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From:	Presidency
To:	Delegations
Subject:	Presidency progress report on the proposal for a Regulation on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response

This report sets out the work done so far in the relevant Council's preparatory body and gives an account of the state of play in the examination of the above-mentioned proposal under the Cyprus Presidency. The report has been drawn up under the responsibility of the Presidency and is prepared in view of the Committee of Permanent Representatives (COREPER 2) of the 24 June 2026.

The Council will be invited to take note of the report.

Presidency Progress Report on the proposal for a Regulation on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response

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I. INTRODUCTION

1. On 16 July 2025, the Commission adopted the proposal for a Regulation on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response, and repealing Decision No 1313/2013/EU (the "UCPM-HER proposal")¹. The proposal forms part of the package of sectoral initiatives accompanying the Multiannual Financial Framework ("MFF") for the period 2028-2034 and includes a proposed financial envelope amounting to EUR 10.675 billion in current prices.
2. The revision of the Union Civil Protection Mechanism² (the "UCPM") was one of 30 key actions announced in the Preparedness Union Strategy, adopted by the Commission and High Representative on 26 March 2025 with the aim of supporting Member States and enhancing Europe's capability to prevent and respond to emerging threats.
3. The subject matter of the UCPM-HER proposal, based on Articles 168(5), 196 and 322(1), point (a) TFEU, is both to provide for a Union Civil Protection Mechanism and to lay down Union financial support for civil protection and health emergency preparedness and response.
4. The financial aspects of the UCPM-HER proposal are being examined in the context of the negotiations on the MFF 2028-2034. In this regard, the Presidency Negotiating Box of 11 June 2026³ provides a financial envelope allocated to the programme of EUR 10.241 billion in current prices.

¹ Docs. ST11689/2025+ADD1.

² Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism.

³ Multiannual Financial Framework (MFF) 2028-2034 - Negotiating Box. ST10058/2026-INIT

5. The UCPM-HER proposal builds on and further develops the framework established by Decision No 1313/2013/EU. Compared with the current legislation in force, it proposes to introduce a number of new elements, notably by bringing together civil protection and health emergency preparedness and response under a single regulatory and financial framework. Among other objectives, this proposal seeks to ensure the continuity of EU action in the field of health emergency preparedness and response beyond the expiry of the EU4Health Programme at the end of 2027. Furthermore, with regard to civil protection and the operation of the UCPM, the proposal introduces new Union-level measures in the area of risk assessment and provides for changes to the rescEU framework and the Union Civil Protection Knowledge Network. It also proposes a new cross-sectoral crisis coordination dimension and includes provisions aimed at strengthening preparedness and cooperation between civilian and military actors. In this context, the proposal envisages the creation of a Crisis Coordination Hub, building on the existing structure and capacities of the Emergency Response Coordination Centre (ERCC) established under Decision No 1313/2013/EU. In addition, it provides for the possibility of Union financial support for cross-sectoral crises under specific conditions.
6. Given its legal bases, the proposal is being examined under the ordinary legislative procedure (2025/0223 COD). In the European Parliament, the draft report prepared jointly by rapporteurs of the Committee on the Environment, Climate and Food Safety (ENVI) and the Committee on Public Health (SANT) was presented on 9 March 2026. A total of 1178 amendments were tabled by the deadline of 9 April 2026 and published on 16 April 2026. Furthermore, the Committees on Regional Development (REGI) and Budgetary Control (CONT) adopted their opinions on 6 May 2026⁴ and 2 June⁵ respectively. The Committees on Security and Defence (SEDE) and Development (DEVE) are continuing their work on draft opinions.

⁴ Opinion of the Committee on Regional Development on the 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, REGI_AD(2026)784245, adopted on 6 May 2026.

⁵ Opinion of the Committee on Budgetary Control on the 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, CONT_AD(2026)787628, adopted on 2 June 2026.

7. The European Economic and Social Committee adopted its opinion on 3 December 2025⁶. The European Committee of the Regions is examining the proposal under draft opinion CDR 4259/2025, "Union Civil Protection Mechanism and Union support for health emergency preparedness and response".
8. The European Court of Auditors adopted its opinion⁷ No 06/2026 concerning the UCPM-HER proposal on 10 February 2026. The Opinion was presented in the Working Party on Civil Protection (PROCIV) on 22 April 2026.
9. Building upon the work carried out under the Danish Presidency, the Cyprus Presidency continued the examination of the proposal with a view to advancing technical discussions, identifying areas of convergence among Member States and developing compromise solutions on the principal outstanding issues.

