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2024 European Union Solidarity Fund Annual Report

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INTRODUCTION

Article 12 of Council Regulation (EC) No 2012/2002 of 11 November 2002 establishing the European Union Solidarity Fund[1] ('the Regulation') lays down that the Commission must present a report on the activity of the EU Solidarity Fund ('EUSF') in the previous year to the European Parliament and to the Council. This report therefore describes the activities of the EUSF in 2024. It summarises (i) the applications received; (ii) the financial contributions proposed and approved; and (iii) the cases closed during the reporting period of the calendar year 2024. The Commission assessed all applications according to the criteria laid down in the Regulation.

In **2024**, the Commission received **12 new applications** for financial contributions from the EUSF, namely from Bosnia and Herzegovina (floods), Czechia (floods), Germany (floods), Spain (drought), France (floods), Italy (floods in the regions of Tuscany and Valle d'Aosta), Moldova (floods), Austria (floods), Poland (floods), Romania (floods), and Slovakia (floods). Three applications concerned 'major natural disasters', six applications concerned 'regional natural disasters' and three concerned 'natural disasters in neighbouring countries'.

Of these 12 applications, 10 were deemed eligible based on the criteria in the Regulation. Spain's application following the drought in Andalusia in 2024 and Romania's application following floods in September 2024 were rejected for not meeting the criteria laid down in the Regulation.

France and Austria requested advance payments. Within a few weeks of receiving the applications, the Commission granted both advance payments and paid a total of around EUR 22.35 million.

The implementing decisions on the applications from Italy (floods in Tuscany) and France (floods) were adopted in December 2024. The implementing decisions on the applications from Czechia, Germany, Italy, Austria and Poland (all floods) were adopted in 2025. The implementing decisions on the applications from Bosnia and Herzegovina, Moldova and Slovakia will be adopted in the course of 2026. Moreover, the Commission closed eight EUSF cases in 2024.

Annex I lists the 'major natural disaster' damage thresholds applicable in 2024 for mobilising the EUSF. Annex II presents an overview of the applications received in 2024, including the relevant financial information.

APPLICATIONS RECEIVED IN 2024:

The Commission received 10 eligible applications for a financial contribution from the EUSF in 2024. They all reached the Commission within the legal deadline of 'no later than 12 weeks after the first occurrence of damage' (Article 4(1) of the Regulation). Three applications concerned 'major natural disasters', five applications concerned 'regional natural disasters' and two concerned 'natural disasters in neighbouring countries'. The total amount of support approved was EUR 1 144.57 million.

Detailed financial tables regarding these applications can be found in Annex II to this report.

[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) as amended by Regulation (EU) No 661/2014 of the European Parliament and of the Council of 15 May 2014 (OJ L 189, 27.6.2014, p. 143) and by Regulation (EU) 2020/461 of the European Parliament and of the Council of 30 March 2020 (OJ L 99, 31.3.2020, p. 9).

ITALY – FLOODS IN TUSCANY

Between 25 October and 10 November 2023, extremely heavy rainfall hit the Italian region of Tuscany, particularly the provinces of Prato, Florence, Pisa, Pistoia and Livorno, over a relatively short time span. The rain and high winds triggered flash floods and landslides. The consequences of the subsequent flooding were severe. Substantial economic damage was caused, seven lives were lost and thousands were forced from their homes.

The Italian authorities estimated the total direct damage at EUR 2.71 billion. This amount exceeded the applicable threshold for a ‘regional disaster’, which for Tuscany equated to EUR 1.7 billion in 2024.

On 19 January 2024, Italy submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the floods in Tuscany in October and November 2023. Italy did not request an advance payment.

Following the Commission’s proposal COM(2024) 325 of 27 August 2024, the budgetary authority approved a payment of EUR 67 811 826 from the EUSF to Italy. On 18 December 2024, the Commission adopted Implementing Decision C(2024) 9255 awarding a financial contribution from the EUSF. The contribution was paid in December 2024.

