

## EVALUATION OF THE EUROPEAN UNION EXTERNAL ACTION

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# Interim Evaluation of the implementation of Decision No. 1313/2013/EU on a Union Civil Protection Mechanism, 2017-2022

Annexes

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Interim evaluation of the implementation of Decision No. 1313/2013/EU on a Union Civil Protection  
Mechanism, 2017, 2022 - Annexes

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**Interim evaluation of the implementation of Decision No. 1313/2013 on a Union Civil Protection  
Mechanism, 2017-2022**

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**ANNEX 1**      **LIST OF ACRONYMS**

Acronym	Definition
TFEU	Treaty on the Functioning of the European Union
EU	European Union
UCPM	Union Civil Protection Mechanism
EERC	European Emergency Response Capacity
CBRN	Chemical, biological, radiological, nuclear
HERA	European Health Emergency Preparedness and Response Authority
ERCC	European Response Coordination Centre
ECPP	European Civil Protection Pool
EFAS	European Flood Awareness System
NRA	National Risk Assessment
DRMKC	Disaster Risk Management Knowledge Centre
JRC	Joint Research Centre
CECIS	Common Emergency Communication and Information System
DPPI	Disaster Preparedness and Prevention Initiative for Southeast Europe
EWS	Early Warning Systems
EHRC	European Humanitarian Response Capacity
KAPP	Knowledge for Action in Prevention and Preparedness
TTX	Table-Top Exercises
CPX	Command Post Exercises
FSX	Full-Scale Exercises
MFF	Multiannual Financial Frameworks
ToC	Theory of Change
MS	Member State
PS	Participating State
TC	Third Country

Acronym	Definition
PPP	Prevention and Preparedness Projects
NHS	National Hydrological Services
EFFIS	European Forest Fire Information System
TAST	Technical Assistance and Support Teams
PMER	Planning, Monitoring, Evaluation and Reporting
CBA	Cost-Benefit Analysis
HNS	Host Nation Support
EUCPT	European Union Civil Protection Team
CMI	Union Civil Protection Mechanism Introduction Course
OPM	Operational Management Course
TEC	Technical Expert Course
SMC	Staff Management Course
AMC	Assessment Mission Course
SME	Seminar for Mechanism Experts
HLC	High Level Coordination Course
SEC	Security Course
CND	Course on Negotiation and Decision-Making
BURN	Burns Assessment Team Training Course
OSIC	On-site Integration Course
EFAS	European Flood Awareness System
GDACS	Global Disaster Alert and Coordination System
GNSS	Global Navigation Satellite System
EAHSP	European Anthropogenic Hazard Scientific Partnership
STAF	Scientific and Technical Advisory Facility
EMC	European Medical Corps
ETC	Emergency Temporary Camp

Acronym	Definition
FHOS	Field hospital
MEVAC	Medical Aerial Evacuation of Disaster Victims
HUSAR	Heavy Urban Search and Rescue
CBRNDET	Chemical Biological Radiological and Nuclear Detection and Sampling
FC	Flood Containment
FFFH	Aerial Forest firefighting module using helicopters
FFFP	Aerial Forest fire fighting module using planes
FRB	Flood Recue Using Boats
GFFF	Ground Forest Fire Fighting
GFFF-V	Ground Forest Fire Fighting Using Vehicles
HCP	High-Capacity Pumping
HUSAR	Heavy Urban Search and Rescue
MEVAC	Medical Aerial Evacuation of Disaster Victims
MUSAR	Medium Urban Search and Rescue - One For Cold Conditions
WP	Water Purification
WSAR	Teams For Water Search and Rescue
RPAS	Remoted Piloted Aircraft System
UAV	Unmanned Aerial Vehicle
CSO	Civil Society Organisations
LO	Liaison Officers
EUCPT	European Union Civil Protection Team
EQ	Evaluation Question
KPI	Key Performance Indicator
PRAF	Peer Review Assessment Framework
JC	Judgement Criteria

Acronym	Definition
EoE	Exchange of Experts
EWS	Early Warning System
MBC	Modules Basic Course
HLC	High Level Coordination Course
CND	Course on Negotiation and Decision-Making
NGEU	Next Generation European Union
RFA	Requests for Assistance
DRM	Disaster Risk Management
sTESTA	secured Trans European Services for Telematics between Administrations
SMEI	Single Market Emergency Instrument
MEDEVAC	Medical Evacuation
KAPP	Knowledge for Action in Prevention and Preparedness
DRG	Union Disaster Resilience Goal
AFF	Aerial Forest Fighting
GloFAS	Global Flood Awareness System
GEWS	Galileo Emergency Warning System
NATO	North Atlantic Treaty Organisation
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UN	United Nations
WHO	World Health Organisation
ECDC	European Centre of Disease Prevention and Control
ESI	Emergency Support Instrument
EMSA	European Maritime Safety Agency
TEC MI	Technical Expert Course for Maritime Incidents
EUCRA	European Climate Risk Assessment
ENP	European Neighbourhood Policy



Acronym	Definition
IPA	Instrument for Pre-accession Assistance
PPRD	Prevention, Preparedness and Response to Natural and Man-made Disasters
CAP	Common Agricultural Policy
EADRCC	Euro-Atlantic Disaster Response Coordination Centre
SOP	Standard Operating Procedure
IAEA	International Atomic Energy Agency
EADRCC	Euro-Atlantic Disaster Response Coordination Centre

## ANNEX 2 GLOSSARY OF TERMS

Term	Definition	Source
Advisory mission in prevention and preparedness	Prevention and preparedness missions are one available tool that offers tailor-made support and advice on specific needs and problems in the area of disaster risk management. For these missions, experts from EU Member States and Participating States to the UCPM are deployed upon request by a national government or the United Nations to support authorities across the world.	<a href="https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/european-disaster-risk-management_en">https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/european-disaster-risk-management_en</a>
ARTISTOTLE project	A project which aims to provide multi-hazard advice to ERCC, either in advance of or during activation of the UCPM, to increase preparedness and response levels of the EU and improving ERCC's assessment capacity	<a href="#">ARISTOTLE-eENHSP Project   HomePage (ingv.it)</a>
The Common Emergency Communication and Information System (CECIS)	Set up by legislation 2001/792/EC, Euratom: Council Decision of 23 October 2001 a web-based alert and notification application which facilitates the real-time exchange of information and communications with civil protection authorities in Member States, establishing a community mechanism to facilitate reinforced cooperation in civil protection assistance intervention.	<a href="https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32001D0792">https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32001D0792</a>
Civil protection	The protection of people, the environment and property against all kinds of natural and man-made disasters. As well as the deployment of forces and equipment in response to an emergency, it also involves the planning and preparation for such events. This includes carrying out risk assessments and agreeing protection and rescue plans and procedures	EUR-Lex, Glossary of summaries <a href="https://eur-lex.europa.eu/summary/glossary/civil_protection.html">https://eur-lex.europa.eu/summary/glossary/civil_protection.html</a>
Civil Protection Exercises	Exercises that train and test teams and equipment, which provide learning opportunities for UCPM teams through highly	<a href="https://civil-protection-knowledge-">https://civil-protection-knowledge-</a>

Term	Definition	Source
	realistic training exercise scenarios that closely mimics the real-life situations faced by disaster response teams. Different exercises exist:	<a href="https://network.europa.eu/disaster-preparedness/civil-protection-exercises#bcl-inpage-item-761">network.europa.eu/disaster-preparedness/civil-protection-exercises#bcl-inpage-item-761</a>
Civil Protection Forum	Bringing together representatives from the civil protection and disaster management communities such as civil protection authorities, EU institutions, the scientific community, and the private sector, it is a forum for raising awareness and preparedness among Member States across pillars and sectors	<a href="https://civil-protection-humanitarian-aid.ec.europa.eu/partnerships/civil-protection-partners/7th-european-civil-protection-forum_en">https://civil-protection-humanitarian-aid.ec.europa.eu/partnerships/civil-protection-partners/7th-european-civil-protection-forum_en</a>
Climate Change Adaption	Anticipating the adverse effects of climate change and taking appropriate action to prevent or minimise the damage they can cause, or taking advantage of opportunities that may arise	<a href="https://ec.europa.eu/clima/policies/adaptation_en">https://ec.europa.eu/clima/policies/adaptation_en</a>
Co-financing rate	The Commission supports Member States and Participating States of the Union Civil Protection Mechanism (UCPM) by co-financing transport and operational costs	Article 22 of Decision No 1313/2013/EU
Copernicus Emergency Management Service	Provides all stakeholders involved in the management of disasters, humanitarian crises and man-made emergency situations with timely, accurate geospatial information derived from satellite remote sensing, complemented by in-situ or open data sources.	<a href="#">Copernicus Emergency Management Service</a>
Disaster	Any situation which has or may have a severe impact on people, the environment, or property, including cultural heritage	Article 4 of Decision No 1313/2013/EU
Disaster Risk Management Knowledge Centre (DRMKC)	A platform for Member States to exchange science and knowledge in a holistic and cross-sectoral way	<a href="https://drmkc.jrc.ec.europa.eu/">https://drmkc.jrc.ec.europa.eu/</a>
Disaster management	The organisation, planning and application of measures preparing for, responding to and recovering from disasters	United Nations Office for Disaster Risk Reduction
Disaster preparedness	A state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance	Article 4 of Decision No 1313/2013/EU
Disaster prevention	Any action aimed at reducing risks or mitigating adverse consequences of a disaster for people, the environment and property, including cultural heritage	Article 4 of Decision No 1313/2013/EU
Disaster-related risks	The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity	United Nations Office for Disaster Risk Reduction

Term	Definition	Source
Disaster resilience grants	<p>The Disaster Resilience Grants include:</p> <ul style="list-style-type: none"> <li>The <b>Technical Assistance for Disaster Risk Management</b> funding opportunity responds to requests for technical support from civil protection authorities of individual Member States or Participating States, with the objective of assisting them in developing tailored investment plans and strategies for disaster risk management</li> <li>The <b>Knowledge for Action in Prevention and Preparedness</b> ('KAPP') calls seek to "identify and co-finance projects aimed at strengthening cooperation among EU Member States and Participating States on disaster prevention and preparedness, as well as providing a testing environment and a learning opportunity for all actors involved in civil protection assistance interventions, through full-scale field exercises". The KAPP calls merged the calls for proposals previously under the Prevention and Preparedness Programme, the Knowledge Network partnership projects and the full-scale exercises. The calls are now structured across the following 'topics': 1) KAPP-PV 'prevention', 2) KAPP-PP 'preparedness' and 3) KAPP-EX 'full-scale exercises'.</li> </ul>	<p>European Commission – DG ECHO. (2023). 'Union Civil Protection Mechanism (UCPM) Call for proposals - Knowledge for Action in Prevention and Preparedness (KAPP)'.</p> <p>European Commission -DG ECHO.(2022). 'Note to DG ECHO Management: Prevention and Preparedness programme: findings of recent evaluations and future outlook for the programme</p>
Early warning	The timely and effective provision of information that allows action to be taken to avoid or reduce risks and the adverse impacts of a disaster, and to facilitate preparedness for an effective response	Article 4 of Decision No 1313/2013/EU
Emergency management	It is often used interchangeably, with the term disaster management, particularly in the context of biological and technological hazards and for health emergencies. While there is a large degree of overlap, an emergency can also relate to hazardous events that do not result in the serious disruption of the functioning of a community or society.	United Nations Office for Disaster Risk Reduction <sup>1</sup>
EU Civil Protection Team (EUCPT)	Deployable in response to a UCPM activation, primarily playing a coordinating role, having the role of overall leadership, coordination and management of the deployment	
EU Member States	Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, United Kingdom <sup>2</sup>	<a href="https://europa.eu/european-union/about-eu/countries_en">https://europa.eu/european-union/about-eu/countries_en</a>

<sup>1</sup> United Nations Office for Disaster Risk Reduction (UNDRR) Terminology on Disaster Risk Reduction; <https://www.unisdr.org/we/inform/terminology>;

<sup>2</sup>The UK was eligible as an EU Member State between 2017-2020 inclusive.

Term	Definition	Source
EU MODEX	Used for the certification of Modules and Other Response Capacities for the European Civil Protection Pool it has the capacity to support the INSARAG International re-classification of Urban Search and Rescue teams and a WHO certification for Emergency Medical Teams. They test coordination, interoperability, self-sufficiency, standard operating procedures, safety and security, reporting and communication as well as specific learning objectives of Modules, Other Response Capacities, TAST and EUCPT experts.	<a href="https://civil-protection-knowledge-network.europa.eu/disaster-preparedness/civil-protection-exercises">https://civil-protection-knowledge-network.europa.eu/disaster-preparedness/civil-protection-exercises</a>
European Civil Protection Pool (ECP)	Previously named European Emergency Response Capacity and as states in Decision (EU) 2019/420 amending decisions No 1313/2013/EU, a pool of voluntarily pre-committed response capacities of the Member States and include modules, other response capacities and categories of experts.	<a href="https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019D0420">https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019D0420</a>
European Flood Awareness System (EFAS)	The first operational European system monitoring and forecasting floods across Europe. It provides complementary, flood early warning information up to 10 days in advance to its partners: the National/Regional Hydrological Services and the European Response and Coordination Centre (ERCC)".	<a href="https://www.efas.eu/">https://www.efas.eu/</a>
European Forest Fire Information System (EFFIS)	System established by the European Commission in collaboration with the national fire administrations "to support the fire management services in the EU and neighbour countries and to provide the EC services and the European Parliament with harmonised information on forest in Europe".	<a href="https://www.effis.europa.eu/">EFFIS - Welcome to EFFIS (europa.eu)</a>
European Humanitarian Response Capacity (EHRC)	A set of operational tools designed to fill gaps in the humanitarian response to sudden-onset natural hazards and human-induced disasters	<a href="https://civil-protection-humanitarian-aid.ec.europa.eu/what/humanitarian-aid/european-humanitarian-response-capacity-ehrc_en#:~:text=The%20European%20Humanitarian%20Response%20Capacity,hazards%20and%20human%2Dinduced%20disasters.">https://civil-protection-humanitarian-aid.ec.europa.eu/what/humanitarian-aid/european-humanitarian-response-capacity-ehrc_en#:~:text=The%20European%20Humanitarian%20Response%20Capacity,hazards%20and%20human%2Dinduced%20disasters.</a>
European Response Coordination Centre (ERCC)	Coordinates, monitors, and supports in real-time the response to emergencies at Union level	Article 7 of Decision No 1313/2013/EU
European Response Coordination Centre (ERCC) 2.0 initiative	In an effort to achieve the aims set out by the EC president, DG ECHO subsequently launched the ERCC 2.0 initiative, which comprises several different work strands aimed at strengthening the Centre's role as the single European operational hub. Taken together, these activities aim to expand further the ERCC's ability to provide:	ICF and RAND Europe. (2022). 'Enhancing foresight capacity of the Directorate-General for European Civil Protection and Humanitarian Aid Operations and of the Emergency

Term	Definition	Source
	<ul style="list-style-type: none"> <li>• Strategic anticipatory capacity, including foresight and contingency planning.</li> <li>• Full-spectrum horizon scanning and detection and early warning via, for instance, the creation of an integrated all-hazards 'dashboard' and more comprehensive media monitoring.</li> <li>• Analysis, including initial sense-making and crisis diagnostics, to better understand the nature and implications of crises by drawing on a combination of in-house and external expertise.</li> <li>• Continuous monitoring and information-sharing to ensure a more common EU-level operational picture of ongoing crises.</li> <li>• Cross-sectoral and cross-border coordination support, including coordination meetings involving the EC and other EU institutions and agencies, MS, third countries, international organisations, and other relevant partners.</li> </ul>	Response Coordination Centre'
Exchange of Experts	Provides additional opportunities for the exchange of specialist knowledge and allows civil protection experts from UCPM Member or Partner States (or eligible third countries) to be seconded on short-term exchanges. It aims to share experiences and gain in-depth technical skills.	<a href="https://www.exchangeofexperts.eu/">https://www.exchangeofexperts.eu/</a>
Experienced volunteer	A person that actively volunteers in an organisation/capacity or initiative in the field of civil protection and disaster or emergency management and has a certain experience in national and/or UCPM missions, trainings and/or exercises.	European Commission - Orientation Paper on the Establishment of the Union Civil Protection Knowledge network
Full-scale exercises	The most complex and resource-intensive operations-based exercise, involving multiple agencies, organisations, and jurisdictions to test and validate many different elements of preparedness. They also include all of the preparatory actions and activities after the exercise to build on the learning.	<a href="https://civil-protection-knowledge-network.europa.eu/knowledge-action-prevention-preparedness/kapp-call-proposals-ucpm-full-scale-exercises#:~:text=UCPM%20of%20full-scale%20exercises%20are,many%20different%20elements%20of%20preparedness.">https://civil-protection-knowledge-network.europa.eu/knowledge-action-prevention-preparedness/kapp-call-proposals-ucpm-full-scale-exercises#:~:text=UCPM%20of%20full-scale%20exercises%20are,many%20different%20elements%20of%20preparedness.</a>
Host nation support	Any action undertaken in the preparedness and response phases by the country receiving or sending assistance, or by the Commission, to remove foreseeable obstacles to international assistance offered through the Union	Article 4 of Decision No 1313/2013/EU

Term	Definition	Source
	Mechanism. It includes support from Participating States to facilitate the transiting of this assistance through their territory	
Host nation support (HNS) guidelines	Developed to assist affected States to receive international assistance in the most effective and efficient manner. The guidelines include provisions on the legal framework for HNS; communication channels; logistics and infrastructures; security and safety; as well as costs and reimbursement	European Commission (2012) 'Commission Staff Working Document: EU Host Nation Support Guidelines'
Knowledge Network	Introduced in 2021 through Implementing Decision 2021/1956 it aims to enhance the coherence between activities and build up the EU's overall ability and capacity to deal with disasters. It brings together civil protection and disaster risk management experts and organisations (partnership facilitator); makes relevant knowledge on civil protection and disaster risk management accessible to all (knowledge broker); and fosters innovation for more efficient and effective civil protection systems (innovation catalyst).	European Commission - DG ECHO. (2023). 'UCPM – STRATEGIC PLAN 2022-2026'
Lessons Learnt Programme	Identifies and shares lessons and good practices from UCPM deployments and horizontal, cross-cutting activities to enhance the efficiency and effectiveness of the UCPM	<a href="https://civil-protection-knowledge-network.europa.eu/eu-civil-protection-mechanism/ucpm-lessons-learnt-programme">https://civil-protection-knowledge-network.europa.eu/eu-civil-protection-mechanism/ucpm-lessons-learnt-programme</a>
Logistical support	The essential equipment or services required for expert teams referred to in Article 17(1) to perform their tasks, inter alia communication, temporary accommodation, food or in-country transport.	Article 4 of Decision No 1313/2013/EU
Module	A self-sufficient and autonomous predefined task- and needs-driven arrangement of Participating States' capabilities or a mobile operational team of the Participating States, representing a combination of human and material means that can be described in terms of its capacity for intervention or by the task(s) it is able to undertake;	Article 4 of Decision No 1313/2013/EU
National Risk Assessments	An established practice in all EU Member States, in most cases embedded in their national legislative or policy frameworks they are regular assessments of disaster risks, capabilities to address them, and sharing risk information at EU level are crucial elements of the disaster risk management work carried out under the UCPM.	<a href="https://drmkc.jrc.ec.europa.eu/knowledge/science-for-drm/nra#:~:text=Decision%20No%201313%2F2013%2FEU%20on%20a%20Union%20Civil%20Protection,prevent%20disaster%20risk%20in%20Europe.">https://drmkc.jrc.ec.europa.eu/knowledge/science-for-drm/nra#:~:text=Decision%20No%201313%2F2013%2FEU%20on%20a%20Union%20Civil%20Protection,prevent%20disaster%20risk%20in%20Europe.</a>

Term	Definition	Source
Participating State	Albania, <sup>3</sup> Bosnia and Herzegovina, <sup>4</sup> Iceland, Montenegro, Norway, North Macedonia, Serbia, Turkey and Ukraine <sup>5</sup>	<a href="http://ec.europa.eu/echo/what/civil-protection/mechanism_en">http://ec.europa.eu/echo/what/civil-protection/mechanism_en</a>
Peer review programme	Facilitates the sharing of good practices in disaster risk management through an independent analysis, which is carried out by a team of experts (the “peers”) selected from different UCPM countries	<a href="https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/peer-review-programme_en#:~:text=The%20peer%20review%20programme%20is,Protection%20and%20Humanitarian%20Aid%20department.">https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/peer-review-programme_en#:~:text=The%20peer%20review%20programme%20is,Protection%20and%20Humanitarian%20Aid%20department.</a>
Peer reviews	Short, medium, and long-term tailored recommendations to improve the country's disaster risk management and civil protection systems.	
Plug-in exercises	Creating the true nature of a real deployment outside the EU in a different emergency environment in terms of structure, systems, culture and weather conditions, they provide an opportunity to join, plug in to, planned large-scale exercises involving a multi-organisation response by providing a EUCPT, Modules and/or other Response Capacities.	<a href="https://civil-protection-knowledge-network.europa.eu/system/files/2021-12/UCPKN-Civil-Protection-Exercise-Factsheet_final.pdf">https://civil-protection-knowledge-network.europa.eu/system/files/2021-12/UCPKN-Civil-Protection-Exercise-Factsheet_final.pdf</a>
Preparedness	A state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance;	Article 4 of Decision No 1313/2013/EU
Prevention	Any action aimed at reducing risks or mitigating adverse consequences of a disaster for people, the environment and property, including cultural heritage.	Article 4 of Decision No 1313/2013/EU
Prevention and Preparedness Programme	Funding opportunities available through annual calls for proposals helping civil protection authorities and other relevant actors to develop actions for disaster risk management	ICF. (2021). Evaluation of the UCPM Prevention and Preparedness Programme.
rescEU	Strengthened by Regulation (EU) 2021/836 amending Decision No 1313/2013/EU, an additional safety net, to be mobilised in worst-case disaster scenarios, when emergency assistance from the Pool or voluntary contributions from Member States cannot be mobilised or is not sufficient. It has the objective of enhancing both the protection of citizens from disasters and the management of emerging risks, strengthening European preparedness for disasters.	<a href="https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/resceu_en#:~:text=This%20is%20the%20largest%20and,the%20EU%20Civil%20Protection%20Mechanism.">https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/resceu_en#:~:text=This%20is%20the%20largest%20and,the%20EU%20Civil%20Protection%20Mechanism.</a>

<sup>3</sup> Participating State as of December 2022

<sup>4</sup> Participating State as of September 2022

<sup>5</sup> Participating State as of April 2023



Term	Definition	Source
Response	Any action taken upon request for assistance under the Union Mechanism in the event of an imminent disaster, or during or after a disaster, to address its immediate adverse consequences.	Article 4 of Decision No 1313/2013/EU
Response capacity	Assistance that may be provided through the Union Mechanism upon request.	Article 4 of Decision No 1313/2013/EU
Risk assessment	The overall cross-sectoral process of risk identification, risk analysis, and risk evaluation undertaken at national or appropriate sub-national level.	Article 4 of Decision No 1313/2013/EU
Risk Data Hub	A risk data database designed to collect risk and loss data from natural and technological hazards	<a href="https://drmhc.jrc.ec.europa.eu/risk-data-hub/#/">https://drmhc.jrc.ec.europa.eu/risk-data-hub/#/</a>
Risk management capability	The ability of a Participating State or its regions to reduce, adapt to or mitigate risks (impacts and likelihood of a disaster), identified in its risk assessments to levels that are acceptable in that Participating State. Risk management capability is assessed in terms of the technical, financial and administrative capacity to carry out adequate: (a) risk assessments; (b) risk management planning for prevention and preparedness; and (c) risk prevention and preparedness measures.	Article 4 of Decision No 1313/2013/EU
Russia's war of aggression against Ukraine	The war of aggression started by Russia on Ukraine on 24 <sup>th</sup> February 2022 and the illegal annexation of Ukraine's Donetsk, Luhansk, Zaporizhzhia and Kherson regions	<a href="https://www.consilium.europa.eu/en/policies/eu-response-ukraine-invasion/">https://www.consilium.europa.eu/en/policies/eu-response-ukraine-invasion/</a>
Scenario building	A form of storytelling involving creating narratives about what different futures may hold, closely linked with disaster management planning	
Sendai Framework for Disaster Risk Reduction	15-year, voluntary, non-binding agreement which recognises that the State has the primary role to reduce disaster risk but that responsibility should be shared with other stakeholders including local government, the private sector and other stakeholders".	<a href="http://www.unisdr.org/we/coordinate/sendai-framework">http://www.unisdr.org/we/coordinate/sendai-framework</a>
The Lisbon Treaty	Clarifies the powers of the European Union, through which civil protection became a self-standing policy area with its own legal basis.	<a href="#">The Treaty of Lisbon   Fact Sheets on the European Union   European Parliament (europa.eu)</a>
Training and Exercises Programme	For civil protection and emergency management personnel, it is a supplement to the national training offered to experts and intervention teams by their home country to better prepare them for international deployments under the UCPM. The new training programme (to be implemented from September 2023) for civil protection and emergency management personnel supplement the national training offered to experts	European Commission – DG ECHO. (2021). 'The Union Civil Protection Mechanism Training Programme - Brochure'.









Term	Definition	Source
	and intervention teams by their home country to better prepare them for international deployments under the UCPM. Civil Protection Exercises train and test teams and equipment, provide learning opportunities for UCPM teams through highly realistic training exercise scenarios that closely mimic the real-life situations faced by disaster response teams. These include field and table-top exercises (EU MODEX), full-scale exercises, and other exercises, such as plug-in exercises.	
Transport grant	The provision of grant agreements for transportation services by the UCPM	<a href="http://ec.europa.eu/echo/what/humanitarian-aid/logistics_en">http://ec.europa.eu/echo/what/humanitarian-aid/logistics_en</a>
UCPM transport and logistics	Providing transport and logistics support across the EU and in third countries to respond to disasters	<a href="https://civil-protection-humanitarian-aid.ec.europa.eu/funding-evaluations/financing-civil-protection/transport-and-operations-co-financing-procedures-under-union-civil-protection-mechanism_en">https://civil-protection-humanitarian-aid.ec.europa.eu/funding-evaluations/financing-civil-protection/transport-and-operations-co-financing-procedures-under-union-civil-protection-mechanism_en</a>
Union Disaster Resilience Goals	Non-binding objectives established in the area of civil protection to support prevention and preparedness actions for the purposes of improving the capacity of the Union and its Member States to withstand the effects of a disaster which causes or is capable of causing multicounty transboundary effects.	<a href="https://ec.europa.eu/commission/presscorner/detail/en/ip_23_599">https://ec.europa.eu/commission/presscorner/detail/en/ip_23_599</a>
Workshops with EU Presidency	Held with the rotating EU Presidency to discuss the UCPM and relevant matters/issues	






ANNEX 3 REVISED EVALUATION FRAMEWORK



Table 1. Evaluation framework

 Prevention  Preparedness  Cross-pillar / horizontal  Response

	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
EFFECTIVENESS	EQ1: To what extent did the UCPM achieve its <u>specific objectives</u> (Article 3(1) of the Decision) further supporting, complementing and facilitating Member States' action for civil protection in the areas of prevention, preparedness for and response to natural and man-made disasters?				
		EQ1.1 To what extent did the UCPM achieve its specific objectives in the field of <b>prevention</b> within the timeframes set by the Decision? To what extent are suitable <b>mitigation measures</b> in place in the case objectives will not be met in the set time?	<ul style="list-style-type: none"><li>JC1.1: UCPM funded projects and other activities aiming to increase awareness of disasters were overall implemented as planned;</li><li>JC1.2: Increased civilian and institutional awareness of disaster prevention at EU, MS, PS and TC level can at least be partly attributed to UCPM activities;</li><li>JC1.4: The (prevention) mitigation measures in place were effective and suitable.</li></ul>	<p><b>Quantitative indicators:</b></p> <ul style="list-style-type: none"><li>Number of MS/PS that have sent the Commission a summary of risk assessments and assessment of risk management capability;</li><li>Number and type of mitigation measures put in place if the UCPM's prevention objectives will not be achieved in the targeted time (accounting for elements beyond the UCPM's control);</li><li>Number of projects financed for prevention (by type of disaster);</li><li>Number and type of outputs (e.g. scientific outputs) developed as a result of funded prevention projects/activities (per country, by type of disaster);</li><li>Number that have accessed or were exposed to the results of prevention projects (e.g. prevention events).</li></ul> <p><b>Qualitative indicators:</b></p> <ul style="list-style-type: none"><li>Degree of alignment between number of end users reached/ outputs produced with targets set for prevention projects/activities;</li><li>Typology if risks and disasters covered in the risk assessments and assessments of risk management capability.</li></ul> <p><b>Opinion-based indicators:</b></p> <ul style="list-style-type: none"><li>Share of stakeholders agreeing that the UCPM contributed to fostering a culture of prevention and increasing public awareness of disasters (by type of activity/disaster);</li><li>Stakeholder views on challenges faced and improvements identified for UCPM prevention projects/activities;</li></ul>	Desk review; Interviews; Public Consultation; Surveys; E-focus groups; Case studies.
		EQ1.2 To what extent did the UCPM achieve its specific objectives in the field of <b>preparedness</b> within the timeframes set by the Decision? To what extent are suitable <b>mitigation measures</b> in place in the case objectives will not be met in the set time?	<ul style="list-style-type: none"><li>JC1.5: UCPM preparedness activities contributed to an increased sharing, availability and use of (scientific) knowledge and best practices on disaster response (at EU/MS/PS/TC level);</li><li>JC1.6: MS, PS and TC have achieved a higher level of preparedness;</li><li>JC1.7: The (preparedness) mitigation measures in place were effective and suitable.</li></ul>	<p><b>Quantitative indicators:</b></p> <ul style="list-style-type: none"><li>Number of committed and certified capacities included in the ECPP;</li><li>Number and type of mitigation measures put in place if the UCPM's preparedness objectives will not be achieved in the targeted time (accounting for elements beyond the UCPM's control);</li><li>Number of standard response units (modules) registered in the EU's CECIS;</li><li>Number of projects financed for preparedness (by type of disaster);</li><li>Number of capacities available through rescEU (by type of resource (e.g. plane, shelter, medical supply) and type of disaster)</li><li>Number and type of outputs (e.g. EWS) developed as a result of funded preparedness projects (per country, by type of disaster);</li><li>Number and type of end-users that have accessed or were exposed to the results of preparedness projects/ activities (e.g. guidelines).</li></ul> <p><b>Qualitative indicators:</b></p> <ul style="list-style-type: none"><li>Degree of alignment between number of end users reached/ outputs produced with targets set;</li></ul> <p><b>Opinion-based indicators:</b></p> <ul style="list-style-type: none"><li>Share of stakeholder considering that MS, PS, TCs have improved capacity to respond in a rapid an efficient way to (imminent) disasters;</li><li>Stakeholder views on the extent to which the level of preparedness is attributable to the UCPM;</li></ul>	
		EQ1.3 To what extent did the UCPM achieve its specific objectives in the field of <b>response</b> within the timeframes set by the Decision? To what extent are suitable <b>mitigation measures</b> in place in the case	<ul style="list-style-type: none"><li>JC1.8: MS and PS were able to respond rapidly and efficiently to disasters and to mitigate their immediate consequences (incl. removing bureaucratic obstacles) thanks to the pooling and mobilisation of resources</li></ul>	<p><b>Quantitative indicators:</b></p> <ul style="list-style-type: none"><li>Number and type of mitigation measures put in place if the UCPM's response objectives will not be achieved in the targeted time (accounting for elements beyond the UCPM's control);</li><li>Number of UCPM activations (2017-2022) (by type of disaster);</li></ul>	






	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
		objectives will not be met in the set time?	<div>and support through the activation of the UCPM, and/or through the timely mobilisation of rescEU capacities;</div> <ul style="list-style-type: none"><li>JC1.9: The (response) mitigation measures in place were effective and suitable</li></ul>	<ul style="list-style-type: none"><li>Number of times MS and PS opted for bilateral/multilateral approaches to civil protection emergencies;</li><li>Number of actions (by type of disaster)</li><li>Number of capacities and experts deployed (by type of disaster)</li><li>Number of resources pooled in response to a crisis (e.g. COVID-19) and typology of resources mobilised (by type of disaster);</li><li>Average cost of resources pooled per disaster type and cost type.</li></ul> <div>Qualitative indicators:</div> <ul style="list-style-type: none"><li>Degree of alignment between targets set and average response time between UCPM activation and on-site deployment;</li><li>Degree of alignment between number of resources requested and resources provided, either directly by MS/PS and or by ECPP, in UCPM activations.</li></ul> <div>Opinion-based indicators:</div> <ul style="list-style-type: none"><li>Stakeholder views on dealing with civil protection emergencies through the UCPM or bilaterally/multilaterally;</li><li>Stakeholder views on the adequacy of response of the UCPM (inside and outside the EU).</li></ul>	
		EQ1.4 To what extent did the UCPM achieve its objectives <b>across pillars/horizontal activities</b> within the timeframes set by the Decision? To what extent are suitable <b>mitigation measures</b> in place in the case objectives will not be met in the set time?	<ul style="list-style-type: none"><li>JC1.10: UCPM funded projects and other horizontal activities contributed to the achievement of cross-pillar objectives (e.g. increasing public awareness and preparedness for disasters);</li><li>JC1.11: The (cross-pillar/horizontal) mitigation measures in place were effective and suitable.</li></ul>	<div>Quantitative indicators:</div> <ul style="list-style-type: none"><li>Number and type of mitigation measures put in place if the UCPM’s cross-pillar objectives will not be achieved in the targeted time (accounting for elements beyond the UCPM’s control);</li><li>Number of new partnerships or networks established thanks to participation in UCPM activities or projects;</li><li>Number and type of outputs (e.g. full-scale/tabletop exercise) developed as a result of funded cross-pillar/horizontal activities (per country);</li><li>Number and type of end-users that have accessed or were exposed to the results of cross-pillar/horizontal activities/projects (e.g. Civil Protection Forum attendance);</li><li>Number and type of awareness-raising activities and projects conducted/ planned (by type of activity/ disaster);</li><li>Number of training activities conducted/planned.</li></ul> <div>Qualitative indicators:</div> <ul style="list-style-type: none"><li>Degree of alignment between number of end users reached/ outputs produced with targets set;</li></ul> <div>Opinion-based indicators:</div> <ul style="list-style-type: none"><li>Stakeholder views on the effectiveness of cooperation with other MS/PS in UCPM activities/projects.</li></ul>	
	EQ2: To what extent did the UCPM achieve its <u>general objective</u> (Article 3(1) of the Decision) of contributing to strengthened cooperation and coordination between the Union and the Member States for civil protection in the areas of prevention, preparedness for and response to natural and man-made disasters?				
	EQ2.1 To what extent did the effectiveness/results differ by pillar/ type of disaster?	<ul style="list-style-type: none"><li>JC2.1: UCPM led to improved communication, cooperation and coordination both cross-borders (i.e. between the Union, MS, PS and TC) and across sectors in relation to prevention, preparedness for and response to natural and man-made disasters</li></ul>	<div>Quantitative indicators:</div> <ul style="list-style-type: none"><li>Number of UCPM activities (per pillar) involving stakeholders in other policy areas</li><li>Number of UCPM activations (per type of disaster/ involving stakeholders from other policy areas);</li><li>Average number of countries involved in the response to a UCPM activation (per type of disaster);</li><li>Number of times MS/PS opted for unilateral/bilateral/multilateral approaches to civil protection (CP) emergencies;</li><li>Share of UCPM projects and activities (per pillar) that achieved totality or great majority of the objectives.</li></ul> <div>Qualitative indicators:</div> <ul style="list-style-type: none"><li>Typology of challenges faced and improvements identified in terms of cross-sectoral/cross-border cooperation.</li></ul> <div>Opinion-based indicators:</div> <ul style="list-style-type: none"><li>Share of stakeholders agreeing that the UCPM strengthened communication, cooperation and coordination (also across sectors) between MS, PS and TC (per pillar/activities/disaster type);Stakeholder views on the extent of UCPM success per pillar/per type of disaster;</li></ul>	Desk review;  Interviews;  Surveys;  E-focus groups;  Case studies.	
	EQ2.2 To what extent did the UCPM contribute to increased <b>cross-sectoral cooperation and coordination</b> , by pillar / type of disaster?				











	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
				<ul style="list-style-type: none"> <li>Stakeholder views on when to deal with CP emergencies through the UCPM or bilaterally/multilaterally;</li> <li>Stakeholder views on type of project/activity which has been most/least successful in promoting cooperation and coordination between MS, PS and TC per pillar.</li> </ul>	
	<b>EQ3: What factors have driven/hindered the effectiveness towards achieving the UCPM's general and specific objectives?</b>				
		EQ3.1 What were the main factors driving/hindering the successful achievement of the UCPM's general and specific objectives?	<ul style="list-style-type: none"> <li>JC3.1: There were some internal/ external factors that drove/hindered the effectiveness of the UCPM;</li> <li>JC3.2: Cooperation and coordination were sometimes hampered by factors internal and/or external to the UCPM</li> <li>JC3.3: Legislative amendments of the UCPM since 2017 (e.g. introduction of rescEU) as well as structural changes in the Commission and DG ECHO (e.g. new European Commission, DG ECHO Commissioner, etc.) have aided the achievement of general and specific objectives in the field of preparedness and response;</li> <li>JC3.4 UCPM activities across the pillars had some positive effects and limited negative repercussions beyond what was planned.</li> </ul>	<b>Qualitative indicators:</b> <ul style="list-style-type: none"> <li>Typology of factors driving/hindering UCPM efforts towards achieving its general and specific objectives (e.g. fostering a culture of prevention);</li> <li>Typology of factors driving/ hindering the achievement of strengthened cooperation between MS, PS;</li> <li>Typology of factors hindering or facilitating a rapid and efficient response;</li> <li>Typology of negative/positive unintended effects of the UCPM's activities (per type of disaster).</li> </ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"> <li>Stakeholder views on the adequacy of the capacities developed and being developed (per pillar, per type of disaster, per type of capacity);</li> <li>Stakeholder views on challenges faced / areas for improvement identified on UCPM efforts towards objectives (per pillar);</li> <li>Share of stakeholders agreeing that legislative amendments of the UCPM since 2017 (primarily Decision 2019/1310 and rescEU, Regulation 2021/88, as well as the introduction of the UCPM Knowledge Network) had a positive impact on the UCPM's achievement of its objectives;</li> <li>Stakeholder views on impact of legislative developments to the UCPM since 2017;</li> <li>Stakeholder views on gaps in the legal framework that reduce the effectiveness of the UCPM</li> <li>Stakeholder views on the impact of the new European Commission and structural changes within DG ECHO on the achievement of general and specific objectives;</li> <li>Stakeholder views on the (positive/negative) unintended effects of UCPM activities (per type of disaster).</li> <li></li> </ul>	Desk review; Interviews; Public Consultation; Surveys; E-focus groups; Case studies
		EQ3.2 To what extent did legislative amendments of the UCPM since 2017 contribute to the achievement of objectives?			
<b>EQ4: To what extent were the costs of the UCPM's activities across the three pillars justified compared to their benefits?</b>					
EFFICIENCY		EQ 4.1 To what extent were the UCPM activities carried out in the most cost-effective manner?	<ul style="list-style-type: none"> <li>JC4.1: The UCPM activities generated the expected benefits within the planned budget</li> <li>JC 4.2: The UCPM was the most cost-effective solution</li> </ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"> <li>Total amount (EUR) contributed by MS/PS;</li> <li>Total amount (EUR) pooled by disaster type and cost type;</li> <li>Total amount (EUR) of additional (matched) contributions by disaster type and MS/PS;</li> <li>Progress across UCPM key performance indicators (e.g. targets for response time of the UCPM to a request of assistance in the EU/outside the EU;</li> </ul>	Desk review; Interviews; Surveys; E-focus groups; Case studies; Cost-benefit analysis.
		EQ4.2: What were the main factors that have driven/hindered the cost-effectiveness of UCPM activities?	<ul style="list-style-type: none"> <li>JC4.3: The main factors hindering the cost-efficiency of UCPM are known and being addressed</li> <li>JC4.4: The allocation of the budget per pillar is balanced when considering the expected achievements</li> </ul>	<b>Qualitative indicators:</b> <ul style="list-style-type: none"> <li>Degree of alignment between forecasted budget and actual expenditure (2017-2022) (per pillar);</li> <li>Degree of alignment between adaptation cost of EU funded rescue capacities in of the ECPP and rescEU and their actual use/deployment;</li> <li>Typology of factors driving/hindering the cost-effectiveness of UCPM activities;</li> <li>Typology of expected benefits/achievements of the UCPM per pillar.</li> </ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"> <li>Share of stakeholders identifying inefficiencies;</li> </ul>	
		EQ4.3 To what extent is the size of the budget allocated per pillar appropriate and proportionate to the actions it is meant to achieve?			

UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
			<ul style="list-style-type: none"> <li>Stakeholder views on the extent to which any inefficiencies have been, or are being, addressed;</li> <li>Share of stakeholders (DG ECHO) considering that results were achieved in the most cost-effective way;</li> <li>Share of stakeholders claiming inefficiencies could have been anticipated and reduced;</li> <li>Stakeholder views on the extent to which the expected benefits/achievements for the UCPM's performance were realistic;</li> <li>Stakeholder perceptions of adequacy of the process to determine the budget;</li> <li>Stakeholder views on whether more cost-effective solutions could have been found;</li> <li>Stakeholder views on whether UCPM activities generated expected benefits;</li> <li>Stakeholder views on type of inefficiencies identified;</li> <li>Stakeholder views on where cross-sectoral cooperation could be enhanced to improve efficiency;</li> <li>Share of stakeholders considering that a lack of budget hindered the achievement of results (per pillar);</li> <li>Stakeholder views on impact of legislative developments (Decision 2019/1310, Regulation 2021/88) to the UCPM since 2017;</li> <li>Stakeholder views on the adequacy of budget allocated to the UCPM 2021-2027.</li> </ul>	
<b>EQ5: To what extent was the UCPM budgeting system flexible to adapt to evolving needs on the ground and unanticipated events?</b>				
	EQ5.1 To what extent did Decision 2019/1310 and Regulation 2021/88 have an impact on the use of the UCPM's resources?	<ul style="list-style-type: none"> <li>JC5.1: The budgeting system has been sufficiently flexible for the UCPM to sustainably support Member and Participating States to prevent, prepare and respond to evolving needs on the ground and unanticipated events (e.g. COVID-19 response);</li> <li>JC5.2: Legislative developments since 2017 (Decision 2019/1310) triggered additional costs which were compensated by efficiency savings;</li> <li>JC5.3: Legislative developments since 2017 (e.g. Regulation 2021/88) reinforced the UCPM's budget flexibility to adapt to evolving needs on the ground and unanticipated events.</li> </ul>	<p><b>Quantitative indicators:</b></p> <ul style="list-style-type: none"> <li>Human and financial resources necessary for the implementation of Decision 2019/1310 and for the UCPM's COVID-19 response;</li> <li>Number of amendments/new elements introduced since 2017;</li> <li>Number of initiatives/elements (e.g. HR plans, staff guidelines) introduced to lessen the impact of the implementation of the new developments (i.e. Decision 2019/1310, UCPM COVID-19 response, Regulation 2021/88);</li> <li>Number of efficiency savings triggered by Decision 2019/1310 (rescEU).</li> </ul> <p><b>Qualitative indicators:</b></p> <ul style="list-style-type: none"> <li>Typology of efficiency savings triggered by Decision 2019/1310 (rescEU);</li> </ul> <p><b>Opinion-based indicators:</b></p> <ul style="list-style-type: none"> <li>Share of stakeholders agreeing that the UCPM budgeting system was sufficiently flexible to adapt to evolving needs on the ground and unanticipated events inside/outside the EU;</li> <li>Stakeholder views on typologies of challenges faced and improvements to be made regarding the flexibility of the UCPM budgeting system (e.g. re carried-over appropriations only for response);</li> <li>Stakeholder views on the extent to which amendments to the budget flexibility (e.g. shift from annual to multi-annual programme and use of annual instalments under rescEU capacities) helped the UCPM budget adapt to changing and unanticipated events;</li> <li>Stakeholder views on the extent to which efficiency savings were achieved.</li> </ul>	Desk review; Interviews; Case studies; Cost-benefit analysis.
	EQ 5.2 To what extent is the external angle of the UCPM sufficiently covered by the current budget?	<ul style="list-style-type: none"> <li>JC5.4: The distinction between internal and external spend is sufficiently clear to allow accurate tracking of UCPM expenditure under the current structure of the UCPM work programme</li> </ul>	<p><b>Quantitative indicators:</b></p> <ul style="list-style-type: none"> <li>Total budget allocation by MS, PC, TC</li> </ul> <p><b>Opinion-based indicators:</b></p> <ul style="list-style-type: none"> <li>Stakeholder views on the budget that is allocated internally versus externally, for the current and next financial cycles</li> <li>Share of stakeholders agreeing that the share of the budget for new PS should be increased/reduced</li> <li>Stakeholder views on whether the distinction between internal and external spend is sufficiently clear to allow accurate tracking of UCPM expenditure under the current structure of the UCPM work programme</li> </ul>	
<b>EQ6: To what extent do the measures in place for the internal monitoring and evaluation of the UCPM contribute to the efficient and effective implementation of the intervention?</b>				



	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
		EQ6.1 To what extent are the indicators currently set by the Decision adequate and sufficient to monitor a successful implementation of the Decision and has data been properly collected and monitored?	<ul style="list-style-type: none"><li>JC6.1: The indicators selected allowed the UCPM to identify and correct inefficiencies, or any other issues associated with the implementation of the Decision;</li><li>JC6.2: Monitoring and evaluation data has been properly collected and analysed;</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Progress across UCPM key performance indicators;</li><li>Number of monitoring exercises (per pillar/activity);</li><li>Number of measures taken regarding the UCPM budget as a result of monitoring and evaluation activities;</li><li>Number of existing instruments allowing effective assessment of the UCPM’s budget execution.</li></ul> <b>Qualitative indicators:</b> <ul style="list-style-type: none"><li>Typology of monitoring exercises (per pillar/activity);</li><li>Typology of challenges faced and room for improvement to collect and monitor data adequate data to improve the efficiency of the UCPM;</li></ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"><li>Share of stakeholders agreeing on the effectiveness of the indicators, benchmarks, KPIs used to assess progress in monitoring the implementation of the Decision;</li><li>Stakeholder views on the quality of monitoring and evaluation system (e.g. processing of identifying KPIs and targets) for assessing the implementation of the Decision;</li><li>Stakeholder views on potential simplification or burden reduction of the UCPM activities inside/outside Europe.</li></ul>	Desk review;  Interviews;  Case studies;  Cost-benefit analysis.
		EQ6.2 To what extent is there scope for simplification or of burden reduction in the activities carried out by the UCPM?	<ul style="list-style-type: none"><li>JC6.3: There is scope for some simplification or burden reduction in the activities carried out by the UCPM.</li></ul>		
RELEVANCE	EQ7: To what extent were the UCPM activities and objectives relevant to the civil protection needs of the EU and to the European Commission’s priorities for 2023-2024, as well as to the needs of Member and Participating States and third countries?				
		EQ7.1 What were the main needs within the scope of the UCPM’s work across the evaluation period?	<ul style="list-style-type: none"><li>JC7.1: Main EU and national (MS/PS/TC) needs addressed by the UCPM in the evaluation period were identified;</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Number of needs (per pillar/ type of disaster) identified by type of stakeholder (i.e. EU, national – MS/PS/TC) (un)addressed by the UCPM.</li></ul>	Desk review;
		EQ7.2 To what extent were the Decision’s <b>objectives</b> still relevant to the EU / national needs ?	<ul style="list-style-type: none"><li>JC7.2: The UCPM’s general/specific objectives were appropriate to address identified EU and national needs;JC7.3: The UCPM’s activities were suitable to address identified EU and national needs;</li></ul>	<b>Qualitative indicators:</b> <ul style="list-style-type: none"><li>Typology of needs (per pillar/ type of disaster) identified by type of stakeholder (i.e. EU, national – MS/PS/TC);</li><li>Degree of alignment between UCPM Decision general and specific objectives and identified EU needs;</li><li>Degree of alignment between UCPM objectives and activities to EU Commission priorities 2021-2027;</li><li>Degree of alignment between UCPM objectives and activities and identified national CP strategies;</li></ul>	Surveys;
		EQ7.3 To what extent were the UCPM’s <b>activities</b> still relevant to EU / national needs?	<ul style="list-style-type: none"><li>JC7.4: All current and expected future needs within the scope of the UCPM are adequately addressed.</li></ul>	<b>Opinion-based indicators:</b> <ul style="list-style-type: none"><li>Share of stakeholders agreeing that the UCPM’s needs assessment is suitable to their requirements (per pillar);</li><li>Share of stakeholders agreeing that UCPM objectives were relevant to their needs by type of stakeholder (i.e. EU, national – MS/PS/TC);</li><li>Share of stakeholders agreeing that UCPM activities were relevant to their needs by type of stakeholder (i.e. EU, national – MS/PS/TC);</li><li>Stakeholder views on needs unaddressed by the UCPM by type of stakeholder (i.e. EU, national – MS/PS/TC);</li><li>Stakeholder views on the extent to which the UCPM was successful in meeting their needs;</li><li>Stakeholder views on challenges faced and improvements needed to meet their needs, by type of stakeholder (i.e. EU, national – MS/PS/TC).</li></ul>	E-focus groups ;
		EQ7.4 Did any need(s) within the scope of the UCPM’s work remain unaddressed?			Case studies.
	EQ8: Is the UCPM sufficiently flexible to adapt to evolving needs on the ground (including unanticipated events) and emerging developments in the field of civil protection?				
		EQ8.1 What are the evolving needs and emerging developments within the scope of the UCPM’s activities?	<ul style="list-style-type: none"><li>JC8.1: New and emerging needs (including: developments in drivers (e.g. climate breakdown), (un)anticipated needs, high impact low probability events (e.g. COVID-19 crisis, Russia’s war against Ukraine)) and</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Number of new and emerging needs and developments (across the evaluation period/ in the near future) identified by stakeholder group and type;</li></ul>	Desk review;  Interviews;  Public Consultation;

	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools	
8		EQ8.2 To what extent are UCPM <b>objectives</b> and <b>activities</b> suitable in dealing with unanticipated needs and adapt to evolving needs and emerging developments?	<ul style="list-style-type: none"><li>emerging developments (e.g. scientific and technological research) in the field of civil protection had, and may have in the future, an impact on the UCPM;</li><li>JC8.2: The UCPM’ <b>objectives and activities</b> are appropriate to address new and emerging needs;</li></ul>	<ul style="list-style-type: none"><li>Number of UCPM projects addressing identified new and emerging needs and developments;</li><li>Number of new measures/changes introduced to meet/cover new topics.</li></ul> <p><b>Qualitative indicators:</b></p> <ul style="list-style-type: none"><li>Typology of new and emerging needs and developments identified by stakeholder group and type;</li><li>Typology of measures introduced to meet/cover new topics;</li><li>Degree of alignment between identified new and emerging needs and developments and UCPM Decision general and specific objectives (per pillar);</li><li>Degree of alignment between identified new and emerging needs and developments and UCPM activities (per pillar);</li><li>Typology of scientific and technological research and development that has been integrated into the UCPM</li></ul>	Surveys;  E-focus groups;  Case studies.	
		EQ8.3 To what extent is the UCPM’s <b>organisational set-up and capacity</b> sufficiently flexible to deal with unanticipated and evolving needs and emerging developments?	<ul style="list-style-type: none"><li>JC8.3: Emerging developments (e.g. scientific and technological research and development that has become available since the creation of the UCPM) were taken on board and integrated into its functioning and activities</li></ul>			
		EQ8.4 What factors contributed to driving and/or hindering the UCPM’s ability to adapt?	<ul style="list-style-type: none"><li>JC8.4: DG ECHO’s organisational set up and capacity in the field of the UCPM is appropriate to support Member and Participating States to address the new and emerging needs and developments identified;</li><li>JC8.5: Internal/ external factors enabling/inhibiting the UCPM’s ability adapt to new needs and developments were identified.</li></ul>	<p><b>Opinion-based indicators:</b></p> <ul style="list-style-type: none"><li>Share of stakeholders finding UCPM objectives are suited to new and emerging needs and developments;</li><li>Share of stakeholders finding UCPM capacity and activities flexible to adapt to unanticipated needs and emerging developments;</li><li>Share of (especially national) stakeholders finding DG ECHO organisational set-up (both governance and available human and financial resources) dealing with the UCPM sufficiently flexible to adapt to new and emerging needs and developments;</li><li>Stakeholder views (especially national) on the UCPM’s role in addressing new and emerging needs and developments in the field of civil protection;</li><li>Stakeholder views (especially national) on their expectations for UCPM’s organisational set-up/capacity/role in addressing evolving needs in the field of civil protection;</li><li>Stakeholder views on challenges faced and improvements identified regarding the UCPM’s flexibility;</li><li>Stakeholder views on factors driving and hindering the UCPM’s flexibility to adapt to new and emerging needs and developments.</li><li>Share of stakeholders agreeing that scientific and technological research and development that has become available since the creation of the UCPM has been integrated into its functioning and activities.</li></ul>		
	EQ9: To what extent was the UCPM able to incorporate recommendations and lessons learnt?					
		EQ 9.1 To what extent did the UCPM’s design and its activities incorporate lessons learnt and recommendations from <b>external evaluations</b> ?	<ul style="list-style-type: none"><li>JC9.1: Recommendations and issues identified in external evaluations and studies of the UCPM (e.g. the interim evaluation of the UCPM (2014-2016), Study on the UCPM Training Programme) were addressed;</li></ul>	<p><b>Quantitative indicators:</b></p> <ul style="list-style-type: none"><li>Number of recommendations and issues identified from external evaluations and studies addressed by the UCPM since 2017;</li><li>Number of lessons learnt identified through the Lessons Learnt Programme addressed since 2016;</li><li>Proportion of recommendations and issues identified addressed from external evaluations and studies since 2017;</li><li>Proportion of lessons learnt and improvements addressed from UCPM’s cross-pillar/horizontal activities.</li></ul> <p><b>Qualitative indicators:</b></p> <ul style="list-style-type: none"><li>Typology of recommendations and issues identified from external evaluations and studies since 2017 and through cross-pillar/horizontal activities;</li><li>Improvements introduced, or suggested for approval, documented by DG ECHO for the incorporation of recommendations and lessons learnt;.</li></ul> <p><b>Opinion-based indicators:</b></p> <ul style="list-style-type: none"><li>Share of stakeholders agreeing that the UCPM incorporated recommendations and lessons learnt from internal (e.g. lesson learnt programme, workshops with EU presidencies) and external (e.g. interim evaluation of the UCPM) initiatives;</li><li>Stakeholder views on main obstacles and potential improvements for the incorporation of recommendations and lessons learnt;.</li></ul>	Desk review;  Interviews;  E-focus groups.	
	EQ 9.2 To what extent did the UCPM’s design and its activities incorporate lessons learnt and recommendations from its <b>cross-pillar/horizontal activities</b> ?	<ul style="list-style-type: none"><li>JC9.2: Recommendations and lessons learnt identified within UCPM initiatives (e.g. lessons learnt programme, workshops with EU presidencies) were taken on board;</li></ul>				
EQ10: To what extent are the UCPM activities across the three pillars internally coherent and complementary to one another?						