II. WORK WITHIN THE COUNCIL PREPARATORY BODIES

10. In the Council, examination of the UCPM-HER proposal continued in the PROCIV Working Party, which acts as the lead preparatory body for this file. During the examination of the UCPM-HER proposal in the PROCIV Working Party, the Presidency sought to facilitate a comprehensive discussion by inviting representatives of other relevant Council Working Parties to participate in the deliberations, where appropriate. Further details are provided below.
11. Under the Cyprus Presidency, the proposal was examined in 9 meetings of the PROCIV Working Party held on 14 January, 4 and 18 February, 2 and 25 March, 22 April, 5 and 20 May, and 10 June. A final PROCIV Working Party meeting is foreseen for the 24 June 2026.
12. For matters on health emergency preparedness and response, the Presidency invited the delegates of the Public Health Working Party to the relevant discussion items in the PROCIV

⁶ Opinion of the European Economic and Social Committee on the 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, repealing Decision No 1313/2013/EU (NAT/962), adopted on 3 December 2025. ST16891/2025

⁷ European Court of Auditors, opinion 06/2026 “concerning the 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, repealing Decision No 1313/2013/EU (Union Civil Protection Mechanism) (COM(2025) 548 final)”, Publications Office of the European Union, 2026. ST6332/2026

Working Party on 18 February, 2 March, 25 March, 5 May and 10 June. In addition, in light of the proposed crisis coordination elements, delegates from the Ad hoc Working Party on preparedness, response capability and resilience to future crises were invited to all meetings of the PROCIV Working Party. Moreover, delegates from the Politico-Military Group were invited to the PROCIV Working Party meeting on 22 April for the matters concerning the provisions on civil-military cooperation. Finally, PROCIV delegates were invited in the AHWP MFF on 24 March where the financial aspects of sectoral programmes were discussed.

13. Building on the cluster-based approach and the three Clusters introduced under the Danish Presidency, the Cyprus Presidency first continued the examination of the proposal using the same methodology namely: Cluster 1 (Capacity building tools, Union Civil Protection Knowledge Network, General preparedness actions, rescEU and rescEU transitional), Cluster 2 (Scope, Objectives, Comitology and the Health Dimension), and Cluster 3 (Crisis Coordination Hub and Support for Cross-Sectoral Crises). A further round of discussions on these clusters was conducted under the Cyprus Presidency, which invited Member States to submit drafting suggestions and comments in advance of the meetings dedicated to Cluster 1 on 4 February, Cluster 2 on 18 February, and Cluster 3 on 25 March. On the basis of these discussions and written comments the Presidency prepared new compromise texts on these 3 Clusters. In addition, the Cyprus Presidency introduced two new clusters and corresponding compromise texts: Cluster 4 (Civil-Military Cooperation and Associated Third Countries) on 20 May and Cluster 5 (Risk Assessment and Risk Management Planning) on 10 June. Overall, the Presidency circulated the following compromise texts: the second partial compromise texts on Cluster 1 (26 January), Cluster 2 (23 February) and Cluster 3 (18 March); the third partial compromise texts on Clusters 1 and 2 (27 April) and Cluster 3 (19 May); and the first partial compromise texts on Cluster 4 (19 May) and Cluster 5 (10 June). The Presidency also announced its intention to prepare the last partial compromise text during its term covering Clusters 1 to 4, for discussion at the final PROCIV Working Party meeting on 24 June 2026.
14. On 20 May 2026, based on multiple Member States' requests, the Presidency proposed a revised structure for the Regulation including the consolidation of elements of Clusters 1, 2, 3 and 4, with a view to facilitating further examination of the proposal. The restructuring exercise was undertaken in response to comments received from delegations and aimed at improving the readability, legal certainty and overall coherence of the future Regulation. The revised architecture brought more clarity on several key topics addressed in the Regulation

proposal, including the UCPM, Union support in cross-sectoral crises, health emergency preparedness and response, and Union funding.

15. In parallel, the Presidency developed and refined a risk-driven, all-hazards consequence management approach as a horizontal principle underpinning the proposal. Building on Member States' comments and discussions in the PROCIV Working Party, the Presidency sought to clarify that the UCPM should address all natural and human-induced hazards on the basis of risk assessments and the likelihood and impact of potential events, while ensuring that activities supported under the UCPM remain focused on consequence management and fully respect Member States' responsibilities in areas such as national security and defence. This approach informed the examination of provisions relating to the scope of the UCPM, risk assessment and risk management planning, preparedness, resilience and response capacities.
16. Throughout the examination of the proposal, the Presidency encouraged delegations to submit drafting suggestions and comments in writing on the rationale of those suggestions. The Presidency carefully analysed these contributions and sought to reflect them in successive compromise proposals. Discussions were characterised by constructive engagement and a shared objective of strengthening the Union's preparedness and response capabilities while fully respecting Member States' competences.
17. The level of engagement from Member States remained high throughout the examination of the proposal. Delegations submitted a substantial number of drafting suggestions and comments on the Presidency compromise texts, covering all thematic clusters of the proposal. In total, more than 2500 drafting suggestions and comments were received and analysed by the Presidency during the reporting period. These contributions provided the basis for successive revisions of the Presidency compromise texts, helped identify areas of convergence and divergence among delegations, and contributed significantly to the development of compromise solutions. An overview of the written contributions received is provided below.
18. From the beginning to the end of the Cyprus Presidency, the number of drafting amendments by Article examined dropped by approximately 44%, while the drafting suggestions and comments progressively became more specific, reflecting the achievement of the Presidency's goal of greater clarity in the Regulation proposal.
19. In addition to the examination of individual clusters, the Presidency devoted significant efforts to horizontal issues affecting the overall architecture of the proposal. Discussions focused,

inter alia, on the relationship between civil protection, health emergency preparedness and response and support to cross-sectoral crises; the future governance of rescEU; and the role, governance and functioning of the proposed Cross-sectoral Crisis Support Hub. In this regard, the Presidency developed revised arrangements for the Hub aimed at addressing Member States' concerns regarding its relationship with the ERCC, avoiding duplication with existing crisis-management structures, safeguarding the civilian character of the UCPM use and aggregation of sensitive data and ensuring appropriate involvement of Member States and the Council in the Hub's tasking and operation.

