

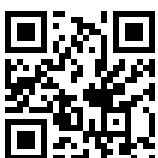
STUDY

Requested by the Committee on Budgets



EU support for natural disasters

Budgetary mapping and comparison
of the 2021-2027 MFF and the post-
2027 MFF proposals



Budgetary Support Unit
Directorate-General for Budgetary Affairs
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Abstract

This study maps EU allocations and instruments supporting natural disaster prevention, preparedness, response and recovery under the 2021–2027 Multiannual Financial Framework (MFF) and compares them with the European Commission’s proposals for the 2028–2034 MFF. It highlights key structural and budgetary differences, including changes affecting climate and biodiversity mainstreaming, and identifies limits to comparability. The study provides Members of the European Parliament with a clear analytical basis for scrutiny of the post-2027 EU budget.

This study was provided by the Budgetary Support Unit at the request of the Committee on Budgets (BUDG).

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ARTIFICIAL INTELLIGENCE

R was used to analyse ERDF, CF, and ESF+ data retrieved from the Kohesio data platform, and to analyse Interreg data retrieved from the Cohesion Open Data Platform. The code was written by the authors. ChatGPT 4.1 was used to support the identification of source documentation. AI-generated content in this text has been reviewed by the author(s).

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LIST OF ABBREVIATIONS

CAP	Common Agricultural Policy
CEMS	Copernicus Emergency Management Service
CF	Cohesion Fund
CFP	Common Fisheries Policy
CPR	Common Provisions Regulation
EAFRD	European Agricultural Fund for Rural Development
EAR	Emergency Aid Reserve
ECF	European Competitiveness Fund
EIB	European Investment Bank
EIC	European Innovation Council
EIT	European Institute of Innovation and Technology
EMFAF	European Maritime, Fisheries and Aquaculture Fund
EOGS	Earth Observation Governmental Service
ERC	European Research Council
ERCC	Emergency Response Coordination Centre
ESF+	European Social Fund Plus
EUSF	European Union Solidarity Fund
GDP	Gross Domestic Product
GHSL	Global Human Settlements Layer
JRC	Joint Research Centre
MEP	Member of the European Parliament
MFF	Multiannual Financial Framework
NRPPs	National and Regional Partnership Plans

RESTORE	Regional Emergency Support to Reconstruction
RDP	Rural Development Programme
RRF	Recovery and Resilience Facility
RRP	Recovery and Resilience Plan
SEAR	Solidarity and Emergency Aid Reserve
UCPM	Union Civil Protection Mechanism

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EXECUTIVE SUMMARY

Policy context

The EU's Multiannual Financial Framework (MFF) for 2021–2027 includes a range of programmes and instruments for natural disaster prevention, preparedness, response and recovery. However, Members of the European Parliament (MEPs) have underlined that the current MFF is "simply not equipped, in terms of size, structure or rules, to respond quickly and effectively to a multitude of crises".¹

In this context, the European Commission's proposals for the 2028–2034 MFF – while essentially static in terms of overall amounts – are intended, through their design, to provide the stability and predictability to make the EU budget a powerful driver of long-term investment, whilst also having a much stronger structural capacity to adapt to the unexpected. The MFF proposals include programmes and instruments of relevance to natural disaster prevention, preparedness, response and recovery, as well as mechanisms to allocate funds in the light of unforeseen circumstances.

Study objectives and approach

The study was requested by the European Parliament Committee on Budgets (BUDG) and carried out between October 2025 and March 2026. The overall objective is to provide MEPs with an accessible yet comprehensive budgetary overview and comparison of the EU's allocations and instruments available under the MFF 2021–2027 for natural disaster-related actions and those proposed by the Commission in its 2028–2034 package. The specific objectives of the study have been to:

- Provide budgetary mapping of financial allocations and instruments for natural disaster-related actions during the 2021–2027 MFF;
- Map the proposed financial allocations and instruments for natural disaster-related actions in the 2028–2034 MFF;
- Compare resources available for natural disaster-related actions in the current MFF with those proposed by the Commission in the next MFF;
- Provide an overview of the areas in which meaningful mapping or comparison cannot be achieved.

The study is based on analysis of evidence from multiple sources, including MFF documentation and data, programme documentation and budgetary data, and extraction of data from programme databases.

Key findings: current 2021–2027 MFF

The current MFF supports actions related to natural disasters through a range of interventions across multiple programmes and instruments under four of the seven MFF Headings (1, 2, 3, 6), as well as through Special Instruments. This includes programmes and instruments:

- solely or primarily focused on disasters (e.g., UCPM, Humanitarian Aid);
- with specific budget lines relevant to disaster-related actions (e.g., EMFAF);

¹ European Parliament. (2022, December 15). Upscaling the 2021–2027 Multiannual Financial Framework: A resilient EU budget fit for new challenges (P9_TA(2022)0450; 2022/2046(INI)) [Resolution]. Official Journal of the European Union, 2023/C 177/15.

- addressing natural disasters through support for climate adaptation and resilience, etc. (e.g., LIFE);
- with no specific budgetary allocation for disaster-related actions but featuring eligibility criteria that enable disaster-related projects to receive funding (e.g., Horizon Europe, ERDF, CF, ESF+);
- providing finance in response to unforeseen events (ESR, EAR).

Data on budgetary allocations to actions relevant to natural disasters is available for several programmes and instruments, as shown in Table 1 below. However, the figures need to be treated with caution as they very often relate to activities with a wider scope, e.g., also covering man-made disasters, other events, climate adaptation and resilience, or other interventions. Support is available across four phases of disaster management: "Prevention", "Preparedness", "Response" and "Recovery".

Table 1: Current programmes and instruments contributing to natural disaster-related actions (2021-2027)

MFF Heading / Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)
1. Single Market, Innovation and Digital		
Horizon Europe	• 2 147 relevant projects identified	2 063
InvestEU	• Specific projects, as eligible	Data unavailable
Union Space Programme	• Copernicus Emergency Management Service	89
	• Space Situational Awareness (SSA) / European Union Governmental Satellite Communications (GOVSATCOM)	198
2. Cohesion, Resilience and Values		
European Regional Development Fund (ERDF)	• 530 identified projects (2021-2025)	926
	• RESTORE	1 632
	• Interreg: 467 identified projects (2021-2025)	363
Cohesion Fund (CF)	• 192 relevant projects identified (2021-2025)	943
	• RESTORE	120
European Social Fund Plus (ESF+)	• 1 relevant project identified	0.3
	• RESTORE	191

MFF Heading / Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)
Recovery and Resilience Facility	<ul style="list-style-type: none"> • Actions relevant to “Climate change adaptation” 	8 281
	<ul style="list-style-type: none"> • Actions relevant to “Crisis preparedness” 	10 192
	<ul style="list-style-type: none"> • Actions relevant to “Crisis reaction capacity” 	1 911
Union Civil Protection Mechanism (UCPM)	<ul style="list-style-type: none"> • Total MFF allocation 	1 589
3. Natural Resources and Environment		
European Agricultural Fund for Rural Development (EAFRD)	<ul style="list-style-type: none"> • Specific projects, as eligible 	Data unavailable
	<ul style="list-style-type: none"> • Emergency assistance (unused 2014–2020 funds) 	Data unavailable
European Maritime, Fisheries and Aquaculture Fund (EMFAF)	<ul style="list-style-type: none"> • Compensation for temporary cessation of fishing activities or for unexpected environmental, climatic or public health events 	192
Programme for the Environment and Climate Action (LIFE)	<ul style="list-style-type: none"> • 333 relevant projects identified (2021–2025) 	1 629
6. Neighbourhood and the World		
Neighbourhood, Development and International Cooperation Instrument (NDICI)	<ul style="list-style-type: none"> • Sectoral allocation 	1 912
Humanitarian Aid (2021–2026)	<ul style="list-style-type: none"> • Total allocation for “Disaster prevention, risk reduction and preparedness” in 2021–2026 (covering both natural and man-made disasters) • Note that this figure represents only 4% of the total allocation of Humanitarian Aid funding in 2021–2026. The remaining 96% (EUR 14 711 million) were allocated to the “Humanitarian Aid” budget line (see Table 36). 	558
Special instruments		

MFF Heading / Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)
Solidarity and Emergency Aid Reserve (SEAR) (2021–2023)	<ul style="list-style-type: none"> Total mobilisations for natural disasters in 2021–2023 (see Tables 39 and 42) This figure includes EUR 1 774 million mobilised via the European Union Solidarity Fund (EUSF) and EUR 100 million mobilised from the Internal, External or End-of-year cushion components of the SEAR. This represents 48% of all mobilisations via the SEAR during 2021–2023 (EUR 3945 million). 	1 874
European Solidarity Reserve (ESR) (2024–2025)	<ul style="list-style-type: none"> Total mobilisations for natural disasters via the EUSF in 2024–2025 (see Tables 39 and 44) Note that the total allocations for the ESR for 2024–2027 amount to EUR 4 716 million, and cover emergency situations beyond those mobilised to date. 	2 288
Emergency Aid Reserve (EAR) (2024–2025)	<ul style="list-style-type: none"> Total transfers from the EAR in response to natural disasters (floods and droughts in third countries) in 2024–2025 (see Tables 39 and 46) Transfers in response to natural disasters account for 12% of total transfers during 2024–2025 (EUR 922 million). Note that the total allocations for the EAR for 2024–2027 amount to EUR 2 358 million and cover a much broader range of crises and emergencies (including conflicts and food crises). 	107

Source: Author's own elaboration based on extractions of programme and instrument data

The EU has set a target that at least 30% of the total amount of MFF expenditure should support climate objectives and an ambition that 7.5% of annual expenditure will contribute to biodiversity objectives in 2024 and 10% in 2026 and 2027. European Commission data suggest that the climate target will be achieved but that the biodiversity ambition, although achieved in 2024, will not be achieved in 2026 or 2027.

MFF proposals 2028–2034

Natural disaster-related spending will continue to feature in multiple MFF headings but will be spread across fewer but larger programmes and instruments. Table 2 below provides a summary. Again, some caution is needed, as most programmes and instruments have a scope extending beyond natural disasters, e.g., also addressing man-made disasters, other events, or climate adaptation and resilience. Support will continue to be available across four phases of disaster management: "Prevention", "Preparedness", "Response" and "Recovery".

Table 2: Proposed programmes and instruments contributing to natural disaster-related actions (2028–2034)

Programme or Instrument	Possible natural disaster-related actions
1. Economic, Social and Territorial Cohesion, Agriculture, Rural and Maritime Prosperity and Security	
National and Regional Partnership Plans (NRPPs): Common Agricultural Policy (CAP) and fisheries – income support	<ul style="list-style-type: none"> • Crisis payments to farmers and fisheries affected by natural disasters, adverse climatic events or catastrophic events • Agri-environmental and climate actions, support for risk management tools, and support for knowledge-sharing and innovation, and territorial and local co-operation initiatives
National and Regional Partnership Plans: Economic, territorial and social cohesion including fisheries and rural communities and tourism	<ul style="list-style-type: none"> • Strengthening preparedness to crises and disasters by mainstreaming the “preparedness by design” principle • Environmental and climate ambitions, research and development, environmental protection, climate adaptation, climate resilience • Improving farmers’ preparedness and ability to cope with crises or risks • Resilience of the fisheries and aquaculture sectors and of local fishery communities
EU Facility – Union actions: Unity Safety Net/Agricultural reserve	<ul style="list-style-type: none"> • Support for farmers against risks of natural disasters
EU Facility – Union actions: EU Solidarity Fund	<ul style="list-style-type: none"> • Union actions to address urgent and specific needs as a response to a crisis situation such as major or regional natural disaster, and foster repair and recovery in view of increasing resilience following a crisis.
EU Facility – Union actions: Other actions	<ul style="list-style-type: none"> • Support for LIFE-type activities including strategic nature projects, strategic integrated projects and strategic action projects that address environmental policy priorities with a cross-border or transnational dimension
EU Facility – Cushion	<ul style="list-style-type: none"> • Response in the event of unforeseen circumstances
2. Competitiveness, Prosperity and Security	
Horizon Europe	<ul style="list-style-type: none"> • Specific projects satisfying the eligibility criteria
European Competitiveness Fund (ECF) – Clean Transition and Industrial Decarbonisation	<ul style="list-style-type: none"> • Specific projects satisfying the eligibility criteria

Programme or Instrument	Possible natural disaster-related actions
European Competitiveness Fund – Resilience and Security, Defence Industry, and Space	<ul style="list-style-type: none"> • Continuation and enhancement of CEMS, SSA and GOVSATCOM • Other actions, as eligible
Union Civil Protection Mechanism	<ul style="list-style-type: none"> • Total MFF allocation supports prevention, preparedness and response actions (also including public health emergencies)
3. Global Europe	
Global Europe Instrument – Europe; Middle East, North Africa and the Gulf; Sub-Saharan Africa; Asia and the Pacific; Americas and the Caribbean; Global	<ul style="list-style-type: none"> • Actions within multi-annual country, multi-country, regional or trans-regional programmes • Non-programmable actions at all levels (humanitarian aid; macro-financial assistance; resilience; competitiveness; crisis, peace and foreign policy needs)
Global Europe Instrument – cushion	<ul style="list-style-type: none"> • Ad hoc actions, as and when needed

Source: Author's own elaboration based on European Commission proposals.

At this stage, there is limited data available regarding exact budgetary allocations to natural disaster-related actions, in part because resources in the main programmes – the NRPPs, the European Competitiveness Fund and Global Europe – are allocated at a more macro-level or else will depend on needs. In the case of the Global Europe cushion and the EU Facility, for example, allocations will depend on the events that occur and the budgetary decisions made at that point.

To replace the current climate target and biodiversity ambition, it is proposed that at least 35% of the total amount of the 2028-2034 MFF (excluding defence and security spending) will address climate action and environmental objectives.

Comparison of the current and future MFF

Most of the current programmes and instruments supporting disaster-related actions will have a clear successor, as shown in Table 3 below. However, the RRF and LIFE will have no clear successor, although similar interventions could be supported by other programmes and instruments. New flexibility is provided to respond to natural and man-made disasters (e.g., flexibility amounts within NRPPs, EU Facility, Global Europe cushion).

Overall, the extent to which current support for disaster-related actions will be continued or enhanced under the MFF 2028-2034 will be heavily dependent on future choices: first, in the detailed development of programmes and instruments and of Member States' NRPPs; second, budgetary decisions made in response to future natural disasters (and other events), as and when they occur.

Table 3: Successors to current programmes and instruments contributing to natural disaster-related actions

Current programme or instrument	Successor programmes and instruments
Horizon Europe	<ul style="list-style-type: none"> • Horizon Europe (albeit under the umbrella of the ECF)
InvestEU	<ul style="list-style-type: none"> • Similar provision within the ECF
Union Space Programme	<ul style="list-style-type: none"> • Resilience & Security, Defence Industry & Space window within the ECF
ERDF	<ul style="list-style-type: none"> • NRPPs (Cohesion) • EU Facility
ESF+	<ul style="list-style-type: none"> • NRPPs (Cohesion) • EU Facility
CF	<ul style="list-style-type: none"> • NRPPs (Cohesion) • EU Facility
RRF	<ul style="list-style-type: none"> • No direct successor: but similar interventions could be included in NRPPs
UCPM	<ul style="list-style-type: none"> • UCPM (including an additional focus on health emergencies and civil-military preparedness and cooperation)
EAFRD	<ul style="list-style-type: none"> • NRPPs (CAP and fisheries - income support) • NRPPs (Cohesion) • EU Facility
EMFAF	<ul style="list-style-type: none"> • NRPPs (CAP and fisheries - income support) • NRPPs (Cohesion) • EU Facility
LIFE	<ul style="list-style-type: none"> • No direct successor, but similar interventions could be included in NRPPs, Union actions, ECF Clean Transition and Industrial Decarbonisation
NDICI	<ul style="list-style-type: none"> • Global Europe Instrument
Humanitarian Aid	<ul style="list-style-type: none"> • Global Europe Instrument
ESR (EUSF)	<ul style="list-style-type: none"> • EU Facility – Union actions: EU Solidarity Fund
EAR	<ul style="list-style-type: none"> • Global Europe Instrument

Source: Author's own elaboration based on European Commission proposals.

At this stage, it remains uncertain whether the new target for at least 35% of the total MFF budget to be spent on climate action and environmental objectives implies an increase in expenditure related to climate and biodiversity objectives. This is in part due to the "denominator" of total EU expenditure now excluding defence and security spending but

including the successor to the Innovation Fund (previously outside the MFF but now proposed to be connected to the ECF) and in part because the methodology is not yet fully developed. It is also due in part to the merging of the climate target and biodiversity ambition into a single climate and environment spending target, which would tend to make comparisons with the previous MFF difficult. Thus, conclusions cannot be drawn for the implications for natural disaster-related expenditure.

1. INTRODUCTION AND STUDY OBJECTIVES

1.1. Policy context

In recent years, the European Union (EU) has experienced a notable increase in the frequency and severity of natural disasters, including floods, storms, heatwaves, wildfires, and droughts. These events have caused significant human, economic, and infrastructural impacts, affecting millions of people and resulting in billions of euros in damages across Member States. For example, the European Environment Agency reports that the extreme heatwaves of 2022 were associated with 60 000 to 70 000 excess deaths in Europe, whilst the compound heat and drought event in the same year led to estimated costs of EUR 40 billion.² Reflecting this, the European Union Disaster Resilience Goals emphasise the importance of anticipating risks, increasing preparedness and early warning, enhancing response capacities, and securing robust protection systems.³

In this context, the EU's current Multiannual Financial Framework (MFF) for 2021–2027 includes a range of programmes and instruments for natural disaster prevention, preparedness, response and recovery. However, the European Parliament has stated that the current MFF is “simply not equipped, in terms of size, structure or rules, to respond quickly and effectively to a multitude of crises” and that it is “very concerned that the current MFF leaves the Union ill-equipped to respond to any potential future crises and needs and to fulfil its strategic role in the international arena”. In light of this, the Parliament emphasises that “the EU budget must be equipped with the necessary flexibility and budgetary ‘space’ to be able to respond to crises and adapt to emerging and growing needs” and “underlines the need for an overhaul of crisis response and flexibility instruments to ensure that they are of the required magnitude, may be activated rapidly and remain under the full purview of both arms of the budgetary authority”.⁴

In July 2025, the European Commission published its proposals for the 2028–2034 MFF.⁵ The Commission intends the MFF to provide the stability and predictability needed to make the EU budget a powerful driver of long-term investment, whilst also having a much stronger structural capacity to adapt to the unexpected. The MFF proposals include programmes and instruments of relevance to natural disaster prevention, preparedness, response and recovery, as well as new mechanisms to allocate funds in the light of unforeseen circumstances.

1.2. Objectives of the study

The overall objective of this study has been to provide MEPs with an accessible yet comprehensive budgetary overview and comparison of the EU's allocations and instruments available under the MFF 2021–2027 for natural disaster-related actions and for those proposed by the Commission in its 2028–2034 package.

² European Environment Agency. (2024). European climate risk assessment (EEA Report 01/2024).

³ European Union Disaster Resilience Goals: Acting together to deal with future emergencies, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, COM(2023)0061.

⁴ European Parliament. (2022, December 15). Upscaling the 2021–2027 Multiannual Financial Framework: A resilient EU budget fit for new challenges (P9_TA(2022)0450; 2022/2046(INI)) [Resolution]. Official Journal of the European Union, 2023/C 177/15.

⁵ European Commission. A Dynamic EU Budget for the Priorities of the Future: The Multiannual Financial Framework 2028–2034. COM(2025)0570; SWD(2025) 570; SWD(2025) 571, 16 July 2025.

The specific objectives of the study have been to:

- Provide budgetary mapping of financial allocations and instruments for natural disaster-related actions during the 2021–2027 MFF;
- Map the proposed financial allocations and instruments for natural disaster-related actions in the 2028–2034 MFF;
- Compare resources available for natural disaster-related actions in the current MFF with those proposed by the Commission in the next MFF;
- Provide an overview of the areas in which meaningful mapping or comparison cannot be achieved.

1.3. Methodology

The study was commissioned by the European Parliament’s Committee on Budgets (BUDG) and carried out by the Centre for Strategy and Evaluation Services (CSES) between October 2025 and February 2026.

The four objectives stated above were addressed through a methodology described in Annex 1. In summary, this involved the following steps:

- **Objective 1: Provide budgetary mapping of financial allocations and instruments for natural disaster-related actions during the 2021–2027 MFF.** The current programmes, instruments and special instruments were reviewed to identify those that might finance natural disaster-related actions. For the identified programmes, data was extracted from relevant budget lines. For programmes without budget lines specifically related to natural disasters, detailed searches were undertaken of programme databases to identify relevant projects.
- **Objective 2: Map the proposed financial allocations and instruments for natural disaster-related actions in the 2028–2034 MFF.** A review of the Commission’s published proposals enabled the identification of programmes and instruments that might finance natural disaster-related actions in the next period.
- **Objective 3: Compare resources available for natural disaster-related actions in the current MFF with those proposed by the Commission in the next MFF.** For each of the existing programmes, it was identified whether and how their activities would be continued in the new MFF. Where relevant successor programmes were identified, a review of the proposed budgetary allocations was undertaken to identify where funding would be available for natural disaster-related actions.
- **Objective 4: Provide an overview of the areas in which meaningful mapping or comparison cannot be achieved.** Based on the results of the previous objectives, a summary of the limitations to mapping was developed for each of the current and proposed future programmes.

In practical terms, the research involved the following tasks;

- **Inception and research design** included the development of definitions and the identification of data sources and documentation.
- **Desk research** included a review of: EU legislation relating to the current MFF and relevant programmes therein; programme documentation providing budgetary data;

proposed regulations, Commission staff working documents and other literature relating to the future MFF proposals.

- **Data collection and screening** involved the extraction of budgetary data from databases related to relevant programmes. For programmes with a scope much wider than natural disasters (e.g., Horizon Europe, Cohesion Policy), the search involved the use of appropriate search terms to identify specific projects of relevance (see the methodological annex for more details). Data extracted from databases were complemented by data from documentation and collated for each programme.
- **Data requests** were submitted to the European Commission where necessary to fill gaps or answer questions regarding the publicly-available data. Additional data was provided by DG EMPL, DG MARE, the EU Space Support Office, and the InvestEU team.
- **Analysis and reporting** included the collation and comparison of budgetary data and programme descriptions gathered from all sources across all programmes and types of action, as well as the development of research findings, culminating in the preparation of the present study.

Overall, the study provides data on budgetary allocations to the extent possible. In most cases, budgetary data is presented in current prices, as stated in the relevant source documents. An exception is the comparison of budgetary data for the 2021–2027 MFF and the 2028–2024 MFF (section 5.1), where the data for 2021–2027 has been converted into 2025 prices by applying a fixed annual deflator of 2% to enable a like-with-like comparison to be made with the 2028–2034 MFF.⁶

The available data present two main limitations to mapping. First, some data are insufficiently disaggregated to identify budgetary allocations solely relevant to natural disasters. Second, the diversity of programmes, natural disaster-related actions and budgetary sources inevitably lead to budgetary data being fragmented, i.e. spread across diverse sources and available at different levels of granularity. For those reasons, comparisons between the two MFFs are at times qualitative or structural rather than quantitative. (Section 5.2 provides a longer description of the limitations to mapping.)

1.4. Definitions of key concepts

a. "Natural disaster"

The study has **focussed on "natural disasters" originating in a geophysical, hydrological, meteorological, climatological or extra-terrestrial cause.** To the extent possible, and in the absence of a single overarching EU definition, the study has defined "disasters" in line with the [International Disaster Database \(EM-DAT\)](#), an open-access dataset on the occurrence and impacts of over 27 000 disasters from 1990 to the present day. Within EM-DAT, a [disaster](#) is defined as "A situation or event that overwhelms local capacity and results in significant human, material, economic or environmental losses, often requiring external assistance". Disasters are classified according to the physical origin of the hazard, following the IRDR Peril Classification and Hazard Glossary.⁷ In line with the glossary, the study has included sudden events (e.g. landslides), as well as those with a long onset (e.g. droughts).

⁶ COM(2025)0570 provides budgetary allocations for the future MFF in 2025 prices.

⁷ EM-DAT Documentation. [General Definitions and Concepts](#).

The study has, however, **excluded natural disasters originating in hazards of a biological nature**, as such events are generally considered in EU policy to be “public health emergencies” rather than natural disasters per se. For example, Article 2 of Regulation (EC) No 2012/2002 establishing the European Union Solidarity Fund (EUSF) explicitly distinguishes between “major or regional natural disaster” and “major public health emergency”. Public health emergencies and animal-centred biological disasters are not triggered by geological or meteorological forces and tend to require distinct preparedness and response systems, such as: healthcare, medical surveillance, vaccines and public health measures, in the case of public health emergencies, and veterinary, ecological and biosecurity measures, in the case of animal-centred biological disasters.

The study has also **included man-made crises originating in unintentional events and accidents** but not situations of conflict, violence, or terrorism (as well as food insecurity linked to such events). In line with the IRDR Peril Classification and Hazard Glossary, the study has thus included “technological” disasters, comprising industrial accidents, miscellaneous accidents, and transport disasters. This reflects the EM-DAT definition provided above but also the fact that nearly all the identified EU programmes and instruments addressing natural disasters also covered such events.⁸ As a result, the available budgetary data cannot usually be disaggregated between events with a natural cause and those with a man-made cause. However, intentional events are excluded (to the extent allowed by the disaggregation of budgetary data).

Table 4: Disaster types covered by the study

Disaster type	Subtype
Geophysical	<ul style="list-style-type: none"> • Earthquake • Mass movement (dry) • Volcanic activity
Hydrological	<ul style="list-style-type: none"> • Flood • Landslide • Wave action
Meteorological	<ul style="list-style-type: none"> • Storm • Extreme temperature • Fog
Climatological	<ul style="list-style-type: none"> • Drought • Glacial lake outburst • Wildfire
Extra-terrestrial	<ul style="list-style-type: none"> • Impact • Space weather
Technological	<ul style="list-style-type: none"> • Industrial accident • Miscellaneous accident • Transport

Source: Based on [EM-DAT Main Classification Tree](#)

⁸ The European Union Solidarity Fund is an exception with its focus only on natural disasters; see section 2.6.

The study has **taken account of the link between climate change and natural disasters**. It has included actions focused on climate change, adaptation or resilience to the extent that they are seen as addressing natural disasters, although the distinction between climate-related actions that are or are not relevant to natural disasters is blurred. For that reason, the main factor determining the inclusion or exclusion of climate-related actions is the degree to which a distinction is made in the available budgetary data.

In practice, given that the study is focused on mapping current and potential future budgetary allocations for natural disaster-related actions, the coverage of events has been driven by the availability – and degree of disaggregation – of budgetary data. For that reason, the budgetary allocation for each programme or instrument must be seen in isolation rather than aggregated with or compared to other data for other programmes and instruments. Clarification of events covered by the relevant budgetary data is provided for each programme and instrument.

b. “Natural disaster-related actions”

EU and international policy frameworks recognise that a range of actions are required to address natural disasters. For the purposes of this study, four broad types of actions are recognised, of which the first three are based on Article 4 of Decision No 1313/2013/EU establishing the UCPM,⁹ and the fourth is influenced by the United Nations Sendai Framework for Disaster Risk Reduction¹⁰:

- “Prevention”: any action aimed at reducing risks or mitigating adverse consequences of a disaster for people, the environment and property, including cultural heritage.
- “Preparedness”: a state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance.
- “Response”: any action taken in the event of an imminent disaster, or during or after a disaster, to address its immediate adverse consequences, including short-term restoration of the working order of infrastructure (energy, water, wastewater, telecommunications, etc,) and cleaning up of disaster-stricken areas.
- “Recovery”: any action relating to medium-term or long-term restoration, rehabilitation, and reconstruction of affected communities after a disaster.

The purpose of identifying different types of action is to facilitate a better understanding of the scope and diversity of natural disaster-related actions supported by different EU programmes and instruments. At the same time, it should be noted that many actions are of more than one type and that the boundaries between the different types are blurred. For example, the development of response capacity is included in the study under “response” but might also be seen as a form of preparedness rather than response per se. Equally, reconstruction actions might support recovery but also prevention, particularly where the application of the “Build Back Better” principle reduces the risk of adverse consequences of future events.

⁹ Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism.

¹⁰ United Nations Office for Disaster Risk Reduction (UNDRR). (2015). Sendai Framework for Disaster Risk Reduction 2015–2030. Geneva: United Nations.

2. BUDGETARY MAPPING OF FINANCIAL ALLOCATIONS: 2021–2027

2.1. Total funding for programmes with a focus on natural disasters

2.1.1. Overview

The EU budget in 2021–2027 comprises three main elements.

Multiannual Financial Framework (MFF): provides the EU’s long-term budgetary structure, organised into [seven headings](#) that set spending priorities and define the ceilings for all EU programmes, funds and instruments. Following the 2024 revision, the [2021–2027 MFF](#) totals EUR 1.079 trillion in funding (2018 prices).¹¹

Special instruments: over and above the relevant MFF ceilings. Recital 9 of Regulation 2020/2093 noted the necessity of special instruments to allow the Union to react to specified unforeseen circumstances or consequences.¹² Recital 11 went on to note that specific provision should be made for the possibility to enter commitment and corresponding payment appropriations into the budget over and above the ceilings set out in the MFF where it is necessary to use special instruments.

European Union Recovery Instrument: (also known as “NextGenerationEU”) is a temporary instrument operating outside the MFF expenditure ceilings. It provides EUR 750 billion in funding (2018 prices). This instrument was established by Regulation (EU) 2020/2094 to support the recovery in the aftermath of the COVID-19 crisis.¹³ The RRF is the central instrument of the EU’s NextGenerationEU post-COVID-19 pandemic recovery plan, supporting reforms and investments proposed by Member States in their Recovery and Resilience Plans (RRPs). Operating under Regulation (EU) 2021/241, it aims to mitigate the social and economic impacts of the COVID-19 pandemic, strengthen long-term European resilience and competitiveness, and accelerate the green and digital transitions.

2.1.2. Specific programmes and instruments funding natural disaster-related actions

Natural disaster-related spending is not concentrated in a single MFF heading but is spread across several, reflecting the cross-cutting nature of disaster risk management, climate adaptation and crisis response. Table 5 below lists programmes that fund natural disaster-related actions. The programmes and instruments and their budgetary allocations relevant to natural disasters are described in sub-sections 2.2 to 2.6.

¹¹ 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.

¹² Council Regulation (EU, Euratom) 2020/2093 of 17 December 2020 laying down the multiannual financial framework for the years 2021 to 2027.

¹³ Council Regulation (EU) 2020/2094 of 14 December 2020 establishing a European Union Recovery Instrument to support the recovery in the aftermath of the COVID-19 crisis.

Table 5: Current programmes and instruments funding natural disaster-related actions

MFF Heading (2021–27)	Programmes and instruments relevant to natural disasters
1. Single Market, Innovation and Digital	<ul style="list-style-type: none"> • Horizon Europe • InvestEU • Union Space Programme
2. Cohesion, Resilience and Values	<ul style="list-style-type: none"> • European Regional Development Fund (ERDF), including Interreg • Cohesion Fund (CF) • European Social Fund Plus (ESF+) • Union Civil Protection Mechanism (UCPM) • Recovery and Resilience Facility (RRF)
3. Natural Resources and Environment	<ul style="list-style-type: none"> • European Agricultural Fund for Rural Development (EAFRD) • European Maritime, Fisheries and Aquaculture Fund (EMFAF) • Programme for the Environment and Climate Action (LIFE)
6. Neighbourhood and the World	<ul style="list-style-type: none"> • Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI) • Humanitarian Aid
Special instruments	<ul style="list-style-type: none"> • Solidarity and Emergency Aid Reserve (SEAR) (2021–2023) • European Solidarity Reserve (ESR) (2024–2027) • Emergency Aid Reserve (EAR) (2021–2027)

Source: European Commission (2021): The EU’s 2021–2027 long-term Budget and NextGenerationEU: Facts and Figures

2.1.3. Overview of budgetary allocations

The current MFF supports actions related to natural disasters through a range of interventions across multiple programmes and instruments, although such support very often relates both to natural and to man-made crises. From Table 6 below, it can be seen that:

- Some programmes and instruments are solely or primarily focused on (natural and man-made) disasters (e.g., UCPM, Humanitarian Aid);
- Other programmes and instruments have specific budget lines relevant to (natural and man-made) disaster-related actions (e.g., EMFAF);
- Some programmes and instruments have no specific budgetary allocation for natural disaster-related actions but feature eligibility criteria that allow the possibility for natural disaster-related projects to receive funding (e.g., Horizon Europe, ERDF, CF, ESF+);

- The special instruments (SEAR, replaced by the ESR and EAR in 2024) provide budgetary reinforcements in response to crises and emergencies within and outside the EU.

Some features and limitations of the data must be noted, including:

- The budgetary allocation from the Union Space Programme for Space Situational Awareness and GOVSATCOM serves a wider purpose than merely addressing natural disasters.
- Some budgetary allocations cover actions relating both to natural and man-made disasters (e.g., UCPM, NDICI, EMFAF, Humanitarian Aid, EAF, EUSF). In some cases, this is because the data are not sufficiently disaggregated. In other cases, it is because the actions themselves cover all events, regardless of their cause, for example, the operation of the Emergency Response Coordination Centre (within the UCPM) or the development of urban search and rescue capacities (which could be deployed following natural or man-made events).
- Actions related to natural disasters are potentially eligible within some programmes and instruments, however, the data are not sufficiently disaggregated to identify them (InvestEU, EAFRD).
- Some budgetary data are based on extrapolation of data on commitments to date over the full seven-year period (NDICI). The extrapolations assume that the level or percentage of funding committed during 2021-2024 remain constant over 2021-2027.
- The RRF budgetary allocation is based on measures "tagged" as contributing to "Climate change adaptation", "Crisis preparedness" and "Crisis reaction capacity" rather than being specifically allocated to those purposes.

Table 6: Programmes and instruments relevant to natural disaster-related actions in the 2021–2027 MFF

Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)	Notes
1. Single Market, Innovation and Digital			
Horizon Europe	<ul style="list-style-type: none"> • 2 147 identified projects* 	2 063	No dedicated budget line related to natural disasters but projects related to natural disasters are potentially eligible. Budgetary value is based on identification of individual projects with relevance to natural disasters.
InvestEU	<ul style="list-style-type: none"> • Specific projects, as eligible 	Data unavailable	Actions related to natural disasters are potentially eligible; however, the available data are not sufficiently disaggregated.
Union Space Programme	<ul style="list-style-type: none"> • Copernicus Emergency Management Service (CEMS) 	89	Dedicated budget line for CEMS
	<ul style="list-style-type: none"> • Space Situational Awareness (SSA) / European Union Governmental Satellite Communications (GOVSATCOM) 	198	Dedicated budget line for SSA/GOVSATCOM but with relevance beyond natural disasters
2. Cohesion, Resilience and Values			
ERDF	<ul style="list-style-type: none"> • 530 identified projects* 	926	No dedicated budget line related to natural disasters but projects related to natural disasters are potentially eligible. Budgetary value is based on identification of individual projects with relevance to natural disasters.
	<ul style="list-style-type: none"> • RESTORE 	1 632	Reprogrammed funds in six Member States (France, Italy, Poland, Portugal, Romania, Spain)
	<ul style="list-style-type: none"> • Interreg: 467 identified projects* 	363	Identified projects are funded under Specific Objective RSO2.4: "Promoting climate change adaptation, disaster risk prevention and resilience". Budgetary value is based on identification of individual projects with relevance to natural disasters.

Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)	Notes
ESF+	<ul style="list-style-type: none"> • 1 identified project* 	0.3	No dedicated budget line related to natural disasters but projects related to natural disasters are potentially eligible. Budgetary value is based on identification of individual projects with relevance to natural disasters.
	<ul style="list-style-type: none"> • RESTORE 	191	Reprogrammed funds in two Member States (France, Spain)
CF	<ul style="list-style-type: none"> • 192 identified projects* 	943	No dedicated budget line related to natural disasters but projects related to natural disasters are potentially eligible. Budgetary value is based on identification of individual projects with relevance to natural disasters.
	<ul style="list-style-type: none"> • RESTORE 	120	Reprogrammed funds in one Member State (Poland).
RRF	<ul style="list-style-type: none"> • Measures relevant to "Climate change adaptation" 	8 281	No dedicated budget line related to natural disasters. However, the Recovery and Resilience Scoreboard provides estimates of the share of each Member State's Plan expenditure contributing to different policy areas, of which three are relevant to natural disasters: "Climate change adaptation", "Crisis reaction capacity" and "Crisis preparedness". NB: sub-totals cannot be aggregated, as funded actions can contribute to more than one policy area. Policy areas have a scope wider than natural disasters.
	<ul style="list-style-type: none"> • Measures relevant to "Crisis reaction capacity" 	10 192	
	<ul style="list-style-type: none"> • Measures relevant to "Crisis preparedness" 	1 911	
UCPM	<ul style="list-style-type: none"> • Total MFF allocation 	1 589	Includes actions related to natural disasters and man-made crises
3. Natural Resources and Environment			
EAFRD	<ul style="list-style-type: none"> • Specific projects, as eligible 	Data unavailable	Actions related to natural disasters are potentially eligible, however, the data are not sufficiently disaggregated.

Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)	Notes
	<ul style="list-style-type: none"> Emergency assistance (unused funds from 2014–2020) 	Data unavailable	The mechanism remained operational until 31 December 2025, thus final data are not yet available.
EMFAF	<ul style="list-style-type: none"> Compensation for temporary cessation of fishing activities 	154	Based on allocations within Member State EMFAF programmes 2021–2027. NB: includes compensation available for all reasons, not only natural disasters.
	<ul style="list-style-type: none"> Compensation for unexpected environmental, climatic or public health events 	38	Based on allocations within Member State EMFAF programmes 2021–2027. NB: includes all relevant events, not only natural disasters.
LIFE	<ul style="list-style-type: none"> 333 identified projects* 	1 629	No dedicated budget line related to natural disasters but projects related to natural disasters are potentially eligible. Budgetary value is based on identification of individual projects with relevance to natural disasters.
6. Neighbourhood and the World			
NDICI	<ul style="list-style-type: none"> Sectoral allocation 	1 912	Estimated commitment for 2021–2027 based on extrapolation of annual commitments during 2021–2024 to “Disaster preparedness, “Emergency response” and “Reconstruction relief and rehabilitation”. NB: includes actions related to natural disasters and man-made crises.
Humanitarian Aid	<ul style="list-style-type: none"> Total MFF allocation 	15 346	Scope is wider than natural disasters, including conflicts.
Special instruments			
SEAR (2021–2023)	<ul style="list-style-type: none"> Allocations to the European Union Solidarity Fund (EUSF) relating to natural disasters 	1 774	Value of funds mobilised through the EUSF for natural disasters. (Total mobilisations of the EUSF were EUR 2 171 million, including EUR 398 million for public health emergencies.)

Programme or Instrument	Funding contributing to natural disaster-related actions	Budgetary value (EUR million, current prices)	Notes
	<ul style="list-style-type: none"> Relevant allocations from the Internal (excluding EUSF) and External headings 	100	Value of funds mobilised for natural disasters, namely: i) activation of the UCPM in relation to fires in South America, Northern Africa and the Middle East (EUR 55 million); ii) response to the earthquake in Türkiye and Syria (EUR 45 million). (Total mobilisations including other events were EUR 1 674 million)
ESR (2024-2027)	<ul style="list-style-type: none"> Budgetary reinforcements to the EUSF relating to natural disasters and public health emergencies 	4 716	Total transfers during 2024-2027. The EUSF is mobilised in the event of natural disasters and public health emergencies. (All mobilisations during 2024-2025 related to natural disasters for a total value of EUR 2 288 million).
EAR (2024-2027)	<ul style="list-style-type: none"> Budgetary reinforcements to relevant EU programmes in response to crises and emergencies within and outside the Union (NB: includes natural disasters and other events) 	2 358	Total transfers during 2024-2027. Scope is wider than natural disasters, including conflicts. During 2024-2025, funds of EUR 107 million were transferred from the EAR in response to natural disasters out of total transfers of EUR 922 million. Thus, the sum transferred in response to natural disasters represented 12% of all transfers during 2024-2025.

Source: Author's own elaboration based on data in sections 2.2 to 2.6. *Based on searches of project databases rather than budget lines within programmes.

2.1.4. Overview of support by type of action

Table 7 below presents an overview of support offered by current programmes and instruments for different phases of natural disaster management. Some limitations should be noted. First, the mapping is based on a generalisation of the main types of action supported and is not necessarily exhaustive (for example, one might find multiple instances of projects that relate very indirectly or loosely to the types of action). Second, there is considerable overlap between the types of action, particularly between prevention and preparedness and between response and recovery. As a result, any specific intervention might not neatly fall into one type.

Notwithstanding these caveats, the mapping can be summarised as follows.

Prevention and risk reduction:

- Infrastructure investments can be made under ERDF, CF, EARD and LIFE; these can be directly related to disaster prevention, such as flood defences, or they can contribute to disaster prevention, as part of a wider purpose. There can be a blurred line between investments in climate adaptation and disaster prevention, particularly within the LIFE programme.
- Research and technological development is particularly undertaken by Horizon Europe, such as in upstream risk reduction, mitigation, and resilience-building research.
- Planning and risk mapping is a core feature of the UCPM, particularly through the risk assessments carried out at EU and national level and through advisory missions supporting risk reduction.
- Training and capacity-building can be supported by the UCPM.

Preparedness

- Early warning systems, risk-analysis, monitoring, etc. is supported by the CEMS, UPCM, Horizon Europe, LIFE, ERDF and CF.
- Training, exercises, advisory missions and capacity development are supported by the UCPM, whilst some forms of training and capacity-building would be eligible under ESF+ and LIFE.
- The development of preparedness and reaction capacity is supported by the UCPM, RRF, NDICI and Humanitarian Aid.
- Strategic reserves and stockpiles are developed by the UCPM.
- Insurance against risk is supported by the EAFRD.

Response

- Real-time geospatial information is provided during or immediately after a disaster by the CEMS.
- Expert deployment with transport, logistical and co-ordination support is provided by the UCPM.
- Emergency relief including support for food, energy, water, sanitation, etc. is supported by the NDICI, Humanitarian Aid, EUSF, EAR and through expert deployment under the UCPM. Similarly, ESF+ funding can be reprogrammed via RESTORE to finance healthcare access, food delivery and basic material assistance in the event of a natural disaster.

- The development of response tools and capacities can be supported by Horizon Europe and LIFE.
- Rapid financial support to farms and businesses to safeguard incomes and/or ensure liquidity can be provided by the EAFRD.
- Immediate restoration of the working order of vital infrastructure is supported by NDICI, EUSF and EAR.

Recovery and reconstruction

- On-demand geospatial information for recovery purposes (beyond immediate response), including post-disaster analyses focussed on impact assessment, disaster recovery, and recovery monitoring, is provided by the CEMS.
- Infrastructure repairs and restoration can be supported by LIFE, EAFRD, ERDF and CF (although in practice, support from the latter two has been limited).
- Socio-economic recovery can be supported by reprogramming of ERDF, CF and ESF+ via the RESTORE framework.
- Restoring livestock, and forestry and agricultural potential is supported by the EAFRD.

Table 7: Mapping of current programmes and instruments by type of natural disaster-related action

Programme or Instrument	Prevention & risk reduction	Preparedness	Response	Recovery
1. Single Market, Innovation and Digital				
*Horizon Europe	<ul style="list-style-type: none"> Climate projects, resilience-building, evidence-building, technological solutions, etc. EUR 148 million 	<ul style="list-style-type: none"> Risk-analytics, modelling, early warning systems, etc. EUR 68 million 	<ul style="list-style-type: none"> Development of response capacity within broader research projects EUR 5 million 	<ul style="list-style-type: none"> System restoration, long-term recovery processes, etc. EUR 144 million
	<ul style="list-style-type: none"> "Unspecified" projects: EUR 1 699 million 			
InvestEU	<ul style="list-style-type: none"> Potential for funding for relevant projects under the Sustainable Infrastructure Window (SIW): budgetary data unavailable 			
Union Space Programme			<ul style="list-style-type: none"> CEMS mapping EUR 89 million 	
		<ul style="list-style-type: none"> Space Situational Awareness monitoring risks EU 21 million 	<ul style="list-style-type: none"> Government Satellite Communications ensuring continuity of services EUR 176 million 	
2. Cohesion, Resilience and Values				
*ERDF	<ul style="list-style-type: none"> Infrastructure investments, e.g., flood protection, coastal defences, wildfire prevention, climate-proofing, nature-based solutions, etc. 	<ul style="list-style-type: none"> Risk assessment, adaptation strategies, environmental monitoring, early warning, forecasting, etc. EUR 87 million 	<ul style="list-style-type: none"> Capacity development EUR 15 million 	<ul style="list-style-type: none"> Reconstruction EUR 9 million

Programme or Instrument	Prevention & risk reduction	Preparedness	Response	Recovery
	<ul style="list-style-type: none"> • EUR 483 million 			
	<ul style="list-style-type: none"> • "Unspecified" projects: EUR 332 million 			
Interreg	<ul style="list-style-type: none"> • Prevention or management of floods and landslides and climate-related risks: fires • EUR 363 million 			
*CF	<ul style="list-style-type: none"> • Infrastructure investments, e.g., flood protection, coastal defences, wildfire prevention, climate-proofing, nature-based solutions, etc. • EUR 768 million 	<ul style="list-style-type: none"> • Risk assessment, adaptation strategies, environmental monitoring, early warning, forecasting, etc. • EUR 30 million 		<ul style="list-style-type: none"> • Reconstruction • EUR 0.7 million
	<ul style="list-style-type: none"> • "Unspecified" projects: EUR 144 million 			
*ESF+		<ul style="list-style-type: none"> • Strengthening civic engagement and institutional capacity • EUR 0.3 million 		

Programme or Instrument	Prevention & risk reduction	Preparedness	Response	Recovery
RESTORE (ERDF, CF, ESF+)			<ul style="list-style-type: none"> Healthcare access, food delivery, basic material assistance 	<ul style="list-style-type: none"> Reconstruction, short-term work schemes, socio-economic recovery
			<ul style="list-style-type: none"> EUR 1 943 million 	
RRF	<ul style="list-style-type: none"> Prevention and management of climate-related risks, including floods and fires EUR 8 281 million 	<ul style="list-style-type: none"> Crisis preparedness (NB: has a focus much wider than natural disasters) EUR 10 192 million 	<ul style="list-style-type: none"> Crisis reaction capacity (NB: has a focus much wider than natural disasters) EUR 1 911 million 	
UCPM	<ul style="list-style-type: none"> Risk mapping, Disaster Resilience Goals, Wildfire Action Plan, advisory missions on prevention EUR 166 million 	<ul style="list-style-type: none"> Strategic reserve and stockpiles, national capacities, training, exercises, early warning systems, host nation, guidelines, advisory missions on preparedness EUR 2 822 million 	<ul style="list-style-type: none"> Expert deployment, logistical support, equipment, transport, response co-ordination EUR 332 million 	
3. Natural Resources and Environment				
EAFRD	<ul style="list-style-type: none"> Infrastructure investments, e.g. flood protection, coastal defences, land management, farm resilience (NB: budgetary data unavailable) 	<ul style="list-style-type: none"> Insurance, risk management (NB: budgetary data unavailable) 	<ul style="list-style-type: none"> Safeguarding incomes, rapid liquidity support (NB: budgetary data unavailable) 	<ul style="list-style-type: none"> Restocking livestock, restoring agricultural & forestry potential, infrastructure & building repairs, ecosystem restoration (NB: budgetary data unavailable)

Programme or Instrument	Prevention & risk reduction	Preparedness	Response	Recovery
EMFAF			<ul style="list-style-type: none"> • Compensation for temporary cessation of fishing or unexpected events • EUR 192 million 	
*LIFE	<ul style="list-style-type: none"> • Infrastructure resilience, nature-based solutions, policy and governance frameworks, research and innovation, financial risk management measures • EUR 633 million 	<ul style="list-style-type: none"> • Monitoring/forecasting systems, risk assessment and mapping, coordination mechanisms, capacity building, training • EUR 486 million 	<ul style="list-style-type: none"> • Emergency deployment tools, crisis coordination, situational awareness • EUR 188 million 	<ul style="list-style-type: none"> • Infrastructure repair and modernisation, environmental restoration, socio-economic recovery, long-term adaptation • EUR 322 million
6. Neighbourhood and the World				
NDICI		<ul style="list-style-type: none"> • Disaster preparedness strategies, policy frameworks • (NB: scope is wider than natural disasters, including conflicts) • EUR 70 million (projection) 	<ul style="list-style-type: none"> • Emergency relief, public awareness, deployment of capacities, collaborative solutions • (NB: scope is wider than natural disasters, including conflicts) • 1 481 EUR million 	<ul style="list-style-type: none"> • Reconstruction relief and rehabilitation • (NB: scope is wider than natural disasters, including conflicts) • EUR 341 million
Humanitarian Aid	<ul style="list-style-type: none"> • Disaster prevention, disaster risk reduction and preparedness • (NB: scope is wider than natural disasters, including conflicts) 		<ul style="list-style-type: none"> • Emergency relief, public awareness, deployment of capacities, collaborative solutions 	

Programme or Instrument	Prevention & risk reduction	Preparedness	Response	Recovery
	<ul style="list-style-type: none"> • EUR 558 million 		<ul style="list-style-type: none"> • (NB: scope is wider than natural disasters, including conflicts) • EUR 14 711 million 	
SEAR (2021–2023)			<ul style="list-style-type: none"> • Assistance to respond to emergency situations • EUR 1 874 million (only natural disasters, excluding public health emergencies) 	
ESR (2024–2027)			<ul style="list-style-type: none"> • Assistance to respond to emergency situations • EUR 4 716 million (scope is wider than natural disasters, including public health emergencies) 	
EAR (2024–2027)			<ul style="list-style-type: none"> • Assistance to respond to emergency situations (scope is wider than natural disasters, including conflicts, etc.) • EUR 2 358 million 	

Source: Author’s own elaboration based on data in sections 2.2 to 2.6. All figures in current prices. *Based on searches of project databases rather than budget lines within programmes.

2.2. “Single Market, Innovation and Digital” funding for natural disasters

As noted earlier, the first MFF heading includes three programmes or instruments of relevance to natural disaster-related actions. These are described in the sub-sections that follow.

2.2.1. Horizon Europe

a. Objectives

Horizon Europe is the EU’s flagship research and innovation programme established under Regulation (EU) 2021/695.¹⁴ The programme has a broad remit with the aim of delivering scientific, technological, economic and societal impact from the Union’s investments in research and innovation.¹⁵ Specifically, it focuses on advancing scientific excellence and high-quality knowledge, skills, technologies and researcher mobility; strengthening the impact of research and innovation in EU policy, industry and society to address global challenges including climate change and the United Nations Sustainable Development Goals; fostering and deploying innovation and technology transfer; and optimising programme delivery to enhance the European Research Area’s attractiveness, participation and collaborative research and innovation capacity across all Member States.

The programme is structured as follows:

- Pillar 1: “Excellent Science”;
- Pillar 2: “Global Challenges and European Industrial Competitiveness”;
- Pillar 3: “Innovative Europe”;
- “Widening Participation and Strengthening the European Research Area”.

b. Total budget

Horizon Europe receives EU funding from both the MFF and NextGenerationEU. Table 8 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

Table 8: Total Horizon Europe funding 2021–2027

Funding source	*Reference amount (EUR million - current prices)	**Total amount (EUR million - current prices)
Horizon Europe: MFF	86 123	86 838
Horizon Europe: NextGenerationEU	n/a	5 413
Total funding	n/a	92 251

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. *Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

¹⁴ Regulation (EU) 2021/695 of the European Parliament and of the Council of 28 April 2021 establishing Horizon Europe – the Framework Programme for Research and Innovation, laying down its rules for participation and dissemination, and repealing Regulations (EU) No 1290/2013 and (EU) No 1291/2013.

¹⁵ Article 3 of Regulation (EU) 2021/695.

c. Budget for natural disaster-related actions

While Horizon Europe's objectives and budgetary architecture provide a clear indication of the programme's strategic priorities, they do not allow funding for natural disasters to be identified directly or granularly. The programme does not include a dedicated budget line for natural disasters. Instead, natural disaster-related actions are embedded implicitly across multiple pillars, clusters, and instruments through objectives related to climate action, environmental protection, health, resilience, infrastructure, and global challenges.

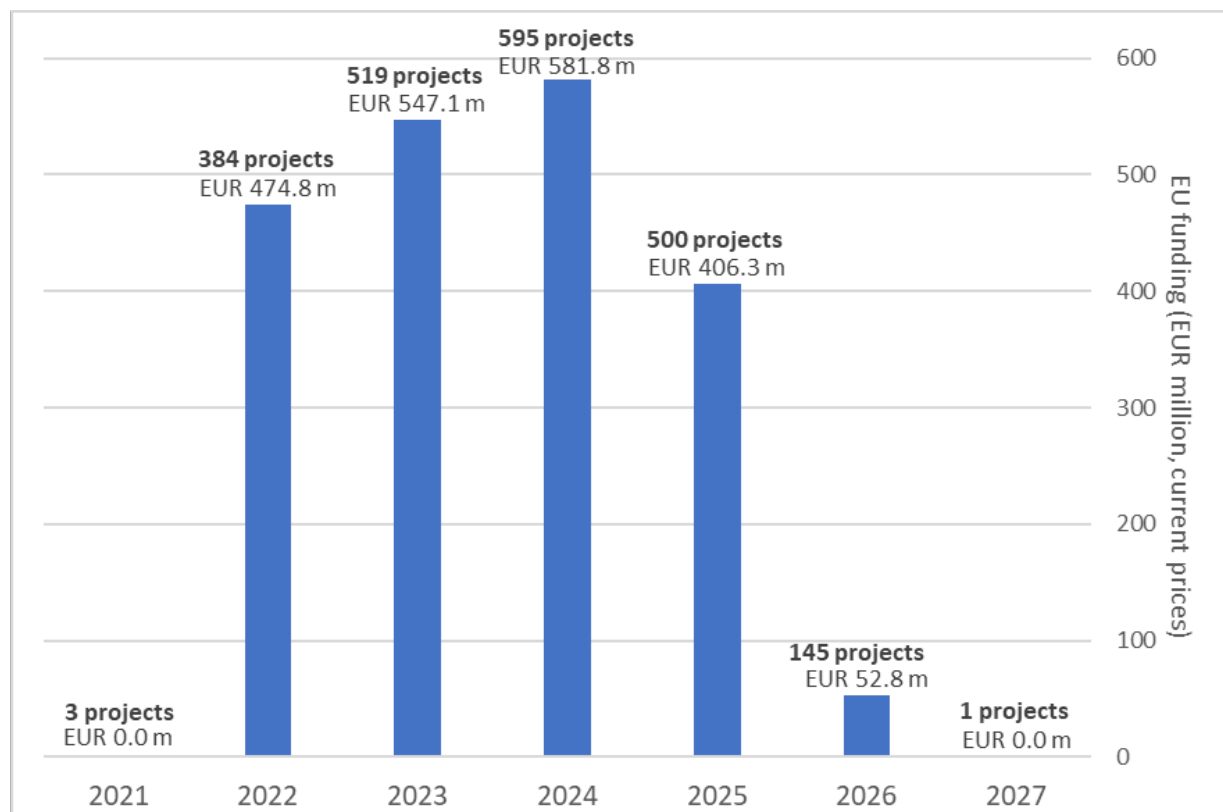
The inclusion of objectives related to climate mainstreaming, biodiversity, and resilience suggest that a meaningful share of Horizon Europe funding is likely to support activities relevant to natural disaster-related actions. However, these commitments are defined *ex ante* and applied at aggregate level. They do not specify how much funding is ultimately allocated to natural disaster-relevant research and innovation, nor how such funding is distributed across hazard types, types of natural disaster-related actions, or funding streams in practice. In addition, the thematic scope of Horizon Europe calls is inherently broad and internally heterogeneous, limiting the extent to which natural disaster-related expenditure can be inferred from work programme budgets alone.

Against this background, it is necessary to look at project-level funding outcomes rather than programme-level budgetary commitments. Analysis of funded projects and their associated budgets has identified how Horizon Europe resources are deployed in practice to address natural disasters across the programme. This project-level approach provides a more accurate and policy-relevant basis for assessing the scale, distribution, and strategic orientation of Horizon Europe funding related to natural disasters. (see Annex 2 for a description of the methodology applied).

Using this approach, a substantial portfolio of funded projects has been identified with relevance to (non-biological) natural disasters. All figures presented below relate exclusively to projects that match the EM-DAT hazard categories (excluding biological hazards). In total, Horizon Europe has funded **2 147 natural disaster-related projects** to date for a **total funding value of EUR 2.06 billion**.

Figure 1 below presents total EU funding and the number of natural disaster-related projects by year. The results show a clear ramp-up pattern following the launch of Horizon Europe. In 2021, funding is marginal, reflecting the initial start-up phase of the programme, with only a small number of funded projects and very limited committed budgets. From 2022 onwards, natural disaster-related funding increases sharply, reaching a peak in 2023 and 2024. The lower values observed for 2025 onwards reflect the fact that funding has not been fully allocated, rather than a substantive decline in funding. The time profile suggests that natural disasters constitute a **stable and recurring area of investment** within Horizon Europe, rather than a one-off or crisis-driven priority.

Figure 1: Horizon Europe natural disaster-related projects and funding by year



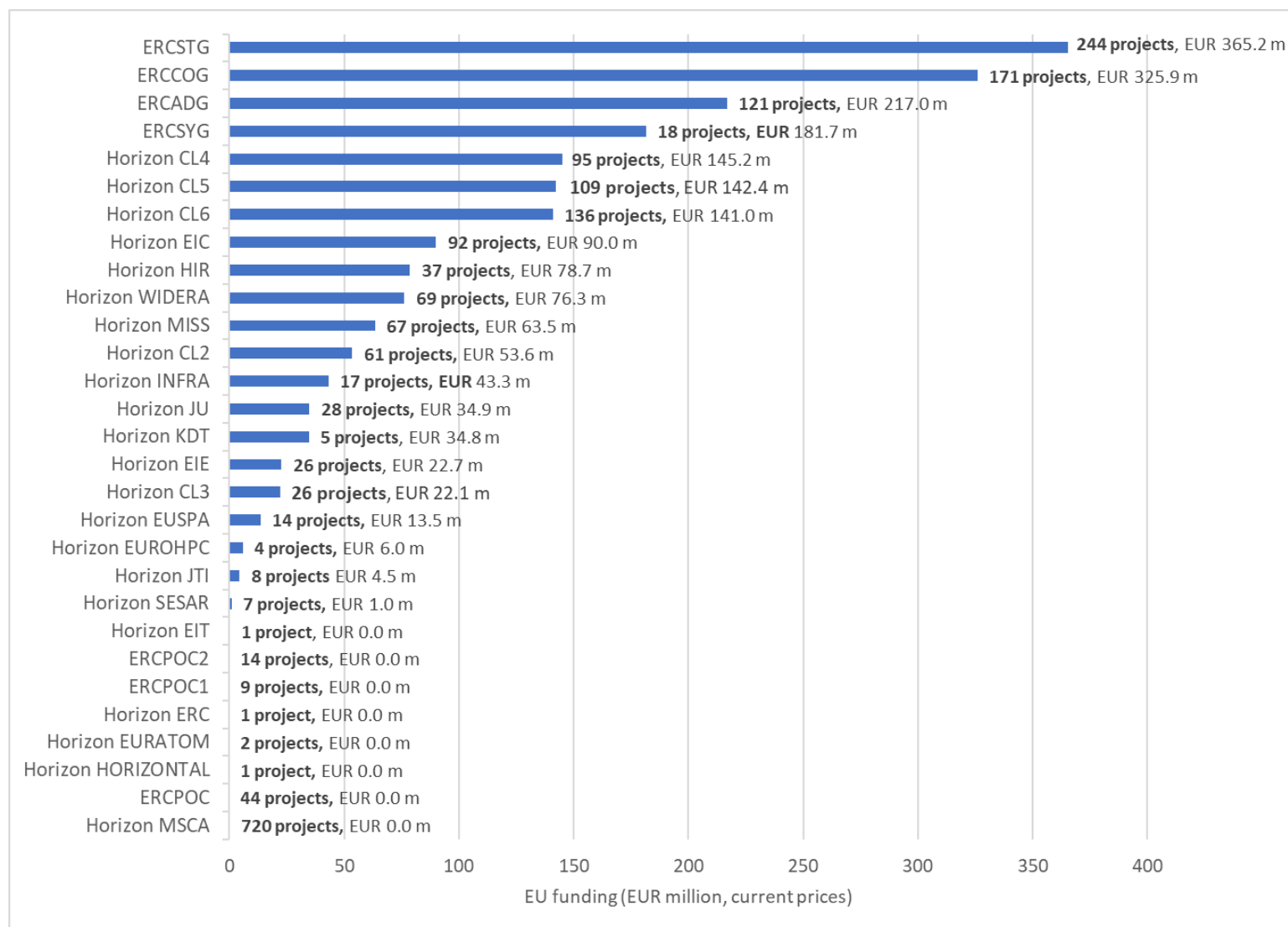
Source: own elaboration based on [Horizon Europe project data](#).

Figure 2 below ranks Horizon Europe funding streams by total natural disaster-related funding over the 2021–2027 period. The figure demonstrates that natural disaster-related funding is widely distributed across the programme and not concentrated in a small number of dedicated instruments.

European Research Council (ERC) instruments account for a substantial share of total funding with ERC Starting Grants, Consolidator Grants, and Advanced Grants together representing the largest funding volumes. This reflects the bottom-up nature of ERC funding, where disaster relevance emerges organically through investigator-driven frontier research on Earth systems, climate dynamics, environmental processes, and risk.

Among the collaborative instruments, Horizon Europe Health, Climate, and related clusters make particularly strong contributions, alongside Infrastructure, Security, and Innovation-focused streams. This distribution underlines the cross-cutting nature of natural disaster-related research within Horizon Europe, spanning fundamental science, applied research, and policy-oriented innovation.

Figure 2: Horizon Europe budget streams relevant to natural disasters (2021–2027)



Source: Own elaboration based on [Horizon Europe project data](#).

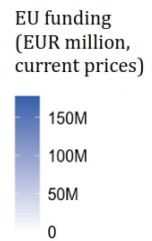
Figure 3 below presents a heatmap of natural hazard types by funding stream, with cell shading indicating total funding volumes and labels reporting both funding and project counts. The analysis focuses exclusively on non-biological hazards.

- **Geophysical** and **hydrological hazards** account for the largest funding volumes across most major funding streams, particularly within ERC instruments and climate- and environment-related clusters. This reflects sustained investment in research on earthquakes, floods, water systems, coastal processes, and Earth system dynamics.
- **Climatological** and **meteorological hazards** receive moderate but still significant levels of funding, largely concentrated in climate-, environment-, and infrastructure-related streams.
- **Extra-terrestrial hazards** remain marginal across all funding streams, with very small numbers of projects and limited budgets.

The hazard profile therefore indicates a strong alignment between Horizon Europe funding and long-term, systemic natural risks, particularly floods, water-related hazards, and geophysical processes.

Figure 3: Horizon Europe budget streams by hazard type

Programme	Climatological	Extraterrestrial	Geophysical	Hydrological	Meteorological
ERC ADG	EUR 7.4m 5	EUR 10.9m 5	EUR 106.7m 59	EUR 92m 48	EUR 0m 4
ERC COG	EUR 21.3m 10	EUR 24.1m 12	EUR 131.2m 69	EUR 135m 72	EUR 14.3m 8
ERC POC	EUR 0m 1	EUR 0m 0	EUR 0m 29	EUR 0m 14	EUR 0m 0
ERC POC1	EUR 0m 0	EUR 0m 0	EUR 0m 4	EUR 0m 5	EUR 0m 0
ERC POC2	EUR 0m 0	EUR 0m 0	EUR 0m 3	EUR 0m 0	EUR 0m 0
ERC STG	EUR 32.3m 22	EUR 13.6m 8	EUR 126.3m 124	EUR 177.6m 203	EUR 15.5m 11
ERC SYG	EUR 13.2m 1	EUR 0m 0	EUR 96.9m 10	EUR 50.3m 5	EUR 15.3m 2
Horizon CL2	EUR 0m 0	EUR 0m 1	EUR 12.1m 26	EUR 41.5m 34	EUR 0m 0
Horizon CL3	EUR 0m 1	EUR 3.5m 2	EUR 4m 9	EUR 14.6m 13	EUR 0m 1
Horizon CL4	EUR 0m 1	EUR 10m 6	EUR 81.5m 39	EUR 41.3m 29	EUR 12.5m 5
Horizon CL5	EUR 0m 2	EUR 0m 0	EUR 63.3m 44	EUR 74.9m 57	EUR 4.2m 6
Horizon CL6	EUR 3.9m 18	EUR 3m 1	EUR 17.7m 20	EUR 116.4m 95	EUR 0m 2
Horizon EIC	EUR 5.9m 12	EUR 0m 0	EUR 43.8m 43	EUR 31.4m 28	EUR 9m 9
Horizon EIE	EUR 0m 1	EUR 0m 0	EUR 0m 14	EUR 22.7m 10	EUR 0m 1
Horizon EIT	EUR 0m 0	EUR 0m 0	EUR 0m 1	EUR 0m 0	EUR 0m 0
Horizon ER	EUR 0m 0	EUR 0m 0	EUR 0m 0	EUR 0m 1	EUR 0m 0
Horizon EURATOM	EUR 0m 0	EUR 0m 1	EUR 0m 1	EUR 0m 0	EUR 0m 0
Horizon EUROHPC	EUR 0m 0	EUR 0m 0	EUR 0m 3	EUR 0m 0	EUR 6m 1
Horizon EUSPA	EUR 0m 0	EUR 0m 0	EUR 6.6m 5	EUR 6.9m 7	EUR 0m 2
Horizon HLTH	EUR 10m 3	EUR 0m 0	EUR 43.4m 17	EUR 25.3m 14	EUR 0m 0
Horizon HORIZONTAL	EUR 0m 0	EUR 0m 0	EUR 0m 1	EUR 0m 0	EUR 0m 0
Horizon INFRA	EUR 0m 0	EUR 21.7m 3	EUR 21m 6	EUR 0.6m 7	EUR 0m 1
Horizon JTI	EUR 0m 0	EUR 0m 0	EUR 4.5m 6	EUR 0m 2	EUR 0m 0
Horizon JU	EUR 0m 1	EUR 0m 0	EUR 15.6m 16	EUR 41.1m 9	EUR 5.2m 2
Horizon KDT	EUR 0m 0	EUR 0m 0	EUR 0m 2	EUR 34.8m 0	EUR 0m 0
Horizon MISS	EUR 10.5m 6	EUR 0m 1	EUR 6.1m 14	EUR 46.9m 45	EUR 0m 1
Horizon MSCA	EUR 0m 95	EUR 0m 22	EUR 0m 255	EUR 0m 305	EUR 0m 42
Horizon SESAR	EUR 0m 0	EUR 0m 2	EUR 1m 4	EUR 0m 1	EUR 0m 0
Horizon WIDERA	EUR 3.5m 1	EUR 0m 0	EUR 43.9m 30	EUR 26.4m 28	EUR 2.4m 3



Source: own elaboration based on [Horizon Europe project data](#). *Note: cells indicate total funding values and number of projects, the data excludes biological hazards.

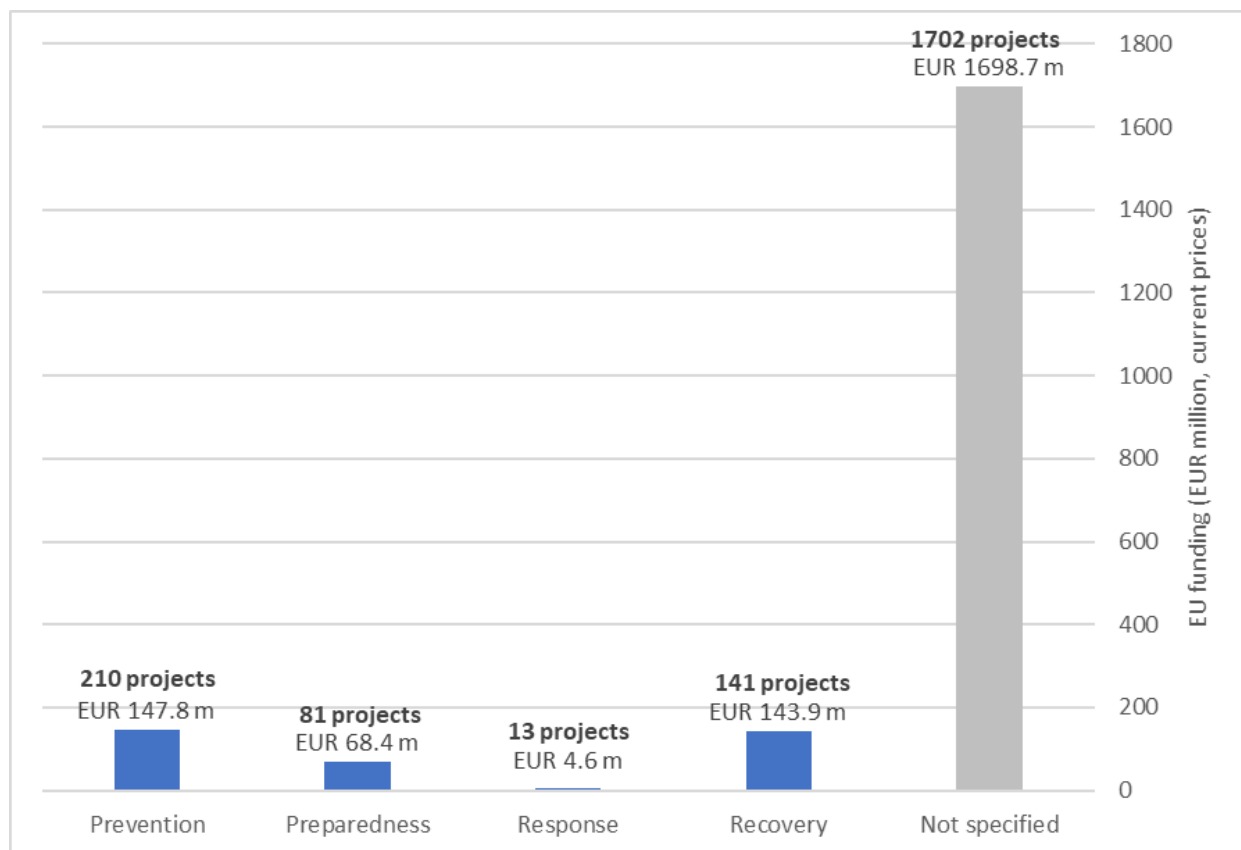
Figure 4 below presents data for the four types of natural disaster-related action and distinguishes these from projects classified as “not specified”. The **“not specified” category** includes projects that are clearly hazard-relevant but where a specific type of natural disaster-related action cannot be robustly identified. This highlights that the types of action should be interpreted as an informed estimation rather than a complete allocation of all natural disaster-related funding.