	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
		EQ10.1 To what extent do synergies exist between UCPM activities <b>within</b> the three pillars?	<ul style="list-style-type: none"><li>JC10.1: The Decision sufficiently defines the pillars to allow for a balance within and between activities;</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Number of UCPM activities that incorporated aspects from activities conducted in other pillars (e.g. overview of risks developed under prevention considered in preparedness activities);</li><li>Number of UCPM activities that incorporated aspects from other activities within the same pillar;</li></ul> <b>Qualitative indicators:</b> <ul style="list-style-type: none"><li>Typology of measures in place to improve coherence and complementarity;</li><li>Typologies of gaps and overlaps identified within and across pillars;</li><li>Typology of factors driving/hindering synergies within and between pillars;</li><li>Degree to which DG ECHO desk officers are aware/ informed of activities in conducted in different pillars;</li></ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"><li>Share of stakeholders considering that there are (unexploited) synergies between activities within and across UCPM pillars;</li><li>Stakeholder views of existing (unexploited) synergies within and between activities across UCPM pillars;</li><li>Stakeholder views of any gaps and/or overlaps between UCPM activities within and across pillars;</li><li>Stakeholder views on factors driving/hindering coherence within and between pillars.</li></ul>	Desk review;  Interviews;  E-focus groups;  Case studies.
		EQ10.2 To what extent do synergies exist between UCPM activities <b>across</b> the three pillars?	<ul style="list-style-type: none"><li>JC10.2: No significant gaps or overlaps between UCPM activities within and across pillars can be detected;</li></ul>		
		EQ10.3 To what extent are cross-pillar/horizontal activities coherent and complementary with each other and with UCPM activities across the three pillars?	<ul style="list-style-type: none"><li>JC10.3: Synergies and complementarities within and between activities organised under the three pillars of the UCPM were identified and created, where possible;</li></ul>		
		EQ10.4 Are there any <b>unexploited synergies</b> within and across UCPM pillar?	<ul style="list-style-type: none"><li>JC10.4: Synergies and complementarities with UCPM cross-pillar/horizontal activities and activities across the three pillars of the UCPM were identified and created, where possible;</li></ul>		
	EQ11: To what extent do UCPM activities complement <u>national</u> interventions in the field of civil protection and other policy fields?				
		EQ11.1 To what extent do synergies exist between national activities and UCPM activities on prevention and preparedness?	<ul style="list-style-type: none"><li>JC11.1: Synergies and complementarities were created between UCPM prevention and preparedness activities and national (MS, PS, TC) activities in the field of CP and other policy fields;</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Number of measures in place to ensure synergies with national activities (by MS/PS/TC and per pillar);</li><li>Number of UCPM activities and projects involving national representatives outside the field of CP;</li><li>Number of cooperation mechanisms involving the UCPM and national CP/non-CP actors identified;</li></ul> <b>Qualitative indicators:</b> <ul style="list-style-type: none"><li>Typology of obstacles faced and potential improvements on national synergies and complementarities by type of stakeholder (by MS/PS/TC and per pillar);</li><li>Number of existing instruments allowing effective assessment of the UCPM’s budget execution.</li></ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"><li>Share of (DG ECHO/national) stakeholders agreeing that response cooperation is effective;</li><li>Stakeholder views on degree of synergies created between UCPM and national level activities.</li></ul>	Desk review;  Interviews;  Public Consultation;  Surveys;  E-focus groups;  Case studies.
		EQ11.2 How effective was the UCPM in coordinating its response with other national actors from <b>MS/PS and with third countries?</b>	<ul style="list-style-type: none"><li>JC11.2: The UCPM effectively coordinated its response with national actors (MS, PS, TC), with other activities in the field and with other actors / policy fields;</li></ul>		
		EQ11.3 Are there any <b>unexploited synergies</b> with relevant national interventions in the field of CP and other policy fields?			
	EQ12: To what extent are UCPM activities coherent and complementary to other <u>EU and international interventions</u> in the field of civil protection?				
		EQ12.1 To what extent are UCPM activities in the field of <b>prevention, preparedness and cross-pillar/horizontal activities</b> coherent and complementary to relevant <b>EU/international interventions</b> ?	<ul style="list-style-type: none"><li>JC12.1: There are synergies and complementarities between UCPM activities and other EU interventions related to civil protection (e.g. HERA) and other policy fields (e.g. AMIF, DG NEAR, ECFIN), as well as relevant international frameworks and initiatives (e.g. the Sendai framework for Disaster Risk Reduction, UN OCHA);</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Number and typology of activities relevant to the UCPM’s scope developed by EU activities in the field of CP (e.g. HERA, EMSA) and other EU areas (e.g. DG NEAR, AMIF, ECFIN)</li><li>Number of UCPM activities and projects (per pillar) involving EU/international actors/programmes;</li><li>Number of EU programmes and international frameworks mentioning the UCPM in their work plans;</li><li>Number of notifications to the European External Action Service;</li><li>Number of measures in place to ensure synergies with EU/international activities;</li></ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"><li>Share of stakeholders agreeing that there are synergies and complementarities between UCPM prevention, preparedness and cross-pillar/horizontal activities and EU/international activities in the field of CP and other policy areas (per pillar);</li></ul>	Desk review;  Interviews;  Case studies.
	EQ12.2 To what extent was the UCPM successful in coordinating its <b>response</b> with other <b>EU and international actors/donors</b> ?	<ul style="list-style-type: none"><li></li></ul>			
	EQ12.3 Are there any <b>unexploited synergies</b> with EU/international interventions in the field of CP and other policv fields?				



	UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
				<ul style="list-style-type: none"><li>Share of stakeholders agreeing that there are synergies and complementarities between UCPM response activities and EU/international actors in the field of CP and other policy areas (per pillar);</li><li>Stakeholder (EU/international) perceptions on the effectiveness of synergies and complementarities;</li><li>Stakeholder views of challenges faced and improvements identified on synergies and complementarities at EU and international level (per pillar)</li><li>Stakeholder views of factors driving and hindering the level of coherence between UCPM and EU/international activities and frameworks.</li></ul>	
EQ13: To what extent did the UCPM add value compared to what could have been achieved by MS, PS and TC acting at national or regional level?					
EU ADDED VALUE		EQ13.1 What (and for whom) is the greatest added value that the UCPM brings to national and regional CP activities?	<ul style="list-style-type: none"><li>JC13.1: The UCPM contributed to results that could not have been achieved solely at national level;</li></ul>	<b>Quantitative indicators:</b> <ul style="list-style-type: none"><li>Number of UCPM activities with an external dimension (e.g. with TC and international partners) by pillar;</li><li>Number of times MS and/or PS opted for bilateral/multilateral approaches to civil protection emergencies;</li><li>Number of UCPM activations (2017-2022) and Requests for Assistance (2017-2020);</li></ul> <b>Qualitative indicators:</b> <ul style="list-style-type: none"><li>Typology of added value of the UCPM (by pillar/ type of stakeholder);</li><li>Typology of reasons for not activating the UCPM when dealing with civil protection emergencies;</li></ul> <b>Opinion-based indicators:</b> <ul style="list-style-type: none"><li>Stakeholder perceptions on dealing with civil protection emergencies through the UCPM or bilaterally/multilaterally (e.g. typology of reasons to opt for one or the other);</li><li>Stakeholder views on the UCPM’s value to their work in comparison with national/ EU/international/multilateral interventions;</li><li>Share of stakeholders – from countries that have / have not activated the UCPM to respond to emergencies - agreeing that some results achieved at national and/or regional could not have been achieved without the UCPM’s intervention;</li><li>Share of stakeholders agreeing that the UCPM’s external dimension brings significant added value.</li></ul>	Desk review; Interviews; Public Consultation; Surveys; E-focus groups; Case studies Counter-factual analysis
		EQ13.2 Are other instruments and/or networks more suitable to improve cooperation on CP matters?	<ul style="list-style-type: none"><li>JC13.2: Elements of the UCPM that brought particular added value to national/regional CP activities (MS/PS/TC) were identified;</li><li>JC13.3: Without the UCPM, national, regional and cross-border interventions would be fragmented and less efficient and effective;</li></ul>		
		EQ13.3 To what extent did the UCPM contribute to the achievement of results that could not have been attained by MS and PS themselves within and outside the EU?	<ul style="list-style-type: none"><li>JC13.4: There are no other instruments/networks that would be more suitable to improve cooperation on CP matters;</li><li>JC13.5: The UCPM’s external dimension brings significant added value to MS and PS, such as in the form of extended networks and more lessons learnt in the field of civil protection.</li></ul>		

**ANNEX 4 LIST OF DOCUMENTS REVIEWED**

Author	Document	Year
EU Secondary Legislation		
European Parliament and Council of the EU	Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy	2000
European Parliament and Council of the EU	Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy	2000
European Parliament and Council of the EU	Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy	2000
European Parliament and Council of the EU	Regulation (EC) No 1406/2002 of the European Parliament and of the Council of 27 June 2002 establishing a European Maritime Safety Agency	2002
European Parliament and Council of the EU	Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks	2007
European Parliament and Council of the EU	Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks	2007
European Parliament and Council of the EU	Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks	2007
European Parliament and Council of the EU	Directive 2012/18/EU of the European Parliament and of the Council of 4 July 2012 on the control of major-accident hazards involving dangerous substances, amending and subsequently repealing Council Directive 96/82/EC (Seveso III)	2012
European Parliament and Council of the EU	Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism (Consolidated Text)	2013

Author	Document	Year
European Parliament and Council of the EU	Decision (EU) 2019/420 of the European Parliament and of the Council of 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism	2019
European Parliament and Council of the EU	Council Regulation (EU) 2020/2094 of 14 December 2020 establishing a European Union Recovery Instrument to support the recovery in the aftermath of the COVID-19 crisis	2020
European Parliament and Council of the EU	Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism (Text with EEA relevance)	2021
European Parliament and Council of the EU	Directive (EU) 2022/2557 of the European Parliament and of the Council of 14 December 2022 on the resilience of critical entities and repealing Council Directive 2008/114/EC	2022
EU Tertiary Legislation		
European Commission	Commission Implementing Decision of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism and repealing Commission Decisions 2004/277/EC, Euratom and 2007/606/EC, Euratom (consolidated version)	2014
European Commission	Reporting Guidelines on Disaster Risk Management, Art. 6(1)d of Decision No 1313/2013/EU and Annex (non-exhaustive list of risks relevant under EU legislation and/or policies)	2019
European Commission	Commission Implementing Decision (EU) 2019/570 of 8 April 2019 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council as regards rescEU capacities and amending Commission Implementing Decision 2014/762/EU (consolidated version)	2019
European Commission	Commission Implementing Decision (EU) 2019/1310 of 31 July 2019 laying down rules on the operation of the European Civil Protection Pool and rescEU (notified under document C(2019) 5614)	2019
European Commission	Commission Implementing Decision (EU) 2019/1930 of 18 November 2019 amending Implementing Decision (EU) 2019/570 as regards rescEU capacities (notified under document C(2019) 8130)	2019
European Commission	Commission Implementing Decision (EU) 2020/414 of 19 March 2020 amending Implementing Decision (EU) 2019/570 as regards medical stockpiling rescEU capacities (notified under document C(2020) 1827)	2020

Author	Document	Year
European Commission	Commission Implementing Decision (EU) 2020/452 of 26 March 2020 amending Implementing Decision (EU) 2019/570 as regards capacities established to respond to low probability risks with a high impact	2020
European Commission	Commission Implementing Decision (EU) 2021/88 of 26 January 2021 amending Implementing Decision (EU) 2019/570 as regards rescEU capacities in the area of chemical, biological, radiological and nuclear incidents	2021
European Commission	Commission Implementing Decision (EU) 2021/1886 of 27 October 2021 amending Implementing Decision (EU) 2019/570 as regards stockpiling rescEU capacities in the area of chemical, biological, radiological and nuclear incidents	2021
European Commission	Commission Implementing Decision (EU) 2021/1956 of 10 November 2021 on the establishment and organisation of the Union Civil Protection Knowledge Network	2021
European Commission	Commission Implementing Decision (EU) 2022/288 of 22 February 2022 amending Implementing Decision (EU) 2019/570 as regards rescEU shelter capacities and the modification of quality requirements for Emergency Medical Teams Type 3 capacities	2022
European Commission	Commission Implementing Decision (EU) 2022/465 of 21 March 2022 amending Implementing Decision (EU) 2019/570 as regards rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities (notified under document C(2022) 1831)	2022
European Commission	Commission Implementing Decision (EU) 2022/465 of 21 March 2022 amending Implementing Decision (EU) 2019/570 as regards rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities (notified under document C(2022) 1831)	2023
DG ECHO Call for Proposals		
European Commission	Call for tenders. Exercises on civil protection modules, technical assistance and support teams and European Union civil protection teams (4 lots)	2016
European Commission	Call for proposals. UCPM Exercises	2017

Author	Document	Year
European Commission	Call for tenders. Exercises on civil protection modules, technical assistance and support teams and European Union civil protection teams (4 lots)	2017
European Commission	Call for tenders. Exercises on civil protection modules, technical assistance and support teams, other response capacities and European Union Civil Protection teams – Cycle 10 (5 lots)	2018
European Commission	Call for proposals. UCPM Full-scale exercises	2018
European Commission	Call for tenders. European Disaster Response Exercises. EDREX II. Plug-in Field exercises. Host Nation Support Table Top Exercises. 3 lots.	2018
European Commission	Union Civil Protection Mechanism Exercises, Call for proposals document [Call ID UCPM-2018-EX-AG]	2018
European Commission	Call for proposals. UCPM Full-scale exercises	2019
European Commission	Call for Tender. Exercises on Civil Protection Modules, technical assistance and support teams, other response capacities and European Union Civil Protection Teams – Cycle 11 (5 lots)	2019
European Commission	Terms of reference for Member States and Participating States experts supporting the certification and recertification of capacities in the European Civil Protection Pool	2020
European Commission	Call for proposals. UCPM Full-scale exercises	2020
European Commission	Call for proposals. UCPM Full-scale exercises	2021
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Development of a rescEU Aerial Forest Firefighting Capacity (UCPM-2021-rescEU-Capacities-AFFF-IBA)	2021
European Commission	UCPM Call for proposals. Invitation to submit a proposal. RescEU CBRN decontamination capacities (UCPM-2021-rescEU-Capacities-IBA)	2021
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Operationalisation of a rescEU aerial medical evacuation capacity for patients with highly infectious diseases	2021

Author	Document	Year
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU Stockpiling of medical countermeasures and/or personal protective equipment, aimed at combatting serious cross-border threats to health (UCPM-2021-rescEU-Capacities-IBA)	2021
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU Transition Aerial Forest Firefighting Capacities (UCPM-2021-rescEU-TR)	2021
European Commission	Call for tenders. International UCPM Exercises Plug-in and NHS outside EU. Open procedure	2021
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Development of a rescEU Aerial Forest Firefighting Capacity (UCPM-2022-rescEU-AFFF-IBA)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU emergency monkeypox antivirals stockpile (UCPM-2022-rescEU-CBRN Stockpile)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Development and maintenance of rescEU CBRN stockpiles (UCPM-2022-rescEU-CBRN-IBA)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU Emergency medical team type 2 (UCPM-2022-rescEU-Medical-IBA)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Development and maintenance of rescEU transport and logistics capacities (UCPM-2022-rescEU-Logistics-IBA)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Development and maintenance of rescEU shelter capacities (UCPM-2022-rescEU-Shelters-IBA)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU donations stockpile (UCPM-2022-rescEU-Stockpile)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU Transition Aerial Forest Firefighting Capacities. (UCPM-2022-rescEU-Transition-IBA)	2022

Author	Document	Year
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU emergency energy supply capacity (UCPM-2022-rescEU-UA Response Emergency Energy Supply DE)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU temporary shelter capacity (UCPM-2022-rescEU-UA Response Shelter RO and SE)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. rescEU winterisation of temporary shelter capacity. (UCPM-2022-rescEU-UA Response Winter Shelter SE)	2022
European Commission	UCPM Call for proposals. Invitation to submit a proposal. Programme Statement. Heading 2B: Resilience and Values. Union Civil Protection Mechanism (rescEU)	2022
DG ECHO Lessons Learnt Programme		
European Commission	Outcomes of the Lessons Learnt Meeting on the UCPM operations in 2017	2018
European Commission	Outcomes of the Lessons Learnt Meeting on the 2018 Forest Fire Season	2018
European Commission	Outcomes of the Lessons Learnt Meeting on the UCPM operations in 2018	2019
European Commission	Lessons from the Deployment of the Danish Water Purification Module in Mozambique in the Context of the European Civil Protection Pool Certification Process	2019
European Commission	Lessons Learnt on the 2019 UCPM Deployment in Mozambique	2019
European Commission	Lessons and good practices identified from TAST deployments	2019
European Commission	Outcomes of the Lessons Learnt Meeting on the UCPM operations in 2019	2020
European Commission	Outcomes of the Lessons Learnt Meeting on the UCPM operations in 2020	2021
European Commission	UCPM Lessons Learnt Programme Meeting. Lessons identified from recent floods in Europe	2021
European Commission	UCPM Lessons Learnt Programme Meeting. Lessons Identified from recent floods in Europe	2022

Author	Document	Year
European Commission	Outcomes of the Lessons Learnt Meeting on the UCPM operations in 2021	2022
European Commission	UCPM Lessons Learnt Programme. Lessons from the first COVID-19 wave in Europe	2022
European Commission	UCPM Lessons Learnt Programme Meeting Lessons Identified From 2022 Wildfire Season 10-11 January 2023	2023
European Commission	UCPM Lessons Learnt Programme Meeting Lessons Identified From 2022 Wildfire Season 10-11 January 2023	2023
Studies, evaluations and other research outputs		
European Commission	Commission Staff Working Document. Overview of natural and man-made disaster risks in the EU	2014
ICF	Annex VII - Estimated average cost of developing a capacity overview of the range of capacities development costs (Draft report on the costs of developing Participating States' response capacities, 29 June 2015)	2015
European Commission	Commission Staff Working Document. Overview of natural and man-made disaster risks the European Union may face	2017
ICF	Interim evaluation of the Union Civil Protection Mechanism 2014-2016	2017
Landell Mills	Evaluation of Humanitarian Logistics within EU Civil Protection and Humanitarian Action, 2013-2017	2018
European Commission (JRC)	Science for Disaster Risk Management 2017. Knowing better and loosing less	2018
Centre for Strategy and Evaluation services (CSES)	Evaluation study of Definitions, Gaps, and costs of response capacities for the Union Civil Protection Mechanism	2019
ICF	Study on the Union Civil Protection Mechanism's Training programme	2019
European Commission (JRC)	Risk Data Hub – web platform to facilitate management of disaster risks	2019
ECORYS	Network of European Hubs for Civil Protection and Crisis Management	2020



Author	Document	Year
European Commission	Commission Staff Working Document. Overview of natural and man-made disaster risks the European Union may face	2020
European Commission	Special Eurobarometer 511b: EU Civil Protection	2020
European Court Auditors	Opinion No 9/2020 (pursuant to Article 322(1)(a) TFEU) accompanying the Commission's proposal for a Decision of the European Parliament and of the Council amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism (COM(2020) 220 final) (2020/C 385/01)	2020
European Commission (JRC)	Update of Risk Data Hub software and data architecture	2020
European Commission (JRC)	Update of Risk Data Hub software and data architecture	2020
European Commission (JRC)	Recommendations for National Risk Assessment for Disaster Risk Management in EU	2021
European Commission (JRC)	Science for Disaster Risk Management 2020: acting today, protecting tomorrow	2021
European Commission (JRC)	First Disaster Risk Management Knowledge Centre (DRMKC) Info day	2021
ICF	Evaluation of the European Commission's Civil protection prevention and preparedness projects (2014-2020)	2021
DG ECHO & The World Bank	Investment in Disaster Risk Management in Europe Makes Economic Sense	2021
Centre for Security Studies (CSS), ETH Zürich	An Evaluation of Switzerland becoming a Participating State of the European Union Civil Protection Mechanism. Risk and Resilience Report	2021
DG Health and Food Safety	Inception Impact Assessment - European Health Emergency Preparedness and Response Authority	2021
Ispra	Concept paper: Building the science pillar of the union civil protection knowledge network	2021
Landell Mills	Combined evaluation of DG ECHO's humanitarian response to epidemics, and of DG ECHO's partnership with the World Health Organisation, 2017-2021. Draft Final Report	2022
European Commission (JRC)	Fifth Disaster Risk Management Knowledge Centre. Annual Seminar	2022

Author	Document	Year
European Commission (JRC)	Pekel, J., Spruyt, P., Broglia, M., Toreti, A., San-Miguel-Ayanz, J., Kemper, T., De Groeve, T., Salamon, P., Moreira Agrela Goncalves, A. and Bortolamei, F., A decade of the Copernicus Emergency Management Service, European Commission, 2022, JRC130970	2022
Landell Mills	Combined evaluation of DG ECHO's humanitarian response to epidemics, and of DG ECHO's partnership with the World Health Organisation, 2017-2021. Draft Final Report	2022
DG ECHO & The World Bank	Understanding the Needs of Civil Protection Agencies and Opportunities for Scaling up Disaster Risk Management Investments	2022
KANTAR Public	Draft desk research report and annexes. Evaluation of humanitarian logistics in the European Commission's civil protection and humanitarian aid operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument re-activation, 2020-2022.	2022
CPWO A/S	Study on Greening the Union Civil Protection Mechanism	2023
Kantar	Evaluation of humanitarian logistics in the European Commission's civil protection and humanitarian aid operations, (2018-2022), and of the Mobility Package within the Emergency Support Instrument re-activation, (2020-2022).	2023
Exchange of Experts Outputs		
German Federal Agency for Technical Relief	Final Report. Exchange of Experts in civil protection programme, including annexes detailing statistical information from the expert application forms, list of exchanges, description of exchanges, state participation, participants, and countries involved	2018
Consortium of civil protection	Final Report. Programme of Civil Protection Experts	2020
National Centre APELL for the Disaster Management	Romania (CN APELL-RO) and the Romanian General Inspectorate for Emergency Situations (Consortium) . Programme of exchange of Civil Protection Experts. Final Report	2021
National Center APPEL for the Disaster Management	Romania (CN APPEL_ RO) & Romanian General Inspectorate for Emergency situations (IGSU). Programme of Exchange of Civil Protection Experts. Final Report of the first 12 months renewal Contracting Phase/Stage 2	2021

Author	Document	Year
Consortium of civil protection	Programme of exchange of civil protection experts. Final Report of exchange of civil protection experts. Final report of the first 12 months renewal Contracting Phase/stage 2	2021
European Commission	Exchange of Experts statistics	2022
Modules, Field and Table-Top Exercises		
EU MODEX Consortium	Final Progress Report. EU Module Exercises Lot 3	2018
ENQUIRY & LAUREA	Final Progress Report. 8 <sup>th</sup> Cycle external exercise evaluation findings	2018
EU Chem React and European Union Civil Protection	EU-CHEM-REACT-2, Full scale field exercise (FSX) final conduct report, grant agreement ECHO/SUB/2018/828788, Warsaw 2021	2018
European Commission	Progress Report. Modules Table-Top Exercises 2017-2018 N°ECHO/SER/2016/738037	2018
EU MODEX Consortium	EUROMODEX Lot 2 2017-2018 Final Consolidated Report	2018
European Commission	Planning activities, timetable and deliverables LOT 2 / cycle 8 - 2017-2018, Annex 2	2018
EU MODEX Consortium	Final Progress Report. ModTTX Modules Table-Top Exercises	2018
EU MODEX Consortium	Final Progress Report. EU MODEX 2018-2019 lot 3	2019
European Commission	Planning activities, timetables and deliverables LOT 2 / cycle 8 - 2018-2019	2019
EU MODEX Consortium	Final report ECHO/A2/SER/2017/04	2019
EU MODEX Consortium	Final Report. Lot 4: Design, plan, conduct and self-evaluate two field exercise programmes with a refresher programme and a field exercise in each, primarily for experts of a European Union Civil Protection Team (EUCPT) and technical assistance and Support Teams	2019
European Commission	Tender requirements for LOT 2 - Annex 1	2019

Author	Document	Year
EU MODEX Consortium	Final Report. Lot 2: Design, plan, conduct and evaluate two exercises High Capacity Pumping, Water Purification, Flood Rescue Using Boats, Flood containment and forest fire fighting modules as well as other assets of the European Emergency Response Capacities	2019
EU MODEX Consortium	Final Progress Report. ModTTX Modules Table-Top Exercises. Exercises on civil protection modules, technical assistance and support teams and European Union civil protection teams – Design, plan, conduct and self-evaluate five table top exercises for Key Personnel of all Civil Protection Modules, Technical Assistance and Support Teams (TAST), experts of a European Union Civil Protection Team (EUCPT) - Lot 1	2019
European Commission	Final Report. CN APELL = 2018/2019, Contract N° ECHO/SER/2017/767616	2019
European Commission	ModTTX Modules Table-Top Exercises 2018-2019 N°ECHO/SER/2017/767615	2019
European Commission	Union Civil Protection Mechanism (UCPM) Prevention and preparedness in civil protection and marine pollution Union Civil Protection Mechanism Exercises TECHNICAL REPORT (PART B)	2019
Ironore	Project final technical and financial report	2019
European Commission	Prevention and preparedness in civil protection and marine pollution. UCPM Technical Report (PART B)	2019
EU MODEX Consortium	Final Report. Lot 2. Cycle 10. Design, plan, conduct and evaluate two exercises High Capacity Pumping, Water Purification, Flood Rescue Using Boats, Flood containment and forest fire fighting modules as well	2020
EU MODEX Consortium	Final Report. Lot 5. Design, plan, conduct and self-evaluate two field exercises for advanced medical posts with or without surgery (AMP-S), emergency medical teams (EMT), field hospital (FHOS), medical aerial evacuation of disaster victims (MEVAC) other response capacities, technical assistance and support team (TAST) and experts of a European Union civil protection team (EUCPT)	2020
EU MODEX Consortium	Final Progress Report. ModTTX Modules Table-Top exercises. Exercises on Civil Protection Modules, Technical Assistance and Support Teams, other Response. Capacities and European Union Civil Protection Teams – Cycle 10. Design, plan, conduct and self-evaluate three table top exercises for key personnel of civil protection modules, other response capacities, technical Assistance and support teams (TAST) and experts of a European	2020

Author	Document	Year
	Union civil protection team (EUCPT) and design, plan and conduct one virtual reality based exercise for potential team leaders of a EUCPT.”	
EU MODEX Consortium	Final Progress Report. EU MODEX 2019-2020 lot 3	2020
EU MODEX Consortium	Final Report. MODEX 2019-2020 lot 5	2020
EU MODEX Consortium	ModTTX Modules Table-Top Exercises 2019-2020 N°ECHO/SER/2018/785702	2020
EU MODEX Consortium	Final Progress Report. Lot 3. Design, plan, conduct and self-evaluate four field exercises for medium/heavy, urban search and rescue (USAR), USAR in CBRN conditions (CBRNUSAR) and other response capacities	2021
EU MODEX Consortium	Final Report. Lot 4: Design, plan, conduct and self-evaluate two field exercise programmes with a refresher programme and a field exercise in each, primarily for experts of a European Union Civil Protection Team (EUCPT) and technical assistance and Support Teams	2021
European Commission	MODEX, Tender’s requirements fulfillment for LOT 2 Cycle 10 – 2019-2021	2021
European Commission	Planning activities, timetable and deliverables LOT 2 / cycle 10 - 2019-2020	2021
EU MODEX Consortium	Final Consolidated Report Lot 2 / cycle 10 January 2019 - July 2020	2021
EU MODEX Consortium	Final Consolidated Report Union Civil Protection Mechanism Training Program Modex Cycle 10 2019 – 2021	2021
International Centre for Chemical Safety and Security (ICCSS)	Full Scale Field Exercise (FSX) final conduct report. Grant agreement ECHO/SUB/2018. Final Document. EU-CHEM-REACT-2.	2021
Disaster Risk Mapping and Assessment and Early Warning Systems		
European Commission (DG ECHO)	Early Warning System Meeting Minutes	2017
European Commission (JRC)	Science for Disaster Risk Management	2017
European Commission (DG ECHO)	Early Warning System Meeting Minutes	2018

Author	Document	Year
European Commission	Overview of natural and man-made disaster risks the European Union may face	2018
European Court of Auditors	Floods Directive: progress in assessing risks, while planning and implementation need to improve	2018
European Commission	Safeguarding Cultural Heritage from Natural and Man-Made Disasters. A comparative analysis of risk management in the EU	2018
European Commission	Disaster Risk Assessment and Mapping in Western Balkans and Turkey Progress Report (December 2017 - May 2018)	2018
European Commission (DG ECHO)	Early Warning System Meeting Minutes	2019
Centre for Strategy and Evaluation Services	Evaluation Study of Definitions, gaps and costs of Response Capacities for the Union Civil Protection Mechanism.	2019
European Commission (JRC)	Risk Data Hub - web platform to facilitate management of disaster risks	2019
Karlstads Universitet	External evaluation of the IPA DRAM – Programme for Disaster Risk Assessment and Mapping in the Western Balkans and Turkey	2019
European Commission (DG ECHO)	Early Warning System Meeting Minutes	2020
European Commission (DG ECHO)	Early Warning System e-Meeting Minutes (online)	2020
European Commission	Science for Disaster Risk Management . Executive Summary	2020
European Commission (DRMWC)	Science for Disaster Risk Management 2020. Acting today, protecting tomorrow	2020
European Commission	Evaluation of RRPD East 2 Programme EuropeAid/13877/dh/ser/multi Final Report 20 March 2020	2020
European Commission (European Civil Protection)	IPA DRAM, disaster risk assessment and mapping in the Western Balkans and Turkey, grant contract ECHO/SER/2016/740641	2020
European Commission (DG ECHO)	Early Warning System Meeting Minutes	2021

Author	Document	Year
European Commission (JRC)	Recommendations for National Risk Assessment for Disaster Risk Management in the EU	2021
European Commission (DG ECHO) and The World Bank	Understanding the needs of civil protection agencies and opportunities for scaling up Disaster Risk Management Investments	2021
European Commission (DG ECHO)	Early Warning Systems (EWS) Expert Group Meeting	2022
Peer reviews		
Ecorys & Fraunhofer int.	Peer review report. Cyprus 2018	2018
Ecorys & Fraunhofer int.	Peer review report Tunisia	2018
Ecorys & Fraunhofer int.	Peer review report North Macedonia	2018
Ecorys & Fraunhofer int.	Peer review report. Portugal 2019	2019
Ecorys & Fraunhofer int.	Peer review report Serbia	2019
Ecorys & Fraunhofer int.	Peer review report Algeria	2019
European Commission	Peer review assessment framework	2022
Training Programme		
Consortia of national civil protection	UNDAC Induction course (IC) and team leader course (TL)	2018
IOM and EUCP	Camp Coordination and Camp Management Training Course for Natural Disasters and Emergencies. Summary Report	2018
European Commission (DG ECHO)	Outcomes of the Lessons learnt Meeting on the Union Civil Protection Mechanism operations in 2017	2018

Author	Document	Year
Consortia of national civil protection	UNDAC Induction course (IC) and team leader course (TL)	2018
IOM and EUCP	Camp Coordination and Camp Management Training Course for Natural Disasters and Emergencies. Summary Report	2018
Emergency Services Academy Finland	Progress Report. Logistics Response Team Training (LRT)	2019
Consortia of national civil protection	Final Report. UCPM 16th Cycle (AMC). Lot 5. Assessment Mission Course. Services related to offering capacity to design, plan, conduct and evaluate Union Civil Protection Mechanism Training Courses- Lot 5: design, plan, conduct and self-evaluate in total four to five Assessment Mission Courses (AMC) 05/2018-05/2019	2019
Consortia of national civil protection	Final Report. UCPM Introduction course. LOT1, for services related to offering capacity to design, plan, conduct and evaluate Union Civil Protection Mechanism Training Courses	2019
Consortium of national civil protection	Final Report. UCPM Operation Management Course (OPM). 16 <sup>th</sup> Cycle.	2019
Consortium of national civil protection	Progress Report and Final Report. Seminar for mechanism experts. (SME) Lot 7. 17 <sup>th</sup> cycle.	2019
Consortium of national civil protection	Final Report. UCPM. Modules basic courses and technical experts courses Lot 2 - Design, plan, conduct and self-evaluate in total eleven MBC and TEC (MI) courses per cycle	2019
Consortium of national civil protection	Logistics Response Team Training (LRT)	2019
Consortium of national civil protection	Logistics Response Team Training (LRT)	2019
Consortium of national civil protection	Logistics Response Team Training (LRT)	2019



Author	Document	Year
Consortium of national civil protection	UCPM Training programme. Staff Management Course & Security Course. 16 <sup>th</sup> Cycle	2019
Consortium of national civil protection	UCPM Training Program 16th Cycle 2018-2019. UCPM Introduction Course (CMI)	2019
Consortium of national civil protection	UCPM Training Program 16th Cycle 2018-2019. UCPM Introduction Course (CMI)	2019
Consortium of national civil protection	UCPM Training Program 16th Cycle 2018-2019. UCPM Introduction Course (CMI)	2019
Consortium of national civil protection	Final Report. Induction Course and Team Leader Course.	2018
Consortium of national civil protection	Final Report. UCPM training programme. High Level Coordination Course (HLC) and Course on Negotiation and Decision-Making (CND). 16 <sup>th</sup> cycle	2019
Consortium of national civil protection	Training Consortium. UCPM Training Program 16th Cycle 2018-2019. Assessment Mission Course (AMC)	2019
Consortium of national civil protection	Training Consortium. UCPM Training Program 16th Cycle 2018-2019. Assessment Mission Course (AMC)	2019
Consortium of national civil protection	Final Report. UCPM. Operation Management Course (OPM). Lot 3. 17 <sup>th</sup> cycle	2019
Consortium of national civil protection	Final Report. UCPM Introduction course. – LOT 1, for services related to offering capacity to design, plan, conduct and evaluate Union Civil Protection Mechanism Training Courses. 17 <sup>th</sup> Cycle	2020
Consortium of national civil protection	Final Report UCPM Staff Management & Security Course. 17 <sup>th</sup> cycle	2020

Author	Document	Year
Consortium of national civil protection	Final Report. UCOM Modules Basic Courses and Technical Experts Courses. LOT 2 - Design, plan, conduct and self-evaluate in total eleven MBC and TEC (MI) courses per cycle 17 <sup>th</sup> Cycle	2020
Consortium of national civil protection	Final Report. Specific. Services related to offering capacity to design, plan, conduct and evaluate Union Civil Protection Mechanism Training Courses- Lot 5: design, plan, conduct and self-evaluate in total four Assessment Mission Courses (AMC) per cycle-17th Cycle-06/2019-06/2020	2020
Consortium of national civil protection	Final Report. UCPM Training program. High Level Coordination Course (HLC) and Course on Negotiation and Decision-Making (CND) Lot 6. 17 <sup>th</sup> cycle	2020
Consortium of national civil protection	UCPM training program 17th cycle. Assessment Mission Course (AMC)	2020
European Commission (DG ECHO)	Outcomes of the Lessons Learnt Meeting on the 2019 UCPM activations	2020
Consortium of national civil protection	Emergency Medical Team Coordination Cell training course (EMT CC)	2020
Consortium of national civil protection	UCPM training program 17th cycle. Assessment Mission Course (AMC)	2020
European Commission (DG ECHO)	Outcomes of the Lessons Learnt Meeting on the 2019 UCPM activations	2020
Consortium of national civil protection	Emergency Medical Team Coordination Cell training course (EMT CC)	2020
Consortium of national civil protection	UCPM training program 17th cycle. Assessment Mission Course (AMC)	2020
Consortium of national civil protection	Final Report. Emergency Medical Team Coordination Cell Training Course	2020

Author	Document	Year
Consortium of national civil protection	Mid-Term Report. UCPM Assessment Mission Course (AMC) Lot 51 Cycle. Lot 5	2021
Consortium of national civil protection	Mid-Term Report. UCPM. Operational Management Course (OPM) 18 <sup>th</sup> Cycle. Lot 3	2021
Consortium of national civil protection	UCPM Training program cycle 18th. Operational Management Course (OPM)	2021
Consortium of national civil protection	Mid-Term Report. UCPM. Modules Basic Courses and Technical Experts Courses. Lot 2	2021
Consortium of national civil protection	UCPM training program. 18th cycle. Modules Basic Courses (MBC) and Technical experts courses (TEC)	2021
Consortium of national civil protection	UCPM training program 18th cycle. Union Civil Protection Mechanism Introduction Course (CMI)	2021
Consortium of national civil protection	UCPM training program. 18th cycle. Modules Basic Courses (MBC) and Technical experts courses (TEC)	2021
Consortium of national civil protection	UCPM training program 18th cycle. Union Civil Protection Mechanism Introduction Course (CMI)	2021
Consortium of national civil protection	UCPM training program. 18th cycle. Modules Basic Courses (MBC) and Technical experts courses (TEC)	2021
Consortium of national civil protection	UCPM training program 18th cycle. Union Civil Protection Mechanism Introduction Course (CMI)	2021
Consortium of national civil protection	Mid-Term Report. UCPM. Introduction Course (CMI) 18 <sup>th</sup> Cycle. Lot 1	2022

Author	Document	Year
European Commission (DG ECHO)	Annual UCPM Lessons Learnt Programme Meeting on 2021 UCPM activations	2022
Consortium of national civil protection	Progress Report. On-site integration Course (OSIC) in the frame of the UCPM Training Programme. Including Annexes with evaluation by participants, lesson templates, course curriculum, staff list, list of participants, and timeframe	2022
DG ECHO documents - UCPM annual work programmes and annexes, annual activity reports, grant application forms, certification guidelines		
European Commission	Common Emergency Communication and Information System (CECIS) User Guide	2016
European Commission	Commission Implementing Decision adopting the Annual Work Programme 2017 in the framework of Decision No1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism	2016
European Commission	DG ECHO Strategic Plan 2016-2020	2016
European Commission	Annex - Commission Implementing Decision adopting the Annual Work Programme 2017 in the framework of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism	2016
European Commission	Annex - Commission Decision on financing emergency response actions under the Union Civil Protection Mechanism in 2017 from the general budget of the European Union	2016
European Commission	Commission Implementing Decision adopting the annual work programme 2018 in the framework of Decision 1313/2013	2017
European Commission	DG ECHO Annual Activity Report 2017	2017
European Commission	Annex - Emergency response actions under the UCPM to be financed in 2018	2017
European Commission	Commission Implementing Decision adopting the Annual Work Programme 2018 in the framework of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism	2017
European Commission	CECIS Report	2017-18

Author	Document	Year
European Commission	Commission Implementing Decision amending Commission Implementing Decision C(2018)7559 on the financing of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism and the adoption of the work programme for 2019	2018
European Commission	DG ECHO Annual Activity Report 2018	2018
European Commission	CECIS Report	2019-19
European Commission	DG ECHO Annual Activity Report 2019	2019
European Commission	List of awarded Track I projects	2019
European Commission	Annex – Work programme for emergency response actions under the Union Civil Protection Mechanism in 2020	2019
European Commission	CECIS Report	2019-20
European Commission	Commission Decision on financing emergency response actions under the Union Civil Protection Mechanism for 2021	2020
European Commission	Annex - Work programme for emergency response actions under the Union Civil Protection Mechanism in 2021	2020
European Commission	List of awarded Track I projects	2020
European Commission	DG ECHO Annual Activity Report 2020	2020
European Commission	Grant application forms for the "development of a rescEU aerial forest firefighting capacity"	2020
European Commission	Grant application form for the action "availability and deployability of a rescEU aerial forest Firefighting capacity"	2020
European Commission	Grant application form for the action "development of an aerial medical evacuation capacity for patients with highly infectious diseases"	2020

Author	Document	Year
European Commission	Grant application form for the action "rescEU Stockpiling of medical countermeasures and/or personal protective equipment, aimed at combatting serious cross-border threats to health"	2020
European Commission	Grant application form for the action "rescEU Transition Aerial Forest Firefighting Capacities"	2020
European Commission	Grant application form for the action "rescEU Emergency medical team type 2"	2020
European Commission	DG ECHO Strategic Plan 2020-2024	2020
European Commission	Certification and registration guidelines of response capacities in the European Civil Protection Pool (ECP)	2020
European Commission	Guidelines "recertification and registration" of response capacities in the European Civil Protection Pool (ECP)	2020
European Commission	CECIS Report	2020-21
European Commission	Commission implementing decision on the financing of the Union Civil Protection Mechanism and the adoption of the work programme for 2021	2021
European Commission	Annex - Work programme for 2021 for a Union Civil Protection Mechanism	2021
European Commission	Commission implementing decision amending Implementing Decision C(2021)935 on the financing of the Union Civil Protection Mechanism and adopting a multi-annual work programme for years 2021-2023	2021
European Commission	Annex – Commission implementing decision amending Implementing Decision C(2021)935 on the financing of the Union Civil Protection Mechanism and adopting a multi-annual work programme for years 2021-2023	2021
European Commission	DG ECHO Annual Activity Report 2021	2021
European Commission	UCPM Conditions for awarding grants without a call for proposal. European Civil Protection Pool Upgrade or Repair of Response Capacities. UCPM - 2021- ECP - URC	2021
European Commission	European Civil Protection Pool (ECP) Snapshot report 2021 State-of-play on 01/01/2022 and major developments in 2021	2021

Author	Document	Year
European Commission	Overview and analysis of the online outreach meetings with Union Civil Protection Mechanism Member States and Participating States on the Civil Protection Knowledge Network	2021
European Commission (DG ECHO)	Concept paper: Capacity development pillar	2021
European Commission	CECIS Report	2021-2022
European Commission	Guidelines for a streamlined certification and re-certification process for “twin” ECPP capacities	2022
European Commission	DG ECHO internal voluntary pool monitoring tool	2022
European Commission	DG ECHO data on UCPM budget details 2023-2025	2022
European Commission (DG ECHO)	Note to DG ECHO Management - Prevention and preparedness Programme: findings of recent evaluations and future outlook for the programme	2022
European Commission	Communication from the Commission on European Union Disaster Resilience Goals	2023
Disaster Risk Management (DRM) Summary Reports <sup>6</sup>		
Malta	Malta national risk assessment report	2019
Netherlands	National security strategy	2019
Netherlands	National risk assessment	2019
Hungary	A relevant summary of the report on Hungary’s National Disaster Risk Assessment	2020
Slovenia	Report on the state of play of disaster risk management in the republic of Slovenia (2020)	2020
Romania	Disaster risk management summary	2020

<sup>6</sup> The National Risk Assessments are not publicly available documents and therefore will only be reported on in an aggregated manner

Author	Document	Year
Turkey	Disaster risk management summary report	2020
Austria	National risk assessment and risk management capability assessment	2020
Cyprus	Report on Disaster Risk management in the Republic of Cyprus	2020
Denmark	Danish Disaster Risk Management Summary	2020
Slovakia	(Threat) of the Slovak republic in the context of civil protection of the population	2020
Finland	Disaster risk management in Finland. Summary report to the commission	2020
Czechia	Disaster Risk Management Summary Report – Czech Republic 2020	2020
France	Summary of the national risk assessment and national risk management capacity assessment report prepared under Article 6(d) of Decision (EU) 2019/420 of the European Parliament and of the Council of 13 March 2019 amending Decision No 1313/2013/EU on the Union's civil protection mechanism	2020
Republic of Ireland	A national risk assessment for Ireland 2020	2020
Latvia	On the national civil protection plan	2020
Norway	National disaster risk management summary report of Norway	2020
Poland	Summary of relevant elements of the national risk assessment	2020
Slovakia	Risk assessment	2020
Luxemburg	Summary of the national risk assessment and risk management capability assessment	2020
Sweden	Presentation of risk assessment and risk management capability 2020 under the Union Mechanism	2020
Germany	Report of the Federal Republic of Germany on risk assessment and risk management capability pursuant to Article 6 (d) of Decision 1313/2013/EU on a Union Civil Protection Mechanism	2021



Author	Document	Year
North Macedonia	Civil protection	2021
Portugal	Disaster risk management summary report	2021
Latvia	Disaster risk management summary report Latvia	2021
Lithuania	National risk analysis	2021
Montenegro	Disaster risk assessment of Montenegro	2021
Montenegro	Template for disaster risk management summary report	2021
Republic of Ireland	Report to the Government Task Force on Emergency Planning. National Disaster Risk Management Capabilities Assessment	2021
Italy	Summary report Italy	2021
Serbia	Disaster risk management summary report form Republic of Serbia	2022
Other		
European Commission (Council of the EU, European Parliament)	Joint statement. The European Consensus on Humanitarian Aid	2008
	Administrative arrangement between DG ENV and Attorney-general's department (emergency management Australia) of the Commonwealth of Australia on cooperation in the field of civil protection	2008
European Commission	Action Plan to enhance preparedness against chemical, biological, radiological and nuclear security risks	2017
European Committee of the Regions	Opinion on the review of the EU Civil Protection Mechanism	2018

Author	Document	Year
European Commission	6 <sup>th</sup> Meeting of the Commission Expert Group on the Control of Major Accident Hazards involving dangerous substances (Seveso expert group)	2018
European Commission	7 <sup>th</sup> Meeting of the Commission Expert Group on the Control of Major Accident Hazards involving dangerous substances (Seveso expert group), Seminar and Site-Visit	2019
European Commission	Communication on the EU's humanitarian action: new challenges, same principles	2021
European Commission	Communication. Forging a climate-resilient Europe. The new EU Strategy on Adaptation to Climate Change	2021
European Commission (DG ECHO)	Overview UCPM activations in 2020	2021
Centre for Security Studies	An evaluation of Switzerland becoming a Participating State of the European Union Civil Protection Mechanism. Risk and Resilience Report	2021
European Commission	Special Euromarometer 511 b EU Civil Protection	2021
MSB and consortium partners	Inception Report. Prevention, Preparedness and Response to natural and man-made disasters in Eastern Partnership countries (phase 3) (PPRD East 3)	2021
PPRD East 3 Consortium	Interim Technical Implementation Report for the programme; "Prevention, Preparedness and Response to natural and man-made disasters in Eastern Neighbourhood Partner Countries – Phase 3 (PPRD East 3)	2021
European Commission (JRC)	Forest Fires in Europe, Middle East and North Africa	2021
European Commission (DG ECHO)	Annual Activity Report 2020.	2021
European Commission	Note for the Attention of Head of Cabinet ALEŠKA SIMKIĆ. UCPM strategy for the Southern Neighbourhood	2021
European Commission	Note for the attention of Ms ALEŠKA SIMKIĆ, HEAD OF CABINET OF COMMISSIONER LENARČIČ. DG ECHO communication strategy 2022	2021
European Commission (DG ECHO)	Overview UCPM activations in 2020	2021

Author	Document	Year
Centre for Security Studies	An evaluation of Switzerland becoming a Participating State of the European Union Civil Protection Mechanism. Risk and Resilience Report	2021
European Commission	Special Eurobarometer 511 b EU Civil Protection	2021
European Commission	Inception Report. Prevention, Preparedness and Response to natural and man-made disasters in Eastern Partnership countries (phase 3) (PPRD East 3)	2021
European Commission	Interim Technical Implementation Report for the programme; "Prevention, Preparedness and Response to natural and man-made disasters in Eastern Neighbourhood Partner Countries – Phase 3 (PPRD East 3)	2021
European Commission (JRC)	Forest Fires in Europe, Middle East and North Africa	2021
European Commission (DG ECHO)	Annual Activity Report 2020	2021
European Commission	Note for the Attention of Head of Cabinet ALEŠKA SIMKIĆ. UCPM strategy for the Southern Neighbourhood	2021
European Commission	Note for the attention of Ms ALEŠKA SIMKIĆ, HEAD OF CABINET OF COMMISSIONER LENARČIČ. DG ECHO communication strategy 2022	2021
Consortium of national civil protection	UCPM training program 18th cycle. High Level Coordination Course (HLC) and Course on Negotiation and Decision-making (CND)	2022
Consortium of national civil protection	EU On-site Integration Course (OSIC) in the frame of the UCPM training program. Project progress report.	2022
European Commission	Scientific Advice Mechanism (SAM) Strategic crisis management in the EU	2022
Consortium of national civil protection	UCPM training program cycle 18th. Assessment Mission Course (AMC)	2022
European Commission	Annual Work Plan of the Health Emergency Preparedness and Response Authority (HERA)	2023

Author	Document	Year
European Committee of Regions	Draft opinion. Preparing for and dealing with crises: strengthening the resilience of the Union, its regions and cities	2023

## **ANNEX 5      OVERVIEW OF STAKEHOLDERS CONSULTED**

### *A5.1    Key Informant Interviews (KII)*

Type	Interviews carried out	Remarks
National authorities <sup>7</sup>	36 interviews <i>Member States:</i> Austria, Belgium (2), Bulgaria, Croatia, Cyprus, Czech Republic, Germany, Denmark (2) Estonia, Spain (2), Finland, France (2), Hungary, Ireland, Italy, Malta (2), Netherlands, Poland (3), Portugal, Romania, Sweden (2), Slovenia (2), Slovakia <i>Participating States:</i> Bosnia and Herzegovina, Norway, North Macedonia, Serbia	No response received by:  <i>Member States:</i> Greece, Latvia, Lithuania, Luxembourg <i>Participating States:</i> Iceland, Montenegro, Turkey <i>Third countries:</i> Lebanon, Tunisia
DG ECHO	24 interviews	
EU stakeholders	27 interviews DG CLIMA (2), DG ECFIN, DG ENERGY, DG ENV, DG HOME (4), DG MOVE, DG RTD, DG SANTE (2), EC Secretariat General, ECDC, EEAS, EIB, EMSA, EU Council, EU Delegation to Turkey, HERA (3), JRC (2), DG TAXUD; Cabinet for the Commissioner for Crisis management	No response received by: EFTA Secretariat, DG REFORM, DG REGIO, EIOPA, DG NEAR, European Parliament, EUSPA, FPI, INTPA, REA, SG, TRADE  Invitations were rejected by: DG DEFIS, DG CONNECT, Committee of the Regions, EIOPA, Scientific Advice Mechanism (SAM)

<sup>7</sup> These include 33 national civil protection/marine pollution authorities, as well as one representative from the private donations hub established in Belgium, one representative from the Governmental Strategic Reserve Agency in Poland, and one representative from the PL Ministry of Health.

Experts in civil protection participating in UCPM activities	10 interviews Experts deployed (5); UCPM-funded project managers (e.g., Prevention and Preparedness Programme project managers, Knowledge Network partnership projects) (3), Other (2)	No response received by: 7 UCPM-funded project managers project managers; 22 experts deployed; 3 academics/researchers
International stakeholders	8 interviews Disaster Preparedness and Prevention Initiative for Southeast Europe (DDPI); European Space Agency (ESA); International Organisation of Migration (IOM), NATO Euro-Atlantic Disaster Response Coordination Centre (EADRCC); Italian Red Cross; Red Cross EU Office; United Nations Office for Disaster Risk Reduction (UNDRR); World Health Organisation (WHO)	No response received by: WFP, OECD, World Bank, Euro-Mediterranean Centre for Climate Change (CMCC)
Professional organisations involved in supporting the implementation of UCPM activities	3 interviews Bit Media e-solutions GmbH; CN APELL -RO (2)	No response received by Johanniter-Unfall-Hilfe

#### A5.2 Case studies

Type of case study	Case study	Interviews conducted	Stakeholder
Traditional UCPM activation	Forest Fires	12 interviews	DG ECHO (1); Civil Protection authorities from IT (4); PT (2), and Chile (1); PT Ministry of Home Affairs (1); CZ Ministry of Interior (1); Other (2)
	Floods	9 interviews	DG ECHO (2); National Civil protection authority from BE (1); Regional civil protection authority from BE (1); Regional Emergency Planning BE (1); Federal Agency for Technical

			Relief – DE (1); Ministry of Interior – Crisis Management and Civil Protection Department – DE (1); Federal Agency for Civil Protection (1); Joint Research Centre Disaster Risk Management Unit (1)
<b>Unexpected emergencies</b>	<b>Beirut Port Explosion</b>	16 interviews	DG ECHO (1), UCPM module Team Leader/ Deputy TL (4), EUCPT Team Leader (1), Lebanese Armed Forces (7), Lebanese Office of the Prime Minister (1), Lebanese Civil Defense (2)
	<b>COVID-19</b>	11 interviews	DG ECHO (5); HERA (2); National civil protection authority from IT (1); Ministry of Foreign Affairs from FR (1); Ministry of Interior from RO (1); Official EU Delegation in India (1)
	<b>Russia's war of aggression against Ukrainian</b>	17 interviews	DG ECHO Liaison Officers (8); ERCC (1); DG ECHO EHRC (1); DG ECHO rescEU (2); EUCPT Leaders (2); National civil protection authorities (2); Donor (1)
<b>Integration between preparedness activities</b>		13 interviews	DG ECHO (5); DG ECHO (Interview on the Framework contract for ad hoc training (1); Expert in civil Protection (Training programme) (1); Expert in civil protection (PPP, Knowledge Network Partnership projects) (1); Expert in civil protection (lessons learnt programme, trainings, exercises (2); National civil protection authorities (2); Contractor carrying out Framework contract for ad hoc training (1).

### A5.3 Surveys

Survey	Responses received	Invitations sent
DG ECHO desk officers	38 responses	190



National authorities	<p>58 responses</p> <p>Member States: AT (2), BE (2), HR (1), CY (2), CZ (1), DK (2), EE (3), FI (2), FR (2), DE (3), EL (1), HU (1), IE (1), IT (1), LV (1), LT (1), MT (2), PL (4), PT (2), SK (1), SI (3), ES (1), SE (2), NL (3)</p> <p>Participating States: NO (2), TR (2)</p> <p>Third Countries: TN (2), Kosovo (1), EG (1), AZ (1), MD (2), GE (1), JO (1), DZ (1)</p>	400 <sup>8</sup>
Trainers/Training/Exercise Contractors/National training coordinators	59 responses	118
Experts in civil protection participating in UCPM activities	21 responses	136

<sup>8</sup> The survey was sent to all email addresses belonging to national authorities sent by DG ECHO, including national civil protection authorities, marine pollution authorities and other related services (such as fire fighting services).

## **ANNEX 6      APPROACH TO THE COST-BENEFIT ANALYSIS**

One of the elements the evaluation aimed to quantify, quantify and analyse was how costs and benefits evolved over time and how they compared to each other in order to assess the efficiency of the UCPM.

In light of the broad scope of the evaluation and known data limitations, it was decided to carry out:

- a) a qualitative assessment of the costs and benefits, how they compare to each other as well as of the level of efficiency (including wastage, best practices and opportunities for improvement) for the whole UCPM (all three pillars).
- b) a full-fledged CBA of some of the components of the UCPM in the framework of most of the case studies, namely UCPM activations in the context of forest fires, floods, the Beirut port explosion, the COVID-19 pandemic, and the Ukrainian crisis.

The qualitative assessment was done based on documentation review, the results of the survey and the feedback from interviews with Key Informants from various stakeholder groups, namely:

- DG ECHO desk officers
- EU Institutions and Agencies
- National authorities
- Professional organisations
- Experts in civil protection participating in UCPM activities; and
- International partners

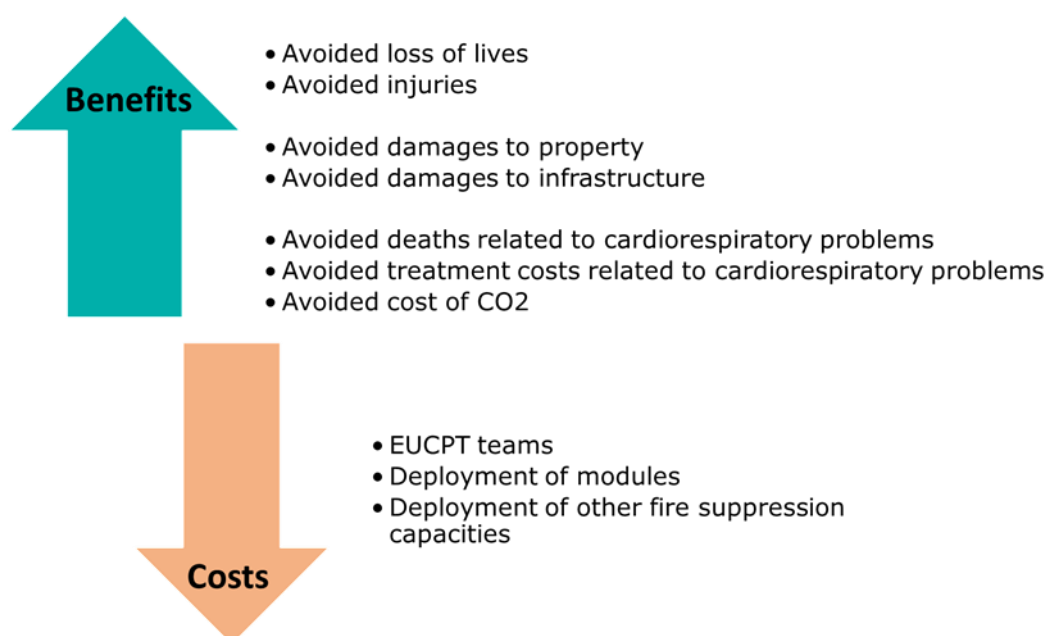
The assessment also included an analysis of the disaggregated budget per activity and per year, and when possible (given the availability of data and relevance) we calculated indicators of efficiency (e.g., cost of training per participant) and analysed their evolution over the evaluation period. The diversity, complexity and continuous expansion of the different UCPM activities/elements was taken into account when comparing costs across the years and, sometimes, rendered comparisons into not be appropriate. The addition to these, the lack of quantitative data on results also limited the calculation and analysis of efficiency indicators.

The qualitative assessment was to be complemented by a full-fledged CBA for the five case studies. The approach followed to carry out the full-fledged CBA for each case study was the following:

- Identify the main investment and operational costs incurred by the UCPM and national authorities to respond to each of the activations under analysis, relate to the cost for the UCPM to provide the response to the request (i.e., EUCTP teams, modules, and other fire suppression capacities) as well as the cost for UCPM to provide prevention and preparedness activities (including training, exercises, PPP, exchange of experts, etc). This was done by reviewing documentation and conducting interviews.
- Quantify the costs, by analysing budget data and, fill in gaps, by using market data to estimate the costs of resources used.
- Identify main types of benefits (e.g., lives saved, prevent injuries to people), and estimate the dimension of those benefits (e.g., how many lives were saved, how many avoided injured people), but reviewing documentation and interviewing key stakeholders.
- Carry out an estimate of the benefits by relying of unit costs from literature.
- Compare the costs with the benefits and conclude about the cost-effectiveness of the activations.