FRANCE – FLOODS IN THE NORTH OF FRANCE

Between 2 and 9 November 2023, the Nord-Pas-de-Calais region (now part of the Hauts-de-France region) of France was hit by significant rainfall, with some areas recording as much as 271 mm of rain. This led river levels to rise rapidly within a short space of time and major rivers to burst their banks. The consequences were severe, with numerous mudslides and road closures. Considerable economic damage was caused, and thousands were forced from their homes.

The French authorities estimated the total direct damage at EUR 1.87 billion. This amount exceeded the applicable threshold for a ‘regional disaster’, which for the Nord-Pas-de-Calais region[2] equated to EUR 1.84 billion in 2024.

On 24 January 2024, France submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the floods in November 2023. France requested an advance payment.

The Commission awarded an advance of EUR 11 690 767 to France by Implementing Decision C(2024) 3873 of 6 June 2024. That amount was paid in June 2024.

Following the Commission’s proposal COM(2024) 325 of 27 August 2024, the budgetary authority approved a payment of EUR 46 763 069 from the EUSF to France. On 16 December 2024, the Commission adopted Implementing Decision C(2024) 8954 awarding a financial contribution from the EUSF. The balance of EUR 35 072 302 was paid in December 2024.

[2] Nord-Pas de Calais is the NUTS level 2 region which corresponds to one of the two former regions (Nord-Pas de Calais and Picardie regions) which were merged into the Hauts-de-France region in 2016.

GERMANY – FLOODS IN SOUTHERN GERMANY

On 30 May 2024, the states of Bavaria and Baden-Württemberg were hit by torrential rain which triggered severe and widespread flooding from the start of June. Water levels in many places exceeded historic highs and a state of emergency was declared in 18 Bavarian districts. Six people lost their lives and several dams failed resulting in a number of rescue missions and the evacuation of several municipalities. Floodwaters and debris flow caused damage to bridges, rail networks and roads, disrupting overland travel in the affected areas. Train services were severely impacted and in one instance an express train carrying 185 passengers was derailed after a landslide.

The German authorities estimated the total direct damage at EUR 4 139.9 million, of which the Commission accepted EUR 4 131.6 million as plausible total direct damage. This amount exceeded the ‘major natural disaster’ threshold for Germany of EUR 3 billion in 2011 prices, which equated to EUR 3.8 billion in 2024 prices. This therefore qualified the disaster as a ‘major natural disaster’ according to Article 2(2) of the EUSF Regulation.

On 20 August 2024, Germany submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the floods in May 2024 in southern Germany.

Following the Commission’s proposal COM(2024) 480 of 25 October 2024, the budgetary authority approved a payment of EUR 112 071 681 from the EUSF to Germany. On 15 October 2025, the Commission adopted Implementing Decision C(2025) 6926 awarding a financial contribution from the EUSF. The contribution was paid in October 2025.

ITALY – FLOODS IN VALLE D’AOSTA

On 29 June 2024, violent storms and heavy rainfall caused rivers and streams to burst their banks in the Autonomous Region of Valle d’Aosta. Severe flooding caused extensive damage to infrastructure, disrupted services and cut off communities in the region. 58% of municipalities in Valle d’Aosta were affected by the flooding. At regional level, some 66% of the total land area was affected. The municipalities hardest hit included Aymavilles, Cogne and Valtournenche. More than 52 000 inhabitants and 4 800 businesses were directly impacted by the disaster.

The Italian authorities estimated the total direct damage at EUR 158.39 million. This amount exceeded the applicable threshold for a ‘regional disaster’, which equated to EUR 71.05 million for the Valle d’Aosta region in 2024.

On 20 September 2024, Italy submitted an application for a financial contribution from the EUSF to finance emergency and recovery operations following the floods on 29 June 2024 in the Italian Autonomous Region of Valle d’Aosta.

