



TEXTS ADOPTED

P10_TA(2026)0271

Joint communication on humanitarian aid (JOIN(2026)0025)

European Parliament resolution of 9 July 2026 on the joint communication on humanitarian aid (JOIN(2026)0025) (2026/2734(RSP))

The European Parliament,

- having regard to the joint communication from the Commission and the High Representative of the Union for Foreign Affairs and Security Policy of 27 May 2026 entitled ‘Defending values, driving reform, delivering impact: the EU’s humanitarian action in a shifting global order’ (JOIN(2026)0025) (the joint communication on humanitarian aid), and to the accompanying joint staff working documents on a strategic approach to EU humanitarian diplomacy (SWD(2026)0312), on an Integrated Approach to Fragility (SWD(2026)0313) and on Humanitarian Supply Chains (SWD(2026)0314),
 - having regard to UN Security Council resolution 1325 (2000) of 31 October 2000 and the nine subsequent UN Security Council resolutions on women, peace and security,
 - having regard to the question to the Commission on the joint communication on humanitarian aid (JOIN(2026)0025) (O-000026/2026 – B10-0013/2026),
 - having regard to Rules 142(5) and 136(2) of its Rules of Procedure,
 - having regard to the motion for a resolution of the Committee on Development,
- A. whereas humanitarian needs are rapidly increasing, and outpacing available funding; whereas more than 300 million people are currently in need of humanitarian aid; whereas the UN has launched a global appeal for USD 33 billion and aims to use this funding to reach 135 million people in 50 countries in 2026; whereas the

equivalent UN appeal in 2025 only received USD 12 billion, the lowest level of funding in a decade¹;

- B. whereas violations of international humanitarian law (IHL) are reaching alarming levels, including deliberate attacks on and killings of civilians, the destruction of essential infrastructure such as schools and hospitals, widespread sexual violence, the recruitment of children as combatants, attacks against humanitarian workers and medical personnel, forced displacement, starvation as a method of warfare, and the deliberate denial and weaponisation of humanitarian access;
- C. whereas these violations are in breach of IHL obligations, including UN Security Council Resolutions 2286 (2016) and 2417 (2018); whereas humanitarian aid should never be instrumentalised and should reach civilians in need without obstruction or discrimination of any kind, in full compliance with IHL;
- D. whereas access constraints, including bureaucratic impediments, restrictions on movement and interference by parties to conflicts, are increasingly limiting the ability of humanitarian actors to reach affected populations;
- E. whereas the UN Office for the Coordination of Humanitarian Affairs (OCHA) has launched a system-wide Humanitarian Reset to make the global humanitarian aid system more efficient and effective;
- F. whereas the EU and its Member States provide the largest share of global humanitarian funding worldwide²;
- G. whereas humanitarian supply chains, from procurement to final delivery, account for up to 80 % of total humanitarian spending worldwide;
- H. whereas, following the shocks of the last five years, global fragility remains at a near-record high level³;
- I. whereas conflict, climate change and economic factors are the three main drivers of the increase in humanitarian needs, exacerbating food insecurity, displacement and health risks, and increasing the frequency and intensity of disasters; whereas sea level rise may pose

¹ United Nations Office for the Coordination of Humanitarian Affairs 'Global Humanitarian Overview 2026', <https://humanitarianaction.info/document/global-humanitarian-overview-2026>.

² European Council and the Council, 'Humanitarian aid', <https://www.consilium.europa.eu/en/policies/humanitarian-aid/>.

³ Organisation for Economic Co-operation and Development (OECD), 'States of Fragility 2025', OECD Publishing, Paris, 2025, <https://doi.org/10.1787/81982370-en>.

an existential threat to Small Island Developing States, which are among the countries that are most vulnerable to climate change, leading to an increased need for humanitarian and preparedness actions;

- J. whereas in times of conflict and crisis, pre-existing gender inequalities are often exacerbated, resulting in women and girls, especially those with intersecting vulnerabilities, being disproportionately affected by conflict, displacement, gender-based violence and exclusion from life-saving services and decision-making processes; whereas historically the share of bilateral humanitarian aid with gender equality objectives has been low, and has decreased further over the last few years, stagnating at 17 % in 2021-2022⁴; whereas women-led organisations receive only 0,4 % of bilateral aid in fragile states⁵;
- K. whereas forced displacement is reaching unprecedented levels and a significant proportion of the world's refugees and internally displaced persons reside in low-income and fragile states, placing increasing demands on humanitarian assistance and protection services;