We followed the approach used by the World Bank<sup>9</sup> and the model developed for the European Forest Fire Information System (EFFIS)<sup>10</sup>, to develop simplified models for each UCPM activation covered in-depth by the case studies. Figure 1.1 provided depicts the model developed for the CBA in the context of the forest fires case study.

Figure 1. Simplified model for the CBA in the context of the forest fires case study



Source: ICF elaboration

After a review of the available documentation and data and consulting relevant stakeholders, the very limited collected data did not allow for a robust quantification of benefits that could be attributable to the support provided by the UCPM in any of the activations under scope.

The key data missing was mainly related to the results of the activations, such as:

- Estimation of the number of lives that would have been lost without UCPM support;
- Estimation of the number of people that would have been injured without UCPM support;
- Estimation of the number of property that would have been lost / damaged without UCPM support;
- Infrastructure that would have been lost / damaged without UCPM support.

Without this data, a quantitative comparison of the costs with the benefits was not possible and therefore it was decided to describe them in a qualitative way and provide a judgment when the data available data would allow it.

## ANNEX 7 CASE STUDY REPORTS

### A7.1 Forest fires

<sup>9</sup> World Bank. 2021. Investment in Disaster Risk Management in Europe Makes Economic Sense: Background Report. Economics for Disaster Prevention and Preparedness. © World Bank, Washington, DC.

<sup>10</sup> Pettenella, D., Marchetti, M., Marino, D., Marucci, A., Ottaviano, M. and Lasserre, B., 2008. Proposal for a harmonized methodology to assess socio-economic damages from forest fires in Europe.

### A7.1.1 Introduction to the case study

This case study examines the activation and functioning of the Union Civil Protection Mechanism (UCPM) in combatting forest fires between 2017 and 2022. The case study focuses on two of the Member States most affected by forest fires in that period and with the highest number of UCPM activations: namely, **Portugal** (burnt area 722,113 ha until 2021; seven UCPM activations) and **Italy** (burnt area 425,122 ha until 2021; five UCPM activations). Inputs were also gathered regarding a Member State that only recently activated the UCPM for the first time (**Czechia**); and for one of the third countries with prior experience in requesting UCPM activation in the area of forest fires, namely **Chile**.

The aim of the case study is to evaluate the effectiveness, efficiency, relevance, coherence and added value of the UCPM intervention on forest fires. The case study further highlights lessons learnt and outstanding challenges.

### A7.1.2 Context and nature of the emergency

This section will provide an overview of:

- The evolving context and nature of forest fires in Europe;
- Key developments in EU law and policy regarding forest fires;
- Activation of the Mechanism for forest fires;
- Key stakeholders involved in forest fires.

#### A7.1.2.1 Evolving context and nature of forest fires in Europe

Forest fires have continued to ravage European lands between 2017 and 2022, including large areas of Europe's Natura 2000 network (the network of protected areas for Europe's most valuable and threatened species and habitats).<sup>11</sup> The **origin** of the great majority of fires is anthropogenic, due to either deliberate acts or negligence.<sup>12</sup> Causes of fires need to be put in the broader context of climate change, which influences the number and extent of forest fires by affecting weather conditions as well as vegetation and fuels. Furthermore, prevention measures for forest fires – such as awareness raising, sustainable forest and land management practices – are essential to minimise the risk and impact of forest fires.<sup>13</sup>

While the total **burnt area** in Europe has steadily grown between 2018 and 2022 (see Table 3 and Figure 3), the worst year on record remains 2017 – and no unequivocal trend can be identified in terms of the number of fires (Figure 2). Broadening the temporal scope, while overall fire risk has increased in Europe since 1980 particularly due to conducive weather conditions, the total burnt area in the most affected Mediterranean region has actually slightly decreased.<sup>14</sup> However, as projections point to climate change considerably increasing forest fire risk in Europe – particularly in the Southern region, but also in Central Europe<sup>15</sup> –, current fire suppression capacities may be insufficient.<sup>16</sup>

As is shown in Table 2 and Figure 2, between 2017 and 2021 almost 300,000 **forest fire events** took place in Europe. Portugal, Spain, Italy and France accounted for over half of the number of all forest events. As far as burnt area is concerned, over the same period five countries in the south of Europe were the most affected (Portugal, Spain, Italy, Turkey and Greece), accounting for over 80% of the total burnt area; Portugal is a distant first due to the unprecedented fire season of 2017 (see Table 3 and Figure 3 below).

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<sup>11</sup> European Commission, "Natura 2000", [https://ec.europa.eu/environment/nature/natura2000/index\\_en.htm](https://ec.europa.eu/environment/nature/natura2000/index_en.htm).

<sup>12</sup> See the data reported by the relevant national authorities and included in the JRC technical reports on forest fires.

<sup>13</sup> JRC (2018) "Forest Fires in Europe, Middle East and North Africa 2017", pp. 6 and 9.

<sup>14</sup> European Environment Agency, "Forest fires in Europe", <https://www.eea.europa.eu/ims/forest-fires-in-europe>.

<sup>15</sup> European Environment Agency, "Forest fires in Europe", <https://www.eea.europa.eu/ims/forest-fires-in-europe>.

<sup>16</sup> Carnicer et al (2022) "Global warming is shifting the relationships between fire weather and realized fire-induced CO<sub>2</sub> emissions in Europe", *Nature* 12:10365.

Member States outside of the Mediterranean region were also impacted by forest fires, such as Poland and Sweden being also among the five countries most severely hit, in terms of number of forest fire events.

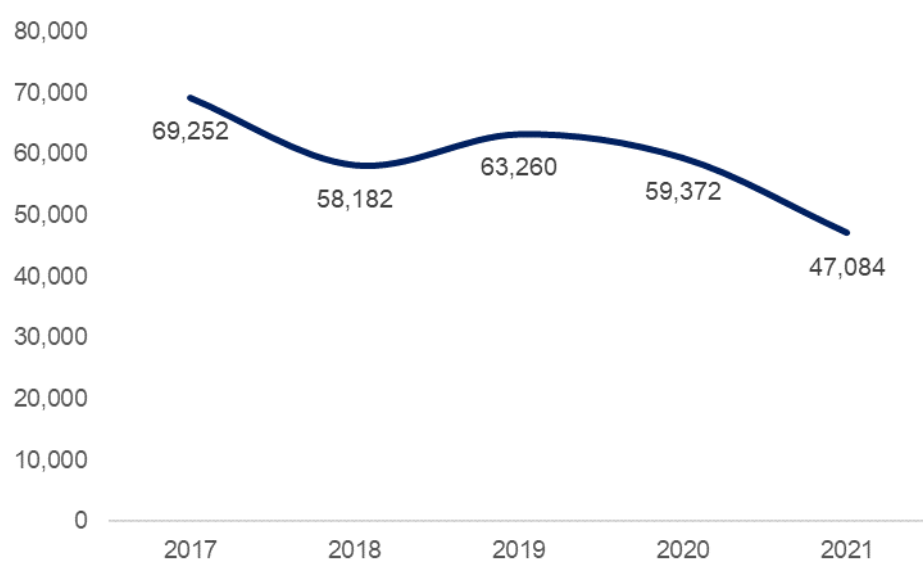
Table 2. Number of forest fires in Europe (2017-2021)

COUNTRY	2017	2018	2019	2020	2021	TOTAL (COUNTRY)
SLOVENIA	108	32	84	120	73	417
ESTONIA	61	230	143	24	32	490
SWITZERLAND	110	153	79	78	85	505
CYPRUS	92	131	99	108	111	541
SERBIA	222	62	189	81	75	629
NORTH MACEDONIA	301	19	251	48	113	732
CROATIA	329	54	123	142	116	764
LITHUANIA	80	211	279	157	46	773
SLOVAKIA	162	262	210	221	101	956
AUSTRIA	278	174	244	234	164	1,094
ROMANIA	447	158	425	627	278	1,935
BULGARIA	513	222	668	499	349	2,251
NORWAY	264	887	261	609	653	2,674
NETHERLANDS	321	949	548	724	212	2,754
LATVIA	423	972	1,107	581	448	3,531
GREECE	1,083	793	657	1,060	1,250	4,843
GERMANY	424	1,708	1,523	1,360	548	5,563
HUNGARY	1,454	530	2,088	1,239	1,154	6,465
FINLAND	881	2,427	1,458	1,260	1,231	7,257
UKRAINE	2,371	1,297	1,261	2,598	659	8,186
CZECHIA	966	2,033	1,963	2,081	1,517	8,560
TURKEY	2,411	2,167	2,688	3,399	2,793	13,458
FRANCE	4,429	3,027	5,728	7,961	4,739	25,884
ITALY	7,855	3,220	4,351	4,865	5,989	26,280
SWEDEN	5,276	8,181	5,483	5,305	4,087	28,332

<b>POLAND</b>	3,592	8,867	9,635	6,627	3,295	32,016
<b>SPAIN</b>	13,793	7,143	10,883	7,745	8,780	48,344
<b>PORTUGAL</b>	21,006	12,273	10,832	9,619	8,186	61,916
<b>TOTAL (YEAR)</b>	69,252	58,182	63,260	59,372	47,084	297,150

Source: ICF elaboration on the basis of JRC (2022) "Forest Fires in Europe, Middle East and North Africa 2021"

Figure 2. Number of forest fires in Europe (2017-2021)



Source: ICF elaboration on the basis of JRC (2022) "Forest Fires in Europe, Middle East and North Africa 2021"

Table 3. Burnt area (ha) in Europe (2017-2021)<sup>17</sup>

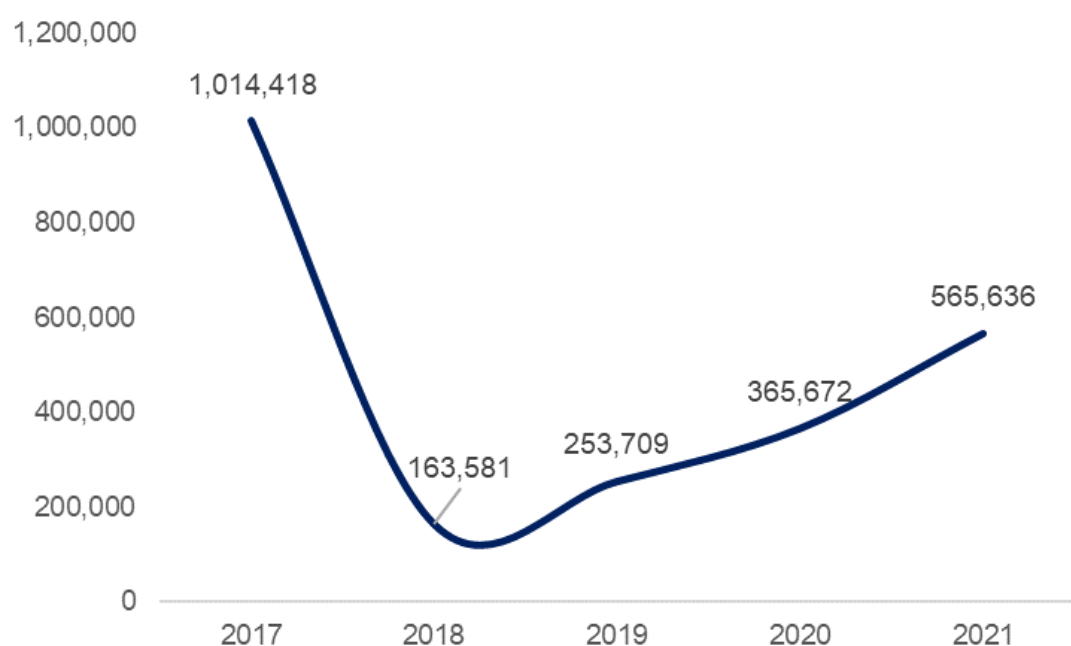
COUNTRY	2017	2018	2019	2020	2021	TOTAL (COUNTRY)
<b>AUSTRIA</b>	25	19	20	60	117	241
<b>SWITZERLAND</b>	118	69	31	26	35	279
<b>LITHUANIA</b>	53	110	200	64	11	438
<b>ESTONIA</b>	33	430	69	191	33	756
<b>SLOVENIA</b>	441	20	154	118	124	857
<b>SLOVAKIA</b>	295	248	462	477	159	1,641
<b>CZECHIA</b>	170	492	520	484	411	2,077
<b>NETHERLANDS</b>	232	639	250	1,072	18	2,211

<sup>17</sup> Countries are listed from the lowest to the highest number of forest fires over the period 2017-2021.

<b>FINLAND</b>	460	1,228	565	719	785	3,757
<b>LATVIA</b>	265	2,864	805	309	504	4,747
<b>GERMANY</b>	395	2,349	2,711	368	148	5,971
<b>NORWAY</b>	525	3,279	3,077	363	653	7,897
<b>CYPRUS</b>	428	1,136	733	1,305	6,612	10,214
<b>ROMANIA</b>	2,459	1,341	2,496	5,152	2,101	13,549
<b>POLAND</b>	1,023	2,696	3,572	8,417	894	16,602
<b>NORTH MACEDONIA</b>	5,619	95	4,834	68	6,796	17,412
<b>HUNGARY</b>	4,933	906	6,541	2,895	2,413	17,688
<b>SERBIA</b>	4,757	1,502	9,872	1,417	1,630	19,178
<b>BULGARIA</b>	4,569	1,453	5,620	5,258	3,143	20,043
<b>SWEDEN</b>	1,433	24,310	1,233	821	861	28,658
<b>UKRAINE</b>	5,474	1,367	1,065	74,623	289	82,818
<b>CROATIA</b>	48,543	1,506	2,180	23,994	6,660	82,883
<b>FRANCE</b>	26,641	5,193	24,133	18,451	15,114	89,532
<b>GREECE</b>	13,393	15,464	9,153	9,300	108,418	155,728
<b>TURKEY</b>	11,992	5,644	11,332	20,971	139,503	189,442
<b>ITALY</b>	161,987	19,481	36,034	55,656	151,964	425,122
<b>SPAIN</b>	178,234	25,162	83,963	65,923	87,880	441,162
<b>PORTUGAL</b>	539,921	44,578	42,084	67,170	28,360	722,113
<b>TOTAL (YEAR)</b>	1,014,418	163,581	253,709	365,672	565,636	2,363,016

Source: ICF elaboration on the basis of JRC (2022) "Forest Fires in Europe, Middle East and North Africa 2021",

Figure 3. Burnt area (ha) in Europe (2017-2021)



Source: ICF elaboration on the basis of JRC (2022) "Forest Fires in Europe, Middle East and North Africa 2021"

The summer of 2022 in Europe has been unprecedented in many ways, including:

- in terms of **burnt area** (750,000 ha up to 3 September);<sup>18</sup>
- **number of forest fires**, which "was higher than the long term average of 2006-2021".<sup>19</sup> The most affected countries were France, Spain and Portugal;<sup>20</sup>
- the highest level of **carbon emissions** since 2007.<sup>21</sup>

Regions outside of Europe were also increasingly affected by forest fires. Between the end of January and February 2023, 430,000 hectares of forests in Chile were destroyed by fires,<sup>22</sup> amidst a prolonged megadrought plaguing the country. The severity of the fires prompted the Chilean authorities to activate the UCPM for the second time, after the first one in 2017.

As regards the **damages** caused by forest fires, with particular regard to Portugal and Italy (Member States in focus for this case study), the number of casualties has always been <10, with the notable exception of the devastating 2017 forest fires in Portugal (see Table 4).

<sup>18</sup> Copernicus Atmosphere Monitoring Service (CAMS), "Europe's summer wildfire emissions highest in 15 years", September 2022, <https://atmosphere.copernicus.eu/europes-summer-wildfire-emissions-highest-15-years>.

<sup>19</sup> Sundström et al, "Summer 2022: exceptional wildfire season in Europe", December 2022, <https://www.eumetsat.int/summer-2022-exceptional-wildfire-season-europe>.

<sup>20</sup> Sundström et al, "Summer 2022: exceptional wildfire season in Europe", December 2022, <https://www.eumetsat.int/summer-2022-exceptional-wildfire-season-europe>.

<sup>21</sup> CAMS, above n 7.

<sup>22</sup> Reuters, "Wildfires in Chile raise 'great concern', says minister", 18 February 2023, <https://www.reuters.com/world/americas/wildfires-chile-raises-great-concern-says-minister-2023-02-18/>.



Table 4. Casualties due to forest fires (2017-2021)

Member State	2017	2018	2019	2020	2021
Italy	9	0 <sup>23</sup>	1	2	1 <sup>24</sup>
Portugal	114	N/A	N/A	9	6

### A7.1.3 Key developments in EU law and policy

The period 2017-2022 witnessed significant changes in the EU law and policy related to the prevention of, preparedness for, and response to forest fires.

#### A7.1.3.1 Main changes to the UCPM

The most significant change made to the UCPM during the period under consideration is arguably the creation, in 2019, of **rescEU** – a reserve pool of resources to which Member States and Participating States can draw on in “situations where overall existing capacities at national level and those pre-committed by Member States to the European Civil Protection Pool are not, in the circumstances, able to ensure an effective response to the various kinds of disasters”.<sup>25</sup> Significantly, aerial forest firefighting capacities were the first ones to be included in the reserve.<sup>26</sup> In 2022, 12 firefighting planes and 1 helicopter were contributed by Croatia, France, Greece, Italy, Spain, and Sweden;<sup>27</sup> and plans are under way to double the fleet in 2023 and 2024 and reach the full rescEU fleet in 2029.<sup>28</sup>

Other noteworthy developments for the UCPM in the period 2017-2022, which are relevant to forest fires, include efforts to put more emphasis on **prevention and preparedness** in the context of civil protection, including by

- providing for the development of “Union disaster resilience goals”,<sup>29</sup> which were recently outlined in a Commission Recommendation and Communication;<sup>30</sup>
- reinforcing the gathering, processing and dissemination of relevant knowledge through the establishment of the **Knowledge Network**, which includes civil protection and disaster management actors, centres of excellence, universities and researchers.<sup>31</sup>

Most recently in 2022, the Commission adopted the **Wildfire Prevention Action Plan**.<sup>32</sup> The action plan presents a comprehensive approach that encompasses ten key actions, strategically organised into three overarching themes. The first theme focuses on enhancing our capacity to prevent wildfires, emphasising the need for robust measures and resources to effectively tackle fire incidents. The second theme centres on improving knowledge about wildfires, which will inform proactive prevention strategies and enable

<sup>23</sup> While there was no casualty due to forest fires, vegetation fires caused 2 victims: JRC (2019) “Forest Fires in Europe, Middle East and North Africa 2018”, p. 42.

<sup>24</sup> Vegetation fires caused 7 further casualties: JRC (2022) “Forest Fires in Europe, Middle East and North Africa 2021”, p. 45.

<sup>25</sup> Decision (EU) 2019/420 of the European Parliament and of the Council of 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism, Article 12(1).

<sup>26</sup> Commission Implementing Decision (EU) 2019/570 of 8 April 2019.

<sup>27</sup> DG ECHO, “rescEU – Factsheet”, [https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/resceu\\_en](https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/resceu_en).

<sup>28</sup> DG ECHO, “UCPM Lessons Learnt Programme Meeting – Lessons Identified From 2022 Wildfire Season”, Lisbon, 10-11 January 2023.

<sup>29</sup> Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism.

<sup>30</sup> Commission Recommendation C(2023) 400 final of 8 February 2023 on Union disaster resilience goals; and Communication from the Commission COM(2023) 61 final of 8 February 2023 on European Union Disaster Resilience Goals: Acting together to deal with future emergencies.

<sup>31</sup> Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism; and Commission Implementing Decision (EU) 2021/1956 of 10 November 2021.

<sup>32</sup> [Wildfire Prevention Action Plan.pdf \(europa.eu\)](#)

timely response. Lastly, the plan emphasises the significance of increased financing for wildfire prevention actions, recognising the necessity of adequate resources to implement effective prevention measures. To ensure successful implementation, the plan emphasises reinforced dialogue and cooperation with Member States, based on a clear legal foundation and a well-defined set of proposed deliverables. This collaborative approach will help safeguard our precious forests from the devastating impact of wildfires and ensure their long-term preservation.<sup>33</sup>

In addition, in 2021, **fire fighters were ‘pre-positioned’** in Greece to help with the summer forest fire season. After positive Member and Participating State feedback, this effort has been renewed whereby 11 Member States will send almost 450 firefighters to be pre-positioned in France, Greece and Portugal for the forest fire season.<sup>34</sup>

#### *A7.1.3.2 Main changes to policy areas related to forest fires*

The **New EU Forest Strategy for 2030**, adopted in 2021, comprehensively deals with forests as multi-functional assets with a crucial role to play in combatting climate change, reversing biodiversity loss, safeguarding human health, and supporting socio-economic development – among others.<sup>35</sup> With a view to strengthening forest resilience, including against wildfires, the Strategy refers to the need to map and strictly protect primary and old-growth forests; implement sustainable and ecosystem-based forest management practices; include “restore and reforest better” conditions in disaster response and recovery; sustainably reforest and afforest (including by planting at least 3 billion additional trees by 2030); and strategically monitor and collect data on European forests. In the latter respect, the Commission committed to put forward a legislative **proposal for a Forest Observation, Reporting and Data Collection framework**, with a view to harmonising forest reporting in the EU and making data more accessible.<sup>36</sup> An online public consultation on the proposal was held between 25 August and 17 November 2022.

The New EU Forest Strategy is strictly connected to other crucial pieces of EU legislation and policy. The Strategy itself mentions the **Common Agricultural Policy (CAP)**, which, between 2014 and 2020, allocated to forestry EUR 6.7 billion, 24% of which funding was specifically targeted at the prevention of forest fires and disasters. As a consequence of implementation shortcomings, the new CAP (2023-2027) is expected to focus more on forestry, including in the Commission’s assessment of CAP Strategic Plans drawn up by Member States.<sup>37</sup>

Forest conservation and sustainable management is also closely related to the protection of biodiversity – forest being among the richest areas in terms of biodiversity. Accordingly, the **EU Biodiversity Strategy for 2030** refers, among others, to the strict protection of all EU primary and old-growth forests; the strengthening of the quantity, quality and resilience of EU forests; the continued engagement of the Commission, in cooperation with Member States, in the prevention and response to major forest fires; and the further development of the Forest Information System for Europe. On the basis of the Strategy and following a public consultation, in June 2022 the Commission adopted a proposal for a **Regulation on Nature Restoration**,<sup>38</sup> which aims to restore all degraded ecosystems (including forest ecosystems) by 2050 and ecosystems covering at least 20% of EU land and sea by 2030. The proposal is currently under discussion and might require some amendments, including to align it with the global goals agreed on at the

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<sup>33</sup> European Commission, DG ECHO (2023): Lessons learnt wildfires and floods: Reinforcing prevention

<sup>34</sup> European Commission – DG ECHO. (2023). ‘Success is based on preparation’ – ERCC ready for the 2023 wildfire season. As of 29/06/2023 available at: ‘[Success is based on preparation’ – ERCC ready for the 2023 wildfire season](#) | UCP Knowledge Network: Applied knowledge for action ([europa.eu](#)); Minutes from Lessons Learnt Programme Annual Meeting 24/25 April 2023.

<sup>35</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, “New EU Forest Strategy for 2030”, 16 July 2021, COM(2021) 572 final.

<sup>36</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, “New EU Forest Strategy for 2030”, 16 July 2021, COM(2021) 572 final.

<sup>37</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, “New EU Forest Strategy for 2030”, 16 July 2021, COM(2021) 572 final.

<sup>38</sup> Proposal COM(2022) 304 final of 22 June 2022 for a Regulation of the European Parliament and of the Council on nature restoration.

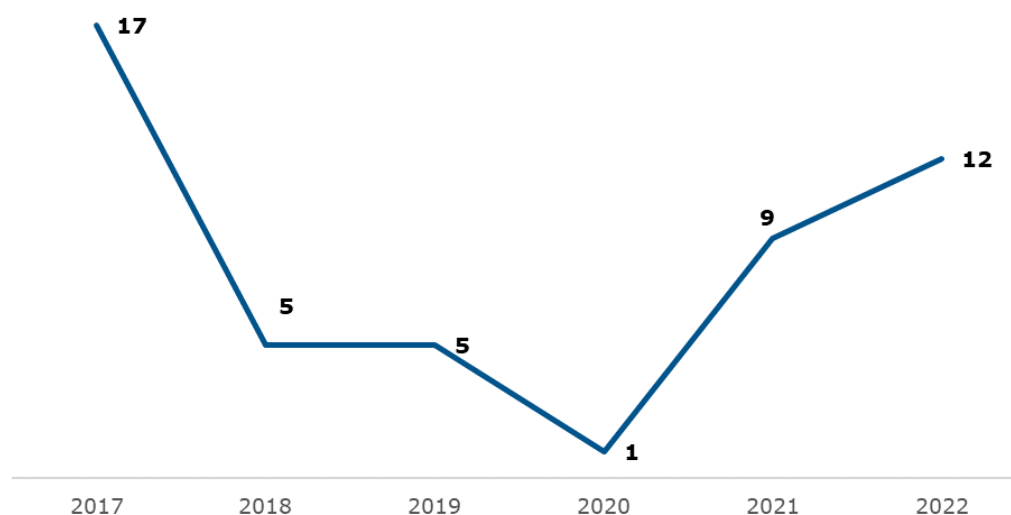
15<sup>th</sup> meeting of the Conference of the Parties to the **Convention on Biological Diversity** (Montreal, December 2022).<sup>39</sup>

Finally, in light of the crucial role that forests play in sequestering and storing carbon and in facilitating adaptation to climate change (including by limiting coastal erosion, regulating water flows, and providing socio-economic benefits to local communities), forests are also an integral part of the EU's strategy to fight climate change and its effects and implement the Paris Agreement. Accordingly, the **European Green Deal** and the so-called European Climate Law refer to the role of forests in mitigating and adapting to climate change.<sup>40</sup> Furthermore, the **2021 EU Strategy on Adaptation to Climate Change**<sup>41</sup> includes the sustainable management of forests among effective nature-based solutions for adaptation.

#### A7.1.4 Activation of the Mechanism

UCPM has been activated a total of 49 times between 2017 and 2022. The highest number of activations took place in 2017 followed by 2022.

Figure 4. Total number of UCPM activations for forest fires between 2017-2022



Source: ICF elaboration, based on DG Annual reports and DG ECHO internal data

#### A7.1.5 Key stakeholders involved

##### A7.1.5.1 National level

The competent authorities in the two Member States examined more closely in the study (that is, Portugal and Italy) as well as in the third country considered (Chile) are mapped below:

#### Portugal

<sup>39</sup> Hildt and Agapakis, "Biodiversity: the EU and the race against time", Social Europe, 21 December 2022, <https://www.socialeurope.eu/biodiversity-the-eu-and-the-race-against-time>.

<sup>40</sup> Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions, "The European Green Deal", 11 December 2019, COM(2019) 640 final; and Regulation (EU) 2021/1119 of the European Parliament and of the Council of 30 June 2021 establishing the framework for achieving climate neutrality and amending Regulations (EC) No 401/2009 and (EU) 2018/1999 ("European Climate Law").

<sup>41</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, "Forging a climate-resilient Europe - the new EU Strategy on Adaptation to Climate Change", 24 February 2021, COM(2021) 82 final.

Civil protection in Portugal is structured around three main levels – national, regional and local. The **Portuguese National Authority for Emergency and Civil Protection**, which operates under the Ministry of Home Affairs, is responsible for the planning, coordination and implementation of civil protection policies at all stages of the disaster management cycle (prevention, preparedness, response and relief).<sup>42</sup> Municipalities, on their part, also develop their own risk assessment plans, awareness campaigns, and training activities; they further provide a first response to fire events.<sup>43</sup> In the case of fire events, responsibility is then transferred to the level which is more appropriate in light of the size and type of emergency.

Among the relevant bodies recently instituted is the **Agency for Integrated Rural Fire Management** (“Agência para a Gestão Integrada de Fogos Rurais”, AGIF), which was created in 2017 within the Presidency of the Council of Ministers and is entrusted with the planning, strategic coordination and assessment of the Integrated Rural Fire Management System.<sup>44</sup> In this capacity, AGIF currently monitors the implementation of 97 projects aimed at realising the National Plan for Integrated Rural Fire Management.<sup>45</sup> One of the main aims of AGIF is to redress the imbalance – both in terms of investments and culture – between the prevention and response to forest fires.<sup>46</sup> In Portugal, both prevention and response efforts are made difficult by the peculiar situation of forest ownership which characterises the country – where only 3% of forests are owned by the state and private forests are extremely fragmented (around 750,000 estimated owners) or have no known owner.<sup>47</sup>

### Italy

The Civil Protection Code identifies the state, regions and autonomous provinces, and municipalities as the components of the National Civil Protection Service. The Code further lists the “operational structures” of the National Civil Protection Service, which include the national fire and rescue service, the armed forces, police forces, relevant research institutes, the healthcare system, and meteorological services.<sup>48</sup>

Since the end of the 1990s, an increasing number of responsibilities across the disaster management cycle have been attributed to regions and municipalities. At the central level, the **Civil Protection Department** – established under the Presidency of the Council of Ministers, but whose status might change after the recent creation of the Ministry for Civil Protection and Sea Policies<sup>49</sup> – directs and coordinates the National Civil Protection Service, represents it abroad, and intervenes when emergencies exceed the capacities of local authorities.

**Regions** have the primary competence for the prevention of, preparedness for and response to forest fires. This leads to significant differences in terms of both the approach and resources available to address forest fires (for instance, the Basilicata Region has no helicopter). A Civil Protection Commission has been created within the Conference of Italian regions and autonomous provinces, to ensure better coordination among regional authorities. Should the response to a fire exceed regional capacities, the Civil Protection Department – through the Unified Aerial Operations Center (“Centro operativo aereo unificato”, COAU) –

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<sup>42</sup> DG ECHO, “The national disaster management system – Portugal”, [https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/national-disaster-management-system/portugal\\_en](https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/national-disaster-management-system/portugal_en).

<sup>43</sup> DG ECHO, “The national disaster management system – Portugal”, [https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/national-disaster-management-system/portugal\\_en](https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/national-disaster-management-system/portugal_en).

<sup>44</sup> Resolution of the Council of Ministers (Portugal) of 27 October 2017, no. 157-A/2017.

<sup>45</sup> Almeida Gomes, “Measures taken after the fires of 2017, evaluation of the 2022 season and challenges ahead”, 45th Meeting of the Expert Group on Forest Fires, 7 December 2022.

<sup>46</sup> AGIF, “Investment in the SGIFR”, <https://www.agif.pt/en/investment-in-the-sgifr>.

<sup>47</sup> Agência Portuguesa do Ambiente, “National Forestry Accounting Plan Portugal 2021-2025”, 2020, [https://apambiente.pt/sites/default/files/\\_Clima/Mitiga%C3%A7%C3%A3o/Plano%20Contabilidade%20Florestal%20Nacional%202021-2025/National%20Forestry%20Accounting%20Plan\\_Revised%20version%20january%202020.pdf](https://apambiente.pt/sites/default/files/_Clima/Mitiga%C3%A7%C3%A3o/Plano%20Contabilidade%20Florestal%20Nacional%202021-2025/National%20Forestry%20Accounting%20Plan_Revised%20version%20january%202020.pdf); and interview with Portuguese civil protection authorities.

<sup>48</sup> Law-Decree of 2 January 2018, no. 1 (“Civil Protection Code”).

<sup>49</sup> The new Ministry was created in November 2022, after the parliamentary elections that led to the establishment of a new government in Italy.

ensures and coordinates the support of the national aerial fleet. It is also for the Civil Protection Department to request the activation of the UCPM.

As is shown below in Section 2, the fact that the main competences in the matter of forest fires are attributed to decentralised entities might lead to information gaps about the UCPM and EU resources on the part of those entities that are more directly involved in the fight against forest fires but have more limited interactions with the EU level.

### Chile

The National Forest Corporation (“Corporación Nacional Foresta”, CONAF) has the primary role in the sustainable management and conservation of Chilean forests, including through the prevention, monitoring and suppression of forest fires. CONAF is particular in that it is a private entity that is, nonetheless, structurally dependent on and reporting to the Ministry of Agriculture. The National Service for the Prevention and Response to Disasters (“Servicio Nacional de Prevención y Respuesta ante Desastres, SENAPRED”), which recently replaced the National Office of Emergency of the Interior Ministry, is entrusted with the coordination of both the response to forest fires and their prevention (while the former Office of Emergency was only competent regarding response). SENAPRED therefore coordinates CONAF and the other actors involved in the fight against forest fires, who include firefighters (“bomberos”, who are volunteers); the armed forces (generally recruits, rather than professional personnel); and also private entities, such as corporations in the forestry sector, which put their resources (human and material, including aerial ones) at the disposal of the State in case of emergency.

#### A7.1.5.2 EU level

At EU level, the following mechanisms and tools have been identified as specific or particularly relevant to the fight against forest fires:

Tasked with the primary responsibility of implementing the UCPM in all its components, **DG ECHO** is the point of reference for Member States, Participating States, third countries and other stakeholders throughout all phases of the disaster management cycle, including with respect to forest fires. Among others, DG ECHO promotes awareness-raising activities on the risk of forest fires; facilitates the exchange of knowledge on and best practices in forest fire prevention and suppression; manages a training programme; organises meetings in preparation of the annual fire seasons and lessons learnt meetings at the end of the season, as well as thematic workshops; manages the Emergency Response Coordination Centre (ERCC) and the Common Emergency Communication and Information System (CECIS); and defines and deploys rescEU resources. Also, DG ECHO’s UCPM Knowledge Network serves to fill information and communication gaps (on which see more below, in Section 2.1) that currently affect the relationship between the UCPM and national and sub-national operational officials. The full operationalisation of the Network and the better dissemination of its outputs will continue in the years ahead.

The **EU Earth Observation Programme** (Copernicus), managed by the European Commission, provides information from satellite earth observation and in-situ data which, among others, allows both for forest mapping and for the monitoring of forest fires. The **Copernicus Emergency Management Service** (Copernicus EMS) is particularly relevant to the management of forest fires, as it can provide detailed and real-time maps to first responders (a service that is much appreciated by the operational officials interviewed for this case study), as well as maps for prevention and preparedness purposes. In addition to the provision of maps, Copernicus EMS also plays an early warning function through the

**European Forest Fire Information System (EFFIS)** monitors forest fires over the whole cycle – from issuing fire danger fire forecasts to providing information on active fires, burnt areas and post-event damages. EFFIS also gathers online news related to forest fires in Europe, the Middle East and North Africa.<sup>50</sup> EFFIS is supported by the **Expert Group on Forest Fires**, which is a network of experts from 43 countries and from

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<sup>50</sup> EFFIS, “Firenews”, <https://effis.jrc.ec.europa.eu/apps/firenews.viewer/>.

international organisations. The Expert Group plays an advisory role with respect to forest fire prevention practices as well as with respect to the development of EFFIS.

**Forest Information System for Europe (FISE)**, developed by the European Commission and the European Environment Agency (EEA), aggregates information and knowledge about the state of Europe's forests, primarily by relying on EU and EEA Member States. While FISE is not focused on forest fires as such, the data and knowledge that it collects regarding forests, their health, and their sustainable management can importantly contribute to the prevention of forest fires especially; and they are relevant to the whole fire cycle more generally.

#### A7.1.6 Case study findings

This section provides the case study findings per evaluation criteria: effectiveness, efficiency, relevance, coherence, EU added value.

##### A7.1.6.1 Effectiveness

**The Member States under consideration for this case study relied to a significant extent on the UCPM to respond to major forest fires, which they were unable to address nationally or using the bilateral agreements with bordering States**, due to the scale of the fires or the peculiar characteristics of the fires or terrains. This is evidence that the UCPM has been generally effective: the case study only found one case where a Member State – Italy – sending its Canadairs (water bomber aircraft) to another country – Albania – felt that they were not really necessary considering the context and the reality on the ground. All respondents indicated the UCPM as the **most effective mechanism for the response** to major fire outbreaks.

When it comes to **prevention and preparedness** policies and tools offered under the UCPM were less significant in terms of size, but nevertheless stimulated Member and Participating States to change and innovate their internal policies. In this frame, the UCPM funded projects implemented in 2021 and 2022 by partners from 16 Member and Participating States focusing on the development of cross border risk assessments, definitely contributing to improved regional and cross-sectoral coordination and prevention (for example, in the area of marine pollution accidents). As far as preparedness is concerned, the enhanced financing for the ECPP and the progressive development of rescEU capacities, as well as the increasingly diversified training and exercise programme and the launch, in 2021, of the Knowledge Network, contributed significantly to the effectiveness of the UCPM. At any rate, the “stimulation effect” produced by the EU sectoral policies at the domestic level was extremely significant and relevant.<sup>51</sup> Nevertheless, for instance, regional authorities in Italy did not seem to be fully aware of the UCPM role in prevention and preparedness – a lack of knowledge which hampers the effectiveness of the Mechanism in these areas. As a result, the Mechanism comes to be identified exclusively as aerial support in the response phase. This position was shared by AGIF in Portugal. On the other hand, funds available through Horizon Europe (and, before, Horizon 2020) and LIFE projects were more well-known and used also for prevention and preparedness activities related to forest fires.

**The UCPM indirectly contributed also to reinforce bilateral and sub-regional cooperation by reinforcing national capacities and assets to deal with forest fire management.** This is due, among others, to the harmonisation of assets, joint training opportunities, and participation in EU MODEX, which significantly improved the ability of Member and Participating States to be more effective in case of activation of bilateral agreements. An interviewee also highlighted a – positive – shift in the narrative of DG ECHO, which now puts less emphasis on the role played by the EU and more on the need to develop national capacities and conclude bilateral agreements (under the EU umbrella).<sup>52</sup>

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<sup>51</sup> Interviews with national authorities (2) and regional civil protection official (3).

<sup>52</sup> Interview with national civil protection official (1).

Relatedly, a majority of the respondents from national civil protection authorities recognised that participation of national staff in **UCPM operations inside and outside Europe has had a significant and beneficial impact on their own capacities**, as those participating in the operations abroad were exposed to innovative techniques, challenges and technologies, which widened their technical knowledge.<sup>53</sup> This knowledge has been transferred to their national institutions for wider dissemination and increased impact. Accordingly, it would be useful to provide Member and Participating States – through UCPM operations – with the opportunity to avail themselves of specific techniques. For example, the “counter-fire” technique to deal with large forest fires has been used, so far, by a limited number of EU countries/regions (for example, Tuscany Region in Italy); while other countries are keen to learn more about this innovative tool, this has not been possible so far.

The development of national capacities is also a crucial element of UCPM interventions in **third countries**: for instance, at the end of the 2017 UCPM mission in Chile, an expert team addressed a number of recommendations to the national authorities with a view to improving the country’s preparedness for and response to forest fires. The implementation of the 2017 recommendations has been recently scrutinised by another expert team on the occasion of the 2023 activation. An executive summary has already been favourably received by the competent Chilean authorities, as it reinforces the findings by CONAF (the Chilean National Forest Corporation), while also highlighting further areas for improvement.

Overall, in the last five years, Member and Participating States have strengthened their capacity to deal effectively with forest fires, and this happened, to a large extent, thanks to the work carried out in the frame of the UCPM (through training, assets and modules standardisation, increasing focus on preparedness and prevention etc.). Nevertheless, considerable differences still exist between the capabilities of Southern Member States and those of Central/Northern Europe’s countries – a gap that the UCPM should aim to gradually close. Additionally, UCPM missions in third countries might raise further challenges in terms of interoperability, with direct impacts on the effectiveness of the response: for instance, the 144 firefighters generously offered by Portugal to combat the 2023 Chile forest fires could not always be accommodated by the local transportation capacities.

The launch of **rescEU** has also represented a crucial element in making the response more effective, especially considering that recent statistics demonstrate that wildfires are increasing in number and size, very often happening simultaneously, and making it difficult to count solely on the solidarity of other Member or Participating States. A new layer of common resources is critical to avoid situations, like the 2017 fire season, when the UCPM was not able to fulfil all requests due to the severity of fires affecting multiple Member and Participating States simultaneously.<sup>54</sup> In order to ensure the promptest response to forest fires, one interviewee maintained that consideration should be given to activate rescEU resources immediately, once a request for assistance is received, and not only after the exhaustion of national voluntary contributions through the European Civil Protection Pool.<sup>55</sup> This is because of the shorter time of deployability for rescEU assets/modules compared to the response time of voluntary contributions by Member and Participating States (which take at least 12 hours to be deployed from the request for activation).

The **rapid reaction capability** demonstrated by the UCPM and Member and Participating States has been generally appreciated. Especially those States which only recently experienced severe wildfires (such as Czechia and Slovenia, which both activated the UCPM for the first time in 2022) expressed, during the Lisbon 2023 Lessons Learnt meeting, full satisfaction with the rapidity of the response and the generosity of the offers received. This was confirmed in the interview with an official from the Czech civil protection authority, who also maintained that the suppression of the fires was more rapid thanks to UCPM aerial support. The UCPM response was prompt also in the case of emergencies outside the European region: the timeliness of the response was highly appreciated by the Chilean authorities on the occasion of the

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<sup>53</sup> Interviews with national authorities (3).

<sup>54</sup> Interview with national policymaker (1).

<sup>55</sup> Interview with regional civil protection official (1).



February 2023 activation, notwithstanding the simultaneous involvement of the Mechanism in Russia's war of aggression against Ukraine and the Turkey–Syria earthquake.

#### A7.1.6.2 Efficiency

The majority of interviewees raised no specific concern regarding the **cost-effectiveness** of UCPM support. However, an interviewee noted how there is no detailed assessment of how efficiently the funds and, more generally, the resources are being used in the response phase, especially not in real time, as is the case in other countries (such as the US).<sup>56</sup> This would be important also for estimating, in a more accurate manner, the cost-effectiveness of prevention and preparedness policies.

Stakeholders also noted their expectations that the funds available for the UCPM will be increased to face emerging challenges, such as the rapid increase in forest fires. Another concern raised by stakeholders was the availability of funds not only to start new activities and policies at the national level (especially for prevention), but also to maintain them throughout the years.

Nevertheless, the fact that the knowledge transferred through trainings, publications and platforms, as well as information regarding funding opportunities, are not widely disseminated might raise issues of inefficiency, especially as regards **prevention and preparedness** activities.

#### Analysis of the costs and benefits of the UCPM support to Portugal and Italy

As highlighted in the Effectiveness section, stakeholders recognised benefits of the UCPM support. These benefits were related not only to the UCPM response to the activation requests by Portugal and Italy (and its effect in addressing the forest fires), but also to prevention and preparedness activities offered by UCPM to the two countries, including a “stimulation effect” and capacity building (and their effect on preventing and addressing the forest fires).

The corresponding incremental UCPM costs relate to the cost for the UCPM to provide the response to the request (i.e., EUCTP teams, modules, and other fire suppression capacities) as well as the cost for UCPM to provide prevention and preparedness activities (including training, exercises, PPP, exchange of experts, etc).

Following the approach used by the World Bank<sup>57</sup> and the model developed for the European Forest Fire Information System (EFFIS),<sup>58</sup> a simplified model was developed to quantify the benefits and costs of the UCPM activations covered in the context of the case study (see Figure 5). The focus was on socio-economic benefits and costs related to the provided UCPM support as a result of the UCPM activations by Portugal and Italy, to addressing the forest fires.

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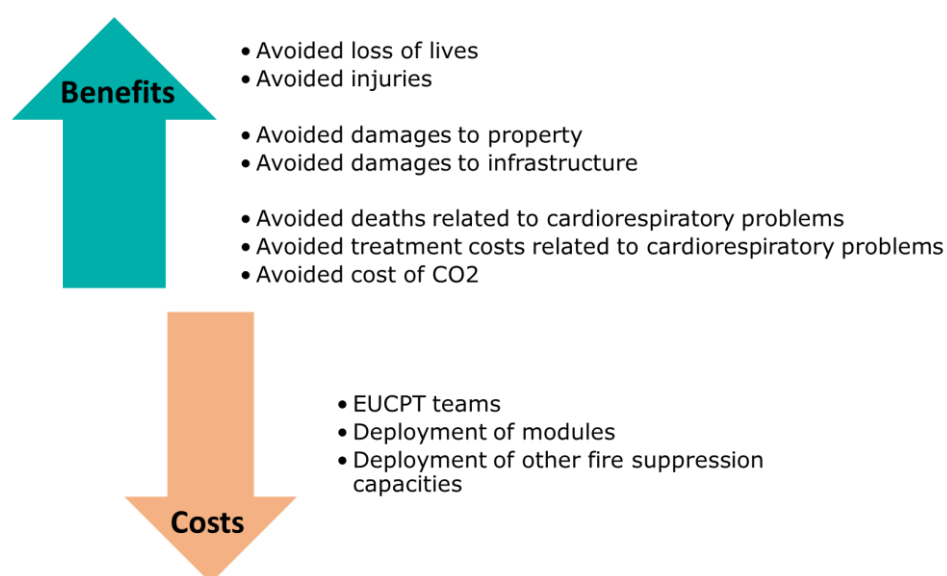
<sup>56</sup> Interview with national civil protection official (1).

<sup>57</sup> World Bank. 2021. Investment in Disaster Risk Management in Europe Makes Economic Sense: Background Report. Economics for Disaster Prevention and Preparedness. © World Bank, Washington, DC.

<sup>58</sup> Pettenella, D., Marchetti, M., Marino, D., Marucci, A., Ottaviano, M. and Lasserre, B., 2008. Proposal for a harmonized methodology to assess socio-economic damages from forest fires in Europe.



Figure 5. Simplified model for the CBA



Source: ICF elaboration

The quantification of each benefit and cost was to be done following the World bank and the EFFIS model. However, after a review of the available documentation and data and consulting relevant stakeholders, the very limited collected data did not allow for a robust quantification of benefits that could be attributable to the support provided by the UCPM.

The key data missing was:

- Exact location where the support was provided;
- Estimation of the additional burned area without UCPM support (hectares);
- Estimation of the number of lives that would have been lost without UCPM support;
- Estimation of the number of people that would have been injured without UCPM support;
- Estimation of the number of property that would have been lost / damaged without UCPM support;
- Infrastructure that would have been lost / damaged without UCPM support.

#### A7.1.6.3 Relevance

Data suggests that UCPM activities have been and will increasingly be relevant to combatting forest fires. Forest fires have become, especially in the last years and as a consequence of climate change, a crucial and dramatic challenge worldwide. The magnitude and simultaneity of these phenomena are of such a nature to exhaust rapidly the national reaction and response capacities. The possibility to count on the support of the UCPM in such cases makes this mechanism a fundamental element to address urgent national needs. Although Member and Participating States could seek assistance on a bilateral basis, the number and nature of forest fire-related activations of the Mechanism over the 2017-2022 evaluation period clearly testify to its relevance, as a majority of the requests for UCPM activation were related to forest fires. This was confirmed by the interviewees, virtually all of whom had a **strongly positive opinion about the relevance** of the UCPM in the area under scrutiny. While a few years ago this opinion was mainly shared by the Southern European countries, in the period under consideration it has gained significant support also among the Central and Northern European countries which, unfortunately, have also been recently affected by severe forest fires. Indeed, the impact of climate change on the number and intensity of forest

fires was identified as the main change (already under way, but increasingly relevant in the future) that the UCPM should address.

Regarding the relevance of UCPM activities to national needs, it was also pointed out by an interviewee that EU institutions – and DG ECHO in particular – are now paying more attention to the needs and views of Member and Participating States, which are consistently consulted in the decision-making process.<sup>59</sup> The fact that lessons learnt meetings are now held in different Member States – rather than in Brussels – was considered additional evidence of this new approach and described as a positive development. In this frame, the **UCPM training programme and EU MODEX** have been considered crucial tools to meet the specific needs of Member and Participating States on forest fires. EU MODEX scenarios in particular have been perceived as becoming increasingly realistic.

The **rebalancing of the weight given to preparedness, prevention and response** policies and activities within the EU on forest fires was appreciated by key stakeholders and considered a further indication of the persisting relevance of the UCPM.<sup>60</sup> Nevertheless, according to a majority of respondents from national and regional civil protection authorities, prevention (especially) and preparedness action should be further strengthened at the EU level and greater efforts should be made to make such action known at the national level, so that the competent national (and sub-national) authorities could make better use of EU resources, tools, guidelines, and best practices.<sup>61</sup> Still, such re-balancing of priorities has already transferred at national level and inspired domestic policies and actions.

The large majority of stakeholders appreciated the **flexibility of the Mechanism** and, even more importantly, the **ability to adapt and respond quickly to new situations**.<sup>62</sup> The launch of the rescEU reserve has been mentioned as a good example of the flexibility and innovation capacity of the UCPM to remain relevant, together with the recent, prompt decision to increase the rescEU aerial fleet. The adaptability of the UCPM training programme and EU MODEX has also been commended and considered evidence of the flexibility of the Mechanism.

The opportunities offered under the UCPM to exchange knowledge, information, practices and expertise with other interested partners have represented a unique tool also in terms of learning and building their own capacities. However, **there remains an issue of ensuring that the knowledge gained through training is widely shared at the national level**; and that the information and knowledge tools developed at the EU level are made easily accessible to all interested officials at the national and sub-national levels. An e-learning programme made available by DG ECHO was not mentioned by any of the respondents.

To make the UCPM even more relevant, the following **suggestions** emerged:<sup>63</sup>

- the pre-positioning of the necessary tools for the fight against forest fires is an important exercise which should be continued and reinforced;
- the time of response should be reduced by using airlift or other appropriate way of transportation;
- more attention should be paid to awareness-raising campaigns: not only to sensitise citizens on the risk of forest fires, but also to inform them better about how to behave correctly during the outbreak of massive forest fires. An EU-wide campaign or at least EU guidelines on these aspects would be much appreciated by national and sub-national authorities. This is especially important considering that the increased movement of tourists to Mediterranean countries in the summer provoked the outbreak of various fires, due to the tourists' lack of awareness about the potential consequences of their actions (for example, lighting an open-air barbecue in a fire-prone area);

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<sup>59</sup> Interview with national civil protection official (1).

<sup>60</sup> Interviews with national authorities (4), and regional civil protection official (1).

<sup>61</sup> Interviews with national authorities (4), and regional civil protection official (1).

<sup>62</sup> Interviews with national authorities (5), and regional civil protection official (2).

<sup>63</sup> DG ECHO, "UCPM Lessons Learnt Programme Meeting – Lessons Identified From 2022 Wildfire Season", Lisbon, 10-11 January 2023; and interviews with national civil protection officials (2) and regional civil protection officials (2).

- more efforts should be made to involve, in the shaping of the new EU policies related to forest fires, actors that are concerned with prevention, preparedness and response to them (for example, regional authorities in Italy);
- the number of assets available should be increased, as in the last years there was an excessive gap between requests and availability (especially as far as aerial means are concerned);
- expectations should be managed and it should be made clear what kind of resources are available depending on the context of the emergency (see the impossibility to send firefighting aircrafts for transoceanic missions).

#### A7.1.6.4 Coherence

UCPM activities in the field of forest fires have been not only coherent with and complemented by national interventions. There were no significant contradictions between the two levels (European and national) in terms of policies and implementing regulations.

According to several of the national officials interviewed, there is still **room to improve the coherence between UCPM activities and various EU policies** on areas which have an impact on forest fires, such as the common agricultural policy, environmental policies, regulations of protected areas, and the EU Biodiversity Strategy. Many of these policies, strategies and implementing laws do not seem always perfectly aligned with the needs to prevent and manage forest fires, which are at the core of the UCPM mandate. As a concrete example, it has been mentioned that sometimes an excessively stringent regulation of the activities which can be carried out in **protected areas**, are or might be incompatible with proper prevention activities. The Commission recently restated (during the Lisbon 2023 Lessons Learnt meeting) that limited and well controlled activities, including natural disaster prevention ones, that either do not interfere with natural processes or enhance them will be allowed also in protected areas, on a case-by-case assessment. However, doubts remain on the applicability of this procedure. This is even more relevant as only in 2022 about 3300 km<sup>2</sup> of Natura 2000 areas burnt down. With a view to strengthening coherence, it was also suggested during the interviews that, in preparation of the forest fire season, meetings could be organised with EU actors other than the UCPM and DG ECHO to discuss cross-sectoral issues, such as the issue of cleaning of forests and adjacent areas to prevent or minimise the extent of forest fires.<sup>64</sup> Overall, the risk was highlighted of a culture of working in silos that prevents a holistic approach to a complex issue such as that of forest fires, thereby allowing the UCPM to address only the consequences – and not the causes – of the phenomenon. Additionally, an area that appears to have been particularly neglected in the UCPM context and where coordination between the UCPM and other EU policies would be crucial, is the development of appropriate “forest restoration strategies” to be implemented after wildfires, in line with the New EU Forest Strategy for 2030.

In both Italy and Portugal, most of those interviewed expressed their appreciation for the synergies created between UCPM and national level activities, not only in the dramatic moment of the response to the forest fires, but also in the **prevention and preparedness** phases. For example, Portugal has very much benefitted from the outcomes of the Advisory Mission in 2018 with a special focus on prevention and preparedness. This has been crucial to support Portugal in improving its disaster preparedness and prevention activities and in making them more effective, also on the basis of exchanges of lessons learnt in other countries. This notwithstanding, advisory missions do not appear to have been used frequently by other Member and Participating States in the period under consideration, at least in relation to forest fires. This underlines the need for more awareness raising on the availability of advisory missions between Member and Participating States.

In the specific case of forest fires, due to their peculiar nature, there have never been significant problems of coordination/cooperation/synergy with other international activities, especially in the moment of response. As already mentioned, only bilateral cooperation is usually activated but with no significant

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<sup>64</sup> Interviews with national civil protection officials (2).

problems of coherence with the EU activities: this is due to the fact that bilateral tools are used only to deal with relatively minor events for which there is no need to request the assistance of the UCPM. The situation is partially different for activations outside Europe: here opportunities for complementarity might need to be further explored, in light of the limitations of the UCPM intervention in regions far away from Europe (for instance, requests for firefighting aircrafts by distant countries – like the one made by Chile in 2023 – cannot be satisfied by the UCPM). Accordingly, the opening of a few training courses organised in the frame of the UCPM for officials from the UN has to be welcomed as a positive step to better integrate the work of the two organisations.

#### *A7.1.6.5 EU added value*

From the data collected,<sup>65</sup> it emerges that the UCPM's work in the field of forest fires in the period under consideration (2017-2022) provided undoubtedly an added value to the work that is already conducted at the national and or international level. This conclusion is based on several arguments:

- Only with the support of the EU it has been possible to develop **new technologies and practices**, many of them as an output of EU-financed research projects, to better deal with the various phases of forest fire management.
- The pivotal EU Forest Strategy, parts of which are devoted to forest fire management, has positively stimulated Member States (for example, as mentioned, Italy) to adopt similar policies which proved to be fundamental for a more integrated approach to the issue at stake.
- All those interviewed confirmed clearly that the increasing frequency and intensity of forest fires, due to climate change, makes every country more prone to risks of devastating events and, at the same time, more dependent on the cooperation of the EU in the response phase. Bilateral agreements, usually between bordering or nearby countries, although appropriate for dealing with minor events, might not be applicable, if the same emergency occurs in the entire region. This also applies to regions other than Europe – for instance, Argentina, whose assistance was requested by Chile on the occasion of the devastating February 2023 wildfires, was only able to send a relatively small team, compared to the resources mobilised by the UCPM, due to the simultaneous fire risk affecting Argentina itself.
- The added value of the recently created **Knowledge Network** has been underlined repeatedly, as it creates a space for practitioners, policy makers and researchers to connect and share knowledge and expertise. However, the scarce visibility of the Network and a lack of clarity regarding its functions and use continue to be a problem, which should be taken into due consideration;
- The ability to rely on a large amount of scientific data has also been crucial in the prevention of, preparedness for and response to forest fires. **Copernicus EMS** has played a crucial role in this respect, both through the rapid provision of reliable maps and through the early warning function of **EFFIS**. This is especially true for those countries which do not have full national monitoring systems or databases.
- As shown above, the EU is perceived by all respondents as the most **efficient, effective and quick in response** institution to deal with major fire outbreaks. While minor forest fires can be dealt with at national level or, if in border areas, in close cooperation and coordination with the neighbouring country (see for example, the agreements between Spain and Portugal or those between France and Italy on the management of forest fires in the bordering areas), major fires need the support of the UCPM.
- As the United Nations system generally addresses disasters other than forest fires, and out of Europe, the added value of the UCPM compared to other forms of supranational intervention is evident and was widely recognised by the interviewees.

