforce existing programmes and support flexible, agile and adaptive implementation in a volatile context. The funding will address the most acute needs through life-saving food, health and nutrition, protection, WASH and shelter assistance, while also supporting logistical operations weakened by funding cuts.

2.3. West and Central Africa – EUR 40 million

Current allocated amount: EUR 236 million

The region continues to face a sharp deterioration in humanitarian conditions. Most available funding was already contracted before the start of the lean season in June 2026, while international funding across the region has fallen sharply. Additional resources are therefore urgently needed until the end of the year to reinforce ongoing actions and

cover significant unmet humanitarian needs in Benin/Coastal Countries, Burkina Faso, Cameroon, the Central African Republic, Mali, Niger and Nigeria. The intensification of violence and armed conflict in the first semester of 2026 is fuelling displacement and taking an increasing toll on civilians. Since the end of 2025, forced displacement has increased by 2.6%, reaching 9.72 million people, mainly due to sharp increases in Niger and Nigeria. This is compounded by alarming food insecurity, acute malnutrition, limited access to basic social services and climate-related disasters, leaving major humanitarian needs unmet.

The **requested EUR 40 million** will reinforce the life-saving response to the unfolding multi-faceted crises affecting West and Central Africa. Funds will be used to address immediate emergency needs through a multi-sectoral approach, including food assistance, health, nutrition, WASH, shelter and protection.

3. Palestine / Lebanon – Total increase of EUR 103 million

3.1. Palestine – EUR 93 million

Current allocated amount: EUR 124.4 million

Almost one year after the ceasefire was announced in October 2025, the humanitarian situation in Gaza remains catastrophic. Hostilities continue, as Israeli military operations and airstrikes persist, while what remains of Gaza's infrastructure and service provision is collapsing. In Gaza, the ceasefire has never been fully implemented, with low-intensity warfare continuing throughout the period and security conditions significantly deteriorating since May. Close to 1 000 Palestinians have been killed since the start of the ceasefire, while Palestinians are constrained to live in roughly one third of the Gaza Strip. In parallel, the West Bank is experiencing unprecedented violence, displacement and coercive policies. Settler violence, demolitions, incursions, road restrictions and incidents targeting humanitarian personnel, assets and facilities continue to hamper aid delivery and increase the risk of forced displacement.

An **additional EUR 93 million** is urgently required to prevent a further humanitarian disaster in Gaza and ensure a comprehensive response in the West Bank, including East Jerusalem. The requested funds will address enormous unmet needs, with the key priority being the uninterrupted provision of critical goods and services to vulnerable populations, including through support to joint procurement activities. Funding will also support humanitarian diplomacy in line with the Joint Communication on Humanitarian Aid, aiming to minimise barriers to aid delivery and improve the effectiveness and efficiency of the support provided. The sectors to be further supported are health, WASH, protection, food security and livelihoods, multi-purpose cash transfers, education in emergencies, shelter and settlements, and coordination.

3.2. Lebanon – EUR 10 million

Current allocated amount: EUR 93.5 million

While recent diplomatic developments have contributed to a slight reduction in hostilities, the ceasefire is not fully implemented, insecurity and airstrikes continue, notably in the south, and humanitarian needs remain acute. More than one million people, around 20% of the population, have been displaced, including over 100 000 people residing in collective shelters, while many others remain displaced with host communities or without adequate shelter solutions. The humanitarian situation remains highly fragile. The expansion of the Israeli-declared military zone in southern Lebanon, combined with widespread contamination by unexploded ordnance, ongoing insecurity, and restrictions on movement, continues to generate protection risks and hinder humanitarian access, most notably in hard-to-reach areas under direct occupation where around 30 000 individuals are estimated to remain.

The additional funding of **EUR 10 million** will help to sustain life-saving emergency assistance and address critical gaps in food security, shelter, health, disaster preparedness and protection, including support to conflict-affected and displaced populations and vulnerable groups.

4. Ukraine Crisis – Total increase of EUR 20 million

Current allocated amount: EUR 220 million

The humanitarian situation in Ukraine continues to deteriorate, with civilian harm increasing sharply and vulnerabilities deepening across the country. Experience from the 2025-2026 winter, when Russia conducted near-daily strikes on Ukraine's energy infrastructure, shows that sustained pressure on the energy system can rapidly disrupt electricity, heating and water supply during freezing temperatures, affecting millions of civilians. At least 164 000 people fled frontline communities in the first quarter of 2026, while newly and repeatedly displaced households often lack adequate shelter, heating means and resources to prepare for winter.

The mobilisation of an **additional EUR 20 million** will enable tailored humanitarian assistance along the frontline, including rehabilitation and winterproofing of housing, protection services, support to health centres, rapid civilian evacuations, winter cash assistance and multisectoral emergency responses. This approach is consistent with the **European Council** Conclusions on Ukraine of June 2026, which recall that the EU will continue to provide comprehensive support, including humanitarian assistance.

ANNEX 2

COMMISSION TRANSFER PROPOSALS RELATED TO THE EMERGENCY AID RESERVE IN 2026

The table below shows the transfer proposals transmitted to the Budgetary Authority to date during 2026, which relate to the Emergency Aid Reserve (EAR), and the remaining amount under the EAR reserve following the approval of these proposals.

Commitment and Payment Appropriations 2026 Reserve (EUR)

Transfer Ref	Content	TOTAL Commitments	TOTAL Payments
	General Budget 2026 - Initial appropriations	595,202,966	595,202,966
DEC 06	Mobilisation of the EAR for humanitarian aid and civil protection for Ukraine, and humanitarian aid for Sudan, Syria, Lebanon, and Afghanistan (total value of DEC: EUR 350 million in CA and PA)	350,000,000	350,000,000
DEC 17	Mobilisation of the EAR for humanitarian aid for Sub-Saharan Africa, Palestine/Lebanon, and Ukraine (total value of DEC: EUR 245.2 million in CA and PA)	245,202,966	245,202,966
	Total DEC transfer proposals	595,202,966	595,202,966
	Remainder	0,00	0,00