Protection - Upholding IHL, the humanitarian principles and the protection of civilians and humanitarian workers, and developing a common humanitarian diplomacy strategy

1. Welcomes the commitments made in the joint communication on humanitarian aid regarding IHL and the humanitarian principles of humanity, impartiality, neutrality and independence; recalls that customary international humanitarian law is binding on all parties to armed conflict; strongly condemns the obstruction of humanitarian aid; fundamentally opposes and condemns the delivery of humanitarian aid to advance military agendas and the politicisation of humanitarian aid by severely restricting access to life-saving aid, which undermine the core humanitarian principles;
2. Invites the Commission to condemn disregard for IHL and to consistently hold actors accountable for violations of IHL in its external relations;
3. Calls on the Commission, the European External Action Service (EEAS) and the Member States to strengthen actions to safeguard the humanitarian space, ensure compliance with IHL and the humanitarian principles, strengthen accountability mechanisms, address gaps in the monitoring of violations, including through data

⁴ OECD, 'Development Finance for Gender Equality 2024', OECD Publishing, Paris, 2024⁵, <https://doi.org/10.1787/e340afbf-en>.

⁵ UN Secretary-General, 'Women and peace and security - Report of the UN Secretary-General', 5 September 2025.

collection and projects such as 'IHL in Focus', and refrain from partnerships that would undermine these principles;

4. Calls on the Council, the High Representative of the Union for Foreign Affairs and Security Policy and the Member States to continue ensuring that restrictive measures and bank de-risking practices allow for principled humanitarian action, including by systematically incorporating and applying effective, clear and operational standing humanitarian exemptions and safeguards in all relevant restrictive measures, building on the standing exemption established by United Nations Security Council Resolution 2664 (2022);
5. Underlines that where the EU funds and delivers humanitarian aid intended to save lives and prevent famine, and a non-EU country obstructs or blocks its delivery, the EU must use all political, diplomatic, legal and economic leverage at its disposal to secure the immediate and unhindered passage of that aid and ensure that it reaches the population in need; calls on the Commission and the EEAS to systematically raise such obstruction at the highest political level and to take all measures needed against states, entities or individuals responsible for the obstruction, in order to achieve the immediate and unimpeded delivery of humanitarian assistance;
6. Calls on the Commission to step up its support for safety and security measures to protect humanitarian workers, including through training programmes, in particular for local staff, and by developing common minimum security standards for the humanitarian community, increasing security coordination and the availability of critical security data, pooling security resources and developing joint initiatives with humanitarian partners, including on emerging threats such as disinformation; urges the Commission to make 'Protect Aid Workers' a permanent, global programme with adequate funding;
7. Calls on the Commission to increase support for mental health and psychosocial support services for humanitarian workers, in particular local staff, given the high levels of stress and trauma associated with humanitarian operations;
8. Condemns in the strongest terms the increase in attacks on and the killing of humanitarian workers in conflict areas; reminds states of their obligation to respect and protect humanitarian relief personnel and recalls that intentional attacks against personnel involved in a humanitarian assistance mission constitute war crimes; strongly condemns the use of so-called double-tap strike tactics, documented in conflicts including those in Ukraine, Gaza and Lebanon, whereby an initial attack is followed by one or more subsequent strikes, often targeting civilians and rescuers, in particular humanitarian workers, and which may constitute a war crime; calls on the Commission and the Member States to unequivocally condemn the killing of

humanitarian workers and to invest in the investigation and prosecution of perpetrators;

9. Calls on the Commission, the EEAS, EU delegations, the EU Special Representatives and the Member States, using a Team Europe approach, to work on a common EU strategy for humanitarian diplomacy, in close consultation with humanitarian actors, including international non-governmental organisation partners; underlines that effective humanitarian diplomacy should be situation-specific, data-driven and built on locally rooted advocacy and expertise, as well as systematic dialogue with local and national humanitarian partners and frontline actors on the ground, including local civil society organisations and women's rights organisations, which are often on the frontline of humanitarian responses;
10. Underlines that effective and efficient humanitarian diplomacy requires the strengthening of coordination between all relevant humanitarian and political actors and the leveraging of all possible diplomatic tools, including through humanitarian diplomacy focal points and targeted communication strategies, with a view to improving the EU's capacity to safeguard the humanitarian space in armed conflicts and advocate against IHL violations;
11. Stresses the need to strengthen the EU's capacity to monitor and document violations of IHL, including through support for independent accountability mechanisms and cooperation with international investigative bodies;
12. Welcomes the EU's commitment to strengthening advocacy and support for the protection sector as the heart of humanitarian action, and for gender equality; is alarmed by the sharp rise in attacks on humanitarian workers, medical personnel and humanitarian infrastructure, and by the increase in gender-based violence, including conflict-related sexual violence, in humanitarian contexts⁶; calls on the Commission, the EEAS, EU delegations and the Member States to place women and girls at the centre of humanitarian preparedness and response efforts, adopt an inclusive approach and strengthen the full implementation of the women, peace and security agenda, including measures to protect women and girls from gender-based violence, and strengthen women's full, equal and meaningful participation in all stages of peace processes, including in humanitarian responses and recovery efforts; calls on the Commission and the Member States to provide 5 % of their official development assistance (ODA) in fragile contexts to women-led and women's rights organisations, through flexible and long-term funding, given the important nexus role that women peacebuilders and women-led organisations play as first responders in