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<sup>65</sup> Interviews with national authorities (4); regional civil protection officials (2). See also DG ECHO, Informal Ministerial Meeting on Reinforcing Wildfire Preparedness and Response. Chair's summary, 5 September 2022; and European Parliament (2023) The European Union and Forests. Fact Sheets on the European Union, [www.europarl.europa.eu/factsheets/en](http://www.europarl.europa.eu/factsheets/en).

- As highlighted by an interviewee with a high political role, UCPM operations – especially in Participating States and third countries – are a highly visible and appreciated EU diplomatic tool. EU delegations and pre-existing relationships between the competent authorities of third countries and those of Member States can facilitate knowledge of and interest in the UCPM.

#### A7.1.7 Key challenges

The key challenges identified regarding UCPM work on forest fires were:

- Although DG ECHO has made significant efforts to increase **accessibility to the relevant information on managing forest fires** – including information on EU policies, UCPM functioning, and funding opportunities –, it emerges clearly that those working in the field believe that such information is not easily accessible and that this prevents them from making good use of all the existing opportunities and from better integrating the different activities related to the overall management of forest fires. First of all, the information is spread out across too many different websites (those of DG ECHO, ERCC, EFFIS, JRC, UCP Knowledge Network, and others). This makes access to the relevant information difficult and time consuming. Furthermore, the ERCC Portal is not easily reachable through search engines, while the Knowledge Network and its outputs are still relatively unknown to operational officials in Member and Participating States. When materially accessible, the resources were at times considered too academic and not particularly useful for the operational level. Finally, the availability of materials in English only represents a further obstacle, especially in those countries where knowledge of English is not widespread, particularly at the operational level.
- **The language barrier has also limited participation in training events**, at least for some countries. Additionally, at least one interviewee highlighted the need for more training opportunities specifically focused on combatting forest fires.<sup>66</sup>
- Regarding the **response phase, the limited resources available within the UCPM, especially on the occasion of simultaneous catastrophic events** (which are occurring increasingly often) has represented a key challenge, which has been so far tolerated considering the extraordinary nature of the situations. As it can be expected that in the coming future, due to the evolving situation of forest fires, requests for the activation of the Mechanism will increase, also from Member and Participating States that so far have not needed it, the problem needs to be handled rapidly. The creation of rescEU and the increases in the reserve pool which occurred in the last five years are evidence of DG ECHO's awareness about the evolving situation; but probably more has to be done. Specifically, the number of Canadairs currently available in the rescEU reserve seems inadequate and the plan to increase them by 2029 too slow compared to the worrying fire danger forecasts for the next years. Various Member States have called for more rapid action in this respect.
- A further challenge that has been highlighted with respect to the response phase concerns the **lack of adequate air-to-air as well as air-to-ground coordination** in case of use of aerial means. While DG ECHO has already undertaken some training and awareness-raising initiatives in this respect and some good practices exist (for instance, in Portugal, a liaison officer joins the crew on the plane), further efforts are needed to bring together all those involved (including pilots and ground staff), understand the specific problems and adopt the necessary measures to overcome them. This aspect is partially related to the issue of safety and security of the firefighting staff. While no incident has taken place to date in the context of a UCPM mission, there is a need for increased attention to safety issues in the context of training programmes and with respect to the equipment of first responders, also in light of the duty of care of the sending institution.

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<sup>66</sup> Interview with regional civil protection official (1).

- The alignment and **consistency of EU policies** in different areas (environment, agriculture, natural habitats) and EU tools (Interreg) with the specific needs of preventing and managing forest fires continues to be an area of major concern. In addition to the gaps and potential conflicts highlighted by several interviewees and mentioned above, the European Court of Auditors, in its Special Report “EU funding for biodiversity and climate change in EU forests: positive but limited results”, recommended to better focus rural development forestry measures on biodiversity and climate change. To this end, the Court of Auditors requested the Commission, among others, to ensure that funded forestry actions take place in line with sustainable forest management.<sup>67</sup> In the same vein, a better synergy with EU research and innovation policies would be extremely beneficial in this context.

#### A7.1.8 Lessons learnt and good practices

The lessons learnt and good practices identified related to UCPM activities on forest fires were:

##### A7.1.8.1 Prevention

- The work carried out in the frame of the **Ministerial Conference on the Protection of Forests in Europe** (a Pan-European voluntary high-level forest policy process launched in 1990 and which brings together 45 European countries and the EU) for a sustainable forest management (SFM) was identified as a good example of integration of several policy areas and cross sectoral engagement. SFM contributes to fire prevention, by reducing fire extent and severity, and promote faster and more effective post-fire regeneration of forest landscapes by implementing the following near and longer-term strategies:
  - near-term technical approaches including fire breaks, fuel breaks, fuel load reduction, risk reduction in the Wildland-Urban Interface, grazing schemes, and community engagement;
  - longer-term conceptual approaches which apply the principles of sustainable forest management to improve vegetation characteristics, such as density, structure, and species composition over time.

##### A7.1.8.2 Preparedness

- The **pre-positioning** of firefighting teams and tools in countries that are more at risk of wildfires and in greater need of support, which was implemented as a pilot project in Greece in 2022, is generally seen as a key tool to make the response more effective and efforts to expand it have been very well received.
- Concerning the **dissemination of relevant information** related to forest fires, it is generally recognised that DG ECHO – particularly under the Knowledge Network - is making increasing efforts to this end. The Knowledge Network, responsible for the dissemination of informational pamphlets on forest fires, as well as tools like the annual lessons learnt meetings, the yearly meetings to prepare the upcoming fire season, meetings to increase the capacity to act as Host Nations, the TTX, field exercises, thematic workshops (such as the workshop on aerial support and interoperability), the e-learning courses made available on the portal are perceived as extremely useful and relevant.
- The fact that at least some of these **meetings are now held in the Member States**, as opposed to Brussels, **has also been positively received**. Nevertheless, several interviewees underlined the importance that the outcomes of these events are widely spread among interested actors, by making sure that each event produces a specific output (guidelines, recommendations, lessons

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<sup>67</sup> European Court of Auditors, “EU funding for biodiversity and climate change in EU forests: positive but limited results. Special report No 21, 2021”, Publications Office of the EU, 2021.



learnt etc.) and by encouraging those attending the event to share the output with their colleagues at national level.

- Regarding the language issue, the **translation** in seven languages (those of the most affected countries) of the 2021 Commission's document "Land-based wildfire prevention: Principles and experiences on managing landscapes, forests and woodlands for safety and resilience in Europe"<sup>68</sup> **is a good practice that should be replicated.**
- The UCPM **training and exercises** have all been considered as crucial elements in improving preparedness.<sup>69</sup> Several interviewees also underlined that the opportunity they had to participate in UCPM operations strengthened their abilities to address technical issues and exposed them to new techniques of which they were not aware before.
- Major **awareness raising campaigns** in Italy ("Io non rischio") and in Portugal ("Aldeia Segura Pessoas Seguras") were launched with a specific focus on forest fires. It is expected that their positive impact will be seen in the next fire season. Furthermore, in Tuscany (Italy), the first "firewise community" pilot project has been launched with the aim to increase prevention and preparedness. These campaigns are further proof of the importance of major awareness-raising campaigns which, most probably, would be even more successful if they could benefit from a larger EU financial contribution and if they could disseminate some standardised messages. The priorities for civil protection of the 2023 Swedish Presidency, which include the proposal for a European crisis preparedness week or month, are indicative of the need for a major involvement of the European society which has emerged strongly in the last years.
- Considering that the timely availability of updated data is of crucial importance both to plan proper prevention strategies and emergency responses, the work carried out by **EFFIS** has been generally highly valued: the EFFIS statistics, estimates, seasonal trend and data banks are used on a regular basis by those involved in the planning of both prevention of and response to forest fires. The maps provided by **Copernicus EMS** have also been of considerable support in deciding strategies to deal with wildfires.

#### A7.1.8.3 Response

- An **annual meeting with all Member and Participating States** to present new tools, technologies and techniques available to deal more effectively with vast forest fires has been indicated by an interviewee as an **important contribution** to increase the quality of national and EU responses to forest fires.<sup>70</sup> Such a meeting could also serve the purpose of better illustrating the complementarities and potential synergies between different EU policy areas and the fight against forest fires.
- **New technologies could significantly improve the effectiveness of the response phase**, provided that they are customised to the specific (and sometimes, diverging) needs of the first responders. As an example, an interviewee mentioned the use (in the Trentino Region, Italy) of drones that automatically and continuously monitor the situation on the ground in high-risk mountain areas and alert, if needed, the firefighters for a quick intervention.<sup>71</sup>
- **Developing a common approach on how to address forest fires from a technical perspective continues to be a significant challenge:** if properly elaborated, this common approach might strengthen interoperability among first responders and the overall effectiveness of operations.

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<sup>68</sup> European Commission (DG Environment), "Land-based wildfire prevention: principles and experiences on managing landscapes, forests and woodlands for safety and resilience in Europe", Publications Office of the EU, 2021.

<sup>69</sup> See also UCPM, "Final Consolidated Report – Union Civil Protection Mechanism Training Program 17th Cycle, 2019-2020", May 2020.

<sup>70</sup> Interview with national civil protection official (1).

<sup>71</sup> Interview with regional civil protection official (1).

- **Calculating the exact costs for fire response operations also remains an area for potential improvement** which could contribute to entrench a culture of accountability and provide a relevant stimulus to invest more in prevention and preparedness.
- **For third countries, the role of EU delegations to facilitate the drafting and processing of the activation requests has proved to be beneficial** (for instance, with respect to Chile), due to their proximity to local authorities and to the situation on the ground. Specific training for EU delegations' staff in this respect could be pursued with a view to further streamlining the activation process. Pre-existing contacts between the competent authorities of third countries and those of Member States (for instance, Spain and Portugal in the case of Chile) have also played a role in making the activation of the Mechanism prompt and smoother.

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## A7.1.10 List of stakeholders consulted

Stakeholder	Type of interview (remote/field)
Official, National Authority for Emergency and Civil Protection, Portugal	Remote
Policymaker, Ministry of Home Affairs, Portugal	Remote
Official, Tuscany Region, Italy	Remote
Official, Tuscany Region, Italy	Remote
Official, National Authority for Emergency and Civil Protection, Portugal	Remote
Official, Autonomous Province of Trento, Italy	Remote
Official, DG ECHO	Remote

Stakeholder	Type of interview (remote/field)
Official, Tuscany Region, Italy	Remote
Official, DG ECHO	Remote
Official, AGIF, Portugal	Remote
Official, CONAF, Chile	Remote
Official, Ministry of the Interior, Czechia	Remote

## A7.2 Floods

### A7.2.1 Introduction to the case study

This case study examines the activation and functioning of the Union Civil Protection Mechanism (UCPM) in response to floods between 2017 and 2022. The case study focuses on Member States that were heavily impacted by flood events and either activated the UCPM (**Belgium**), and those where no activation took place (**Germany**) and in addition a third country relying on the UCPM for support for a flood emergency (**Pakistan**).

The aim of this case study has been to evaluate the effectiveness, efficiency, relevance, coherence and added value of the UCPM intervention in the context of floods. The case study further highlights lessons learnt and outstanding challenges.

### A7.2.2 Context and nature of the emergency

This section will provide an overview of:

- Evolving context and nature of floods;
- Key developments in EU law and policy regarding floods;
- Activation of the Mechanism for floods;
- Key stakeholders involved in floods.

#### A7.2.2.1 Evolving context and nature of floods

One of the most widespread natural disasters that impacts individuals worldwide is flooding. Roughly 1.47 billion individuals, equivalent to 19 percent of the global population, face significant danger during flood events that occur once every 100 years.<sup>72</sup>

Floods are also the most common and most costly natural disasters in Europe. Climate change is causing floods to occur more frequently, resulting in significant economic losses and endangering lives. In addition, floods can exacerbate pollution levels by releasing contaminants from the ground into the environment and may destroy wetland areas, negatively impacting biodiversity.<sup>73</sup>

According to the Joint Research Centre<sup>74</sup>, 172,000 people in Europe (EU27 and the UK) are currently exposed to river flooding on an annual basis and 100,000 are exposed to coastal flooding. A tenth of Europe's urban population is currently living in areas potentially at risk of flooding.<sup>75</sup> More recently flood

<sup>72</sup> Rentschler, Jun; Salhab, Melda. 2020. People in Harm's Way: Flood Exposure and Poverty in 189 Countries. Policy Research Working Paper; No. 9447. <http://hdl.handle.net/10986/34655>

<sup>73</sup> [https://environment.ec.europa.eu/topics/water/floods\\_en](https://environment.ec.europa.eu/topics/water/floods_en)

<sup>74</sup> Dottori, F., Mentaschi, L., Bianchi, A., Alfieri, L. and Feyen, L., Adapting to rising river flood risk in the EU under climate change, EUR 29955 EN, Publications Office of the European Union, Luxembourg, 2020, ISBN 978-92-76-12946-2, doi:10.2760/14505, JRC118425

<sup>75</sup> European Climate and Health Observatory: Flooding. Available at: <https://climate-adapt.eea.europa.eu/en/observatory/evidence/health-effects/flooding/flooding>

events were recorded in several Member and Participating States including Latvia<sup>76</sup> (March-April 2023), the Balkans<sup>77</sup> (January 2023), Portugal and Spain<sup>78</sup> (December 2022).

Between 1980 and 2017, the EU suffered economic losses of approximately EUR 166 billion due to hydrological events, accounting for around one-third of all losses incurred from climatological events. It is predicted that damages across the EU caused by flooding, as a result of the combined impacts of economic and climate changes, will escalate from EUR 7 billion per year in the reference period of 1981-2010 to EUR 20 billion per year by the 2020s, EUR 46 billion per year by the 2050s.<sup>79</sup> The economic impact of flooding in the EU is significant, since 2002, over EUR 1.9 million was mobilised through the EU Solidarity Fund in response to flood events.

The effects of climate change were particularly evident in Europe in 2021 as the continent experienced severe water-related incidents. This included severe flooding in the Rhine and Meuse river basins as well as unprecedented heatwaves and forest fires that caused significant loss of life and property damage amounting to billions of euros. Although not solely attributed to water policy, these incidents emphasise the significance of effective freshwater management that should be implemented consistently and across borders over an extended period.<sup>80</sup> However, by taking the appropriate measures, the effect and likelihood of floods can be minimised.

#### *A7.2.2.2 Key developments in EU law and policy regarding floods*

The period 2017-2022 witnessed significant changes in the EU law and policy related to the prevention of, preparedness for, and response to floods.

##### **Main changes to the UCPM**

The most significant change made to the UCPM impacting floods happens just outside the evaluation period, i.e the introduction of the **disaster resilience goals** in 2023. The rationale for introducing the disaster resilience goals stems from the high number of unprecedented disasters in recent years, including the pandemic, Russia's war of aggression against Ukraine, but also the impacts of climate change on disasters such as floods, droughts, forest fires. In relation to enhancing the UCPM's response capacity, Goal 4 argues that the Mechanism should be able to respond to at least three Member States simultaneously, ensuring flood containment, waste management, dam assessment and search and rescue operations in a flooding situation.<sup>81</sup>

In addition, the introduction of **rescEU** brought significant changes. It introduced a reserve pool of resources accessible to both EU Member States and UCPM Participating States with the aim to address situations where the existing national capacities and pre-committed resources in the European Civil Protection Pool are insufficient to mount an effective response to various types of disasters.

**European Civil Protection Pool (ECPP)** aims to enable a faster, better-coordinated, and more effective European response to human-induced disasters and natural hazards. It consists of a pool of voluntary pre-

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<sup>76</sup> <https://www.efas.eu/en/news/flooding-latvia-april-2023>

<sup>77</sup> <https://www.efas.eu/en/news/floods-balkans-january-2023>

<sup>78</sup> <https://www.efas.eu/en/news/floods-portugal-and-spain-december-2022>

<sup>79</sup> European Court of Auditors (2018): Floods Directive: progress in assessing risks, while planning and implementation need to improve. Available at: [https://www.eca.europa.eu/Lists/ECADocuments/SR18\\_25/SR\\_FLOODS\\_EN.pdf](https://www.eca.europa.eu/Lists/ECADocuments/SR18_25/SR_FLOODS_EN.pdf)

<sup>80</sup> REPORT FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT on the implementation of the Water Framework Directive (2000/60/EC), the Environmental Quality Standards Directive (2008/105/EC amended by Directive 2013/39/EU) and the Floods Directive (2007/60/EC) Implementation of planned Programmes of Measures New Priority Substances Preliminary Flood Risk Assessments and Areas of Potential Significant Flood Risk. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2021:0970:FIN>

<sup>81</sup> European Commission (20230: Lessons learnt wildfires & floods: Reinforcing prevention, presentation by Maria Brattemark, ECHO B2.

committed response capacities of the Member States. The capacity goals are specified in Annex III of the implementing Decision of 16 October 2014<sup>82</sup>.

Table 5 below provides an overview of ECPP registered capacities towards set goals in relation to floods during the evaluation period.

Table 5. Progress of ECPP registered capacities towards set goals in relation to floods

Capacity	2014-2016 (baseline)	2017-2022 (evaluation period)		
	Progress	Registered	Goal	Progress
FC (flood containment)	200%	1	2	50%
FRB (flood rescue using boats)	150%	3	2	150%
HCP (High-capacity pumping)	233%	14	6	233%
WP (Water purification)	200%	2	2	100%
(WSAR) Teams for water search and rescue	-	1	2	50%
Water pumps with minimum capacity to pump 800L 1/min	-	1	100	1%

Source: ICF elaboration on the basis of European Commission - DG ECHO. (2023). European Commission - DG ECHO. (2023). "European Civil Protection Pool (ECPP) Snapshot report 2022" and ICF (2017) Interim evaluation of the Union Civil Protection Mechanism, 2014-2016. Cells marked with '-' do not mean that no capacity was in the ECPP between 2014-2016, rather that the evaluation team did not have access to this data.

Floods risks were also one of the most recurrent topics of the projects within the **Prevention and Preparedness Programme**, covered by 22 projects across 2017-2022.<sup>83</sup> The UCPM also supports the development of **Early Warning Systems** related to flood risks, such as the Copernicus and its European Flood Awareness System, managed by the JRC.

### Main changes to policy areas related to floods

The **Flood Directive**<sup>84</sup> was adopted in 2007 and it provides a structure for evaluating and controlling flood hazards in Member States. Under the Directive, each Member State must carry out an initial appraisal of flood risks and produce flood risk maps for their coastal areas and river basins. Using this data, they must create management strategies that outline measures for mitigating or preventing flood risks. The Water Framework Directive supplements the Floods Directive by promoting sustainable water management and ecosystem protection, which helps to decrease flood hazards. Furthermore, it requires Member States to monitor and address specific quantitative aspects of water management. Our evaluation has found that the UCPM framework and the Floods and Water Framework Directives are mutually reinforcing. Nevertheless, challenges in relation to flood mitigation remain.

The **2019 fitness check of EU water law**, covering the Water Framework Directive, Environmental Quality Standards Directive and the Groundwater Directive, found that the existing legislative framework is broadly fit for purpose, with some scope for improvement. In relation to the Floods Directive, it was found

<sup>82</sup> Commission Implementing Decision of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism and repealing Commission Decisions 2004/277/EC, Euratom and 2007/606/EC, Euratom (notified under document C(2014) 7489) (Text with EEA relevance) (2014/762/EU)Text with EEA relevance. [EUR-Lex - 02014D0762-20190410 - EN - EUR-Lex \(europa.eu\)](#)

<sup>83</sup> ICF. (2021). 'Evaluation of the European Commission's Civil protection prevention and Preparedness Projects (2014-2020).' European Commission – DG ECHO. (2023). 'Overview of past Track I and Track II projects'. As of 13/07/2023 available at: [Overview of the past Track I and Track II projects \(europa.eu\)](#)

<sup>84</sup> Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks

that in order for the Directive to reach its full potential it will require sufficient funding and faster implementation<sup>85</sup>

During the evaluation period (2017-2022) the EU introduced several policies in the field of floods. In 2020 the new **EU Biodiversity Strategy** was adopted which foresees that at least 25,000 km of rivers will be restored into free-flowing rivers by 2030 through the removal of primarily obsolete barriers and the restoration of floodplains and wetlands to improve water regulation and flood protection. The same year, European Commission Disaster Risk Management Knowledge Centre established **new Risk Data Hub**, to become the point of reference for curated EU-wide risk data, through hosting relevant datasets or through linking to national platforms.

In 2021 a new strategy was adopted on **Adaptation to Climate Change**<sup>86</sup> aiming to facilitate the deeper understanding of climate-related risks for health. It promotes the use of nature-based solutions, to boost the supply of clean, fresh water and reduce risk of flooding.

The same year the EU adopted the new **European Climate Law (Regulation (EU) 2021/1119)** setting out the intermediate target of reducing net greenhouse gas emissions by at least 55% by 2030 and climate neutrality by 2050. The European Climate Law plays a significant role in supporting disaster resilience goals which are designed to reinforce prevention and preparedness efforts when facing disasters through strengthening capacity, resilience and reduce vulnerability to climate change.

Table 6 summarises the key policy changes in the ambit of flood management parallel to the main changes to the UCPM between 2017 and 2022.

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<sup>85</sup> REPORT FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT on the implementation of the Water Framework Directive (2000/60/EC), the Environmental Quality Standards Directive (2008/105/EC amended by Directive 2013/39/EU) and the Floods Directive (2007/60/EC) Implementation of planned Programmes of Measures New Priority Substances Preliminary Flood Risk Assessments and Areas of Potential Significant Flood Risk. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2021:0970:FIN>

<sup>86</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, "Forging a climate-resilient Europe - the new EU Strategy on Adaptation to Climate Change", 24 February 2021, COM(2021) 82 final.

Table 6. Main relevant changes across 2017-2022 to consider

Year	Main changes to the UCPM	Other relevant changes in the ambit of flood management
2018	<b>UCPM:</b>  - <b>Integration of European Medical Corps in the Voluntary Resource pool</b> (Commission Implementing Decision (EU) 2018/142).	
2019	<b>UCPM:</b>  - <b>Redefinition of the European Civil Protection Pool</b> (Decision (EU) 2019/420 and implementing Decision (EU) 2019/1310). <b>RescEU:</b>  - <b>Establishment and defining capacities of the rescEU reserve pool</b> (Decision EU/ 2019/420 and Commission Implementing Decisions (EU) 2019/570, 2019/1310, 2019/1930).	<ul style="list-style-type: none"><li>- EU Water Legislation Fitness Check</li></ul>
2020	<b>rescEU:</b>  - <b>Reinforcement of rescEU’s medical stockpiling capacities</b> (Commission Implementing Decision (EU) 2020/414) - <b>Definition of rescEU capacities established to respond to low probability risks with a high impact</b> (Definition of the Commission Implementing Decision (EU) 2020/452) <b>Other relevant changes:</b>  - <b>Mobilisation of the Contingency Margin in 2020 to provide emergency assistance to Member States and further reinforce the UCPM/rescEU in response to the COVID-19 outbreak</b> (Decision (EU) 2020/547)	<ul style="list-style-type: none"><li>- <b>EU Biodiversity Strategy for 2023</b></li><li>- European Commission Disaster Risk Management Knowledge Centre established new Risk Data Hub, to become the point of reference for curated EU-wide risk data, through hosting relevant datasets or through linking to national platforms</li></ul>
2021	<b>UCPM:</b>  - <b>Reinforcement of the UCPM Decision</b> , including the following main changes: revising rescEU capacities, development of Union Resilience Goals and a more flexible UCPM budget structure (Regulation (EU) 2021/836) <b>rescEU:</b>  - <b>Definition of rescEU capacities in the area of chemical, biological, radiological and nuclear incidents</b> (Implementing Decision (EU) 2021/88) - <b>Definition of stockpiling rescEU capacities in the area of chemical, biological, radiological and nuclear incidents</b> (Commission Implementing Decision (EU) 2021/1886) <b>Other relevant changes:</b>  - <b>Establishment and organisation of the Knowledge Network</b> (Implementing Decision 2021/1956)	<ul style="list-style-type: none"><li>- Public consultation on nature restoration targets</li><li>- New Climate Law is adopted<sup>87</sup></li></ul>
2022	<b>rescEU:</b>  - <b>Reinforcement of rescEU shelter capacities and the modification of quality requirements for Emergency Medical Teams Type 3 capacities</b> (Commission Implementing Decision (EU) 2022/288) - <b>Reinforcement of rescEU transport and logistics capacities</b> , e.g. also to respond to low probability high impact disasters (Commission Implementing Decision (EU) 2022/461) - <b>Definition of rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities</b> (Commission Implementing Decision (EU) 2022/465) - <b>Definition of rescEU emergency energy supply capacities</b> (Implementing Decision (EU) 2022/1198) <b>Other relevant changes:</b>  - <b>Establishment of criteria and procedures for recognising long-standing commitment and extraordinary contributions to the UCPM</b> (Commission Implementing Decision (EU) 2022/706)	<ul style="list-style-type: none"><li>- Commission adopts proposal for a Nature Restoration Law<sup>88</sup></li><li>- Proposal for a Directive amending the Water Framework Directive, the Groundwater Directive and the Environmental Quality Standards Directive</li><li>- Environment Action Programme Monitoring Framework<sup>89</sup></li></ul>

<sup>87</sup> Regulation (EU) 2021/1119 of the European Parliament and of the Council of 30 June 2021 establishing the framework for achieving climate neutrality and amending Regulations (EC) No 401/2009 and (EU) 2018/1999 (‘European Climate Law’)

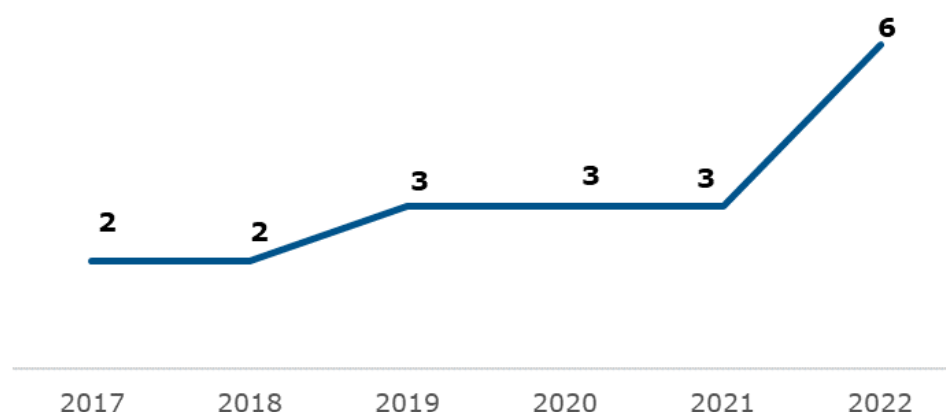
<sup>88</sup> [https://environment.ec.europa.eu/publications/nature-restoration-law\\_en](https://environment.ec.europa.eu/publications/nature-restoration-law_en)

<sup>89</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2022%3A357%3AFIN>

### A7.2.3 Activation of the Mechanism

UCPM has been activated 19 times for flood emergencies from 2017 to 2022. The highest number of activations due to flood emergencies was in 2022.

Figure 6. Total number of UCPM activations for flood emergencies between 2017-2022



Source: ICF elaboration, based on DG Annual reports and DG ECHO internal

In terms of the types of resources requested for flood emergencies extraction from CECIS data allows for a snapshot of the support requested and provided. Majority of requests were classed as ‘generic’ followed by requests for experts and in-kind assistance. Qualitative analysis of the generic offers shows that countries provided a wide range of generic support including: disinfectants, blankets, clean-up kits, heaters, water boots, rain coats, hygiene kits, kitchen sets and tents. In the case of Belgium, where the field visit for the case study took place, almost half of the requests concerned technical assistance and support teams (TASTs) followed by generic assistance.

CECIS data also allows for an overview on the average response speed for assistance requested. Estonia, the United Kingdom and Latvia were the fastest between 10-17 hours from request to offer.

### A7.2.4 Key stakeholders involved

#### A7.2.4.1 National level

In Belgium the **National Crisis centre**, within the Ministry of Home Affairs is responsible for the coordination of the emergency planning and crisis management policy. Crisis management is implemented at three different levels: municipal, provincial, or federal level.

The management level of a crisis depends on various factors, including the extent of the geographical area affected, the number of victims, the environmental impact, and more.

If a crisis involves two or more provinces or if the resources available to the provincial governor for coordination are inadequate, emergencies are handled at the national or federal level. During the federal phase of emergency planning, the Minister of Home Affairs takes the lead in coordinating and disseminating information at the national level.

Once the federal phase is activated, three entities within the National Crisis Centre come into action: an evaluation and assessment cell, a coordination cell, and an information cell. Each of these entities contributes to the overall decision-making process within their respective areas of expertise.



### 1.1.1.1 EU level

At EU level, the following mechanisms and tools have been identified as specific or particularly relevant to the fight against floods:

**DG ECHO** is responsible for implementing all components of the UCPM and acts as the central point of reference for Member States, Participating States, third countries, and other stakeholders for disasters covered by the UCPM in its mandate that they wish for EU support, including floods. DG ECHO undertakes several activities, such as increasing awareness of flood risks, promoting the exchange of knowledge and best practices in flood prevention and suppression, managing a training program, scheduling meetings, hosting lessons learnt meetings, arranging thematic workshops, supervising the Emergency Response Coordination Centre (ERCC) and the Common Emergency Communication and Information System (CECIS), and identifying and deploying rescEU resources. DG ECHO's UCPM **Knowledge Network** serves to fill information and communication gaps that currently affect the relationship between the UCPM and national and sub-national operational officials. The full operationalisation of the Network and the better dissemination of its outputs will continue in the years ahead.

**Copernicus Emergency Management Service (CEMS)** offers information regarding various natural and human-induced disasters, as well as other humanitarian crises. It covers emergency response, prevention, preparedness, response, and recovery efforts. It has two main components: 1) on-demand mapping for emergency response and risk and recovery maps for prevention and planning and 2) early warning and monitoring component (which includes EFAS below).

**EFAS, the European Flood Awareness System**, is the first flood forecasting and monitoring system across Europe that is operational. The Joint Research Centre has been working on its development since 2002 in partnership with the national hydrological and meteorological services, the ERCC, and other research institutions. EFAS became a part of the Copernicus Emergency Management Service in 2011 and was made available for operational use in 2012.

EFAS offers up-to-date and diverse flood forecasting data that is continually updated to assist national and regional flood risk management organisations in preparing for potential events. Furthermore, EFAS provides a one-of-a-kind view of flood events currently predicted and observed throughout Europe and adjacent regions. It is a valuable resource for flood risk management in significant trans-national river basins as well as the UCPM. In addition to forecasting when and where large riverine and flash floods are likely to occur, the service also evaluates and maps the possible socio-economic implications of these events.

In addition, **GloFAS** (Global Flood Awareness System) is an extension of the European Flood Awareness System that predicts floods across the globe. The Joint Research Centre has been working on its development since 2011, with the European Centre for Medium-Range Weather Forecasts (ECMWF) as its close partner. GloFAS became fully operational under the Copernicus Emergency Management Service in 2018.

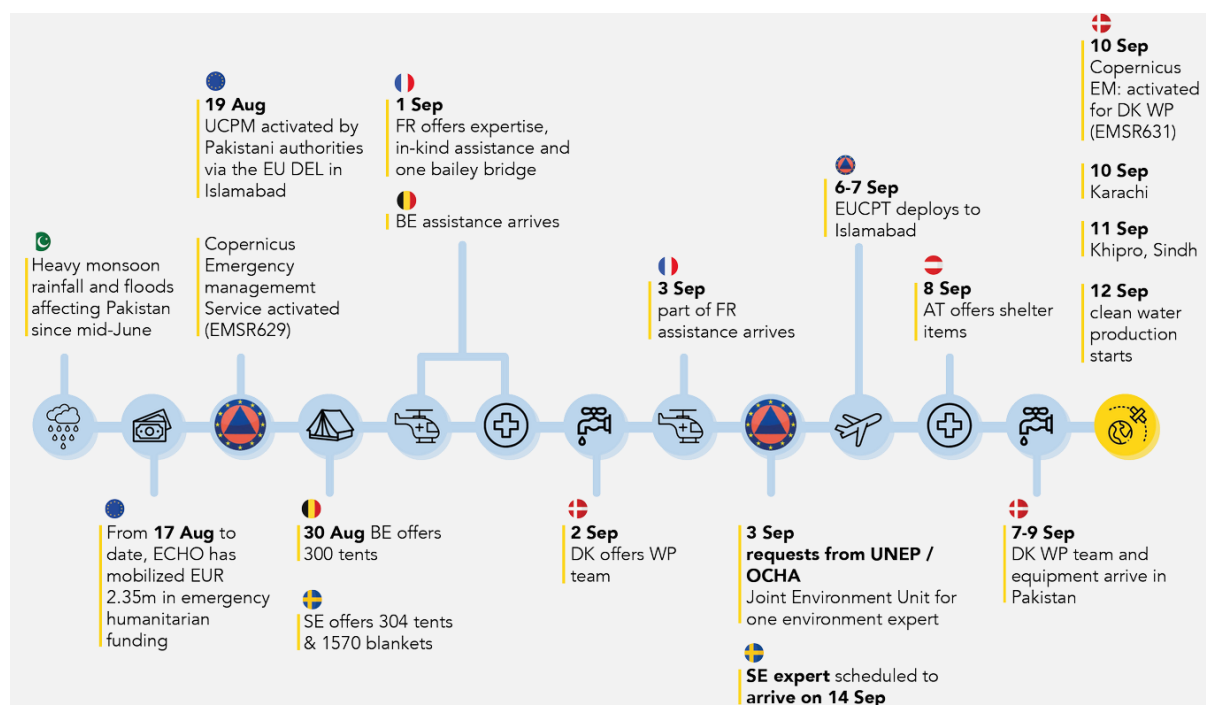
#### A7.2.5 GloFAS activities for the floods in Pakistan<sup>90</sup>

In 2022, Pakistan experienced one of the worst floods in its history. According to UN Officials, it has affected around 33 million people, which accounts for approximately 14% of the country's population. Request for assistance was submitted in August 2022. The timeline of the emergency is presented below.<sup>91</sup>

<sup>90</sup> Information Bulletin 162 - The Copernicus Emergency Management Service monitors the flooding event in Pakistan. Available at: [Information Bulletin 162 - The Copernicus Emergency Management Service monitors the flooding event in Pakistan | COPERNICUS EMERGENCY MANAGEMENT SERVICE](#)

<sup>91</sup> UCPM Lessons Learnt Programme Annual Meeting, Brussels, 24-25 April 2023





A European Union Civil Protection Team was established and tasked with the following:

- Facilitate the coordination of incoming assistance from Member States and Participating States.
- Support the national authorities, liaise and cooperate with UN (UNDAC + humanitarian cluster system) in assessing the situation and facilitate the coordination.
- Ensure, through EUCPT and where OCHA / UNDAC are present, that the coordination of the UCPM response is fully integrated in the overall international coordination provided by OCHA and respects its leading role.
- Identify areas where the Union Civil Protection Mechanism can contribute within its mandate and provide recommendations to the ERCC regarding the needs and type of assistance further needed.
- Liaise with the DG ECHO office on site and the EU Delegation.
- Report to ERCC and operational tasking as required.

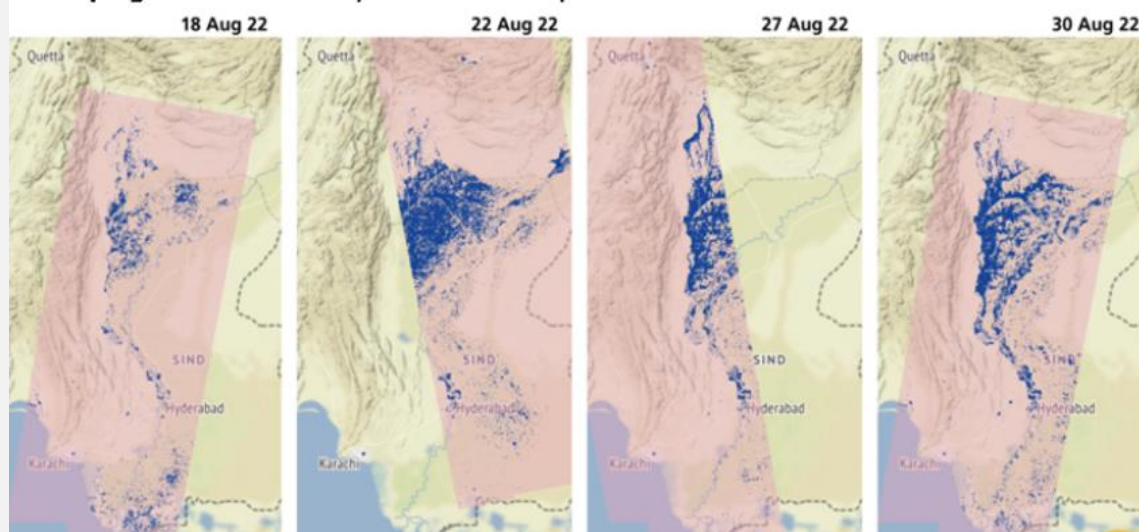
The ERCC, along with international organisations and Pakistani officials used the Early Warning Systems and the On Demand Mapping components of the CEMS for hydrological predictions and overviews.<sup>92</sup>

The monitoring of floods has been facilitated by the near real-time capabilities of the GloFAS using the newly introduced Global Flood Monitoring (GFM) product. This innovative tool automatically processes and analyses Sentinel-1 Synthetic Aperture Radar (SAR) satellite imagery, incorporating cutting-edge scientific advancements from Europe. As a result, it enables flood monitoring on a global scale, providing timely and accurate information. The figure below provides an example of

<sup>92</sup> Information Bulletin 162 - The Copernicus Emergency Management Service monitors the flooding event in Pakistan. Available at: [Information Bulletin 162 - The Copernicus Emergency Management Service monitors the flooding event in Pakistan | COPERNICUS EMERGENCY MANAGEMENT SERVICE](#)

flood progression maps generated by GFM based on Global Flood Monitoring data retrieved between 18 and 30 August.<sup>93</sup>

#### Flood progression covered by Sentinel-1 overpasses



During this time UCPM assistance was provided by the following Member States:<sup>94</sup>

MS	Resource
Belgium	300 family tents
France	8 doctors, four water pumps technicians, 83 mobile water pumps, 200 family tents, 1,000 ground sheets, 200 kitchen sets, 400 hygiene kits and one bailey bridge
Austria	400,000 Rapid Antigen Test kits and 10,000 vinyl gloves, this offer was declined. On 8 September, Austria offered 2,000 blankets, 2,000 mattresses, 1,000 tarpaulins, 20 family tents and 1,000 mosquito nets
Denmark	Water purification team of 10 people with a purification capacity of 120,000 litres of water per day
Sweden	300 family tents 1,520 blankets
Greece	30 boxes of medicinal material, 10 tents, 10,000 pairs of surgical gloves, 2,520 blankets and 150 sleeping bags

A **Working Group on Floods** was established as part of the Common Implementation Strategy (CSI) for the Floods Directive. It has three primary objectives which include exchanging information among Member

<sup>93</sup> Information Bulletin 162 - The Copernicus Emergency Management Service monitors the flooding event in Pakistan. Available at: [Information Bulletin 162 - The Copernicus Emergency Management Service monitors the flooding event in Pakistan | COPERNICUS EMERGENCY MANAGEMENT SERVICE](#)

<sup>94</sup> UCPM Lessons Learnt Programme Annual Meeting, Brussels, 24-25 April 2023

States, the Commission, and stakeholders on the adoption of new strategies, research/projects, good practices, and policies to improve flood risk management in the European Union, with a specific focus on cross-border management. Additionally, the aim is to receive feedback on the implementation of the Floods Directive and reporting, ultimately achieving a mutual agreement on the necessary requirements for efficient and effective reporting. Finally, this effort aims to establish a connection with related activities of the CSI at EU level as well as other Commission or international initiatives that support the implementation of the Directive.

More recently, the **Water4All Partnership** - Water Security for the Planet – was established, financed jointly by the European Union under the Horizon Europe programme, a significant research and innovation funding program. The partnership will run for seven years from 2022 and aims to confront water-related challenges as a means of addressing climate change, supporting the achievement of the United Nations' Sustainable Development Goals, and enhancing the competitiveness and growth of the EU.<sup>95</sup>

Box 1.2 below presents an example from the field visit to Belgium concerning the 2021 flooding and it provides an overview of key stakeholders involved in responding to the flooding at provincial, national and EU level.

#### A7.2.6 Floods in Belgium, 2021 – experience from the field

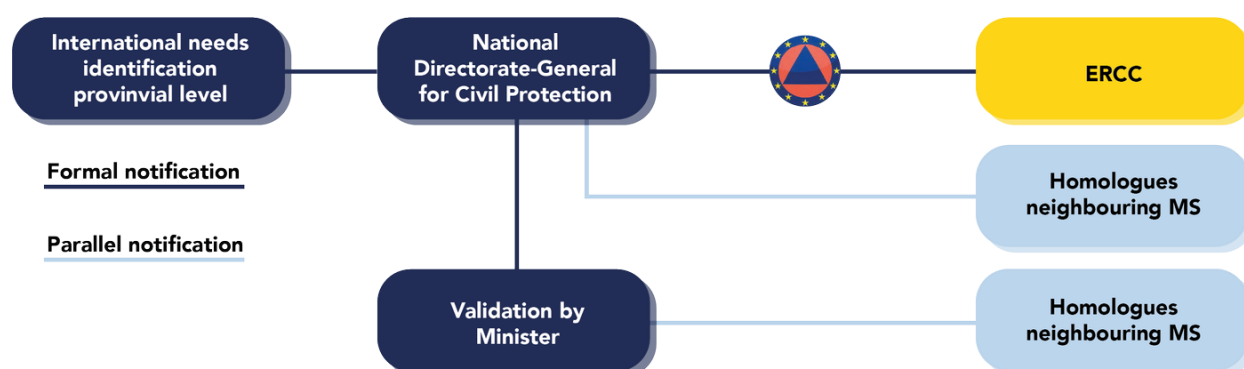
**EFAS** warning for the region was issued on 10 July. The **provincial phase** of the crisis in Liège and Namur was declared on 14 July 2021. The next day, the federal phase of the crisis management was declared and 1,400 rescue workers from the **fire services, civil protection and the Ministry of Defence** were engaged in the evacuation and search and rescue operations. In total 270 municipalities were impacted and evacuations took place in 50,000 buildings were impacted with 153 houses destroyed. Large areas suffered outages of electricity, gas and telecommunications.

Copernicus was activated on 14 July, the first map was created 24 hours later and detected filled flood basins, but actual flood was not detected. During the interviews national stakeholders highlighted that the communication between **Copernicus EMS** and the **national crisis centre** was not optimal.

Following the outbreak of the crisis Belgium first requested **bilateral assistance** from Luxembourg in the form of FRUB (flood rescue using boat) team and, subsequently, from the Netherlands.

On 15 July, Belgium activated the **UCPM** and requested an additional three FRUB teams and 2 helicopters. The following figure provides an overview of the stakeholders involved at both national and EU in the process of providing assistance. The figure below provides an overview on the process of requesting assistance, both bilateral and through UCPM.

<sup>95</sup> 31st Meeting of the CIS Working Group on Floods 20 and 21 October 2022. [Water Security for the Planet \(water4all-partnership.eu\)](https://water4all-partnership.eu)



Source: ICF elaboration on the basis of Crisis Centre, Belgium, presentation at UCPM Lessons Learnt Meeting Floods in Europe, 28 September 2021.

Between 14-16 July Belgium received the following assistance:

MS	Type	Resource
Luxembourg	Bilateral	FRUB
Netherlands	Bilateral	FRUB
France	UCPM	Rescue helicopters
France	UCPM	Zodiacs and divers
Italy	UCPM	Rescue helicopters
Italy	UCPM	FRUB
Austria	UCPM	FRUB
ERCC	UCPM	Liaison officer

Lessons learnt from the flood and UCPM activation are presented section A7.2.9.

### A7.2.7 Case study findings

This section provides the case study findings per evaluation criteria: effectiveness, efficiency, relevance, coherence, EU added value.

#### A7.2.7.1 Effectiveness

**The UCPM has effectively supported Member States and Participating States to prepare and respond to floods through improved cooperation and coordination both across borders and across sectors. Member States relied less on the UCPM for flood prevention.**

**The UCPM conducted several activities in the field of preparedness for floods.**

- **UCPM exercises:** Three full-scale exercises were organised by the National Centre for the Disaster Management in Romania (APELL-RO) and its partners in 2021 in Romania and Portugal, for flood related modules: High-Capacity Pumping, Water Purification, Flood Rescue Using Boats, Flood

Containment and Forest Fire Fighting modules during 2019 and 2020.<sup>96</sup> The exercise was attended by 543 participants. In addition, between 2018 and 2019, three field EU MODEX exercises were organised by APELL-RO and its partners for flood related modules: High-Capacity Pumping, Water Purification, Flood Rescue Using Boats, Flood Containment and Forest Fire Fighting modules as well as other assets of the European Civil Protection Pool. While Belgium participated in UCPM training modules, flood prevention was organised mostly from national sources and not UCPM, while the country heavily relied on UCPM support for flood response. It was noted that for flood prevention the Floods Directive is used as the main framework.

- **Early Warning Systems:** A recent study from the European Commission also highlights that advanced data and information systems are essential for crisis management. The Copernicus Earth Observation Program serves as a key monitoring tool and is complemented by crisis management services such as the European Forest Fire Information System (EFFIS) and the European Flood Awareness System (EFAS), which are used by emergency management and security services.<sup>97</sup> These new systems have made UCPM more effective in preparing and responding to emergencies.

In relation to **response capacities**, flood rescue using boat module is seen as relevant and fit for purpose. However, several suggestions have also been identified regarding potential redefinitions including:<sup>98</sup>

- Incorporating divers into rescue modules: Typically, such modules do not have their own rescue divers and rely on local fire brigades to provide this service. This approach can lead to quicker deployment and more effective collaboration with an existing team. However, the absence of a diver can impede or even prevent rescue efforts. It was suggested to treat diving equipment as an optional extra, available when needed, rather than as an integral part of the module's core functions.
- Additional clarity is needed over the role of medical staff in terms of meeting first needs.
- It is recommended to have a skilled boat mechanic among the personnel to promptly address any damage to the boats.
- To accommodate varying situations, teams could be composed with greater flexibility.
- A deployment of 10 days may not be sufficient if it involves spending four days on travel to and from the host country. However, for rescue purposes, a stay of more than 10 days on site is unnecessary.
- Although air deployment is desirable, it may be contingent on factors such as the capacity and fleet of the national air force. Presently, deployment by land means that the closest module in terms of geography will always be the first to arrive, making it the most pertinent during a crisis. To improve response time, air deployment could be integrated as an optional extra for the module.

These findings are also in line with the experience from the field shared by Belgium.<sup>99</sup> The stakeholders consulted in Belgium<sup>100</sup>, including representatives of regional emergency planning and civil protection units shared that cooperation with the ERCC was excellent, and that the usual procedures were implemented without major issues. On the other hand, CECIS was considered insufficiently user-friendly, and the logbook function inefficient, making it difficult to search for relevant information.

**During the flooding in Belgium, the effectiveness of the UCPM, compared to bilateral cooperation, was evident in how national stakeholders could express their needs.** The Mechanism facilitated a response by countries capable of providing the necessary resources. This simplified the search for the resources to

<sup>96</sup> European Civil Protection Mechanism Modules Field Exercises Lot 2 Contract N° ECHO/SER/2018/785705

<sup>97</sup> "Design, plan, conduct and evaluate two exercises High-Capacity Pumping, Water Purification, Flood Rescue Using Boats, Flood Containment and Forest Fire Fighting modules as well as other assets of the European Emergency Response Capacities

<sup>98</sup> European Commission (2022): Strategic crisis management in the EU

<sup>99</sup> Centre for Strategy and Evaluation Services (2019): Evaluation Study of Definitions, Gaps and Costs of Response Capacities for the Union Civil Protection Mechanism

<sup>99</sup> Field visit to Crisnee on 15 March

<sup>100</sup> Interviews with national and regional civil protection officers (2 out of 2)

meet the needs and opened the field of available skills compared to bilateral/multilateral cooperation. However, what is also different is that they do not necessarily know their counterparts, compared to what might be the case in bilateral relations.

The **main challenge hindering the effectiveness** of the UCPM activation for Belgium was the urgent need for assistance that emerged within a short timeframe. There was an urgent need for assistance, but the deployment of the teams took time, while Belgium needed those capacities immediately and was under pressure to accept bilateral help. The importance of air deployment mentioned above was also emphasised in this situation where the support by Italy by air was found more efficient compared to support from Austria arriving by road.

**In relation to areas for improvement, based on lessons learnt in Belgium, it was suggested that countries should try to identify places in each country where foreign forces can gather.**<sup>101</sup> For example, in military barracks, by provinces, at local level. This would prevent teams from getting lost or being without a mission and would centralise/better coordinate actions.

Based on their recent experience with activating UCPM for flooding, national stakeholders<sup>102</sup> highlighted that the **possibility to use pre-warning and repositioning of teams are not well known among Member and Participating States**. Awareness raising in this regard could significantly improve the response time in emergencies and help prepare the relevant resources.

#### *A7.2.7.2 Efficiency*

**UCPM's ability to react swiftly to emergencies was perceived to enhance its effectiveness. In relation to response to emergencies, the advantage of receiving support from foreign teams through the UCPM allowed for the deployment of more suitable resources, significantly enhancing the efficiency of the relief operations on the ground.**

According to Belgian authorities the main factors enhancing the efficiency of the UCPM support during the floods in 2021 include: good established networks with DG ECHO (as they are also both based in Brussels), flexibility of the Italian team to come by plane and the close geographical proximity of the French teams. The flooding left Belgian authorities overwhelmed, depleting all their available resources at the provincial and federal level, including civilian and military assets and their capacity to respond to the emergency had reached its limit. Receiving support from foreign teams via the UCPM improved resource deployment, leading to more appropriate and effective relief operations.<sup>103</sup>

Due to a lack of familiarity with UCPM procedures a few local rescue services in Belgium faced a misunderstanding regarding the capabilities of foreign teams. They were unaware that these teams could not be divided into sub-teams, with one part assigned to one location and another part to a different location. This lack of understanding occasionally resulted in operational challenges. If they had possessed a more comprehensive understanding of the situation, these local services could have better assessed and determined their own specific needs, allowing them to make more effective use of available resources and overcome the encountered obstacles.<sup>104</sup>

EFAS aims to enhance the efficiency of UCPM activations by implementing pre-tasking measures. When a significant flood event is anticipated, EFAS promptly notifies ERCC to provide early warning. Through the development of various tools and workflows, EFAS ensures that ERCC receives timely alerts even before UCPM activations are initiated. By proactively engaging ERCC in advance, EFAS aims to optimise response coordination and enable swifter and more efficient disaster management efforts.<sup>105</sup>

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<sup>101</sup> Interviews with national and regional civil protection officers (2 out of 2)

<sup>102</sup> Interviews with national and regional civil protection officers (2 out of 2)

<sup>103</sup> Interview with national stakeholder Belgium

<sup>104</sup> Interview with national stakeholder Belgium

<sup>105</sup> Interview with Joint Research Centre

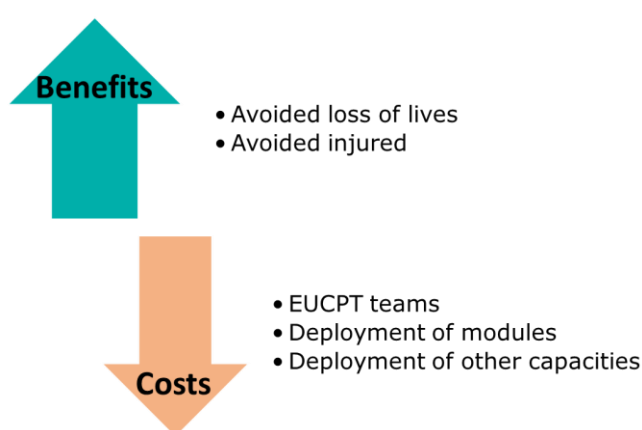
### Analysis of the costs and benefits of the UCPM support to Belgium

As highlighted in the Effectiveness section 1.2.1, stakeholders recognised benefits of the UCPM support. These benefits were related not only to the UCPM response to the activation requests by Belgium, but also to prevention and preparedness activities offered by UCPM to Belgium and the countries that provided support to Belgium, including capacity building and coordination.

The corresponding incremental UCPM costs relate to the cost for the UCPM to provide the response to the request (i.e., EUCTP teams, modules, and other capacities) as well as the cost for UCPM to provide prevention and preparedness activities (including training, exercises, PPP, exchange of experts, etc).

Following the approach used by the World Bank<sup>106</sup> a simplified model was developed to quantify the socio-economic benefits and costs of the UCPM activations covered in the context of the case study (see Figure 7).

Figure 7. Simplified model for the CBA



Source: ICF elaboration

The quantification of each benefit and cost was to be done following the World bank model. However, after a review of the available documentation and data and consulting relevant stakeholders, the very limited collected data did not allow for a robust quantification of benefits that could be attributable to the support provided by the UCPM.

The key data missing was:

- An estimate of the number of lives that would have been lost without UCPM support;
- An estimate of the number of people that would have been injured without UCPM support.

Belgium has also commission and inquiry on the sufficiency of the civil protection capacities in light of the floods.<sup>107</sup> No consistent data was found on what factors enhanced or reduced the efficiency of UCPM support.

#### A7.2.7.3 Relevance

<sup>106</sup> World Bank. 2021. Investment in Disaster Risk Management in Europe Makes Economic Sense: Background Report. Economics for Disaster Prevention and Preparedness. © World Bank, Washington, DC.

<sup>107</sup> Parlement Wallon (2020: Rapport de la Commission d'enquête parlementaire chargée d'examiner les causes et d'évaluer la gestion des inondations de juillet 2021 en Wallonie. [894\\_1.pdf](https://www.parlement-wallon.be/894_1.pdf) ([parlement-wallon.be](https://www.parlement-wallon.be)))



**Data suggests that UCPM activities have been and will increasingly be relevant to national needs in order to prevent, prepare for, and respond to floods.** As described in section Error! Reference source not found. the nature of floods is changing along with its frequency and intensity.

**The UCPM's support in flood emergencies is crucial, making the Mechanism an essential component for addressing urgent national requirements.** While Member and Participating States could individually request aid, the significant number and type of activations involving floods during the 2017-2022 assessment period clearly demonstrate the significance of the Mechanism.

In terms of the relevance of UCPM activities in meeting national needs, a national<sup>108</sup> stakeholders highlighted the increased attention given by DG ECHO to the needs and perspectives of Member and Participating States. These states are consistently involved in the decision-making process through consultations. The decision to hold lessons learnt meetings in different Member States was viewed as further evidence of this new approach and seen as a positive advancement. Within this context, the UCPM Training Programme and EU MODEX were regarded as essential tools for addressing the specific needs of Member and Participating States regarding floods.

**The UCPM is perceived more relevant for response activities in cases of floods as opposed to prevention.**<sup>109</sup> Most prevention activities take place at national level as different institutions and competences are needed to implement prevention measures. Some stakeholders noted that with the increase in flash floods in recent years new prevention measures need to be explored in the future.<sup>110</sup> Preparedness was positively assessed by stakeholders<sup>111</sup> noting that the relevant resources are available, where national stakeholders can test their capacities.

Interviewees unanimously agreed that the **UCPM is sufficiently flexible and agile to adapt to the changing nature of floods.** The interviewees<sup>112</sup> pinpointed one of the main changes that the UCPM faces is the influence of climate change on the frequency and severity of floods. This change is already in progress but is expected to gain even greater significance in the future.

It is expected there will be more extreme events leading to highly localised events, a mix between flash flooding<sup>113</sup> and larger scale floods, similar to the floods in Belgium in 2021. These relatively rapid onset events are difficult to forecast. The UCPM's relevance is reinforced by the relatively fast activation process.

The majority of national and EU level stakeholders expressed a positive view of the flexibility of the Mechanism, emphasising its ability to swiftly adapt to new situations.<sup>114</sup> The establishment of the rescEU reserve was highlighted as a prime example of the UCPM's flexibility and innovative capacity to stay pertinent. Likewise, the prompt decision to expand the rescEU aerial fleet was recognised as a demonstration of its adaptability. The recommendations extended to the UCPM Training Programme and EU MODEX, which were regarded as further evidence of the Mechanism's flexibility.

Overall, the **UCPM has offered stakeholders great opportunities for sharing knowledge, information, practices, and expertise with interested partners.** These opportunities have proven invaluable for learning and enhancing capabilities. Nonetheless, a challenge remains in effectively distributing the knowledge gained through training at national level. It is equally important to ensure the easy accessibility of EU-level information and knowledge resources to all national and sub-national officials interested in using them.