The aggregate results suggest a strong dominance of prevention, followed by recovery and preparedness, with response accounting for only a small fraction of total funding. The prominence of the “not specified” category further reflects the cross-cutting nature of many Horizon Europe projects, which address disaster risks in integrated or indirect ways rather than through explicitly phase-labelled objectives.

Taken together, the results indicate that **Horizon Europe functions primarily as an upstream, knowledge-driven instrument within the EU’s disaster-risk governance architecture**. Natural disaster-related funding is embedded across core programme instruments rather than channelled through dedicated disaster mechanisms. The prominence of ERC funding, the focus on geophysical and hydrological hazards, and the prioritisation of prevention and recovery all point to a strategic emphasis on long-term risk reduction, system resilience, and post-disaster learning rather than immediate operational response.

This pattern is consistent with Horizon Europe’s mandate as a research and innovation programme and complements, rather than substitutes, EU instruments that finance emergency response and civil protection activities.

Figure 4: Total Horizon Europe funding by type of natural disaster-related action



Source: Own elaboration based on [Horizon Europe project data](#).

2.2.2. InvestEU

a. Objectives

[InvestEU](#) is the EU’s flagship investment-support programme for 2021–2027, established by Regulation (EU) 2021/523.¹⁶ It aims to strengthen competitiveness, innovation, cohesion, environmental sustainability and the green and digital transitions. Support is delivered through indirect management, via financial intermediaries (the ‘implementing partners’, the European Investment Bank (EIB) Group, national promotional banks, and international financial institutions). The European Commission sets the investment guidelines and signs guarantee agreements; the implementing partners structure financing operations (loans, guarantees, equity, quasi-equity), select projects or funds in line with the Commission’s investment guidelines, bear part of the financial risk, alongside the EU budgetary guarantee, and monitor and report on the use of the guarantee. The main implementing partner is the EIB Group, which implements around 75% of the guarantee. Other implementing partners include national promotional banks and institutions and international financial institutions.

b. Total budget

InvestEU receives EU funding from both the MFF and NextGenerationEU. Table 9 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

Table 9: Total InvestEU funding 2021–2027

Funding source	*Reference amount (EUR million – current prices)	**Total amount (EUR million – current prices)
InvestEU: MFF	3 068	3 224
InvestEU: NextGenerationEU	n/a	6 074
Total funding	n/a	9 298

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

These budgetary resources are not spent directly on projects. Instead, they are used to provide a much larger EU budgetary guarantee under InvestEU.¹⁷ This larger EU guarantee represents the maximum financial risk that the EU budget covers in the event that InvestEU-supported operations generate losses. It does not correspond to actual expenditure, but to the contingent liability assumed by the EU. Regulation (EU) 2021/523 set the total size of this larger EU guarantee at EUR 26.152 billion (current prices), allocated across four policy windows:

- Sustainable Infrastructure (EUR 9.9 billion budgetary guarantee);
- Research, Innovation and Digitisation (EUR 6.6 billion budgetary guarantee);
- SMEs (EUR 6.9 billion budgetary guarantee);
- Social Investment and Skills (EUR 2.8 billion budgetary guarantee).

¹⁶ Regulation (EU) 2021/523 of the European Parliament and of the Council of 24 March 2021 establishing the InvestEU Programme and amending Regulation (EU) 2015/1017.

¹⁷ Article 9(1)(a) of Regulation (EU) 2021/523.

The budgetary guarantee is provisioned at a rate of 40%, meaning that the EU must set aside budgetary resources equal to 40% of the guaranteed amount as a risk buffer; this is the total funding in Table 9 above. The purpose of this guarantee-based approach is to mobilise a much larger volume of public and private investment – the target is EUR 372 billion by 2027 – than would be possible through direct budgetary spending alone, while limiting the EU’s fiscal exposure to the amount provisioned in the budget.¹⁸

c. Budget for natural disaster-related actions

Although InvestEU does not include a policy window specifically dedicated to natural disaster-related actions, framework operations and investment platforms supported through the Sustainable Infrastructure Window (SIW) can cover sub-projects and fund investments related to climate adaptation, water resource management, ecosystem protection and the resilience of infrastructure to extreme weather and climate impacts. This includes, for example, measures linked to flood and drought prevention, sustainable water use, ecosystem restoration, and the adaptation of infrastructure to climate-related risks. In fact, Regulation (EU) 2021/523 sets a specific climate target for the Sustainable Infrastructure Window (SIW): at least 60% of SIW investments must contribute to climate and environmental objectives.

In practice, however, InvestEU support is usually channelled through high-level framework operations or funds, under which multiple sub-projects or investments can be financed. InvestEU publishes a [list of approved InvestEU operations](#). As of December 2025, this list includes 186 operational programmes. It does not, however, include the individual projects or funds supported under them. It is therefore not possible to quantify the share of InvestEU funding dedicated to natural disaster-related actions.

2.2.3. Union Space Programme

a. Objectives

The Union Space Programme, established by Regulation (EU) 2021/696, is the EU’s first integrated space programme to support space policy, address societal challenges such as climate change and technological innovation, and support the EU internal market.¹⁹ Also known as the “EU Space Programme”, it consists of several flagship components, namely:

- Global Navigation Satellite System (GNSS or “Galileo”);
- European Geostationary Navigation Overlay Service (EGNOS);
- Earth Observation programme (“Copernicus”);
- Space Situational Awareness (SSA);
- European Union Governmental Satellite Communications (GOVSATCOM).

b. Total budget

The Union Space Programme is financed by the MFF without any contribution from NextGenerationEU. Table 10 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

¹⁸ As of 31 Aug 2025, InvestEU has mobilised EUR 293 billion, see InvestEU 27 Nov 2025. [InvestEU Indicators](#).

¹⁹ Regulation (EU) 2021/696 of the European Parliament and of the Council of 28 April 2021 establishing the Union Space Programme and the European Union Agency for the Space Programme and repealing Regulations (EU) No 912/2010, (EU) No 1285/2013 and (EU) No 377/2014 and Decision No 541/2014/EU.

Table 10: Total Union Space Programme funding 2021–2027

Funding source	*Reference amount (EUR million – current prices)	**Total amount (EUR million – current prices)
Union Space Programme: MFF	14 880	14 388

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

Within the programme, three aspects relate to natural disasters: the Copernicus Emergency Management Service, SSA and GOVSATCOM.

Within Copernicus, the **Copernicus Emergency Management Service (CEMS)** uses satellite imagery and other geospatial data to provide a free-of-charge mapping service in cases of natural hazards and man-made disasters throughout the world. This includes information on the presence of settlements and population using the Global Human Settlements Layer (GHSL) datasets. In this way, it supports disaster management at three points:

- **Preparedness:** the CEMS supports early warning and monitoring, e.g., to detect floods and forest fires, through the provision of on-demand pre-disaster analyses based on geospatial information.
- **Response:** the CEMS supports emergency response through the provision of real-time geospatial information support during or immediately after a disaster. The information enables assessment of the geographical extent of an event (e.g., flooded area in case of flooding, burnt area in case of wildfire) and of the extent of damage to infrastructure (buildings, transportation, facilities).
- **Recovery:** the CEMS provides on-demand geospatial information for recovery purposes (beyond immediate response), including post-disaster analyses focussed on impact assessment and monitoring of recovery progress.

Management of the CEMS is delegated to the European Commission’s Joint Research Centre.

The CEMS features within the budget line “020601 European Earth Observation Programme (Copernicus): operational services including Emergency Management”. Table 11 below presents funding commitments for the 2021–2027 period.

Table 11: CEMS funding

	Commitments (EUR million, current prices)							TOTAL
	2021	2022	2023	2024	2025	2026	2027	
Copernicus Emergency Management Service	15.00	10.30	11.00	11.00	13.00	13.00	15.55	88.85

Source: EU Space Support Office

Space Situational Awareness (SSA): has as its primary purpose the provision of comprehensive knowledge and understanding of the main space hazards, encompassing collisions between space objects, fragmentation and re-entry of space objects into the atmosphere, space weather events, and near-Earth objects. In this way, it supports preparedness and early warning for potential natural disasters originating in extra-terrestrial hazards. It covers three areas:

- Space Surveillance and Tracking: a system of networked sensors to survey and track space objects, together with processing capabilities to provide data, information and services on objects that orbit the Earth.
- Near-Earth Objects: monitoring the risk of natural space objects approaching the Earth, such as asteroids and comets. By promoting networking among Member States' facilities and research centres, the SSA supports the development of a routine rapid response service that can characterise newly-detected near-earth objects.
- Space Weather Events: a space weather service that predicts the impacts of different scenarios.

European Union Governmental Satellite Communications (GOVSATCOM) supports the response to natural disasters, as well as man-made crises such as geopolitical instability and cyber threats, by ensuring the continuity of services. It provides secure, resilient, and cost-effective satellite communications to EU and Member State bodies managing security critical missions and infrastructures. In the context of natural disasters or man-made crises, GOVSATCOM ensure that responders have access to secured communications services, linking rear bases and command and control centres. It ensures that the relevant authorities can communicate, coordinate, and respond effectively when these events occur.

SSA/GOVSATCOM are financed by the following lines of the general budget of the Union: 04 01 01 and 04 02 03. Table 12 below presents funding commitments for the 2021-2027 period.

Table 12: Funding for SSA/GOVSATCOM (2021-2027)

Item	Commitment appropriations (EUR million – current prices)
SSA	21.46
GOVSATCOM	176.05

Source: Commission Implementing Decision of 18.6.2021 on the financing of the Union Space Programme and the adoption of the work programmes for 2021 (direct management) and 2021-2027 (indirect management), C(2021) 4316.

2.3. “Cohesion, Resilience and Values” funding for natural disasters

As noted earlier, the second MFF heading includes five programmes and instruments of relevance to natural disaster-related actions, three of which (ERDF, CF, ESF+) also feature the possibility of reprogramming in the event of a natural disaster via the RESTORE framework. The ERDF also finances Interreg. The five programmes and instruments, as well as Interreg and the RESTORE framework, are described in the sub-sections that follow.

2.3.1. European Regional Development Fund (ERDF)

a. Objectives

In accordance with Regulation (EU) 2021/1058, the task of the ERDF is to “contribute to reducing disparities between the levels of development of the various regions within the Union, and to reducing the backwardness of the least favoured regions through participation in the structural adjustment of regions whose development is lagging behind and in the conversion of

declining industrial regions, including by promoting sustainable development and addressing environmental challenges”.²⁰

To this end, the ERDF supports investments pursuing five policy objectives (PO):

- PO1: a more competitive and smarter Europe by promoting innovative and smart economic transformation and regional ICT connectivity;
- PO2: a greener, low-carbon transitioning towards a net zero carbon economy and resilient Europe by promoting clean and fair energy transition, green and blue investment, the circular economy, climate change mitigation and adaptation, risk prevention and management, and sustainable urban mobility;
- PO3: a more connected Europe by enhancing mobility;
- PO4: a more social and inclusive Europe implementing the European Pillar of Social Rights;
- PO5: a Europe closer to citizens by fostering the sustainable and integrated development of all types of territories and local initiatives.²¹

Regulation (EU) 2021/1058 offers the possibility for Member States to use ERDF funding for natural disaster-related actions, including under the specific objective of “Promoting climate change adaptation and disaster risk prevention, and resilience, taking into account eco-system based approaches”. Such actions can include, inter alia, “Investments in new or upgraded disaster monitoring, preparedness, warning and response systems against natural disasters”.²² Other investments in natural disaster-related actions would be eligible provided that they are in line with the scope of support set out in the regulation.

Regulation (EU) 2024/3236 amended Regulation (EU) 2021/1058 to create RESTORE, a temporary framework allowing Member States to reprogramme up to 10% of the initial total national allocation of the ERDF and the ESF+ to support areas hit by natural disasters between 1 January 2024 and 31 December 2025. Details of funding reprogrammed in this way are provided in section 2.3.5 below.

Part of the ERDF budgetary allocation is committed to the implementation of the European territorial cooperation goal (Interreg), as described below in section 2.3.2.

b. Total budget

The ERDF is financed by the MFF and NextGenerationEU. Table 13 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

²⁰ Regulation (EU) 2021/1058 of the European Parliament and of the Council of 24 June 2021 on the European Regional Development Fund and on the Cohesion Fund.

²¹ Regulation (EU) 2021/1058 of the European Parliament and of the Council of 24 June 2021 on the European Regional Development Fund and on the Cohesion Fund.

²² Regulation (EU) 2021/1058, Annex I.

Table 13: Total ERDF funding 2021-2027

Funding source	*Reference amount (EUR million - current prices)	**Total amount (EUR million - current prices)
ERDF: MFF	226 047	225 759
ERDF: NextGenerationEU	n/a	35 449
Total funding	n/a	261 208

Source: Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

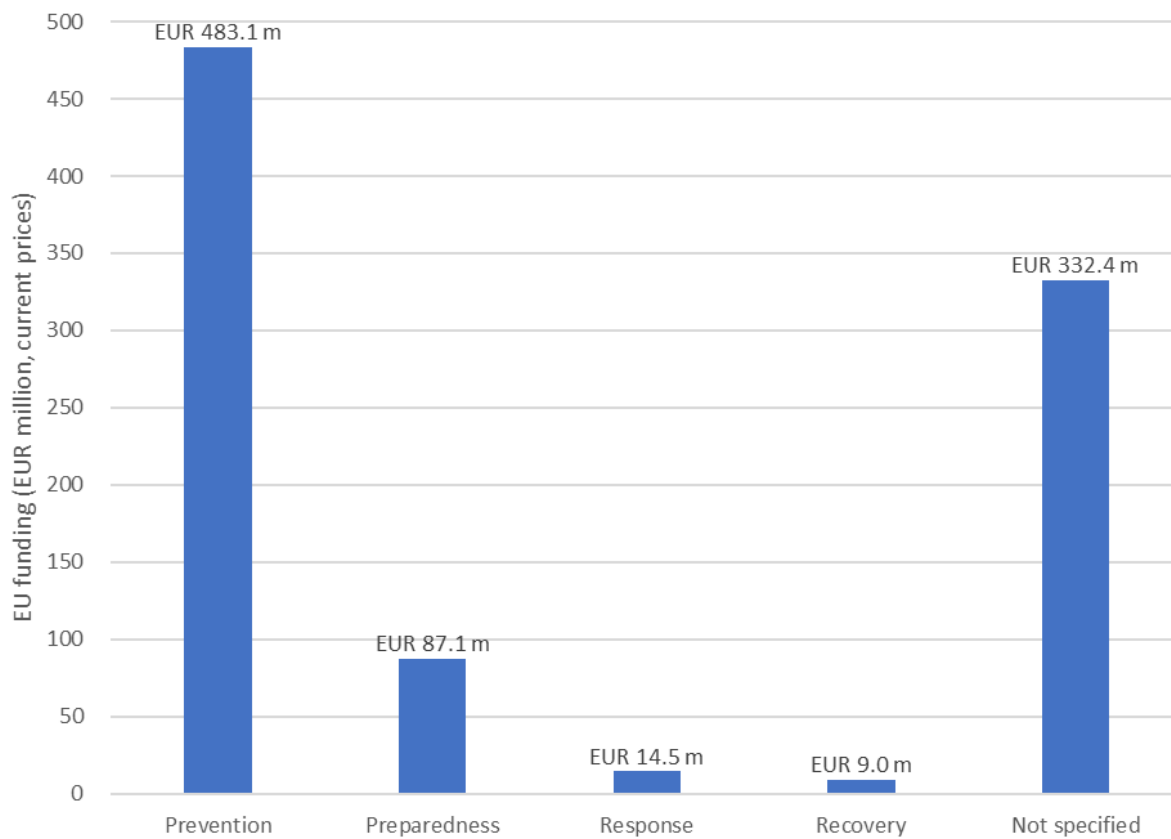
Natural disaster-related projects can be eligible for ERDF funding, depending on the priorities set within operational programmes. For this study, projects related to natural disasters within relevant thematic priorities were identified through a search of the Kohesio data platform (see Annex 3). The search identified 530 ERDF projects related to natural disasters with a total ERDF allocation of EUR 926.2 million. These projects represent 1.45% of the total ERDF budget reported in the Kohesio database up to December 2025 (EUR 63.8 billion).²³

Of these 530 projects, 144 (EUR 483.2 million) were primarily related to prevention, 82 (EUR 87.1 million) to preparedness, 63 (EUR 14.5 million) to response, and 6 (EUR 9.0 million) to recovery. The remaining 235 projects (EUR 332.4 million) were natural disaster-related but could not be robustly assigned to a specific disaster-management phase based on the available project descriptions.

Of the total ERDF budget recorded in the database, around 0.76% was devoted to prevention-related actions, 0.14% to preparedness, 0.02% to response, and 0.01% to recovery. The “not specified projects” accounted for 0.52% of the ERDF budget.

²³ As noted above, the Kohesio data only includes projects reported by the Member States up to December 2025; thus, it may not feature all projects funded up to that point, if not reported Member States. In addition, the years 2026 and 2027, are not included.

Figure 5: Total ERDF funding by type of natural disaster-related action



Source: Kohesio open data platform

Table 14 below provides illustrative examples of ERDF-funded projects related to natural disasters (selected at random from the identified projects).²⁴

Table 14. Examples of ERDF-funded projects related to natural disasters

Phase	Project ID, Country	Project description	Budget (EUR million, current prices)
Prevention	Q7495422 EL	Implements flood protection works in the Apolloni settlement (Rhodes) to reduce flood risk and protect residential areas from water-related hazards.	0.389
Preparedness	Q7445522 BG	Updates the flood risk management plan for the River Basin District, strengthening planning and preparedness for future flood events.	0.434
Preparedness	Q7371834 PL	Enhances the rescue and firefighting system in Sochaczew municipality by improving operational readiness and	0.318

²⁴ The ID refers to the projects' unique identifier as recorded in the Kohesio dataset (there, the variable is named 'Operation_Unique_Identifier'). the budget refers to that total eligible expenditure (named 'Total_Eligible_Expenditure' in the Kohesio dataset). The project descriptions are adapted from the much longer descriptions named 'Operation_Summary_English'.

Phase	Project ID, Country	Project description	Budget (EUR million, current prices)
		response capacity for floods and extreme weather events.	
Response	Q7375825 PL	Procures a light rescue and firefighting vehicle for the Volunteer Fire Brigade in Cholewiana Góra, improving emergency response capacity for fires and floods.	0.110
Response	Q7455999 PT	Implements the SIREN system to improve coordination and operational response to emergency situations caused by natural risks.	0.698

Source: Kohesio open data platform

2.3.2. Interreg

a. Objectives

Interreg is the EU's instrument for European territorial cooperation under the 2021–2027 Cohesion Policy framework. It supports cross-border, transnational and interregional cooperation between Member States and neighbouring countries. The overall objective is to strengthen economic, social and territorial cohesion by addressing shared challenges and fostering joint development strategies.

b. Total budget

Interreg receives an allocation of EUR 8 050 million (2018 prices) from the ERDF financial envelope.

Table 15: Total Interreg funding 2021–2027

Funding source	*EUR million – 2018 prices	**EUR million – current prices
Interreg (financed by ERDF)	8 050	9 070

Source: *Regulation (EU) 2021/1059 of the European Parliament and of the Council of 24 June 2021 on specific provisions for the European territorial cooperation goal (Interreg) supported by the European Regional Development Fund and external financing instruments. ** Current prices are calculated by applying annually a fixed deflator of 2% to the amount in 2018 prices, assuming that the budget is allocated evenly over 2021–2027.

c. Budget for natural disaster-related actions

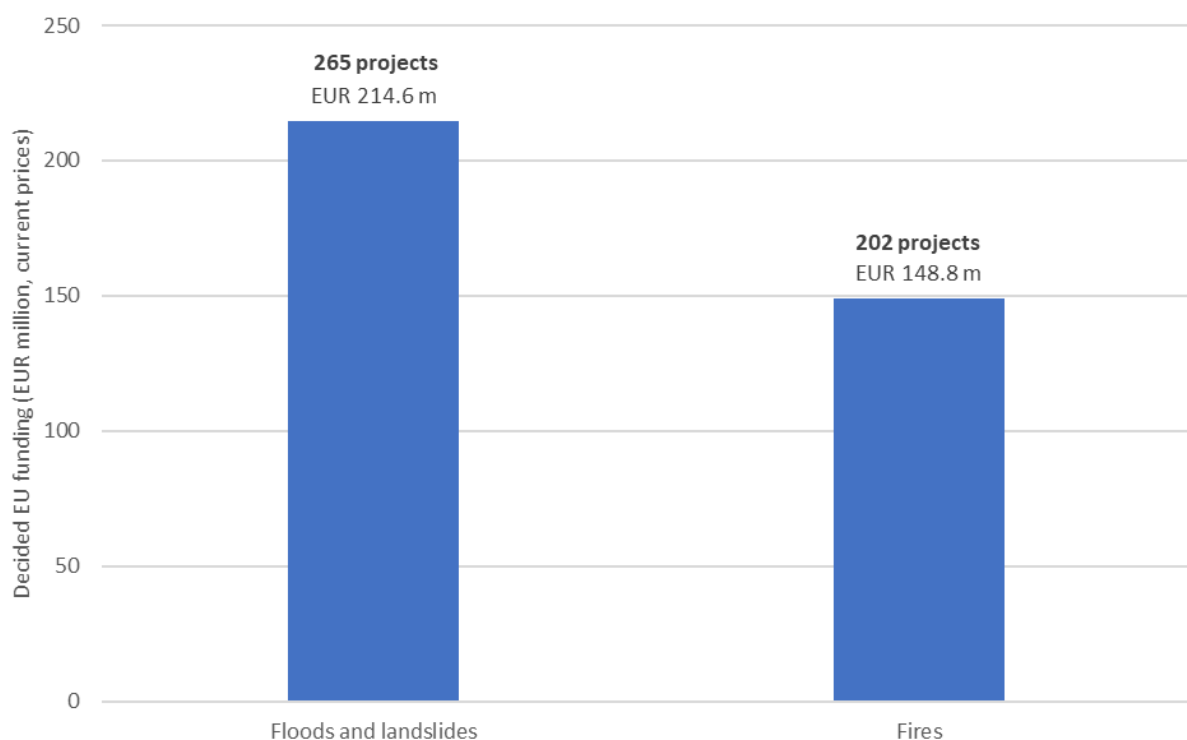
For the 2021–2027 programming period, Interreg features one specific objective relevant to natural disasters, namely: "RSO2.4: "Promoting climate change adaptation, disaster risk prevention and resilience", which features 49 different intervention fields. Most (47) intervention fields relate broadly to climate adaptation, environmental resilience or risk management, rather than directly to natural disasters. The other two intervention fields explicitly relate to the prevention of natural hazards:

- 058 – Prevention or management of floods and landslides;
- 059 – Prevention or management of climate-related risks: fires.

For the purposes of this study, eligible projects were identified through a search of the Cohesion Open Data Platform, using the latest cumulative reporting cycle (2025) (see Annex 4).²⁵ The figures below refer to decided allocations of EU funding (excluding national co-financing), i.e. funding that has been formally committed to projects. The search was undertaken within relevant thematic priorities under the intervention fields 058 and 059.

The search identified **467 projects related to prevention** of natural disasters with a total EU budget of EUR 363 million.²⁶ This represents 42% of the total decided allocation of EUR 871 million for Specific Objective RSO2.4 and 5% of the total decided allocation of EUR 7 billion for all of Interreg. Reflecting the definition of the intervention fields, none of the identified projects related to preparedness, response or recovery. As shown in Figure 6, “Floods and landslides” accounted for 57% of the identified projects and 59% of funding, whilst Fire-related risk prevention accounted for 43% of identified projects and 41% of funding.

Figure 6: Total allocated Interreg funding by type of natural disaster



Source: Cohesion Open Data Platform.

It is important to note that these figures represent a conservative estimate of natural disaster-related funding within Interreg. Broader climate adaptation and environmental resilience measures under RSO2.4 were not included unless they explicitly referenced natural hazards. Moreover, as the programming period runs until 2027 and reporting is cumulative, the figures reflect commitments to date rather than final allocations for the full programming period.

²⁵ Data was sourced from the Cohesion Open Data Platform, as the Kohesio data platform does not include Interreg projects.

²⁶ The figures presented here are based on *allocated* budgets – the total *planned* budget for RSO 02.4 amounts to approximately EUR 1 201.1m; including EUR 298 million (265 operations) for floods and landslides and EUR 228 million (202 operations) for fire-related measures.

2.3.3. Cohesion Fund (CF)

a. Objectives

The Cohesion Fund (CF) aims to strengthen economic, social and territorial cohesion by supporting projects in the fields of environmental protection and trans-European networks in the area of transport infrastructure (TEN-T) in Member States with a gross national income per capita below 90% of the EU average. It finances large-scale infrastructure investments, particularly in water management, waste management, transport and climate-related infrastructure. The CF offers the possibility for Member States to invest in natural disaster-related actions, such as investments in flood protection, water retention, drainage systems, slope stabilisation and climate-resilient transport infrastructure.

Regulation (EU) 2024/3236 amended Regulation (EU) 2024/1058 to create "RESTORE" (Regional Emergency Support to Reconstruction), a temporary framework allowing Member States to reprogramme part of their CF allocations to support areas hit by natural disasters between 1 January 2024 and 31 December 2025. Details of funding reprogrammed in this way are provided in section 2.3.5 below.

b. Total budget

Table 16 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission's budgetary proposals for 2026.

Table 16: Total CF funding 2021-2027

Funding source	*Reference amount (EUR million – current prices)	**Total amount (EUR million – current prices)
CF: MFF	48 026	50 560

Source: Source: European Commission, COM(2025)0300: Draft – The Union's annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

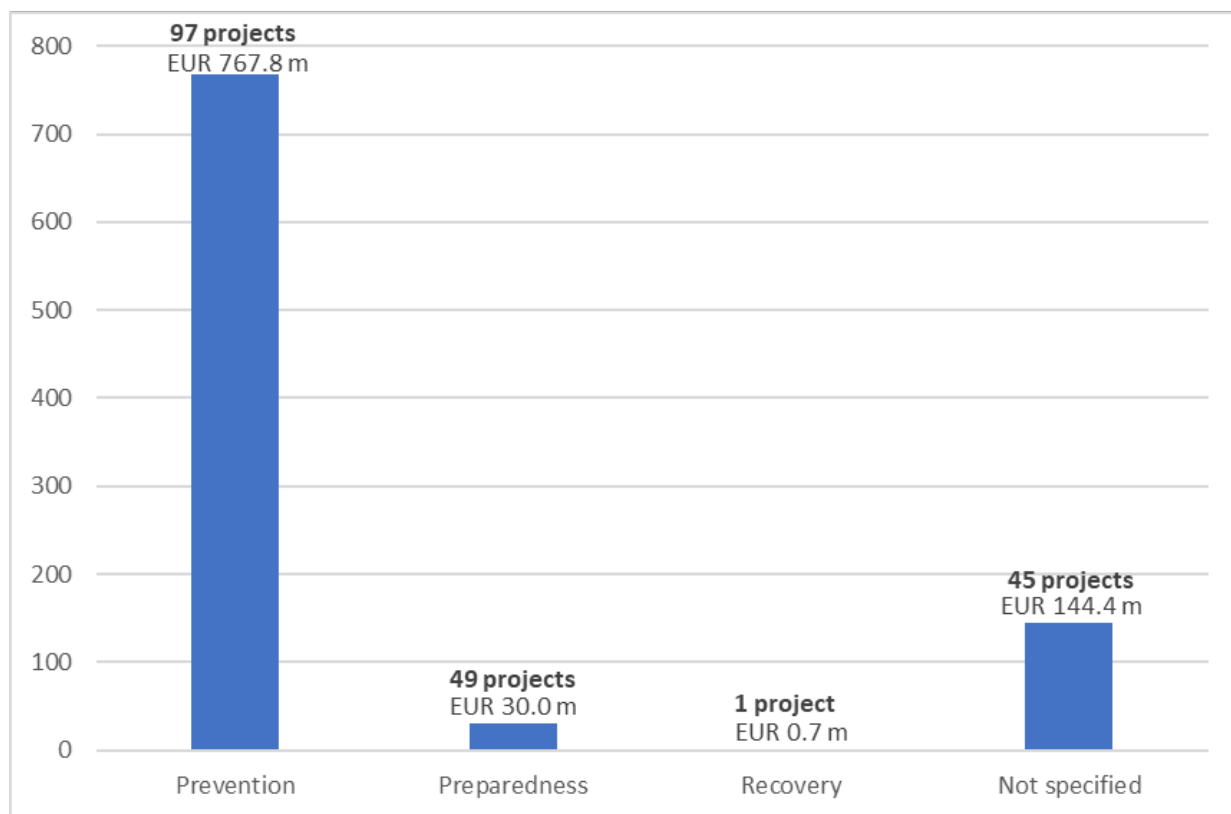
c. Budget for natural disaster-related actions

As with ERDF, natural disaster-related projects can be eligible for CF funding, depending on the priorities set within operational programmes. For this study, relevant projects were identified through a search of the Kohesio data platform (see Annex 3). In total, the Kohesio data available for the 2021-2027 programming period included **192 CF projects related to natural disasters**.

As shown in Figure 7 below, 97 (51%) related to prevention, whilst 49 (26%) related to preparedness and 1 (<1%) to recovery. The other 45 (23%) projects were relevant to natural disasters but could not be linked to a specific phase.

In total, CF support for natural disaster-related actions amounts to EUR 942.8 million, representing 4.34% of the total CF budget recorded in the Kohesio database up to December 2025 (EUR 21.7 billion). Of the total CF budget, around 3.54% was allocated to prevention-related actions, 0.14% to preparedness, 0.003% to recovery, and 0.66% to relevant projects that could not be linked to a specific phase.

Figure 7: Total Cohesion Fund funding by type of natural disaster-related action



Source: Kohesio open data platform

Table 17 below shows examples of CF-funded projects related to natural disasters selected at random from the identified projects.²⁷

Table 17: Examples of CF-funded projects related to natural disasters

Phase	Project ID, Country	Project description	Budget (EUR million, current prices)
Prevention	Q7409145 CZ	Protects the municipality of Pokojovice from flooding through the implementation of nature-based flood protection measures designed to reduce flood risk and mitigate potential damage.	0.596
Prevention	Q7426990 EE	Addresses rainwater drainage problems in the city of Põlva that cause local flooding and overload the sewage system by constructing infiltration systems, installing separate stormwater pipelines, and	0.105

²⁷ The ID refers to the projects' unique identifier as recorded in the Kohesio dataset (there, the variable is named 'Operation_Unique_Identifier'). the budget refers to that total eligible expenditure (named 'Total_Eligible_Expenditure' in the Kohesio dataset). The project descriptions are adapted from the much longer descriptions named 'Operation_Summary_English'.

Phase	Project ID, Country	Project description	Budget (EUR million, current prices)
		reconstructing drainage infrastructure to improve flood resilience.	
Prevention	Q7467526 SK	Implements water retention measures in the village of Partizánska Ľupča to reduce runoff and strengthen drought and flood resilience through nature-based and technical solutions for local rainwater retention and infiltration.	0.063
Preparedness	Q7409298 CZ	Expands the flood warning and alert system in the city of Chomutov by developing a digital two-way acoustic warning system to improve the timely issuance of flood alerts.	0.069
Preparedness	Q7465419 PT	Deploys the SAARAM II early warning flood system, combining meteorological and hydrological monitoring, numerical modelling, river-flow surveillance, and sensor networks to strengthen flood preparedness.	1.517
Recovery	Q7409831 CZ	Addresses drought-related water shortages in the Chrastavsko and Hrádecka regions by reconstructing water treatment infrastructure to restore reliable drinking water supply following resource depletion linked to drought conditions.	2.268

Source: Kohesio open data platform

2.3.4. European Social Fund Plus (ESF+)

a. Objectives

The ESF+ is the EU's main instrument for investing in people during 2021–2027, established under Regulation (EU) 2021/1057.²⁸ It aims to support Member States and regions to achieve high employment, fair social protection, a skilled and resilient workforce and cohesive societies, as well as delivering on the principles set out in the European Pillar of Social Rights. The specific objectives set out in Regulation (EU) 2021/1057 include improving access to employment and activation measures; modernising labour-market institutions and anticipating skills needs; promoting gender equality, healthy and adaptable workplaces, skills transitions and mobility; and fostering social inclusion through better access to services, support for migrants,

²⁸ Regulation (EU) 2021/1057 of the European Parliament and of the Council of 24 June 2021 establishing the European Social Fund Plus (ESF+) and repealing Regulation (EU) No 1296/2013.

modernised social protection, childcare, healthcare, anti-poverty measures and assistance for the most deprived.

Regulation (EU) 2021/1057 does not directly refer to support for natural disaster-related actions. However, such actions would be eligible provided that they are in line with the scope of support set out in the regulation.

Regulation (EU) 2024/3236 amended Regulation (EU) 2021/1057 to create RESTORE, a temporary framework allowing Member States to reprogramme up to 10% of the initial total national allocation of the ESF+ and the ERDF to support areas hit by natural disasters between 1 January 2024 and 31 December 2025.²⁹ Details of funding reprogrammed in this way are provided in section 2.3.5 below.

b. Total budget

ESF+ is financed by the MFF and NextGenerationEU. Table 18 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

Table 18: Total ESF+ funding 2021–2027

Funding source	*Reference amount (EUR million - current prices)	**Total amount (EUR million - current prices)
ESF+: MFF	98 500	95 782
ESF+: NextGenerationEU	n/a	15 185
Total funding	n/a	110 967

Source: Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

ESF+ support supports disaster-related actions primarily through funds reprogrammed via the RESTORE framework, as described in section 2.3.4 below.

A comprehensive search of the Kohesio data platform, followed by a manual review (see the methodological Annex 3) identified only one ESF+ project specifically related to natural disasters in 2021–27. This project, implemented in Poland, focuses on strengthening civic engagement and institutional capacity around water governance, with particular attention to flood risk and drought management in the Oder River basin. Activities include training for non-governmental organisations, awareness-raising on flood risks and water protection, and capacity-building for crisis coordination and monitoring. The project is primarily oriented towards disaster risk preparedness and has an EU budget of approximately EUR 0.30 million.