Following the Commission’s proposal COM(2024) 480 of 25 October 2024, the budgetary authority approved a payment of EUR 3 959 872 from the EUSF to Italy. On 31 May 2025, the Commission adopted Implementing Decision C(2025) 3555 awarding a financial contribution from the EUSF. The contribution was paid in June 2025.

Bosnia and Herzegovina, Czechia, Moldova, Austria, Poland, and Slovakia – Floods

In September 2024, Europe was hit by a series of flood events triggered by ‘Storm Boris’, an unusual, low-pressure system. This weather system caused intense and prolonged rainfall throughout central and eastern Europe, leading to significant flooding in Austria, Poland, Czechia, Slovakia and Moldova. Subsequently, on 4 October 2024, heavy rainfall triggered severe flooding in Bosnia and Herzegovina.

In November and December 2024, Austria, Poland, Czechia, Slovakia, Moldova and Bosnia and Herzegovina applied for financial contributions from the EUSF in relation to the above-mentioned floods. To guarantee equal treatment, the Commission handled these applications as a single package.

Austria

Austria’s application qualified as concerning a ‘neighbouring country natural disaster’, since the application for the same disaster event from the neighbouring country Czechia qualified as concerning ‘major natural disaster’.

On 17 February 2025, the Commission adopted Implementing Decision C(2025) 1124 awarding an advance payment of EUR 10 663 587. The advance was paid in April 2025.

On 17 November 2025, the Commission adopted Implementing Decision C(2025) 7848 awarding a financial contribution EUR 42 789 075 from the EUSF to Austria. The balance of EUR 32 125 488 was paid in December 2025.

Poland

Poland’s application qualified as concerning a ‘regional natural disaster’. On 28 October 2025, the Commission adopted Implementing Decision C(2025) 7214 awarding a financial contribution EUR 75 998 939 from the EUSF to Poland. The contribution was paid in November 2025.

Czechia

Czechia’s application qualified as concerning a ‘major natural disaster’. On 3 December 2025, the Commission adopted Implementing Decision C(2025) 8360 awarding a financial contribution EUR 113 979 781 from the EUSF to Czechia. The contribution was paid in December 2025.

Slovakia

Slovakia’s application qualified as concerning a ‘neighbouring country natural disaster’, since the application for the same disaster event from the neighbouring country Czechia qualified as concerning ‘major natural disaster’. The Commission will adopt an Implementing Decision and pay the assistance in 2026.

Moldova

Moldova's application qualified as concerning a 'regional natural disaster'. The Commission will adopt an Implementing Decision in 2026. Subsequently, since Moldova is a country negotiating its accession to the Union, the Commission will also sign a Bilateral Agreement and pay the contribution in 2026.

Bosnia and Herzegovina

Bosnia and Herzegovina's application qualified as concerning a 'major natural disaster'. The Commission will adopt an Implementing Decision in 2026. Subsequently, since Bosnia and Herzegovina is a country negotiating its accession to the Union, the Commission will also sign a Bilateral Agreement and pay the contribution in 2026.

FINANCING

The individual amounts of assistance proposed by the Commission were calculated using the method that was decided on in 2002 and has been applied in all subsequent cases. It is based on the accepted total direct damage caused by the disaster in relation to the relative wealth of the affected state as reflected by the threshold for a major disaster (see Annex I).

Accordingly, for 'major natural disasters', a progressive two-step system is applied whereby the country receives a lower rate of aid of 2.5% of the total direct damage for the part of the damage below the threshold and a higher rate of aid of 6% for the part of the damage exceeding the threshold. The two amounts are added up. 'Regional natural disasters' and 'neighbouring country natural disasters' receive 2.5% of the total direct damage.

Once the European Parliament and the Council had approved the mobilisation of the EUSF and made the necessary budget appropriations available in the EU budget, the Commission adopted implementing decisions awarding the assistance to the individual countries and then paid the full amount. In cases where an advance had been awarded, only the balance of the full contribution was paid.