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<sup>108</sup> Interview with national civil protection official, regional civil protection official and national policymaker (3 out of 6)

<sup>109</sup> Interview with national civil protection official, regional civil protection official and national policymaker (5 out of 6)

<sup>110</sup> Interview with EU level stakeholder (1) and <sup>110</sup> Interview with national civil protection official, regional civil protection official (2)

<sup>111</sup> <sup>111</sup> Interview with national civil protection official, regional civil protection official, field visit in Belgium

<sup>112</sup> Interview with national civil protection official, regional civil protection official and national policymaker

<sup>113</sup> Flash floods are defined as those flood events where the rise in water is either during or within a few hours of the rainfall that produces the rise. Therefore, flash floods occur within small catchments, where the response time of the drainage basin is short. In part owing to the rapidly rising, fast-moving waters of a flash flood, the damage from them can be devastating.

<sup>114</sup> Interview with national civil protection official, regional civil protection official and national policymaker (5 out of 6) Interview with national civil protection official, regional civil protection official and national policymaker (3 out of 6)



**Lack of capacity in the provision of flood barriers was identified as an emerging need.** The use of the UCPM in this area has been infrequent due to the fact that flood containment is typically handled using local resources and capabilities. In situations where international aid was necessary, it primarily involved providing materials such as sandbags, rather than deploying modules. Furthermore, it should be noted that the modules are not suitable for air deployment.<sup>115</sup> Overall stakeholders expressed satisfaction, however, with how easily they could communicate their needs to DG ECHO.<sup>116</sup>

#### A7.2.7.4 Coherence

**The case study found that UCPM activities regarding floods complement national interventions, with some areas for further improvement.** National level stakeholders were overall satisfied with how UCPM activities complemented national interventions but need for improved coordination was noted. The role of liaison officers was highlighted as crucial to ensure a smooth response mission.

An area for further improvement identified from the interviews<sup>117</sup> related to the better integration of EFAS warning systems to national warning systems. EFAS has seen a continuous increase in national authorities accessing EFAS since 2017 and regional authorities since 2017. The information provided by EFAS is unique and can facilitate the activation of UCPM. Currently national authorities can use EFAS on a voluntary basis, but it is recommended that it is better integrated with national warning systems.

EFAS is currently working on developing a decision support system with more information for future flood events. This would facilitate a faster decision-making process on whether or not UCPM needs to be activated or a country can deal with the emergency on its own and/or bilaterally.<sup>118</sup>

**Strong coherence was found between EU and international activities regarding floods with some areas for improvement.**

- For example, while the preamble of the **Floods Directive** mentions the UCPM, the articles of the Directive make no mention of coordination specifically with civil protection.
- Coherence between **EFAS** and other systems has also evolved over the evaluation period. EFAS data is now essential part of the European Natural Hazard Partnership, Aristotle and other situational reports. The linkages between all the different system have strengthened.
- As shown in Box 1.1 on **GloFAS** activities for the floods in Pakistan complemented international interventions in flood response in the country.
- Strong coherence was found in relation to **humanitarian aid**. The lessons learnt meeting found that synergies between civil protection and humanitarian aid in WASH sector were achieved. Specifically, the cooperation with CESVI, (DG ECHO humanitarian aid implementing partner) helped to created complementarity through creating a network of water distribution. While providing pure water is the role of civil protection actors, distributing it to the community and engaging with them was done by humanitarian aid actors. This worked well: synergies and complementarities were established.<sup>119</sup>
- Similarly, in 2017, UCPM was activated by the Peruvian government requesting assistance in response to severe flooding, land- and mudslides in 24 of its 25 regions caused by the El Nino effect on coastal areas. The flooding resulted in more than 100 victims and caused widespread damage to the country infrastructure. On this occasion **UCPM complemented the efforts of the UN, NGOs and other government officials**. UCPM environmental experts supported the work of the UNDAC mission. Results of the lessons learnt meeting show that the EU Civil Protection Team met all

<sup>115</sup> Centre for Strategy and Evaluation Services (2019): Evaluation Study of Definitions, Gaps and Costs of Response Capacities for the Union Civil Protection Mechanism

<sup>116</sup> Interview with national civil protection official, regional civil protection official and national policymaker (4 out of 6)

<sup>117</sup> Interviews with national and regional civil protection officers (2 out of 2)

<sup>118</sup> Interview with EU level stakeholder

<sup>119</sup> Lessons Learnt Programme Annual Meeting 24/25 April 2023

mission objectives and was well supported by the ERCC but complementarity was hindered by confusing information and lack of coordination by the authorities in Peru which hindered the provision of the requested water purification units offered by Germany difficult to deliver.<sup>120</sup>

#### A7.2.7.5 EU added value

**UCPM brings significant added value to flood response through research and innovation for prevention and preparedness and providing a single point of contact for resources in case of flood response through rescEU.**

In relation to preparedness, the **Knowledge Network brings added value through facilitating connections and knowledge exchange among practitioners**, policy makers, and researchers. Nevertheless, the Network's limited visibility and unclear functions pose ongoing challenges that require careful attention and consideration.

Funding from the EU made it possible to develop **new technologies and practices**, many of them as an output of EU-financed research projects, to better deal with the various phases of flood management.

**Copernicus EMS played a pivotal role in providing an extensive range of scientific data** which has proven to be indispensable in mitigating, getting ready for, and addressing floods. The role played by EFAS has been pivotal in this regard, encompassing the swift delivery of dependable maps. EFAS provides complementary information (e.g. probabilistic, medium range flood forecasts, flash flood indicators, and impact forecasts) to the relevant national and regional authorities. Furthermore, EFAS keeps the Emergency Response Coordination Centre (ERCC) informed about ongoing and possibly upcoming flood events across Europe.

There was a consensus among stakeholder groups<sup>121</sup> that **without UCPM countries would have spent more time searching for relevant resources to respond emergencies**. According to national stakeholders<sup>122</sup> relying on bilateral relations and contacting each country individually for support is time-consuming. Having a single point of contact through **rescEU improves response time by centralising efforts and increasing efficiency**. It also ensures that those resources are provided that the country really needs, it is more targeted.

#### A7.2.8 Key challenges

The key challenges identified regarding UCPM work on floods were:

- **Information management and data analysis are one of the key issues.** Challenges were primarily identified regarding CECIS. It was considered insufficiently user friendly, and the logbook function inefficient. This made it difficult for national stakeholders to search for relevant information. Nevertheless, cooperation with the ERCC was positively assessed by national stakeholders and the usual procedures were implemented without major issues.
- In relation to response for flood emergencies the **timeline for mobilising teams** was another key challenge. In most cases support is urgently needed and often the support requested could only be deployed by road rather than air. An example of this was shown in case of the flood emergency in Belgium where Italian teams could be deployed by air and were an essential part of the emergency response while support from Austria deployed by road only arrived at the end of the emergency.
- **Limited integration of EFAS warning systems and national warning systems.** The increase in flash floods in recent years brings the increased need for new prevention measures in the future. EFAS has seen a continuous increase in national authorities accessing EFAS since 2017 and regional

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<sup>120</sup> European Commission (2017): Outcomes of the Lessons Learned Meeting on the Union Civil Protection Mechanism operations in 2017

<sup>121</sup> Interviews with national and regional civil protection officers (2 out of 2)

<sup>122</sup> Interviews with national and regional civil protection officers (4 out of 6)

authorities since 2017. The information provided by EFAS is unique and can facilitate the activation of UCPM.

- **Lack of capacity in the provision of flood containment was identified as an emerging need.** The use of the UCPM in this area has been infrequent due to the fact that flood containment is typically handled using local resources and capabilities.

#### A7.2.9 Lessons learnt and good practices

The lessons learnt and good practices identified related to UCPM activities on floods were:

##### A7.2.9.1 Cross-pillar/horizontal activities

- The **Knowledge Network** is found to be a useful platform for enabling national civil protection authorities to foster connections and acquire valuable insights on flood management across various sectors and Europe as a whole. This helps civil protection authorities to build connections and enhance preparedness.
- **Enhancing collaboration between UCPM and other EU and international stakeholders facilitates exchange of experiences.** During a UCPM Lessons Learnt Programme meeting in 2021<sup>123</sup>, valuable insights were gathered from recent flood situations in Europe, not only during UCPM activations but also beyond. This meeting also served as an opportunity to present the Floods Directive requirements by DG ENV, as well as national level best practices for implementing the directive. This collaborative effort between DG ECHO and DG ENV demonstrates the positive initiative to enhance synergies between the UCPM framework and the Floods Directive. DG ENV actively shares the UCPM's flood prevention work with the flood risk community, and mechanisms for information exchange between DG ENV and the UCPM are established.

##### A7.2.9.2 Preparedness

- Establishing and strengthening connections between relevant authorities, particularly between civil protection and flood risk management entities, is crucial for building more resilient societies. **Promoting cross-sectoral coordination** at all levels, from local to national and EU levels, and maintaining continuous communication with experts across different ministries, departments, or disciplines is highly encouraged to better prepare for flood emergencies.
- **Raising awareness about the UCPM and its services**, as well as the requirements of the Floods Directive, should extend beyond civil protection authorities to reach a wider audience within Member States and Participating States.

##### A7.2.9.3 Response

- Lessons learnt from the floods in Belgium show the importance of the **early deployment of ERCC liaison officer**. This practice proves beneficial as the officer's presence at the location establishes a crucial on-site link between the Host Nation, deployed teams, and the ERCC. Additionally, the liaison officer possesses valuable on-the-ground knowledge about the UCPM, further enhancing their effectiveness in coordinating efforts and facilitating communication.
- In terms of capabilities, it was suggested to **utilise size-adaptable teams with minimal equipment, which could enable faster deployment, enhance versatility, and facilitate seamless integration into rescue operations**. Additionally, it is important to address the necessity for capabilities that enable night-time operations, such as search and rescue helicopters or a rapid airlift capacity for swift mobilisation.
- Lessons learnt from the floods in Pakistan and Peru highlights the importance of understanding the different roles of **humanitarian aid partners**. Trainings on this aspect might be useful. Overall

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<sup>123</sup> DG ECHO (2022) UCPM Lessons Learnt Programme Meeting. Lessons Identified from recent floods in Europe.

activations outside the EU require this level of understanding and awareness that is not usually required inside EU. On this point, the benefits of collaborating with **local NGOs** is very important. Indeed, local population might not trust the people who deliver assistance but can trust local NGOs who know them.

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#### A7.2.11 List of stakeholders consulted

Stakeholder	Type of interview (remote/field)
DG ECHO (x2)	Remote
National civil protection officer Belgium	Remote and field
Regional civil protection officer Belgium	Remote and field
Head of Regional Emergency Planning Belgium	Remote
Federal Agency for Technical Relief – Germany	Remote
Ministry of Interior – Crisis Management and Civil Protection Department – Germany	Remote
Federal Agency for Civil Protection	Remote
Joint Research Centre Disaster Risk Management Unit	Remote

### A7.3 Russia's war of aggression against Ukraine

#### A7.3.1 Introduction to the case study

This case study examines the activation and functioning of the Union Civil Protection Mechanism (UCPM) in supporting Member and Participating States as well as Third Countries in the context of the Russia's war of aggression against Ukraine.

The aim of the case study is to analyse the effectiveness, efficiency, relevance, coherence and added value of the UCPM intervention in the context of the Russia's war of aggression against Ukraine, highlighting challenges and lessons learnt.

This case study complements the case study on Russia's war of aggression against Ukraine carried out in the context of the *Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022*, and of the *Mobility Package within the Emergency Support*

*Instrument Re-Activation, 2020-2022*, that covers extensively logistic-related aspects of the UCPM support in the context of the crisis. Consequently, the present case study focuses on other elements of the UCPM support and on lessons learnt to improve the UCPM support in future crises with (some) characteristics similar to Russia's war of aggression against Ukraine .

#### A7.3.2 Context

This section will provide an overview of:

- The evolving context of Russia's war of aggression against Ukraine;
- Support provided by the UCPM.

##### A7.3.2.1 *Evolving context of Russia's war of aggression against Ukraine*

The invasion of Ukraine by Russia on 24 February 2022 triggered a major humanitarian crisis, leading to high numbers of IDPs as well as refugees moving into neighbouring countries (Poland, Romania, Slovakia, Hungary and Moldova) and beyond. By July 2023, about 6 million refugees from Ukraine have been recorded in Europe and an additional 364 thousand beyond Europe. In October 2022, it was estimated that the number of IDPs was more than 6.5 million people.<sup>124</sup>

In addition, Russia's war of aggression against Ukraine has caused the destruction of infrastructure, including hospitals and energy infrastructure, hampered access to basic services, and caused a high volume of civil casualties.

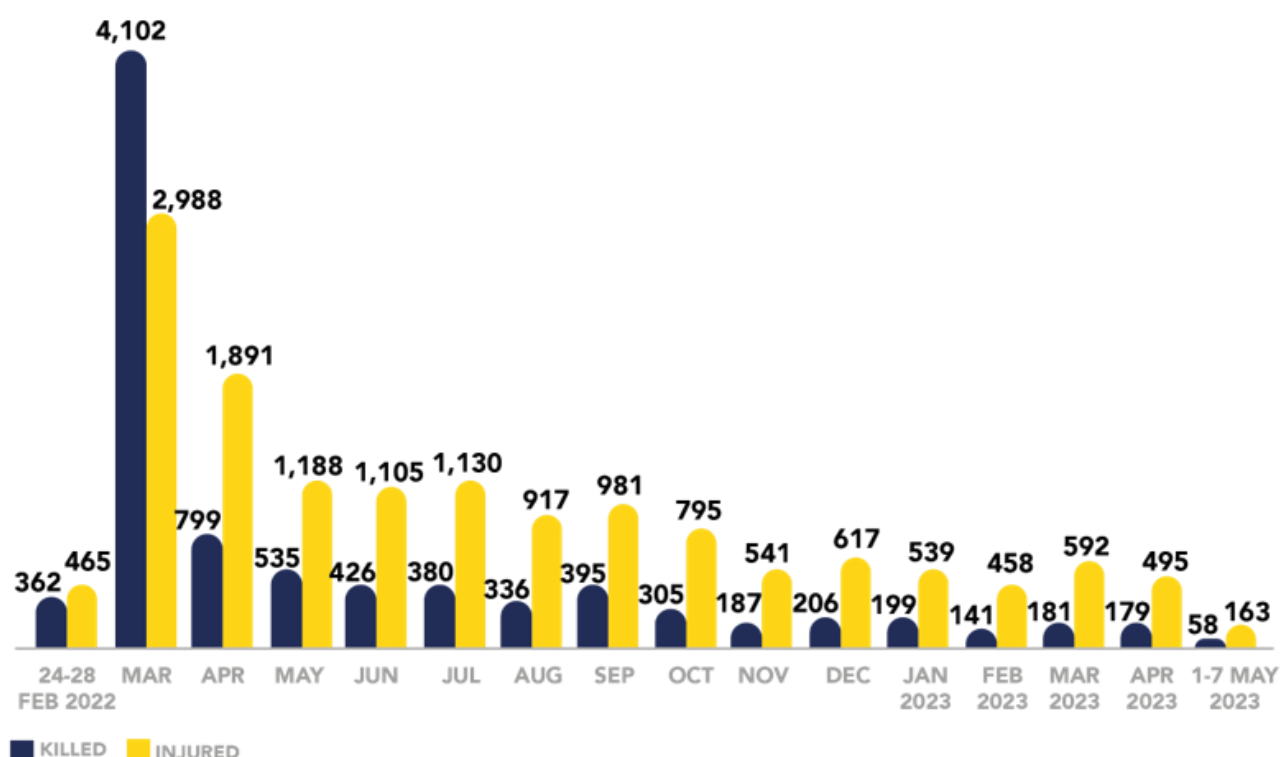
From February 2022 until May 2023, the Office of the UN High Commissioner for Human Rights (OHCHR) has recorded more than 26 thousand civilian casualties in the country. These include 8,791 killed and 14,815 injured (see Figure 8). However, according to OHCHR, the number of civil casualties is likely to be much higher as the collection of information is challenging.<sup>125</sup>

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<sup>124</sup> Situation Ukraine Refugee Situation ([unhcr.org](https://www.unhcr.org))

<sup>125</sup> Ukraine: civilian casualty update 8 May 2023 | OHCHR

Figure 8. Total civilian casualties, per month, from 24 February 2022 to 7 May 2023



Source: ICF elaboration, *Ukraine: civilian casualty update 8 May 2023* | OHCHR

The costs of damage to Ukrainian infrastructure are estimated to be somewhere between \$100 and \$134 billion.<sup>126</sup> In particular, attacks on the Ukraine's energy infrastructure have left more than 12 million people with limited or no electricity and have disrupted other basic services such as water supply, heating, and health care services.<sup>127</sup>

#### A7.3.2.2 Overview of the support by the UCPM

In preparation for the expected large-scale emergency, Ukraine first activated the UCPM on 15 February 2022. Since then, many requests for assistance by Ukraine and also by Member and Participating States followed. Table 7 provides an overview of requests made by country. The majority of requests across different categories were made by Ukraine.

Table 7. Overview of the share of requests per country

	EU	MD	PL	SK	UA
CBRN	0%	0%	0%	0%	100%
Clothes	0%	0%	0%	0%	100%
Communication equipment	0%	0%	0%	0%	100%
Coordination and assessment experts	0%	0%	100%	0%	0%
Energy supply items	0%	0%	0%	0%	100%

<sup>126</sup> See <https://kse.ua/about-the-school/news/the-total-amount-of-damage-caused-to-ukraine-s-infrastructure-due-to-the-war-has-increased-to-almost-138-billion/> and <https://operationalsupport.un.org/en/ukraine-war-100-billion-infrastructure-damage-and-counting>.

<sup>127</sup> See <https://www.undp.org/ukraine/publications/ukraine-energy-damage-assessment>.



	EU	MD	PL	SK	UA
Equipment and protection means	0%	0%	0%	0%	100%
Food items	0%	0%	0%	0%	100%
Infrastructure, construction and repair work, temporary structures	0%	0%	0%	0%	100%
Medevac LOs to the ERCC	0%	0%	0%	0%	100%
Medical supplies - equipment	0%	0%	0%	0%	100%
Medical supplies - medicines	0%	0%	0%	0%	100%
Medical supplies - other	0%	0%	0%	0%	100%
Motor vehicles and special equipment	0%	0%	0%	0%	100%
Special tools and equipment	0%	0%	0%	0%	100%
Technical experts	0%	0%	100%	0%	0%
Temporary sheltering, sleeping items, hygiene, sanitation, etc.	0%	0%	0%	0%	100%
Tools and equipment	0%	0%	0%	0%	100%
Training of its pyrotechnical teams	0%	0%	0%	0%	100%
Transport of patients	4%	2%	1%	0%	93%
Other	0%	0%	0%	0%	100%

Source: ICF elaboration based on CECIS data

Table 8 provides an overview of the type of UCPM resources used to address requests. In light of the dimension and type of requests which included some for non-traditional civil protection items, offers by all 27 EU Member States and two Participating States (Norway and Turkey) were complemented by rescEU capacities.

Table 8. Overview of the type of UCPM resource used per offer

Offer	UCPM resource type		
	Generic	Experts	rescEU
CBRN	72%	0%	28%
Clothes	100%	0%	0%
Communication equipment	100%	0%	0%
Coordination and assessment experts	86%	14%	0%
Energy supply items	100%	0%	0%
Equipment and protection means	100%	0%	0%
Food items	100%	0%	0%
Infrastructure, construction and repair work, temporary structures	100%	0%	0%
Medevac LOs to the ERCC	20%	80%	0%
Medical supplies - equipment	40%	0%	60%



Offer	UCPM resource type		
	Generic	Experts	rescEU
Medical supplies - medicines	98%	0%	2%
Medical supplies - other	77%	0%	23%
Motor vehicles and special equipment	100%	0%	0%
Null	100%	0%	0%
Other	100%	0%	0%
Special tools and equipment	100%	0%	0%
Technical experts	0%	100%	0%
Temporary sheltering, sleeping items, hygiene, sanitation, etc.	97%	0%	3%
Tools and equipment	100%	0%	0%
Training of its pyrotechnical teams	0%	100%	0%
Transport of patients	100%	0%	0%
<b>Grand Total</b>	<b>98%</b>	<b>0%</b>	<b>2%</b>

Source: ICF elaboration based on CECIS data

The response to Russia's war of aggression against Ukraine was the largest and most complex operation of the UCPM to date. The specific characteristics of the crisis, including restricted access to the territory of Ukraine, cross-sectoral needs, long duration, and high involvement of private sector, brought unique challenges to which the UCPM reacted with innovative solutions. For example, access restrictions to Ukraine's territory led to the establishment of three logistic hubs in Poland, Romania and Slovakia and of a MedEvac hub in Poland by ERCC. Furthermore, new rescEU capacities were developed, shelter and energy, and a solution to facilitate and channel private donations was implemented.

### A7.3.3 Case study findings

This section provides the case study findings per evaluation criteria: effectiveness, efficiency, relevance, coherence, EU added value.

#### A7.3.3.1 Relevance and Effectiveness

*This sub-section explores the extent to which the support of the UCPM was aligned to the needs and was successful in address them.*

**The support provided by UCPM in the context of Russia's war of aggression against Ukraine was in line with the needs reported by Ukraine and Member/Participating States. While in neighbouring countries it was possible to assess the needs directly, in Ukraine itself this was not feasible due to the impossibility to access Ukrainian territory.**

Nevertheless, documentation and interviews show that the request for assistance from the Ukraine government has been continuously updated<sup>128</sup> as the needs within the country changes. In addition, interviewees reported that DG ECHO civil protection staff were in regular contact with their humanitarian

<sup>128</sup> DG ECHO (2023), Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.

counterparts and the international humanitarian community regarding what was being provided on the humanitarian side, and information exchanges on the needs on the ground.

The lack of access to Ukraine was a major challenge to the UCPM as it prevented the direct assessment of the needs by EU Civil Protection Teams (EUCPT) and limited its ability to prioritise needs. Stakeholders<sup>129</sup> generally agreed that the UCPM was flexible in dealing with this constraint and in quickly adapting to emerging needs (e.g. energy crisis) by relying on:

- The **continuous needs assessment carried out by the Ukrainian government/authorities**, which specified the needs and accepted offers considered adequate and declined those assessed as not in line with the existing needs;
- The **feedback from DG ECHO Humanitarian Aid officers and international organisations** that had an established presence in the country;
- **Discussions and exchanges** to anticipate how the conflict and needs were expected to evolve. For example, early discussions identified possible risks related to CBRN and the need for the development of CBRN capacities.<sup>130</sup>

The **flexibility and good organisation of Ukrainian authorities** was also highlighted as a factor that contributed to a better understanding of their needs by the UCPM. Nevertheless, a few stakeholders indicated that a procedure to prioritise needs was missing and should be implemented, given the increased needs and limited resources.<sup>131</sup> Furthermore, interviews highlighted that in spite of the improved cooperation and collaboration between UCPM and the DG ECHO humanitarian aid at headquarters level, the interaction in the field was limited and could have been further explored.

In neighbouring countries, the direct assessment of needs was possible. For example, this allowed the UCPM to identify the need to address issues related to the wellbeing of the patients (and their families) evacuated via Poland while waiting for transportation to other Member States, and the need to minimise the uncertainty and complexity of those logistic operations. This assessment was done based on the feedback from various UCP teams as well as from the WHO on existing issues and on the expected evolution of the number of medical evacuations.<sup>132</sup> At first there were different opinions (in DG ECHO and the Polish authorities) on the extent to which a MedEvac Hub was required and about the level of capacity to be implemented. As the situation progressed, the various entities involved agreed that the MedEvac hub was required, and an agreement was reached. Some needs related to the transport of the patients from Ukraine to the hub were identified but not addressed as they fell outside the UCPM remit.

**The support provided by UCPM to prepare for and respond to Russia's war of aggression against Ukraine, which often relied on innovative solutions to address the specificities of the crisis, was generally considered effective by stakeholders.<sup>133</sup> However, the impossibility to monitor the assistance sent to Ukraine was seen as an obstacle for a more robust assessment.**

In light of the lack of access to Ukrainian territory as well as due to the type, size and complexity of needs to address, the UCPM quickly adjusted its approach and capacities to provide the required support. This entailed:

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<sup>129</sup> Interviews with DG ECHO (7); KIIs (2 DG ECHO desk officers, 2 Other, 2 National authorities)

<sup>130</sup> KIIs (2 DG ECHO desk officers, 2 National authorities); DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

<sup>131</sup> Interviews with 3 DG ECHO; KIIs (1 DG ECHO desk officers, 2 National authorities); DG ECHO, Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

<sup>132</sup> Interviews with 3 DG ECHO;

<sup>133</sup> Interviews with 3 DG ECHO; KIIs (1 DG ECHO desk officers, 2 National authorities); DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022; DG ECHO (2022), Final Report of the 7th European Civil Protection Forum 2022., DG ECHO (2023), Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.

- Coordinating the assistance and promoting the sharing of information by the ERCC, for example through the establishment of a multi-stakeholder crisis centre in Brussels and the continuous deployment of EUCP teams to Poland, Slovakia and Romania;
- Reinforcing existing rescEU capacities and developing new rescEU capacities, such as shelters and emergency energy supply;
- Establishing a rescEU hub in Belgium that channels private donations;
- Establishing three UCPM Logistics Hubs in neighbouring countries (Poland, Slovakia and Romania) to receive and consolidate assistance from Member and Participating States before sending it to Ukraine;
- Establishing a MedEvac hub in Poland to offer the proper support to patients arriving from Ukraine to be evacuated to a hospital in another country.<sup>134</sup>

### ***Coordination of assistance and promotion of information sharing***

The ERCC and the EUCP teams contributed to the effectiveness of the provided support by coordinating assistance and promoting information-sharing among Member and Participating States<sup>135</sup> and across sectors. This entailed interacting with authorities not traditionally associated to civil protection (e.g., DG SANTE and Health ministries). Despite the overall positive balance of the provided support, the interviews conducted and document reviewed highlighted some aspects that may have limited its effectiveness:

- **The profile of the deployed EUCP team staff.** The long duration of the crisis posed a significant burden on human resources, which meant that some members of the EUCPT deployed lacked experience and had limited UCPM training.
- **The high rotation of EUCP teams.** The long duration of the crisis also meant that the EUCP teams in the field had to be replaced every two to three weeks. This sometimes led to knowledge not being transferred between teams, to different approaches/views across teams and to some fatigue and confusion by the national entities and other organisations engaging with them. These issues were minimised by having the team leaders overlap 1-2 days to ensure a proper handover.
- **Supporting tools not fit for purpose.** CECIS was not capable of managing the high number and frequency of requests and offers in the context of the crisis. It is likely that despite the presence of EUCP teams onsite, the shortcomings of CECIS in managing highly complex operations resulted in less effective support.<sup>136</sup> Furthermore, the available tools do not support an appropriate tracking and traceability of the provided assistance.
- **Limited awareness of the UCPM by non-civil protection sectors.** Outreach efforts towards entities in non-civil protection sectors were seen as positive but insufficient, which may have limited the capacity to understand needs, identify gaps and provide more effective assistance.

### **rescEU**

The characteristics of the crisis, and its long-lasting nature, led to massive needs in areas for which the UCPM had developed capacities but not at the necessary level (e.g. medicines, CBRN) and in areas that had not been considered before, including shelter,<sup>137</sup> energy,<sup>138</sup> and transport. The availability of budget and a co-financing rate of 100%, coupled with the fatigue of Member States that had already provided significant

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<sup>134</sup> Jointly with the Ministries of Health of Poland and Ukraine.

<sup>135</sup> For example, by weekly transmitting the top Ukrainian requests and their acceptance and the 24/7 availability of ERCC. See lessons learned document.

<sup>136</sup> According to an interviewee, CECIS collapsed after a few weeks. Another highlighted that in the beginning of the operations, CECIS did not assign unique identifiers to offers and requests making the linkage of offers with requests challenging.

<sup>137</sup> Total budget available EUR 60 million for three grants.

<sup>138</sup> Total budget available EUR 30 million for one grant.

assistance during the first period of the crisis, contributed to the support of Member States for the acceleration of the development and deployment of capacities under rescEU.

As the work to define the standards of different capacities was very advanced and the legal basis for the needed capacities was either adopted or almost adopted, the main challenge was the implementation of those capacities, as:<sup>139</sup>

- This phase had been foreseen to take more time than what was available. DG ECHO increased the human resources available for the task, which reduced to some extent the burden on the team;
- The available stock of capacities was limited and insufficient in some instances (e.g. shelters), and so DG ECHO relied on Member States with providers capable of producing the necessary stocks.

In all cases, the necessary procedures to consult members were followed, which took about three weeks, after which the implementation phase started.

Overall, the expansion of rescEU in the context of this crisis was seen as positive and effective, as it was able to address requests that otherwise would probably have been addressed only later or not at all, given that the Member States were already overwhelmed. Nevertheless, some national authorities indicated that going forward they would favour a more robust analysis of needs and gaps to support the decision making underpinning capacities development.<sup>140</sup>

### Channelling private donations

From the beginning of the crisis, there was an interest of the private sector and of third countries to provide help to Ukraine. Some stakeholders directly contacted DG ECHO/UCPM expressing their interest to donate goods. Traditionally Member and Participating States, as well as Ukraine itself, would have been the ones dealing with those private donations. However, the dimension of the crisis went beyond capacities available and prompted the UCPM to find a solution to act on those offers and channel private donations to fill assistance gaps and broaden available capacity.<sup>141</sup>

As the UCPM is based on state-to-state support, the legislation imposed limitations on how private/external donations could be channelled by the UCPM. The practical solution that was found was to use rescEU grants to have Belgium establishing a hub to manage those donations. This entailed receiving donations of medicines and other goods, matching requests to offers and ensuring acceptance by Ukraine, carrying out a first quality check and dispatching the goods to the logistic hubs. The transportation of the assistance to the Belgium hub was to be supported by the donors. From the hub onwards the UCPM rules of co-financing applied.<sup>142</sup>

The interviews conducted and document reviewed highlighted that the channelling of private donations was seen as a positive development as they increased the capacity of the UCPM, when Member and Participating states and the market were strained. However, some elements were considered to have hindered, at some point, the effectiveness of this innovative solution:<sup>143</sup>

- **Lack of knowledge regarding Ukrainian requirements for goods.** At the beginning of operations, Ukrainian requirements (related, for example, to the expiry date of medicines) were not known, which led to the acceptance by Ukraine of offers that did not address specific requirements. Subsequently, measures were put in place to collect as many details as possible about requirements and to verify the compliance of the offers with those requirements.

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<sup>139</sup> Interviews with 2 DG ECHO.

<sup>140</sup> Interviews with national authorities; KIIs (1 National authorities); DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

<sup>141</sup> Interviews with 3 DG ECHO and 1 donor; KIIs (3 DG ECHO desk officers).

<sup>142</sup> Interviews with 2 DG ECHO and 1 national authority; KIIs (3 DG ECHO desk officers).

<sup>143</sup> Interviews with 7 DG ECHO, 1 national authority and 1 donor; KIIs (2 National authorities); DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

- **Offers with commercial interest.** In a limited number of cases, offers had financial burdens attached for Ukraine. The processing of these offers used resources without a positive impact.
- **Lack of legal framework.** While a practical solution was found for issues related to insurance, liability, transportation, customs, and financing, a more robust framework would have made the process simpler and faster, potentially leading to more offers and effective use of the hub.

### UCPM Logistics Hubs

As access to Ukraine was restricted, the UCPM usual *modus operandi* was not feasible to implement and an alternative approach was necessary. The solution was found and consisted of establishing a system of warehouses as close to the borders of Ukraine as possible. The selection of the countries to host those hubs fell on Poland, Romania and Slovakia in order to receive, compile and dispatch goods to Ukraine from neighbouring countries. The hubs were set up jointly with respective national authorities. The main challenges were:

- Finding appropriate facilities at the desired locations with good accessibility;
- The limited availability of transport resources to Ukraine;
- Coordination with Ukrainian authorities to ensure the proper reception of goods;
- Lack of protocols and Standard Operating Procedures (SOPs);
- The limited availability of human resources to run the hubs.<sup>144</sup>

As concluded by the Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, the UCPM Logistics hubs contributed to a more effective response.<sup>145</sup> The interviews and the review of documentation carried out in the context of this case study support this finding, highlighting the flexibility of the UCPM teams in developing this innovative solution (in the context of the UCPM) and in quickly setting it up together with Member States. While the legislation had not foreseen the co-financing of hubs, it proved somewhat flexible and allowed for it under certain conditions. One of the main advantages to Member and participating States of this solution was that DG ECHO was able to provide and fully finance the last leg of transport to Ukraine.<sup>146</sup>

The lack of monitoring of the delivered assistance provided through the hubs limited possibilities of conducting a robust assessment of the concrete outcomes/impacts of that assistance. Nevertheless, the provision of generators to medical facilities, of demining equipment, and medicines are expected to have reduced human suffering and loss of life.

### MedEvac hub

In response to requests for medical evacuation by Ukraine, more than 2,350 patients were transferred to various countries between March 2022 and July 2023.<sup>147</sup> Before the setting up of the MedEvac hub, patients and families arriving from Ukraine would wait for the transportation in an area that did not have adequate facilities (e.g. toilets) and support.

Consequently, the MedEvac hub was considered a positive and effective development with an impact on the wellbeing of patients and their families, which contributed to reducing human suffering and potentially saving human lives. In addition, it contributed to simplifying the logistics of the medical evaluations as, by providing a proper place for patients to wait for transport, it reduced the need to precisely coordinate the

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<sup>144</sup> In Slovakia a private company was hired to manage the hub.

<sup>145</sup> DG ECHO (2023), Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.

<sup>146</sup> Interviews with 9 DG ECHO; DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

<sup>147</sup> Emergency Response Coordination Centre —DG ECHO Daily Map | 05/07/2023

transport from Ukraine with the arrival of the onward plane to Poland and thus avoided the return of patients to Ukraine in case of a significant delay/cancellation of the transport.<sup>148</sup>

- The main limitations highlighted by stakeholders consulted and documentation reviewed were:<sup>149</sup>
- The reliance on one airplane for transportation, which limited transport capacity and potentially led to longer waiting times. This was also seen as risky as the operation would have had to be stopped in case of issues with the plane.
- The reliance on volunteers to transport the patients in ambulances from Ukraine to the hub.
- Limited number of ambulances.
- The use of informal communication channels with the responsible for the first leg of the trip (i.e., Ukraine to hub).

### A7.3.3.2 Efficiency

*This sub-section explores the extent to which the support provided could have been done at a lower cost or faster and whether there were more cost-effective alternatives.*

**During the Russia's war of aggression against Ukraine, the swiftness of the assistance took priority over cost considerations. Nevertheless, the coordination of the assistance by the UCPM was seen as contributing significantly to the efficiency of the overall support provided by Members and Participating States.**<sup>150</sup>

The interviews and documentation review highlighted that DG ECHO's main focus was to provide the necessary assistance as quickly as possible, even if that meant occasionally inefficient use of resources. For example, trains would be sent to Ukraine even when not full to ensure the quick delivery of assistance and the allocation of grants for the implementation of capacities was mostly driven by speed of delivery.

Some elements however hindered the efficiency of the support, with an impact on its costs and timeliness, including:<sup>151</sup>

- Transportation financing procedures were considered cumbersome and long, using substantial human resources and leading to delays in the operations;
- Procedures to develop capacities causing unnecessary delays given the extraordinary context of the crisis (e.g., the need to follow certain steps sequentially instead of in parallel);
- Insufficient coordination of procurement procedures;
- Supporting tools to management of requests/offers (CECIS) were not adequate to deal with the dimension and complexity of the operations, which led to human resources needing more time to manage the process and delays;
- Communication was non-optimal at times leading to occasional misunderstandings and wastage of resources;
- Unavailability of SOPs at the beginning of the operations leading to sub-optimal coordination of the resources;

<sup>148</sup> Interviews with 3 DG ECHO; DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

<sup>149</sup> Interviews with 3 DG ECHO; DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.

<sup>150</sup> Interviews with 5 DG ECHO; DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022; DG ECHO (2023), Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.

<sup>151</sup> Interviews with 11 DG ECHO; DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022; DG ECHO (2023), Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.



- Unavailability of human resources with the necessary experience/knowledge of the UCPM which led to some misalignments and delays;
- Misunderstanding around the MedEvac and the approach to channel private donations.

It is however not possible to assess the extent to which each of these elements impacted efficiency due to the lack of data.

**The challenging context, as well as limited data on needs and urgency of the response, limited the possibility of conducting a robust and consistent analysis of alternative solutions, with the UCPM often adopting a pragmatic approach of selecting the most feasible and quicker solution.**

**The lack of disaggregated data on costs and monitoring data on the outcome of the provided support does not allow for an analysis of the cost-effectiveness of the operations.** Interviews conducted and documentation reviewed suggest that when setting up the logistic hubs, the MedEvac hub, and private donations scheme, DG ECHO made some cost-effectiveness considerations, but that these were not consistent or systematic. Overall, the logistic hubs were considered a cost-effective solution by stakeholders consulted. The opinions on the cost-effectiveness of the MedEvac and of the channelling of private donations were generally positive, but some concerns were expressed.

Regarding the MedEvac hub, the main concern was that it was not being used at its full capacity, and therefore did not generate as many benefits as it might have.<sup>152</sup>

Regarding the channelling of private donations, its positive impact on cost-effectiveness was highlighted by donors, DG ECHO and national authorities.<sup>153</sup> For example, available data on the donations processed by the hub in Belgium and the hub in Poland suggests that the overall value of the donated medicines, medical equipment, CBRN countermeasures and hygiene and sanitation items (about EUR 7 million of completed donation and EUR 4.2 million in ongoing donations) was about 11 times the cost of operating the hubs (which DG estimates to be less than EUR 1 million on personal, subcontracting, and purchasing costs). This means that the return on the investment was extremely high and that the cost-effectiveness of processing donations was positive in principle.<sup>154</sup>

Furthermore, the fact that the UCPM requires the acceptance of offers by Ukraine and ensures the delivery of the goods to the authorities was regarded as contributing to the cost-effectiveness by those providing the donations. Nevertheless, the relation between costs and benefits appears to depend on the type of goods, and the complexity of requirements and procedures associated to those goods. In some cases, interviewees considered that the resources required to control the quality / process some of the goods donated (e.g. laptops) were higher than the expected benefits of those goods.<sup>155</sup>

#### A7.3.3.3 EU Added value

*This sub-section explored the extent to which logistic hubs and channelling private donations would be relevant to prepare and respond to future crises.*

**The support provided by the UCPM complemented bilateral support by Member and Participating States and increased the efficiency and effectiveness of the overall assistance to Ukraine. The UCPM coordination role could have not been provided by Member States alone.**<sup>156</sup>

<sup>152</sup> ECHO (2023), Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.

<sup>153</sup> Interviews with 5 DG ECHO, 1 national authority, 1 donor; DG ECHO (2022), Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022; DG ECHO June 2022, Final Report of the 7th European Civil Protection Forum 2022.

<sup>154</sup> No definitive conclusion can be taken as there is not information on the use and impact of those medicines.

<sup>155</sup> Interviews with 2 DG ECHO.

<sup>156</sup> Interviews with 2 DG ECHO.

The UCPM coordination of the assistance provided by Member States and Participating States was seen as offering added value, as it ensured a more efficient assistance and reduced the burden on Ukrainian authorities who had to engage with fewer counterparts and delivery events thanks to the pooling of goods. In addition, coordination with various cross-sectoral national and international entities and organisations was also regarded as of added value.

The use of rescEU capacities filled gaps and relieved the burden on some Member States already overstretched by providing continuous assistance over a long period of time.

Finally, the channelling of private donations removed an administrative burden from different national authorities and Ukraine, as they did not have to deal with processing and channelling the donations themselves.

#### A7.3.3.4 Coherence

*This sub-section explores the level of alignment and coordination between the UCPM support the DG ECHO Humanitarian Aid support.*

**The relations between the Civil Protection and Humanitarian Aid parts of DG ECHO were strengthened, however coordination and cooperation in the field was limited.**

Interviews highlighted that challenges and characteristic of Russia's war of aggression against Ukraine brought the Civil Protection and the Humanitarian Aid sides of DG ECHO closer. Some of the needs to be addressed by UCPM, such as food assistance and shelter, were traditionally also covered by Humanitarian Aid. Furthermore, the presence of DG ECHO field officers in Ukraine allowed to fill in information gaps in UCPM given that civil protection authorities could not access Ukrainian territory. Finally, both sides were facing similar logistic and coordination challenges and decided to coordinate and explore synergies, while respecting their intrinsic difference as UCPM deals with state-to-state assistance while Humanitarian aid does not deal directly with states.<sup>157</sup>

Nevertheless, evidence suggests that in the field, coordination and cooperation was not visible and that interactions between the different components of DG ECHO was left to the pro-activeness of individuals.<sup>158</sup>

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<sup>157</sup> Interviews with 7 DG ECHO.

<sup>158</sup> Interviews with 5 DG ECHO.



## A7.3.4 Key challenges faced and Lessons learnt

This section summarises the key challenges faced by the UCPM when providing support and lessons learnt (including best practices) that can be of added value not only in the context of this crisis but also for future operations that may face similar challenges.

Key challenge	Implications	Lessons learnt	Comments for future operations
Lack of access to the territory	Not possible to directly assess the needs on the ground and subsequent difficulties in prioritising need	Close interaction with the national authorities of the requesting country.	Integration of a liaison officer from CP authority of the affected country in the EUCPT and in Logistic Hubs
		Close interaction with the DG ECHO Humanitarian Aid HQ and field officers.	Continue strengthening the interaction between DG ECHO CP and DG ECHO HA, by increasing internal awareness of the work done by each as well as promoting regular exchanges between the teams.
		Close interaction with other international organisations with information about the needs.	When feasible, consider setting up on-site joint working groups with relevant international stakeholders (no duplication of UN cluster system)
		Obtain as many details as possible about the needs and request.	Ensure CECIS 2.0 can support the collection of detailed data on requests and needs in a structured way.  Consider providing a good alternative to CECIS for countries without access to it
	Not possible to deliver the support in the target territory	Logistic hubs that receive and consolidate assistance can be very effective and efficiency solutions.  Important to have SOPs in place as soon as possible and continuously improve them based on the evolution of the operations and lessons learnt.	Consider having templates for protocols/agreements as well as guidelines to facilitate systematic and prompt setting up of logistic hubs.  Consider drafting guidelines/ SOPs for logistic hubs so that they are ready from the onset.

Key challenge	Implications	Lessons learnt	Comments for future operations
			Consider building on the expertise developed by the teams that established and ran the logistic hubs.
		Identify the interlocutors from the requesting country	
		Set up communication protocols supported by reliable communication system	
	Not possible to directly monitor the assistance provided , which limits possibilities to assess the effectiveness of operations	<p>Need to develop and implement a system to support the tracking and traceability of assistance, including its final destination</p> <p>Collect data on the results and possible outcomes of the assistance.</p> <p>Ensure the Member States receive the obtained information.</p>	<p>Consider developing a tool to support the tracking and traceability of assistance.</p> <p>Consider developing a few indicators on results and outcomes, to make support the collection of structure data.</p>
<p>High level of a variety of needs for a long period of time;</p> <p>Needs that evolve quickly with the changes in the context/crisis</p>	Limited availability of Pool capacities	<p>Flexibility and ability to quickly reinforce/develop new capacities is essential to address needs in a timely manner.</p> <p>Having the standards and the legal basis of the various capacities ready / in a very advanced stage significantly reduced the workload and time required for the development of new capacities.</p> <p>Competition/lack of coordination between procurement by Members and limited</p>	<p>Consider using scenario-based approach to plan the development of capacities (at least the standards and draft legal basis).</p> <p>Consider developing procedures for fast access to private market to get specific capacities which rare/not existing within the UCPM but critical for mission success (e.g. MedEvac transport capacities, both land and air)</p>

Key challenge	Implications	Lessons learnt	Comments for future operations
	Unavailability of capacities to address certain types of (non-traditional) needs	<p>availability of stocks on the market, can lead to price increases and scarcity of items.</p> <p>Donations from private sector and third countries can help fill in gaps, however this solution may not be cost-effective for certain types of items, given the resources required to process the offers, carry out quality check and customs clearance.</p>	Consider allowing for Member and Participating Member States declaring an 'accelerated procedure', that would allow to simplify some administrative procedures and carry out certain steps in parallel.
	Procedures to use rescEU requiring some time		Further strengthen the coordination of Member States procurement of certain identified items, for example by establishing a platform for States to share information on planned procurements.
			Consider developing legislation to ensure cooperation with the private sector and third countries when feasible and cost-effective.
	Support system to manage requests/offers not fit for purpose	An updated version of CECIS is highly needed to improve the management of information and support operations.	Ensure that future support systems and IT platforms are designed with scalability and adaptability in mind to accommodate new and emerging challenges in a flexible manner.
Involvement in a man-made crisis not traditionally address via civil protection mechanisms	Periodic emergence of non-traditional civil protection needs	<p>Cross-sectional approaches are very important to meet certain needs.</p> <p>There was a need to coordinate/cooperate with authorities from non-civil protection / traditional sectors.</p> <p>The lack of awareness of the UPCM by authorities/entities/organisations that the UPCM</p>	<p>Consider actions to improve the awareness of the UCPM among entities/organisations from various sectors at EU level and national level.</p> <p>Consider fostering a culture of adopting a more cross-sectional approach to needs when relevant</p>

Key challenge	Implications	Lessons learnt	Comments for future operations
		<p>has to interact and coordinate with can cause delays, misunderstandings and impact the effectiveness and efficiency of operations.</p> <p>Having people with different areas of expertise in the EUCP Teams improves the interaction with authorities from different sectors</p>	<p>Consider building on the relations developed with other sectors during the operations and promote outreach actions towards new stakeholders</p> <p>Consider providing appropriate political support from the DG ECHO top management to the EUCP teams in the early stage of their deployment, particularly to a country which is, for example, not aware about UCPM</p>
Limited resources both at DG ECHO and national authorities to provide timely support	Limited human resources at ERCC and UCPM in general	Ability to quickly increase the human resources available (for example by temporarily deploying/moving people from different unit) is highly beneficial	Consider having an internal mechanism to further simplify and promote internal mobility when needed.
	Limited human resources for field deployment, leading to the deployment of people with sub-optimal profiles and high rotation of teams	<p>Overlapping of team leaders to ensure a proper handover is essential.</p> <p>Formal introduction of the new team leader to relevant national authorities and other partners can be beneficial.</p> <p>High rotation of teams can cause fatigue at national counterparts and ensuring a consistent message/approach by all deployed teams is extremely important.</p>	Consider developing procedures and guidelines to ensure proper handovers between teams and the consistency of approach by all deployed teams.
	Limited human resources in the Member and Participating States to deal with the high administrative burden related to UCPM procedures	Transportation financing procedures, grant procedures and other procedures are cumbersome and resource/time consuming.	Consider simplifying transportation financing procedures and grant related procedures.

Key challenge	Implications	Lessons learnt	Comments for future operations
	Member and Participating States have limited budget	The existing procedures cause delays in transferring budget from UCPM to States which puts a high burden on the latter	

## A7.3.5 List of references

- Mission reports:
  - Expert Mission - Final Report EUCP TEAM BRAVO PL, May 2022
  - Mission report to MD and UA, June 2022
  - Mission and Capitalization Report, September 2022
  - Mission Report - MedEvac hub, November 2022
  - Mission Report – Poland, June 2022
  - Mission Report\_Medevac Hub PL, January 2023
  - Call for rescEU proposals:
  - UCPM-2022-rescEU-UA Response Emergency Energy Supply DE
  - UCPM-2022-rescEU-UA Response Shelter RO
  - UCPM-2022-rescEU-UA Response Shelter SE
  - UCPM-2022-rescEU-UA Response Winter Shelter SE
- Lessons learnt:
  - DG ECHO, Outcome Document: UCPM Lessons Learnt Programme Meeting Preliminary Lessons from Russia's War on Ukraine – internal communication, 15 September 2022.
  - Progress report n° 1, Grant agreement n° ECHO/RESP/SUB/2022/873056/RESCEU/SHELTER/Bex
  - SPOs for Belgium hub
  - DG ECHO 2023, Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022, and of the Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022.
  - DG ECHO June 2022, Final Report of the 7th European Civil Protection Forum 2022.

## A7.3.6 List of stakeholders consulted

Stakeholder	Type of interview (remote/field)
DG ECHO LO (x8)	Remote
DG ECHO ERCC	Remote
DG ECHO EHRC	Remote
DG ECHO rescEU (x2)	Remote
EUCPT leaders (x 2)	Remote
National civil protection authority (2)	Remote
Donor	Remote

## A7.4 Beirut port explosion

## A7.4.1 Introduction to the case study

This case study examines the UCPM response to the explosion occurred in the port of Beirut (Lebanon) in August 2020. The aim of the case study is to assess the effectiveness of UCPM's response to the request for assistance, and also to measure the extent to which UCPM support was cost-effective and timely, the relevance of the response, as well as the extent to which UCPM work related to the explosion was coherent and complementary with national and international efforts. As

there were several reports produced by DG ECHO and national teams on the UCPM response to the Beirut port explosion, this case study aims to complement the information included in existing reports, particularly by assessing the perspective of Lebanese national authorities and of single Civil Protection (CP) experts who were deployed during the mission.

#### A7.4.2 Limitations to the case study

A few limitations should be considered with regard to this case study:

- Despite numerous requests from the evaluation team, the Lebanese authorities did not share some documentation related to previous exercises and simulations carried out in Lebanon (with and without the support of the European Commission), impacting the analysis of Relevance and Coherence;
- No data was provided regarding the cost-effectiveness of the response by the stakeholders, therefore the findings against this criterion (Efficiency) were limited.

#### A7.4.3 Context

This section will provide an overview of:

- The evolving context of Beirut port explosion;
- Support provided by the UCPM.

At 18:08 on 4 August 2020, a warehouse containing a large amount of ammonium nitrate exploded at the port of Beirut, Lebanon. Two explosions caused a devastating blast wave that impacted the city of Beirut for over 20 kilometres from the port area. Numerous neighbourhoods were severely affected. Infrastructure, health facilities, residential buildings, businesses, and schools within a five-kilometre radius from the explosion epicentre suffered damage.<sup>159</sup> The explosion resulted in the death of at least 200 people, while approximately 6,500 individuals were injured and around 300,000 were displaced from their homes. The incident had long-term effects on the lives of thousands of people, as healthcare centres, homes, and schools were significantly damaged. The situation was complicated by the presence of hazardous chemicals, safety concerns due to anti-government protests, and travel restrictions related to the COVID-19 pandemic. Figure 9 provides a visual overview of the location of the explosion and the damage at the affected pier.

Figure 9. Location of explosion and consequent crater at Beirut's port

#### Location of the explosion at Beirut's port



#### Location of the crater at the pier



Source: Lebanese Armed Forces - Engineering Regiment

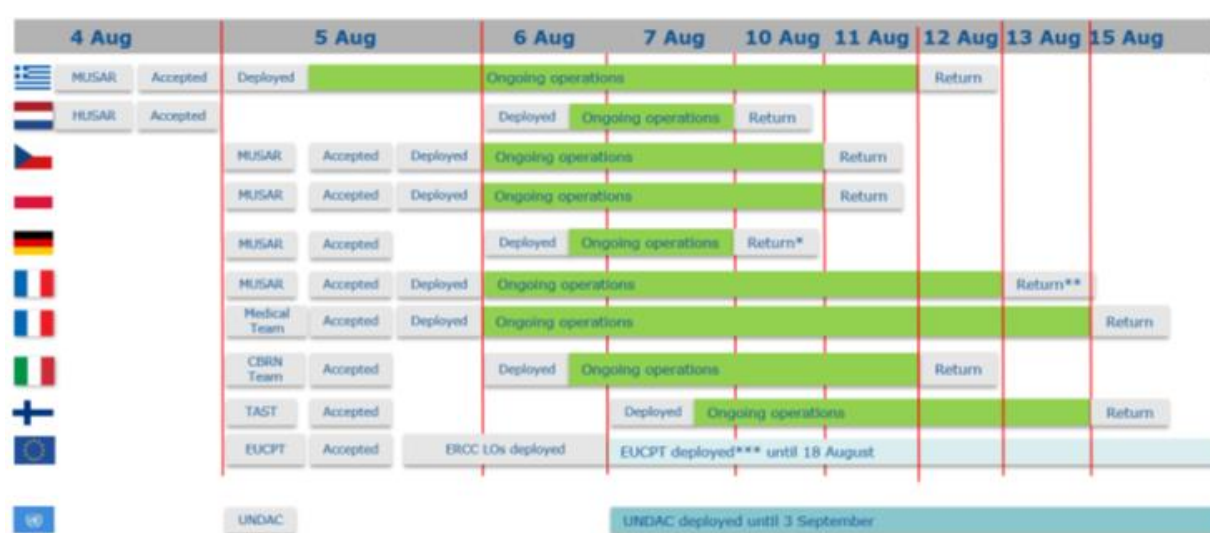
The UCPM was activated by the Lebanese Government (Prime Ministers' office) in pre-alert mode 2 hours after the explosion. Video-conferences with Member States and Participating States were

<sup>159</sup> INSARAG Technical After-Action Review (AAR) on the Beirut Port Explosion Response Report, 18 December 2020

carried out by the ERCC to allow for a coordinated offer of assistance. Nearly 300 emergency response professionals from seven EU Member States (Czech Republic, France, Germany, Greece, Netherlands, Poland, and Italy) were deployed, providing search and rescue (CZ, DE, EL, NL, PL, FR) medical (FR), and CBRN (IT) teams and modules. The European Union also dispatched a civil protection team (EUCPT) consisting of 15 experts, including a 6-person Technical Assistance and Support Team (TAST) from Finland and 2 ERCC Liaison Officers (LOs) to coordinate aid provided through the UCPM. Furthermore, sixteen EU Member States and UCPM Participating States (Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Finland, France, Italy, Norway, Romania, Slovakia, Spain, Sweden, and Turkey) delivered in-kind assistance to Lebanon. Other MS provided assistance bilaterally.<sup>160</sup>

Figure 10 provides an overview of the timeline of the deployment of UCPM teams. The initial search and rescue teams (EL), as well as the first wave of in-kind assistance, arrived on 5 August 2020. The ERCC LOs, the EUCPT and the other teams followed shortly after, arriving between 6 and 7 August. Additionally, the local DG ECHO Office received reinforcements in the form of seven humanitarian experts.

Figure 10. Beirut blast – UCPM timeline



Source: DG ECHO, Overview UCPM activations 2020

This emergency response marked the first major deployment of the UCPM during the COVID-19 pandemic. The Emergency Response Coordination Centre (ERCC) faced challenges related to quarantine measures and logistics in this unique context.<sup>161</sup>

#### A7.4.4 Case study findings

This section discusses case study findings by evaluation criteria: effectiveness, efficiency, relevance, coherence, EU added value.

##### A7.4.4.1 Effectiveness

On the day of the explosion, the Mechanism was activated at 21:51 UTC by the Office of the Presidency of the Council of Ministers. The Disaster Risk Management Unit (DRM) acted as a focal point in the country, communicating to the ERCC the type of capacities needed (e.g. USAR, tools, dogs, etc.).

<sup>160</sup> DG ECHO, UCPM Lessons Learnt Programme Ammonium Nitrate Explosions In The Port of Beirut, November 2020

<sup>161</sup> DG ECHO, Annual UCPM Lessons Learnt Programme Meeting 2020 UCPM Activations, 19-20 January 2021



As outlined in the section above, the EU provided a substantial response to the crisis, with 20 UCPM Member/Participating States offering assistance. Seven Member States sent nearly 300 emergency response professionals, while 16 countries delivered in-kind assistance. A team of nine EU civil protection experts (EUCP Team), a six-person TAST, and two liaison officers were deployed to Beirut from 6 to 17 August. The capacity of the DG ECHO office in Lebanon was also strengthened through the provision of seven humanitarian experts.

Additionally, assistance was delivered via three DG ECHO Humanitarian Air Bridge (EU HAB) flights. The initial flight, on 12 August, travelled from Lyon to Beirut, delivering 17 tonnes of aid, including contributions from UNICEF and Médecins du Monde. The subsequent flight originated from Maastricht, delivering 12 tonnes of aid, which encompassed Spanish assistance, personal protective equipment (PPE) from the University of Antwerp, and other humanitarian partner contributions. On 12 September, the final HAB flight from Munich transported 29 tonnes of assistance, including medical supplies and WASH equipment from Portugal, as well as eight ambulances and firefighting equipment from Germany. The EU's satellite mapping service, Copernicus, was also activated on 5 August to help with damage assessment, resulting in three maps. In total, the European Commission initially allocated €33 million to the response, then pledged an additional €30 million on 9 August, taking the total contribution to €64.12 million.<sup>162</sup> Furthermore, in December 2020, the EU adopted an additional support package of close to €100 million to help Lebanon address the consequences of the explosion at the port of Beirut and support a recovery from the catastrophe focused on meeting the population's needs.<sup>163</sup>

The immediate emergency response to the explosion was managed by several local authorities and agencies in Lebanon. These included the Lebanese Red Cross, Lebanon's Civil Defence, the Lebanese Armed Forces (LAF), and local Beirut hospitals. The Lebanese Government, immediately after the explosion, decided to put Beirut under emergency law. Emergency law was subsequently active for approximately 4 months. In the aftermath of the explosion the Government assigned management responsibility inside the port area to the LAF, which coordinated the internal and external response. Outside of the port area, management responsibility was assigned to the municipality of Beirut in collaboration with the LAF and Civil Defence.<sup>164</sup> These actors worked together on search and rescue operations, emergency medical care, and other immediate response activities.

