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Proposal for a

DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

on the mobilisation of the European Union Solidarity Fund to provide assistance to Romania regarding the floods at the end of May 2025, Cyprus following the wildfires in July 2025 and Spain following the wildfires in August 2025

EXPLANATORY MEMORANDUM

1. CONTEXT OF THE PROPOSAL

This decision covers the mobilisation of the European Union Solidarity Fund (hereinafter referred to as ‘the EUSF’) in accordance with Council Regulation (EC) No 2012/2002¹ (hereinafter referred to as ‘the EUSF Regulation’) for an amount of EUR 144 099 756 to provide assistance to Romania following the floods at the end of May 2025, Cyprus following the wildfires in July 2025 and Spain following the wildfires in August 2025.

This mobilisation is accompanied by DEC No 8/2026 that proposes to transfer the necessary amount from the European Solidarity Reserve (hereinafter referred as ‘the ESR’) reserve line to the EUSF operational budget line, both in commitments and payments appropriations.

2. INFORMATION AND CONDITIONS

2.1 Romania – regional natural disaster: floods starting on 27 May 2025

- (1) On 14 August 2025, Romania submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the floods starting on 27 May 2025. On 26 September 2025 and on 24 March 2026, Romania submitted additional clarifications regarding the data and the information provided in the EUSF application.
- (2) Romania applied for a contribution from the EUSF within the deadline of 12 weeks after the first damage caused by the disaster occurred on 27 May 2025. The application contains all the information required under Article 4 of the EUSF Regulation.
- (3) The disaster is of natural origin and therefore falls within the field of application of the EUSF.
- (4) The Romanian authorities submitted the application under the ‘regional natural disaster’ criterion as laid down in Article 2(3) of the EUSF Regulation, which is any natural disaster in a region at NUTS level 2 of an eligible State resulting in direct damage exceeding 1.5% of that region’s gross domestic product (GDP). The Romanian authorities estimate the total direct damage caused by the disaster at EUR 573.59 million. According to the third subparagraph of Article 2(3) of the EUSF regulation, where the natural disaster concerns several regions at NUTS level 2, the threshold shall be applied to the average GDP of those regions weighted according to the share of total damage in each region. The direct damage expressed as a percentage of the total weighted regional GDP of the Centru, Sud Muntenia and Nord Est regions is 1.8%. This amount exceeds 1.5% of the total weighted regional GDP of the Centru, Sud Muntenia and Nord Est regions².
- (5) The total direct damage is the basis for the calculation of the amount of the financial contribution from the EUSF. The financial contribution may only be used for essential emergency and recovery operations as defined in Article 3 of the EUSF Regulation.

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

² The application was submitted in 2025 therefore the applicable threshold is the 2025 threshold.

- (6) Romania did not request the payment of an advance pursuant to Article 4a of the EUSF Regulation.
- (7) Between 26 May and early June 2025, Romania experienced several days of heavy rains which subsequently led to flooding in the Centru, Sud Muntenia and Nord Est regions. The greatest damage was recorded at the Praid Salt Mine, where, on 27 May, flood water from the Corund river dissolved part of the riverbed, severely damaging the hydrotechnical infrastructure of the area and penetrated into the salt mine. The entire salt mine was flooded with water which compromised the stability of the salt support pillars and endangered the mine's structural integrity. In other parts of the abovementioned regions, hail and strong winds caused widespread infrastructure damage. The storms also disrupted the functioning of public services and left thousands of households without electricity.
- (8) The Romanian authorities requested the assistance of a team of experts related to structural issues of the Praid Salt Mine through the European Union Civil Protection Mechanism. A team of 8 experts from Germany, Hungary, the Netherlands, Spain, as well as a Liaison Officer from the EU's Emergency Response Coordination Centre were deployed for a week to help analyse the situation of the Praid Salt Mine. The key findings of the experts were presented to the Romanian authorities on 10 June.
- (9) Romania estimated the cost of operations eligible under Article 3(2) of the EUSF Regulation at EUR 449.71 million and presented the costs broken down by type of operation. The largest share of the cost of emergency operations concerns the restoration of the working order of infrastructure and plants in the fields of energy, water and wastewater, telecommunications, transport, health, and education amounting to EUR 227.09 million. The second-largest share of cost concerns the cost of securing preventive infrastructure and the protection of cultural heritage amounts to EUR 177.64 million. The third-largest share of cost concerns the cleaning up of the disaster-stricken area amounts to EUR 26.04 million. The fourth-largest share of cost concerns the cost of rescue services and the provision of temporary accommodation amounts to EUR 18.94 million.
- (10) Romania transposed Directive 2007/60/EC of the European Parliament and of the Council (the Floods Directive) primarily through the National Strategy for Flood Risk Management in the Medium and Long Term (2010-2035) adopted via Government Decision 846 of 11 August 2010.
- (11) At the date of submitting the application, Romania was not subject to infringement proceedings concerning Union legislation relating to the nature of the disaster.