2.3.5. RESTORE (ERDF, ESF+, CF)

Regulation (EU) 2024/3236 amended Regulation (EU) 2024/1058 (for the ERDF and the CF) and Regulation (EU) 2021/1057 (for the ESF+) to create a temporary framework that provides for flexibility and financial support in the event of a natural disaster, while preserving the long-term strategic nature of cohesion policy investments, namely the Regional Emergency Support to

²⁹ Regulation (EU) 2024/3236 of the European Parliament and of the Council of 19 December 2024 amending Regulations (EU) 2021/1057 and (EU) 2021/1058 as regards Regional Emergency Support to Reconstruction (RESTORE).

Reconstruction (RESTORE) framework.³⁰ RESTORE is based on the introduction of a new sub-objective, namely that of “supporting investments aimed at reconstruction in response to a natural disaster that occurs between 1 January 2024 and 31 December 2025”. It allows Member States to reprogramme up to 10% of the initial total national allocation of the ESF+ and the ERDF to activities pursuing this objective at a maximum EU co-financing rate of 95%.

In the case of the ESF+, funds can be reprogrammed to alleviate the negative socio-economic consequences of natural disasters. Reprogrammed expenditure can support any of the specific objectives of ESF+. It can also support:

- temporary short-time work schemes;
- access to healthcare including for people who are not in imminent socio-economic vulnerability;
- the delivery of food and/or basic material assistance (without the need for accompanying measures supporting social inclusion).

In the case of the ERDF and the CF, funds can be reprogrammed to support investments aimed at reconstruction following natural disasters. Reprogrammed funds from the ERDF can cover the restoration of damaged or destroyed infrastructure or investment in fixed capital for businesses and equipment, and the restoration of natural areas, biodiversity and green infrastructure, including reforestation-related measures.³¹ They can also be used to improve the functionality of the infrastructure affected in order to enhance its capacity, sustainability and resilience to withstand future natural disasters.³² The CF can provide support for investments aimed at reconstruction, provided they are in line with the scope of support from the Cohesion Fund set out in Regulation (EU) 2021/1058.³³

Table 19 below presents the programme amendments approved at the time of writing. Further amendments may take place, given that proposed amendments can be submitted up to six months after the date on which the natural disaster occurred (i.e. the last possible date for submission would be 30 June 2026).

Table 19: Funds reprogrammed via RESTORE

Programme	EU funds reprogrammed (EUR million – current prices)			
	ERDF	CF	ESF+	TOTAL
Auvergne-Rhône - Alpes - ERDF/ESF+/JTF	16	-	-	16
Employment, Inclusion, Youth and Skills - ESF+	-	-	24	24
Guyane - ERDF-ESF+	-	-	2	2

³⁰ Regulation (EU) 2024/3236 of the European Parliament and of the Council of 19 December 2024 amending Regulations (EU) 2021/1057 and (EU) 2021/1058 as regards Regional Emergency Support to Reconstruction (RESTORE).

³¹ Recital 5, Regulation (EU) 2024/3236.

³² Recital 6, Regulation (EU) 2024/3236.

³³ Recital 5, Regulation (EU) 2024/3236.

Programme	EU funds reprogrammed (EUR million – current prices)			
	ERDF	CF	ESF+	TOTAL
Mayotte – ERDF	177	-	-	177
Réunion – ERDF-ESF+	103	-	-	103
FRANCE – TOTAL	295	0	25	320
Sicilia – ERDF	30	-	-	30
Valle d’Aosta – ERDF	6	-	-	6
ITALY – TOTAL	35	0	0	35
Dolny Śląsk – ERDF/ESF+/JTF	82	-	-	82
Infrastructure, Climate, Environment – CF/ERDF	190	120	-	310
Lubuskie – ERDF/ESF+	19	-	-	19
Opolskie – ERDF/ESF+	78	-	-	78
Śląskie – ERDF/ESF+/JTF	115	-	-	115
POLAND – TOTAL	485	120	0	605
Centro Regional Programme – ERDF/ESF+	40	-	-	40
Norte Regional Programme – ERDF/ESF+/JTF	52	-	-	52
PORTUGAL – TOTAL	92	0	0	92
North East – ERDF	13	-	-	13
South East – ERDF	21	-	-	21
ROMANIA – TOTAL	34	0	0	34
Castilla-La Mancha – ERDF	3	-	-	3

Programme	EU funds reprogrammed (EUR million – current prices)			
	ERDF	CF	ESF+	TOTAL
Galicia – ERDF	27	-	-	27
Murcia – ERDF	3	-	-	3
Multiregional – ERDF	305	-	-	305
Valencia – ERDF	352	-	-	352
Valencia – ESF+	-	-	166	166
SPAIN – TOTAL	691	0	166	857
EU – TOTAL	1 632	120	191	1 943

Source: European Commission (provided via email, 9 January 2026). NB: Due to rounding, the sum of individual values may not equal the total exactly.

2.3.6. Union Civil Protection Mechanism (UCPM)

a. Objectives

The general objective of the UCPM is to “strengthen the cooperation between the Union and the Member States and to facilitate coordination in the field of civil protection in order to improve the effectiveness of systems for preventing, preparing for and responding to natural and man-made disasters.”³⁴ The participating countries are the 27 EU Member States and 10 additional states.³⁵ It was established in 2013 by Decision No 1313/2013/EU³⁶ and amended in 2021 by Regulation (EU) 2021/836.³⁷

The general objective of the UCPM is pursued through four specific objectives, namely to:

- Achieve a high level of **protection** against disasters by preventing or reducing their potential effects, by fostering a culture of prevention and by improving cooperation between the civil protection and other relevant services;
- Enhance **preparedness** at Member State and Union level to respond to disasters;
- Facilitate rapid and efficient **response** in the event of disasters or imminent disasters;
- Increase **public awareness and preparedness** for disasters.

b. Total budget

The UCPM receives EU funding from both the MFF and NextGenerationEU. Table 20 below presents the original MFF budgetary allocation, as well as the updated figure provided in the

³⁴ Article 1.

³⁵ Iceland, Norway, Liechtenstein, North Macedonia, Serbia, Türkiye, Montenegro, Bosnia and Herzegovina, Albania, Ukraine.

³⁶ Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism.

³⁷ Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism.

Commission’s budgetary proposals for 2026. The Commission provides an estimate of EUR 100.2 million for additional contributions from the other participating states during 2021–2027, although that figure is subject to change.³⁸

Table 20: Total UCPM funding 2021–2027

Funding source	*Reference amount (EUR million - current prices)	**Total amount (EUR million - current prices)
UCPM: MFF	1 263	1 589
UCPM: NextGenerationEU	n/a	2 059
UCPM: Total funding	n/a	3 648

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

The entire UCPM budget is allocated to disaster-related actions, both natural and man-made. In addition, Annex I of Regulation (EU) 2021/836 sets percentages for allocation of the financial envelope to actions related to prevention, preparedness and response. A degree of flexibility is allowed, given the need for an urgent response to unexpected events. To this end, Article 19(6) of the regulation empowers the Commission to adopt delegated acts in order to amend the percentage allocations within the available budgetary allocations. Detailed figures on the percentages allocated in practice to prevention, preparedness and response are not provided, for example, in the Annual Activity Reports of DG ECHO.

The allocation thresholds and the data on outcomes do not differentiate between natural and man-made disasters. In part, this reflects the fact that there can be considerable overlap between the preparedness and response actions required for natural disasters versus those required for man-made disasters (e.g., training or deploying urban search and rescue modules). However, prevention actions related to certain man-made disasters (i.e. acts of terrorism or radiological disasters) are not covered by the UCPM.

Table 21 below provides the allocation thresholds applying to the MFF allocation, as specified in Regulation (EU) 2021/836, and their corresponding budgetary values.

³⁸ Commission Implementing Decision (C(2025)6902final) of 17October2025 on the financing of the Union Civil Protection Mechanism and adopting a multiannual work programme for 2021–2027, repealing and replacing Commission Implementing DecisionC(2024)7235final.

Table 21: Allocation to types of (natural and man-made) disaster-related actions

Type of action	*Allocation thresholds (2021 UCPM Regulation)	**Value (EUR million - current prices)
Prevention	5% (+/- 4 percentage points)	182 (33 – 299)
Preparedness	85% +/- 10 percentage points	3 101 (2 490 – 3 154)
Response	10% +/- 9 percentage points	365 (33 – 631)
TOTAL	100%	3 648

Sources: *Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism. ** based on the percentage allocations stated in Regulation (EU) 2021/836 and the total budget (from the MFF and NextGenerationEU) stated in COM(2025)0300.

For the years 2021–2025, the Commission adopted implementing decisions on financing emergency response actions in order to guarantee their continuity. The publication of these implementing decisions reflects the unpredictable nature of such expenditures and the need for rapid deployment, whereas other UCPM spending is largely planned and predictable, managed through multiannual work programmes or standard budgetary instruments. The implementing decisions specify the maximum EU contribution for the implementation of such actions each year.³⁹

Table 22 below provides the value of the EU contribution to response actions and a calculation of its share of the UCPM's annual financial envelope. The total of EUR 82.5 million in 2023 included a transfer of EUR 55 million into the UCPM from the Solidarity and Emergency Aid Reserve. The Commission reports that this transfer was made in response to the earthquakes in Türkiye and Syria, the Sudan conflict, war in Ukraine, and fires in Portugal, northern Spain, the Pyrenees region, Romania, the Balkans and southern Ireland.⁴⁰

Table 22: Allocation for response actions

06 05 01 Union Civil Protection Mechanism (rescEU)	EU contribution to response* (EUR million, current prices)	Total annual budget** (EUR million, current prices)	% of annual budget
2021	61.6	861.5	7.1%
2022	100.0	1 038.9	9.6%
2023	82.5	936.1	8.8%
2024	15.0	243.0	6.2%

*Source: Commission Implementing Decisions on financing emergency response actions under the Union Civil Protection Mechanism (2022, 2023, 2024).

³⁹ The Commission has not published Implementing Decisions on financing emergency response actions in 2025 or 2026.

⁴⁰ Commission Implementing Decisions of 19.7.2023 amending Implementing Decision C(2022)9057 on financing emergency response actions under the Union Civil Protection Mechanism for 2023; C(2023) 4825.

A diversity of actions related to prevention, preparedness and response are supported by the UCPM. Table 23 below provides an indicative list.

Table 23: Indicative list of actions financed by the UCPM

Categories of actions	Indicative list of actions implemented
Prevention	<ul style="list-style-type: none"> • Risk mapping (EU overview + national disaster risk management reports) • Prevention projects in Member States, Participating States and eligible third countries • Increased awareness of disaster prevention through the dissemination of scientific knowledge through the Disaster Risk Management Knowledge Centre • Advisory missions (mostly in third countries) • Disaster Resilience Goals (adopted in 2023) and the Wildfire Action Plan
Preparedness	<ul style="list-style-type: none"> • Strategic reserve of disaster response capabilities and stockpiles (rescEU) • European Civil Protection Pool supporting development of national capacities • Adaptation Grants to upgrade and repair national resource response capacities • Training and exercises programme to increase the knowledge base and preparedness of stakeholders • Early warning systems complementing national systems • Preparedness projects sharing (scientific) knowledge and best practices • Guidelines on Host Nation Support • Advisory missions (mostly in third countries)
Response	<ul style="list-style-type: none"> • Emergency Response Coordination Centre (ERCC) contribution to a rapid and efficient response • Response to requests for assistance inside and outside the EU • Ability to provide 'standard' logistics operations and adapt to new logistical demands during complex, large-scale crises

Source: Commission Staff Working Document: Evaluation of the Union Civil Protection Mechanism (2017–2022), SWD(2024) 212.

2.3.7. Recovery and Resilience Facility (RRF)

a. Objectives

The RRF is the central instrument of the EU's NextGenerationEU post-COVID-19 pandemic recovery plan, supporting reforms and investments proposed by Member States in their Recovery and Resilience Plans (RRPs). Operating under Regulation (EU) 2021/241, it aims to mitigate the social and economic impacts of the COVID-19 pandemic, strengthen long-term European resilience and competitiveness, and accelerate the green and digital transitions.

RRF eligibility is determined within national RRP and can include any reform or investment contributing to the Facility's objectives, provided it is additional to other EU funding, completed by 2026, and linked to verifiable milestones and targets.

The RRF's scope of application is structured in six pillars. Two pillars are of relevance to natural disaster-related actions:

- (a) green transition;
- (e) health, and economic, social and institutional resilience, with the aim of, inter alia, increasing crisis preparedness and crisis response capacity.

In addition, each Member State must dedicate at least 37% of the expenditures of its RRP to measures contributing to climate objectives.

The six pillars and the climate target do not constitute budgetary allocations within RRP. Instead, each RRP is structured according to its own set of priorities. However, Regulation (EU) 2021/241 requires the Member States to explain how their RRP contribute to the pillars. The European Commission is then required, first, to assess whether the RRP contribute appropriately to all six pillars and, second, to report ex-post on the expenditure financed under each of the pillars. Similarly, the Commission is required to provide a quantitative assessment of the contribution of RRP to the climate target of at least 37%.

b. Total budget

Regulation (EU) 2021/241 allocates total funding of EUR 672.5 billion to the RRF, as shown in Table 24 below.⁴¹ The [European Commission website also](#) provides a figure of EUR 637 billion for the total RRF financial envelope at the end of December 2025, comprising EUR 359 billion in grants and EUR 278 billion in loans.

Table 24: Total RRF funding 2021–2027

Funding source	Commitment appropriations (EUR million – 2018 prices)
Grants	312 500
Loans	360 000
TOTAL	672 500

Source: Regulation (EU) 2021/241

c. Budget for natural disaster-related actions

As noted above, whilst two of the RRF pillars are of relevance to natural disasters, the budgetary allocations within RRP are not structured according to the pillars. Instead, the Recovery and Resilience Scoreboard provides an estimate of the share of each Member State's Plan expenditure contributing to each policy pillar based on a "tagging" of all measures against a list of policy areas under each pillar. Each measure is tagged against two policy areas: the first on a

⁴¹ Regulation (EU) 2021/241 of the European Parliament and of the Council of 12 February 2021 establishing the Recovery and Resilience Facility.

“primary” basis and the second on a “secondary” basis. The policy areas are listed but not defined in the Commission’s [“Pillar tagging methodology”](#).⁴²

Table 25 below presents data for the share of the RRF financial envelope contributing to policy areas relevant to natural disasters, based on the Commission’s tagging methodology. To avoid the risk of double counting, the figures for the three policy areas cannot be aggregated since each measure is tagged against two policy areas. It should also be noted that:

- “Climate change adaptation” has high relevance to natural disasters, as it relates to prevention and management of climate-related risks, including floods and fires (including awareness-raising, civil protection and disaster management systems, infrastructures and ecosystem-based approaches);
- “Crisis preparedness” and “Crisis reaction capacity” have a focus that is much wider than natural disaster-related actions, i.e., including health, as well as economic, social and institutional resilience more generally.⁴³

Table 25: Value of RRF expenditure contributing to natural disaster-relevant policy areas

Share of the RRF financial envelope contributing to policy areas	Percentage of total RRF envelope	EUR million – current prices
Total RRF financial envelope (to end-December 2025)	100.000%	637 000
Climate change adaptation (within “Green transition” pillar)	0.013%	8 281
Crisis preparedness (within “Health and economic, social and institutional resilience” pillar)	0.016%	10 192
Crisis reaction capacity (within “Health and economic, social and institutional resilience” pillar)	0.003%	1 911

Source: Author’s own elaboration based on data from the [Recovery and Resilience Scoreboard](#).

2.4. “Natural Resources and Environment” funding for natural disasters

As noted earlier, the third MFF heading includes three programmes or instruments of relevance to natural disaster-related actions. These are described in the sub-sections that follow.

⁴² The Recovery and Resilience Scoreboard also presents data on the breakdown of expenditure towards climate objectives in light of the requirement for each Member State to dedicate at least 37% of the expenditures of its RRP to measures contributing to climate objectives. Results are presented for the policy areas under the green transition pillar. Although the [methodology for climate tracking under the Facility](#) differs from the pillar tagging methodology, the results ([breakdown of expenditure per policy area](#)) are very similar for both methodologies. Since the climate tracking methodology was not applied to other policy areas within the RRF (e.g., does not cover “Crisis preparedness” and “Crisis reaction capacity”), this report only presents the data generated by the Commission’s pillar tagging methodology to ensure comparability across pillars.

⁴³ More granular data is not available regarding the measures tagged within each policy area.

2.4.1. European Agricultural Fund for Rural Development (EAFRD)

a. Objectives

The EAFRD forms the rural development pillar of the Common Agricultural Policy (CAP) and is established by Regulation (EU) 2021/2115.⁴⁴ It aims to ensure a competitive and resilient agricultural sector, strengthen environmental and climate action, and ensure a robust socio-economic environment in rural areas. The EAFRD is implemented through rural development programmes (RDPs) which are co-financed by EU and national funding and may be prepared on either a national or regional basis. Since 2023, the EAFRD is integrated into national CAP Strategic Plans through which Member States allocate funding to interventions that enhance agricultural competitiveness, protect ecosystems, reduce emissions, improve resource efficiency, and promote rural prosperity.

b. Total budget

The EAFRD receives EU funding from both the MFF and NextGenerationEU. Table 26 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission's budgetary proposals for 2026.

Table 26: Total EAFRD funding 2021–2027

Funding source	*Reference amount (EUR million - current prices)	**Total amount (EUR million - current prices)
EAFRD: MFF	87 998	94 222
EAFRD: NextGenerationEU	n/a	8 083
Total funding	n/a	102 305

Source: European Commission, COM(2025)0300: Draft – The Union's annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

Recital 76 of Regulation 2021(EU) 2021/2115 states that investments may concern, inter alia, adaptation to climate change of agriculture and forestry, as well as the restoration of agricultural or forestry potential following natural disasters, adverse climatic events or catastrophic events.

To this end, a (non-exhaustive) list of eligible actions allowed by Regulation 2021(EU) 2021/2115 includes:

- Restocking with livestock because of losses resulting from natural disasters (Article 47(2)(e));
- Harvest and production insurance that contributes to safeguarding producers' incomes where there are losses as a consequence of natural disasters, adverse climatic events, diseases or pest infestations (Article 47(2)(i));

⁴⁴ Regulation (EU) 2021/2115 of the European Parliament and of the Council of 2 December 2021 establishing rules on support for strategic plans to be drawn up by Member States under the common agricultural policy (CAP Strategic Plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulations (EU) No 1305/2013 and (EU) No 1307/2013.

- Contributing to safeguarding Union producers' incomes where they incur losses as a consequence of natural disasters, adverse climatic events, animals, diseases or pest infestations (Article 57(f));
- Restoring agricultural or forestry potential following natural disasters, adverse climatic events or catastrophic events (Article 73(3)(d)(i)) as well as investments in maintaining the health of forests (Article 73(4)(c)(i));
- Investments in broadband and flood or coastal protection preventive actions aimed at reducing the consequences of probable natural disasters, adverse climatic events or catastrophic events (Article 73(3)(f)).

More generally, the following types of action are eligible under the EAFRD:

- Preparedness and risk management: insurance premium support, mutual funds for risk management, income stabilisation;
- Preventive measures: investments in farm resilience; soil, water and land management; preventive actions against (animal or plant) disease outbreaks that can worsen after disasters;
- Response: rapid liquidity support for farms and businesses;
- Recovery: repair of buildings or infrastructure; replanting or restocking; restoration of ecosystems.

The EAFRD features no specific budgetary allocation for natural disaster-related actions. However, natural disaster-related actions are eligible under several different budget headings (provided that they fall within the scope of the budget heading, which extends beyond natural disasters). These include "Environmental, climate-related and other management commitments", "Investments, including investments in irrigation", "Risk management tools", or "Co-operation". Given this spread across budget headings, further disaggregation of the 2021–2027 budget allocated to natural disasters does not appear to be possible.⁴⁵

In addition to the current MFF budget allocation, Member States can remobilise unused EAFRD funds from 2014–2020 to provide emergency assistance to those affected by natural disasters. In the light of natural disasters in recent years, the Commission proposed a regulatory amendment to enable the EAFRD to finance such assistance.⁴⁶ The new measure, was adopted by the Council and Parliament on 17 December 2024. Implemented under rural development programmes, it allows Member States to provide targeted liquidity support to farmers, forest holders, and SMEs active in the processing, marketing or development of agricultural or forestry products affected by natural disasters occurring since 1 January 2024. The assistance can be 100% financed through unused EU funds from the 2014–2020 EAFRD, coming in the form of lump sums of up to EUR 42 000 per beneficiary. Moreover, Member States have the flexibility to introduce and reinforce measures to restore the production potential of affected farms and

⁴⁵ For example, insufficient disaggregation is provided in Member States' CAP Strategic Plans or in the Commission's annual Financial reports on the EAGF and EAFRD. A project database operated by the [European Innovation Partnership](#) for agricultural productivity and sustainability features 547 projects, of which 206 include reference to "climate", albeit mostly related to climate adaptation and with limited relevance to natural disasters per se. However, it is not clear how representative the project database is with respect to the overall EAFRD budget.

⁴⁶ Proposal for a Regulation of the European Parliament and of the Council amending Regulation (EU) 2020/2220 as regards specific measures under the European Agricultural Fund for Rural Development (EAFRD) to provide additional assistance to Member States affected by natural disasters; COM(2024)0495.

forests.⁴⁷ No data on the level of assistance are yet available, as the final deadline for paying beneficiaries was 31 December 2025.

2.4.2. European Maritime, Fisheries and Aquaculture Fund (EMFAF)

a. Objectives

The EMFAF is the main instrument supporting the implementation of the Common Fisheries Policy (CFP) and the Union's broader maritime policy. Established by Regulation (EU) 2021/1139, it aims to support sustainable fisheries, enable resilient aquaculture activities, foster a sustainable blue economy and strengthen international ocean governance.⁴⁸ Specific objectives include fostering sustainable fisheries and the restoration and conservation of aquatic biological resources; fostering sustainable aquaculture activities and processing and marketing of fishery and aquaculture products, thus contributing to food security in the Union; enabling a sustainable blue economy in coastal, island and inland areas, and fostering the development of fishing and aquaculture communities; and strengthening international ocean governance and enabling seas and oceans to be safe, secure, clean and sustainably managed.

The priorities of the EMFAF relate only indirectly to natural disasters, i.e. in terms of overall sustainability of fisheries, the restoration and conservation of aquatic biological resources, and enabling seas and oceans to be safe, secure, clean and sustainably managed.

Notwithstanding this, Article 21 of Regulation (EU) 2021/1139 allows the EMFAF to support compensation for the temporary cessation of fishing activities caused inter alia by natural disasters, as formally recognised by the competent authorities of the relevant Member State. Support is only payable if fishing activities are actually stopped for at least 30 days in the calendar year. It can be granted for up to 12 months per vessel or fisher within the programming period.

b. Total budget

The EMFAF is financed by the MFF without any contribution from NextGenerationEU. Table 27 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission's budgetary proposals for 2026.

Table 27: Total EMFAF funding 2021–2027

Funding source	*Reference amount (EUR million – current prices)	**Total amount (EUR million – current prices)
EMFAF: MFF	6 108	5 977

Source: Source: European Commission, COM(2025)0300: Draft – The Union's annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

Compensation for the temporary cessation of fishing activities caused inter alia by natural disasters features in Member State programmes under two budget lines:

⁴⁷ Council of the EU, Press Release 1017/24, 18/12/2024.

⁴⁸ Regulation (EU) 2021/1139 of the European Parliament and of the Council of 7 July 2021 establishing the European Maritime, Fisheries and Aquaculture Fund and amending Regulation (EU) 2017/1004.

- “04. Temporary cessation of fishing activities”: payable in the event of conservation measures, threats to marine biological resources, emergency measures or force majeure, as well as natural disasters.
- “07. Compensation for unexpected environmental, climatic or public health events”: i.e. for events potentially including but not limited to natural disasters (although the boundary between environmental or climatic events and natural disasters can be blurred).

Table 28 below presents the total funding committed to these budget lines, as well as the total expenditure declared as of 30 June 2025.⁴⁹

Table 28: EMFAF budgetary allocations to compensation budget lines

Type of Intervention	Commitments 2021–2027 (EUR million – current prices)	Expenditure to 30 July 2025 (EUR million – current prices)	Progress to 30 July 2025
04. Temporary cessation of fishing activities	154	54	35%
07. Compensation for unexpected environmental, climatic or public health events	38	18	47%

Source: European Commission (provided via email, 21 January 2026) based on EMFAF Infosys data as of 30 June 2025.

Table 29 presents the budgetary allocations in the EMFAF programme of each Member State.⁵⁰ The data show that EUR 203 million has been allocated to compensation measures, representing 3.4% of total EMFAF funding. In total, eight Member States provide compensation for temporary cessation, whilst twenty provide compensation for environmental, climatic or public health events. Whilst Belgium has allocated only a nominal amount for this type of action, the programme states the possibility to offer a maximum support of EUR 200 000 per vessel in the event of temporary cessation of activities.⁵¹

Table 29: EMFAF budgetary allocations to compensation budget lines by Member State

Member State	Temporary cessation (EUR million, current prices)	Unexpected environmental, climatic or public health events (EUR million, current prices)	Total (EUR million, current prices)
Austria	0	0	0
Belgium**	0	0	0
Bulgaria	1.617	0	1.617
Croatia	15.441	0	15.441

⁴⁹ Total eligible EMFAF expenditure is the sum declared by the beneficiaries and verified by the Managing Authorities.

⁵⁰ The budgetary allocations for each Member State are as stated in the published versions of the EMFAF programmes available on the [European Commission website](#). Due to subsequent revisions to the programmes, the totals for EU-27 in Table 28 differ slightly from the figures for total commitments provided by the Commission in Table 27.

⁵¹ [Vlaanderen En Het Europees Fonds Voor Maritieme Zaken Visserij En Aquacultuur](#) (EFMZVA) 2021–2027 (EMFAF Programme Belgium 2021–2027).

Member State	Temporary cessation (EUR million, current prices)	Unexpected environmental, climatic or public health events (EUR million, current prices)	Total (EUR million, current prices)
Cyprus	0.973	0.714	1.687
Czechia	0	0	0
Denmark	0	0	0
Estonia	0	1.4	1.4
Finland	0.050	0	0.050
France	7.950	12.720	20.670
Germany	8.964	0	8.964
Greece	5.250	0.500	5.750
Hungary	0	0	0
Ireland	1.000	0	1.000
Italy	37.000	11.500	48.500
Latvia	1.400	0	1.400
Luxembourg*	n/a	n/a	n/a
Lithuania	0.810	0	0.810
Malta	0.280	0	0.280
Netherlands**	0	0	0
Poland	13.623	0	13.623
Portugal	8.600	0	8.600
Romania	0.406	6.092	6.498
Slovenia	0.350	0.238	0.588
Slovakia	0	0.235	0.235
Spain	53.997	11.893	65.891
Sweden	0.376	0	0.376
TOTAL	158.088	45.292	203.380

Source: [EMFAF programmes 2021-2027](#); *NB: Luxembourg has no EMFAF programme. **Belgium and the Netherlands have allocated nominal amounts of EUR 50 and EUR 700 respectively.

2.4.3. Programme for the Environment and Climate Action (LIFE)

a. Objectives

The LIFE programme is the EU’s flagship funding instrument dedicated to the environment and climate action, established by Regulation (EU) 2021/783.⁵² It covers the EU Member States, EU Accession countries, EFTA/EEA countries, European Neighbourhood Policy countries and, where relevant, other third countries. LIFE supports the implementation of the EU’s climate policy as part of the Green Deal for Europe aiming to build a climate-neutral and resilient society, restore and improve quality of the environment, including the air, water, and soil, and to stop biodiversity loss and prevent degradation of ecosystems (Article 3 of Regulation (EU) 2021/783). The biodiversity protection element of the LIFE programme supports the Natura 2000 protected areas network, covering Europe’s most valuable and threatened species and habitats.

LIFE is structured in four sub-programmes:

- Environment – Nature and Biodiversity;
- Environment – LIFE Circular Economy and Quality of Life;
- Climate Action – Climate Change Mitigation and Adaptation;
- Climate Action – LIFE Clean Energy Transition.

b. Total budget

The LIFE programme is financed by the MFF without any contribution from NextGenerationEU. Table 30 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

Table 30: Total LIFE funding 2021–2027

Funding source	*Reference amount (EUR million – current prices)	**Total amount (EUR million – current prices)
LIFE: MFF	5 432	5 445

Source: Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

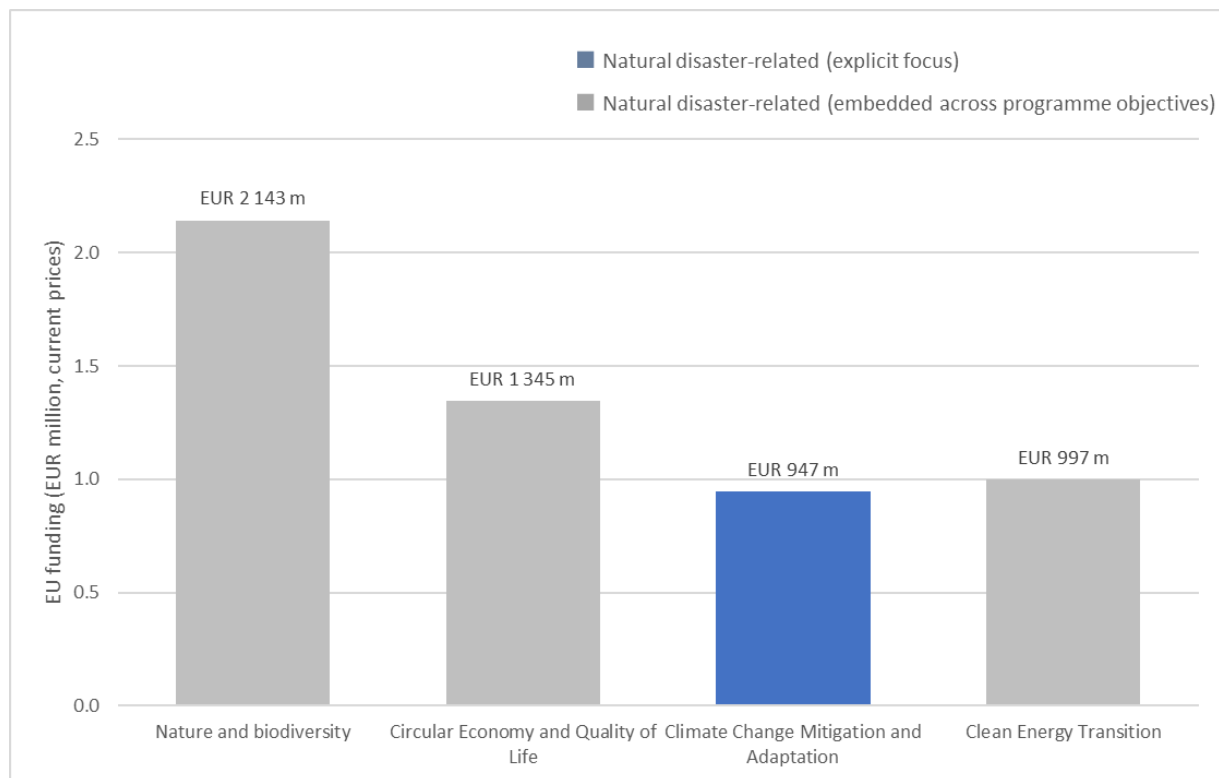
c. Budget for natural disaster-related actions

The LIFE Programme does not earmark a dedicated budget line for natural disasters. Instead, **natural disaster-related activities are embedded across multiple LIFE sub-programmes**, reflecting the programme’s overarching objectives to support climate action, environmental protection, and long-term resilience, as set out in Regulation (EU) 2021/783.

Figure 8 below illustrates how natural disaster-related investment under LIFE is distributed across the sub-programmes, highlighting the integration of natural disaster objectives within the programme’s wider environmental and climate agenda.

⁵² Regulation (EU) 2021/783 of the European Parliament and of the Council of 29 April 2021 establishing a Programme for the Environment and Climate Action (LIFE), and repealing Regulation (EU) No 1293/2013.

Figure 8: Breakdown of natural disaster-related investments by LIFE sub-programme



Source: own elaboration based on [Regulation \(EU\) 2021/783](#).

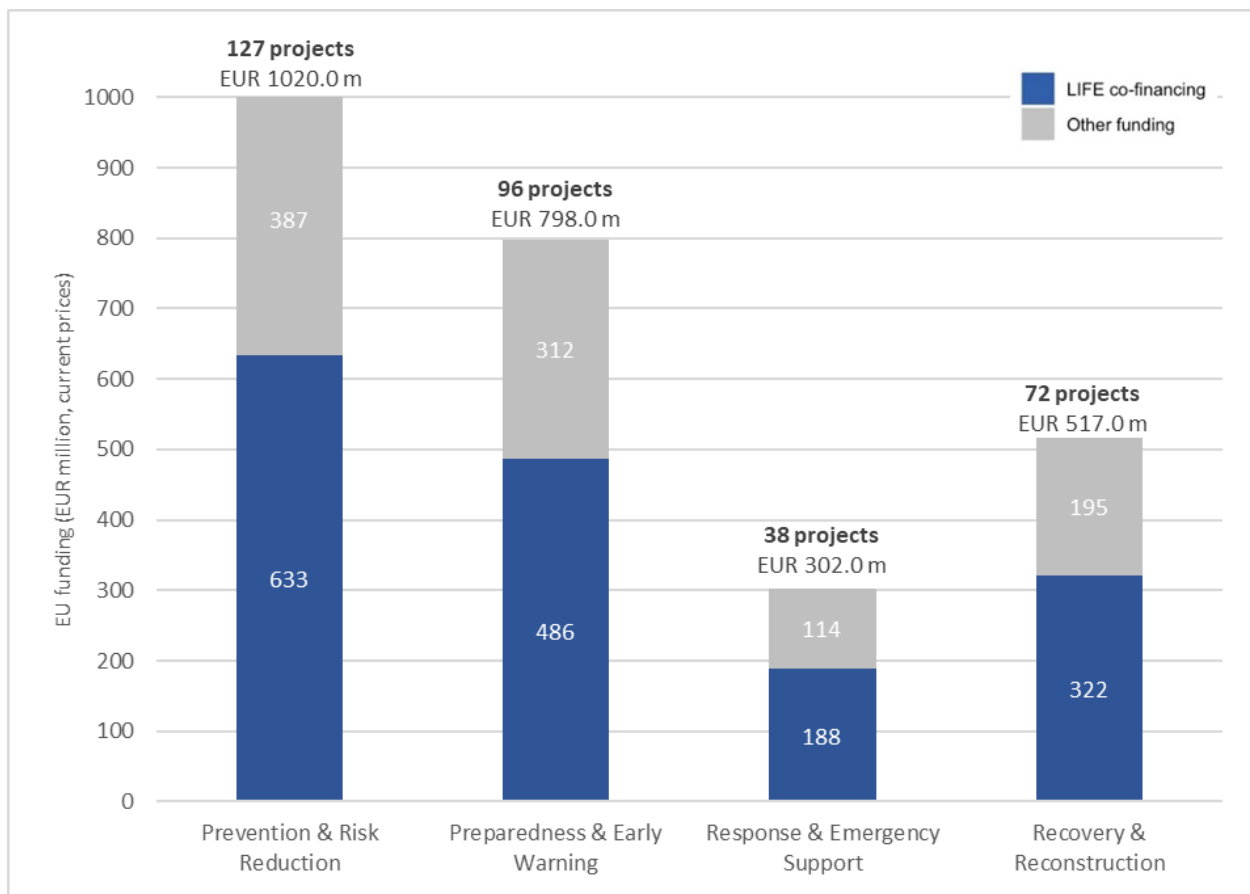
Natural disaster-related funding is most explicitly concentrated under the **Climate Change Mitigation and Adaptation** sub-programme, which has a total allocation of approximately **EUR 947 million** over the 2021–2027 period. This sub-programme directly supports projects addressing climate adaptation, resilience to extreme weather events, and risk reduction measures linked to floods, droughts, forest fires, heat stress, and coastal hazards.