The majority of stakeholders consulted reported that **UCPM teams effectively supported the efforts of Lebanese authorities, and that there was effective communication and collaboration with the LAF**, which assigned liaison officers to each of the UCPM teams.<sup>165</sup> Furthermore, although a UNDAC team was present at the site, their role in coordination was somewhat marginalised due to the fact that they were invited by the UN Resident Coordinator rather than directly by the Lebanese government. However, after the publication of the Flash Appeal, they closely collaborated with the Advanced Emergency room to coordinate the activities of various international and non-governmental organisations (INGOs and NGOs) operating in the field.<sup>166</sup>

Data collected in the field shows that Lebanese national authorities directly involved in the search and rescue operations expressed satisfaction with the results of the work of all UCPM teams.<sup>167</sup> UCPM team were assigned to working sectors (see Figure 11) within the port perimeter and performed additional work outside the port area. The UCPM teams carried out several activities during the deployment period, including search and rescue operations, structural assessments, CBRN

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<sup>162</sup> DG ECHO, Questionnaire for UCPM representatives regarding case studies

<sup>163</sup> EU Press Release, The EU mobilises additional €100 million in response to the Beirut port explosion in Lebanon, 23 December 2020

<sup>164</sup> Interviews with Lebanese national authorities (6 out of 10)

<sup>165</sup> Interviews with Lebanese national authorities (9 out of 10), Interviews with UCPM module Team Leader/ Deputy Team Leader (2), Interviews with EUCPT Team Leader (1)

<sup>166</sup> Interviews with EUCPT Team Leader (1); DG ECHO, Final Report: EU Civil Protection Team – Beirut, 15 September 2020

<sup>167</sup> Interviews with Lebanese national authorities (8 out of 10)

assessments, medical assistance, meetings with local authorities and international response actors, and more. The main achievements of response efforts are discussed below.

**Urban Search and Rescue (USAR) response:**

- The UCPM sent USAR teams from six Member States: the Netherlands (Heavy USAR), Czech Republic (Medium USAR), France (Medium USAR), Germany (Medium USAR, damage assessment team), Greece (Medium USAR), Poland (Medium USAR);
- The NL HUSAR team established a USAR Coordination Cell (UCC) to assist the LAF in coordinating the international search and rescue efforts, and to directly coordinate UCPM USAR teams and the IT CBRN team. The team also retrieved from the rubble some cell phones and human remains which were handed over to LEMA;
- The EL MUSAR team, , recovered five large safes as a result of the search operations. Safes were then handed over to local authorities;
- The FR MUSAR team, in coordination with local and international teams, extracted a total of 7 bodies from the rubble;
- USAR experts also joined the Damage Assessment Coordination Cell (DACC) and provided assistance in assessing the extent of damage to buildings. Overall, more than 580 assessments were conducted by engineers from international USAR teams, with more than half performed by engineers from UCPM teams in the municipality of Beirut (NL, CZ, DE, FR, IT CBRN).

**Chemical-Biological-Radiological-Nuclear (CBRN) response:**

- Italian CBRN experts supported the operations of USAR teams through the identification of possible CBRN related risks and definition of mitigation measures in the area affected by the explosion;
- The IT team reported small concentrations of chemical substances (e.g. paint, solvents, and asbestos), which could have posed potential minor health risks without protective equipment. Upon their arrival to Beirut, the DG ECHO LOs were informed by the CBRN team about the presence of asbestos particles in the air close to the port, and about the need to wear FFP2-type masks at all times when in the affected areas. The ERCC immediately conveyed this information to all teams and experts deployed under the UCPM.

**Medical Team response:**

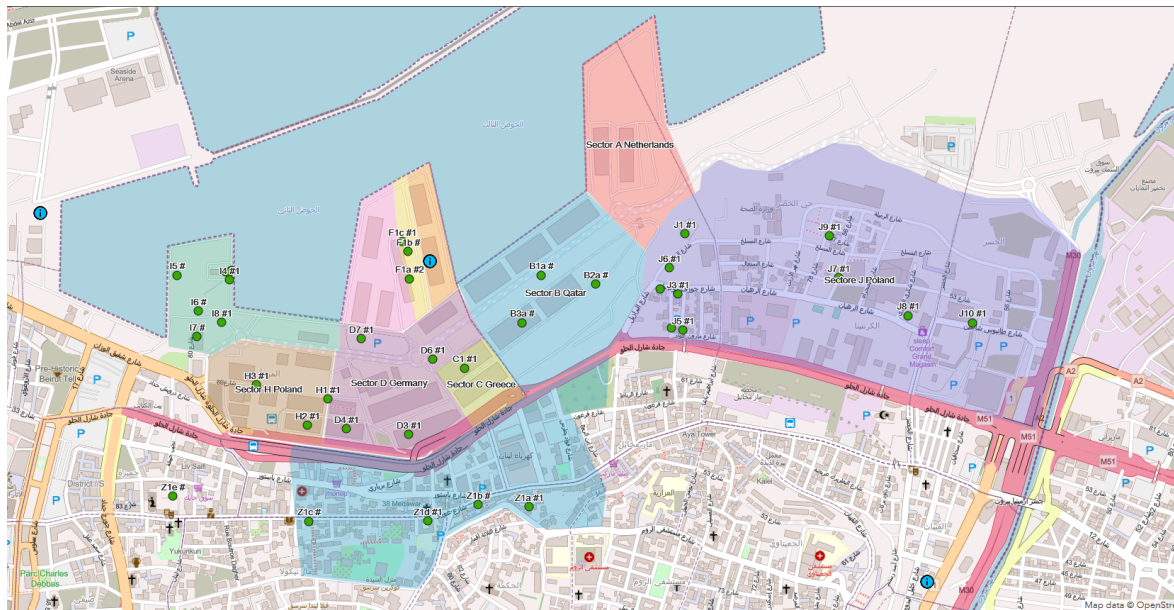
- The French medical team supported the set-up of mobile medical posts in four hospitals in Beirut (Saint Joseph Hospital, Hotel Dieu Hospital, American University of Beirut Medical Center, and Rafik Hariri Hospital). It also set up a dispensary at the Quarantina barracks near the port, which had been heavily damaged by the explosion, for the benefit of the local population;
- The team treated more than 150 patients and French medical staff also used the opportunity to train Lebanese nurses.

**European Union Civil Protection Team (EUCPT) coordination:**

- During the whole deployment period, the EUCPT remained in constant contact with Lebanon's local authorities, analysing potential needs for Urban Search and Rescue (USAR) or other support modules;
- The EUCPT had other focal points in the Advanced Emergency Room and tasked with the management of in-kind assistance;
- The EUCPT medical experts' role was initially ambiguous due to the presence of only one medical team deployed under UCPM. As the focus shifted from explosion-related health issues to a COVID-19 response, EUCPT's involvement in the health sector was limited, with a good cooperation with the Ministry of Public Health.

- The EUCPT had to identify different national contact points as operations were divided in two main parts: ground zero (i.e. the port) which was managed by the LAF; and Beirut City, which was managed by the municipality of Beirut under the supervision of the LAF.

Figure 11. Division of working sectors for international response teams



Source: THW, *Explosion Lebanon - Final Report*

Furthermore, the large majority of stakeholders, including Lebanese national authorities, reported that the **communication and coordination with (and within) UCPM teams was very good**.<sup>168</sup> The UCPM teams particularly praised the swift communication and coordination with the LAF, and reported it as a good result because CP teams are normally not used to working in a setting coordinated by military forces (but rather by the host country CP authority).<sup>169</sup> As reported by the Lebanese stakeholders interviewed, the LAF was not trained to manage emergencies of this type, but they received overall coordination responsibility from the Government due to their reliability and experience in similar contexts.<sup>170</sup>

It was also reported that communication with Lebanese authorities was facilitated by the good level of English of all relevant stakeholders, which enabled a swift collaboration, and that the **initiative of the Lebanese authorities to assign LAF Liaison Officers to each of the UCPM teams** (also helping with logistical requests such as fuel, etc.) enabled a more coordinated response and was considered as a best practice of “ideal response situation” in a third country.<sup>171</sup> Lebanese authorities also reported that the choice to assign LOs from the LAF Engineering Regiment was positive, as the selected Officers had undergone international coordination trainings with other armed forces in Europe (e.g. France).<sup>172</sup>

Another enabler to the positive communication and collaboration between the UCPM and Lebanese authorities was the **choice of the DG ECHO Liaison Officers (LOs) sent in the field**. Personnel deployed were familiar with the cultural, political and social situation of Lebanon and were praised by interviewees for their active role during the mission as well as for their rapid deployment, which

<sup>168</sup> Interviews with Lebanese national authorities (8 out of 10), Interviews with UCPM module Team Leader/ Deputy Team Leader (1), Interviews with EUCPT Team Leader (1), Interviews with DG ECHO (1)

<sup>169</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1), Interviews with EUCPT Team Leader (1)

<sup>170</sup> Interviews with Lebanese national authorities (6 out of 10)

<sup>171</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1)

<sup>172</sup> Interviews with Lebanese national authorities (6 out of 10)

was useful for the EUCPT to get quickly up to speed upon arrival in Beirut.<sup>173</sup> Indeed, as reported in the Final Report of the EUCPT, the deployment of DG ECHO LOs ahead of the rest of the EU Civil Protection Team was useful to gain better situational awareness. Their priority in the first two days was to make contact with the European teams deployed under the UCPM who were already on site; connect with the point of contact from the LAF; identify and prioritise additional needs; clarify the emergency national organisation; and support the logistics needs for incoming EUCPT (e.g. accommodation, warehousing).<sup>174</sup>

As regards coordination, Lebanese authorities also reported that they found the virtual OSOCC (VOSOCC) as a very helpful tool for them to organise and carry out meetings and briefings, thus contributing to better coordination. As a lessons learnt, the LAF mentioned the possibility to be granted limited access to the VOSOCC (for example as a user with no input rights), which would help their internal coordination as well as coordination with the international response.<sup>175</sup> However, EU Teams argued that the VOSOCC is a more complex tool which is not dedicated only to single actions, but encompasses a series of emergencies. In light of this, an alternative choice could be the creation of an emergency management platform dedicated to single responses and access to which could be shared with external stakeholders.<sup>176</sup>

With regard to whether UCPM teams used the most updated technologies to deal with the response to the explosion, none of the interviewees expressed an opinion on the matter. However, the TAST reported on the excessive use of printers and paper, suggesting a shift towards more environmentally friendly and secure methods in future missions. The TAST proposed using more technologically advanced tools, such as projectors, to display maps and information on walls or backgrounds, which would not only reduce paper usage but also improve the security of sensitive information. This change would also make potentially unexpected visits from camera crews less problematic, as digital displays can be quickly turned off.<sup>177</sup>

#### *A7.4.4.2 Efficiency*

Overall, the **EU response to the explosion was carried out in a timely manner**, although there were some issues related to the timeframe of the deployment of some teams (e.g. EUCPT). Due to the absence of relevant data, it **was not possible to conclude whether the mission was cost-effective**, although some examples of factors which might have influenced cost-effectiveness were reported.

For the mission in Beirut, the European Commission covered up to 75% of transport and operations costs for modules and in-kind assistance, with Member and Participating states requesting around EUR 6 Million.<sup>178</sup> The European Response Coordination Centre (ERCC) effectively handled all travel arrangements for the team. Flights were booked from the team members' home cities to Beirut International Airport. The DG ECHO Office in Beirut assisted with airport pickups, thus facilitating timeliness of the response.

The timeliness of the UCPM response was particularly praised by Lebanese authorities, who reported that:

1. the activation of the Mechanism and communication with ERCC was rapid and efficient, particularly because of the speed of the ERCC in replying to the requests of the Lebanese DRMU Office;<sup>179</sup>

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<sup>173</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1), Interviews with Lebanese national authorities (2 out of 10), Interviews with EUCPT Team Leader (1)

<sup>174</sup> DG ECHO, Final Report: EU Civil Protection Team – Beirut, 15 September 2020

<sup>175</sup> Interviews with Lebanese national authorities (6 out of 10)

<sup>176</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1)

<sup>177</sup> DG ECHO, Final Report: TAST – Beirut, 15 September 2020

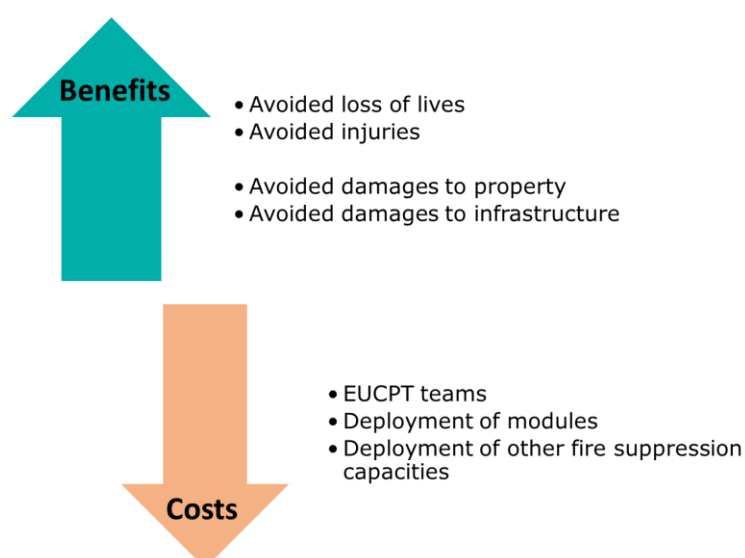
<sup>178</sup> DG ECHO, Questionnaire for UCPM representatives regarding case studies

<sup>179</sup> Interviews with Lebanese national authorities (1 out of 10)

2. the work of the USAR and CBRN teams in the port area lasted five days, and the Engineering Regiment of the LAF estimated that it would have taken at least three times longer to perform search and rescue as well as CBRN detection without the UCPM intervention. Notably, the LAF mentioned that the EU USAR teams were proposed by local authorities to start working in the assigned areas the day after their arrival, but they insisted on starting immediately, which was positively remarked by Lebanese stakeholders.<sup>180</sup> One stakeholder criticised the fact that the EUCPT was deployed only two days after the first USAR team and the DG ECHO LO's, stating that the EUCPT should be on site before the UCPM modules.<sup>181</sup>

In terms of cost-effectiveness, the potential benefits of the UCPM response to the activation request made by Lebanon include avoided loss of lives; avoided injured; avoided property losses / damages; and avoided infrastructure losses / damages. The corresponding incremental UCPM costs was related to the cost for the UCPM to provide the response to the request (i.e. EUCPT teams, modules, and other capacities). Following the approach used by the World Bank,<sup>182</sup> a simplified model was developed to attempt to quantify the socio-economic benefits and costs of the UCPM activation covered in the context of the case study (see Figure 12).

Figure 12. Simplified model for the CBA



Source: ICF elaboration

The quantification of each benefit and cost was to be done following the World bank model. However, after a review of available documentation and data and consulting relevant stakeholders, it was concluded that the benefits did not materialise because of the nature of the consequences of the disaster. Although the UCPM teams were deployed in a timely manner, due to the type of consequences of the explosion, no lives were directly saved by UCPM teams and there is no record of avoided injuries besides treatment of patients at the hospital (on which there was no available data to be analysed). Furthermore, while there were no collapsed buildings outside of the port area, UCPM USAR teams carried out building damage assessments in coordination with the Damage Assessment Coordination Cell (DACC), but the model did not allow to quantify the potential benefit related to avoided injuries or further damages to properties and infrastructure.

Nevertheless, the analysis of reports highlighted some factors which influenced the efficiency of the mission in Lebanon as well as lessons. These include:

<sup>180</sup> Interviews with Lebanese national authorities (6 out of 10)

<sup>181</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1)

<sup>182</sup> World Bank. 2021. Investment in Disaster Risk Management in Europe Makes Economic Sense: Background Report. Economics for Disaster Prevention and Preparedness. © World Bank, Washington, DC

- The collaboration between the International Humanitarian Partnership (IHP) and the Technical Assistance and Support Team (TAST) could offer more synergies and efficiencies, particularly if the same country is supplying TAST to the UCPM and IHP ICT support to the UNDAC;
- The local capacity to efficiently receive and distribute incoming aid was relatively weak. Lebanese authorities did not set up a Reception Departure Centre (RDC), nor did they allow others to establish one. This caused delays in integrating the incoming aid into the country and its current structures. National authorities set up an "Emergency Room" for coordination only a week after the incident;
- For the first time, a Liaison Officer from the Local Emergency Management Authority (LEMA) was included in the UCC team, improving its efficiency and effectiveness. This practice could become a standard and be incorporated into UCPM Guidelines/ Manual;
- The TAST should have been better prepared for an "hotel-based" mission, and able to start support from very beginning (e.g. through the provision of WIFI, logistics, business cards, mapping, etc.). Some important material from TAST was also held in the cargo at the airport (e.g. FFP2 masks);
- The mission's cost-effectiveness was positively influenced by the fact that the accommodation was hotel-based rather than camp-based, which considerably reduced expenses on equipment and transport.<sup>183</sup>

Another efficiency-related aspect investigated was the necessity to deploy on a "non-regret basis" a large EUCPT and TAST team to Beirut, with the possibility to scale-down at a later stage. When the mission was scaled down, four out of six members of the TAST team were repatriated. When prompted about the potential effect on the efficiency of sending larger teams on the mission, stakeholders agreed that it would be better to deploy on a non-regret basis and then downscale rather than facing a resource issue during the most intensive days of a response mission (i.e. the first days).<sup>184</sup> In the case of the Beirut explosion, the scale and affected areas were clear from the beginning, but the number of people affected was unclear.

Lastly, the "morale" effect of the UCPM deployment was reported by Lebanese national authorities as a non-quantifiable benefit of the work of UCPM teams in Beirut. The reason for this is twofold. Firstly, the LAF mentioned that the presence and expertise of international teams made them feel supported in coping with a disaster which had no similar precedents in the country. Second it reassured the Lebanese population and media who were starting to put pressure on authorities in the aftermath of the explosion, for example to promptly recover the bodies of victims.<sup>185</sup>

#### A7.4.4.3 Relevance

Overall, the case study found that **UCPM preparedness (e.g. training and exercises) and response activities were relevant to the needs of Lebanese national authorities.**

Disaster risk management in Lebanon is coordinated by the **Disaster Risk Management Unit (DRMU)**, which is part of the Presidency of the Council of Ministers. The DRMU works to enhance Lebanon's resilience and ability to respond to a variety of disasters, including natural disasters, environmental emergencies, and man-made crises. The DRMU's work involves preparing for potential disasters, including planning, coordination, and capacity building. Furthermore, the Lebanese **Civil Defence**, which is part of Lebanon's Ministry of Interior and Municipalities, also plays a crucial role in disaster risk management. Its responsibilities include:<sup>186</sup>

- raising awareness about potential risks, hazards, and the importance of preparedness;

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<sup>183</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1)

<sup>184</sup> Interviews with UCPM module Team Leader/ Deputy Team Leader (1), Interviews with EUCPT Team Leader (1), Interviews with TAST (1)

<sup>185</sup> Interviews with Lebanese national authorities (6 out of 10)

<sup>186</sup> Interviews with Lebanese national authorities (3 out of 10)



- providing an immediate response during a disaster or emergency;
- coordinating with other national and international agencies during a disaster response; and
- conducting training and exercises.

Lebanese stakeholders reported that their involvement in UCPM activities prior to the port explosion contributed to ensuring a harmonised response approach and fostered a good collaboration with EU teams.<sup>187</sup> In particular, the Lebanese Civil Defence participated in trainings organised by the European Commission, including one training about the UCPM and how third countries can benefit from it.<sup>188</sup> Furthermore, representatives from the Civil Defence attended at least one UCPM full scale exercise,<sup>189</sup> and the DRMU organised two simulations exercises on scenarios for international assistance.<sup>190</sup> However, despite the numerous requests of the evaluation team, the DRMU did not share additional relevant information on exercises organised in the country prior to the 2020 port explosion.

Additionally, it was reported that other EU and UCPM funded activities were relevant to the needs of Lebanese national authorities, particularly in relation to the response to the post explosion. These include PPRD-South projects (see the Coherence Section) and the UCPM response to the 2019 forest fires in Lebanon. On 15 October 2019, Lebanon requested assistance through the UCPM for aerial forest firefighting capacities. RescEU firefighting planes were mobilised from both Italy and Greece and two Cypriot planes had already been deployed on 14 October. Furthermore, as of 16 October an EU Liaison Officer supported the deployment of assets onsite. The European Commission's Copernicus Emergency Management Service was activated on 15 October to provide satellite maps of the area.<sup>191</sup> In this context, the DRMU reported that the 2019 activation was of extreme importance for Lebanese authorities to understand the support role that UCPM can offer in case of disasters, and was particularly useful during the preparation and implementation of the request for assistance and reception of teams for the port explosion mission.<sup>192</sup> Lastly, in light of the high relevance of UCPM activities, Lebanese authorities consulted expressed the interest in being more involved in UCPM prevention and preparedness work.<sup>193</sup>

#### *A7.4.4.4 Coherence*

The case study found that the **UCPM mission directly complemented the efforts of national authorities and other international actors**. Furthermore, there was also a **strong degree of coherence between other EU-funded initiatives and the work of Lebanese national authorities in responding to the 2020 emergency**.

The UCPM teams deployed to Beirut complemented the work of national authorities already deployed on the sites (e.g. LAF Engineering Regiment in the port area, Civil Defence outside the harbour, Ministry of Health in Beirut hospitals, etc.) as well as of other international teams (e.g. USAR teams from Qatar and Russia). For example, the UCPM NL USAR team, in accordance with the INSARAG Guidelines and in conjunction with LAF, set up and managed the USAR Coordination Cell (UCC). The team provided coordination to all EU and international USAR teams involved in the response. This entailed carrying out coordination meetings with LEMA and USAR Team Leaders, as well as discussing and operationalising the sectorisation plan, and coordinating with OSOCC/EUCPT. They were also assisted in the preparation of the UCC by teams from France, Poland and Qatar and a

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<sup>187</sup> Interviews with Lebanese national authorities (3 out of 10)

<sup>188</sup> It was not specified if this training was part of the UCPM Training Programme

<sup>189</sup> Interviews with Lebanese national authorities (2 out of 10)

<sup>190</sup> Interviews with Lebanese national authorities (1 out of 10)

<sup>191</sup> DG ECHO Daily Flash Archive, 16 October 2019

<sup>192</sup> Interviews with Lebanese national authorities (1 out of 10)

<sup>193</sup> Interviews with Lebanese national authorities (3 out of 10)

liaison officer from LAF. The NL USAR also provided the UCC with ICT, an information manager and administrator and a logistics manager.<sup>194</sup>

Furthermore, prior to 2020, Lebanon was involved in the Prevention, Preparedness and Response to natural and man-made disasters (PPRD) South programme, and stakeholders reported that **their involvement in PPRD activities were coherent with and complemented subsequent UCPM activation and operations for the port explosion.**<sup>195</sup>

Literature reviewed confirmed the finding from the field mission. In particular, it was found that the lessons learnt from the PPRD phases were instrumental for enhancing crisis management in Lebanon. For example, recognising the DRMU as the central unit for managing national crises enabled the Lebanese authorities to stay informed and effectively manage future crises,<sup>196</sup> resulting in the direct involvement of the DRMU in the 2020 activation. PPRD training also facilitated inter-departmental collaboration and decision-making, which was crucial during the port explosion due to the several national authorities involved at different levels.<sup>197</sup> This previous work made it possible for Lebanon to promptly and appropriately request help from the ERCC during crises, and to prepare and send out a coherent, documented and complete request for international assistance through the UCPM after the blast in Beirut Harbor.<sup>198</sup>

Furthermore, in 2019, PPRD assessment missions were conducted in Lebanon to identify risk hotspots, key players, and the scope and approach of national/sub-regional actions. These missions also aimed to develop national capacities for risk monitoring, early detection of critical situations, setting up and managing early warning systems, and the creation of emergency plans. This included inter-agency operational management support and facilities of the operational centres. The field mission was integrated with a regional workshop related to flood and forest fire risk monitoring, early warning systems, and emergency planning.<sup>199</sup>

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<sup>194</sup> Post-Mission Report, USAR.NL deployment to Lebanon Mass Explosion August 2020, Final version, September 2020

<sup>195</sup> Interviews with Lebanese national authorities (3 out of 10)

<sup>196</sup> European Commission, Prevention, Preparedness and Response to natural & man-made Disasters, region South – Phase III, Final Report

<sup>197</sup> Interviews with Lebanese national authorities (3 out of 10)

<sup>198</sup> European Commission, Prevention, Preparedness and Response to natural & man-made Disasters, region South – Phase III, Final Report

<sup>199</sup> European Commission, Prevention, Preparedness and Response to natural & man-made Disasters, region South – Phase III, Final Report



Figure 13. Assessment missions in the Partner Countries to identify risk hotspots, Beirut, Lebanon, 3-4 July 2019



Source: PPRD South – Phase III, Final Report

#### A7.4.4.5 EU added value

The main EU added value brought by the UCPM work related to the explosion in Beirut's port concerns the overwhelming benefit of having UCPM teams deployed right after the emergency, as opposed to a situation where UCPM assistance would not be available. The significance and added value of UCPM teams was unanimously noted by Lebanese stakeholders consulted.<sup>200</sup>

Lebanese national authorities noted that, without UCPM teams, search and rescue operations in the entire blast area of the port would have lasted three times more compared to the overall duration of the USAR phase. Furthermore, outside the port, UCPM engineers conducted over 300 structural assessments of buildings in the municipality of Beirut in a timeframe of three to five days. This would have otherwise made the assessment done by Lebanese authorities much lengthier.

#### A7.4.5 Key challenges

- **COVID-19.** One of the main challenges faced during the Beirut deployment was the COVID-19 emergency. As the first major deployment after the beginning of the pandemic, the deployment faced several challenges and limitations. For example:
  - The ERCC encountered difficulties due to quarantine procedures and logistics, particularly due to the different quarantine measures applied by the several countries involved;
  - Logistical issues hindered the delivery of FFP2 masks from the TAST to UCPM teams, due to the equipment being stored at the airport (without the possibility to access it);

<sup>200</sup> Interviews with Lebanese national authorities (8 out of 10)

- DG ECHO LOs and EUCPT members had a printed email from the authorities indicating that COVID-19 tests would be waived. However, because this was not perceived as an official document, some experts encountered difficulties when trying to board flights in their home countries or during transit;
- **Civil-military cooperation.** The UN World Food Programme identified difficulties for responders due to the presence of military assets and heavily armed personnel. While this did not affect the effectiveness of the UCPM response, it highlighted a key challenge in civil-military cooperation, namely the necessity for a minimal military/security presence and low visibility of weaponry during interactions with emergency responders. In this context, the awareness-raising efforts led by DG ECHO, along with other entities, was crucial in improving the military personnel's understanding of this issue;
- **Timing of deployment.** The EUCPT reported that it encountered difficulties in catching-up with coordination tasks due to the fact that it was deployed with some delay. Similarly, DG ECHO LOs arrived in country after the first USAR team due to the scarce availability of flights and to hindering national public health restrictions in the context of the pandemic;
- **General preparedness challenges.** the TAST was not sufficiently prepared to support a “hotel-based” mission, which caused delays in support activities (e.g. the provision of WIFI, logistics, business cards, mapping, etc.). The code of conduct (e.g. clothing, pictures, behaviour, no pictures with uniform) was not clear to all UCPM team members. Visibility packs (e.g. EU branded vests/t-shirts) arrived 5 days after mission started.

#### A7.4.6 Lessons learnt and good practices

- In future missions carried out during a pandemic (or similar situations), the ERCC, in collaboration with the EU Delegation should oversee and streamline the process of securing entry/invitation and clearance letters from national authorities, including temporary exemptions for entry requirements such as negative tests and quarantine periods. Member States and Participating States also should embrace the responsibility to equip the deployed teams and experts with safety gear and personal protective equipment. A rapid testing service should be set up for use before departure and immediately upon return of the teams;
- The ERCC should explore all possibilities to make sure that DG ECHO LOs and the EUCPT are deployed before UCPM teams;
- The ERCC should make use of existing expertise (e.g. in DG ECHO HQ, Field Offices, EUDEL) and country connections ahead of emergency situations. The International Team in DG ECHO, aided by experts from PPRD South, collected data about the aid third countries were providing to Lebanon. This data can assist Member States and Participating States in forming a comprehensive understanding of the aid delivered to the affected country. This approach is an effective practice and should be applied to future deployments;
- The organisation of videoconferences with Civil Protection authorities from Member States and Participating States during the early stage of the disaster proved to be another best practice. It helped foster a collective understanding of the context of the crisis and contributed to make the discussion about offers of assistance more efficient.

#### A7.4.7 List of references

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## A7.4.8 List of stakeholders consulted

Stakeholder	Type of interview
DG ECHO Liaison Officer	Remote
UCPM IT CBRN module Team Leader/ Deputy Team Leader	Remote
UCPM NL USAR module Team Leader/ Deputy Team Leader	Remote
EUCPT Team Leader	Remote
TAST Team Leader	Remote
Lebanese Presidency of the Council of Ministers – DRM Unit	Field
<ul style="list-style-type: none"> <li>• Zahi Chahine</li> </ul>	
Lebanese Armed Forces – Engineering Regiment:	Field
<ul style="list-style-type: none"> <li>• Brigadier General Mohamad Ossman;</li> <li>• Lieutenant Colonel Elias Hatem;</li> <li>• Lieutenant Colonel Rashad Ghandour;</li> <li>• Captain Ziad Abou Malhab;</li> <li>• Captain Mark El Haber;</li> <li>• Captain Ali Abdallah.</li> </ul>	
Lebanese Armed Forces – Independent Works Regiment:	Field
<ul style="list-style-type: none"> <li>• General Youssef Haydar.</li> </ul>	
Lebanese Civil Defence	Field
<ul style="list-style-type: none"> <li>• Brigadier General Raymond Khattar;</li> <li>• Nabil Salhani</li> </ul>	

## A7.5 COVID-19

## A7.5.1 Introduction to the case study

This case study examines the activation and functioning of the UCPM in response to the COVID-19 pandemic between 2020 and 2022. It focuses on four countries including three EU Members States (France, Italy, and Romania), and a third country (India).

The aim of this case study is to evaluate the effectiveness, efficiency, relevance, coherence and added value of the UCPM actions in response to COVID-19. The case study also highlights current challenges and lessons learnt.

This case study complements the case study on COVID-19 carried out in the context of the *Evaluation of Humanitarian Logistics in the European Commission's Civil Protection and Humanitarian Aid Operations, 2018-2022*, and of the *Mobility Package within the Emergency Support Instrument Re-Activation, 2020-2022*, that covers extensively the repatriation of EU citizens through the Mechanism. Consequently, the present case study focuses on other elements of the UCPM support, i.e. on in-kind assistance provided..

#### A7.5.2 Limitations to the case study

A few limitations should be considered with regard to this case study:

- No consultations could be conducted with Indian national authorities and therefore no complete views could be provided regarding this country;
- No data was provided regarding the cost effectiveness of the response by the stakeholders, so no information can be provided in this regard.

#### A7.5.3 Context and nature of the emergency

This section will provide an overview of:

- The evolving context and nature of the COVID-19 outbreak
- Activation of the Mechanism for COVID-19.

##### A7.5.3.1 Evolving context and nature of COVID-19 outbreak

The COVID-19 pandemic was caused by a new type of coronavirus (SARS-CoV-2) and was first identified in China in December 2019. The outbreak that took place in the Chinese municipality of Wuhan spread quickly to other regions of China and the world. By January 2020, isolated cases had appeared in some EU Member States.

At the end of February 2020, **Italy** reported a significant increase of COVID-19 cases concentrated in the northern regions of the country. Most other EU Member States started reporting cases of people infected. By March 2020, all EU Member States reported COVID-19 cases and lockdown measures were adopted in most countries. On 11 March 2020, the WHO declared COVID-19 a global pandemic.

While the WHO coordinated the global response, EU institutions monitored the evolution of the pandemic, coordinated with Member States in sharing information and assessing needs, and adopted relevant legislation to ensure a coherent EU-wide response.<sup>201</sup>

The pandemic tested the preparedness, response, and resilience levels of the EU and UCPM. Between 2020 and 2022, the ERCC has received an unprecedented number of requests for assistance related to COVID-19.

Requests for assistance included personal protective equipment (PPE), medical equipment, diagnostic tests, medicines, and medical teams. Requests of repatriation were also made and were managed by the European Union External Action Service (EEAS) in coordination with the UCPM.<sup>202</sup>

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<sup>201</sup>European Council, Council of the European Union, 'The EU's response to the COVID-19 pandemic', as of 07/06/2023 available at: <https://www.consilium.europa.eu/en/policies/coronavirus/>;

<sup>202</sup> Repatriations are out of the scope of this case study, as this aspect was covered by the Kantar Case Study 8 'UCPM - COVID-19 repatriations/consular services', drafted by Kantar Public in 2022;

European support delivered through the UCPM included the deployment of medical personnel, medical teams, protective equipment, and consular support operations.

A number of legislative and budgetary **modifications** were made. These aimed to enable the UCPM to adequately respond to the new crisis and deliver the necessary support to Member States, Participating States, and third countries.

- An implementing decision was adopted in the span of a few days to enable **RescEU** to **stockpile medical and personal protection equipment**. RescEU aims to provide assistance in overwhelming situations, where existing capacity at national level and capacity committed to the ECPP are unable to ensure an effective response. Voluntary countries had to be found to host the stockpiles. Delivery support through RescEU was available from May 2020.<sup>203</sup>
- The **European Support Instrument (ESI)** was reactivated to respond to needs that could be addressed in a coordinated way at European level. It aimed to mitigate the immediate consequences of the pandemic. The **ESI Mobility Package** was implemented by DG ECHO, and it provided support for: transfer of patients within the EU and from the EU to third countries; transport of medical teams and personnel and operating costs within the EU and to the EU from third countries.<sup>204</sup>
- A **European Civil Protection Pool (ECPP)** had been established in 2019 and consisted of a pool of voluntary pre-committed capacities from Member States. Capacities included emergency medical teams, mobile laboratories, and experts. These capacities were supposed to be complementary to the existing capacities in the Member States, however during the early stages of the pandemic, all medical teams were active in Member States and not available for the UCPM. In 2020 new funding was allocated to ESI to support the creation of new committed capacities and for their certification. Additional capacities were made available overtime and the process is still ongoing.<sup>205</sup>

During the crisis, the **ERCC** maintained a **coordination role**. It organised regular meetings with the Council, the Commission's Secretariat-General, DG SANTE, DG HOME and the EEAS to coordinate crisis response efforts and to present the activities carried out by each service. Coordination meetings were also organised with Civil Protection Authorities from Member States and Participating States, as well as with other actors at national level, such as Health authorities and Ministries of Foreign Affairs. Meetings aimed to assess the needs, share good practices, and coordinate the response among Member States and Participating States.<sup>206</sup>

Table 9 below illustrates the main changes made to the UCPM between 2018 and 2022 and with relevance for this case study.

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<sup>203</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe; European Civil Protection and Humanitarian Aid Operations, RescEU as of 07/06/2023 available at: [https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/resceu\\_en](https://civil-protection-humanitarian-aid.ec.europa.eu/what/civil-protection/resceu_en); Decision (EU) 2019/420 of the European Parliament and of the Council, 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism, as of 07/06/2023 available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32019D0420>;

<sup>204</sup> Interview with DG ECHO (1 out of 5); DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>205</sup> Interview with DG ECHO (1 out of 5); Decision (EU) 2019/420 of the European Parliament and of the Council, 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism, as of 07/06/2023 available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32019D0420>; DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>206</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;



Table 9. Main relevant changes across 2017-2022 to consider

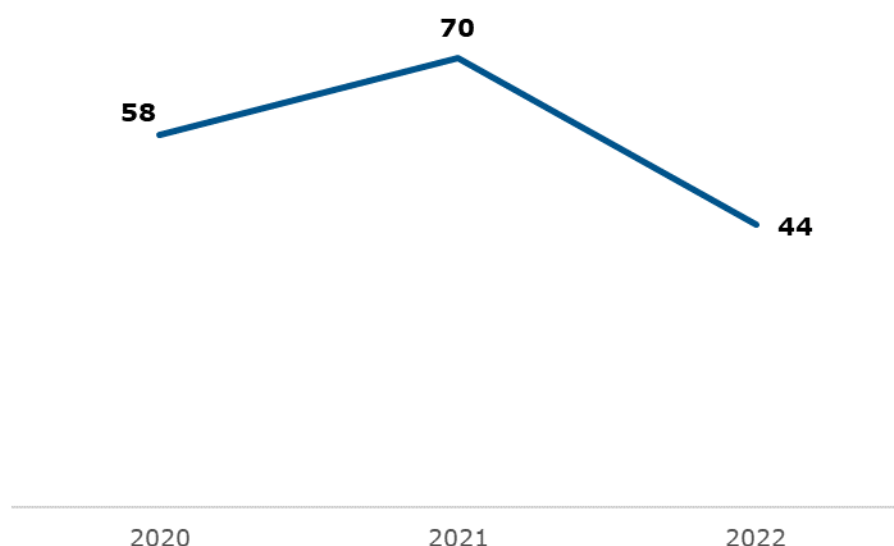
Year	Main changes to the UCPM	Other relevant changes in the ambit of COVID-19
2018	<p><b>UCPM:</b></p> <p>- <b>Integration of European Medical Corps in the Voluntary Resource pool</b> (Commission Implementing Decision (EU) 2018/142).</p>	
2019	<p><b>UCPM:</b></p> <p>- <b>Redefinition of the European Civil Protection Pool</b> (Decision (EU) 2019/420 and implementing Decision (EU) 2019/1310).</p> <p><b>RescEU:</b></p> <p>- <b>Establishment and defining capacities of the rescEU reserve pool</b> (Decision EU/ 2019/420 and Commission Implementing Decisions (EU) 2019/570, 2019/1310, 2019/1930).</p>	
2020	<p><b>rescEU:</b></p> <p>- <b>Reinforcement of rescEU's medical stockpiling capacities</b> (Commission Implementing Decision (EU) 2020/414)</p> <p>- <b>Definition of rescEU capacities established to respond to low probability risks with a high impact</b> (Definition of the Commission Implementing Decision (EU) 2020/452)</p> <p><b>Other relevant changes:</b></p> <p>- <b>Mobilisation of the Contingency Margin in 2020 to provide emergency assistance to Member States and further reinforce the UCPM/rescEU in response to the COVID-19 outbreak</b> (Decision (EU) 2020/547)</p>	<ul style="list-style-type: none"> <li>• EU Strategy for COVID-19 vaccines (EC Communication to the Eur. Parliament, the Eur. Council and the EIB), COM (2020) 245 final, 17 June 2020, <a href="https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0245&amp;from=EN">https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0245&amp;from=EN</a></li> <li>• Coronavirus: Commission unveils EU vaccines strategy, Press Release 17 June 2020, <a href="https://ec.europa.eu/commission/presscorner/detail/en/ip_20_1103">https://ec.europa.eu/commission/presscorner/detail/en/ip_20_1103</a></li> <li>• Emergency Support Instrument, <a href="https://commission.europa.eu/strategy-and-policy/coronavirus-response/emergency-support-instrument_en">https://commission.europa.eu/strategy-and-policy/coronavirus-response/emergency-support-instrument_en</a></li> <li>• Commission Decision C(2020) 4192 final, approving the agreement with Member States on procuring COVID-19 vaccines on behalf of the Member States and related procedures, 18 June 2020, <a href="https://commission.europa.eu/system/files/2020-09/decision_approving_the_agreement_with_member_states_on_procuring_covid-19_vaccines_on_behalf_of_the_member_states_and_related_procedures.pdf">https://commission.europa.eu/system/files/2020-09/decision_approving_the_agreement_with_member_states_on_procuring_covid-19_vaccines_on_behalf_of_the_member_states_and_related_procedures.pdf</a></li> <li>• Annex to the Commission Decision on approving the agreement with Member States on procuring COVID-19 vaccines on behalf of the Member States and related procedures, 18 June 2020, <a href="https://commission.europa.eu/system/files/2020-09/annex_to_the_commission_decision_on_approving_the_agreement_with_member_states_on_procuring_covid-19_vaccines_on_behalf_of_the_member_states_and_related_procedures_.pdf">https://commission.europa.eu/system/files/2020-09/annex_to_the_commission_decision_on_approving_the_agreement_with_member_states_on_procuring_covid-19_vaccines_on_behalf_of_the_member_states_and_related_procedures_.pdf</a></li> <li>• Communication from the Commission to the Eur. Parliament and the Council, Preparedness for COVID-19 vaccination strategies and vaccine deployment, 15 October 2020, <a href="https://health.ec.europa.eu/system/files/2020-10/2020_strategies_deployment_en_0.pdf">https://health.ec.europa.eu/system/files/2020-10/2020_strategies_deployment_en_0.pdf</a></li> <li>•</li> </ul>
2021	<p><b>UCPM:</b></p> <p>- <b>Reinforcement of the UCPM Decision</b>, including the following main changes: revising rescEU capacities, development of Union Resilience Goals and a more flexible UCPM budget structure (Regulation (EU) 2021/836)</p> <p><b>rescEU:</b></p> <p>- <b>Definition of rescEU capacities in the area of chemical, biological, radiological and nuclear incidents</b> (Implementing Decision (EU) 2021/88)</p> <p>- <b>Definition of stockpiling rescEU capacities in the area of chemical, biological, radiological and nuclear incidents</b> (Commission Implementing Decision (EU) 2021/1886)</p> <p><b>Other relevant changes:</b></p> <p>- <b>Establishment and organisation of the Knowledge Network</b> (Implementing Decision 2021/1956)</p>	<ul style="list-style-type: none"> <li>• Communication from the Commission to the Eur. Parliament, the Council, the EESC and the COR, EU Strategy on COVID-19 therapeutics, 6 May 2021, <a href="https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0355R(01)&amp;from=EN">https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0355R(01)&amp;from=EN</a></li> <li>• News article, DG ECHO, Coronavirus: EU supports Member States with transport of patients and medical teams, 6 December 2021, <a href="https://civil-protection-humanitarian-aid.ec.europa.eu/news-stories/news/coronavirus-eu-supports-member-states-transport-patients-and-medical-teams-2021-12-06_en">https://civil-protection-humanitarian-aid.ec.europa.eu/news-stories/news/coronavirus-eu-supports-member-states-transport-patients-and-medical-teams-2021-12-06_en</a></li> <li>• WHO Coronavirus disease (COVID-19) pandemic, <a href="https://www.who.int/europe/emergencies/situations/covid-19">https://www.who.int/europe/emergencies/situations/covid-19</a></li> <li>• WHO A year without precedent: WHO's COVID-19 response, <a href="https://www.who.int/news-room/spotlight/a-year-without-precedent-who-s-covid-19-response">https://www.who.int/news-room/spotlight/a-year-without-precedent-who-s-covid-19-response</a></li> <li>• <b>Establishment of the European Health Emergency Preparedness and Response Authority (HERA)</b>, which the UCPM now shares responsibilities with (Commission Decision (2021/ C 393 1/02))</li> </ul>

Year	Main changes to the UCPM	Other relevant changes in the ambit of COVID-19
2022	<p><b>rescEU:</b></p> <ul style="list-style-type: none"><li>-<b>Reinforcement of rescEU shelter capacities and the modification of quality requirements for Emergency Medical Teams Type 3 capacities</b> (Commission Implementing Decision (EU) 2022/288)</li><li>-<b>Reinforcement of rescEU transport and logistics capacities</b>, e.g. also to respond to low probability high impact disasters (Commission Implementing Decision (EU) 2022/461)</li><li>-<b>Definition of rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities</b> (Commission Implementing Decision (EU) 2022/465)</li><li>-<b>Definition of rescEU emergency energy supply capacities</b> (Implementing Decision (EU) 2022/1198)</li></ul> <p><b>Other relevant changes:</b></p> <ul style="list-style-type: none"><li>-<b>Establishment of criteria and procedures for recognising long-standing commitment and extraordinary contributions to the UCPM</b> (Commission Implementing Decision (EU) 2022/706)</li></ul>	

## A7.5.3.2 Activation of the Mechanism

UCPM was activated 172 times for COVID-19 between 2020 and 2022. The highest number of activations was in 2021.

Figure 14. Total number of UCPM activations for COVID-19 between 2020-2022



Source: ICF elaboration, based on DG Annual reports and DG ECHO internal

All the countries considered in this case study (i.e., Italy, France, Romania, India) **activated the UCPM** at different moments in time. Table 10 provides a detailed overview of all activation requests made by Italy, France, Romania, and India between 2020 and 2022.

**Italy** was the first country in the EU to be hit by the COVID-19 pandemic. The requests made under the UCPM by Italy in 2020 included medical protective equipment, diagnostic tests, lung ventilators, oxygen cylinders for domestic use, but also medical teams and nurses due to the shortages of medical personnel. Support was provided by Austria, Denmark, Germany, Norway, Romania and Slovakia.

**France** only made one request for support in 2020, but otherwise did not resort to the UCPM. The request only included medical examination gloves. Support was provided by Czech Republic, Norway and through the RescEU stockpile hosted by Greece.

**Romania** did not request support during the first wave of COVID-19 and was able instead to provide support to other countries through the UCPM. Romania requested support through CECIS in October 2021. The request included: COVID-19 medicines, oxygen concentrators, ventilators, as well as medical teams. Support was provided by Austria, France, Germany, Italy, Poland, Serbia, Slovakia, and the RescEU stockpiles.

Similarly to Romania, **India** did not request support via the UCPM during the first wave of COVID-19 in the country. Conversely, during the second wave of 2021, the country requested support via the UCPM. The requests included: oxygen for medical purposes, oxygen concentrators, PSA oxygen generation plants, ventilators, medicines, ECMO machines. Support was provided by: Austria, Belgium, Czech Republic, Greece, Finland, France, Iceland, Ireland, Italy, Poland, Romania, Slovenia, the Netherlands, Portugal, Spain, Sweden, Luxembourg. Resources were pooled between a number of countries to be delivered more efficiently.



Table 10. UCPM activations made by Italy, France, Romania, and India between 2020 and 2022

Country requesting	Year	Requests details	Offers of assistance
Italy	2020	<ul style="list-style-type: none"><li>26 February – medical masks.</li><li>13 March – surgical masks, medical protective overalls, protective glasses, medical visors, medical aprons, surgical caps, surgical overshoes, hydro alcoholic solution.</li><li>17 March – diagnostic tests and lung ventilators.</li><li>19 March – 150 medical doctors and 300 nurses due to shortage of medical personnel. Activated the WHO EMT Secretariat to explore the possibility of foreign medical teams.</li><li>28 March – oxygen cylinders for a domestic use. - 17 April – no need for additional international emergency medical teams</li><li>19 April – extension of the Romanian medical team’s mission to 25 April.</li><li>- Italy closed the emergency on 22 May</li></ul>	<ul style="list-style-type: none"><li>On 6 April, Norway sent an EMT-1 composed of 19 personnel (doctors, nurses and support staff) and light medical equipment (including PPE) to Italy (8-28 April. As part of the European Civil Protection Pool, 75% of operational costs, including transport were covered.</li><li>On 6 April, Romania offered a team of 15 medical personnel (10 doctors, 4 nurses and Liaison Officer). The team arrived in Italy on 7 April and returned on 25 April.</li><li>Austria offered hand disinfectant on 3 April. Delivered on 7 April.</li><li>On 20 April, Slovakia offered surgical masks and disinfectant to Italy. Delivered on 20 April.</li><li>On 25 April, Romania delivered 90,000 masks from the rescEU medical stockpile.</li><li>On 2 May, Germany delivered an additional 52,000 masks from the rescEU medical stockpile.</li><li>On 19 May, Denmark offered 13 ventilators to Italy, delivered on 20 May.</li></ul>
France	2020	<ul style="list-style-type: none"><li>27 October - 2 million pairs of medical examination gloves.</li><li>3 November - additional 1 million pairs of medical examination gloves</li><li>9 November - 1 million pairs of medical examination gloves.</li></ul>	<ul style="list-style-type: none"><li>On 27 October, Norway offered 2 million pairs of gloves. Delivered on 5 November.</li><li>On 4 November, Norway offered an additional 1 million pairs of gloves. Delivered on 12 November.</li><li>On 9 November, the Czech Republic offered 500,000 pairs of medical examination gloves. Delivered on 20 November.</li><li>On 11 November, 1 million gloves (500,000 pairs) from the rescEU medical stockpile hosted by Greece were allocated to France. Delivered on 18 November.</li></ul>
Romania	2021	<ul style="list-style-type: none"><li>5 October 2021 - Monoclonal antibodies (12 700 vials Tocilizumabum, and 20 000 vials of other types of monoclonal antibodies)</li><li>6-7 October - 300 (10l) and 250 (5l) oxygen concentrators</li><li>11 October - 15 ventilators</li><li>16 October - COVID-19 medicines</li><li>19-20 October - 8 medical teams, additional 18 transport ventilators and additional 600 oxygen concentrators (5L).</li></ul>	<ul style="list-style-type: none"><li>On 7 October Poland offered 50 oxygen concentrators (5l). Delivered 13 October.</li><li>On 8 October, the ERCC invited the Netherlands to mobilise 200 oxygen concentrators (5l) from the rescEU medical stockpile. Delivered 10 October.</li><li>On 11 October, Italy offered 5,200 vials of monoclonal antibodies. Delivered 12 October.</li><li>On 13 October, Denmark offered 15 ventilators, 8 oxygen concentrators (10l). Delivered on 16 October</li><li>On 16 October, Austria offered 1 075 packages of various ICU medicines. Delivered on 20 October.</li><li>On 19 and 20 October, France offered 89 030 vials of medicines, 18 mobile ventilators with consumables, PPE (gowns and gloves), antigen tests, sampling kits and syringe pumps. Delivered on 24 and 28 October.</li><li>On 21 October, Germany offered 12 750 units of Casirivimab/Imdevimab monoclonal antibodies. Delivered on 18 November.</li><li>On 21 October, Serbia offered 150 oxygen concentrators (5L), 20 oxygen concentrators (8L), and 6 365 monoclonal antibodies Bamlanivimab (4 865 pieces) and Regneron (1 500 pieces). Delivered on 25 October.</li><li>On 22 October, Poland offered 150 oxygen concentrators (5L), 55 cardiac monitors, 50 respirators, 1 000 pulse oximeters and 3 sets of equipment for disinfection. Delivered on 29 October.</li><li>On 23 October, Slovakia offered 500 000 antigen tests, 3 136 000 syringes, 1 152 000 needles and 1 000 vials of monoclonal antibodies. Delivered on 11 and 12 November.</li><li>On 25 October, 350 oxygen concentrators (5L) from the rescEU stockpile hosted by the Netherlands were delivered to Romania.</li><li>On 25 October, Poland offered a medical 3 team (13 doctors, 33 nurses and paramedics). Team operated between 28 October and 10 November.</li><li>On 26 October, Denmark offered medical team of 8 ICU specialists (doctors and nurses), arrived on 27 October. Returned home on 14 November.</li></ul>
India	2021	<ul style="list-style-type: none"><li>23 April 2021 - liquid oxygen for medical purposes, ventilators, medicines</li><li>18 May - ECMO machines Amphotericin and posaconazole.</li><li>2 June - the list of priority items was updated with ECMO machines, tocilizumab; amphotericin, isavuconazole, oxygen cylinders and PSA oxygen generation plants. No more need for ventilators, oxygen concentrators, remdesivir and posaconazole.</li><li>7 July - no further assistance needed</li></ul>	<ul style="list-style-type: none"><li>On 25 April 2021, Ireland offered 700 oxygen concentrators. Delivered 29 April.</li><li>On 26 and 28 April, 425 ventilators, 2 oxygen generators, 548 oxygen concentrators. Delivered 4 May.</li><li>On 26 April, Belgium offered 9 000 doses of Remdesivir. Delivered 1 May.</li><li>On 26 April, Romania offered 80 oxygen concentrators and 75 oxygen cylinders. On 27 April, Romania offered 20 high-flow oxygen therapy devices. Delivered 30 April.</li><li>On 26 April, Luxembourg offered 58 ventilators. Delivered 11 May.</li><li>On 27 April, Sweden offered 120 ventilators. The offer was declined.</li><li>On 27 April, Portugal offered 5 509 doses of antiviral medicines (Remdesivir). Offer accepted. Pooling with the offers from NL, SI and DE. Delivered 14 May.</li></ul>

Country requesting	Year	Requests details	Offers of assistance
			<ul style="list-style-type: none"><li>On 27 April, Finland offered 324 oxygen cylinders. On 6 May, Finland offered 225 Pulse oximeters. Pooled with EL and part of the DE ventilators. Delivered 12 May.</li><li>On 28 April, Italy offered one oxygen generator and 20 ventilators. Delivered 3 May. On 10 May, Italy offered 2 ventilators, 30 oxygen concentrators, 2 ultrasound systems and 212 000 surgical masks. Delivered 13 May. On 14 May, Italy offered 300 stationary oxygen concentrators and 12 ventilators. On 18 May, 30 ventilators and 10 infusion pumps were offered. (10 infusion pumps withdrawn). Delivered 22 June. On 18 May, 130 syringe pumps, 30 enteral pumps and 4 infusion heaters. Offer declined.</li><li>On 28 April, France offered 8 oxygen generators and 28 ventilators. Delivered 2 May. 5 containers of liquid oxygen (200 tonnes) offered. Delivered between 10 and 24 May. On 20 May, additional offer of oxygen generators, delivered 18 June. On 8 June, France offered 12 oxygen generator units. 5 delivered 29 June. 6 generators delivered 30 July.</li><li>On 28 April, Austria offered 5 521 vials of Remdesivir, 396 oxygen cylinders, 1 900 oxygen cannulas. Oxygen equipment delivered 8 May (pooled with CZ), Remdesivir on 28 May (pooled with SI).</li><li>On 29 April, the Czech Republic offered 500 oxygen cylinders. Pooled with AT, delivered 8 May.</li><li>On 29 April, Denmark offered 53 ventilators. Delivered 7 May.</li><li>On 29 April, Greece offered 90 oxygen cylinders, 10 accepted by India (10I). Pooled with FI and DE, delivered 12 May.</li><li>On 29 April, Spain offered 121 oxygen concentrators and on 1 May, 167 ventilators. Delivered 10 and 17 May.</li><li>On 30 April, the Netherlands offered 100 oxygen concentrators, 449 ventilators and 31 282 vials of Remdesivir. Ventilators and oxygen concentrators delivered 6, 8, 9 May. Remdesivir pooled with PT and DE, delivered 14 May.</li><li>On 30 April, Germany offered 35 000 vials of antiviral drugs and 120 ventilators. Ventilators delivered on 1 May. On 2 and 4 May, DE offered an additional 399 ventilators, 10 000 vials of Remdesivir and 1 oxygen generator. Generator delivered 7 May. 35 000 vials of antiviral drugs and Remdesivir delivered 14 May (pooling with NL and PT). 399 ventilators delivered in on 12 May (pooling with FI and EL), 14 May (pooling with NL and PT) and 16 May. On 9 and 18 May, DE offered 105 and 28 ventilators. Delivered 26 May. On 19 and 20 May, DE offered 3 and 32 additional ventilators, delivered 9 June.</li><li>On 7 May, Slovenia offered 240 vials of Remdesivir. Delivered 28 May (pooled with AT).</li><li>On 7 May, Iceland offered 15 ventilators and 120,000 tablets of antiviral medicines. Delivered 2 June.</li></ul>

Source: DG ECHO Civil protection data - EU COVID-19 Requests for Assistance (2020;2021;2022); no requests for activations were made by the countries in scope in 2022;

#### A7.5.3.3 Key stakeholders involved

In **Italy**, Civil Protection authorities were in charge of coordinating the response to the crisis, given that the Ministry of Health does not have a central structure or department for the management of emergencies. The Ministry of Health and Ministry of Foreign Affairs were also involved in responding to the crisis. Italian regional health authorities are also co-responsible for the delivery of healthcare in the country. The lack of a national plan for responding to macro-health emergencies and the resulting differences in the response adopted in different regions of the country generated issues with consistency in operational strategies.<sup>207</sup>

In **France**, the Ministry of Foreign Affairs acted in coordination with the Ministry of Health. The Ministry of Foreign Affairs was responsible for the support provided by France to other countries under the UCPM. The Ministry of Health was responsible for the internal response to the pandemic.<sup>208</sup>

In **Romania**, the main authorities responsible for the response to COVID-19 were the Ministry of interior and the Ministry of Health. The Ministry of Interior also included the National Focal Point and the Department of Civil Protection which was established during the pandemic.<sup>209</sup>

The main authorities involved in the response to COVID-19 in **India** were the Ministry of Health and Family. This formulated public health strategy to contain the infection in consultation with the Indian Council of Medical Research (ICMR) and National Centre for Disease Control (NCDC), and the Ministry of Home Affairs.<sup>210</sup>

#### A7.5.4 Case study findings

This section discusses case study findings for each of the evaluation criteria considered: effectiveness, efficiency, relevance, coherence, and EU added value.