The annexes to the implementing decisions included a generic description of the intended use of the money, listed the authorities nominated by the beneficiary States to process the EUSF contribution and named the independent authority responsible for audit and control.

During the reporting period, the European Parliament and the Council, as the budgetary authority, approved four financial contributions from the EUSF as proposed by the Commission. The Commission presented its proposals for the mobilisation of the EUSF in two groups:

- On 27 August 2024, the Commission issued a proposal[3] for a decision of the European Parliament and of the Council on the mobilisation of the EUSF to provide assistance to Italy Slovenia, Austria, Greece and France following natural disasters in 2023. This proposal was accompanied by Decision No 08/2024 that proposed to transfer EUR 796 760 300 from the European Solidarity Reserve ('the ESR') reserve line to the EUSF operational budget line, both in commitments and payments.

[3] COM(2024) 325 of 27.8.2024.

The proposal was adopted by the budgetary authority on 9 October 2024 which awarded EUR 1 028 541 688 of EUSF assistance to: (i) Italy in relation to floods in the Emilia-Romagna region in May 2023; (ii) Slovenia in relation to floods in August 2023; (iii) Austria in relation to floods in August 2023; (iv) Greece in relation to floods in September 2023; (v) Italy in relation to floods in the Tuscany region in October 2023; and (vi) France in relation to floods in the north of France in 2023. Following the adoption of the respective implementing decisions awarding the assistance, EUR 446 645 366 was paid to Italy, EUR 428 405 059 was paid to Slovenia, EUR 5 199 245 was paid to Austria, EUR 101 528 949 was paid to Greece, and EUR 46 763 069 was paid to France in November and December 2024.

- On 25 October 2024, the Commission issued a proposal[4] for a decision of the European Parliament and of the Council on the mobilisation of the EUSF to provide assistance to Germany and Italy following natural disasters in 2024. This proposal was accompanied by Decision No 14/2024 that proposed to transfer EUR 116 031 553 from the ESR reserve line to the EUSF operational budget line, both in commitments and payments appropriations.

The proposal was adopted by the budgetary authority on 27 November 2024 which awarded EUR 116 031 553 of EUSF assistance to: (i) Germany in relation to floods in May and June 2024, and (ii) Italy in relation to floods in the Valle d'Aosta region in June 2024. Adoption of the respective implementing decisions awarding the assistance, and payment of the assistance, are both expected in 2025.

MID-TERM REVISION OF THE MULTIANNUAL FINANCIAL FRAMEWORK 2021-27

In June 2023, due to growing demands on the EUSF, the Commission proposed as part of the mid-term revision of the Multiannual Financial Framework (MFF) to increase the ceiling of the Solidarity and Emergency Aid Reserve (SEAR), including the EUSF, by EUR 2.5 billion (in 2023 prices) for the remaining four years of the MFF 2021-27. The aim of this proposal was to bolster the EU's capacity to respond to crises and emergency situations.

In line with Council Regulation (EU, Euratom) 2024/765[5] of 29 February 2024 amending the MFF, the annual allocation for the SEAR was increased for the period 2024-2027 and the EUSF and the Emergency Aid Reserve (EAR) were split with a dedicated allocation per instrument.

As a result, as of 2024 the EUSF (funded from the European Solidarity Reserve) has an annual budget of **EUR 1.016 billion** (in 2018 prices), equating to **EUR 1.144 billion** in 2024 prices.

[4] COM(2024) 480 of 25.10.2024.

[5] 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.

CLOSURES

Article 8(3) of the Regulation lays down that within 24 months from the date of disbursement of the financial contribution, the beneficiary State must present a report on the financial execution ('implementation report') with a statement substantiating the expenditure ('validity statement').

The Commission closed eight EUSF cases in 2024.

