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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 Danish Presidency. The report has been drawn up under the responsibility of the Presidency and is prepared in view of the Council of Home Affairs Ministers of 8 December 2025.

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 UCPM-HER proposal is one of the sectoral initiatives under the Multiannual Financial Framework ("MFF") proposed for the period 2028-2034 and includes a proposed financial envelope amounting to EUR 10.7 billion in current prices.
2. The revision of the Union Civil Protection Mechanism (the "UCPM")² 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 (the 'Union Mechanism') and to lay down Union financial support for civil protection and health emergency preparedness and response.
4. The UCPM-HER proposal represents an expansion of the Decision 2013/1313/EU. It introduces various innovations in comparison to the current framework. For instance, the proposal integrates the financing of civil protection with that for health emergency preparedness and response in a single regulation. This approach, aims among other things, to

¹ Docs. 11689 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.

give continuity to the health preparedness and response components of the EU4Health Programme, which is set to expire at the end of 2027. In addition, in its title on civil protection and the functioning of the UCPM, the proposal introduces new Union level action on risk assessment, as well as modifications to rescEU and the Knowledge Network. Finally, the proposal suggests the introduction of a new cross-sectoral crisis coordination layer and measures to enhance civil-military preparedness and cooperation. This includes the proposal for setting up of a new Crisis Coordination Hub that builds on the structure and capabilities of the existing Commission's Emergency Response Coordination Centre (ERCC) established under Decision 2013/1313/EU. The proposal also foresees the possibility to provide financial support to cross-sectoral crises under certain conditions.

5. Given the proposed legal bases, the UCPM-HER proposal is examined under the ordinary legislative procedure (2025/0223/COD). In the European Parliament, two committees have joint responsibility for the proposal – the Committee on Environment, Public Health and Food Safety and the Committee on Public Health. Four committees will issue opinions – those on Security and Defence, Development, Budgetary Control, and Regional Development. A budgetary assessment will be conducted by the Committee on Budgets.
6. The European Economic and Social Committee, the European Court of Auditors and the European Committee of Regions have not yet adopted opinions.
7. The UCPM-HER proposal was discussed during the Council of Ministers of Justice and Home Affairs of 13-14 October 2025, on the basis of a Presidency framing paper.³ Ministers had a policy debate, in public session, about the proposal. They took note of its main objectives and scope of the proposal and exchanged views on the overall objectives of the UCPM-HER proposal of enhancing Europe's capability to prevent and respond to future disasters and crises based on an all-hazards approach. Some Ministers highlighted positive elements, at the same time others expressed certain concerns.

II. WORK WITHIN THE COUNCIL PREPARATORY BODIES

8. In the Council, the examination of the UCPM-HER proposal is carried out in the Working Party on Civil Protection (PROCIV) as lead preparatory body. The PROCIV Working Party is

³ 13406/1/25 REV 1.

the Council's lead preparatory body regarding civil protection and has been responsible for the examination of files on the UCPM, including Decision 1313/2013/EU. When the UCPM-HER proposal was discussed in the PROCIV WP, the Presidency reinforced the discussion by inviting delegates from other relevant Working Parties to take part in the examination when needed. This is further explained below.

9. Under the Danish Presidency, the UCPM-HER proposal was examined so far in 9 meetings of the PROCIV Working Party (18 July; 1, 8-9, 17 and 25 September; 6, 20, and 30 October; 10 November). In addition, two more meetings of the PROCIV Working Party are foreseen in December (one on 1-2 December and another one before the end of the December).
10. Regarding the health emergency preparedness and response elements in the UCPM-HER proposal, the Presidency invited the delegates of the Public Health Working Party to attend the relevant discussion items in the PROCIV Working Party on 18 July, 1 and 8 September, and 30 October. In addition, in view of the cross-sectoral crisis coordination elements in the proposal, the Presidency invited the delegates of the Ad hoc Working Party on preparedness, response capability and resilience to future crises to all the items of the PROCIV Working Party discussing the UCPM-HER proposal.
11. In view that this file is part of the MFF proposed for 2028-2034, the Presidency attaches great importance to ensuring continued Union financial support to both civil protection and health emergency preparedness and response. The proposal also constitutes an important step towards implementing the European Council Conclusions of June 2025, where the European Council in its conclusions on preparedness “reaffirms the importance and urgency of this issue and encourages the Member States to enhance their resilience, preparedness and crisis prevention and response capacity in a coherent manner, in an all-hazards and whole-of-society approach, taking into account the evolving risk and threat landscape. The European Council invites 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, respecting Member States’ responsibilities and competences. It recalls 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 invites the Council to provide guidance for the Commission to consider improvements to the support provided by the European Union to Member States in civil protection, as well as in other relevant policy areas where EU support provides clear added value.”