##### A7.5.4.1 Effectiveness

With regard to the **effectiveness of the UCPM support in the response to the COVID-19 pandemic**, Member States and third countries under consideration in this case study **could rely only partially on the UCPM to respond to the COVID-19 pandemic**. So, while the UCPM supported the Members States and third countries in the response to COVID-19 in an effective way, opportunities for improvement were identified.

The **response to the pandemic was mainly managed by national authorities** according to their legal competences, with the UCPM providing only partial support to their activities.<sup>211</sup> **Delays in the delivery of the UCPM support** were reportedly encountered in the initial phases of the pandemic (February - May 2020), when actors were unprepared and the supply and availability of medical equipment became scarce.<sup>212</sup> In fact, stakeholders mentioned that the **initial response from the UCPM** was deemed to be limited in scope and insufficiently rapid.<sup>213</sup> As a result, Member States were simultaneously looking for medical protective equipment on the market, which resulted in general shortages.

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<sup>207</sup> Interview with national authorities (1 out of 4);

<sup>208</sup> Interviews with national authorities (1 out of 4);

<sup>209</sup> Interview with national authorities (1 out of 4);

<sup>210</sup> Satish Kumar and Dandu Chandra Sekhar Reddy, 'Response to COVID-19 Pandemic in India: How can we Strengthen Our Response?', Indian J Community Med. 2020 Jul-Sep; 45(3): 251–255;

<sup>211</sup> Interview with EU stakeholder (1 out of 2); Interview with National authorities (2 out of 4);

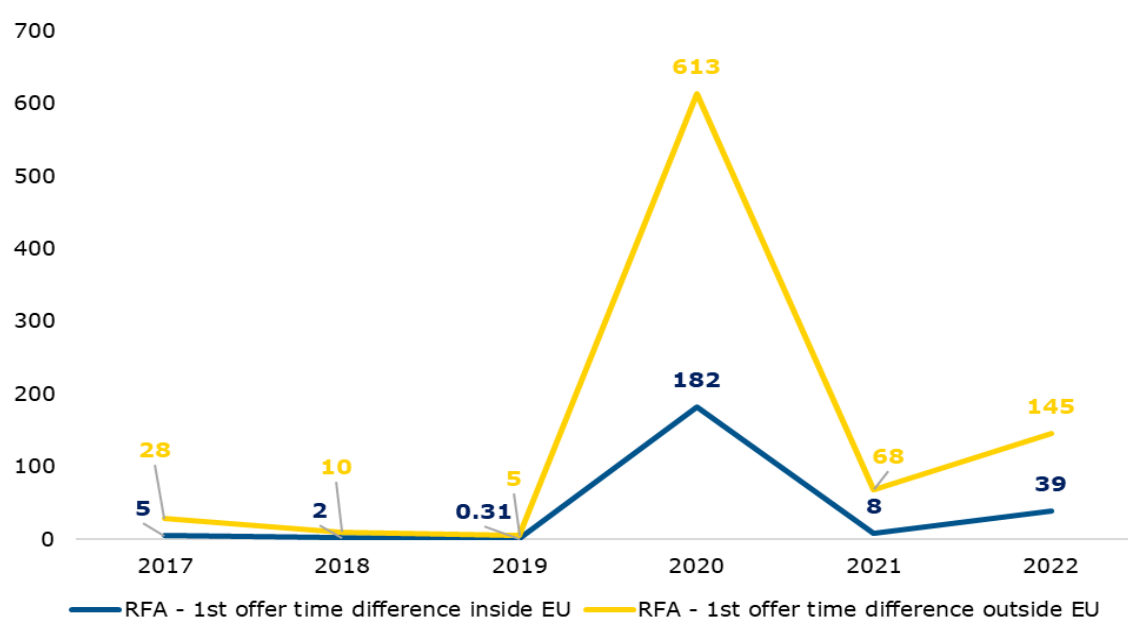
<sup>212</sup> Interview with National authorities (1 out of 4); DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>213</sup> Interviews with: National authorities (1 out of 4), DG ECHO (2 out of 5); DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

**Italy** was one of the first countries hit by the COVID-19 pandemic and therefore activated the UCPM earlier. However, the requests made in February/March 2020 took around one month to be addressed,<sup>214</sup> while the average response time in 2020 overall was approximately seven days. Figure 15 below shows how the average response time between a Request for Assistance (RFA) and the first offer from the UCPM was impacted in 2020.

Delays in the response were due to the general state of alert and the sudden shortages of medical equipment.<sup>215</sup> Italian authorities decided to open their request to the international community and to conclude bilateral agreements with other Member States. Starting from May 2020, however, support could be delivered again in a timely manner via the UCPM.<sup>216</sup>

Figure 15. Average time (hours) between a Request for Assistance (RFA) and 1<sup>st</sup> offer for UCPM activations inside and outside EU



Source: ICF elaboration, DG ECHO internal data;

**France** relied on the UCPM only for a limited number of requests of equipment, but otherwise leveraged internal resources and bilateral agreements with other EU Member States to address its needs. The stakeholders consulted indicated that this happened for three main reasons:

- Lack of a unique point of contact at EU level where to address all requests;
- Lack of specific expertise within the UCPM on health pandemics and the impossibility to provide the technical advice needed;
- Pre-existing contacts developed by French authorities within other Member States' health authorities that could be more rapidly engaged in the early stages of the pandemic.

Bilateral agreements were therefore used by France. In addition, the country used the Early Warning Response System (EWRS) alongside communications with other Member States through the Health Security Committee (HSC) managed by DG SANTE.<sup>217</sup>

**Romania** did not resort to the UCPM in the first year of the pandemic. The situation changed during the second wave, when the situation worsened in the country and Romanian authorities required the support

<sup>214</sup> The first Italian government's request for help in PPE and other medical supplies was first answered a month after the request was sent – from information provided by the Italian authorities;

<sup>215</sup> Interview with National authorities (1 out of 4);

<sup>216</sup> Interview with National authorities (1 out of 4);

<sup>217</sup> Interview with National authorities (2 out of 4);

of the ERCC (October 2021). At this point the support was provided by the by UCPM in the span of a few days.<sup>218</sup>

**India** did not resort to the UCPM during the first wave of the COVID-19 pandemic. However, when during the second wave the situation worsened, support was requested to the UCPM (April - July 2021). Medical equipment and medical oxygen were requested. Support was provided by a number of Member States and Participating States that pooled resources through the UCPM.<sup>219</sup> Resource pooling efforts and the complexity of items provided showed that the UCPM support had improved over the course of the emergency and that the UCPM coordination worked effectively.<sup>220</sup> For instance, between April and May 2021 oxygen generators, oxygen concentrators, ventilators and antiviral medicines were provided by a number of UCPM Member States. Furthermore, resources were pooled to increase efficiency in delivery and distribution.

Regarding the **UCPM contribution to cooperation and coordination**, the majority of stakeholders consulted agreed that the UCPM **improved cooperation and coordination** among the different organisations and authorities involved.<sup>221</sup>

At EU level, after the initial months of the pandemic, the **established relationships between the ERCC and Civil Protection national authorities** were considered a key enabler for the UCPM, facilitating timely provision of support.<sup>222</sup> However, it was recognised that:

- during the **first months** of the crisis (February - May 2020) the timeliness and effectiveness of **the support were suboptimal**, given the unpreparedness to the new disease and shortages of medical equipment;<sup>223</sup>
- the specificity of the COVID-19 pandemic required technical advice which could only partially be provided by DG ECHO. This was confirmed by the majority of respondents at national level who agreed that other actors such as national Ministries of Health had to be involved separately, either at a bilateral level or through the DG SANTE network (EWRS).<sup>224</sup>

The ERCC had a **strong coordination role** between civil protection authorities, health authorities, ministries of Foreign Affairs in Member States and Participating States, as well as between European Commission Directorates, the Secretary General, the EEAS and the Council. Difficulties were encountered when authorities at national or local level were not aware of the UCPM and of the support that could be provided by DG ECHO.<sup>225</sup>

With regard to the **impact of the new elements of the UCPM on Member States' and third countries' response and coordination efforts**, the modification of RescEU to include **medical stockpiling** capacity was considered a very positive element by a great majority of respondents both at national and EU level.<sup>226</sup> Starting from May 2020 the RescEU stockpiling was used in the Member States in scope: Italy, France and Romania all received support through RescEU.

A minority of respondents also praised the rapidity at which the **medical stockpiling capacity** was introduced at EU level.<sup>227</sup>

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<sup>218</sup> Interview with National authorities (1 out of 4) and data from DG ECHO - see Table 1 for more details;

<sup>219</sup> Interviews with EU Stakeholder (1 out of 2);

<sup>220</sup> Interviews with DH ECHO (4 out of 5); see Table 1 for additional details;

<sup>221</sup> Interviews with DG ECHO (4 out of 5); EU Stakeholder (1 out of 2); National authorities (3 out of 4);

<sup>222</sup> Interview with EU Stakeholder (1 out of 2); DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>223</sup> According to a number of stakeholders consulted, the support was provided timely only after May 2020. DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe; Interviews with: National authorities (1 out of 4), with DG ECHO (2 out of 5);

<sup>224</sup> Interviews with National authorities (2 out of 4);

<sup>225</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe. No additional information was provided on the specific impact these difficulties had on the effectiveness of the UCPM support overall.

<sup>226</sup> Interviews with DG ECHO (4 out of 5): National authorities (4 out of 4); EU Stakeholder (1 out of 2);

<sup>227</sup> Interview with DG ECHO (2 out of 5); National authorities (3 out of 4);

As for **national prevention and preparedness activities** (regarding health emergencies) **in place**, the majority of respondents agreed that **prevention and preparedness activities at national level** were insufficient. Given the unpredictability of the COVID-19 pandemic, Member States and Participating States were not prepared to face such a multi-sectoral crisis. The fact that all countries were struck at the same time also contributed to putting the ERCC under strain.<sup>228</sup>

According to a minority of respondents, the **cooperation between National Health and Civil Protection authorities** in the first months after the beginning of the crisis allowed to share knowledge and best practises. The involvement of the scientific community was also considered important to help find common solutions.<sup>229</sup>

#### A7.5.4.2 Efficiency

**No data was provided regarding the cost effectiveness of the response by the stakeholders**, so no information can be provided in this regard.

The **timeliness** of UCPM response was considered **inadequate in the first months of the crisis** between February and May 2020. Conversely, it improved after in subsequent months. A minority of respondents agreed that after the first months, the UCPM adapted to the situation and improved its functioning.<sup>230</sup> The delay of the responses decreased significantly to an average of 7 days in 2020 (average response time inside the

Regarding the **factors that enhanced or reduced the efficiency of the UCPM support**, stakeholders consulted mentioned that the transport of items and teams was in some cases difficult due to the absence of dedicated means of transport, or to the length of the authorisation process for transport to take place.<sup>231</sup> Transport requirements of certain types of vaccines and legal requirements for cross-border donations were also considered as factors that reduced the efficiency of the UCPM support.

One factor that reportedly enhanced the efficiency of UCPM support was the **pooling of resources** between Member States and Participating states that was done in some instances to provide support to third countries, such as India and Nepal. This increased the efficiency in the delivery as the resources and time necessary to deliver the items was reduced.<sup>232</sup>

#### **Analysis of the costs and benefits of the UCPM support to Italy, France and Romania**

The benefits of the UCPM response to the activation requests by Italy, France and Romania in the context of the COVID-19 pandemic were mainly related to avoided loss of lives and avoided deterioration of the health condition of the population. The corresponding incremental UCPM costs relate to the cost for the UCPM to provide the response to the requests (see list in Table 10).

Following the approach used by the World Bank,<sup>233</sup> a simplified model was developed to quantify the benefits and costs of the UCPM activations covered in the context of the case study (see Figure 16). The focus was on socio-economic benefits and costs related to the provided UCPM support as a result of the UCPM activations by Italy, France and Romania, to address COVID-19 pandemic.

<sup>228</sup> Interview with EU Stakeholders (1 out of 2), DG ECHO (2 out of 5), National authorities (4 out of 4);

<sup>229</sup> Interview with National authorities (3 out of 4);

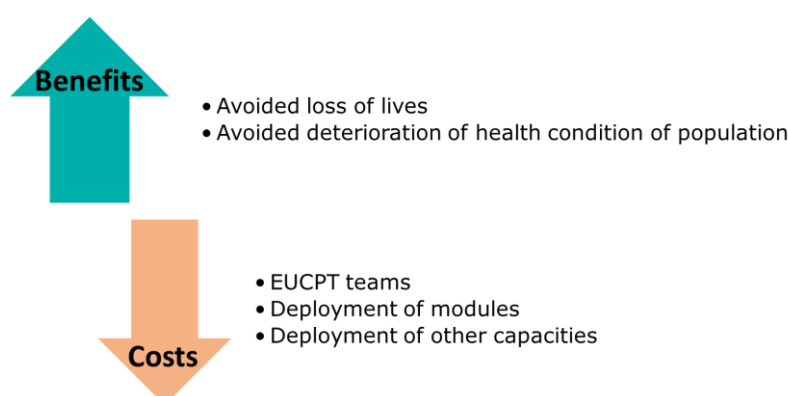
<sup>230</sup> Interview with National authorities (2 out of 4); interviews with DG ECHO (3 out of 5); See data in Figure 15;

<sup>231</sup> Interview with National authorities (1 out of 4);

<sup>232</sup> Interview with DG ECHO (2 out of 5)

<sup>233</sup> World Bank. 2021. Investment in Disaster Risk Management in Europe Makes Economic Sense: Background Report. Economics for Disaster Prevention and Preparedness. © World Bank, Washington, DC.;

Figure 16. Simplified model for the CBA



Source: ICF elaboration

The quantification of each benefit and cost was to be done following the World bank approach to quantify loss of life and health conditions. However, after a review of the available documentation and data and after consulting relevant stakeholders, the limited evidence available did not allow for a robust quantification of benefits that could be attributable to the specific support provided by the UCPM to the countries.

The key data missing were:

- Estimation of the number of lives that would have been lost without UCPM support;
- Estimation of the number of people that would have experienced a deterioration of their health condition without UCPM support.

#### A7.5.4.3 Relevance

Overall, UCPM activities related to COVID-19 response **appear to be relevant to national needs**. However, only limited information could be gathered on how these needs were assessed during the crisis. Nevertheless, regular meetings took place with national stakeholders during the pandemic to discuss needs and their evolution over time suggesting that UCPM activities were formulated considering these.

With regard to the **extent to which Member States' and third countries' needs were adequately assessed in the ambit of the COVID-19 pandemic**, only limited information could be collected on the needs assessment made in the ambit of the pandemic. However, one respondent mentioned that **risks assessments** made by Member States often do not report on all risks, as doing so could require additional resources to be used to address those risks, resources that are usually lacking.<sup>234</sup>

A minority of respondents highlighted that during the whole duration of the crisis, **regular coordination meetings** were held by the UCPM with national authorities to understand their needs. These meetings were not limited to national Civil Protection authorities but were organised also with Health authorities and Foreign Affairs ministries.<sup>235</sup>

The majority of respondents agreed that the **UCPM showed great flexibility to adapt to evolving challenges**.<sup>236</sup> The rapid changes made in EU legislation to adapt DG ECHO's tools, such as introducing the rescEU stockpiling capacity, were considered examples of this flexibility.<sup>237</sup> The fact that the timeliness in

<sup>234</sup> Interview with EU Stakeholders (1 out of 2); Regulation 2022/2371 on 'Serious cross-border threats to health', of 23 November 2022, has introduced a new risk assessment framework of all hazards, including health emergencies, where coordination among EU agencies and the EU Member States has been established.

<sup>235</sup> Interview with DG ECHO (2 out of 5); Interviews with National authorities (2 out of 4);

<sup>236</sup> Interviews with National authorities (2 out of 4); EU Stakeholders (1 out of 2); DG ECHO (4 out of 5);

<sup>237</sup> Interview with DG ECHO (4 out of 5) with National authorities (2 out of 4); with EU Stakeholders (1 out of 2);

the UCPM response improved after the first months of the pandemic was also considered a proof of its flexibility. Also, according to a minority of respondents, the coordination role that the UCPM played during the pandemic showed that the UCPM could act as reference point for national and EU level stakeholders involved in a multi-sectoral crisis.<sup>238</sup>

Regarding the **main current and future emerging needs** and developments in the field of health emergencies the UCPM should account for, a minority of respondents mentioned that the risk of new health crises is very high. New infectious diseases of different kinds could appear, driven by climate change and its effects.<sup>239</sup> While it is evident that the general responsibility for preparedness and prevention should lie primarily with Member States and Participating States, according to the stakeholders consulted, there is scope for the UCPM to provide added value and support in this area.<sup>240</sup>

Developing and maintaining adequate **stockpiling capacities** in the EU and the Member States will have strategic importance to be able to prepare and respond to future health crises. However, maintaining sufficient stocks for all possible future pandemics at EU level would be unsustainable in the long term. Member States and Participating States should therefore have a prominent role in developing and maintaining these stockpiles.<sup>241</sup>

One of the stakeholders consulted highlighted that given that new health emergencies are highly probable in the future and to increase efficiency, a **coordination system** should be put in place for the whole EC, as the separation of tasks between DG ECHO and DG SANTE was not optimal.<sup>242</sup>

As for the **future impacts of the introduction of HERA**, the **European Health Emergency Preparedness and Response Authority (HERA)** is responsible for ensuring the availability and access to critical medical countermeasures that are needed in times of crisis, such as epidemics, radiological disasters and nuclear disasters. While a few respondents reported a lack of clarity on the role of HERA,<sup>243</sup> other considered that the competencies of HERA are clearly stated in its mandate, and that the new authority will be playing an important role in future health emergencies.<sup>244</sup>

Contrary to the UCPM, HERA only focuses on **medical countermeasures**. The mandate of HERA includes funding research to develop new treatments, but also dealing with manufacturers in Europe and outside to avoid medicine shortages. The only overlapping task between HERA and the UCPM is stockpiling, and for this task cooperation between HERA and the UCPM cooperation is already in place. While HERA promotes the development of medical countermeasures for tackling priority cross-border health threats (which may include first aid)<sup>245</sup>, the UCPM coordinates response to disasters, including acute health emergencies (excluding shortage).<sup>246</sup>

#### A7.5.4.4 Coherence

With regard to the **coherence to the UCPM activities with national/EU interventions**, there was not full alignment between UCPM and Member States actions in the first months of the crisis (February - May 2020), however **coherence improved after that initial period**. Coherence between the UCPM and other EU interventions was ensured by the **collaboration of DG ECHO with different European Commission DGs**, as

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<sup>238</sup> Interviews with DG ECHO (3 out of 5)

<sup>239</sup> J. Smith, 'Future pandemics are inevitable, but we can reduce the risk, Horizon Th EU research and Innovation magazine', 16 Dec.2021; WHO (2022), 'Imagining the future of pandemics and epidemics: a 2022 perspective';

<sup>240</sup> Interview with EU Stakeholders (1 out of 2), and with DG ECHO (1 out of 5);

<sup>241</sup> Interview with EU Stakeholders (1 out of 2). The types of stockpiling required for each crisis would be different and the amount of resources necessary to maintain those stockpiles would be onerous;

<sup>242</sup> Interview with DG ECHO (1 out of 5);

<sup>243</sup> Interviews with DG ECHO (2 out of 5);

<sup>244</sup> Interviews with DG ECHO (2 out of 5); Interview with EU Stakeholders (1 out of 2);

<sup>245</sup> First aid can be defined as basic medical treatment that is given to someone as soon as possible after they have been hurt in an accident or suddenly become ill. Cambridge Dictionary.

<sup>246</sup> Interview with EU Stakeholders (1 out of 2);



well as with the Secretary General, and the EEAS. Coherence with the WHO seemed to be ensured thanks to a collaboration with the UCPM where information was shared, and activities coordinated.<sup>247</sup>

Overall, **UCPM activities in the field of the COVID-19 pandemic appeared to be coherent with national interventions**. However, **in the initial phase of the crisis**, there was **no complete alignment** between the action of the UCPM and the Member States.

Indeed, between January and May 2020, the availability of medical and personal protective equipment became limited due to the simultaneous surge in demand across all Member States and Participating States. As a consequence, the **UCPM response was also constrained and a number of limitations in its architecture emerged**. Initial requests of support could not be processed quickly enough, as it was shown by the case of initial requests made by Italy. The first request from Italy came in February 2020 and a response could not be provided until more than one month later with inputs by Romania and Norway. As a consequence, Italy had to open its request at international level.

During those first months however, legislative and operational changes were made in order to improve the capacity of the UCPM and timeliness of its responses, which led to an increase in the coherence and a better alignment between the action of the UCPM and Member States.<sup>248</sup>

A lack of knowledge among certain national actors about the role of the UCPM was identified as a hindrance by a minority of stakeholders. This entailed that synergies were not fully exploited or fostered and that better collaborations could have been established at times. An increased knowledge of the UCPM among national stakeholders, especially those that do not traditionally work with civil protection authorities, was considered as key to improve coherence in future interventions.<sup>249</sup>

Regarding the **coherence of UCPM activities with other EU interventions, collaboration and coordination with other European Commission DGs** were **put in place** at the beginning of the crisis and improved over the course of the pandemic.

DG ECHO had a coordinating role between different DGs (DG SANTE, DG HOME), the Council, the EEAS, and the EC Secretary General.<sup>250</sup> Consistently with this mandate, **regular meetings** were organised **by DG ECHO with other DGs** (DG SANTE, DG HOME, DG MOVE, the EC Secretary General) to coordinate the response to the pandemic and to present the activities carried out by each DG and service.<sup>251</sup> As a result, while no single actor was responding to the crisis at EU level, the coordination between different DGs seemed to perform well.<sup>252</sup> A few respondents highlighted however that the complementarity of action between different DGs could be improved and that having one single actor at EU level answering to all requests related to the crisis would be beneficial in the future.<sup>253</sup>

Regular meetings were also organised with **civil protection authorities and other competent authorities at national level**. This enabled the UCPM to be aware of the needs of Member States. As a result, while Member States were primarily responsible for the response to the pandemic, the UCPM acted as a coordinator of requests and offers of support between Member States, Participating States, and Third Countries.<sup>254</sup>

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<sup>247</sup> A memorandum of understanding was signed between the EC and WHO in 2004m which established a framework for a strategic partnership between these actors; from: Ladell Mills (2022), 'EEAS Thematic Evaluation - Combined evaluation of DG ECHO humanitarian response to epidemics, and of DG ECHO's partnerships with the World Health Organisation', 2017-2021 – Final Report;

<sup>248</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe; Interviews with DG ECHO (1 out of 5) and National authorities (1 out of 4);

<sup>249</sup> Interview with DG ECHO (2 out of 5);

<sup>250</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>251</sup> Interview with DG ECHO (1 out of 5);

<sup>252</sup> Interviews with DG ECHO (2 out of 5); interviews with National authorities (2 out of 4);

<sup>253</sup> Interview with DG ECHO (1 out of 5);

<sup>254</sup> Interview with DG ECHO (2 out of 5); interviews with National authorities (2 out of 4);

**At the international level, collaboration** was established **with the WHO**. The **activities** carried out by each actor were **coordinated** and **up-to-date information was shared** regarding the pandemic and how to manage it. The WHO was the main actor providing scientific advice at international level and setting standards on how to respond to the crisis.<sup>255</sup>

#### A7.5.4.5 EU added value

With regard to the extent to which UCPM's work related to COVID-19 provide an added value, according to the stakeholders consulted from two of the Member States in scope, UCPM support provided a clear added value, at least after the difficulties of the initial period (February – May 2020). Stakeholders consulted from the third Member State in scope considered that the added value of the UCPM was limited. As no consultations were conducted with the Indian authorities, the research team could only rely on the views of the EU level stakeholders on this matter.

All EU stakeholders consulted agreed that the UCPM provided a significant added value.<sup>256</sup>

Each of the Member States in scope **relied on the UCPM to a different extent**. While Italian authorities reported that they could only rely on the UCPM after May 2020, France only resorted to the UCPM to a limited extent. As for Romania, the support requested to the UCPM in 2021 was fully provided. As for India, notwithstanding the limitations in the consultations highlighted above,<sup>257</sup> the support provided responded to the requests submitted at least in part. Further details for each of the countries in scope are provided in the following paragraphs.

Nearly all stakeholders consulted considered that **the UCPM brought a significant added value in the response to the COVID-19 pandemic**.<sup>258</sup> Additional details are provided below.

- **Italy** was the first EU country to be hit by the pandemic. Italian authorities made first request for support to the UCPM in February 2020. As the response took some time to be addressed, the Italian authorities open the request to the international community. In April 2020 the support was finally provided through the UCPM by Norway and Romania which sent medical teams. According to a few respondents, only part of the support requested to the UCPM could be delivered. Nevertheless, the reinforcement of the UCPM and in particular of RescEU was considered as a positive element; the UCPM allowed the Member States to improve their operational standards thanks to the cooperation and sharing of good practises, so the added value was clearly demonstrated.<sup>259</sup>
- The response to the COVID-19 pandemic in **France** was managed by the Ministry of Health and the Ministry of Foreign Affairs. While support was provided to other Member States and Participating States, for its internal response France mainly relied on its own resources and on the support from health authorities in other Member States. According to a few respondents, contacts were made from the onset of the crisis with corresponding health authorities in other Member States; bilateral agreements were put in place to receive and provide support. It was also mentioned that the UCPM did not have the necessary health-related technical experience and that the contacts with DG SANTE and other National Health authorities were more effective for this crisis. As a result, the UCPM was not considered by the French authorities as the primary instrument to receive or provide support during the COVID-19 crisis.<sup>260</sup>
- The response to the pandemic in **Romania** was led by the Ministry of Interior and supported by the Ministry of Health. The country requested support from the UCPM in October 2021. A few

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<sup>255</sup> Interview with DG ECHO (1 out of 5);

<sup>256</sup> Interviews with DG ECHO (5 out of 5); with EU stakeholders (2 out of 2);

<sup>257</sup> See section **Error! Reference source not found.**;

<sup>258</sup> Interviews with DG ECHO (5 out of 5); with National authorities (3 out of 4); with EU stakeholders (2 out of 2);

<sup>259</sup> Interview with National authorities (1 out of 4);

<sup>260</sup> Interviews with National authorities (2 out of 4);

respondents considered that the support provided was extremely important and it could not have been provided at national level. The coordination role of the ERCC allowed the UCPM and Member States/Participating States to be aware of the support needed and to provide help in a coordinated way. The UCPM also improved the communication between actors at national level in Romania.<sup>261</sup>

- Support to **India** was provided in April and May 2021, just after the requests came through the UCPM. The support was coordinated by the UCPM, and resources were pooled between different countries. According to a few respondents, the response provided to India showed the evolution and reinforcement of the UCPM throughout the crisis. The support provided was in fact considerable given the nature and quantity of items provided (oxygen concentrators, oxygen generators, oxygen cylinders, ventilators, etc).<sup>262</sup> However, given that no consultations could be carried out with the Indian authorities, there is no clarity on the exact added value brought by the support provided as compared to the national interventions and international ones from their point of view.

#### A7.5.5 Key challenges

As for the main challenges faced by the UCPM in relation to the COVID-19 pandemic, the main challenges identified in the prevention and preparedness areas were the following:

- Very **limited prevention and preparedness activities** were organised before the start of the pandemic given that the crisis came as an unexpected event. Better linkages and coordination with the scientific community could have helped in addressing this issue.<sup>263</sup>
- The initial **lack of scientific expertise** within DG ECHO was also a factor that slowed down the response and hampered the work of the UCPM. Reorganisations were operated within DG ECHO to address this issue, and cooperation was improved with DG SANTE (and other DGs) as well as with the ECDC.<sup>264</sup> Nevertheless, a few respondents found that the technical knowledge within the UCPM was insufficient for it to provide adequate support during the pandemic.<sup>265</sup>
- At the start of the crisis DG ECHO did not have the capacity to build **medical stockpiling**, given that the legal basis for this did not exist within RescEU. In the space of a few weeks an Implementing decision<sup>266</sup> was adopted and RescEU could start building medical stockpiles to be used in response to the crisis. More broadly, in 2020, **preparedness activities** were limited, and trainings had to be stopped. Later in the crisis, online trainings were organised to replace in-person ones.<sup>267</sup>

As for the **response** to the crisis, a number of challenges were also found:

- When the COVID-19 crisis hit at the beginning of 2020, all Member States and Participating States were hit at the same time. In the span of a few weeks there were **shortages of medical protective equipment** on the markets, with Member States and Participating States competing against each other on the global supply market. Healthcare systems were constrained in the amount of assistance they could deliver and by a lack of knowledge of the disease. The **UCPM response was also constrained**, and the first requests of support could not be addressed in a timely manner.<sup>268</sup>
- Given the multisectoral impacts of the pandemic, different actors at EU and national level had to interact in their response efforts. However, a **lack of awareness of the UCPM** among certain actors

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<sup>261</sup> Interview with National authorities (1 out of 4);

<sup>262</sup> Interview with DG ECHO (1 out of 5);

<sup>263</sup> Interviews with National Authorities (2 out of 4), DG ECHO(1 out of 5);

<sup>264</sup> Interviews with DG ECHO (1 out of 5);

<sup>265</sup> Interviews with National authorities (2 out of 4);

<sup>266</sup> Decision (EU) 2019/420 of the European Parliament and of the Council, 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism, as of 07/06/2023 available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32019D0420>;

<sup>267</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>268</sup> Interviews with National Authorities, DG ECHO (3 out of 5);

**reduced synergies and increased the difficulties in the response.**<sup>269</sup> To mitigate the lack of awareness and reduced coordination, a number of meetings were organised between the UCPM and national Civil Protection national authorities, as well as other national actors. The meetings helped increase the knowledge of the UCPM over the course of the crisis, and improved the effectiveness of the support that could be provided by the UCPM.<sup>270</sup>

- A number of **delays in the response** were also due to the fact that Participating States did not have **direct access to CECIS**<sup>271</sup>. A new system (CECIS 2.0) is currently being built and it should provide direct access to Participating States.<sup>272</sup>
- **National medical capacities** that had been originally committed to the UCPM via the **ECPP** (European Civil Protection Pool) were already involved in national responses or under recovery from previous emergencies. Since then, DG ECHO has been working to **increase the dedicated capacities** of these teams to the UCPM, and to improve the exchange of information with Member States and Participating States regarding the availability of the teams.<sup>273</sup>

#### A7.5.6 Lessons learnt and good practices

The lessons learnt and good practices identified related to UCPM activities on COVID-19 were:

##### A7.5.6.1 Prevention

- The majority of stakeholders highlighted the **importance of prevention and preparedness measures**.<sup>274</sup> These were very limited before the COVID 19 pandemic as the crisis came as an unexpected event. Improved connection and coordination with the scientific community and actors specialised in prevention and preparedness were highlighted as important for being prepared and able to adequately respond to future health crises.

##### A7.5.6.2 Preparedness

- The **collaboration with the ECDC** and with **HERA** since its creation in 2022 were considered as very positive elements. The modification of **RescEU** to be able to stockpile medical equipment was also considered as a major achievement for the UCPM by the majority of the stakeholders consulted.<sup>275</sup>

##### A7.5.6.3 Response

- The **modifications made to the UCPM** since 2020 showed the capacity of the UCPM to adapt to new challenges and its flexibility. However, **greater flexibility** was recommended by a minority of respondents as a key element for the future of the UCPM.<sup>276</sup>
- The main enabling success factor of the UCPM was the **coordination role** that it played during the pandemic. This could be performed thanks to its long-standing expertise and established links with stakeholders and other key actors.<sup>277</sup>
- A minority of respondents highlighted the importance of **cross-sectoral cooperation** in health emergencies. The **lack of awareness of the UCPM** among stakeholders was highlighted as a factor

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<sup>269</sup> Interviews with DG ECHO (3 out of 5);

<sup>270</sup> Interview with DG ECHO (1 out of 5);

<sup>271</sup> CECIS is the Common Emergency Communication and Information System, a web-based alert and notification application that allows for a real-time exchange of information between the national CP authorities in the Member States and the Emergency Response Coordination Centre (ERCC);

<sup>272</sup> DG ECHO, UCPM Lessons Learnt Programme, Lessons from the first COVID-19 wave in Europe;

<sup>273</sup> Interview with DG ECHO (1 out of 5);

<sup>274</sup> Interviews with DG ECHO (2 out of 5); EU Stakeholders (1 out of 2); National authorities (3 out of 4)

<sup>275</sup> Interviews with DG ECHO (4 out of 5); EU Stakeholders (1 out of 2); National authorities (3 out of 4)

<sup>276</sup> Interviews with DG ECHO (2 out of 5), National authorities (1 out of 4), EU stakeholders (1 out of 2);

<sup>277</sup> Interviews with DG ECHO (1 out of 5); with National authorities (2 out of 4);

reducing the effectiveness and coherence of the response. This should be further improved in the future.<sup>278</sup>

- A few respondents highlighted that the **complementarity of actions between different** European Commission **DGs** could be improved. A single point of contact (i.e., a coordination centre) at EU level could also be created in order to streamline response to similar cross-sectoral crises. Such a coordination function could be tasked with responding to the request from external stakeholders, including Member States and Participating States, and coordinating the response between different actors at EU level.<sup>279</sup>

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#### A7.5.8 List of stakeholders consulted

Stakeholder	Type of interview (remote/field)
Officials, DG ECHO (5)	Remote

<sup>278</sup> Interview with DG ECHO (1 out of 5);

<sup>279</sup> Interviews with DG ECHO (1 out of 5); with National authorities (2 out of 4).

Stakeholder	Type of interview (remote/field)
Official, HERA (1)	Remote
Official, EU Delegation in India (1)	Remote
Official, National Civil protection, Italy (1)	Remote
Official, Ministry of Foreign Affairs, France (1)	Remote
Official, previously working for French Ministry of Health (now HERA) (1)	Remote
Official, Ministry of Interior, Romania (1)	Remote

## A7.6 Integration of UCPM preparedness activities

### A7.6.1 Introduction to the case study

This case study examines the integration across Union Civil Protection Mechanism (UCPM) preparedness activities between 2017 and 2022. The rationale for the implementation of this case study is to assess change after the external evaluations<sup>280</sup> of the UCPM, which found a need for more coherence between activities in the UCPM's preparedness pillar (particularly capacity development activities, i.e. trainings, exercises, UCPM-funded projects). In conjunction, the increase in the number of preparedness activities across the evaluation period calls for a more in-depth focus on their internal coherence and complementarity.

The aim of the case study is to evaluate the progress towards ensuring coherence between UCPM preparedness activities. The case study also measures the extent to which changes to improve the coherence between UCPM preparedness activities had an impact on the effectiveness, efficiency, relevance and EU added value of the UCPM's work towards preparedness.

Please note that this case study includes an assessment of the Framework Contract on the provision of ad-hoc training that ICF recently signed on behalf of the Civitas Soteria consortium with DG ECHO, and in particular the first specific contract which took place in November 2022: a workshop on the certification process of the European Civil Protection Pool (ECPP). Therefore, this analysis has been conducted by our external expert.

### A7.6.2 Context

This section will provide an overview of:

- The UCPM preparedness pillar and key activities in focus of this case study;
- Evolution of the UCPM preparedness activities across 2017-2022.

#### A7.6.2.1 UCPM preparedness activities

As per Chapter III of Decision No 1313/2013/EU on a UCPM ('the Decision'), the majority of the Mechanism's activities consist of preparedness activities.

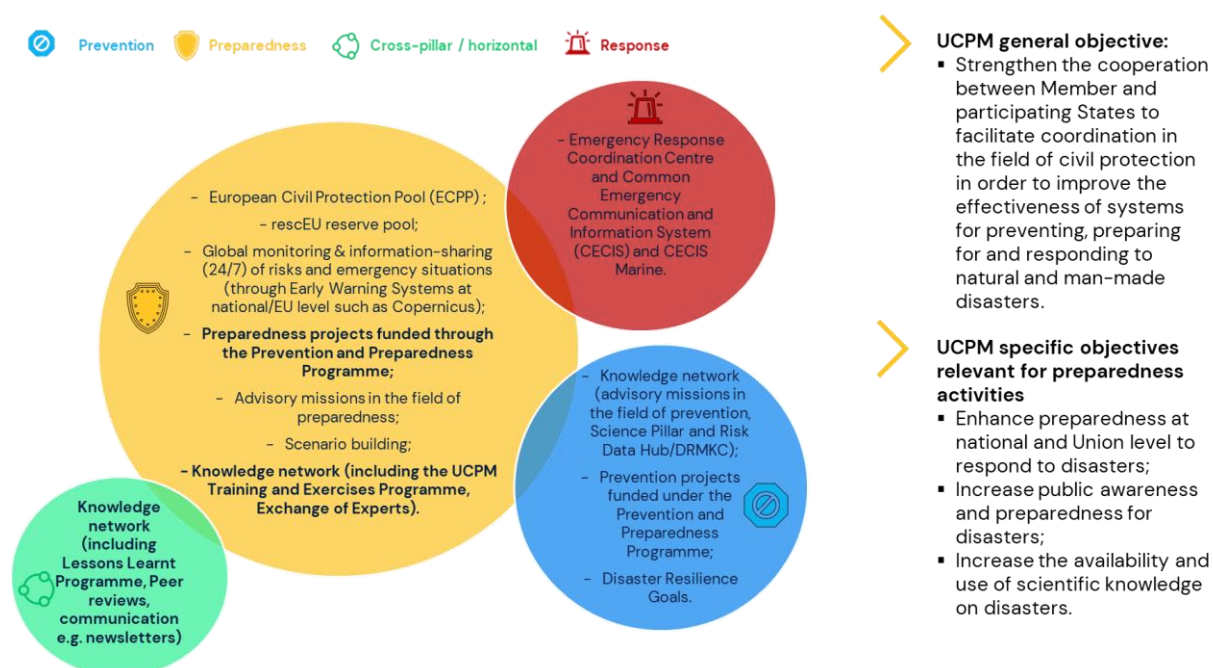
<sup>280</sup> The Previous interim evaluation of the of Decision No 1313/2013/EU on a EU Civil Protection Mechanism (UCPM); Study on the Union Civil Protection Mechanism's Training Programme, and; Evaluation of the European Commission's Civil Protection Prevention and Preparedness Projects (2014-2020))



The Decision defines preparedness as “a state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance”.

Figure 17 provides an overview of UCPM activities in the preparedness pillar. It also highlights activities in other UCPM pillars (i.e. prevention, response, and cross-pillar/horizontal) which are very closely interlinked with the preparedness pillar.

Figure 17. UCPM activities and objectives relevant to preparedness



Source: ICF elaboration. In **bold** are the activities in focus of the case study, i.e. ‘capacity development activities’.

After an analysis of evaluations of the UCPM (mentioned under Section 1.1) we made a selection of preparedness activities for the case study to focus on – where there was a particular need for (further) internal coherence and complementarity (see Figure 17 activities in bold). Nevertheless, the case study will also – where relevant and where data was collected – make reference to coherence with other preparedness activities too.

#### A7.6.2.2 Evolution of the UCPM preparedness activities across 2017-2022.

Across the evaluation, a broad series of legislative and operational changes, both within and beyond the UCPM, had an impact on UCPM preparedness activities. These include changes and a reinforcement of the UCPM’s capacity building activities and development of capacities, as well as developments of the EU-funded programme “Prevention, Preparedness and Response to natural and man-made disasters” (PPRD) with Eastern and Southern neighbourhood countries. Table 11 below provides an overview on the main legislative developments to the UCPM and other relevant activities in the field of preparedness.

Table 11. Main relevant changes across 2017-2022 to consider

Year	Main changes to the UCPM	Other relevant changes
2017		
2018	<p><b>UCPM:</b></p> <p>- <b>Integration of European Medical Corps in the Voluntary Resource pool</b> (Commission Implementing Decision (EU) 2018/142).</p>	<p><b>PPRD East 2</b> stands for "Prevention, Preparedness and Response to Natural and Man-made Disasters in Eastern Partnership countries Phase 2". It ran from 2014-2018.</p> <p><b>PPRD South III</b> stands for "Prevention, Preparedness and Response to Natural and Man-made Disasters in Southern Partnership countries Phase 3". It ran from 2018-2021.</p>
2019	<p><b>UCPM:</b></p> <p>- <b>Redefinition of the European Civil Protection Pool</b> (Decision (EU) 2019/420 and implementing Decision (EU) 2019/1310).</p> <p>- Adoption of new <b>UCPM Training and Exercises Strategy by the CPC</b>.</p> <p><b>RescEU:</b></p> <p>- <b>Establishment and defining capacities of the rescEU reserve pool</b> (Decision EU/ 2019/420 and Commission Implementing Decisions (EU) 2019/570, 2019/1310, 2019/1930).</p>	
2020	<p><b>rescEU:</b></p> <p>- <b>Reinforcement of rescEU's medical stockpiling capacities</b> (Commission Implementing Decision (EU) 2020/414)</p> <p>- <b>Definition of rescEU capacities established to respond to low probability risks with a high impact</b> (Definition of the Commission Implementing Decision (EU) 2020/452)</p> <p><b>Other relevant changes:</b></p> <p>- <b>Mobilisation of the Contingency Margin in 2020 to provide emergency assistance to Member States and further reinforce the UCPM/rescEU in response to the COVID-19 outbreak</b> (Decision (EU) 2020/547)</p>	<p><b>PPRD East 3</b> stands for "Prevention, Preparedness and Response to Natural and Man-made Disasters in Eastern Partnership countries Phase 3". This phase of the programme is being implemented between 2020 and 2024.</p>
2021	<p><b>UCPM:</b></p> <p>- <b>Reinforcement of the UCPM Decision</b>, including the following main changes: revising rescEU capacities, development of Union Resilience Goals and a more flexible UCPM budget structure (Regulation (EU) 2021/836)</p> <p><b>rescEU:</b></p> <p>- <b>Definition of rescEU capacities in the area of chemical, biological, radiological and nuclear incidents</b> (Implementing Decision (EU) 2021/88)</p> <p>- <b>Definition of stockpiling rescEU capacities in the area of chemical, biological, radiological and nuclear incidents</b> (Commission Implementing Decision (EU) 2021/1886)</p> <p><b>Other relevant changes:</b></p> <p>- <b>Establishment and organisation of the Knowledge Network</b> (Implementing Decision 2021/1956)</p>	
2022	<p><b>rescEU:</b></p> <p>- <b>Reinforcement of rescEU shelter capacities and the modification of quality requirements for Emergency Medical Teams Type 3 capacities</b> (Commission Implementing Decision (EU) 2022/288)</p> <p>- <b>Reinforcement of rescEU transport and logistics capacities</b>, e.g. also to respond to low probability high impact disasters (Commission Implementing Decision (EU) 2022/461)</p> <p>- <b>Definition of rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities</b> (Commission Implementing Decision (EU) 2022/465)</p> <p>- <b>Definition of rescEU emergency energy supply capacities</b> (Implementing Decision (EU) 2022/1198)</p> <p><b>Other relevant changes:</b></p> <p>- <b>Establishment of criteria and procedures for recognising long-standing commitment and extraordinary contributions to the UCPM</b> (Commission Implementing Decision (EU) 2022/706)</p>	<p><b>PPRD Med</b> stands for "Prevention, Preparedness and Response to Natural and Man-made Disasters the Southern Neighbourhood, Union for the Mediterranean member countries" (from October/November 2022).</p>



The main changes to the UCPM that sought to bring further coherence to its preparedness pillar, and thus will be an area of focus of this case study are:

- The establishment and subsequent development of the UCPM Knowledge Network, including:
  - The integration of the UCPM training and exercises;
  - The merger of disaster resilience calls (also referred to as the Knowledge for Action in Prevention and Preparedness ('KAPP') umbrella call).

Most of the activities affected by these three changes (and thus their impacts) are outside the evaluation scope. Consequently, this case study concentrates on examining the design of these changes and their preliminary activities. The aim is to understand how these changes influenced, and will continue to influence the improvement of coordination and complementarity among UCPM preparedness activities in the future.

#### A7.6.3 Case study findings

This section provides the case study findings per evaluation criteria: coherence, effectiveness, efficiency, relevance, coherence, EU added value.

##### A7.6.3.1 Coherence

**Overall, across the evaluation period, DG ECHO succeeded in introducing improvements to the coherence and complementarity of UCPM preparedness activities. Nevertheless, the identification of duplication of efforts and unexploited synergies show room for improvement.**

**The changes made to the UCPM preparedness pillar are expected to have a positive impact on the coherence of future UCPM preparedness activities, with some room for improvement. At this stage, this can be attributed to the efforts of DG ECHO to enhance the overall coherence through these activities, such as the integration of trainings and exercises, merging of disaster resilience calls and introduction and development of the umbrella initiative 'the Knowledge Network'.** The majority of stakeholders agreed that the changes to the UCPM preparedness activities have shown an intention to improve coherence between the UCPM preparedness pillar.<sup>281</sup> Stakeholders noted that the activities that have so far and will likely have a positive impact on the coherence between preparedness activities are: 1) the Knowledge Network, and consequently the Network's efforts to 2) merge of funding instruments aimed at multi-country collaboration through the introduction of the KAPP calls, and 2) new Training and Exercises Programme.

The **Knowledge Network**, designed as an umbrella initiative, aims to enhance the coherence between activities. The UCPM **Knowledge Network** ('Knowledge Network') was introduced in 2021 through Implementing Decision 2021/1956 with the intention to build up the EU's overall ability and capacity to deal with disasters. The mission statement of the Knowledge Network is to<sup>282</sup>:

- Bring together civil protection and disaster risk management experts and organisations (partnership facilitator);
- Make relevant knowledge on civil protection and disaster risk management accessible to all (knowledge broker); and
- Foster innovation for more efficient and effective civil protection systems (innovation catalyst).

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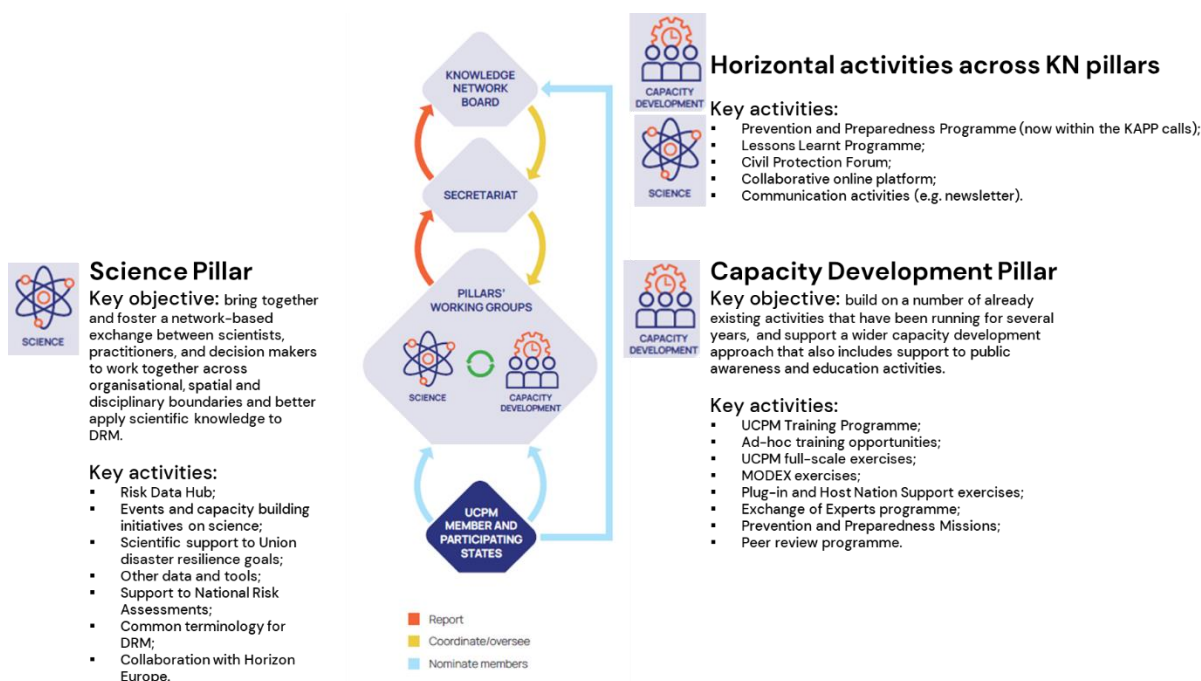
<sup>281</sup> Interviews with DG ECHO (5 out of 5); Interviews with experts in civil protection (3 out of 4); Interviews with national civil protection authorities (2 out of 2).

<sup>282</sup> European Commission - DG ECHO. (2023). 'UCPM – STRATEGIC PLAN 2022-2026'

Figure 18 provides an overview of the new and long-standing UCPM activities across pillars which are now under the Knowledge Network (activities within the 'Capacity Development Pillar' are particularly relevant for this case study). Knowledge Network governance<sup>283</sup> consists of:

- **Knowledge Network Board:** Strategic forum co-chaired by the Commission and the member State holding the rotating presidency of the Council of the EU;
- **Secretariat:** by the Commission to ensure effective and efficient organisation;
- **Pillar working groups:** composed of representatives of the UCPM Member and Participating States, will steer the work of the Knowledge Network's two pillars (e.g. planning, designing, implementing activities);
- **Member and Participating States** will be invited to nominate their representatives for several years to have continuous overview and ownership of the network.

Figure 18. Overview of Knowledge Network structure and activities



Source: ICF elaboration on the basis of European Commission – DG ECHO. (2023). 'UCPKN – STRATEGIC PLAN 2022-2026'

Stakeholders noted that the Knowledge Network has significant potential to increase coherence between UCPM preparedness activities.<sup>284</sup> There were clear efforts across the Knowledge Network design process to make use of existing initiatives and thus build synergies across the pillar<sup>285</sup>, such as using existing working groups to build the Pillar Working groups (e.g. considering the Early Warning Systems Expert Group (EWS) for the Science pillar Working group). Stakeholders specifically emphasised that the Network's online platform, particularly its project

<sup>283</sup> European Commission - DG ECHO. (2023). 'UCPKN – STRATEGIC PLAN 2022-2026'

<sup>284</sup> Interviews with DG ECHO (5 out of 5); Interviews with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>285</sup> European Commission- DG ECHO. (2020). 'Concept paper on the structure of the Union Civil Protection Knowledge Network'; European Commission - DG ECHO. (2021). 'Concept paper: Capacity Development pillar of the Union Civil Protection Knowledge Network'; European Commission - DG ECHO. (2021). 'Overview and analysis of the online outreach meetings with Union Civil Protection Mechanism Member States and Participating States on the Civil Protection Knowledge Network'; European Commission - DG ECHO. (2022). 'Note to DG ECHO Management: Prevention and Preparedness Programme: findings of recent evaluations and future outlook for the programme'.

library that consolidates all project outputs, has the potential to significantly influence internal coherence.<sup>286</sup>

However, there are **potential enhancements** that could further maximise the Networks' impact on coherence. Whilst DG ECHO has made efforts to introduce the Knowledge Network at events, stakeholders highlighted that the UCPM could make more consistent and structured efforts to promote the Knowledge Network across activities. DG ECHO has started introducing the concept of the Knowledge Network at various events, for example in the discussion-based exercise on marine pollution, attended by the evaluation team on 2 March 2023.<sup>287</sup> Nevertheless, stakeholders participating in UCPM activities noted that there could be a better and more systematic awareness raising on the Network activities, and especially on how these will exactly bring synergies.<sup>288</sup> To maximise efficiencies, this could be through the distribution of material provided by the Knowledge Network coordination team, or through internal workshops to establish consistent messaging on the Network to be disseminated across the Mechanism's activities. .

The **KAPP** calls represent a concerted effort in the UCPM to address the aforementioned duplication of funding across UCPM calls for proposals. The **KAPP calls** seek to *"identify and co-finance projects aimed at strengthening cooperation among EU Member States and Participating States on disaster prevention and preparedness, as well as providing a testing environment and a learning opportunity for all actors involved in civil protection assistance interventions, through full-scale field exercises"*.<sup>289</sup> The KAPP calls merged the calls for proposals previously under the Prevention and Preparedness Programme, the Knowledge Network Partnership projects and the full-scale exercises.<sup>290</sup> The calls are now structured across the following 'topics': 1) KAPP-PV 'prevention', 2) KAPP-PP 'preparedness' and 3) KAPP-EX 'full-scale exercises'.

The majority of stakeholders consulted for this case study agreed that the KAPP calls will likely have a significant impact on coherence between UCPM funded activities.<sup>291</sup> Consolidating these calls together is likely to significantly reduce the risk of funding similar projects across multiple funding streams and ensure a more coherent approach to evaluating projects. Nevertheless, a stakeholder noted that, considering that the management of the calls involves different units within DG ECHO, there is a risk that each unit takes a different approach to the priorities set per call, which could ultimately lead to inconsistencies across the type of projects.<sup>292</sup> The first proposals submitted under the KAPP calls are currently being evaluated, thus this impact remains to be seen.

The introduction of the **new Training and Exercises Programme** is expected to foster synergies among UCPM trainings, exercises and the European Civil Protection Pool (ECPP) by establishing structured connections between these activities. The **new Training and Exercises Programme** designed throughout the end of the evaluation period, has been implemented since September 2023.<sup>293</sup> This programme merges the to previously separate training programme and civil

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<sup>286</sup> Interviews with DG ECHO (1 out of 5); Interviews with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>287</sup> A discussion-based exercise, also known as a seminar, is a training exercise that involves a group of participants discussing a hypothetical emergency scenario (in this case using virtual reality).

<sup>288</sup> Interviews with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>289</sup> European Commission – DG ECHO. (2023). 'Union Civil Protection Mechanism (UCPM) Call for proposals - Knowledge for Action in Prevention and Preparedness (KAPP)'.

<sup>290</sup> Interviews with DG ECHO (1 out of 5).

<sup>291</sup> Interviews with DG ECHO (5 out of 5); Interviews with national civil protection authorities (1 out of 2); Interviews with experts in civil protection (1 out of 4).

<sup>292</sup> Interviews with DG ECHO (1 out of 5).

<sup>293</sup> European Commission – DG ECHO. (2019). '25TH MEETING OF THE CIVIL PROTECTION COMMITTEE 10 JULY 2019 ITEM 3.2: THE UNION CIVIL PROTECTION MECHANISM TRAINING AND EXERCISES STRATEGY'; European Commission – DG ECHO. (2021). 'Call for tenders ECHO/2021/OP/0006 UCPM Training Programme: Online Modules, Ad hoc Training Courses, Training of Trainers, Thematic

protection exercises. At present, the main proposed changes introduced in this new training and exercises programme are:

- A **'deployable training path'** (Lot 1) targeting experts and capacities' personal to be deployed on UCPM missions;
- A set of **'non-deployable' courses** (Lot 2) for civil protection and disaster risk management stakeholders who hold a supporting function to the UCPM at home organisations and countries (e.g. for EU Delegations and enlargement countries);
- The **better integration of exercises into trainings** (e.g. experts that undergo the deployable path must attend a MODEX exercise, to be included in a potential certified **'pool of deployable experts'**);
- High-level **'specialisation' courses for the deployable experts** aligned with the European Union Civil Protection Team (EUCPT) functional profiles – i.e. coordination & assessment experts on information management, logistics, safety and security and team leader/deputy team leader;
- A set of **'refresher' training activities** to provide the opportunity to update and refresh knowledge and skills through a Mechanism Refresher Seminar;
- **Structure of the consortia designing/implementing trainings in Lot 1** (i.e. all the trainings above), with now two national civil protection authorities (IT, DE) coordinating all partners involved in designing training courses;
- **A new Framework contract for the provision of ad-hoc trainings**, run by external contractors, aimed at addressing any new and additional training needs over and above standards of deployable contracts.

Figure 19 (at the end of the case study) provides an overview of the proposed structure for the new UCPM training and exercises programme.

**The main elements of the new Training and Exercises Programme expected to bring further coherence is the introduction of a 'deployable training path', and to a lesser extent the potential 'pool of deployable experts'.** The 'deployable training path' now consists of an obligatory participation of experts in a MODEX exercise. In addition, upon completion of the deployable training path, experts will potentially be included in a 'pool of deployable experts', which will be part of the ECPP. This potential creation of a 'pool of deployable experts' elicited a mixed response from stakeholders. Whilst a DG ECHO officer<sup>294</sup> perceived it as an extension of the already close connection between these activities, a national authority<sup>295</sup> expressed concerns that it might impose unnecessary additional burdens.