⁶ UN Secretary-General, 'Conflict-related Sexual Violence - Report of the Secretary-General', 21 April 2026.

humanitarian crises and, at the same time, as peacebuilders, mediators and development actors in their communities; welcomes the fact that the Commission will strengthen its engagement on sexual and reproductive healthcare and reproductive rights in humanitarian settings, including through the SHIELD (Sexual and Reproductive Health in Emergencies and Life in Dignity) programme, and calls on the Commission to allocate sufficient funding to this programme;

Performance - Advancing a people-centred humanitarian reform, achieving more effective and efficient humanitarian responses

13. Deeply regrets the global humanitarian and development funding crisis, and the decision by several key donors, including several EU Member States, to reduce their aid budgets; calls on the Member States to take credible steps towards meeting the EU's collective commitment to provide 0,7 % of gross national income as ODA, with 10 % dedicated to humanitarian action;
14. Expresses concern that growing geopolitical competition and shifting donor priorities may divert attention and resources away from the world's least developed and most fragile countries; calls on the Commission and the Member States to apply transparent, needs-based criteria when allocating humanitarian assistance and to ensure sufficient and sustained funding for crises that have been largely neglected and underfunded;
15. Welcomes the efforts made by the Commission to improve aid efficiency and the quality of humanitarian funding in the context of the UN Humanitarian Reset and to prioritise those most in need; underlines that, besides the volume of aid, quality and accountability with regard to EU humanitarian assistance are of key importance, and that humanitarian reforms must be needs-based, results-driven and focused on effectiveness and real impact; underlines, however, that this exercise must not become a purely cost-cutting approach that compromises the principled, needs-based delivery of assistance; calls on the Commission to advocate for efficiency gains under the Humanitarian Reset to be reinvested in frontline humanitarian responses, rather than reducing overall levels of assistance; calls on the Commission and the Member States to ensure that any humanitarian reforms they undertake are people-centred and gender-responsive by aligning funding, compliance and reform processes with the objectives of quality, localisation and accountability to affected populations;
16. Encourages the Commission to continue its efforts towards making humanitarian supply chains more effective, efficient, environmentally sustainable and resilient; calls on the Commission to co-design these reforms with implementing actors and to back them up with adequate financing;

17. Notes the Commission's commitment to deploy at least two thirds of its humanitarian funding through transformative modalities that increase flexibility and efficiency and reduce the administrative burden on partners; encourages the Commission to further expand the use of cash-based assistance, where appropriate, as an efficient, dignified and people-centred modality of humanitarian aid delivery;
18. Strongly supports the localisation agenda and roadmap; asks the Commission to report back by the end of 2026 on the progress it has made towards its target of delivering, by 2027, 25 % of humanitarian funding as directly as possible to local actors through international agencies and organisations, Member States' specialised agencies and NGO partners, while stressing the central role of the UN in coordinating the international humanitarian response to disasters and armed conflicts; asks the Commission to reflect on how it can make further progress on localisation beyond 2027;
19. Calls on the Commission and the Member States to ensure meaningful localisation and equitable partnerships with local responders, including by ensuring that local actors play an active role in humanitarian decision-making, planning, monitoring and the evaluation of humanitarian responses; strongly welcomes the EU's commitment to investing in local actors' engagement in humanitarian diplomacy; calls on the Commission to simplify access to EU humanitarian funding for local actors, including by reducing administrative barriers, adapting compliance and reporting requirements, and increasing the use of predictable and intermediary funding mechanisms;