2.2 Cyprus – major natural disaster: wildfires in July 2025

- (1) On 14 October 2025, Cyprus submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the wildfires in July 2025.
- (2) Cyprus applied for a contribution from the EUSF within the deadline of 12 weeks after the first damage caused by the disaster occurred on 23 July 2025. The application contains all the information required under Article 4 of the EUSF Regulation.
- (3) The disaster is of natural origin and therefore falls within the field of application of the EUSF.

- (4) The Cypriot authorities estimate the total direct damage caused by the disaster at EUR 253.69 million. The Commission accepted EUR 252.68 million as plausible total direct damage. This amount exceeds the ‘major natural disaster’ threshold for Cyprus of 0.6% of its Gross National Income, which was EUR 170.05 million in 2025³. Therefore, the disaster qualifies as a ‘major natural disaster’ according to Article 2(2) of the EUSF Regulation.
- (5) The total direct damage is the basis for the calculation of the amount of the financial contribution from the EUSF. The financial contribution may only be used for essential emergency and recovery operations as defined in Article 3 of the EUSF Regulation.
- (6) Cyprus requested the payment of an advance pursuant to Article 4a of the EUSF Regulation. On the basis of the preliminary assessment, the Commission concluded that the conditions for paying an advance from the EUSF were met. Therefore, an advance of EUR 2 317 465 was awarded by Commission Implementing Decision C(2025) 8276 of 3 December 2025. The advance was paid to Cyprus on 29 December 2025.
- (7) During the summer of 2025, Cyprus experienced a combination of prolonged drought, extreme heatwaves and strong winds which created the conditions for two unprecedented wildfires in the Limassol and Pafos regions in July. Thousands of residents were forced to evacuate due to the Limassol wildfires. Several schools and health establishments had to reduce their services and close to 900 private properties were destroyed. Meanwhile, the Pafos wildfire caused serious economic losses in the agricultural sector, the environment and threatened the socio-economic stability of rural communities. The wildfires also led to 2 fatalities.
- (8) The Cypriot authorities requested assistance for the Limassol fires through the European Union Civil Protection Mechanism. Several EU Member States expressed their readiness to offer support. On 24 July 2025, Cyprus accepted Greece’s offer which swiftly provided one Ground Forest Firefighting module.
- (9) Cyprus estimated the cost of operations eligible under Article 3(2) of the EUSF Regulation at EUR 84.25 million and presented the costs broken down by type of operation. The largest share of cost concerns the restoration of the working order of infrastructure and plants in the fields of energy, water, wastewater, telecoms and transport amounting to EUR 66.9 million. The second-largest share of cost concerns temporary accommodation and rescue services amounting to EUR 8.77 million. The third-largest share of cost concerns the cleaning up of the disaster-stricken area amounting to EUR 5.88 million. The fourth-largest share of cost concerns securing preventive infrastructure and the protection of cultural heritage amounting to EUR 2.7 million.
- (10) At the date of submitting the application Cyprus was not subject to infringement proceedings concerning Union legislation relating to the nature of the disaster.