Projects funded under the other sub-programmes also contribute to natural disaster-related objectives. These projects address broader environmental and climate priorities and support disaster risk reduction indirectly through ecosystem restoration, improved environmental quality, circular-economy solutions, and enhanced energy-system resilience.

Based on project-level analysis of the [LIFE Public Database](#), natural disaster-related activities under LIFE span the full disaster-management cycle, with a clear emphasis on **upstream risk reduction and preparedness**. In total, LIFE has funded **333 natural disaster-related projects** with **total EU funding of EUR 1.629 billion**. This represents 30% of total programme funding.

Figure 9 below presents the distribution of LIFE investment across the disaster-management cycle, illustrating the programme's emphasis on prevention, preparedness, and long-term resilience rather than immediate emergency response.

Figure 9: LIFE Investment Breakdown by Disaster Phases



Source: own elaboration based on the [LIFE Public Database](#).

- **Prevention and risk reduction** represent the largest category, comprising **127 projects** with a total investment of approximately EUR 1.02 billion, of which **EUR 633 million** is provided through LIFE co-financing. These projects focus on infrastructure resilience, nature-based solutions, policy and governance frameworks, research and innovation, and financial risk management measures addressing flood, drought, wildfire, coastal, heat, and erosion risks.
- **Preparedness and early warning** constitute the second-largest category, with **96 projects** and a combined investment of EUR 798.4 million, including **EUR 486.2 million** in LIFE co-financing. Projects in this category support monitoring and forecasting systems, risk assessment and mapping, training and capacity building, and coordination mechanisms related to disaster risks.
- **Response and emergency support** activities account for a smaller share of the portfolio, comprising **38 projects** and EUR 302.6 million in total investment, of which **EUR 188.4 million** is provided through LIFE co-financing. These projects typically focus on emergency deployment tools, crisis coordination, situational awareness, and rapid mapping capabilities.
- **Recovery and reconstruction** projects represent **72 projects** with a total investment of EUR 517.9 million, including **EUR 322.5 million** in LIFE co-financing. These activities focus on infrastructure repair and modernisation, environmental restoration, socio-

economic recovery, long-term adaptation, and knowledge integration following climate impacts or environmental degradation.

The distribution of funding across disaster-management phases confirms that LIFE functions primarily as an **upstream and structural instrument** within the EU's disaster-risk governance framework. The programme prioritises prevention, preparedness, and recovery actions that reduce long-term risk and strengthen environmental and climate resilience, while playing a more limited role in immediate emergency response.

This pattern is consistent with LIFE's mandate, which emphasises demonstration, replication, and systemic change rather than operational crisis management. LIFE investments in recovery and reconstruction frequently feed back into prevention by restoring ecosystems, upgrading infrastructure, and embedding resilience into long-term planning and governance arrangements. Overall, the analysis indicates that LIFE contributes to natural disaster objectives not through isolated disaster interventions, but by embedding disaster-risk reduction across its core environmental and climate actions.

2.5. "Neighbourhood and the World" funding for natural disasters

As noted earlier, the sixth MFF Heading includes two instruments of relevance to natural disaster-related actions. These are described in the sub-sections that follow.

2.5.1. Neighbourhood, Development and International Cooperation Instrument (NDICI)

a. Objectives

The Neighbourhood, Development and International Cooperation Instrument (NDICI) is the EU's main instrument for cooperation with third countries. It supports countries most in need to overcome long-term developmental challenges, as the EU's main tool to contribute to eradicating poverty and promoting sustainable development, prosperity, peace and stability.

The general objectives set out in Regulation (EU) 2021/947 are to uphold and promote the Union's values, principles and fundamental interests worldwide, contribute to the achievement of the UN's Sustainable Development Goals, the 2030 Agenda and the Paris Agreement, and promote stronger partnerships with third countries.⁵³

Of the four specific objectives of the NDICI (Article 3), the last includes a focus on natural disasters, namely: "(d) to respond rapidly to:

- (i) situations of crisis, instability and conflict, including those which may result from migratory flows and forced displacement, and hybrid threats;
- (ii) resilience challenges, including natural and man-made disasters, and linking of humanitarian aid and development action; and
- (iii) Union foreign policy needs and priorities".

⁵³ Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No 466/2014/EU of the European Parliament and of the Council and repealing Regulation (EU) 2017/1601 of the European Parliament and of the Council and Council Regulation (EC, Euratom) No 480/2009.

In addition, under Article 17, an **emerging challenges and priorities cushion** is foreseen to ensure – amongst other things – an appropriate EU response in the event of unforeseen circumstances and to address new needs or emerging challenges at the Union’s or its neighbours’ borders linked to crisis, whether natural or man-made.

b. Total budget

The NDICI is financed by the MFF with the possibility of additional use of reflows from the European Development Fund. The financial envelope allocated by Regulation (EU) 2021/947 consists of only the MFF allocation. Table 31 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

Table 31: Total NDICI funding 2021–2027

Funding source	*Reference amount (EUR million – current prices)	**Total amount (EUR million – current prices)
NDICI: MFF	79 462	80 337

Source: Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

The NDICI budget is not specifically earmarked to natural disasters. Natural disasters are instead addressed as part of a longer list of challenges under geographical or thematic areas of intervention. Environmental protection and climate change are key areas of intervention within geographic programmes. Likewise, under the thematic objectives of the NDICI, addressing global challenges includes promoting a healthy environment and effectively responding to climate change.

According to Annex II of Regulation (EU) 2021/947, moreover, the NDICI can be used for:

- Building resilience to natural and man-made disasters and health crises including pandemics;
- Strengthening scientific, technical, human and institutional capacity for climate and environmental management, including the facilitated access to public and private sources for disaster risk reduction, ecosystems and biodiversity conservation and climate finance;
- Strengthening regional disaster risk reduction, preparedness and resilience;
- Improving post-conflict recovery as well as post-disaster recovery, with relevance to the political and security situation;
- Developing effective civilian disaster-preparedness, emergency planning and response, and capabilities for clean-up measures;
- Integrating environment, ecosystems and biodiversity conservation, climate change, disaster risk reduction and preparedness objectives in policies, plans and investments including through improved knowledge and information.

In addition, Article 6 of Regulation (EU) 2021/947 allocates total funding of EUR 3.182 billion for rapid response actions (4% of the total financial envelope), which should be used for an effective

response to exceptional and unforeseen situations, including of urgency, crisis, fragility, hybrid threats, emerging crisis or natural disasters, where relevant for stability, peace and security.

Although the NDICI programmes do not include specific budgets for natural disasters, the European Commission's annual reports on the implementation of the EU's external action instruments present data on budgetary commitments relevant to different sectors of cooperation defined according to the OECD DAC classification. Table 32 below presents data on commitments of NDICI funding related to the DAC codes for "Humanitarian Aid". These would include any expenditure related to natural disasters (as well as other events, such as conflicts or health emergencies). The data show that a total of EUR 1.158 billion was committed to such actions during 2021–2024 representing 2.38% of NDICI budgetary commitments during those years.

Table 32: NDICI commitments relevant to humanitarian aid (2021–2024)

OECD DAC Code	Commitments (EUR million – current prices)					% of all NDICI Humanitarian Aid	% of all NDICI
	2021	2022	2023	2024	TOTAL		
720 Disaster preparedness	2	8	13	20	43	3.71%	0.09%
730 Emergency response	162	386	199	159	906	78.24%	1.86%
740 Reconstruction relief and rehabilitation	6	36	119	48	209	18.05%	0.43%
TOTAL Humanitarian Aid commitments	170	430	331	227	1 158	100.0%	2.38%
TOTAL NDICI commitments*	10 749	13 758	12 562	11 587	48 656	n/a	100.00%

Source: Table 11A of the annexes to the annual reports on the implementation of the EU's external action instruments.
 *NB: total NDICI commitments are as stated in Table 11A of the annexes to the annual reports, however, these figures do not represent the total NDICI budgets as stated in COM(2025)0300 (presented in Table 29 above).

Table 33 below offers projected estimates of commitments of funding to humanitarian aid interventions within the NDICI for the full seven-year period covered by the current MFF (based on an extrapolation of the shares of funding devoted to humanitarian aid interventions during 2021–2024).⁵⁴ The projected estimates suggest that a total of EUR 1.894 billion might be allocated to humanitarian aid interventions within the NDICI during 2021–2027. As noted above, this would include any expenditure related to natural disasters, as well as other events, such as conflicts or health emergencies.

⁵⁴ The extrapolation assumes that the percentage shares of the total NDICI committed to humanitarian aid during 2021–2024 (last column of Table 31) remain constant over 2021–2027. The percentages are then multiplied by the total MFF allocation in order to estimate what might be committed humanitarian aid during the full MFF period.

Table 33: Extrapolation of NDICI commitments to humanitarian aid (2021–2027)

OECD DAC Code	% of all NDICI to date* (2021–2024)	Projected commitment appropriations (2021–2027) (EUR million – current prices)
TOTAL MFF allocation to the NDICI**	100.00%	80 337
720 Disaster preparedness	0.09%	72
730 Emergency response	1.86%	1 494
740 Reconstruction relief and rehabilitation	0.43%	345
TOTAL Humanitarian Aid commitments	2.38%	1 912

Source: Author’s own elaboration based on: *the percentage shares during 2021–2024 (last column of Table 30 above); **total MFF allocation (Table 29 above).

2.5.2. Humanitarian Aid

a. Objectives

Council Regulation (EC) No 1257/96 defines how the European Commission implements humanitarian operations on behalf of the EU and sets out the main goals, principles and procedures for implementing EU humanitarian aid operations.⁵⁵ It remains the main governing legislation for humanitarian aid actions worldwide throughout the 2021–2027 period. The regulation states that humanitarian aid shall comprise assistance, relief and protection operations to help people in third countries, particularly the most vulnerable among them, and as a priority those in developing countries and victims of natural disasters and man-made crises. It also comprises food and nutrition assistance in line with the Food Assistance Convention.

The specific objectives, in summary, are to:

1. Save and preserve life during emergencies and natural disasters;
2. Provide assistance and relief to people affected by longer-lasting crises arising, in particular from outbreaks of fighting or wars;
3. Help finance the transport of aid and efforts to ensure that it is accessible to those for whom it is intended;
4. Carry out short-term rehabilitation and reconstruction work, especially on infrastructure and equipment;
5. Cope with the consequences of population movement cause by natural and man-made disasters;
6. Ensure preparedness for risk of natural disasters and use a suitable rapid early-warning and intervention system;

⁵⁵ Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid.

7. Support civil operations to protect the victims of fighting or comparable emergencies.

b. Total budget

Table 34 below presents the original MFF budgetary allocation, as well as the updated figure provided in the Commission’s budgetary proposals for 2026.

Table 34: Humanitarian Aid funding 2021–2027

Funding source	*Reference amount (EUR million - current prices)	**Total amount (EUR million - current prices)
Humanitarian Aid: MFF	11 569	15 346

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. * Reference amount in the legal basis. **Updated figure provided in COM(2025)0300.

c. Budget for natural disaster-related actions

The MFF funding for Humanitarian Aid (budget chapter 14 03) is the subject of an annual Commission Implementing Decision (“World Wide Decision”), with the most recent one covering the year 2026.⁵⁶ The decisions authorise disbursement of humanitarian funds and set operational priorities on the legal basis of EU budgetary and humanitarian aid rules. They provide indicative allocations by global regions or countries, as well as an operational reserve to cover unforeseen operations. Each year, the budget is allocated to separate budget lines for “Disaster prevention, risk reduction and preparedness”, and for “Humanitarian aid” response (in both cases, covering natural disasters and man-made crises).

Table 35 below gives details of the main types of actions featuring in the annual World Wide Decisions 2021–2026, as well as the percentage allocated to each budget line.

Table 35: Indicative Humanitarian Aid allocations (2021–2026)

Budget line	Indicative actions
Humanitarian aid (14 03 01)	<ul style="list-style-type: none"> • Provision of humanitarian aid to vulnerable people affected by disasters • Developing emergency response tools through the ReliefEU framework • Deploying ReliefEU capacities • Initial aid to cover the immediate needs of the most vulnerable in advance of a predictable emergency or disaster • Public awareness actions and information campaigns where the Union is funding major humanitarian operations • Developing and implementing the European Humanitarian Response Capacity (EHRC) • Innovative approaches and initiatives to increase use of collaborative solutions such as common services, shared services and joint procurement

⁵⁶ Commission Implementing Decision of 16 December 2025 on the financing of humanitarian aid actions from the 2026 general budget of the European Union; C(2025) 8687.

Budget line	Indicative actions
Disaster prevention, disaster risk reduction and preparedness, including operational reserve (14 03 02)	<ul style="list-style-type: none"> • Strategies that enable local communities and institutions to better prepare for, mitigate and respond adequately to disasters • Enhancing policy frameworks and partnerships in the field of Disaster Preparedness and Early Action

Source: Annexes to the [World Wide Decisions 2021 – 2026](#).

Table 36 provides the value of annual allocations. As shown in the table, the majority of funding (96.3%) from the current MFF has been allocated to “Humanitarian aid” response, with “Disaster prevention, risk reduction and preparedness” accounting for only 3.7%.

Table 36: Annual allocations of humanitarian aid funding 2021–2026

Budget line	Commitments (2021–2027)	
	(EUR million – current prices)	%
Humanitarian aid (14 03 01)	14 711	96.3%
Disaster prevention, disaster risk reduction and preparedness, including operational reserve (14 03 02)	558	3.7%
TOTAL	15 269	100.0%

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction (page 249). NB: the total figure presented on page 249 of COM(2025)0300 does not equal the total figure presented on page 204 of the same document.

Table 37 provides a disaggregation of allocations made to date. From the data, it can be seen that:

- Most funding (92%) from the “Humanitarian aid” budget line (14 03 01) was allocated to the provision of humanitarian aid to vulnerable people affected by disasters (equal to 89% of all Humanitarian Aid funding);
- Most funding (94%) from the “Disaster prevention, disaster risk reduction and preparedness, including operational reserve” budget line (14 03 02) was allocated to strategies that enable local communities and institutions to better prepare for, mitigate, and respond adequately to disasters (equal to 4% of all Humanitarian Aid funding).

Table 37: Allocations of humanitarian aid funding by action type (2021–2026)

Allocations (EUR million – current prices)							
Action	2021	2022	2023	2024	2025	2026	TOTAL
Humanitarian aid (14 03 01)	1 930.9	2 344.3	1 981.8	1 761.0	2 159.5	1 767.0	11 944.5
Providing humanitarian aid to vulnerable people affected by disasters induced by natural hazards, human-induced crises or exceptional situations or circumstances comparable to these, which have entailed or are likely to continue entailing major loss of life, physical and psychological or social suffering or material damage	1 757.3	2 289.6	1 831.0	1 568.3	1 981.8	1 594.4	11 022.4
Providing first initial aid to cover the immediate needs of the most vulnerable in advance of a predictable emergency or disaster. In the days after a large scale emergency or sudden onset of a humanitarian crisis to provide humanitarian assistance for response to cover the immediate needs of the most vulnerable populations affected by disasters where a small-scale response is sufficient, including DG ECHO's support to the IFRC's Disaster.	150.0	35.0	107.5	124.5	0	0	417.0
Developing emergency response tools through the new ReliefEU framework, which groups funding and capabilities (the former Emergency Toolbox and European Humanitarian Response Capacity, EHRC) and continue to implement deploying the latter ReliefEU Capabilities in order to close operational gaps in the humanitarian response to natural hazards and human-induced disasters. ReliefEU Capabilities help to facilitate the delivery of humanitarian assistance where the humanitarian community is struggling to provide	0	0	32.0	60.0	169.7	160.0	421.7

Allocations (EUR million – current prices)							
Action	2021	2022	2023	2024	2025	2026	TOTAL
support. They will also help to cover the immediate needs of the affected population.							
To increase awareness and understanding of, and support to, humanitarian issues and the EU as the global leader in humanitarian aid, especially in Europe and in third countries where the Union is funding major humanitarian operations through public awareness actions and information campaigns.	1.7	1.7	2.0	2.0	2.0	2.6	11.9
Improving the conditions for delivering humanitarian aid by supporting transport services to ensure that aid is accessible to beneficiaries, including by means of medical evacuation of humanitarian staff where the unavailability of such transport services could adversely affect the timely and effective provision of assistance to beneficiaries.	14.8	18.0	0	0	0	0	32.8
Support to innovative approaches and initiatives to increase use of collaborative solutions such as common services, shared services and joint procurement. Support can be provided on a local, national, regional, or global level, and range from supporting operations directly, to digital platforms, to organisational or shared tools and structural support, or research.	0	0	7.0	6.0	6.0	10.0	29.0
Increasing the coherence, quality and effectiveness of humanitarian aid through e.g. the development of innovative approaches, methodologies and tools, and the support to capacity building, coordination and preparedness.	7.1	0	2.2	0.3	0	0	9.6

Allocations (EUR million – current prices)							
Action	2021	2022	2023	2024	2025	2026	TOTAL
Disaster prevention, disaster risk reduction and preparedness, including operational reserve (14 03 02)	75.0	76.5	78.0	79.6	81.2	82.8	473.1
To support strategies and complement existing strategies that enable local communities and institutions to better prepare for, mitigate, and respond adequately to disasters by enhancing their capacities to anticipate, cope, and respond, thereby anticipatory action, early response, and resilience to shocks and reduces vulnerability.	71.0	71.0	72.5	73.1	76.7	78.3	442.6
Enhancing policy frameworks and partnerships in the field of Disaster Preparedness and Early Action, through the implementation of new and innovative approaches in regions/countries.	4.0	5.5	5.5	6.5	4.5	4.5	30.5
TOTAL	2 005.9	2 420.8	2 059.8	1 840.6	2 240.6	1 849.8	12 417.6

Source: Amendments to the Annexes to the Worldwide Decisions 2021, 2022, 2023, 2024, 2025, 2026.

2.6. “Special instruments” funding for natural disasters

2.6.1. Overview

The 2021–2027 MFF Regulation noted the necessity of special instruments to ensure the flexibility of the EU budget in the event of specific unforeseen events. The special instruments include the **Solidarity and Emergency Aid Reserve (SEAR)**, which was established in 2021 to respond to emergency situations resulting from major disasters. The SEAR was established as a single budgetary reserve bringing together financing for the European Union Solidarity Fund (EUSF) and for other emergency aid actions previously financed through the Emergency Aid Reserve in the 2014–2020 MFF.

The EUSF is an instrument used by EU Member States and candidate countries⁵⁷ to mobilise financial assistance to contribute to the return to normal living conditions in the event of major natural disasters (such as floods, earthquakes or storms) or public health emergencies. The EUSF was first established by Council Regulation (EC) No 2012/2002 to respond to flooding that affected Central Europe. It was amended by Regulation (EU) No 661/2014 and Regulation (EU) 2020/461, which extended financial assistance beyond natural disasters to include major public health emergencies.⁵⁸

The specific objectives of the EUSF are to complement the efforts of the country or countries concerned, by covering part of their public expenditure to carry out essential emergency and recovery operations, including restoring critical infrastructure, providing temporary accommodation and rescue services, funding measures of protection of cultural heritage, cleaning up disaster-stricken areas, and providing rapid assistance to populations affected by major public health emergencies.

The EUSF’s main focus is major natural disasters, i.e. with direct damage estimated either over EUR 3 billion in 2011 prices or more than 0.6% of the Gross National Income. However, support is also available for more limited regional disasters, for which the eligibility threshold is 1.5% of the region’s GDP, or 1% in the case of an outermost region.⁵⁹

The management and implementation of the EUSF is shared between the Commission, the European Parliament, the Council and the beneficiary states (including EU Member States and countries involved in accession negotiations). Only national authorities can seek support from the EUSF. The application must be submitted to the Commission within 12 weeks of the date of the first damage caused by the disaster. In the case of slowly unfolding disasters, such as droughts or health emergencies, this deadline is set at 12 weeks after the first official action is taken against the emergency.

The 2024 amendment to the MFF Regulation divided the SEAR into two separate budgetary reserves: the **“European Solidarity Reserve” (ESR)** to provide support to affected countries and regions under the EUSF and the **“Emergency Aid Reserve” (EAR)** to provide budgetary reinforcements to relevant Union programmes in response to crises and emergencies within

⁵⁷ Albania, Bosnia and Herzegovina, Georgia, Moldova, Montenegro, North Macedonia, Serbia, Türkiye, Ukraine.

⁵⁸ Regulation (EU) 2020/461 of the European Parliament and of the Council of 30 March 2020 amending Council Regulation (EC) No 2012/2002 in order to provide financial assistance to Member States and to countries negotiating their accession to the Union that are seriously affected by a major public health emergency.

⁵⁹ The EU counts nine outermost regions, which are geographically very distant from the European continent. These are French Guiana, Guadeloupe, Martinique, Mayotte, Reunion Island and Saint-Martin (France), Azores and Madeira (Portugal), and the Canary Islands (Spain)

and outside the Union.⁶⁰ The purpose was to support countries in tackling emergency situations, e.g. due to major natural disasters or public health crises, including supporting non-EU countries with emerging needs stemming from conflicts, the global refugee crisis or worsening natural disasters due to climate change. Both the ESR and the EAR, like their predecessor the SEAR, are budgetary reserves rather than expenditure programmes. As and when a Commission transfer proposal (DEC) is approved by the budgetary authority, appropriations are transferred from the reserve to an operational budget line such as the EUSF, which then executes the expenditure.

The MFF Regulation specified a maximum amount of EUR 1 200 million (2018 prices) for the SEAR. The 2024 Regulation amending the MFF noted the need to reinforce the SEAR in light of the natural disasters that had occurred in the Member States, accession countries and the natural disasters and humanitarian crises that had occurred in third countries.⁶¹ Following the 2024 revision of the MFF, the total amount for the ESR and the EAR was raised to EUR 1 524 million (in 2018 prices).

Table 38 presents a summary of the funding across the three instruments. The data show that the 2024 amendment of the MFF led to the relative share of the funds committed to the EUSF increasing from 50% during 2021–2023 to 67% during 2024–2027.⁶²

Table 38: Total SEAR, ESR and EAR funding 2021–2027

Budgetary reserve	Amounts (EUR million – current prices)					
	EUSF	%	Other	%	ALL	%
SEAR (2021–2023)*	1 949	50	1 949	50	**3 897	100
ESR + EAR (2024–2027)	4 716	67	2 358	33	7 074	100
TOTAL	6 665	61	4 307	39	10 971	100

Sources: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction. Totals may not equal the sum of individual figures due to rounding. *For the purposes of comparison, the End-of-Year Cushion within the SEAR (2021–2023) is divided between the EUSF (50%), Internal (15%) and External (35%) in line with the percentages stated in Regulation (EU) 2020/2093. **In addition to the budgetary allocation for 2021–2023, a total of EUR 48 million of unspent funds was carried from 2020, meaning that the total budget was EUR 3 945 million.

Table 39 presents a summary of funding for the three instruments. Across the three instruments, a total of EUR 10 971 million is available during 2021–2027. Of this, a total of EUR 4 269 million was mobilised in response to natural disasters during 2021–2025, out of total funding of EUR 7 364 million in those years.

⁶⁰ 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.

⁶¹ Recital 13, Regulation (EU) 2024/765.

⁶² For the purposes of comparison, the End-of-Year Cushion within the SEAR (2021–2023) is divided between the EUSF (50%), Internal (15%) and External (35%) in line with the percentages stated in Regulation (EU) 2020/2093.

Table 39: Total SEAR, ESR and EAR mobilisations 2021–2027

Budgetary reserve	Amounts (EUR million – current prices)			
	Mobilisations in response to natural disasters (2021–2025)		Total budget	
	EUSF	Other	2021–2025	2021–2027
SEAR (2021–2023)	1 774	100	*3 897	*3 897
ESR (2024–2027)	2 288	n/a	2 311	4 716
EAR (2024–2027)	n/a	107	1 156	2 358
TOTAL	4 062	207	7 364	10 971

Source: European Commission Transfer Of Appropriations N° DEC 28/2021, N° DEC 20/2022, N° DEC 16/2023, N° DEC 06/2024, N° DEC 08/2024, DEC 10/2024, DEC 03/2025, DEC 14/2024, DEC 02/2025, DEC 10/2025, DEC 16/2025. *In addition to the budgetary allocation for 2021–2023, a total of EUR 48 million of unspent funds was carried over from 2020, meaning that the total budget was EUR 3 945 million.

The three instruments – SEAR, ESR and EAR – are described in the sub-sections that follow.

2.6.2. Solidarity and Emergency Aid Reserve (SEAR) (2021–2023)

a. Objectives

In accordance with Regulation (EU) 2020/2093, the purpose of the SEAR was to finance:

- assistance to respond to emergency situations resulting from major disasters that are covered by the EUSF;
- 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 the EUSF, 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.⁶³

b. Total budget

Regulation (EU) 2020/2093 allocated a maximum annual budget of EUR 1.2 billion (in 2018 prices) to the SEAR. As shown in Table 40 below, a total of EUR 3.945 billion was allocated to the SEAR during 2021–2023 (current prices) comprising the initial appropriation (in current prices), as well as EUR 48 million carried over from 2020. This sum was fully used during 2021–2023.

Regulation (EU) 2020/2093 specified that 25% of the annual amount would remain unallocated until 1 October each year to serve as an “End-of-Year cushion” to cover needs arising until the

⁶³ Council Regulation (EU, Euratom) 2020/2093 of 17 December 2020 laying down the multiannual financial framework for the years 2021 to 2027.

end of that year. The remaining 75% of annual amounts were to be allocated across three sub-categories, with maximum percentages specified for each:

- EUSF (50% of the remaining amount = 37.5% of the total amount): support in the event of disasters that meet the EUSF thresholds (damage must exceed 0.6% of the affected country's gross national income (GNI), or regional disasters with exceptionally severe impact);
- Internal (excluding EUSF) (15% of the remaining amount = 11.25% of the total amount): support for emergency aid actions inside the EU that were not covered by the EUSF (for example, civil protection responses, sudden internal shocks, or other unforeseen crises requiring emergency support);
- External (35% of the remaining amount = 26.25% of the total amount): support for emergency aid actions outside the EU. Aimed at unforeseen crises and humanitarian emergencies in third countries.

In exceptional cases, if the remaining financial resources available in the SEAR were not sufficient to cover the amounts considered necessary for assistance under the EUSF, the Commission was empowered to propose that the difference be financed from the following year's budget up to a maximum of EUR 400 million (in 2018 prices).

Table 40: SEAR funding 2021-2023

Item	Amounts (EUR million - current prices)			
	2021	2022	2023	TOTAL
Initial appropriations	1 273.5	1 298.9	1 324.9	3 897.3
<i>Internal (excluding EUSF) (11.25%)</i>	<i>143.3</i>	<i>146.1</i>	<i>149.1</i>	<i>438.5</i>
<i>EUSF (37.5%)</i>	<i>477.5</i>	<i>487.1</i>	<i>496.8</i>	<i>1 461.4</i>
<i>External (26.25%)</i>	<i>334.3</i>	<i>341.0</i>	<i>347.8</i>	<i>1 023.1</i>
<i>End-of-year Cushion (25%)</i>	<i>318.4</i>	<i>324.7</i>	<i>331.2</i>	<i>974.3</i>
Carried over from previous year (current prices)	48.0	40.8	-	n/a
TOTAL FUNDING	1 321.5	1 339.7	1 324.9	n/a
Annual mobilisation (current prices)	1 280.7	1 339.7	1 324.9	3 945.2
Carried over to the following year (current prices)	40.8	-	-	n/a

Sources: European Commission Transfer of Appropriations N° DEC 28/2021, N° DEC 20/2022, N° DEC 16/2023.

c. Budget for natural disaster-related actions

Table 41 below presents annual transfers of funding from the SEAR taking account of the use of funds carried over from previous years, as well as transfers within the SEAR.

Table 41: SEAR annual transfers 2021–2023

Item	Amounts (EUR million – current prices)				
	Internal (excluding EUSF)	EUSF	External	End-of-Year Cushion	TOTAL
2021					
Initial appropriations	143.3	477.5	334.3	318.4	1 273.5
Carried over from previous year		48.0			48.0
Transfers within SEAR		277.9		-277.9	0
Total	143.3	803.4	334.3	40.5	1 321.4
Mobilisations	143.3	803.4	334.0	0	1 280.7
Carried over to the following year	0	0	0.3	40.5	40.8
2022					
Initial appropriations	146.1	487.1	341.0	324.7	1 298.9
Carried over from previous year	6.1	20.4	14.3	0	40.8
Transfers within SEAR	0	211.0	-211.0	0	0
Total	152.2	718.5	144.2	324.7	1 339.7
Mobilisations	152.2	718.5	144.2	324.7	1 339.7
Carried over to the following year	0	0	0	0	0
2023					
Initial appropriations	149.1	496.8	347.8	331.2	1 324.9
Carried over from previous year	0	0	0	0	0
Transfers within SEAR	-53.1	152.7	231.6	-331.2	0
Total	96.0	649.5	579.4	0	1 324.9
Mobilisations	96.0	649.5	579.4	0	1 324.9

Item	Amounts (EUR million – current prices)				
	Internal (excluding EUSF)	EUSF	External	End-of-Year Cushion	TOTAL
Carried over to the following year	0	0	0	0	0

Sources: European Commission Transfer of Appropriations N° DEC 28/2021, N° DEC 20/2022, N° DEC 16/2023.

Table 42 below presents data on mobilisations financed by the SEAR during 2021-2023 with the mobilisations related to natural disasters highlighted in bold. The data show that:

- All but one mobilisation of the EUSF related to natural disasters, accounting for the majority of funding transferred (EUR 1 774 million, 81%), with the other mobilisation relating to a public health emergency (COVID-19).
- Two other transfers in 2023 (total value EUR 100 million) related to natural disasters:
 - Internal (excluding EUSF) budget: activation of the UCPM in relation to fires in South America, Northern Africa and the Middle East (EUR 55 million).
 - External budget: response to the earthquake in Türkiye and Syria (EUR 45 million).
- All other transfers from the Internal (excluding EUSF) and External budgets related either to public health emergencies or food insecurity, displacement, war and conflict.

Table 42: Mobilisations financed by the SEAR 2021–2023

Location	Reason	Transfer appropriations (EUR million – current prices)				
		Internal (excluding EUSF)	EUSF	External	End-of-year cushion	TOTAL
Africa	COVID-19: roll out of vaccination			100.0		100.0
Greece	Floods in Sterea Ellada		3.3			3.3
Greece	Cyclone in Ianos		21.6			21.6
Greece	Earthquake in Samos, Icaria and Chios		2.5			2.5
France	Storm Alex in Provence-Alpes-Côtes d'Azur		59.3			59.3
Multiple countries	COVID-19		397.5			397.5
EU	COVID-19 actions (Emergency Support Instrument and the European Centre for Disease Prevention and Control)	121.5				121.5
Yemen, Africa, Afghanistan, Venezuela	Famine and food insecurity			204.0		204.0
Tigray	Humanitarian aid related to conflict			30.0		30.0
Lithuania	Migration	21.8				21.8
Croatia	Earthquake		*319.2			319.2
TOTAL - 2021		143.3	803.4	334.0	0	1 280.7

Location	Reason	Transfer appropriations (EUR million – current prices)				
		Internal (excluding EUSF)	EUSF	External	End-of-year cushion	TOTAL
Ukraine	Humanitarian aid related to conflict			38.9		38.9
Ukraine	Refugee crisis related to conflict	52.2				52.2
Ukraine	Humanitarian aid related to conflict			105.0		105.0
Ukraine	UCPM reinforcement	30.0				30.0
Ukraine	Humanitarian aid related to conflict	70.0		0.3	324.7	395.0
Germany	Floods in North Rhine–Westphalia and Rhineland–Palatinate		612.6			612.6
Belgium	Floods across the country		87.7			87.7
Netherlands	Floods across the country		4.7			4.7
Austria	Floods across the country		0.8			0.8
Luxembourg	Floods		1.8			1.8
Spain	Volcanic eruption on La Palma, Canary Islands		9.4			9.4
Greece	Earthquake in Crete		1.4			1.4
TOTAL - 2022		152.2	**718.5	144.2	324.7	1 339.7
Africa, Yemen, Venezuela	Food crises (Africa, Yemen), Multisectoral (Venezuela)			185.0		185

Location	Reason	Transfer appropriations (EUR million – current prices)				
		Internal (excluding EUSF)	EUSF	External	End-of-year cushion	TOTAL
Türkiye and Syria	Earthquake			45.0		45.0
Ukraine, DRC, Ethiopia, Lake Chad	Humanitarian aid related to conflict and food crises			117.8		117.8
EU	SMP food chain	31.0				31.0
EU	UCPM	55.0				55.0
Romania	Drought		33.9			33.9
Italy	Flood in the Marche region		20.9			20.9
Türkiye	Earthquake		400.0			400.0
Italy	Flood in Emilia-Romagna region		***94.7			94.7
Slovenia	Floods across the country		***100.0			100.0
TOTAL - 2023		96.0	649.5	579.4	0.0	1 274.9
TOTAL ALL YEARS		391.5	2 172.4	1 057.6	324.7	3 945.2

Sources: European Commission Transfer Of Appropriations N° DEC 28/2021, N° DEC 20/2022, N° DEC 16/2023; and European Commission proposals for a Decision of the European Parliament and of the Council on the mobilisation of the EUSF: COM(2021)0201, COM(2021)0963, COM(2022)0665, COM(2023)0381, COM(2024)0325. * Includes EUR 277.9 million of the End-of-year cushion used for mobilisation of the EUSF; **EUR 211 million of "External" budget had not been used by 1 September and was therefore used for mobilisation of the EUSF. ***EUSF mobilisations in response to events in Italy and Slovenia in 2023 were advance payments; balancing payments were made in 2024 from the ESR (see section 2.6.3). Totals may not equal the sum of individual figures due to rounding.