Partnering - Towards an integrated approach to fragility

20. Underlines that the EU's overall approach to fragile contexts must ensure coherence across its humanitarian, development and security instruments, be consistent with the humanitarian-development-peace nexus, and meaningfully integrate environmental and climate considerations; calls on the Commission and the Member States to scale up support both for displaced populations and for the communities hosting them, invest in durable solutions and self-reliance, and ensure that responses to protracted displacement bridge humanitarian, development and peace action;
21. Recognises the importance of coordinated approaches among humanitarian, development and peace actors in fragile and conflict-affected contexts; stresses that such coordination must fully respect the distinct mandates and operating principles of humanitarian action; warns against subordinating humanitarian assistance to any objectives that are not guided by the humanitarian principles, as such subordination may compromise safe humanitarian access and acceptance by affected communities and parties to conflict, and may expose beneficiaries and humanitarian personnel to additional risks;

22. Asks the Commission to provide further guidance on the integration of humanitarian-development-peace actions through sequenced, complementary or joint funding with the Member States; encourages the Commission to use available flexibilities in funding instruments to respond adequately to crises in fragile contexts;
23. Stresses the importance of sustained engagement in fragile and conflict-affected settings, with a people-centred approach that is fully aligned with the UN's Sustainable Development Goals and the principle of leaving no one behind; underlines that interventions in fragile and conflict-affected settings should address the structural drivers of poverty and inequality, advance human development, and reach out first to the most vulnerable without discrimination on any ground, while strengthening governance, institutional capacity and access to basic services;
24. Supports the efforts to step up Team Europe coordination in fragile contexts, and to strengthen partnerships with non-EU countries, regional and multilateral organisations, international development banks, the private sector and philanthropies; calls on the Commission to closely collaborate with local civil society actors and organisations and local communities in fragile contexts to strengthen sustainability, community-based resilience and accountability;
25. Welcomes the Commission's announcement that it will develop a new global programme for multisectoral needs assessments and investments in data quality, interoperability, safe data sharing, and stronger analytical and reporting tools, including earth observation and modelling tools, to strengthen evidence-based decision-making and allow faster, more coordinated and effective humanitarian responses;
26. Stresses the importance of conflict-sensitive programming and calls on the Commission and partners to systematically integrate conflict analysis into humanitarian and development interventions in fragile contexts;
27. Calls for EU delegations to be granted sufficient operational flexibility to adapt programmes to rapidly evolving fragile contexts and to coordinate political dialogue and implementation effectively across the humanitarian-development-peace nexus;
28. Notes the Commission's intention to scale up funding for projects that support private sector involvement and innovative risk-sharing investments in protracted humanitarian contexts; encourages the Commission to identify the most appropriate tools for each context, ensuring a conflict-sensitive approach to investment, and to assess the deployment of Global Gateway as an EU instrument for building resilience and sustainable development in fragile settings, including for the most acute and immediate needs;

29. Calls on the Commission to support responsible private sector engagement in humanitarian contexts, in line with humanitarian principles and transparency and accountability requirements, while contributing to sustainable and inclusive development, including through decent job creation and poverty reduction;
30. Stresses that ODA should be allocated where it is most needed and must remain an essential tool for addressing humanitarian needs and delivering life-saving services to crisis-affected populations, which are prerequisites for stable, inclusive and prosperous societies; underlines that public-private partnerships can complement but must not replace ODA for the delivery of humanitarian assistance and support for resilience;
31. Calls on the Commission to regularly monitor the implementation of the commitments on fragility and to report every two years to Parliament on their implementation; stresses the importance of close coordination between the Commission's services, the EEAS and EU delegations, including through dedicated fragility frameworks; asks the Commission for further clarification regarding the role of the services involved in the integrated approach to fragility; calls on the Commission and the EEAS to actively engage with the UN and other international partners in addressing fragility;

Way forward and implementation

32. Calls on the Commission and the EEAS to devise a clear implementation and monitoring plan for the commitments made in the joint communication on humanitarian aid and the accompanying staff working documents, and to ensure Parliament's full involvement in this process;
33. Underlines the importance of parliamentary diplomacy and democratic oversight in strengthening accountability and legitimacy with regard to humanitarian action; stresses the contribution of interparliamentary bodies, such as the Africa-EU Parliamentary Assembly and the Organisation of African, Caribbean and Pacific States-EU Joint Parliamentary Assembly, in conducting dialogue with partner countries and regions on humanitarian needs, thereby safeguarding the humanitarian space;

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34. Instructs its President to forward this resolution to the Commission, the European External Action Service, the Council and the governments and parliaments of the Member States.