2.3 Spain – major natural disaster: wildfires in August 2025

- (1) On 30 October 2025, Spain submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the wildfires in August 2025.

³ The application was submitted in 2025 therefore the applicable threshold is the 2025 threshold.

- (2) Spain applied for a contribution from the EUSF within the deadline of 12 weeks after the first damage caused by the disaster occurred on 8 August 2025. The application contains all the information required under Article 4 of the EUSF Regulation.
- (3) The disaster is of natural origin and therefore falls within the field of application of the EUSF.
- (4) The Spanish authorities estimate the total direct damage caused by the disaster at EUR 4 318.27 million. This amount exceeds the ‘major natural disaster’ threshold for Spain, which was EUR 3 958.44 million in 2025⁴ (EUR 3 billion in 2011 prices). Therefore, the disaster qualifies as a ‘major natural disaster’ according to Article 2(2) of the EUSF Regulation.
- (5) The total direct damage is the basis for the calculation of the amount of the financial contribution from the EUSF. The financial contribution may only be used for essential emergency and recovery operations as defined in Article 3 of the EUSF Regulation.
- (6) Spain requested the payment of an advance pursuant to Article 4a of the EUSF Regulation. On the basis of the preliminary assessment, the Commission concluded that the conditions for paying an advance from the EUSF were met. Therefore, an advance of EUR 30 137 714 will be awarded by the Commission Implementing Decision currently under adoption.
- (7) During the summer of 2025, Spain experienced a combination of prolonged drought, extreme heatwaves and three waves of severe wildfires. At least 243 forest fires were recorded in 16 Autonomous Communities. The fires caused significant environmental, social, and economic damages, destroying the livelihood of many citizens, especially in rural areas. Numerous people had to be evacuated from their homes. The wildfires also led to 8 fatalities. This application relates to the damages of the third and most destructive wave of fires which began on 8 August.
- (8) The Spanish authorities requested assistance through the European Union Civil Protection Mechanism. Nine Member States provided support in the form of firefighting airplanes, helicopters, firefighters, vehicles, tools and heavy machinery to several Spanish regions.
- (9) Spain estimated the cost of operations eligible under Article 3(2) of the EUSF Regulation at EUR 121.1 million and presented the costs broken down by type of operation. The largest share of cost concerns the cleaning up of the disaster-stricken area amounting to EUR 52.61 million. The second-largest share of cost concerns the restoration of the working order of infrastructure and plants in the fields of water, wastewater, telecommunications, education and transport, including cultural heritage, amounting to EUR 29.44 million. The third share of cost concerns temporary accommodation and rescue services amounting to EUR 39.05 million.
- (10) At the date of submitting the application Spain was not subject to infringement proceedings concerning Union legislation relating to the nature of the disaster.

2.4 Conclusion

In light of the considerations set out above and following the assessment of the submitted information, the Commission concludes that the disasters referred to in the application

⁴ The application was submitted in 2025 therefore the applicable threshold is the 2025 threshold.

submitted by Romania, Cyprus and Spain meet the conditions set out in the EUSF Regulation for mobilising the EUSF.

3. FINANCING

The EUSF was established on the principle of solidarity, and accordingly, the Commission applies a progressive approach to its aid allocation. Consequently, the portion of the damage exceeding the threshold for mobilising the EUSF for a ‘**major natural disaster**’ (i.e. 0.6% of GNI or EUR 3 billion in 2011 prices, whichever is the lower amount, cf. Article 2(2) EUSF Regulation) should give rise to higher aid intensity than the portion of the damage below the threshold. That means that the aid amount for a country affected by a disaster complying with the conditions for a ‘major natural disaster’ is calculated by adding up two amounts: 2.5% of total direct damage under the threshold and 6% for the part of the total direct damage above the threshold. The rate applied for defining the aid amounts for a ‘**regional natural disaster**’, which remains below the national threshold, is 2.5% of the total direct damage.