20. Based on the discussions held during the semester, the Presidency considers that substantial progress has been achieved in clarifying the structure and governance of the proposal, notably through the restructuring exercise presented by the Presidency on 20 May 2026, which sought to improve the readability, legal certainty and overall coherence of the future Regulation by distinguishing more clearly between the UCPM, support for cross-sectoral crises, health emergency preparedness and response, and Union funding provisions. The Presidency developed compromise solutions on the proposed Cross-sectoral Crisis Support Hub seeking to reconcile different approaches expressed by Member States while preserving the role of the ERCC and enhancing accountability and coordination arrangements. Through successive compromise texts, targeted consultations and structured policy discussions, the Cyprus Presidency sought to respond to Member States' requests for greater legal clarity, improved governance arrangements and a clearer distinction between policy objectives and funding mechanisms, while preserving the principles of solidarity, subsidiarity and Member State ownership underpinning the UCPM as well as their competences defence and national security.
21. The work carried out under the Cyprus Presidency enabled a detailed examination of substantive elements of the proposal and significantly advanced the understanding of Member States' positions across all five thematic clusters. The Presidency considers that the successive compromise texts have improved the proposal, while also identifying issues that will require further discussion and political guidance. Building on the progress achieved, the Presidency considers that a solid basis has been established for the continuation of negotiations with a view to developing a coherent and balanced legislative framework that would contribute to strengthening the Union's preparedness, response and resilience capacities, enhances coordination across sectors, and delivers clear added value to Member States while fully respecting their national responsibilities and competences.

III. CONCLUSIONS

22. The Presidency expresses its sincere appreciation to Member States, the Commission, the General Secretariat of the Council and all relevant stakeholders for their constructive engagement during the examination of the UCPM-HER proposal.
23. The Presidency also acknowledges the significant efforts made by national administrations to ensure coordination among the various authorities concerned, including civil protection, health, preparedness, defence and crisis-management authorities.
24. The Presidency has made, during the first semester of 2026, considerable progress on the examination of the proposal. The PROCIV Working Party undertook detailed discussions on five thematic clusters and examined successive Presidency compromise texts covering the principal substantive provisions of the draft Regulation.
25. The Presidency considers that the restructuring exercise undertaken during the semester has contributed significantly to improving the readability, coherence and legal clarity of the proposal and has provided a clearer framework for future negotiations.
26. Discussions have demonstrated broad support for strengthening the Member States and the Union's preparedness, resilience and response capabilities through an all-hazards approach while respecting Member States' primary responsibilities in the areas of civil protection, national security, defence and health.
27. The Presidency is convinced that the concerns expressed by Member States can be addressed while preserving the overall objective of strengthening the Union's capability to prevent, prepare for and respond to future all hazards disasters.
28. The Presidency considers that the discussions held during the semester have confirmed the strategic importance of maintaining and further developing rescEU as one of the pillars of the UCPM. In this regard, the Presidency's work contributed to a clearer understanding of Member States' expectations concerning the governance, financing and future development of rescEU capacities, while reaffirming the principles of solidarity, complementarity and Union added value underpinning the UCPM.
29. The Presidency considers that discussions in the Working Party have helped member States clarify their views regarding the perimeter of the role, governance and operational arrangements of the proposed Cross-sectoral Crisis Support Hub. The compromise solutions

developed by the Presidency could provide a basis for future negotiations with the objective of preserving the central role of the ERCC, avoiding duplication with existing structures and ensuring appropriate involvement of Member States and the Council.

30. The Presidency further considers that the development of a risk-driven, all-hazards consequence-management approach could contribute to strengthening preparedness, resilience and response capacities across sectors while fully respecting Member States' competences and responsibilities and provide an important strategic orientation for the future Regulation.
31. Through the restructuring of the proposal, the development of successive compromise texts and the advancement of discussions on key issues such as rescEU, national security, the civil-military cooperation, the Cross-sectoral Crisis Support Hub and risk management planning, the Presidency believes that the negotiations are now better positioned to enter a more mature phase. The progress achieved during the semester has helped narrow differences between delegations and establish a clearer pathway towards a balanced and operational future framework for Union preparedness and crisis response.
32. The Presidency considers that the work carried out during the first semester of 2026 has established a solid basis for the continuation of negotiations under the incoming Presidency. The Presidency intends to fully support and collaborate with the incoming Irish Presidency, trusting that the current proposed compromise texts will serve as a strong foundation for significant progress during the next Presidency.
33. In light of the above, the Permanent Representatives Committee and the Council are invited to take note of the progress made on the examination of the UCPM-HER proposal.