2.6.3. European Solidarity Reserve (ESR) (2024–2027)

a. Objectives

The ESR was established in 2024 to finance assistance to respond emergency situations resulting from major disasters that are covered by the EUSF.

b. Total budget

The ESR has a total budget of EUR 4 716 million (in current prices). Additional funding of up to EUR 400 million can be allocated to the EUSF if the available resources in a given year are insufficient to cover for a disaster; the Commission may, in exceptional circumstances, draw on the annual amounts available for the SEAR in the following year.

Table 43: Total ESR funding 2024–2027

Item	Amounts (EUR million – current prices)				
	2024	2025	2026	2027	TOTAL
ESR budgetary reserve	1 144.2	1 167.1	1 190.4	1 214.2	4 715.9

Source: European Commission, COM(2025)0300: Draft – The Union’s annual budget for the 2026 financial year: General Introduction.

c. Budget for natural disaster-related actions

Table 44 below lists the mobilisations of the EUSF in 2024 and 2025 showing the location of the event, reason and the value (including advance payments and balancing payments, except for Italy and Slovenia in 2024, which only include balancing payments⁶⁴). All related to natural disasters. A total of EUR 2 288 million was mobilised.

Table 44: Mobilisations of the EUSF during 2024–2025

Location	Reason	Value (EUR million – current prices)
Italy	Flood in Emilia-Romagna region	*284.1
Slovenia	Floods across the country	*328.4
Austria	Floods in southern Austrian regions	5.2
Greece	Floods in central Greece (caused by cyclone)	101.5
Italy	Floods in Tuscany region	67.8
France	Floods in Hauts-de-France region	46.8
Germany	Floods in southern Germany	112.1

⁶⁴ Payments to Italy and Slovenia represent the balancing payments for events occurring in 2023. The advance payments were financed by the SEAR in 2023. See Table 42 in section 2.6.2 above.

Location	Reason	Value (EUR million – current prices)
Italy	Floods in Valle d’Aosta	4.0
TOTAL - 2024		949.9
Austria	Floods	42.8
Poland	Floods	76.0
Czechia	Floods	114.0
Slovakia	Floods	2.1
Moldova	Floods	0.2
Bosnia and Herzegovina	Floods	45.7
Spain	Floods in Valencia Region	946.2
France	Cyclone in Mayotte	89.6
France	Cyclone in Réunion	21.2
TOTAL - 2025		1 337.8
TOTAL - 2024-2025		2 287.6

Sources: European Commission Transfer Of Appropriations N° DEC 08/2024, DEC14/2024, DEC 02/2025, DEC 10/2025, DEC 16/2025; and European Commission proposals for a Decision of the European Parliament and of the Council on the mobilisation of the EUSF: COM(2024)0325, COM(2024)0480, COM(2025)0250, COM(2025)0855. *Payments to Italy and Slovenia represent the balancing payments for events occurring in 2023 (in addition to advances paid from the SEAR in 2023; see section 2.6.2). Totals may not equal the sum of individual figures due to rounding.

2.6.4. Emergency Aid Reserve (EAR) (2024–2027)

a. Objectives

As described earlier, the EAR operated as a standalone instrument in the 2014–2020 MFF but was replaced by the SEAR in 2021 before being reestablished as a separate instrument by the 2024 MFF amendment. It is used 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, the EAR is used to finance emergency responses and support operations following natural disasters not covered by the EUSF, as well as 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.⁶⁵ The management and implementation of the EAR is shared: activation is made through a European Commission proposal to mobilise the funding, which then requires approval from the European Parliament and the Council.

b. Total budget

The total budget for the EAR for 2024–2027 is EUR 2.358 billion. In 2024–2025, a total of EUR 922 million was transferred from the EAR for food and humanitarian crises, conflict-driven displacement, and natural disasters, including floods, earthquakes and drought, in third countries.

Table 45: Total EAR funding 2021–2027

Item	Amounts (EUR million – current prices)				
	2024	2025	2026	2027	TOTAL
Budgetary reserve	572.1	583.5	595.2	607.1	2 357.9
Budgetary mobilisations	572	350	-	-	922

Source: European Commission, COM(2025)0300: Draft The Union's annual budget for the 2026 financial year: General Introduction.

c. Budget for natural disaster-related actions

In 2024–2025, a total of EUR 922 million was transferred from the EAR in response to emergency needs and unforeseen events. This included three transfers relating to natural disasters, namely, floods and droughts for a total value of EUR 107 million. Table 46 below provides a breakdown of the mobilised budget, with the three transfers relating to natural disasters presented in bold. The three transfers represent 12% of all transfers during 2024–2025.

Table 46: Transfers from the EAR 2024–2025

Location	Transfer appropriations (EUR million – current prices)	Reason
Ethiopia	42	Food crisis (drought and floods, as well as conflict, disease and economic shock)
Somalia	40	Food crisis due to floods and droughts cycles
South Sudan, Democratic Republic of Congo, Sahel	110	Humanitarian assistance in response to conflict
Palestine	68	Humanitarian assistance in response to conflict
Ukraine, Moldova	40	Humanitarian assistance in response to conflict
Southern Africa and Indian Ocean Region	25	Food crisis resulting from drought due to weather phenomenon

⁶⁵ 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.

Location	Transfer appropriations (EUR million – current prices)	Reason
Nigeria, Central African Republic, Cameroon, Afghanistan	56	Multiple food crises (not primarily weather-related)
Sudan, Chad, South Sudan, Uganda, Kenya, Egypt, Libya	69	Humanitarian assistance in response to conflict
Ukraine, Moldova	60	Humanitarian assistance in response to conflict
Palestine	45	Humanitarian assistance in response to conflict
Venezuela	18	Humanitarian assistance in response to social and economic crisis
Sudan, South Sudan, Chad, Ethiopia, Libya, Egypt	140	Humanitarian assistance in response to conflict
Democratic Republic of Congo	40	Humanitarian assistance in response to conflict
Palestine	50	Humanitarian assistance in response to conflict
Syria	40	Humanitarian assistance in response to conflict
Ukraine	40	Humanitarian assistance in response to conflict
Afghanistan, Pakistan, Iran	40	Humanitarian assistance in response to conflict
Horn of Africa, West and Central Africa, Palestine, Ukraine, Yemen	*234	Humanitarian assistance in response to conflict
TOTAL – NATURAL DISASTER RELATED	107	-
TOTAL – OTHER	815	-
TOTAL - ALL	922	-

Source: European Commission Transfer Of Appropriations N° DEC 06/2024, DEC 10/2024, DEC 03/2025. *The funds transferred from the EAR were complemented by funds transferred from other sources for a total value of EUR 253.9 million. This total funding was distributed as follows: Horn of Africa (EUR 95 million), West and Central Africa (EUR 49 million), Palestine (EUR 50 million), Ukraine (EUR 40 million), Yemen (EUR 20 million). Totals may not equal the sum of individual figures due to rounding.

3. BUDGETARY MAPPING OF FINANCIAL ALLOCATIONS: 2028-2034

3.1. Overview

3.1.1. MFF Headings 2028-2034

The MFF proposal for 2028-2034 includes a budget of EUR 1.984 trillion (current prices), equivalent to 1.26% of EU Gross National Income (GNI), including a fixed annual envelope of EUR 168 billion for the repayment of NextGenerationEU.⁶⁶ The new EU budget is proposed to be policy-based, where the programmes and instruments must form a coherent whole, working together to lift European cooperation in priority areas such as competitiveness, security, decarbonisation, sustainability, and economic, social and territorial cohesion. It consolidates funding into several major strategic and policy-based categories. The number of headings is reduced from seven headings to four, and the number of programmes and instruments from 52 to 16, in order to make the budget “simpler, more flexible and more strategic” and to respond faster to shocks, such as natural disasters.⁶⁷

The Commission Communication of July 2025 sets out four budget headings for the 2028-2034 MFF, as shown in Table 47 below.⁶⁸

Table 47: MFF headings 2028-2034

Priority	Commitments (EUR million – 2025 prices)	Commitments (EUR million – current prices)	% of total commitments
1. Economic, social and territorial cohesion, agriculture, rural and maritime prosperity and security	946 404	1 062 220	44.9
2. Competitiveness, prosperity and security	522 205	589 594	29.2
3. Global Europe	190 000	215 203	10.4
4. Administration	104 447	117 877	5.9
TOTAL	1 763 056	1 984 894	100.0

Source: [COM\(2025\)0570](#).

As part of the MFF package, the Commission has also proposed the establishment of a **crisis response mechanism** backed by a dedicated increase of the own resources ceiling. Although natural disasters are not specifically mentioned in the Commission’s proposal, the crisis response mechanism might offer the opportunity to finance natural disaster-related actions in addition to any actions financed via the MFF. Whilst the Commission’s published proposals for the MFF and for a Council Decision on the system of own resources do not specify a budgetary

⁶⁶ Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions. A dynamic EU Budget for the priorities of the future – The Multiannual Financial Framework 2028-2034 (SWD (2025) 570).

⁶⁷ Ibid.

⁶⁸ Ibid.

figure for the mechanism, the [Commission's website](#) states a figure of "almost EUR 400 billion of loans to Member States, to be triggered when severe crises hit the Union".

3.1.2. Specific programmes with a focus on natural disasters

As in 2021–2027, natural disaster-related spending is not concentrated in a single heading but is spread across several, reflecting the cross-cutting nature of disaster risk management, climate adaptation and crisis response. Table 48 below states the total budget for programmes and instruments that include a focus on natural disasters. It should be noted that not all the funding is devoted to natural disaster-related actions and the proportion of funding related to natural disasters varies from programme to programme, as explained in sub-sections 3.1.3 to 3.4.

Table 48: Funding for programmes and instruments with relevance to natural disasters (2028–2034)

MFF Heading (2028–2034)	Commitments (EUR million – 2025 prices)	Commitments (EUR million – current prices)
1. Economic, social and territorial cohesion, agriculture, rural and maritime prosperity and security		
National and Regional Partnership Plans, including:	771 317	865 076
- Common Agricultural Policy (CAP) and fisheries income support	261 013	295 699
- Economic, territorial and social cohesion including fisheries and rural communities and tourism	404 877	452 965
- Interreg	9 044	10 264
- EU Facility – Union actions:		
- <i>Unity Safety Net/ Agricultural reserve</i>	5 598	6 301
- <i>European Union Solidarity Fund</i>	17 850	20 117
- <i>Other (including LIFE actions)</i>	10 392	11 520
- EU Facility – Cushion	9 500	8 710
2. Competitiveness, prosperity and security		
European Competitiveness Fund	397 753	450 508
- European Competitiveness Fund (excluding Innovation Fund)	362 283	409 301
- Horizon Europe	154 882	175 002
Union Civil Protection Mechanism	9 458	10 675
3. Global Europe		

MFF Heading (2028-2034)	Commitments (EUR million – 2025 prices)	Commitments (EUR million – current prices)
Global Europe Instrument	176 830	200 309
- Geographical/Global	163 758	185 501
- Cushion	13 072	14 808
Over and above the ceilings / Outside MFF		
*Crisis mechanism	(0.25% NGI – 350 billion)	(0.25% NGI – 395 billion)

Source: [COM\(2025\)0570](#). *[COM\(2025\)0574](#).

3.1.3. Overview of budgetary allocations

As described in the sub-sections that follow, the future MFF will support actions related to natural disasters through a range of interventions across multiple programmes and instruments. From Table 49 below, it can be seen that:

- The UCPM retains a primary focus on (natural and man-made) disasters, albeit now including health emergency preparedness and response and civil-military preparedness and cooperation.
- NRPPs will offer the possibility for Member States to allocate funds to a range of actions relevant to natural disasters, including LIFE-type activities (under shared management between the Commission and the Member States).
- Interreg will offer the possibility for funding of natural disaster-related actions, through a single EU-wide plan.
- Horizon Europe will continue to offer the possibility for continued funding for research and innovation relevant to natural disasters, subject to the design of calls and specification of eligibility criteria, etc.
- The budgetary allocation for the Clean Transition and Industrial Decarbonisation window within the ECF will offer the possibility of continued funding for LIFE-type activities relevant to natural disasters (under direct management by the Commission or indirect management by entities listed in Article 62(1)(c) of Regulation (EU, Euratom) 2024/2509⁶⁹).
- Some funding programmes and instruments are likely to feature eligibility criteria that allow the possibility for natural disaster-related projects to receive funding (e.g., Horizon Europe, ECF).
- The budgetary allocation for the Resilience and Security, Defence Industry and Space window within the ECF will offer the possibility of continued funding for the CEMS, SSA and GOVSATCOM.

⁶⁹ Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council of 23 September 2024 on the financial rules applicable to the general budget of the Union.

- The Global Europe instrument will support both programmable and non-programmable actions related to natural and man-made disasters.
- New flexibility is provided to respond to events including natural and man-made disasters (flexibility amounts within NRPPs, EU Facility cushion and Global Europe cushion), whilst existing flexibility will be continued through the EUSF.

Some features and limitations of the data must be noted, including:

- The level of budgetary allocation relevant to natural disasters in the areas of agriculture, fisheries, and cohesion policy will depend on the choices of Member States when designing and implementing their NRPPs.
- The level of budgetary allocation relevant to natural disasters within Horizon Europe and the ECF will depend on the design of programmes and instruments, eligibility criteria, the outcomes of calls for proposals, etc.
- The level of budgetary allocation relevant to natural disasters within Global Europe will depend both on the design of programmes and on the allocation of the cushion in practice.
- Actual allocations of funding from the EU Facility (EUSF and the Cushion) will depend on the events that occur and the budgetary decisions made at that point.

Table 49: Future programmes and instruments relevant to natural disaster-related actions (2028-2034)

Programme or Instrument	Funding contributing to natural disaster-related actions	Value (EUR million, current prices)	Notes
1. ECONOMIC, SOCIAL AND TERRITORIAL COHESION, AGRICULTURE, RURAL AND MARITIME PROSPERITY AND SECURITY			
NRPPs: Common Agricultural Policy (CAP) and fisheries - income support	<p>Eligible actions include:</p> <ul style="list-style-type: none"> • Crisis payments to farmers and fisheries affected by natural disasters, adverse climatic events or catastrophic events • Agri-environmental and climate actions, support for risk management tools, and support for knowledge-sharing and innovation, and territorial and local co-operation initiatives 	Not known	Total allocation of EUR 295 699 million (current prices). However, the allocation to natural disaster-related actions will depend on the design and implementation of NRPPs.
NRPPs: Economic, territorial and social cohesion including fisheries and rural communities and tourism	<p>Eligible actions include:</p> <ul style="list-style-type: none"> • Strengthening preparedness to crises and disasters by mainstreaming the “preparedness by design” principle • Environmental and climate ambitions, research and development, environmental protection, climate adaptation, climate resilience 	Not known	Total allocation of EUR 452 965 million (current prices). However, the allocation to natural disaster-related actions will depend on the design and implementation of NRPPs.

Programme or Instrument	Funding contributing to natural disaster-related actions	Value (EUR million, current prices)	Notes
	<ul style="list-style-type: none"> • Improving farmers' preparedness and ability to cope with crises and risks • Resilience of the fisheries and aquaculture sectors and of local fishery communities 		
EU Facility – Union actions: Unity Safety Net/Agricultural reserve	<ul style="list-style-type: none"> • Stabilisation of agricultural markets in times of market disturbances 	Not known	Total budget of EUR 6 301 million (current prices) will be used in times of market disturbances, which might include but will not be limited to those caused by natural disasters.
EU Facility – Union actions: EU Solidarity Fund	<ul style="list-style-type: none"> • Union actions to address urgent and specific needs as a response to a crisis situation such as major or regional natural disaster, and foster repair and recovery in view of increasing resilience following a crisis. 	Not known	Total budget of EUR 20 117 million (current prices) will address needs including but not limited to natural disasters. Allocations to natural disasters will be made as and when needed.
EU Facility – Union actions: Other	Eligible actions include: <ul style="list-style-type: none"> • LIFE-type activities satisfying the eligibility criteria 	Not known	Total budget of EUR 11 520 million (current prices). However, these actions will have a scope far wider than LIFE actions related to natural disasters. The allocation to natural disaster-related actions will depend on

Programme or Instrument	Funding contributing to natural disaster-related actions	Value (EUR million, current prices)	Notes
			details of calls, projects selected, etc.
EU Facility - Cushion	<ul style="list-style-type: none"> • Response in the event of unforeseen circumstances 	Not known	Total budget of EUR 8 710 million (current prices) will address needs including but not limited to natural disasters. Allocations to natural disasters will be made as and when needed.
2. COMPETITIVENESS, PROSPERITY AND SECURITY			
Horizon Europe	<ul style="list-style-type: none"> • Specific projects satisfying the eligibility criteria. 	Not known	Total budget of EUR 175 002 million (current prices). However, the programme has a scope far wider than natural disasters. The allocation to natural disaster-related actions will depend on details of calls, projects selected, etc.
ECF - Clean Transition and Industrial Decarbonisation	<ul style="list-style-type: none"> • Specific projects (including LIFE activities) satisfying the eligibility criteria. 	Not known	Total budget of EUR 67 416 million (current prices). However, the programme has a scope far wider than natural disasters. The allocation to natural disaster-related actions will depend on details of calls, projects selected, etc.

Programme or Instrument	Funding contributing to natural disaster-related actions	Value (EUR million, current prices)	Notes
ECF - Resilience and Security, Defence Industry, and Space	<ul style="list-style-type: none"> Continuation and enhancement of CEMS, SSA and GOVSATCOM Other actions, as eligible. 	Not known	Total budget of EUR 130 704 million (current prices). However, disaggregated budgetary is not yet available. The window has a scope far wider than natural disaster-related actions.
UCPM	<ul style="list-style-type: none"> Total MFF allocation supports prevention, preparedness and response actions. 	10 675	Relevant to natural disasters and man-made crises. Includes a new focus on health emergency preparedness and response, and civil-military preparedness and cooperation.
3. GLOBAL EUROPE			
Global Europe Instrument - Europe; Middle East, North Africa and the Gulf; Sub-Saharan Africa; Asia and the Pacific; Americas and the Caribbean; Global	<ul style="list-style-type: none"> Programmable actions at country, multi-country, regional and trans-regional level Non-programmable actions at country, multi-country, regional and trans-regional level, (humanitarian aid; macro-financial assistance; resilience; competitiveness; crisis, peace and foreign policy needs) 	Not known	Total budget of EUR 185 501 million (current prices). Allocation to natural disasters will depend on the design of programmes (which have a remit extending beyond natural disaster-related actions).

Programme or Instrument	Funding contributing to natural disaster-related actions	Value (EUR million, current prices)	Notes
Global Europe Instrument - cushion	<ul style="list-style-type: none"> • Ad hoc actions, as and when needed. 	Not known	Total budget of EUR 14 808 million (current prices) available to respond to unforeseen circumstances or new needs or emerging challenges, including but not limited to natural disasters.

Sources: Author's own elaboration based on data in sections 3.1 to 3.5.

3.1.4. Overview of support by type of action

Figure 10 below presents a visual illustration of potential support from future programmes and instruments for different types of natural disaster-related action but the same limitations should be noted as for the current programmes and instruments (Table 7). As with the current MFF, the figure offers a generalisation of the main types of action supported and is not necessarily exhaustive and there is potential overlap between the types of action, particularly between prevention and preparedness and between response and recovery. Notwithstanding this, the mapping can be summarised as follows.

Prevention and risk reduction:

- Infrastructure investments will continue to be possible under NRPPs (subject to the choices of Member States) and potentially the Clean Transition and Industrial Decarbonisation window within the ECF (subject to detailed design of the window).
- Research and technological development will remain possible under Horizon Europe (subject to programme design).
- Planning and risk mapping remains a core feature of the UCPM, but with a wider scope also covering health emergencies.
- Training and capacity-building will be supported by the UCPM and potentially NRPPs (subject to the choices of Member States).

Preparedness

- Early warning systems, risk-analysis, monitoring, etc. will continue to be supported by the UCPM. Other support may be provided by Horizon Europe and the ECF (subject to programme design) and NRPPs (subject to the choices of Member States).
- Training, exercises, advisory missions and capacity development will be supported by the UCPM, whilst some forms of training and capacity-building could be eligible within NRPPs and the ECF (subject to programme design).
- The development of preparedness and reaction capacity will be supported by the UCPM and Global Europe.
- Strategic reserves and stockpiles will be developed by the UCPM.
- Insurance against risk could be supported by the CAP and fisheries income support element of NRPPs.

Response

- Expert deployment with transport, logistical and co-ordination support will be provided by the UCPM.
- Emergency relief including support for food, energy, water, sanitation, etc. will be available from the EU Facility (EU Solidarity Fund) and Global Europe. Member States will also have the possibility to allocate the flexibility amount within their NRPPs to this purpose.
- The development of response tools and capacities could be supported by Horizon Europe and by the Clean Transition and Industrial Decarbonisation window within the ECF.

- Rapid financial support to farms and businesses to safeguard incomes and/or ensure liquidity could be provided by the CAP and fisheries income support element of NRPPs.

Recovery and reconstruction

- Relevant research and innovation could be supported by Horizon Europe.
- Infrastructure repairs and restoration could be supported by NRPPs (subject to the choices of Member States) and by the Clean Transition and Industrial Decarbonisation window within the ECF (subject to detailed design of the window).
- Short-term reconstruction (e.g., repair of vital infrastructure) would be supported by the EU Facility, EU Solidarity Fund and Global Europe.
- Socio-economic recovery could be supported by NRPPs (subject to the choices of Member States).
- Restoring livestock, and forestry and agricultural potential could be supported by the CAP and fisheries income support element of NRPPs.

Figure 10: Mapping of future programmes and instruments by type of natural disaster-related activities

Prevention and risk reduction	Preparedness	Response & emergency support	Recovery & reconstruction
Horizon Europe : to be determined but might include climate projects, resilience -building, evidence -building, technological solutions, etc.	Horizon Europe : to be determined but might include risk–analytics, modelling, early warning systems, etc.	Horizon Europe : to be determined but might include development of response capacity within research projects	Horizon Europe : to be determined but might include system restoration, long-term recovery processes, etc.
ECF Clean Transition and Industrial Decarbonisation : to be determined but might include investments in ecosystem and infrastructure resilience, nature -based solutions, policy and governance frameworks, research and innovation, etc.	ECF Clean Transition and Industrial Decarbonisation : to be determined but might include monitoring / forecasting systems, risk assessment and mapping, coordination mechanisms, capacity building, training , etc.	ECF Clean Transition and Industrial Decarbonisation : to be determined but might include development of tools supporting emergency deployment, crisis coordination, situational awareness, etc.	ECF Clean Transition and Industrial Decarbonisation : to be determined but might include infrastructure repair and modernisation, environmental restoration, socio-economic recovery, long -term adaptation, etc.
NRP Plans : to be determined by Member States but might include relevant infrastructure investments, resilience, capacity-building, training, etc.	ECF Resilience and Security, Defence Industry, and Space : continuation and enhancement of CEMS mapping, Space Situational Awareness monitoring risks, Secure SATCOM service continuity, etc.	EU Facility : address urgent and specific needs	EU Facility : support repair and recovery
	NRP Plans : to be determined by Member States but might include risk assessment, adaptation strategies, environmental monitoring, early warning, forecasting, etc.	NRP Plans : to be determined by Member States but might address urgent and specific needs	NRP Plans : to be determined by Member States but might support socio-economic recovery
	NRP Plans (CAP) : to be determined but might include insurance, risk management	NRP Plans (CAP) : to be determined but might include safeguarding incomes, rapid liquidity support, compensation of cessation of activities	NRP Plans (CAP) : to be determined but might include restocking livestock, restoring agricultural & forestry potential, infrastructure & building repairs, ecosystem restoration
UCPM : Union disaster resilience goals , EU-level and national risk assessment and risk management planning, sharing national risk management information	UCPM : Union Civil Protection Knowledge Network, general preparedness actions, European Civil Protection Pool, RescEU, anticipation and early warning, public warning systems	UCPM : Emergency Response Coordination Centre, notification of disasters, expert deployment, logistical support, equipment, transport, response co-ordination, consular assistance	
	Global Europe : disaster preparedness strategies, policy frameworks	Global Europe : emergency relief, public awareness, deployment of capacities provision of shelter and energy support, food security, water, sanitation, etc.	Global Europe : repair of vital infrastructure, reconstruction relief, rehabilitation, etc.

3.2. Economic, social and territorial cohesion, agriculture, rural and maritime prosperity and security

3.2.1. Overview

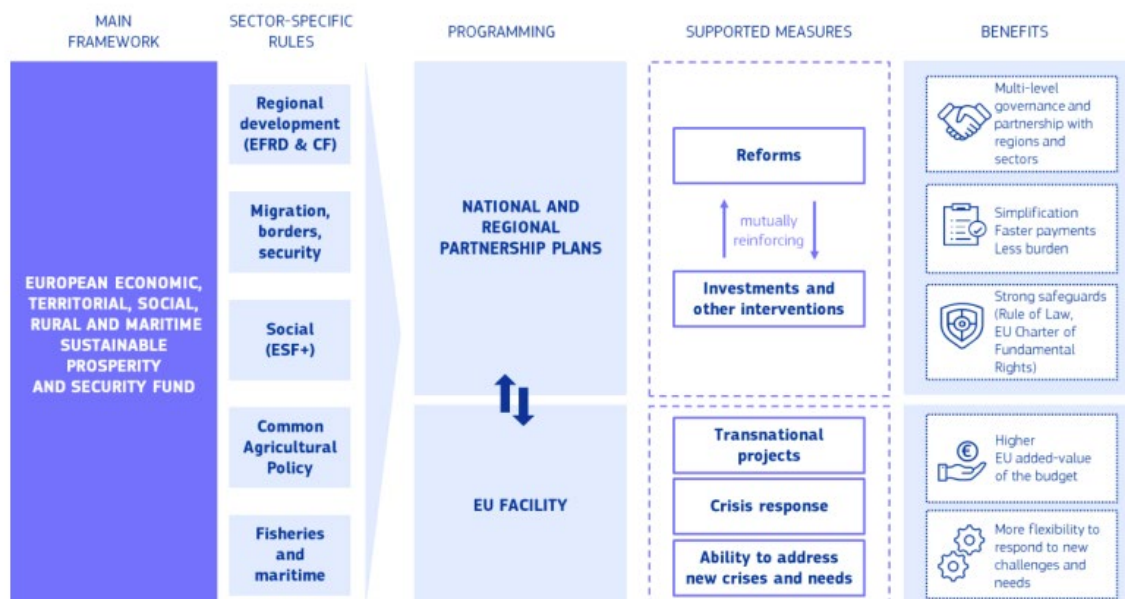
This MFF Heading brings together several predecessor programmes and instruments, including the ERDF, CF, ESF+, EAFRD and EMFAF. The overall aim will be to promote economic, social and territorial cohesion, the sustainable development and competitiveness of the Union, its security and its preparedness. The importance of actions related to natural disasters is mentioned in Recital 40 to the proposed regulation, which states that “In case of crises as a result of natural disasters and to ensure availability of resources throughout the duration of the Fund, Union support should be complementary to the efforts of the Member States concerned and be used to cover a share of the measures implemented to deal with the damage caused by a crisis.”⁷⁰

In light of the Treaty obligations and in order to ensure a degree of continuity with previous programmes and instruments, the Commission proposes sector-specific rules related to the area encompassed by this heading, namely: Regional development; Migration, borders, security; Social; Common Agricultural Policy; and Fisheries and maritime.

This MFF heading will feature two main programming elements, both of which have relevance to natural disasters (as discussed in sub-sections 3.2.2 and 3.2.3):

- National and Regional Partnership Plans (NRPPs);
- EU Facility.

Figure 11: Structure of the European Fund for economic, social and territorial cohesion, agriculture and rural, fisheries and maritime, prosperity and security



Source: [COM\(2025\)0570](#).

⁷⁰ European Commission. Proposal for a Regulation of the European Parliament and of the Council establishing the European Fund for economic, social and territorial cohesion, agriculture and rural, fisheries and maritime, prosperity and security for the period 2028–2034 and amending Regulation (EU) 2023/955 and Regulation (EU, Euratom) 2024/2509. COM(2025)0565.

3.2.2. NRPPs

The intention behind NRPPs is to “combine EU funds implemented by Member States and regions into a coherent, tailored planning process fully aligned with the Union’s common priorities.” The NRPPs will bring together 14 existing funds with the aim of ensuring coherence and joint programming between those, while respecting their specificities. The Commission’s MFF proposal breaks down the NRPP budget line into seven sub-headings. Interreg will be the subject of a single EU-wide plan under shared management (rather than forming part of NRPPs). Article 26 of the proposed Regulation would empower the Commission to determine whether the EU Facility is implemented under direct, shared or indirect management.

Table 50: Sub-headings within the NRPP heading (2028–2034)

NRPP sub-heading	Indicative commitment appropriations (EUR million – current prices)
Common Agricultural Policy (CAP) and fisheries income support	295 699
Migration & border management	34 215
Economic, territorial and social cohesion including fisheries and rural communities and tourism	452 965
Interreg	10 264
EU Facility – Union actions	63 223
EU Facility - Cushion	8 710
TOTAL	865 076
Social Climate Fund (to be funded by the EU Emissions Trading System (ETS2))	50 100

Source: [COM\(2025\)0570](#). Note that the figures for the NRPP sub-headings may be changed in negotiations between Parliament, the Council and the Commission, as with all amounts put forward in the MFF proposals. Once adopted, these financial envelopes nevertheless remain indicative and will depend on the NRPPs in each Member State and decisions in the annual budgetary procedure.

NRPPs will offer two possibilities for financing natural disaster-related actions:

First: **planned allocations**. The specific objectives of the overall Fund suggest that a broad range of actions related to natural disasters might be eligible in practice. Most notably, specific objective (b)(ii) is “strengthening the Union’s preparedness to crises and disasters by mainstreaming the principle of “preparedness by design”. Other specific objectives include references to environmental and climate ambitions, research and development, environmental protection, climate adaptation, climate resilience, improving farmers’ preparedness and ability to cope with crises and risks; resilience of the fisheries and aquaculture sectors; and resilience of local communities (in relation to fisheries policy). The extent to which funds are committed to natural disaster-related actions will in practice depend on the choices that Member States make in developing their NRPPs and on the choices made in the development of the EU-wide

Interreg Plan, albeit within the parameters set by sector-specific rules and the overall Regulation once adopted.

In relation to the CAP, Article 38 of the proposed Regulation provides that “Member States may provide crisis payments to farmers that are affected by natural disasters, adverse climatic events or catastrophic events”. More generally, the list of CAP interventions in Article 35 includes, inter alia, agri-environmental and climate actions, support for risk management tools, and support for knowledge-sharing and innovation, and territorial and local co-operation initiatives; such actions could include those related to natural disasters, depending on the choices of Member States.

In relation to LIFE, Recital 19 of the proposed regulation explicitly states that the NRPPs should continue to support the development of innovative, stakeholder-driven projects that contribute to the EU’s strategic priorities, thereby enhancing the EU’s environmental and climate resilience and leadership, while preserving the Union’s natural resources and biodiversity, building on the experience of the LIFE programme. Article 3 then includes support for “climate adaptation, climate resilience and enhancing biodiversity” within the scope of the specific objectives.

Second: **response to crisis situations.** To finance interventions related to crises as a result of natural disasters and simplify procedures, a part of the natural envelope of each Member State should constitute the flexibility amount (“crisis and mid-term review measures”). This is intended to ensure sufficient financial resources for Member States to react to crises.⁷¹ In the event of a crisis situation, funding from the flexibility amount would be allocated according to the procedure set out in Article 34 of the proposed Regulation (as described in sub-section 3.2.4).

3.2.3. EU Facility

As a complement to NRPPs, an EU Facility will finance: i) actions implemented by the Commission (via direct or indirect management); and ii) additional support to Member States’ NRPPs. The proposed regulation allocates EUR 71.933 billion to the EU Facility, disaggregated as shown in Table 51. Article 27(9) of the proposed Regulation also allows for additional financial or non-financial contributions to be provided by Member States, Union institutions, bodies or agencies, third countries, international organisations, international financial institutions or other third parties.

Table 51: EU Facility budgetary commitment (2028–2034)

EU Facility sub-heading	Commitments (EUR million – current prices)
Union actions:	63 223
- Unity Safety Net/Agricultural reserve	6 301
- European Union Solidarity Fund	20 117
- HOME Thematic facilities	25 285
- Other (cities, employment & social innovation....)	11 520
Emerging challenges and priorities cushion	8 710

⁷¹ Recital 40 to the proposed Regulation, COM(2025)0565.

EU Facility sub-heading	Commitments (EUR million – current prices)
TOTAL EU Facility	71 933

Source: [COM\(2025\)0570](#).

Annex XV of the proposed regulation presents a list of 14 types of **Union actions** to be supported by the Facility with a total budgetary allocation of EUR 63 223 million. This offers several possibilities to finance natural disaster-related actions:

- “Unity Safety Net/Agricultural reserve” has an indicative budgetary allocation of EUR 6 301 million will be used to stabilise agricultural markets in times of market disturbances, including those caused by issues related to animal or plant health and potentially natural disasters.
- The EUSF has an indicative budgetary allocation of EUR 20 117 million. It will be used to “address urgent and specific needs as a response to a crisis situation such as major or regional natural disaster, and foster repair and recovery in view of increasing resilience following a crisis”.⁷² This funding will be allocated according to the procedure set out in Article 34 of the proposed Regulation (as described in sub-section 3.2.4).
- “Other” Union actions have an indicative budgetary allocation of EUR 11 520 million. According to Annex XV, these can include LIFE actions, which would thus offer the possibility for natural disaster-related actions to be funded.

The EU Facility also includes an **Emerging challenges and priorities cushion** with a total budget of EUR 8 710 million. According to Article 33 of the proposed regulation, the cushion is to be used “to ensure an appropriate response of the Union in the event of unforeseen circumstances” (as well as “to promote new Union-led initiatives or priorities”). As with the Union actions, in the event of a crisis situation, funding from the cushion is allocated according to the procedure set out in Article 34 of the proposed regulation (as described in sub-section 3.2.4).

3.2.4. Provision of support following a crisis

In the event of a natural disaster or another emergency situation, there is potential for funding to be allocated from the budgetary allocations of the NRPPs, Union actions and the Emerging challenges and priorities cushion. Article 34 of the proposed Regulation sets out the process. In summary, Member States and regions will be able to use different sources of support in the following order:

- (1) Reprogramming of the existing measures of the NRPPs.
- (2) When the request for amendment exceeds 1% of the Union financial contribution under the NRPP, Member State may request to programme the flexibility amount.
- (3) Where the amount under the flexibility amount is not sufficient, Member State can request additional support under EU Facility – Union actions.
- (4) Where the amount under EU Facility Union actions is not sufficient, Member State may request support under the EU Facility’s Emerging challenges and priorities cushion.

⁷² Annex XV, paragraph 1 point (i) of the proposed Regulation, COM(2025)0565.

Emergency response measures will be eligible from the date when the triggering event occurred. They have to be programmed under a dedicated objective 'Supporting measures for addressing crisis via reconstruction, repair and enhancing resilience'."

The level of funding will depend on the extent to which Member States make requests in line with Article 34. However, **the process offers the potential to increase funding available for crisis situations** through the budget for Union actions of this type (EUR 20 117 million over 2028–2034, compared with EUR 4 716 million for the EUSF during 2024–2027), the Emerging challenges and priorities cushion, and the flexibility amount within NRPPs.