This methodology for calculating EUSF aid was set out in the 2002-2003 Annual Report on the EUSF and accepted by the European Parliament and the Council. The EUSF contribution may not exceed the estimated total cost of eligible operations.

Applying the methodology outlined above, the Commission has evaluated the EUSF aid in response to the three applications, submitted by Romania, Cyprus and Spain, regarding the floods and wildfires that occurred in 2025.

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

Disaster	Total direct damage	Applied threshold	2.5% of total direct damage [up to the threshold for major disasters]	6% of total direct damage [above the threshold for major disasters]	Proposed EUSF aid	Advance payments	Balance to be paid
	(EUR)	(EUR)	(EUR)	(EUR)	(EUR)	(EUR)	(EUR)
Romania – floods <i>regional disaster</i>	573,587,000	477,819,000	14,339,675	NA	14,339,675	not requested	14,339,675
Cyprus – wildfire <i>major disaster</i>	252,680,561	170,046,000	4,251,150	4,958,074	9,209,223	2,317,465	6,891,758
Spain – wildfire <i>major disaster</i>	4,318,268,632	3,958,436,000	98,960,900	21,589,958	120,550,858	30,137,714	90,413,144
TOTAL					144,099,756	32,455,179	111,644,577

Council Regulation (EU, Euratom) No 2020/2093 of 17 December 2020 laying down the multiannual financial framework for the years 2021-2027⁵ (hereafter ‘the MFF Regulation’), allows for the mobilisation of the EUSF in the context of the Solidarity and Emergency Aid Reserve (SEAR). Council Regulation (EU, Euratom) 2024/765⁶ (hereafter the amended MFF

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

⁶ Council Regulation (EU, Euratom) 2024/765 of 29 February 2024 amending Regulation (EU, Euratom) 2020/2093 laying down the multiannual financial framework for the years 2021 to 2027. OJ C 433I, 22.12.2020, p. 28.

Regulation') split the SEAR in two separate instruments: the European Solidarity Reserve and the Emergency Aid Reserve.

The European Solidarity Reserve with an annual amount of EUR 1 016 million in 2018 prices (corresponding to EUR 1 190.4 million in 2026 prices) will be used for assistance to respond to emergency situations covered by the EUSF. Point 10 of the Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council and the Commission on budgetary discipline, on cooperation on budgetary matters and on sound financial management as well as on new own resources, including a roadmap towards the introduction of new own resources⁷, lays down the modalities for the mobilisation of the EUSF in the context of the SEAR.

In order to avoid an early depletion of the annual allocation, Article 3(7) of the EUSF Regulation and Article 9(2), second subparagraph of the amended MFF Regulation stipulate that 25% of the annual EUSF allocation must remain available on 1 October of each year (end-of-year-cushion). In 2026, this amount corresponds to EUR 297.6 million.

Moreover, according to Article 4a(4) of the EUSF Regulation, the amount of EUR 50 million has already been inscribed in the General Budget 2026 (in commitments and payments) for the payment of possible advances. Both Cyprus⁸ and Spain requested and were granted advance payments of EUR 2.32 million and EUR 30.14 million, respectively.

In accordance with Article 9(2) of the amended MFF Regulation, any portion of the annual amount not used in a given year *n* may be used up to year *n*+1. The amount of EUR 21.3 million has been carried over from 2025 to 2026, of which EUR 20.85 million are available for the payment of possible advances⁹.

In conclusion, the total available amount on the reserve line before 1 October is EUR 843.25 million (excluding advances and end-of-year cushion), which is sufficient to cover the proposed amount for mobilisation.

⁷ OJ C 433I, 22.12.2020, p. 28

⁸ The advance payment to Cyprus was made from the 2025 allocation on 29 December 2025.