12. Between 1 September and 6 October, the Presidency led a careful read-through of the proposal, inviting the Commission to give article-per-article presentations and the Member States to comment and present questions to the Commission and, where relevant, to the Council Legal Service. Thereafter, the Presidency grouped a partial number of articles and corresponding recitals into three separate clusters and invited Member States to submit drafting suggestions and comments ahead of the meetings convened on 20 October (Cluster 1 – Articles 17-22), 30 October (Cluster 2 – Scope, Objectives, Comitology and Health Dimension), and 1-2 December (Cluster 3 – Crisis Coordination Hub and Support to cross-sectoral crises). In addition, the Presidency welcomed open exchanges on other parts of the proposal on 20 October and 10 November, and invited the Commission to present in detail the proposed establishment of a Crisis Coordination Hub and support to cross-sectoral crises on 30 October and 10 November.
13. In addition, in order to provide relevant context to the discussions on the UCPM-HER proposal, the Presidency invited the Commission to present the Impact assessment report accompanying the proposal on 1 September and the overall structure and preparedness and resilience elements of the proposed MFF on 17 September, as well as the General Secretariat of the Council to present the Integrated Political Crisis Response (IPCR) Arrangements on 10 November.
14. Based on the comments received from Member States, the Danish Presidency has issued two partial compromises on the UCPM-HER Regulation proposal, on 31 October (Cluster 1) and 21 November (Cluster 2). These partial compromises aim to find common ground across a majority of Member States and offer a balanced and sound text that would deliver on the objectives of the Regulation. The Presidency presented a partial compromise for Cluster 1 during the meeting of the PROCIV Working Party on 10 October and will present a partial compromise for Cluster 2 during the scheduled meeting on 1-2 December.
15. The Presidency plans to present a partial compromise for Cluster 3 in a PROCIV Working Party in mid-December.
16. In the Presidency partial compromises, the Presidency has sought to provide further clarity to the text to ensure that the UCPM-HER Regulation is in line with established EU legal standards and to clear up ambiguities. Thus, the Presidency has proposed a clearer link between (1) the Union funding, (2) the objectives of this funding and (3) the eligible actions, having access to this funding. It was also important for the Presidency to reflect in the partial

compromises the many requests from Member States for them and the Council to have a central role over the governance provided in the UCPM-HER Regulation, and for the text to respect the primary national competences in the civil protection, national security and defence domains, as Member States have made many Proposals in this regard. Most notably, the Presidency has proposed the requirement for the Union Civil Protection Knowledge Network, to be advised by a Board comprising of Member States, in line with the current governance of the Network. Furthermore, the Presidency has proposed the introduction of a strategic plan for the middle- to long-term development of the rescEU. In the Presidency's partial compromise text, the plan should be adopted by the Commission with the involvement of Member States, through comitology via the adoption of an implementing act in accordance with the examination procedure. This would ensure more transparency and influence for Member States on the future development of the rescEU. Finally, the Presidency has proposed that the Work Programs for the Union funding should be established via implementing acts adopted, in accordance with the examination procedure, to ensure Member States' influence on the annual budgets of the Regulation and to reflect the current procedure in Decision 1313/2013/EU.

III. CONCLUSIONS

17. The Presidency expresses its sincere appreciation for the commitment of the Member States and the Commission during the examination of the UCPM-HER proposal. Furthermore, the Presidency acknowledges the important efforts made by Member States' delegations to coordinate with relevant authorities at national level (especially civil protection, health, military, resilience etc.).
18. The Presidency is convinced that the concerns expressed by Member States can be addressed, while still preserving the ambitious goal of strengthening the Union's preparedness and response capacity, including serious cross-border threats to health. The Danish Presidency will cooperate with the incoming Cypriot Presidency in the hope that the compromise proposals under the Danish presidency will provide a solid basis for significant progress under the Cypriot presidency.
19. In the light of the above, the Permanent Representatives Committee and Council are invited to take note of the progress made on the examination of the UCPM-HER proposal.

PUBLIC