3.3. Competitiveness, prosperity and security

3.3.1. Overview

This MFF Heading brings together several predecessor programmes and instruments, including Horizon Europe, and the UCPM. The main programmes and instruments relevant to natural disasters are:

- European Competitiveness Fund (ECF);
- Horizon Europe is presented within the MFF as part of the ECF; however, the proposed Regulations establishing Horizon Europe and the ECF describe it as a self-standing programme but tightly connected to the ECF;
- Union Civil Protection Mechanism.

3.3.2. European Competitiveness Fund

According to the proposed regulation, the ECF would "consolidate 14 individual funding instruments from the current MFF in one framework to operate as an investment capacity to bolster European competitiveness in technologies and strategic sectors critical to the EU competitiveness".⁷³ This would include relevant activities currently funded by the LIFE programme, amongst others. The ECF will be implemented by the European Commission and managed primarily under direct and indirect management modes. It will apply to all 27 Member States, with potential association for certain third countries depending on future agreements. The ECF will aim to enhance European competitiveness in strategic sectors and technologies by supporting disruptive and incremental innovation, strengthening economic security, reducing strategic dependencies, and enabling investment across the full technology and industrial cycle – from research and innovation to deployment and manufacturing. Actions will be structured across four "policy windows," each with specific objectives:

- **Clean Transition & Industrial Decarbonisation** – supporting industrial decarbonisation, clean-tech manufacturing, circularity, water resilience and sustainable resource use;
- **Health, Biotechnology, Agriculture & Bioeconomy** – ensuring resilient health systems and sustainable food and bio-based industrial systems;

⁷³ Proposal for a Regulation of the European Parliament and of the Council on establishing the European Competitiveness Fund ('ECF'), including the specific programme for defence research and innovation activities, repealing Regulations (EU) 2021/522, (EU) 2021/694, (EU) 2021/697, (EU) 2021/783, repealing provisions of Regulations (EU) 2021/696, (EU) 2023/588, and amending Regulation (EU) [EDIP]; COM(2025)0555.

- **Digital Leadership** – increasing digital autonomy through advanced computing, quantum, cyber-security, AI infrastructure and secure connectivity;
- **Resilience & Security, Defence Industry & Space** – strengthening the European defence industrial base, critical infrastructure, civil-security technologies and EU space systems (including Copernicus and secure connectivity services).

The proposed budget for the ECF is EUR 234.3 billion. This amount covers grants, financial instruments, procurement, innovation support mechanisms and industrial-policy tools spanning all four windows.

Table 52: ECF budgetary commitment (2028–2034)

Policy window	Commitment appropriations (EUR million – current prices)
General objectives	11 000
Clean Transition and Industrial Decarbonisation	26 210
Health, Biotechnology, Agriculture and Bioeconomy	20 393
Digital Leadership	51 493
Resilience and Security, Defence Industry and Space	125 204
TOTAL	234 300

Source: [COM\(2025\)0555](#).

While the ECF does not earmark a specific budget line for natural disasters, disaster-relevant expenditure is embedded through several themes:

1. Space-based observation & emergency services

The ECF will finance major EU space-system assets and services, notably Copernicus and the Earth Observation Governmental Service (EOGS). The CEMS will continue to support natural hazard monitoring, crisis mapping, early warning and post-disaster situational assessments. These services provide rapid satellite-based intelligence to civil protection authorities in Europe and globally. EOGS will further enhance secure information provision for crisis-management applications.

2. Critical infrastructure resilience

The ECF will support cross-border and strategic infrastructure in energy, transport and key digital systems. Investments focusing on resilience, continuity and security of these networks reduce vulnerability to cascading failures triggered by disasters (e.g. grid collapse, water-system disruption, transport breakdown).

3. Civil security, crisis management & preparedness technologies

The Resilience and Security, Defence Industry and Space window will fund civil-security technologies, crisis-preparedness systems, maritime surveillance tools, infrastructure-protection solutions, and capabilities relevant to disaster-management and climate-induced

emergencies. These include monitoring platforms, border-protection solutions, and technologies supporting rapid-response coordination.

4. Climate adaptation, water resilience & hazard reduction

The Clean and Industrial Decarbonisation Transition window will support a climate-neutral, water-resilient and resource-efficient economy. Investments in decarbonisation, clean-technology scale-up, and nature-positive resource systems will aim to reduce climate-change drivers and enhance ecosystem resilience against floods, droughts, heatwaves and environmental degradation. Thus, certain LIFE-type activities relevant to natural disasters could be supported.

3.3.3. Horizon Europe

The successor to the current Horizon Europe programme will operate as a self-standing programme to support research and innovation, albeit one that is tightly connected to the ECF. Its overall objective will be to “strengthen the EU’s competitiveness, scientific technological base, and address global challenges based on excellent research and innovation”.⁷⁴ The key specific objectives are to:

- Create high-quality knowledge, skills and attractive careers for researchers and support the realisation of the European Research Area;
- Increase EU-wide and international collaborative research, knowledge sharing and valorisation;
- Align EU, national and regional priorities to create a pan-European research and innovation ecosystem;
- Reduce national and regional disparities in research and innovation capacity, skills, and talent to strengthen innovation ecosystems;
- Improve the Union’s position in innovation, with a specific focus on strategic technologies and disruptive innovation, facilitate the diffusion of innovative solutions through standardisation activities to foster competitiveness and address key societal challenges;
- De-risk and mobilise more private research and innovation financing, particularly for supporting deep tech and the scaling up of innovative startups and SMEs;
- Contribute to increasing public and private investment in research and innovation in Member States, thereby contributing to reach an overall expenditure of at least 3% of Union GDP in research and development.

The Commission’s MFF proposal indicative a budget of EUR 175 billion, representing a significant increase from the allocation of EUR 95.5 billion in the current MFF. The proposed Horizon Europe Regulation disaggregates this budget into four thematic pillars, as shown in Table 50 below.

Table 53: Horizon Europe budgetary commitment (2028-2034)

⁷⁴ Proposal for a Regulation of the European Parliament and of the Council establishing Horizon Europe, the Framework Programme for Research and Innovation, for the period 2028–2034 laying down its rules for participation and dissemination, and repealing Regulation (EU) 2021/695. COM(2025)0543.

Horizon Europe thematic pillar	Commitment appropriations (EUR million – current prices)
Pillar I: Excellent Science	44 079
Pillar II: Competitiveness and Society:	78 876
i) Competitiveness:	68 270
- ECF Chapter IV: Clean Transition and Industrial Decarbonisation	25 331
- ECF Chapter V: Health, Biotech, Agriculture and Bioeconomy	19 650
- ECF Chapter VI: Digital Leadership	16 854
- ECF Chapter VII: Resilience and Security, Defence Industry and Space	6 435
ii) Society	7 606
Pillar III: Innovation	38 785
Pillar IV: European Research Area	16 262
TOTAL	175 002

Source: [COM\(2025\)0543](#).

Recital 23 of the proposed regulation highlights the need to enhance the Union’s and Member States’ capability to anticipate, prepare for, and respond to crises and disasters. To that end, it states that the programme should “support research that strengthen disaster risk and crisis management, invest in climate resilience, and enhance the resilience of vital societal functions, and build a more resilient, secure, and prepared Union, in line with the objectives of the EU Preparedness Union Strategy”.

There is no earmarked budget line specifically for natural disasters. However, the articulation of the four pillars offers the potential to support research and innovation relevant to disaster risk and crisis management in relation to a range of natural disasters. The actual level of support for such actions will depend on implementation in practice, e.g., design of calls, scores received by relevant project applications, etc.

Table 54: Potential Horizon Europe actions related to natural disasters (2028–2034)

Horizon Europe Pillar	Examples of potential eligible actions relating to natural disasters
Pillar I: Excellent Science	<ul style="list-style-type: none"> • European Research Council support for fundamental, high-risk research such as climate science, natural hazard modelling, and long-term environmental risks • Joint Research Centre scientific and technical support for policies related to resilience and security, including addressing natural disasters

Horizon Europe Pillar	Examples of potential eligible actions relating to natural disasters
Pillar II: Competitiveness and Society: i) Competitiveness: - ECF Chapter IV: Clean Transition and Industrial Decarbonisation	<ul style="list-style-type: none"> • Research on resilient energy systems; decarbonisation technologies that reduce climate pressure and system vulnerability; ecosystem functions (water, soil, biodiversity) that naturally buffer hazards; Resilient and adaptive industrial processes
- ECF Chapter V: Health, Biotech, Agriculture and Bioeconomy	<ul style="list-style-type: none"> • Projects related to climate-induced emergencies, food/water security, resilience of agriculture to extreme events, bio-solutions for ecosystem resilience
- ECF Chapter VI: Digital Leadership	<ul style="list-style-type: none"> • AI and advanced data analytics for hazard modelling and early warning; digital twins and environmental simulation platforms; resilient communication and critical digital infrastructure; secure and interoperable information systems for crisis coordination; cyber-physical systems and IoT frameworks for risk detection and response; cloud, edge, and supercomputing solutions that support real-time disaster decision-making
- ECF Chapter VII: Resilience and Security, Defence Industry and Space	<ul style="list-style-type: none"> • Development of dual-use technologies (civil-security), disaster response tech/spaces, space-based observation, resilience infrastructure, early warning systems
ii) Society	<ul style="list-style-type: none"> • Research on enhancing societal resilience to natural disasters and integration into policy, emergency planning, and governance system; tools and frameworks that help authorities and communities manage, plan for and recover from disasters
Pillar III: Innovation	<ul style="list-style-type: none"> • Commercialisation and scaling of resilient, disaster-relevant technologies; innovation used directly by emergency responders or affected communities; networks of innovators focused on resilience and market uptake; start-up and SME acceleration for products that support preparedness, response, or recovery; innovation procurement and market-pull mechanisms that help tech reach users faster
Pillar IV: European Research Area	<ul style="list-style-type: none"> • Shared research infrastructure (data, models, platforms) useful for disaster science; supporting policy coordination that makes cross-border disaster research and innovation more effective; strengthening preparedness and recovery research capacities throughout the EU

Source: Author's own elaboration (based on the proposed Regulation and previous Horizon Europe projects).

3.3.4. Union Civil Protection Mechanism

The proposed UCPM (2028–2034)⁷⁵ will replace two predecessor instruments:

- the current UCPM (first introduced by Decision No 1313/2013/EU);
- relevant elements of the crisis preparedness strand within the current EU4Health programme (2021–2027).

As the main mechanism for strengthening cooperation and coordination in the field of civil protection and health emergency preparedness and response, the reinforced UCPM will aim to ensure better cross sectoral coordination and address capacity gaps for emergencies created, for example, by climate change, the changing security landscape, including for critical infrastructure, and the evolving global health landscape.

The general objective of the new UCPM is broadly similar to that of the current UCPM, for example, through its continued focus on strengthening cooperation between the Union and the Member States in order to prevent, prepare for and respond to both natural and human-induced disasters. However, the new general objective includes a focus on cross-border threats and well as situations impacting several sectors simultaneously.

Reflecting this, the new UPCM features a longer and more detailed list of specific objectives than the current UCPM, namely, to:

- Strengthen the understanding and anticipation of disaster risks and threats, work proactively to prevent or mitigate their potential impacts; foster prevention and preparedness; and enhance collaboration between civil protection, health and other relevant authorities;
- Facilitate capacity building at Union and Member State level;
- Enhance preparedness at Member State and Union level;
- Facilitate rapid and efficient response;
- Support Member States' and Union preparedness and response to cross-sectoral crises;
- Enhance Member States' and Union efforts in health emergency preparedness and response.

In addition, the UCPM will also include a focus on EU **civil-military preparedness and cooperation**. To this end, the Commission will work jointly with the High Representative to enhance civil-military preparedness and coordination of response develop arrangements to clarify roles and responsibilities and lay down priorities for preparing and responding to disasters and crises.

No fundamental change is proposed in the governance mechanisms for the UCPM, compared to the current instrument.⁷⁶ Thus, it will feature a combination of direct management and indirect management, depending on the activity in question.

A budget of EUR 10.675 billion is proposed for 2028–2034. This compares to the current budgets of EUR 3.6 billion (including NextGenerationEU) for the UCPM and EUR 4.2 billion for

⁷⁵ Proposal for a Regulation of the European Parliament and of the Council on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response, and repealing Decision No 1313/2013/EU (Union Civil Protection Mechanism) (COM(2025)0548).

⁷⁶ Impact Assessment Report, SWD(2025)0545.

EU4Health. In addition, Article 7 states that Member States, Union institutions, bodies and agencies, third countries, international organisations, international financial institutions, or other third parties may make additional financial or non-financial contributions. At this state, there is insufficient detail to determine the relative share of the budget that will be devoted to natural disaster-related actions, given the expanded scope of the UCPM.

According to the impact assessment report, the main differences to the current UCPM will be:

- Greater synergies and complementarities between civil protection and health emergency preparedness activities through their integration into a single instrument;
- Establishment of an EU crisis coordination hub as the central EU capacity for cross-sectoral risk preparedness, including stockpiling, and operational crisis management;
- Expansion of response capacities at EU level beyond the ‘traditional’ civil protection sector, including for example mobile/pontoon bridges, broad band telecoms and secured connectivity, and medical countermeasures, including through virtual stockpiling; and
- Health emergency activities to combat cross-border threats.

In line with this, the main activities will be as listed in Table 55 below.

Table 55: Intended actions within the UCPM (2028-2034)

Category	Intended actions
Risk assessment and risk management planning	<ul style="list-style-type: none"> • Union disaster resilience goals • National risk assessment and risk management planning • Sharing of national risk management information • Union level action on risk assessment and risk management planning
Capacity building and preparedness	<ul style="list-style-type: none"> • Union Civil Protection Knowledge Network • General preparedness actions • European Civil Protection Pool • Strategic reserve of European disaster response capabilities and stockpiles (rescEU) • Anticipation and early warning (Galileo and EGNOS, Copernicus, IRIS2 and GOVSATCOM or SSA) • Public warning systems • Emergency Response Coordination Centre (ERCC) • Crisis Coordination Hub
Response	<ul style="list-style-type: none"> • Notifications of disasters • Requests for assistance • Support to cross-sectoral crises • Consular assistance

Category	Intended actions
Union support to response	<ul style="list-style-type: none"> • Equipment, transport and logistical resources • Medical evacuation • Pre-positioning, coordination and stand-by allocation of response capacities • Deployment of experts and EUCP Team
Health emergency preparedness and response	<ul style="list-style-type: none"> • Data collection, information exchange, early warning and surveillance systems • Medical countermeasures (procurement, capacity reservations, stockpiling and deployment) • Capacity building • Support actions (cooperation between national authorities and with stakeholders, development and deployment of tools and infrastructures, including IT infrastructures)

Source: Proposal for a Regulation of the European Parliament and of the Council on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response, and repealing Decision No 1313/2013/EU (Union Civil Protection Mechanism) (COM(2025)0548).

3.4. Global Europe Instrument

3.4.1. Overview

This MFF Heading incorporates multiple budget lines, although the vast majority of the budgetary allocation is committed to the Global Europe Instrument, which would replace the following current programmes and instruments:

- Neighbourhood, Development, International Cooperation Instrument – Global Europe (NDICI-Global Europe);
- Instrument for Pre-Accession Assistance (IPA III);
- Humanitarian Aid;
- Ukraine Facility;
- Reform and Growth Facility for the Western Balkans;
- Reform and Growth Facility for the Republic of Moldova.⁷⁷

The proposed budgetary allocation of EUR 200 billion is divided between five pillar geographic pillars, a global pillar and an emerging challenges and priorities cushion, as shown in Table 56 below.

⁷⁷ Commission Staff Working Document Impact Assessment Report Accompanying the document Proposal for a Regulation of the European Parliament and of the Council establishing Global Europe; SWD(2025)0552.

Table 56: Commitment appropriations within the Global Europe Instrument (2028–2034)

Global Europe pillar	Commitment appropriations (EUR million – current prices)
A: Europe	43 174
B: Middle East, North Africa and the Gulf	42 934
C: Sub-Saharan Africa	60 531
D: Asia and the Pacific	17 050
E: Americas and the Caribbean	9 144
F: Global	12 668
Emerging challenges and priorities cushion	14 808
TOTAL	200 309

Source: [COM\(2025\)0570](#).

Whilst each geographic pillar has its own set of objectives, most include specific objectives with a degree of relevance to natural disasters, such as:

- Preparing for and responding effectively to crisis, emerging crisis and post-crisis situations; supporting peace, stability and conflict prevention;
- Reinforcing environmental protection, increasing resilience to climate change;
- Enhancing climate change adaptation and mitigation capacity; helping to promote climate-proof investments;
- Contributing to the resilience of partner countries, supporting and reinforcing actions addressing the humanitarian-development-peace nexus, fragility challenges and addressing reconstruction needs as well as balance of payment crises.

3.4.2. Budgetary allocations relevant to natural disasters

As and when the respective multiannual country, multi-country, regional or trans-regional indicative programmes are developed, it is possible, although not certain, that they will include budgetary allocations related (directly or indirectly) to natural disasters. Such actions might include:

- Programmable actions at country, multi-country, regional and trans-regional level;
- Non-programmable actions at country, multi-country, regional and trans-regional level, through components relating to humanitarian aid, macro-financial assistance, resilience, competitiveness or crisis, peace and foreign policy needs.

In addition, the Emerging challenges and priorities cushion includes EUR 14.8 billion for purposes that could include addressing natural disasters, namely:

- (a) to ensure an appropriate response of the Union in the event of unforeseen circumstances;
- (b) to address new needs or emerging challenges, such as those at the Union's or its neighbours' borders linked to crisis, whether natural or man-made, violent conflict and post-crisis situations, or migratory pressure and forced displacement;
- (c) to promote new Union led or international initiatives or priorities.

By definition, the volume of the funding available from the cushion for natural disaster-related actions cannot be known, since it is allocated only as needs arise.

3.5. Crisis response mechanism

As noted above, the crisis response mechanism will respond to "severe crises, severe hardship or serious threat thereof".⁷⁸ According to the Commission's own resources proposal, the crisis response mechanism is needed because, firstly, the frequency, severity and depth of severe crises, hardships or threats thereof have increased in recent years and, secondly, the rigidity of the current budget infrastructure restricted the EU in its response to such events. In the event of such a crisis, hardship or threat, the Council may, by means of a Council Regulation and after obtaining the consent of the European Parliament, authorise borrowing for loans to Member States, taking into account the specificities and needs of a given crisis. The mechanism would be backed by a dedicated increase of the own resources ceiling. Although natural disasters are not specifically mentioned in the Commission's proposal, the crisis response mechanism might offer the opportunity to finance natural disaster-related actions in addition to any actions financed via the MFF.

⁷⁸ European Commission. Proposal for a Council Decision on the system of own resources of the European Union and repealing Decision (EU, Euratom) 2020/2053, COM(2025)0574.

4. CLIMATE TARGET AND BIODIVERSITY AMBITION

The 2020 Interinstitutional Agreement between the European Parliament, the Council of the European Union and the European Commission stated a target for the share of EU expenditure supporting climate objectives and an ambition for the share of EU expenditure contributing to biodiversity objectives.⁷⁹ Given the potential relevance of the climate target and the biodiversity ambition to natural disasters, this section considers the achievement to date, as well as the Commission's proposals for a climate and environment spending target in the future MFF.

4.1. Current MFF

4.1.1. Climate target

The 2020 Interinstitutional Agreement specified that at least 30% of the total amount of EU expenditure should support climate objectives. In the event of insufficient progress towards the target in one or more of the relevant programmes and instruments, the Agreement stated that the Institutions would consult each other on appropriate measures to be taken. The agreement makes no specific reference to natural disasters. However, the climate target has relevance to natural disaster-related actions in that climate change risks increasing the frequency, intensity, and unpredictability of natural hazards.

In most but not all cases, the legislation establishing EU programmes and instruments states that expenditure should contribute to the achievement of the climate target, albeit in different ways:

- Programme-specific target stated within the main body of the regulation (Horizon Europe, ERDF, CF, LIFE, NDICI);
- Programme-specific target stated in a recital to the regulation (InvestEU) and with a requirement to report against progress towards the target within the main body of the regulation (RRF, EAFRD);
- Intention for the programme to contribute to the overall EU target stated in a recital to the regulation (Union Space Programme, ESF+, EMFAF);
- Statement of an intention for the overall EU target to be taken into account (UCPM);
- No reference to the overall EU target (Humanitarian Aid, EUSF, EAR).

The Commission tracks relevant spending using a methodology that assigns "EU climate coefficients" to financed activities at the most detailed level possible, depending on the specific features of each programme or instrument.⁸⁰ The assignment of coefficients is based on the best ex ante estimate of the climate relevance of the budget committed. Estimates may be modified on the basis of the contracts signed and payments made. Coefficients are assigned according to the following categories of criteria:

- 100%: the activity is expected to make a substantial contribution to climate change mitigation or adaptation objectives;

⁷⁹ 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.

⁸⁰ European Commission (2022), Climate Mainstreaming Architecture in the 2021-2027 Multiannual Financial Framework, Commission Staff Working Document SWD(2022) 225 final.

- 40%: the activity is expected to make a non-marginal, positive contribution to climate change mitigation or adaptation objectives;
- 0%: the activity is expected to have a neutral impact on climate objectives.

Table 57 below presents European Commission data regarding the extent to which budgets or programmes and instruments are projected to contribute to climate mainstreaming objectives during 2021–2027. From the data, it can be seen that:

- the overall target of 30% is likely to be exceeded;
- the RRF is the single biggest contributor, accounting for 42% of budgetary commitments related to the climate target;
- the targets for two programmes and instruments are projected to be reached (InvestEU, RRF);
- budgetary contributions are projected to fall slightly short of the target for most programmes and instruments (Horizon Europe, RRF, CAP (including EAFRD), LIFE, NDICI);
- it is uncertain whether the targets for ERDF and CF will be reached, as the data on projected achievement for the two programmes has been combined;
- other programmes and instruments are projected to contribute to the climate target even in the absence of any programme-specific target (Union Space Programme, ESF+, UCPM, EMFAF, Humanitarian Aid).

Table 57: Share of EU budgetary commitments related to the climate target

Programme or Instrument	Expected contribution	Legal /political basis	% of total financial envelope (2021-2027)	Budget commitments (2021-2027) (EUR million - current prices)
EU (all relevant programmes and instruments, not only those relevant to natural disasters)	30%	Interinstitutional Agreement (16.12.2020)	34.0%	662 238
Horizon Europe	35%	Article 7(10), Regulation (EU) 2021/695	34.9%	32 278
InvestEU	30%	Recital 10, Regulation (EU) 2021/523	34.6%	4 399
Union Space Programme	Contribute to the overall EU target	Recital 26, Regulation (EU) 2021/696	8.5%	1 216
Cohesion Policy Funds (ERDF, CF)	30% (ERDF) Cohesion Fund (37%)	Article 6, Regulation (EU) 2021/1060	33.6%	88 727
ESF+	Contribute to the overall EU target	Recital 39, Regulation (EU) 2021/1057	6.9%	6 595
UCPM	Climate target taken into account	Recital 28, Annex I, Regulation (EU) 2021/836	19.1%	6 595
RRF	37%	Recital 23, Articles 16, 18, 19, Regulation (EU) 2021/241	42.5%	276 647
CAP (including EAFRD)	40%	Recital 94, Article 100, Regulation (EU) 2021/2115	37.8%	145 694

EU support for natural disasters: budgetary mapping and comparison of the 2021-2027 MFF and the post-2027 MFF proposals

Programme or Instrument	Expected contribution	Legal /political basis	% of total financial envelope (2021-2027)	Budget commitments (2021-2027) (EUR million - current prices)
EMFAF	Contribute to the overall EU target	Recital 15, Regulation (EU) 2021/1139	52.5%	3 140
LIFE	61%	Recital 29, Article 5, Regulation (EU) 2021/783	58.6%	3 189
NDICI	30%	Recital 49, Article 5, Regulation (EU) 2021/947	25.3%	19 982
Humanitarian Aid	*No target but the Commission monitors achievement	n/a	25.0%	3 835

Source: European Commission (2025): [Climate overview 2025](#); *European Commission (2021), [COM\(2021\)0110](#).

4.1.2. Biodiversity ambition

The 2020 Interinstitutional Agreement also stated the ambition for the proportion of 7.5% annual EU expenditure to contribute to biodiversity objectives in 2024 and 10% in 2026 and 2027. Healthy biodiversity can significantly reduce the risk, impact, and recovery time of natural disasters, whilst biodiversity loss can amplify vulnerability. In most cases, the legislation establishing EU programmes and instruments states that expenditure should contribute to the achievement of the biodiversity ambition. The [biodiversity tracking methodology](#) is similar to the one used for the climate target, i.e. based on coefficients (100%, 40%, 0%) and tagging, with its application customised to each programme or instrument.

Table 58 below presents European Commission data regarding extent to which budgets of programmes and instruments are projected to contribute to the biodiversity ambition (for those programmes with relevance to natural disasters).⁸¹ The data suggest that the CAP is the single biggest contributor, accounting for 57% of budgetary commitments related to the biodiversity ambition. The programmes with the highest shares are the LIFE programme (50.1%) and the EMFAF (30.3%).

Table 58: Projected share of budgetary commitments related to the biodiversity ambition

Programme or Instrument	% of total financial envelope (2021-2027)	Budget commitments (2021-2027) (EUR million - current prices)
EU (all relevant programmes and instruments, not only those relevant to natural disasters)	5.8%	112 690
Horizon Europe	7.7%	7 093
InvestEU	0.3%	35
Union Space Programme	4.5%	645
Cohesion Policy Funds (including ERDF, CF)	6.1%	16 018
UCPM	4.5%	163
RRF	1.8%	11 435
CAP (including EAFRD)	16.8%	64 657
EMFAF	30.3%	1 815
LIFE	50.1%	2 729
NDICI	8.2%	6 500

Source: European Commission (2025): [Biodiversity overview](#) 2025.

Table 59 below presents European Commission data regarding extent to which total EU funding is projected to contribute to the biodiversity ambition (for all EU programmes and instruments

⁸¹ The Commission does not provide data for the ESF+, Humanitarian Aid, the EUSF or the EAR.

covered by the biodiversity ambition, not only those relevant to natural disasters). The data suggest that the biodiversity ambition was achieved in 2024 (7.6%) but will not be achieved in 2026 (7.8%) or 2027 (8.0%).

Table 59: Projected share of total EU budgetary commitments related to the biodiversity ambition

Programmes or instruments related to the biodiversity ambition (not only those relevant to natural disasters)	% of total financial envelope	Budget commitments (EUR million – current prices)
2021	3.7%	16 125
2022	5.3%	17 770
2023	4.7%	19 676
2024	7.6%	14 395
2025	7.9%	15 184
2026	7.8%	14 704
2027	8.0%	14 836
2021–2027	5.8%	112 690

Source: European Commission (2025): [Biodiversity overview](#) 2025.

4.2. Future MFF

To replace the current climate target and biodiversity ambition, the proposed Regulation establishing a budget expenditure tracking and performance framework and other horizontal rules sets a target for climate and environment spending.⁸² Article 4 states that “Programmes and activities shall be implemented with a view to achieving an overall spending target of at least 35% of the total amount of the budget on climate action and environmental objectives (‘climate and environment spending target’) over the entire 2028–2034 multiannual financial framework”, but excluding defence and security spending.

The Commission would be empowered to adopt delegated acts to adjust the levels of the climate and environment spending targets to take into account developments during the implementation of the programmes and instruments. As with the current target, the Commission proposes that where there is insufficient progress, the institutions will consult each other on appropriate measures to be taken to ensure the achievement of the target.

The expected contribution of specific programmes and instruments is presented in Table 56 below. At this stage, it remains uncertain whether the targets imply an increase in expenditure related to climate and biodiversity objectives. This is in part due to the “denominator” of total EU expenditure now excluding defence and security spending but including the successor to

⁸² Proposal for a Regulation of the European Parliament and of the Council establishing a budget expenditure tracking and performance framework and other horizontal rules for the Union programmes and activities; COM(2025)0545.

the Innovation Fund (previously outside the MFF but not proposed to be included within the ECF) and in part because the methodology is not yet fully developed. It is also due in part to the merging of the climate target and biodiversity ambition into a single climate and environment spending target, which would tend to make comparisons with the previous MFF difficult. Thus, conclusions cannot be drawn for the implications for natural disaster-related expenditure.

Table 60: Climate and environment spending targets (2028–2034)

Programme or Instrument	Climate and environment spending targets
National and Regional Partnership Plans	43%
European Competitiveness Fund	43%
Framework programme for research and innovation	40%
Connecting Europe Facility	70%
Global Europe Instrument	30%

Source: [COM\(2025\)0545, Annex III](#).

5. COMPARISON OF THE CURRENT AND FUTURE MFF

5.1. Successors to the current programmes and instruments

The Commission's July 2025 communication on the 2028–2034 MFF frames the proposed restructuring of the funding architecture as part of a broader effort to simplify the EU budget. As the Commission states, public consultations have confirmed that "EU financial programmes have grown too fragmented, with overlaps, gaps and diverging rules", creating confusion and reducing accessibility, flexibility and impact. In response, the Commission has proposed to "streamline and harmonise" EU financial programmes, making it easier to identify funding opportunities, unlock synergies, and establish a "lean, transparent and coherent budget".⁸³ Within this framework, expenditure relating to natural disasters would be consolidated into fewer, larger programmes and instruments in the post-2027 period. Figure 12 below provides a summary comparison of current and future programmes and instruments relevant to natural disasters. Table 58 then provides details of relevant budgetary allocation to the extent possible using 2025 prices for both MFFs to facilitate like-with-like comparison.

In summary, the current programmes and instruments relevant to natural disasters will be succeeded as follows.

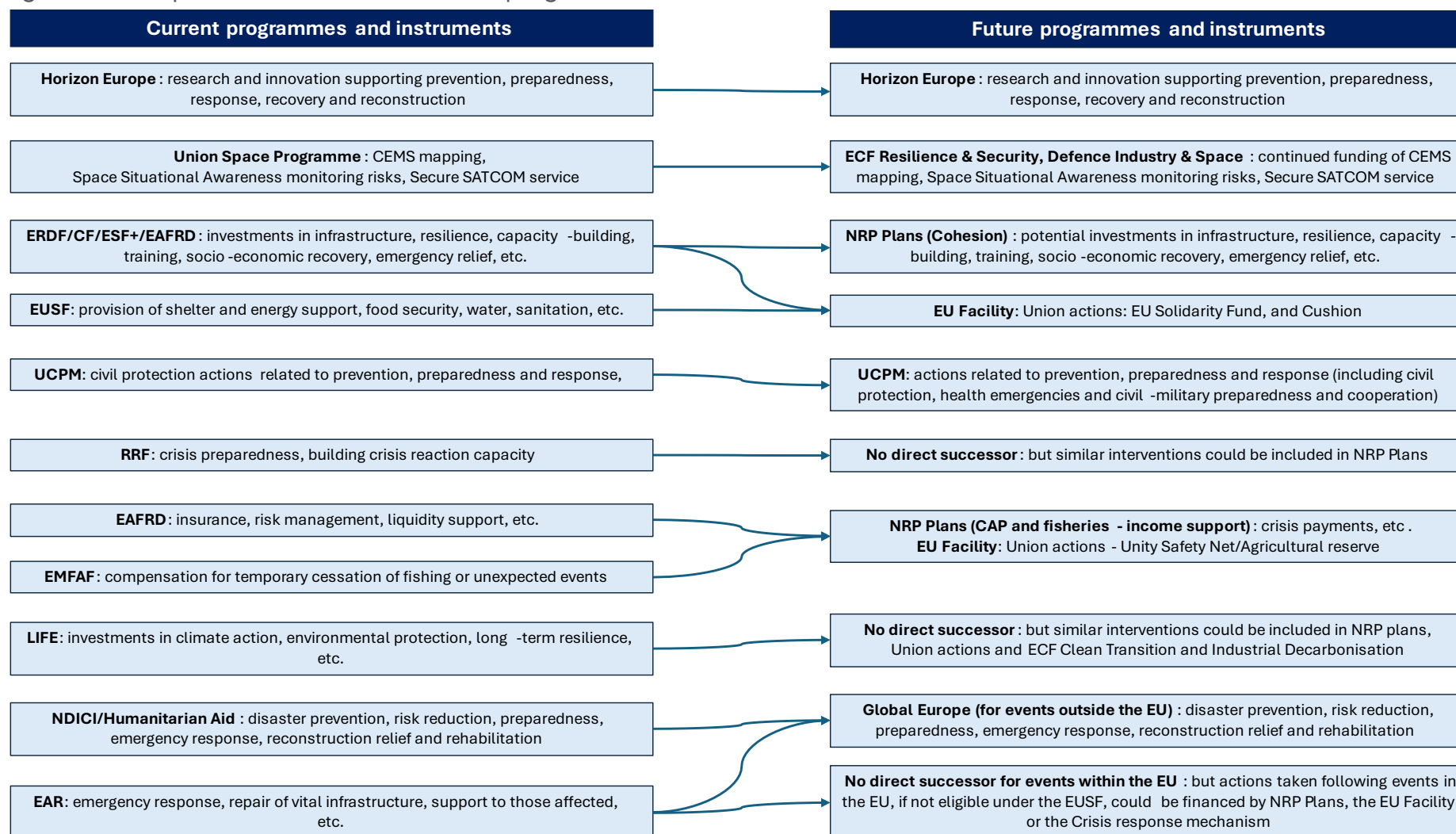
- **Horizon Europe** will have a direct successor programme, albeit under the umbrella of the ECF. It will offer the potential to support research and innovation relevant to disasters, although the actual level support for such actions will depend on implementation in practice.
- **InvestEU** will be succeeded by similar provision within the four pillars of the ECF. Depending on the detailed design and implementation, actions related to natural disaster may be eligible.
- **CEMS, SSA and GOVSATCOM** will be continued within the "Resilience and Security, Defence Industry and Space" pillar within the ECF.
- **EAFRD, CF, ESF+, ERDF, EMFAF** will be merged into NRPPs under the MFF Heading "Economic, social, and territorial cohesion, agriculture, rural and maritime prosperity and security". NRPPs will feature sector-specific elements, including "CAP and fisheries income support", and "Economic, territorial and social cohesion including fisheries and rural communities and tourism". The level of support for natural disaster-related actions will depend on the choices made by Member States in the design of their Plans. NRPPs will be complemented by the EU Facility, including a cushion to respond to unforeseen circumstances.
- **Interreg** will continue through a single EU-wide Interreg Plan. The level of support for natural disaster-related actions will depend on the choices made in the design of the Interreg Plan.
- The **UCPM** will have a direct successor with similar objectives to the current mechanism, but with an expanded scope to include health emergency preparedness and response, as well as civil-military preparedness and cooperation. With an increased budget of EUR

⁸³ European Commission, Communication on the Multiannual Financial Framework 2028–2034 (COM(2025)0570)

10.675 billion, it will serve as the successor both to the UPCM and the current EU4Health programme.