⁹ In addition, EUR 976 million were carried over from 2025, already mobilised for Slovakia, Moldova, Bosnia and Herzegovina, Spain, and France in line with the [Decision \(EU\) 2025/1525](#) and [Decision \(EU\) 2025/2403](#). The corresponding payments will be made in the course of 2026. Payments to Slovakia, Spain and France are scheduled in the second quarter of 2026, and to Moldova and Bosnia and Herzegovina in December 2026.

Available EUSF resources in 2026 (EUR)	
Total annual allocation in 2026	1,190,405,931
Carry-over from 2025 incl. unused advances (+)	21,304,355
End-of-year cushion, available after 1 October (-)	297,601,483
Total amount currently available before 1 October, of which:	914,108,803
o Amount to be used for possible advances ¹⁰	70,854,849
o Amount available for the current mobilisation decision	843,253,954
Amount proposed for mobilisation, only balance to be paid	111,644,577
Remaining amount for future applications incl. advances and end-of-year cushion¹¹	1,100,065,709

¹⁰ The EUR 70.85 million available for possible advances includes EUR 50 million inscribed in the General Budget 2026 for advances and EUR 20.85 million of unused advances carried over from 2025 to 2026. Of this amount, an advance payment of EUR 30.14 million will be awarded to Spain by the Commission Implementing Decision under adoption.

¹¹ Includes EUR 30.14 million for Spain's advance payment.

Proposal for a

DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

on the mobilisation of the European Union Solidarity Fund to provide assistance to Romania regarding the floods at the end of May 2025, Cyprus following the wildfires in July 2025 and Spain following the wildfires in August 2025

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

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

Having regard to Council Regulation (EC) No 2012/2002 of 11 November 2002 establishing the European Union Solidarity Fund¹, and in particular Article 4(3) thereof,

Having regard to the Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council of the European Union and the European Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management as well as on new own resources, including a roadmap towards the introduction of new own resources², and in particular point (10) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) The European Union Solidarity Fund ('the Fund') aims to enable the Union to respond in a rapid, efficient and flexible manner to emergency situations in order to show solidarity with the population of regions struck by major or regional natural disasters or major public health emergency.
- (2) The Fund is not to exceed the ceilings laid down in Article 9 of Council Regulation (EU, Euratom) 2020/2093³.
- (3) On 14 August 2025, Romania submitted an application to mobilise the Fund following the floods at the end of May and the beginning of June 2025.
- (4) On 14 October 2025, Cyprus submitted an application to mobilise the Fund following the wildfires in July 2025.
- (5) On 30 October 2025, Spain submitted an application to mobilise the Fund following the wildfires in August 2025.
- (6) Those applications meet the conditions for providing a financial contribution from the Fund, as laid down in Article 4 of Regulation (EC) No 2012/2002.

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

² OJ L 433I, 22.12.2020, p. 28, ELI: http://data.europa.eu/eli/agree_interinstit/2020/1222/oj.

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

- (7) The Fund should therefore be mobilised to provide a financial contribution to Romania, Cyprus and Spain.
- (8) In order to ensure that the Union financial assistance can be made available as rapidly as possible to the Member States affected and to avoid any delay in the mobilisation of the European Union Solidarity Fund, this Decision should enter into force as a matter of urgency on the day of its publication in the *Official Journal of the European Union* and should apply from the date of its adoption,

HAVE ADOPTED THIS DECISION:

Article 1

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

- (a) the amount of EUR 14 339 675 shall be provided to Romania following the floods at the end of May and the beginning of June 2025;
- (b) the amount of EUR 9 209 223 shall be provided to Cyprus following the wildfires in July 2025;
- (c) the amount of EUR 120 550 858 shall be provided to Spain following the wildfires in August 2025.

Article 2

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

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

Done at Brussels,

For the European Parliament

For the Council

The President

The President