

Brussels, 9 October 2025
(OR. en)

13406/1/25
REV 1

Interinstitutional File:
2025/0223 (COD)

PROCIV 121
IPCR 67
SAN 586
POLMIL 281
COCON 61
JAI 1331

NOTE

From:	Presidency
To:	Permanent Representatives Committee/Council
No. prev. doc.:	11689/25 + ADD 1
Subject:	Presidency Framing Paper on the proposal for a Regulation on the Union Civil Protection Mechanism and Union support for Health Emergency Preparedness and Response, in view of the policy debate in the Justice and Home Affairs Council (13-14 October 2025).

Delegations will find enclosed a Presidency framing paper in view of the Council of Ministers of Home Affairs of 13-14 October 2025.

Presidency Framing Paper for the discussion of the proposal for a Regulation on the Union Civil Protection Mechanism (UCPM) and Union support for health emergency preparedness and response
in the Justice and Home Affairs Council of 13-14 October 2025

The Presidency's objective with this discussion is to seek the Ministers' views on the legislative proposal for a Regulation on the Union Civil Protection Mechanism (UCPM) and Union support for Health Emergency Preparedness and Response (UCPM-HER).

The proposal updates and expands the existing UCPM and integrates the EU financial support for health emergency preparedness and response. It also proposes new cross-sectoral crisis coordination functions including an EU Crisis Coordination Hub within the Commission, as well as actions relating to civil-military cooperation at EU level. To this end, the proposal contains elements important for the further implementation of the European Preparedness Union Strategy.

In recent years, Europe—and the World—has faced disasters and crises of unprecedented scale and complexity. War has returned to the European continent and Russia's war of aggression against Ukraine has fundamentally altered the security landscape. Hybrid threats have intensified with the aim to undermine the stability, cohesion and resilience of our societies.

At the same time, the impact of climate change is becoming increasingly severe, on a scale never witnessed before. Extreme weather events now affect Europe with increasing frequency—most tragically through devastating wildfires and catastrophic floods. In addition, the COVID-19 pandemic has shown us that Europe is not immune to pandemics and the enormous impact that they can have. These events are interconnected and often impact several sectors simultaneously.

Against this background, the EU must be better prepared to respond to future disasters and crises based on an all-hazard approach. To do so, EU-level cooperation between Member States and support from EU-institutions should be reinforced, while taking into consideration the specificities of different types of disasters and crisis and the core responsibility of Member States in the management of disasters and crisis.

In June 2025, the European Council invited the Council and the Commission to continue work on the contribution of EU policies to resilience and preparedness in the relevant fields, including the resilience of critical infrastructure, while respecting Member States' responsibilities and

competences. It recalled the specificities of different types of crises and the core responsibility of Member States in the management of such crises. In this regard, the European Council invited the Council to provide guidance for the Commission to consider improvements to the support provided by the EU to Member States in civil protection, as well as in other relevant policy areas where EU support provides clear added value.

The discussion on this legislative proposal represents an important part of our collective efforts to determine how best to achieve the goal of being better prepared. The UCPM has been a key success story of European cooperation and solidarity and any improvement decided under this new legislation would need to build upon and strengthen that success. Further enhancing European solidarity should be the aim.

The Presidency proposes, for the Ministers' consideration, the following three guiding questions to structure the discussion:

1. What are your views on the main changes put forward by the legislative proposal for a revision of the Union Civil Protection Mechanism (UCPM), including on steps suggested by the Commission to further improve EU-level support and coordination between EU-institutions and Member States in the field of civil protection?
2. What are your views on the novel cross-sectorial elements of the Regulation, including provisions on civil-military cooperation and on the EU Crisis Coordination Hub within the Commission, taking into account existing EU- and national disaster and crisis management structures?
3. How can we ensure that the proposal enhances European cooperation and solidarity while taking into consideration the specificities of different types of disaster and crises, and respecting the core responsibility of the Member States and the role of the Council?