- **LIFE** will be discontinued without a direct successor programme. However, similar initiatives could be implemented within NRPPs, the Union Actions or the ECF Clean Transition and Industrial Decarbonisation window.
- As a temporary instrument, the **Recovery and Resilience Facility** will not be continued.
- The **NDICI, Humanitarian Aid and EAR** will be succeeded by the Global Europe Instrument, which will feature multiannual country, multi-country, regional or trans-regional programmes, as well as an Emerging challenges and priorities cushion. The programmes and the cushion will, inter alia, offer support for actions related to natural disasters.
- The **ESR** will no longer operate as a Special Instrument (additional to the MFF) but instead the **EUSF** will form a discrete element within the EU Facility. In addition, the new crisis response mechanism will also support Member States when they face severe crises.

Figure 12: Comparison of current and future programmes and instruments relevant to natural disaster-related activities



Source: Author's own elaboration

Table 61: Successors to the current programmes and instruments funding natural disaster-related actions within the MFF 2028-2034 proposals

Current programmes or instruments (2021-2027)	*Budgetary value 2021-2027 MFF (EUR million, 2025 prices)	Successor programmes and instruments (2028-2034)	**Budgetary value of proposed 2028-2034 MFF (EUR million - 2025 prices)
1. Single Market, Innovation and Digital			
Horizon Europe	88 575	Horizon Europe	Uncertain: will depend on projects selected, etc.
InvestEU	Data unavailable	InvestEU Instrument & advisory services, indicative contribution from the window (within ECF)	Uncertain: will depend on projects selected, etc.
Union Space Programme: CEMS	91	ECF Resilience and Security, Defence Industry, and Space window	Data unavailable
Union Space Programme: SSA / GOVSATCOM	214		Data unavailable
2. Cohesion, Resilience and Values			
ERDF	228 470	Cohesion strand of NRPPs EU Facility	Uncertain: will depend on i) design of NRPPs; ii) allocation of funds from the EU Facility
ESF+	96 894	Cohesion strand of NRPPs	Uncertain: will depend on choices made by Member States in the design of their NRPPs.
CF	51 214	Cohesion strand of NRPPs	Uncertain: will depend on choices made by Member States in the design of their NRPPs.
RRF	772 491	No direct successor	n/a
UCPM	1 631	UCPM (NB: includes new focus on health emergency preparedness and	9 458

Current programmes or instruments (2021-2027)	*Budgetary value 2021-2027 MFF (EUR million, 2025 prices)	Successor programmes and instruments (2028-2034)	**Budgetary value of proposed 2028-2034 MFF (EUR million – 2025 prices)
		response and civil-military preparedness and cooperation)	
3. Natural Resources and Environment			
EAFRD	Data unavailable	NRPPs: <ul style="list-style-type: none"> • CAP income support strand • Cohesion strand 	Uncertain: will depend on choices made by Member States in the design of their NRPPs.
EAFRD: Emergency assistance	Data unavailable	No direct successor, however similar interventions may be possible through: <ul style="list-style-type: none"> • Flexibility amount within NRPPs • EU Facility Union actions • EU Facility Emerging challenges and priorities cushion 	n/a
EMFAF – temporary cessation	157	NRPPs: <ul style="list-style-type: none"> • CAP income support strand • Cohesion strand 	Uncertain: will depend on choices made by Member States in the design of their NRPPs.
EMFAF – unexpected events	39		
LIFE	5 550	No direct successor, however similar interventions may be possible through NRPPs, Union actions and ECF Clean Transition and Industrial Decarbonisation	n/a
6. Neighbourhood and the World			
NDICI	82 248	Global Europe	

Current programmes or instruments (2021-2027)	*Budgetary value 2021-2027 MFF (EUR million, 2025 prices)	Successor programmes and instruments (2028-2034)	**Budgetary value of proposed 2028-2034 MFF (EUR million – 2025 prices)
Humanitarian Aid	15 708		<ul style="list-style-type: none"> • Will depend on the details within multiannual country, multi-country, regional or trans-regional indicative programmes. • In addition: EUR 13 072 million from the Emerging challenges and priorities cushion
Special instruments			
SEAR (2021-2023): EUSF**** + ESR (2024-2027)	6 715	“Crisis situation – European Union Solidarity” within EU Facility Union actions	<ul style="list-style-type: none"> • 17 850
SEAR(2021-2023): Internal (excluding EUSF)**** SEAR (2021-2023): External**** + EAR (2024-2027)	4 332	NRPPs, EU Facility, Crisis response mechanism (for events within the EU previously financed by SEAR Internal, but not eligible for the EUSF)	Will depend on: i) Member States choosing to reprogramme funds or allocate their flexibility amounts; ii) allocation of funds from the EU Facility; iii) activation of the Crisis response mechanism.
		Global Europe (for events outside the EU)	<ul style="list-style-type: none"> • Will depend on the details within multiannual country, multi-country, regional or trans-regional indicative programmes. • In addition: EUR 13 072 million from the Global Europe Emerging challenges and priorities cushion

Sources: author’s own elaboration based on data in sections 2 and 3. *Excludes NextGenerationEU funding (as a temporary instrument). Values in 2025 prices are calculated by applying annually a fixed deflator of 2% to the amounts presented in current prices, in section 2. **Budgetary allocations for the future MFF in 2025 prices are provided in COM(2025)0570. ***For 2021-2027, the full MFF allocation is provided (i.e. not only the value of the identified projects). ****For the purposes of comparison, the End-of-Year Cushion within the SEAR (2021-2023) is divided between the EUSF (50%), Internal (15%) and External (35%) in line with the percentages stated in the regulation.

5.2. Limitations on mapping

The previous sections of this study have provided data on budgetary allocations to the extent possible. However, the available data for the current and future MFF pose five main limitations to mapping:

- Some data are insufficiently disaggregated to identify projects relevant to natural disasters.
- Most data are insufficiently disaggregated to distinguish between expenditure related to natural disasters and man-made disasters.
- Some activities and expenditure cover disasters in general regardless of their cause.
- Some budgetary allocations are only made as and when disasters occur, thus there is no ex ante budgetary allocation solely for actions related to natural disasters.

More generally, the reporting of data on budgetary allocations tends to reflect the budgetary structure of programmes and instruments and the extent to which specific budget lines are allocated to natural disaster-related actions (or to disaster-related actions in general).⁸⁴ Thus, data on budgetary allocations to (natural) disaster-related actions are reported for the UCPM, as well as relevant strands of the Union Space Programme, EMFAF and Humanitarian Aid. Detailed allocations are also reported for SEAR, ESR and EAR via the Commission’s mobilisation decisions and/or the transfer appropriation decisions. The regulations establishing other programmes and instruments require financial reporting to be in line with the Financial Regulation but rarely state a need for disaggregation of budgetary data in such a way as to identify budgetary allocations relevant to natural disaster-related actions.

In relation to specific programmes and instruments, the limitations to mapping are summarised in Table 62 below.

Table 62: Limitations on mapping

Programme or Instrument	Comment
Current MFF (2021–2027)	
InvestEU	Data are not sufficiently disaggregated to identify projects relevant to natural disasters.
RESTORE (ERDF/CF/ESF+)	Full data has been provided for approved instances of reprogramming. Further amendments may take place up to 30 June 2026.
UCPM	Budgetary allocations are not disaggregated between expenditure related to natural disasters and man-made disasters. In part, this is because some expenditure items cover both types of disasters.
RRF	Expenditure is tagged as “contributing” to policy areas relevant to natural disasters rather than being specifically allocated to those purposes. Two policy areas have a scope far

⁸⁴ As just noted, most data are insufficiently disaggregated to distinguish between expenditure related to natural disasters and man-made disasters.

Programme or Instrument	Comment
	wider than natural disasters (“Crisis reaction capacity”, “Crisis preparedness”).
EAFRD	There is no dedicated budget line for natural disaster-related actions and budgetary data are not sufficiently disaggregated to identify projects relevant to natural disasters.
EMFAF	Budgetary allocations for compensation related to “Temporary cessation of activities” or “Unexpected environmental, climatic or public health events” do not distinguish between natural disasters and other events.
NDICI	Budgetary data are available for “Disaster preparedness”, “Emergency response” and “Reconstruction relief and rehabilitation” but are not disaggregated between expenditure related to natural or man-made disasters.
Humanitarian Aid	Budgetary data are available for “Humanitarian aid” and “Disaster prevention, disaster risk reduction and preparedness” but is not disaggregated between expenditure related to natural or man-made disasters.
Future MFF (2028-2034)	
NRPPs	Budgetary allocation relevant to natural disasters will depend on the choices made by Member States (within the parameters set by the relevant regulations) regarding the design and implementation of NRPPs.
EU Facility - Emerging challenges and priorities cushion	The scope of the cushion is wider than natural disasters and there is no ex ante budgetary allocation solely for actions related to natural disasters.
ECF Clean Transition & Industrial Decarbonisation window	Budgetary allocation relevant to natural disasters will depend on programme design, projects selected, etc.
ECF Resilience & Security, Defence Industry & Space window	The available data are not sufficiently disaggregated to identify budgetary allocations solely for actions related to natural disasters.
Horizon Europe	Budgetary allocation relevant to natural disasters will depend on programme design, projects selected, etc.
UCPM	Budgetary allocations are not disaggregated between expenditure related to natural disasters and man-made disasters. In part, this is because some expenditure items cover both types of disasters.
Global Europe Instrument - geographic/global	Budgetary allocation relevant to natural disasters will depend on programme design, projects selected, etc.

Programme or Instrument	Comment
Global Europe – Emerging challenges and priorities cushion	The scope of the cushion is wider than natural disasters and there is no ex ante budgetary allocation solely for actions related to natural disasters.

Source: Author's own elaboration.

At this stage there is insufficient evidence to draw conclusions as to the implications of the proposed 35% **climate and environment spending target** (replacing the previous 30% climate target and 10% biodiversity ambition). The extent to which funding under the future MFF supports climate and biodiversity objectives will depend on the detailed design of programmes and instruments and the extent to which climate and biodiversity objectives are prioritised.

6. CONCLUSIONS

Current MFF

1. The current MFF supports actions related to natural disasters through a range of interventions across multiple programmes and instruments, although such support very often relates both to natural and to man-made crises. This includes programmes and instruments:
 - solely or primarily focussed on disasters (e.g., UCPM, Humanitarian Aid);
 - with specific budget lines for (natural and man-made) disaster-related actions (e.g., EMFAF);
 - addressing natural disasters through support for climate adaptation and resilience, etc. (LIFE);
 - with no specific budgetary allocation for natural disaster-related actions but featuring eligibility criteria that enable natural disaster-related projects to receive funding (e.g., Horizon Europe, ERDF, CF, ESF+);
 - providing finance in response to unforeseen events (ESR, EAR).
2. Data on budgetary allocations to actions relevant to natural disasters are available for several programmes and instruments but very often cannot be extracted from wider budgetary allocations (e.g., covering man-made disasters, other events, climate adaptation and resilience, or other interventions).
3. Some of the largest budgetary allocations relevant to natural disasters are provided by the RRF, through measures relevant to "Climate change adaptation" (EUR 8.3 billion). These have high relevance to natural disasters, as they relate to prevention and management of climate-related risks, including floods and fires. This is not a budgetary allocation as such, but instead an indication of the level of RRF funding that the Commission has "tagged" as relevant to natural disasters.⁸⁵
4. The UCPM is the EU's main mechanism for strengthening cooperation and coordination in the field of civil protection with a budget of EUR 3.6 billion (including NextGenerationEU funding).
5. The Union Space Programme finances the provision of mapping services in cases of natural hazards and man-made disasters through the CEMS (EUR 89 million), information about space hazards through the SSA (EUR 21 million) and satellite communication services supporting disaster response through GOVSATCOM (EUR 176 million).
6. Although Horizon Europe does not have a dedicated budget line for natural disasters, EU funding of EUR 2.1 billion has been allocated to research and innovation projects with relevance to natural disasters.
7. Member States have to date committed EUR 2.2 billion of their cohesion policy funding to 1 190 projects relevant to natural disasters. Through the RESTORE framework, they have also reprogrammed a total of EUR 1.9 billion of their cohesion policy funding to support investments aimed at reconstruction following natural disasters.

⁸⁵ See section 2.3.7.c for an explanation of the Commission's tagging methodology.

8. In the event of natural disasters, compensation is available from the EAFRD for farming businesses and from the EMFAF for fishing businesses, whilst the EAFRD also finances investments in preventive infrastructure, as well as in the restoration of agricultural or forestry potential following natural disasters, adverse climatic events or catastrophic events.
9. LIFE has provided EU funding of EUR 1.6 billion for 333 natural disaster-related projects.
10. The Humanitarian Aid budget (EUR 15.3 billion) is the primary means of financing actions related to natural disasters in third countries, as well as other emergencies, such as conflicts. This is complemented by funding from the NDICI (EUR 1.2 billion during 2021–2024, projected to rise to EUR 1.9 billion over 2021–2027).⁸⁶
11. The ESR and the EAR (as well as the SEAR during 2021–2023) finance rapid responses to specific emergency needs within the EU or third countries, including natural disasters.

Future MFF

12. Natural disaster-related spending will continue to feature in multiple MFF headings but will be spread across fewer but larger programmes and instruments. Again, some caution is needed, as most programmes and instruments have a scope extending beyond natural disasters, e.g., also addressing man-made disasters, other events, or climate adaptation and resilience.
13. Support will continue to be available across four phases of disaster management: “Prevention”, “Preparedness”, “Response” and “Recovery”, although again there is considerable overlap between the types of action, and any specific intervention might not neatly fall into one type.
14. The UCPM will continue to support EU-level cooperation and coordination in the field of civil protection, but its scope will be extended to cover health (replacing the EU4Health programme), as well as civil-military preparedness and cooperation.
15. NRPPs will offer the possibility for Member States to allocate funds to a range of actions relevant to natural disasters, including LIFE-type activities (under shared management between the Commission and the Member States).
16. Interreg will continue to offer the possibility for funding for natural disaster-related actions, depending on the choices made in the design of the single, EU-wide Interreg Plan.
17. Horizon Europe will continue to offer the possibility of funding for research and innovation relevant to natural disasters, subject to the design of calls and specification of eligibility criteria, etc.
18. LIFE-type activities will be eligible within the ECF Clean Transition and Industrial Decarbonisation window and the EU Facility (both under direct management by the Commission or indirect management by eligible entities), as well as within NRPPs.
19. The Global Europe instrument will support both programmable and non-programmable actions related to natural and man-made disasters.

⁸⁶ See section 2.6.2.c.

Comparison of current and future MFF

20. Most of the current programmes and instruments supporting natural disaster-related actions will have a clear successor. The RRF and LIFE will have no clear successor, although similar interventions could be supported by other programmes and instruments.
21. The UCPM will feature an increased MFF budget of EUR 10.7 billion compared with the current budgets of EUR 3.6 billion for the UCPM and EUR 4.2 billion for EU4Health, but also taking account of the extension of its scope to include EU civil-military preparedness and cooperation.
22. New flexibility is provided to respond to natural and man-made disasters (e.g., flexibility amounts within NRPPs, EU Facility cushion, Global Europe cushion), whilst existing flexibility will be continued through the EUSF.
23. Overall, the extent to which current support for natural disaster-related actions will be continued or enhanced under the future MFF will be heavily dependent on future choices: first, in the detailed development of programmes and instruments and of Member States' NRPPs; second, budgetary decisions made in response to future natural disasters (and other events), as and when they occur.
24. The available data for the current and future MFF have limited the mapping of budgetary allocations for natural disaster-related actions due to: insufficient disaggregation (e.g., budgetary allocations for natural disaster-related actions not isolated from expenditure for other reasons); actions covering disasters in general regardless of their cause; lack of ex ante budgetary allocation solely for actions related to natural disasters (i.e., since some budgetary allocations are only committed when natural disasters or other unforeseen events arise, it cannot be known in advance how much will eventually be committed to natural disaster-related actions).

ANNEX 1: OVERALL METHODOLOGY

As noted in section 1.2, the study addressed four objectives. The methodological approach to the objective is described here.

Objective 1: Provide budgetary mapping of financial allocations and instruments for natural disaster-related actions during the 2021–2027 MFF. This objective was fulfilled through the following steps:

- First, the full list of MFF programmes and special instruments was reviewed to identify those that might finance natural disaster-related actions. This involved reviewing the text of the relevant legislation establishing the programmes and instruments to determine whether the objectives and scope would suggest that natural disaster-related actions would be eligible for financing.
- Second, relevant documents were reviewed for the selected programmes and instruments in order to identify whether they featured budget lines with a focus on natural disaster-related actions (whether solely or as part of a wider focus, for example, also including actions related to man-made crises).
- Where relevant budget lines were identified, the available data was extracted. The identified budget lines included those solely related to natural disasters, as well as those with a scope including but going beyond natural disasters. The sources varied widely, for example, including programme regulations, Commission Implementing Decisions, annual reports, national programme documents, and proposals for transfer of appropriations. The data also varied widely in terms of the level of granularity. Relevant budget lines were identified within the Union Space Programme, UCPM, EMFAF, NDICI, Humanitarian Aid, SEAR, ESR, and EAR.
- For programmes without budget lines specifically related to natural disasters, detailed searches were undertaken of programme databases to identify relevant projects. Projects were considered natural disaster-related if they included keywords corresponding to the EM-DAT disaster classification system (except for biological hazards). Those projects thus identified were then assigned to disaster-management phases, namely “prevention”, “preparedness”, “response”, and “recovery” or “not specified”. Data was then collected on the number of projects thus identified, as well as their level of EU funding. This approach was applied to Horizon Europe, ERDF, CF, ESF+ and LIFE.
- In the case of the RRF, no budget lines directly relate to natural disasters. However, the RRF’s scope of application is structured according to six pillars, of which three are relevant to natural disasters. The European Commission’s Recovery and Resilience Scoreboard provides estimates of the share of expenditure contributing to each pillar based on a “tagging” of all measures against a list of policy areas under each pillar. This data was extracted and analysed to determine the share of expenditure tagged against policy measures relevant to natural disasters.
- For programmes and instruments without budget lines specifically related to natural disasters and where data was not sufficiently granular to identify expenditure related to natural disasters, descriptions have been provided of the parts of the programmes and

instruments under which relevant natural disaster-related actions would be eligible. This was the case for InvestEU and the EAFRD.

- Finally, the collected data was presented for each programme and instrument, together with explanations of the extent to which the data relates to budgetary allocations with a scope wider than natural disaster-related actions. To the extent possible, the programmes and instruments were mapped according to whether budgetary allocations related to the four phases of disaster management: "prevention", "preparedness", "response", and "recovery".

Objective 2: Map the proposed financial allocations and instruments for natural disaster-related actions in the 2028-2034 MFF. This objective was fulfilled through the following steps:

- The Commission's published proposals were reviewed to identify those that might finance natural disaster-related actions. Similarly to the approach taken for the current MFF, this involved reviewing the text of the proposed regulations establishing the programmes and instruments and other relevant Commission documents to determine whether the objectives and scope would suggest that natural disaster-related actions would be eligible for financing.
- The relevant programmes and instruments were reviewed in order to identify whether they featured budget lines specifically related to natural disaster-related actions. Where relevant budget lines were identified, the available data was extracted.
- For programmes and instruments without budget lines specifically related to natural disasters and where data was not sufficiently granular to identify expenditure related to natural disasters, descriptions have been provided of the parts of the programmes and instruments under which relevant natural disaster-related actions would be eligible.
- As with the current MFF, the collected data was presented for each proposed programme and instrument, together with explanations of the extent to which the data relates to budgetary allocations with a scope wider than natural disaster-related actions.

Objective 3: Compare resources available for natural disaster-related actions in the current MFF with those proposed for the next MFF. This objective was fulfilled through the following steps:

- For each of the existing programmes and instruments, it was identified whether and how their activities would be continued in the new MFF. In some cases, a clear successor was identified and thus a direct comparison could be made based on objectives, scope, structure and eligible actions. In other cases, existing programmes and instruments are to be discontinued or integrated into larger programmes or instruments. For those programmes and instruments, the comparison made use of any explanations regarding continuation that were provided in Commission documentation and, where necessary, a detailed review of the objectives and scope and relevant future programmes and instruments in order to determine whether they would enable current activities to be continued.
- As and when relevant successor programmes and instruments were identified, a review of the proposed budgetary allocations was undertaken in order to identify where funding would be available for natural disaster-related actions. To the extent possible,

comparisons were made both in terms of the continuation of existing programmes and instruments and in terms of natural disaster-related actions.

- In most cases, budgetary data is presented in current prices, as stated in the relevant source documents. An exception is the comparison of budgetary data for the 2021–2027 MFF and the 2028–2024 MFF (section 5.1), where the data for 2021–2027 has been converted into 2025 prices by applying a fixed annual deflator of 2% to enable a like-with-like comparison to be made.⁸⁷
- Finally, the comparisons were presented, together with explanations of the extent of continuation and change between the two MFFs.

Objective 4: Provide an overview of the areas in which meaningful mapping or comparison cannot be achieved. Based on results of the previous objectives, a summary of the limitations to mapping was developed for each of the current and proposed future programmes and instruments. Limitations were identified in relation to disaggregation of data, the lack of ex ante budgetary allocations in some cases, and limited availability of budgetary detail regarding future programmes and instruments.

⁸⁷ COM(2025)0570 provides budgetary allocations for the future MFF in 2025 prices.

ANNEX 2: IDENTIFICATION OF PROJECTS IN HORIZON EUROPE

The analysis identifies natural disaster-related Horizon Europe funding using a project-level content analysis of funded projects listed in the Horizon Europe projects database.⁸⁸ Projects are classified based on their titles, abstracts, objectives, topics, and keywords, combined with their actual committed EU budgets.

Projects are considered natural disaster-related if they include keywords corresponding to the EM-DAT disaster classification system. In addition to direct EM-DAT terminology, the analysis incorporates semantically equivalent and synonymous terms identified using a large language model and subsequently validated through manual testing using an Excel-based keyword tagging approach. This ensures coverage of relevant concepts that may not use standard EM-DAT labels but are substantively aligned with the same hazard categories.

Given the distinction in EU policy between natural disasters and public health emergencies, all projects associated with biological hazards are excluded from the analysis presented in this section. The results therefore focus exclusively on non-biological natural hazards, including geophysical, hydrological, meteorological, climatological, and extra-terrestrial hazards.

Two analytical dimensions are applied to the identified set of natural disaster-related projects. First, projects are assigned to natural hazard categories based on the EM-DAT classification, excluding biological hazards. Second, projects are assigned to natural disaster management phases, namely prevention, preparedness, response, and recovery. Phase tagging is applied only to projects that have already been identified as relevant to non-biological natural hazards. Projects that are tagged as hazard-relevant but cannot be clearly associated with a specific natural disaster management phase are classified as “not specified”, reflecting the fact that the phase breakdown represents an estimation rather than a complete classification of all natural disaster-related projects.

Funding streams, hazard types, natural disaster management phases, and annual trends are analysed using Excel pivot tables and visualised through bar charts and heatmaps reporting total funding volumes and project counts.

⁸⁸ Available at: <https://data.europa.eu/data/datasets/cordis-eu-research-projects-under-horizon-europe-2021-2027?locale=en>.

ANNEX 3: IDENTIFICATION OF PROJECTS IN KOHESIO

Methodology

Cohesion Policy is not designed as a dedicated natural disaster-response instrument. However, Cohesion Policy funds may finance actions that contribute to the prevention of, preparedness for, response to and recovery from natural disasters.

To assess the extent to which Cohesion Policy supports such actions, this study screened all available project-level data for Cohesion funding projects in the 2021–2027 programming period. The data were drawn from the [Kohesio data platform](#). While Kohesio provides the most comprehensive EU-wide source of Cohesion Policy project data, coverage is not complete; it only includes projects reported up to December 2025 at the latest. (Member States are requested to publish an updated version of their lists of operations at least every four months.) All national datasets were downloaded on 23 December 2025 and merged into a single dataset covering all projects funded under the ERDF, CF and ESF+ funds across all Member States. The resulting dataset covers 116 439 projects across the three funds and across all EU Member States. As such, the natural disaster-related budget report for the ERDF, CF, and the ESF+ only include the years 2021, 2022, 2023, 2024 and most of 2025. It is missing a whole two years: 2026 and 2027. For that reason, the numbers ought to be understood as conservative estimates of budgets for less than 5 out of 7 years.

Because projects are not labelled as “natural disaster-related”, relevant projects were identified using keyword searches applied to English-language project titles and summaries. The keyword framework was based on the natural hazard classification used by the EM-DAT International Disaster Database and covered four of the EM-DAT’s six hazard groups: geophysical, hydrological, meteorological, and climatological. It excludes biological and extra-terrestrial hazards. Only projects containing explicit references to one or more natural hazards were retained. This yields a conservative estimate of natural disaster-related Cohesion Policy spending up to December 2025.

Projects identified as hazard-related were subsequently classified according to their primary contribution to the natural disaster-management cycle – prevention, preparedness, response or recovery – using a second set of targeted keywords commonly employed in natural disaster-risk management. Where multiple phases were indicated, a primary phase was assigned using a fixed hierarchy (prevention, preparedness, response/recovery). Projects which addressed a hazard but for which no clear phase signal was detected were classified as “Not specified”.

This approach allows project counts and financial allocations to be analysed by fund and by disaster-management phase. It provides an indicative picture of Cohesion Policy support for natural-hazard-related actions. However, all findings should be interpreted as conservative, reflecting both the strict keyword-based screening and the fact that many projects that projects that will be implemented in 2026 and 2027 and have not yet been reported are not included in the dataset.

This annex documents the keyword-based methodology used to identify natural disaster-related projects in the Kohesio database for the 2021–2027 programming period. Kohesio provides the most comprehensive EU-wide project-level information on Cohesion Policy interventions, including project titles, summaries and budgetary data, allowing a systematic text-based screening. The keyword approach was applied only to Kohesio data. The same approach can be extended to other funds if project-level data become available.

Data coverage

The analysis draws on the latest country-level Kohesio datasets available at the time of the study. All national datasets (named AT-pp21-27-latest.csv, BE-pp21-27-latest.csv, BG-pp21-27-latest.csv, etc.) were merged into a single database covering projects funded under the ERDF, the CF and the ESF+.

Keyword screening was applied to English-language project titles and summaries. Budget figures refer to reported EU contributions at project level.

Identification of natural hazards

Projects were identified as natural-disaster-related if their titles or summaries contained explicit references to natural hazards, based on the classification used by the Centre for Research on the Epidemiology of Disasters (CRED) in the EM-DAT International Disaster Database.

Table 63: Natural hazard groups and keywords used in Kohesio screening

Hazard group	Keywords used
Geophysical	earthquake; seismic; aftershock; volcanic eruption; volcano; lava; ash fall; rockfall; rock fall; land subsidence
Hydrological	flood; flooding; flash flood; river overflow; river flooding; coastal flood; storm surge; landslide; mudslide; debris flow; avalanche; coastal erosion
Meteorological	storm; severe storm; windstorm; cyclone; tornado; hailstorm; blizzard; heavy snowfall; heatwave; heat wave; extreme cold; cold wave; frost
Climatological	drought; water scarcity; prolonged drought; wildfire; forest fire; vegetation fire; glacial lake outburst; glacial flood

Source: Own elaboration based on the EM-DAT International Disaster Database (CRED).

Projects could be linked to more than one hazard group where multiple keywords were present.

Identification of natural disaster-management phases

In a second step, projects identified as hazard-related were screened for keywords indicating their primary natural disaster management phase. Four phases were considered: prevention, preparedness, response and recovery.

Table 64: Natural disaster-management phases and keywords

Hazard group	Keywords used
Prevention	prevention; risk reduction; risk management; protection; flood protection; fire prevention; retention; defence; defence; mitigation; resilient*; reinforcement; strengthening; stabilisation; stabilization; flood defence; flood defence; drainage; stormwater; embankment; levee; retention basin; slope protection; erosion control; fire break; firebreak; upgrade; modernisation; modernization; retrofit

Hazard group	Keywords used
Preparedness	preparedness; early warning; warning system; monitoring; forecast; risk assessment; contingency; emergency plan; preparedness plan; exercise; training; capacity building; monitoring system; information system; risk mapping; hazard mapping; observation network; early detection; institutional capacity; coordination mechanism
Response	response; emergency; civil protection; fire brigade; firefighting; rescue; relief operation; emergency service; ambulance; evacuation; first aid
Recovery	recovery; reconstruction; rehabilitation; repair; restoration; rebuild; post-disaster; damage repair; economic recovery; service continuity; restoration of services; restart; business recovery; post crisis; post-crisis; post pandemic; post-pandemic
Not specified	(no keywords detected)

Source: Author's own elaboration.

Where multiple phase keywords were detected, a primary phase was assigned using a fixed hierarchy (prevention → preparedness → response → recovery). Projects without a clear phase signal were classified as "Not specified".

Following the keyword-based screening and phase assignment, a validation step was undertaken to ensure conceptual consistency with the study's definition of natural disasters and the disaster-management cycle. Many project summaries were qualitatively reviewed to refine inclusion and phase classification. Projects that contained hazard-related terminology but did not clearly address a defined natural hazard (e.g. general urban greening, biodiversity, or broad climate adaptation measures) were excluded. In addition, phase classifications were adjusted where necessary. In particular, flood risk management plans, hazard mapping and early warning systems were consistently classified as preparedness rather than prevention. Projects lacking sufficient information to determine a phase were classified as "Not specified".

Strengths and limitations

The keyword-based approach enables transparent, reproducible and EU-wide screening of project-level data and allows funding to be analysed by hazard type and natural disaster-management phase. However, it relies on the quality and consistency of project descriptions and may under-identify projects where natural disaster relevance is implicit rather than explicitly stated.

To mitigate this risk, the keyword lists were iteratively refined through manual review of random and stratified project samples, including targeted inspection of COVID-19-related projects.

ANNEX 4: IDENTIFICATION OF PROJECTS IN THE COHESION DATASET

The analysis of Interreg funding is based on data downloaded from the Cohesion Open Data Platform on 11 February 2026, last updated 10 February 2026. The dataset is called "2021–2027 Finances Detailed: Planned vs Implemented (timeseries)", available at: https://cohesiondata.ec.europa.eu/2021-2027/2021-2027-Finances-Detailed-Planned-vs-Implemented/3git-md5z/about_data.

This dataset contains cumulative financial implementation data transmitted by Member States as required by the Common Provisions Regulation (CPR).⁸⁹ Under the CPR, managing authorities are required to report financial implementation for shared management programmes to the European Commission via the Commission's electronic data exchange system (SFC2021). The data published on the platform are aggregated programme-level reporting.

Interreg receives EU funding from the ERDF. However, in the Cohesion Open Data Platform, Interreg is identified as a distinct fund category ("Interreg Funds"), which makes it possible to isolate it from other ERDF programmes (national and regional) and from the Cohesion Fund.

The data includes 85 variables for 173,804 observations (i.e. programmes), including the fund (e.g. "Interreg Funds"), the fund family (e.g. "Cohesion"), the programme (e.g. "Interreg VI-A-NEXT Italy-Tunisia"), the priority (e.g. "Cooperating for greener and climate change resilient programme area"), the policy objective (e.g. "Greener Europe"), a specific objective (e.g. "RSO2.4 Climate Change adaptation"), a category short title (e.g. "058 Prevention or management of floods and landslides"), and the cofinancing rate (e.g. "90%").

In each case, three main financial indicators are provided:

- **Planned budget:** Total budget of the programme (e.g. "980,025.27");
- **Decided budget:** Financial resources allocated to selected projects (project pipeline) (e.g. 0 if not yet decided);
- **Spent budget:** Expenditure reported by the selected projects (e.g. 0 if not yet declared).

For the purposes of this study, the EU share of the decided budget (a variable called `eu_decided` in the dataset) was used as the primary indicator, as it represents the EU contribution to each programme calculated according to the programme co-financing rate ('cofinancing_rate'). However, for comparison, we also present EU planned amounts ('eu_planned').

Importantly, the data are cumulative: later reporting cycles incorporate previously reported values. For example, values reported for 2024 include the financial implementation already reported for 2023. As stated in the dataset documentation, reporting cycles can be compared but must not be aggregated across years.⁹⁰

⁸⁹ Regulation (EU) 2021/1060 of the European Parliament and of the Council of 24 June 2021 laying down common provisions on the European Regional Development Fund, the European Social Fund Plus, the Cohesion Fund, the Just Transition Fund and the European Maritime, Fisheries and Aquaculture Fund and financial rules for those and for the Asylum, Migration and Integration Fund, the Internal Security Fund and the Instrument for Financial Support for Border Management and Visa Policy

⁹⁰ European Commission. 11 Feb 2026. "[2021–2027 Finances Detailed Planned vs Implemented \(timeseries\)](https://cohesiondata.ec.europa.eu/2021-2027/2021-2027-Finances-Detailed-Planned-vs-Implemented(timeseries))"

Identification of natural disasters

To identify natural disaster-related spending, we first filtered the dataset to Interreg Funds fund == "Interreg Funds" with Specific Objective "RSO2.4, Promoting climate change adaptation, disaster risk prevention and resilience" spec_obj_code == "RSO2.4", as reported in the latest cumulative reporting cycle (is_latest_tod_cycle == "Y").

Next, we examined 49 intervention fields within this Specific Objective. This variable ('category_short_title') specifies the type of action supported at a programme level. Apart from disaster risk prevention, this Specific Objective also includes a wide range of climate change related measures, e.g. energy efficiency measures (e.g. "038 Energy efficiency in SMEs"), renewable energy measures (e.g. "048 Renewable energy: solar"), research and innovation activities (e.g. "012 R+I activities in public research centres, HEI +") and measures related to reducing CO2 emissions (e.g. "055 Low emissions, HE co-generation, district heating + cooling"). The dataset does not specify the exact projects under each intervention fields; unlike the Kohesio dataset, it is restricted to programme-level information.

The analysis was restricted to those programmes that explicitly refer to identifiable natural disasters, i.e. programmes within Specific Objective RSO2.4, and the following two intervention fields:

- 058 – Prevention or management of floods and landslides
- 059 – Prevention or management of climate-related risks: fires.

Broader climate adaptation or environmental resilience measures that do not explicitly reference a natural disaster were not included in the strict natural disaster estimate. (For instance, "060 - Climate change measures – prevention & management", "061 Non-climate + human-induced risk: prevention + management" and "064 Water management and water resource conservation" were excluded).

Strengths and limitations

The main strength of this approach is that it based on reliable, and comparable data: the Cohesion dataset is based on official financial reporting transmitted by managing authorities under the CPR and published via the Cohesion Open Data Platform. The data are standardised across Member States through the intervention field classification, allowing us to reliably identify natural disaster-related spending reliably.

The main limitation is that the dataset contains only aggregated programme-level financial information. It does not provide project-level data. As a result, it is not possible to determine precisely how much funding within broader intervention fields is allocated to individual natural disaster-related projects. The analysis therefore includes only intervention fields that explicitly refer to identifiable natural disasters (floods, landslides and fires). This ensures conceptual clarity but likely underestimates total disaster-related spending.

In addition, the figures reflect the latest cumulative reporting cycle (2025) and therefore do not capture the full 2021–2027 programming period, making the estimates conservative.

ANNEX 5: BIBLIOGRAPHY

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