Greece, earthquake on the island of Kos in 2017: the financial contribution from the EUSF amounted to EUR 2 535 796. The Greek authorities submitted the implementation report and the statement of validity in November 2020. Based on the information provided by Greece, the eligible expenditure amounted to EUR 4 346 075.64 which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in February 2024.

Portugal, forest fires in 2017: the financial contribution from the EUSF amounted to EUR 50 673 132. The Portuguese authorities submitted the implementation report and the statement of validity in July 2020. Based on the information provided by Portugal, the eligible expenditure amounted to EUR 54 291 973.79 which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in October 2024.

Bulgaria, floods in 2018: the financial contribution from the EUSF amounted to EUR 2 258 225. The Bulgarian authorities submitted the implementation report and the statement of validity in November 2020. Based on the information provided by Bulgaria, the eligible expenditure under the EUSF amounted to EUR 2 039 158.24, which was EUR 219 066.76 less than the EUSF financial contribution. Furthermore, interest amounting to EUR 1.75 had accrued. This led the Commission to find that a financial correction of EUR 219 068.51 was needed. On 6 November 2023, the Commission received a recovery of EUR 219 068.51 from Bulgaria. The file was closed in June 2024.

Romania, summer floods in 2018: the financial contribution from the EUSF amounted to EUR 8 192 300. The Romanian authorities submitted the implementation report and the statement of validity in November 2021. Based on the information provided by Romania, the eligible expenditure amounted to EUR 8 201 653.2 which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in February 2024.

Austria, extreme weather in 2018: the financial contribution from the EUSF amounted to EUR 8 154 899. The Austrian authorities submitted the implementation report and the statement of validity in July 2021. Based on the information provided by Austria, the eligible expenditure amounted to EUR 15 776 305.68 which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in June 2024.

Greece, severe weather on the island of Crete in 2019: the financial contribution from the EUSF amounted to EUR 4 552 517. The Greek authorities submitted the implementation report and the statement of validity in February 2022. Based on the information provided by Greece, the eligible expenditure amounted to EUR 10 239 257.03 which was more than the EUSF contribution. The Commission found that no financial correction was needed, and the file was closed in February 2024.

Portugal, hurricane Lorenzo in 2019: the financial contribution from the EUSF amounted to EUR 8 212 697. The Portuguese authorities submitted the implementation report and the statement of validity in July 2022. Based on the information provided by Portugal, the eligible expenditure amounted to EUR 8 212 697. The Commission found that no financial correction was needed, and the file was closed in February 2024.

Austria, severe weather in 2019: the financial contribution from the EUSF amounted to EUR 2 329 777. The Austrian authorities submitted the implementation report and the statement of validity in August 2022. Based on the information provided by Austria, the eligible expenditure amounted to EUR 2 329 777. The Commission found that no financial correction was needed, and the file was closed in June 2024.

CONCLUSIONS

In 2024, the EU Solidarity Fund was employed to support the response to ten natural disasters in the Union and two EU candidate countries. Central Europe faced catastrophic flooding as unusually heavy and persistent rainfall caused major rivers to burst their banks, impacting thousands of communities. Climate extremes were also seen in southern Europe, with torrential rains leading to flash floods which devastated regions in Italy and Bosnia and Herzegovina, causing widespread damage to homes and infrastructure and displacing thousands. These events highlighted the urgent need for comprehensive climate adaptation and mitigation strategies across Europe.

Thanks to its increased budget as from 2024, the EUSF was better able to assist national reconstruction and recovery efforts in countries hit by natural disasters, by providing the aid amounts calculated based on the agreed methodology to be paid in full.

Additionally, the EUSF helped affected regions quickly resume their economic and social activity by repairing and restoring critical infrastructure while reducing the financial burden on national and local governments.

To conclude, the number of applications for assistance and the increased pressure on the EUSF budget confirm the high need for the Fund’s support.