**DG ECHO also implemented some measures to ensure coherence and complementarity between UCPM preparedness activities, although there is room for improvement.** Table 12 presents a summary of the key measures implemented that have influenced coherence, and also highlights potential avenues for improvement or challenges that hinder their ability to promote greater coherence.

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Seminars & Workshops Single Framework Contract'. As of 13/06/2023 available at: <https://etendering.ted.europa.eu/cft/cft-document.html?docId=97509>; Interviews with experts in civil protection (1 out of 4); Interviews with DG ECHO (1 out of 5); Interview with external contractor running the Framework contract for ad hoc training carried out by external expert (1).

<sup>294</sup> Interviews with DG ECHO (1 out of 5).

<sup>295</sup> Interviews with national civil protection authorities (1 out of 2).

Table 12. Overview of new DG ECHO measures to ensure coherence and areas for improvement

DG ECHO measures introduced	Room for improvement to ensure further coherence / challenges identified
DG ECHO hired <b>new staff</b> to implement the Knowledge Network. <sup>296</sup>	<b>Insufficient human resources</b> continue to hinder the implementation of all planned activities and limit the ability to achieve optimal coherence.
Since 2019 a <b>single Unit</b> was established to cover trainings, exercises, and the Knowledge Network. <sup>297</sup>	Despite the single Unit for the Knowledge Network, some activities are still split between units. Some activities are split between units (KAPP calls) and some fall in different units altogether (Lesson Learnt Programme). <sup>298</sup> Although the division of responsibilities Units contributes to increased resources and internal organisation, it also <b>creates communication gaps between the Units</b> . <sup>299</sup> Furthermore, this division <b>hinders the perception of the Knowledge Network as an overarching initiative</b> that encompasses the work of all other Units involved in Network activities. <sup>300</sup>
DG ECHO introduced a <b>directorate for preparedness and prevention</b> to dedicate more staff and attention to the two. <sup>301</sup>	<b>Preparedness activities are currently divided between two DG ECHO civil protection Directorates</b> (Directorate A on Emergency management and rescEU and Directorate B on Disaster preparedness and prevention). The main area where division of responsibilities between Directorates can lead to potential incoherence is in the development and deployment of the ECPP and rescEU. <sup>302</sup>

Source: ICF elaboration on the basis of KIIs

DG ECHO is currently undergoing a reorganisation of its organisational structure, which will likely have an impact on the areas of improvement noted above.<sup>303</sup>

**Across the evaluation period, there were duplication of efforts and unexploited synergies between UCPM preparedness activities. The main duplication of efforts identified was related to funding similar projects across different calls for proposals.** Funding was allocated to similar projects within both the Prevention and Preparedness Programme and the Knowledge Network partnership projects.<sup>304</sup> DG ECHO stakeholders noted that, since the different calls were coordinated by different Units, they did not set complementary objectives and followed different selection criteria and evaluation processes – which led to duplication.<sup>305</sup>

**The main unexploited synergies are:**

<sup>296</sup> Interviews with DG ECHO (2 out of 5).

<sup>297</sup> Interviews with DG ECHO (1 out of 5).

<sup>298</sup> DG ECHO feedback.

<sup>299</sup> Interviews with DG ECHO (1 out of 5).

<sup>300</sup> Interviews with DG ECHO (2 out of 5).

<sup>301</sup> Interviews with DG ECHO (2 out of 5).

<sup>302</sup> Interviews with DG ECHO (3 out of 5).

<sup>303</sup> Interviews with DG ECHO (2 out of 5).

<sup>304</sup> Interviews with DG ECHO (4 out of 5); Interviews with national civil protection authorities (1 out of 2).

<sup>305</sup> Interviews with DG ECHO (2 out of 5).

- **Knowledge Network:** Currently there is a lacking understanding within DG ECHO about the Knowledge Network's role as an umbrella initiative that can support the implementation of UCPM preparedness activities.<sup>306</sup> Stakeholders noted that currently DG ECHO Units dealing with activities formally implemented under the Knowledge Network do not perceive the ownership of the Knowledge Network of these activities.<sup>307</sup> Nevertheless, stakeholders noted that this could improve with time as the Network matures within DG ECHO, but that some structural and operational initiatives are necessary to facilitate this development (e.g. Units implementing Knowledge Network activities report to the Knowledge Network Unit).<sup>308</sup>
- **More frequent and/or systematic inclusion of other preparedness activities in trainings and exercises:** Stakeholders highlighted that the current ad hoc inclusion of other preparedness activities in trainings and exercises is valuable, and could be done more frequently and/or systematically.<sup>309</sup> The following two examples were highlighted as good practices in this respect<sup>310</sup>:
  - The discussion-based exercise ('DBX') on marine pollution included two presentations of relevant PPPs (emphasising their outputs that can be applied more widely);
  - The reference to the Copernicus Emergency Management Service (CEMS) in exercises.

There are **several factors that have been facilitating as well as hindering the coherence between UCPM preparedness activities** (Table 13). The main facilitating factors are related to the knowledge of DG ECHO and national stakeholders of the UCPM and the field. The main factors hindering coherence between UCPM activities are internal to DG ECHO (lack of resources, high staff turnover, Knowledge Network's lack of ownership), and to a lesser extent external (coordination challenges posed by new consortia structure for training and exercises programme, and change fatigue on behalf of key UCPM stakeholders).

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<sup>306</sup> Interviews with DG ECHO (3 out of 5).

<sup>307</sup> Interviews with DG ECHO (2 out of 5).

<sup>308</sup> Interviews with DG ECHO (1 out of 5).

<sup>309</sup> Interviews with national civil protection authorities (1 out of 2); Interviews with experts in civil protection (1 out of 4).

<sup>310</sup> Interviews with national civil protection authorities (1 out of 2); Interviews with experts in civil protection (1 out of 4).

Table 13. Main factors facilitating and hindering the coherence of UCPM preparedness activities

Factors	Description of impact
The main factors that facilitated coherence between UCPM preparedness activities since 2017	
<b>DG ECHO staff technical and field expertise</b>	DG ECHO staff technical and field expertise, as well as knowledge on key priorities in the field of disaster management. <sup>311</sup>
<b>Stakeholders' familiarity with the Mechanism</b>	Stakeholders' familiarity with the Mechanism, including national authorities involved in the consultations for the design of the knowledge Network and new Training and Exercises programme that pushed for pragmatic change and asked uncomfortable questions (e.g. what does this initiative really bring to what already exists?). <sup>312</sup>
The main factors that hindered coherence between UCPM preparedness activities since 2017	
<b>'Change fatigue'<sup>313</sup></b>	The many changes to the UCPM preparedness pillar across the evaluation period affected stakeholders, who have less energy and/or interest to engage in these activities including the newly established interconnections between them. <sup>314</sup>
<b>Lack of resources</b>	As mentioned in Table 12, stakeholders noted that the lack of (human and financial) resources to implement UCPM preparedness activities has significantly hindered their potential to stimulate further coherence. <sup>315</sup> Especially in times of crisis, resources are more easily taken from preparedness capacity development activities (such as the Knowledge Network) to be redirected to response. <sup>316</sup>

<sup>311</sup> Interviews with experts in civil protection (3 out of 4).

<sup>312</sup> Interviews with experts in civil protection (1 out of 4); Interviews with DG ECHO (2 out of 5); Interviews with national civil protection authorities (1 out of 2); Interview with DG ECHO on Framework contract for ad hoc training carried out by external expert (1).

<sup>313</sup> Change fatigue often occurs when individuals or teams feel overwhelmed by continuous transitions, resulting in reduced capacity to adapt or engage effectively with new initiatives or processes.

<sup>314</sup> Interviews with experts in civil protection (2 out of 4); Interviews with DG ECHO (1 out of 5); Interviews with national civil protection authorities (1 out of 2).

<sup>315</sup> Interviews with DG ECHO (3 out of 5).

<sup>316</sup> Interviews with DG ECHO (1 out of 5).

Factors	Description of impact
<b>High staff turnover within DG ECHO</b>	High staff turnover within DG ECHO has led to a loss of institutional knowledge, contributing to a lack of coherence. For instance, project desk officers for Prevention and Preparedness Programme projects have often changed more than once through project implementation, and some officers had more/less knowledge than others on other existing UCPM initiatives. <sup>317</sup>
<b>Lack of belonging to the Knowledge Network on behalf of DG ECHO staff implementing its activities</b>	DG ECHO staff implementing the Knowledge Network's longstanding activities (trainings, exercises, Exchange of Experts) do not feel a strong sense of their activities' belonging to the Knowledge Network. This represented an untapped synergy, as mentioned earlier, and significantly hampers its potential for coherence. The Network was specifically established to consolidate these activities under a unified framework to foster coherence, and the absence of ownership undermines this objective. <sup>318</sup>
<b>The consortia structure for Lot 1 of the new Training and Exercises Programme</b>	The consortia structure for Lot 1 of the new Training and Exercises Programme has imposed a significant additional burden on the coordinating entities. <sup>319</sup> The new structure was implemented to enhance coherence among trainings by having two national authorities (IT, DE) overseeing all the entities responsible for designing various training courses. This arrangement should ensure that methodologies across courses are harmonised. However, stakeholders involved in the coordination of this consortia have emphasised that there are far too many partners in the consortia (40 entities) for them to effectively foster this coherence, and it presents a significant additional burden which they think will actually limit their oversight on the training courses. <sup>320</sup>

<sup>317</sup> Interviews with DG ECHO (1 out of 5); Interviews with experts in civil protection (2 out of 4).

<sup>318</sup> Interviews with DG ECHO (2 out of 5); European Commission - DG ECHO. (2021). 'Overview and analysis of the online outreach meetings with Union Civil Protection Mechanism Member States and Participating States on the Civil Protection Knowledge Network'.

<sup>319</sup> Interviews with national civil protection authorities (1 out of 2); Interviews with experts in civil protection (1 out of 4).

<sup>320</sup> Interviews with national civil protection authorities (1 out of 2); Interviews with experts in civil protection (1 out of 4).



## A7.6.3.2 Effectiveness

The changes introduced to bring more coherence to the UCPM preparedness pillar also contributed to progress across the UCPM's specific and general objectives as set in Article 3(1) of the Decision (see Figure 17).

The following changes to the UCPM preparedness pillar contributed to the **UCPM specific objectives in the field of preparedness**:

- Most stakeholders agreed that the **new Training and Exercises Programme** will have a significant impact on enhancing preparedness.<sup>321</sup>
  - The main contributing factor to this improvement will be the implementation of the new '**deployable training path**'. Stakeholders estimated that during the evaluation period, only around one-third of deployed experts managed to complete at least one course, and that many experts were trained but were never deployed.<sup>322</sup> This path will ensure that a higher number of deployed experts successfully complete all the required training courses. In addition, the more stringent selection criteria to participate in the deployable training path will ensure less experts that will likely never be deployed are trained.
  - The **new framework contract for ad-hoc training**, run by external contractors, was considered to also contribute to enhanced preparedness through taking a more practice-driven/hands-on approach and bringing new expertise that was not covered through the "traditional" training paths (e.g. on cultural awareness).<sup>323</sup>
- Nevertheless, stakeholders highlighted that the extent to which the **Knowledge Network Capacity Development Pillar** (which includes the Training and Exercises Programme) will enhance preparedness will depend on Member State involvement, with one national authority cautioning that this pillar could mostly enhance EU-level rather than national preparedness.<sup>324</sup>
- 
- The **Knowledge Network Science Pillar** in particular will contribute to bringing science further into the fabric of UCPM preparedness activities.<sup>325</sup>

The following changes to the UCPM preparedness pillar contributed to the **UCPM general objective**, mostly through fostering more cross-sectoral cooperation:

- The **DBX** successfully fostered communication between a broad variety of stakeholders involved in responding to marine pollution disasters (including the private sector – ship insurers, lawyers). Stakeholders involved in the exercise highlighted this as a key success of the DBX.<sup>326</sup>
- The **new Training and Exercises programme** seeks to provide UCPM trainings to a broader range of stakeholders (EU delegations, Neighbourhood countries). This raises awareness of the Mechanism and builds communication channels with a broader range of stakeholders, laying down the foundations for further cooperation.<sup>327</sup> The new framework

<sup>321</sup> Interviews with DG ECHO (4 out of 5); Interviews with experts in civil protection (1 out of 4).

<sup>322</sup> Interviews with DG ECHO (2 out of 5).

<sup>323</sup> Interview with DG ECHO on Framework contract for ad hoc training carried out by external expert (1); Interview with external contractor running the Framework contract for ad hoc training carried out by external expert (1).

<sup>324</sup> Interviews with DG ECHO (3 out of 5); Interviews with national civil protection authorities (1 out of 2).

<sup>325</sup> Interviews with DG ECHO (1 out of 5); Interviews with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>326</sup> Interviews with national civil protection authorities (1 out of 2).

<sup>327</sup> European Commission - DG ECHO. (2023). 'UCPMN – STRATEGIC PLAN 2022-202 - Annex'

contract for ad-hoc training also brings a new and additional level of cooperation and communication – which is a good chance for stakeholders to expand their networks even further.<sup>328</sup>

- Similarly, the **Knowledge Network** engrains cross-sectoral cooperation in its design, as one of its goals is to “enhance collaboration between scientists, practitioners, policy- and decision makers in civil protection and disaster risk management”.<sup>329</sup> Experts and national stakeholders agreed that there is potential for it to stimulate such cooperation, but that DG ECHO could reflect and make clear how this differs from previous similar UCPM efforts (e.g. Disaster Risk Management Knowledge Centre) in bringing additional value.<sup>330</sup>

#### A7.6.3.3 Efficiency

**The changes to the preparedness pillar will likely have an impact on improving the cost-effectiveness of UCPM activities**, as they target identified inefficiencies.

Table 14 shows the main inefficiencies identified related to the lack of coherence between UCPM preparedness activities, how the changes to the UCPM preparedness pillar seek to address them, and any (potential) remaining inefficiencies.

Table 14. How changes to the UCPM preparedness pillar could improve cost-effectiveness

Identified inefficiency	Activity that targets to reduce this inefficiency	Identified (potential) remaining inefficiencies
<b>Similar projects receiving funding</b> from multiple UCPM calls for proposals. <sup>331</sup>	Introduction of the <b>KAPP call</b> bringing under one process the design, evaluation and implementation of different UCPM-funded projects. <sup>332</sup>  Dedicated working spaces for projects on UCPKN platform (as opposed to separate websites) will also mitigate the potential future duplication of efforts, as it makes it easier for project applicants to check existing projects.	N/A
<b>Mismatch of experts receiving training.</b> The UCPM trained a high number of experts who were then not deployed. Similarly, many deployed experts had not received all	The new Training and Exercises programme “ <b>deployable training path</b> ” with more stringent <b>selection criteria</b> , and potential assessment/feedback before	N/A

<sup>328</sup> Interview with external contractor running the Framework contract for ad hoc training carried out by external expert (1).

<sup>329</sup> European Commission – DG ECHO. (2023). ‘UCPM – STRATEGIC PLAN 2022-2026’.

<sup>330</sup> Interview with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>331</sup> Interviews with DG ECHO (5 out of 5); Interviews with national civil protection authorities (1 out of 2); Interviews with experts in civil protection (1 out of 4).

<sup>332</sup> European Commission – DG ECHO. (2023). ‘Union Civil Protection Mechanism (UCPM) Call for proposals - Knowledge for Action in Prevention and Preparedness (KAPP)’.

Identified inefficiency	Activity that targets to reduce this inefficiency	Identified (potential) remaining inefficiencies
necessary trainings to be deployed. <sup>333</sup>	you proceed to the next level of training. <sup>334</sup>	
<b>Lack of resources and high staff turnover</b> at DG ECHO impacts the efficiency of the projects staff are overseeing. <sup>335</sup>	More <b>structural attribution of desk officers</b> to the evaluation and overseeing of projects. <sup>336</sup>	<b>Lack of resources</b> remains an issue to be addressed.

**Considerations on how to improve the efficiency of UCPM preparedness activities within it is engrained in the design of the Knowledge Network.**<sup>337</sup> For example:

- The Knowledge Network introduced a detailed monitoring framework, with tailored Key Performance Indicators.<sup>338</sup> Whilst this could have an impact on improving the cost-effectiveness, stakeholders however noted that the extent to which this can have a significant impact on the overall effectiveness of the UCPM is limited, due to a lacking UCPM-wide Performance Measurement Mechanism (e.g. KPIs across pillars/ activities).<sup>339</sup>
- Following consultations with national authorities to simplify the organisational structure of the Knowledge Network to reduce the administrative burden, DG ECHO significantly revised the governance structure.<sup>340</sup>

#### A7.6.3.4 Relevance

**Across the evaluation period, DG ECHO has made a significant effort to address recommendations and lessons learnt to increase coherence between UCPM preparedness activities, with some room for improvement.**

The majority of identified recommendations (from external evaluations) and lessons learnt (from the Lessons Learnt Programme) are being addressed/ have been addressed (see Table 15 overleaf). The main recommendation that has been addressed across the evaluation period has been to introduce a strengthened and structural link between trainings and exercises, and with the Exchange of Experts programme (through the Knowledge Network). The main recommendations made and lessons learnt that remain unaddressed include a centralised database on experts involved in trainings, exercises and deployment (to be used across Directorates) and closer alignment between UCPM and PPRD trainings and exercises.

<sup>333</sup> Interviews with DG ECHO (4 out of 5); Interviews with experts in civil protection (1 out of 4).

<sup>334</sup> Interviews with DG ECHO (4 out of 5); Interviews with experts in civil protection (1 out of 4).

<sup>335</sup> Interviews with DG ECHO (3 out of 5); Interviews with experts in civil protection (2 out of 4).

<sup>336</sup> European Commission - DG ECHO. (2022). 'Note to DG ECHO Management: Prevention and Preparedness Programme: findings of recent evaluations and future outlook for the programme'.

<sup>337</sup> Interview with DG ECHO (1 out of 5); European Commission - DG ECHO. (2020). 'Concept paper on the structure of the Union Civil Protection Knowledge Network'; European Commission - DG ECHO. (2021). 'THE CORE GOVERNANCE STRUCTURE OF THE UNION CIVIL PROTECTION KNOWLEDGE NETWORK';

<sup>338</sup> European Commission – DG ECHO. (2022). 'Annex 1 – Performance Indicators for the UCPKN'.

<sup>339</sup> Interviews with DG ECHO (1 out of 5).

<sup>340</sup> European Commission - DG ECHO. (2021). 'THE CORE GOVERNANCE STRUCTURE OF THE UNION CIVIL PROTECTION KNOWLEDGE NETWORK'; European Commission – DG ECHO. (2023). 'UCPKN – STRATEGIC PLAN 2022-2026'.

Table 15. Progress across main identified recommendations and lessons learnt related to coherence between preparedness activities

Relevant UCPM activities	Recommendations Lesson learnt	Progress
ECPP	Draft expert profiles/types relevant to different types of situations/deployments. <sup>341</sup>	Currently work on the potential ‘Pool of Experts’ includes ‘technical profiles’ by disaster type. <sup>342</sup>
Trainings	Increase availability and deployment predictability of suitable EUCPT experts, notably team leader profile and technical experts (considerations should be given to the establishment of a voluntary pool of experts). <sup>343</sup>	Only experts that have undergone the “deployable training path” will be able to be included in the potential ‘Pool of Experts’ in the ECPP. <sup>344</sup>
Trainings Exercises ECPP	Evaluate the performance of the expert in the training/exercise and the deployments into a central database. <sup>345</sup>	The new Training and Exercises programme’s deployable training path contains ‘evaluation/feedback’ of experts. <sup>346</sup>
	The online platform for trainings would have significant added value if it were to be linked to the nomination for deployment process. <sup>347</sup>	There are databases on the experts/ deployments, but these are not centralised (split between Directorate A and Directorate B). <sup>348</sup>
Trainings Exercises EoE	Strengthen the links between the Training Programme and the exercises by raising awareness among participants and establishing mechanisms to ensure a structured exchange of information between UCPM training courses and exercises, as well as the Exchange of Experts Programme. <sup>349</sup>	The establishment of the new Training and Exercises programme, and the Knowledge Network addresses this recommendation.
Trainings	Further exploit the existing mechanisms to exchange information between contractors. Contractors must carry out peer reviews to evaluate the content and delivery of other UCPM training courses. Course visits are not being carried out systematically and their contribution to the evaluation of the courses is limited. <sup>350</sup>	The introduction of the new lot (Framework Contract on the provision of ad-hoc training) seeks to standardise this. <sup>351</sup>
PPP Knowledge Network	Increase awareness, accessibility and engagement with ongoing and past EU-funded projects on civil protection prevention and preparedness and their results. <sup>352</sup>	The Knowledge Network online platform will include all project outputs, as well as other EU funding sources. The KAPP calls include a requirement for project websites to be directly on the Knowledge Network (rather than setting up new, dedicated websites). <sup>353</sup> The 2023 KAPP call has introduced the obligation for the consortium to deliver a mapping of relevant initiatives within UCPM including an evaluation of potential synergies between ongoing initiatives or incorporation of existing results within the first 6 months
Trainings Exercises PPRD	Review the participation of experts from third countries by better scrutiny of nominations and alignment with other courses (such as via PPRD). <sup>354</sup>	There remain significant inconsistencies between the design of UCPM and PPRD trainings, especially for UCPM Participating States involved in both. <sup>355</sup>

<sup>341</sup> ICF. (2017). ‘Interim evaluation of the Union Civil protection Mechanism, 2014-2016’.

<sup>342</sup> Interviews with DG ECHO (1 out of 5).

<sup>343</sup> European Commission – DG ECHO. (2020). ‘OUTCOMES OF THE LESSONS LEARNT MEETING ON THE 2018 UCPM ACTIVATIONS BRUSSELS, BELGIUM, 15 FEBRUARY 2019’.

<sup>344</sup> Interviews with DG ECHO (1 out of 5).

<sup>345</sup> ICF. (2017). ‘Interim evaluation of the Union Civil protection Mechanism, 2014-2016’.

<sup>346</sup> Interviews with experts in civil protection (1 out of 4).

<sup>347</sup> ICF. (2019). ‘Study on the Union Civil Protection Mechanism’s Training Programme’.

<sup>348</sup> Interviews with DG ECHO (1 out of 5).

<sup>349</sup> ICF. (2019). ‘Study on the Union Civil Protection Mechanism’s Training Programme’.

<sup>350</sup> ICF. (2019). ‘Study on the Union Civil Protection Mechanism’s Training Programme’.

<sup>351</sup> Interview with ICF by external expert.

<sup>352</sup> ICF. (2021). ‘European Commission’s Civil Protection Prevention and Preparedness Projects (2014-2020)’.

<sup>353</sup> Interviews with DG ECHO (1 out of 5).

<sup>354</sup> ICF. (2019). ‘Study on the Union Civil Protection Mechanism’s Training Programme’.

<sup>355</sup> Interviews with DG ECHO (1 out of 5); Interviews with experts in civil protection (1 out of 4).

Relevant UCPM activities	Recommendations Lesson learnt	Progress
Lessons Learnt Trainings/ Exercises	Embed lessons and good practices related to the programme into trainings and exercises as well as the programme. <sup>356</sup>	Stakeholders pointed out that lessons learnt could be integrated more systematically across UCPM preparedness activities. <sup>357</sup>

<sup>356</sup> European Commission – DG ECHO. (2021). ‘OUTCOMES OF THE LESSONS LEARNT MEETING ON THE 2019 UCPM ACTIVATIONS BRUSSELS, BELGIUM, 23-24 JANUARY 2020’.

<sup>357</sup> Interviews with DG ECHO (1 out of 5); Interviews with experts in civil protection (1 out of 4).

**Although changes were made to the preparedness pillar, incorporating structural elements to ensure the identification and acknowledgment of national needs, national and expert stakeholders continue to express scepticism regarding the degree to which these needs are being considered.**

**The Knowledge Network, including the new Training and Exercises Programme foresee specific components designed to incorporate national needs, although there is still room for improvement in this regard.** Both programmes were set up after a long period of consultation with Member and Participating States (e.g. two years for the Knowledge Network). This presented the following opportunities/challenges:

- **Knowledge Network:** These consultations resulted in embedding Member and Participating State ownership into the Knowledge Network governance set up (see Figure 18). The consultation period was highlighted as a good practice to be taken forward, but the length of it meant the expectations were raised and are struggling to be met.<sup>358</sup>
- **New Training and Exercises Programme:** Member and Participating States still drive the course content now under one large umbrella consortia led by the German and Italian civil protection authorities. As mentioned under Section 1.2.1, having two coordinating partner communicating the needs of all 40 partners in the consortia to DG ECHO will provide a challenge and a significant additional burden (rather than before there were eight coordinating partners – coordinating four-five other entities, each communicating with DG ECHO).<sup>359</sup> Nevertheless, the framework for provision of ad hoc training was highlighted by a national authority as a key good practice to address national needs, as it complements existing national training needs the most.<sup>360</sup> Indeed, external contractors running it highlighted how the purpose of the contract is for the UCPM to be more flexible with adapting to national needs for training.<sup>361</sup>

**Expert and national stakeholders have raised concerns about the inadequate understanding of how national needs were identified and properly considered.** Stakeholders emphasised they would like more information on the rationale for the implementation of changes introduced to the UCPM preparedness pillar, specifically on how they take into account national needs.<sup>362</sup> For instance, for the new Training and Exercises Programme there are now far less slots for national experts, with potentially more stringent selection criteria and higher requirements (time/resources) – in line with the new programmes objective to be more focused on the quality rather than quantity of training.

While the **objectives** of long-standing UCPM activities (trainings, exercises, Exchange of Experts) are clear, stakeholders noted difficulties to keep up with the objectives and purposes of the many new UCPM preparedness activities.<sup>363</sup>

#### *A7.6.3.5 EU added value*

The assessment of the EU added value of the changes made to the preparedness pillar has been limited because these changes were recently introduced and implemented. Nevertheless, limited data collected on the potential future main EU added value brought by the changes introduced to the preparedness pillar to bring coherence is:

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<sup>358</sup> Interviews with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>359</sup> Interviews with DG ECHO (2 out of 5); Interviews with national civil protection authorities (1 out of 2).

<sup>360</sup> Interviews with national civil protection authorities (1 out of 2).

<sup>361</sup> Interview with external contractor running the Framework contract for ad hoc training carried out by external expert (1).

<sup>362</sup> Interviews with experts in civil protection (3 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>363</sup> Interviews with experts in civil protection (3 out of 4); Interviews with national civil protection authorities (1 out of 2).

- The **Knowledge Network** has significant potential, especially to provide more opportunities for national civil protection authorities to build connections and learn lessons across sectors/ Europe.<sup>364</sup> The Network's online platform was also perceived a valuable resource of added EU value. In particular, by making different project outputs available will help **enhance preparedness of local civil protection authorities**, helping them sometimes circumvent complex, and strictly hierarchical national civil protection structures<sup>365</sup>;
- More capacity to **fund innovation** in the field of disaster preparedness (through KAPP calls).

#### A7.6.4 Key challenges

The key challenges identified regarding bringing closer coherence between UCPM preparedness activities were:

- Although DG ECHO has made significant efforts to bring further coherence, the **lack of human and financial resources** continues to be a challenge to effectively implement all these initiatives. This is then exacerbated by the fact that, in times of crisis the preparedness budget for capacity development is most quickly reattributed to response, leaving the resources available even more at risk.
- **DG ECHO Units lack a shared understanding regarding the ownership of activities within the Knowledge Network.** DG ECHO Units that conduct trainings, exercises, and Exchange of Experts activities operate relatively independently and lack a sense of being part of the Knowledge Network. This situation can be attributed to both the early stage of the Knowledge Network's development and a structural issue. The Knowledge Network could benefit from stronger connections to the Units responsible for its activities.
- A national authority raised that the **availability and resources of Member States have not kept pace with the growth of UCPM preparedness activities.** Although Member and Participating States desire to retain ownership of UCPM preparedness activities, the rising resource demands pose a challenge to their effective implementation.
- The emphasis on achieving coherence has predominantly centred around UCPM trainings and exercises, while comparatively less attention has been given to the **PPRD**. Nevertheless, as the number of UCPM Participating States grow, there are increasingly countries involved in preparedness through both the UCPM and PPRD. This therefore requires further action towards fostering coherence in this area.

#### A7.6.5 Lessons learnt and good practices

The lessons learnt and good practices identified related to bringing closer coherence between UCPM preparedness activities were:

- Stakeholders highlighted the **consultations with Member and Participating States** ahead of the design of the Knowledge Network and the new Training and Exercises Programme as a good practice for activities tailored to the UCPM community's needs (See Section 1.2.5). The consultation period was considered excessively long, resulting in heightened expectations that were challenging to fulfil. The extended duration of the consultation can be partly attributed to the ongoing COVID-19 pandemic, which reduced the priority of this contribution for the civil protection sector. Additionally, there was a shift from conducting in-person meetings to transitioning to online meetings during this period – which resulted in additional delays. Nevertheless, it was advised to shorten them in the future.

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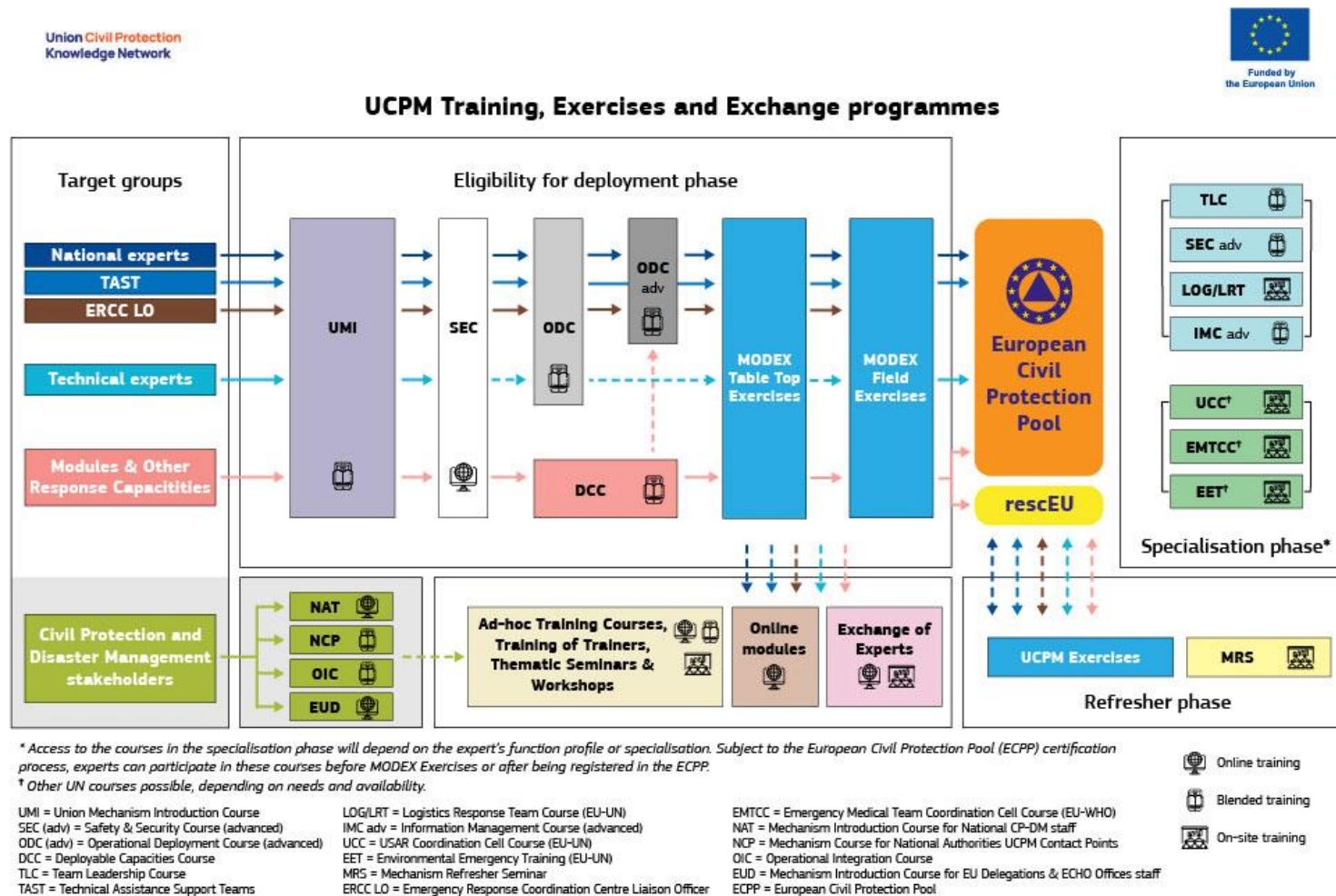
<sup>364</sup> Interview with experts in civil protection (1 out of 4); Interviews with national civil protection authorities (1 out of 2).

<sup>365</sup> Interviews with DG ECHO (1 out of 5).

- The funding for similar projects (within the UCPM and with other EU funds) was seen as a fundamental issue. Bringing all UCPM calls for proposals for projects under one umbrella (KAPP calls) was seen as crucial to establish the **same language, parameters and evaluation criteria/process across UCPM projects**. This is a step in the right direction, and further resources could be attributed to ensuring coherence between projects funded within the UCPM (and with other funds).
- Previous evaluations and consulted stakeholders highlighted the importance for disaster management stakeholders across levels (local/national/EU) to have **access to outputs from UCPM funded projects** (PPP programme/ Knowledge Network partnership projects). This was highlighted as crucial to ensure the sustainable impact and the value of such projects. The online platform's library of project outputs (and dissemination thereof) will be a valuable resource in this regard.



Figure 19. Overview of new Training and exercises programme



Source: DG ECHO. (2023).

## A7.6.6 List of references



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## A7.6.7 Overview of stakeholders consulted

Stakeholder	Type of interview (remote/field)
DG ECHO (x5)	Remote
DG ECHO (interview on the Framework contract for ad hoc training)	Remote interview by external expert
Contractor carrying out Framework contract for ad hoc training	Remote interview by external expert
Expert in civil protection (Training programme)	Remote
Expert in civil protection (PPP, Knowledge Network Partnership projects)	Remote
Expert in civil protection (PPRD, trainings, exercises, PPP)	Remote
Expert in civil protection (lessons learnt programme, trainings, exercises)	Remote
National civil protection authority (Trainings, exercises, PPP)	Remote
National civil protection authority (DBX)	Remote



## ANNEX 8 EXAMPLE INDICATOR FRAMEWORK

Pillar	UCPM objectives	UCPM activity	Judgement criteria	Indicators	Stakeholders and target groups	Sources and tools
	To achieve a high level of protection against disasters by preventing or reducing their potential effects, by fostering a culture of <b>prevention</b> and by improving cooperation between the civil protection and other relevant services	NRAs	Extent to which Member and Participating States report disaster risks to DG ECHO	<p>I1 Number of DRM Summary Reports submitted to DG ECHO</p> <p>I2 Proportion of DRM Summary Reports submitted by MS/PS following DG ECHO guidelines</p> <p>I3 Proportion of stakeholders that agree the DRM Summary reports/ EU Overview of risks complements national prevention activities</p> <p>I4 Number of national programmes that included Disaster Risk Management Investments.</p>	National authorities (MS/PS)	National NRAs.
	Enhance <b>preparedness</b> at national and Union level to respond to disasters, and increase the availability and use of scientific knowledge on disasters	ECPP	Extent to which ECPP addresses national capacity gaps	<p>I5 Proportion of capacity goals fully met (100%);</p> <p>I6 Proportion of capacity goals partially met (50-99%)</p> <p>I7 Proportion of stakeholders that agree the ECPP complements national capacities</p>	National authorities (MS/PS)	<p>ECPP capacities</p> <p>Stakeholder consultation</p>

				<p>I8 Resources used for maintenance of capacity [per type]</p> <p>I9 Resources used for development of new capacities [per type]</p> <p>I10 Proportion of UCPM requests for assistance where ECPP capacities were considered added value</p>		
	Facilitate rapid and efficient <b>response</b> in the event of disasters or imminent disasters and mitigate their immediate consequences	Delivery of assistance	Extent to which UCPM delivered a fast response	<p>I11 Number of requests to sudden onset emergencies inside/outside Europe within [number of hours]</p> <p>I12 Number of requests to slow onset emergencies inside/outside Europe within [number of hours]</p> <p>I13 Proportion of stakeholders that agree the UCPM was sufficiently quick in supporting response efforts</p>	<p>National authorities (MS/PS)</p> <p>International organisations</p>	<p>CECIS response times/respo nse rates</p> <p>Stakeholder consultation</p>
			Extent to which UCPM responded to requests for assistance	<p>I14 Number of requests fully met</p> <p>I15 Number of requests partially met</p> <p>I16 Number of requests not met</p>		

				I17 Proportion of stakeholders that agree the UCPM provided sufficient response to response		
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A9.1    Introduction

This Stakeholder Synopsis report provides an overview of the results from the stakeholder consultation carried out within the **study to support DG ECHO’s interim evaluation of Decision No 1313/2013/EU on a Union Civil Protection Mechanism (UCPM), in the 2017-2022 period**. The study supporting the evaluation was carried out by ICF on behalf of the European Commission between September 2022 to December 2023. The goal of consultations conducted during the evaluation was to ensure that all relevant stakeholders were given an opportunity to express their views on the UCPM. This report accompanies the Final Evaluation Report and should be read in conjunction with it.

This section describes consultation activities undertaken and stakeholder groups targeted. Section A9.1.1 presents findings from stakeholder consultations. Section 3 presents the findings from the Public Consultation. Section **Error! Reference source not found.** draws conclusions based on the outcomes of consultations.

A9.1.1   Approach to the stakeholder consultation

A9.1.1.1   Consultation strategy and stakeholder types

The consultation strategy relied on several methods to ensure a comprehensive and representative collection of views. Methods used include:

- Key Informant Interviews (both for the overall evaluation and case studies);
- Online surveys;
- Focus groups; and
- Public Consultation.

A9.1.1.2   Key Informant Interviews

The purpose of **Key Informant Interviews** was to gather inputs from key stakeholders across evaluation criteria. Key Informant Interviews started in October 2022 and ended in May 2023, targeting stakeholder groups outlined in Table 16. The evaluation team developed multiple questionnaires, tailored to the specificities of stakeholder groups.<sup>366</sup> Key informant interviews were conducted in two phases:

- Scoping interviews were conducted with EU-level stakeholders (namely, representatives from DG ECHO, HERA, and the JRC) to refine the evaluation’s areas of focus and expectations, and to map stakeholders to consult and documentation to review in subsequent phases.
- Semi-structured interviews with a wider range of stakeholders were used to gather more in-depth information about the UCPM performance between 2017 and 2022.

The evaluation team carried out 108 Key Informant Interviews (see Table 16**Error! Reference source not found.** for an overview).

Table 16.    Key Informant Interviews conducted

Stakeholder	Interviews conducted
DG ECHO desk officers	24 interviews
Other EU stakeholders	27 interviews

<sup>366</sup> For this reason, the interview questionnaires for EU and international stakeholders did not include questions on Efficiency.

	DG CLIMA (2), DG ECFIN, DG ENERGY, DG ENV, DG HOME (4), DG MOVE, DG RTD, DG SANTE (2), EC Secretariat General, ECDC, EEAS, EIB, EMSA, EU Council, EU Delegation to Turkey, HERA (3), JRC (2), DG TAXUD; Cabinet for the Commissioner for Crisis management
<b>International stakeholders</b>	8 interviews  Disaster Preparedness and Prevention Initiative for Southeast Europe (DDPI); European Space Agency (ESA); International Organisation of Migration (IOM), NATO Euro-Atlantic Disaster Response Coordination Centre (EADRCC); Italian Red Cross; Red Cross EU Office; United Nations Office for Disaster Risk Reduction (UNDRR); World Health Organisation (WHO)
<b>National authorities including civil protection, marine pollution, and other relevant authorities<sup>367</sup></b>	36 interviews  <i>Member States:</i> Austria, Belgium (2), Bulgaria, Croatia, Cyprus, Czech Republic, Germany, Denmark (2) Estonia, Spain (2), Finland, France (2), Hungary, Ireland, Italy, Malta (2), Netherlands, Poland (3), Portugal, Romania, Sweden (2), Slovenia (2), Slovakia  <i>Participating States:</i> Bosnia and Herzegovina, Norway, North Macedonia, Serbia
<b>Experts in civil protection participating in UCPM activities</b>	10 interviews  Experts deployed (5); UCPM-funded project managers (e.g., Prevention and Preparedness Programme project managers, Knowledge Network partnership projects) (3), Other (2)
<b>Professional organisations supporting the implementation of UCPM activities</b>	3 interviews  Bit Media e-solutions GmbH; CN APELL -RO (2)

The evaluation team conducted interviews to inform the preparation of **case studies**. Interviews focused on specific UCPM activities relevant to the scope of each case study. Stakeholders consulted for case studies were selected, in collaboration with DG ECHO, based on their expertise, familiarity or relation to the activity being examined and the geographic area of work. Table 17 presents an overview of the interviews conducted for case studies.

Table 17. Case studies interviews conducted

Case study	Interviews carried out and stakeholders consulted
<b>Forest fires</b>	12 interviews  DG ECHO (1); Civil Protection authorities from IT (4); PT (2), and Chile (1); PT Ministry of Home Affairs (1); CZ Ministry of Interior (1); Other (2)
<b>Floods</b>	9 interviews  DG ECHO (2); National Civil protection authority from BE (1); Regional civil protection authority from BE (1); Regional Emergency Planning BE (1); Federal Agency for Technical Relief – DE (1); Ministry of Interior – Crisis Management and Civil Protection Department – DE (1); Federal Agency for Civil Protection (1); Joint Research Centre Disaster Risk Management Unit (1)
<b>Beirut's port explosion</b>	16 interviews  DG ECHO (1), UCPM module Team Leader/ Deputy TL (4), EUCPT Team Leader (1), Lebanese Armed Forces (7), Lebanese Office of the Prime Minister (1), Lebanese Civil Defence (2)
<b>COVID-19</b>	11 interviews  DG ECHO (5); HERA (2); National civil protection authority from IT (1); Ministry of Foreign Affairs from FR (1); Ministry of Interior from RO (1); EU Delegation in India (1)

<sup>367</sup> These include 33 national civil protection/marine pollution authorities, as well as one representative from the private donations hub established in Belgium, one representative from the Governmental Strategic Reserve Agency in Poland, and one representative from the PL Ministry of Health.



<b>Russia's war of aggression against Ukraine</b>	17 interviews DG ECHO (11); ERCC (1); EUCPT Leaders (2); National civil protection authorities (2); Donor (1)
<b>Integration between preparedness activities</b>	13 interviews DG ECHO (5); DG ECHO (Interview on the Framework contract for ad hoc training (1); Expert in civil Protection (Training programme) (1); Expert in civil protection (PPP, Knowledge Network Partnership projects) (1); Expert in civil protection (lessons learnt programme, trainings, exercises (1); National civil protection authorities (2); Contractor carrying out Framework contract for ad hoc training (1)

#### A9.1.1.3 Online surveys

The evaluation team developed **four online surveys**, which were launched on 14 February and closed on 2 May 2023. Surveys collected data from four stakeholder groups to inform analysis across evaluation criteria. Survey questionnaires were tailored to the context and knowledge of different target groups. Table 18 presents the stakeholder groups consulted and responses received to surveys.

Table 18. Survey responses

Survey	Responses received
<b>DG ECHO desk officers</b> <sup>368</sup>	38 responses
<b>National authorities</b>	58 responses Member States: AT (2), BE (2), HR (1), CY (2), CZ (1), DK (2), EE (3), FI (2), FR (2), DE (3), EL (1), HU (1), IE (1), IT (1), LV (1), LT (1), MT (2), PL (4), PT (2), SK (1), SI (3), ES (1), SE (2), NL (3) Participating States: NO (2), TR (2) Third Countries: TN (2), XK (1), EG (1), AZ (1), MD (2), GE (1), JO (1), DZ (1)
<b>Trainers/Training/Exercise Contractors/National training coordinators</b>	59 responses
<b>Experts in civil protection participating in UCPM activities</b>	21 responses

#### A9.1.1.4 Focus groups

The evaluation team held **three focus groups** in May 2023:

- The first focus group engaged national civil protection authorities and experts in civil protection.
- The second focus group engaged DG ECHO officers.
- The third focus group engaged researchers from academic institutions, the Joint Research Centre, and World Bank and focused on the cost-effectiveness of civil protection interventions.

The goal of focus groups was to explore specific areas of interest identified during interviews and which warranted further exploration due to data scarcity or gaps. Discussion points for each focus group were selected based on participants' expertise.

#### A9.1.1.5 Public consultation

To capture the view of the general public on the UCPM, the evaluation team developed a tailored questionnaire for a **Public Consultation**. The Public Consultation was launched by DG ECHO on the

<sup>368</sup> The survey questionnaire for DG ECHO desk officers did not include questions on the EU added value criterion.

European Commission's website, and remained open between 14 April and 21 July 2023. The 'Have your say' portal provided the opportunity for entities to respond to the questionnaire upload position papers. A total of 64 respondents from across seven respondent groups replied to the consultation. A full analysis of the responses received to the Public Consultation is provided in the Public Consultation Factual Summary Report.

## A9.2 Findings from the stakeholder consultation

This section discusses findings of consultations by stakeholder group and evaluation criterion.

### A9.2.1 DG ECHO

#### A9.2.1.1 Effectiveness

**As regards prevention, DG ECHO desk officers considered that UCPM activities contributed to preventing and reducing the potential effects of disasters by fostering a culture of prevention.**<sup>369</sup>

DG ECHO stakeholders suggested that risk mapping through the collection and consolidation of Disaster Risk Management (DRM) Summary Reports contributed to enhancing disaster prevention.<sup>370</sup> Additionally, they agreed that prevention projects within the Prevention and Preparedness Programme contributed to enhancing the level of disaster prevention at Member and Participating State levels.<sup>371</sup> A minority of DG ECHO desk officers highlighted opportunities to improve the extent to which UCPM prevention activities raise awareness of disaster prevention at civilian level.<sup>372</sup> Additionally, they underlined that the outcomes of prevention efforts take place over a long-term period, which makes them less visible and challenging to quantify and measure.<sup>373</sup>

**As regards preparedness, DG ECHO stakeholders considered that UCPM activities enhanced preparedness at national and Union level to respond to disasters.**<sup>374</sup> A minority of DG ECHO stakeholders noted that the UCPM was more effective in enhancing preparedness by supporting capacity development, rather than through the sharing and use of scientific knowledge.<sup>375</sup> For instance, stakeholders agreed that rescEU, the ECPP, and preparedness projects within the Prevention and Preparedness Programme were successful in enhancing preparedness for disasters in Member and Participating States.<sup>376</sup> However, they suggested that the development of capacities in the ECPP and rescEU could be better informed by findings from DRM Summary reports and scenario building.<sup>377</sup>

**A large majority of DG ECHO stakeholders agreed that the Training and Exercises Programme, peer reviews, exchange of experts, and Lessons Learnt Programme were successful in increasing preparedness among relevant stakeholders.**<sup>378</sup> A minority of DG ECHO desk officers underlined that UCPM trainings are still targeting experts that are not deployed, while not all experts deployed have received all necessary trainings.<sup>379</sup> They also highlighted that the current web-based platform CECIS

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<sup>369</sup> Survey with DG ECHO desk officers (78%, or 21 out of 27); Interviews with DG ECHO (10 out of 24).

<sup>370</sup> Survey with DG ECHO desk officers (90% or 9 out of 10); Interviews with DG ECHO (3 out of 24).

<sup>371</sup> Survey with DG ECHO desk officers (100%, or 19 out of 19); Interviews with DG ECHO (3 out of 24).

<sup>372</sup> Interviews with DG ECHO (3 out of 24).

<sup>373</sup> Interviews with DG ECHO (4 out of 24).

<sup>374</sup> Survey with DG ECHO desk officers (91%, or 30 out of 33 responses); Interviews with DG ECHO (11 out of 24)

<sup>375</sup> Developing capacities: Survey with DG ECHO desk officers (30 out of 33); Sharing knowledge: Survey with DG ECHO Desk officers (28 out of 33).

<sup>376</sup> rescEU: survey with DG ECHO desk officers (100%, or 12 out of 12 responses); Interviews with DG ECHO (11 out of 24); ECPP: survey with DG ECHO desk officers (82%, or 9 out of 11 responses); Interviews with DG ECHO (2 out of 24); preparedness projects: survey with DG ECHO desk officers (95%, or 18 out of 19 responses)

<sup>377</sup> Focus group with DG ECHO on 10 May 2023.

<sup>378</sup> Survey with DG ECHO desk officers. Training and Exercises Programme (79% or 11 out of 14 responses); peer reviews (100%, or 6 out of 6); exchange of experts (100%, or 4 out of 4); Lessons Learnt Programme (50%, 9 out of 18 responses).

<sup>379</sup> Interviews with DG ECHO (3 out of 24)

for information exchange between DG ECHO and national authorities could be improved,<sup>380</sup> for instance by including new functionalities and enhancing its user friendliness. Additionally, stakeholders reported the potential for the Knowledge Network and Disaster Resilience Goals to increase preparedness.<sup>381</sup>

**On response, a large majority of DG ECHO desk officers agreed that the UCPM contributed to a rapid and efficient response to disasters, and to mitigating the immediate consequences of disasters.**<sup>382</sup> For instance, the coordination by the ERCC of requests for assistance and offers made, as well as the financial assistance for deployments and transport of response capacities, were perceived as effective response activities.<sup>383</sup> A minority of stakeholders reported that the tracking of assistance delivered could be improved.<sup>384</sup>

**According to DG ECHO stakeholders, efforts to increase cross-sectoral cooperation, especially with non-conventional civil protection actors, was a critical enabler for achieving DG ECHO's objectives.**<sup>385</sup> The main crises that the UCPM dealt with across 2017-2022 (the COVID-19 pandemic and Russia's war of aggression against Ukraine) had a substantial impact on its activities. Stakeholders also noted however that they stimulated engagement with other actors, improving cross-sectoral cooperation. Concerns were raised though about the future sustainability of the ERCC in light of the increasing scope, complexity, and frequency of disasters occurring within and outside the Union requiring such cooperation.<sup>386</sup> The main factors that hindered the achievement of the UCPM's objectives included the changing threat and risk landscape, DG ECHO's limited human and financial resources, as well as the complexity of processes and administrative requirements as regards co-financing transport costs.<sup>387</sup>

#### A9.2.1.2 Efficiency

**Nearly half of DG ECHO desk officers considered that the UCPM's results between 2017-2022 were achieved in the most efficient way.**<sup>388</sup> They agreed that the reinforcement of the UCPM Decision (revision of rescEU capacities, development of the Union Disaster Resilience Goals and a more flexible budget structure) had a positive impact on the cost-effectiveness of the UCPM.<sup>389</sup> On the Knowledge Network, DG ECHO desk officers considered that it was too early to assess its impact on cost-effectiveness.

**DG ECHO stakeholders highlighted some inefficiencies that affected UCPM activities.** A minority of stakeholders highlighted inefficiencies in the Prevention and Preparedness Programme, such as the limited capitalisation of project results and complementarity among UCPM calls for proposals.<sup>390</sup> The Lessons Learnt Programme was perceived as being efficient and cost-effective, but one officer suggested that having a platform continuously collecting and sharing lessons learnt could increase efficiency and effectiveness.<sup>391</sup> Another inefficiency reported concerned the fact that many experts trained in the 2017-2022 period were never deployed.<sup>392</sup> A minority of DG ECHO stakeholders

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<sup>380</sup> Interviews with DG ECHO (6 out of 24).

<sup>381</sup> Interviews with DG ECHO (2 out of 24).

<sup>382</sup> Survey with DG ECHO desk officers (94%, or 16 out of 17 responses); Interviews with DG ECHO (7 out of 24).

<sup>383</sup> Survey with DG ECHO desk officers: ERCC coordination (92%, or 12 out of 13); financial assistance (100%, or 10 out of 10 responses).

<sup>384</sup> Survey with DG ECHO desk officers (11%, or 3 out of 9).

<sup>385</sup> Interviews with DG ECHO (14 out of 24).

<sup>386</sup> Interviews with DG ECHO (7 out of 24).

<sup>387</sup> Interviews with DG ECHO (14 out of 24); Focus group with DG ECHO on 10 May 2023.

<sup>388</sup> Survey with DG ECHO desk officers (45%, or 15 out of 33).

<sup>389</sup> Survey with DG ECHO desk officers (55%, or 17 out of 31 responses); Interviews with DG ECHO (2 out of 24).

<sup>390</sup> Interviews with DG ECHO (3 out of 24).

<sup>391</sup> Interviews with DG ECHO (1 out of 24).

<sup>392</sup> Interviews with DG ECHO (3 out of 24).

highlighted the restricted scope and timeframe of the Next Generation EU budget and its temporary nature as a factor that hindered the efficiency and cost-effectiveness of rescEU.<sup>393</sup> Furthermore, the inadequacy of CECIS to deal with the volume of requests was noted as a cause for inefficiencies.<sup>394</sup> Other inefficiencies shared by DG ECHO stakeholders were related to the administrative burden for response activities.<sup>395</sup>

**DG ECHO desk officers consulted had mixed views regarding the adequacy of the allocation of budget per pillar, but they generally agreed that a stronger focus on prevention would have been desirable.**<sup>396</sup> Only a minority of desk officers considered that the budget allocation for prevention activities was appropriate, while almost half of respondents agreed on the adequacy of the budget allocation for preparedness and response activities.<sup>397</sup> A minority of desk officers also highlighted that the lack of predictability of the budget on prevention had an impact on the effectiveness of the UCPM.<sup>398</sup>

**Around half of DG ECHO desk officers agreed that the UCPM budgeting was sufficiently flexible to adapt to evolving needs on the ground and unanticipated events inside and outside the EU.**<sup>399</sup> However, budget flexibility was sometimes achieved through reshuffling of resources.<sup>400</sup> This had negative consequences on prevention and non-operational preparedness activities.<sup>401</sup> Additionally, a minority of DG ECHO stakeholders reported that the narrow scope of Next Generation EU, lack of reserve funds, and timeframe of budget adoption (i.e., yearly) hindered budget flexibility.<sup>402</sup>

**Consultations with DG ECHO officers revealed a lack of awareness of monitoring activities despite some limited advancements** (e.g., use of Key Performance Indicators).<sup>403</sup> Consultations also showed limitations related to the existing KPIs and to the extent to which they are fit for purpose (e.g. KPIs on speed of response do not distinguish between different disaster types).<sup>404</sup> A minority of stakeholders indicated the need to improve existing KPIs and develop additional ones.<sup>405</sup> On the other hand, a few expressed concerns about the workload connected with monitoring KPIs in a context of limited human resources.<sup>406</sup>

#### *A9.2.1.3 Relevance*

**A majority of DG ECHO respondents agreed that UCPM objectives and activities were sufficiently flexible to adapt to emerging needs and developments.**<sup>407</sup> In particular, they noted that proof of flexibility and adaptability included: i) DG ECHO's cooperation with the private sector, ii) UCPM

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<sup>393</sup> Interviews with DG ECHO (4 out of 24).

<sup>394</sup> Interviews with DG ECHO (2 out of 24).

<sup>395</sup> Interviews with DG ECHO (5 out of 24).

<sup>396</sup> Interviews with DG ECHO (8 out of 24).

<sup>397</sup> Survey with DG ECHO desk officers. Prevention (21%, or 7 out of 34); Preparedness (33%, or 11 out of 33); Response (45%, or 15 out of 33).

<sup>398</sup> Interviews with DG ECHO (7 out of 24).

<sup>399</sup> Survey with DG ECHO desk officers: Inside the EU: (51%, or 17 out of 33 responses); Outside the EU (40%, or 13 out of 32 responses).

<sup>400</sup> Interviews with DG ECHO (11 out of 24).

<sup>401</sup> Developing capacities: Survey with DG ECHO desk officers (90%, or 30 out of 33); Sharing knowledge: survey with DG ECHO desk officers (84%, or 17 out of 20); Non-operational preparedness activities include UCPM activities beyond capacity development, such as the sharing, availability, and use of (scientific) knowledge and best practices.

<sup>402</sup> Interviews with DG ECHO (8 out of 24).

<sup>403</sup> Survey with DG ECHO desk officers (55%, or 17 out of 31 did not have a strong opinion on the effectiveness of Key Performance Indicators to measure the UCPM performance). Findings from the interviews revealed a similar outcome.

<sup>404</sup> Survey with DG ECHO (27%, or 8 out of 31); Interviews with DG ECHO (3 out of 24).

<sup>405</sup> Interviews with DG ECHO (3 out of 24).

<sup>406</sup> Interviews with DG ECHO (4 out of 24).

<sup>407</sup> Survey with DG ECHO (77%, or 12 out of 17); Interviews with DG ECHO (15 out of 24).

activations in response to Russia's war of aggression against Ukraine, and iii) activations for the COVID-19 pandemic.<sup>408</sup>

**DG ECHO officers expressed concerns about the future sustainability of the UCPM**, and whether response activities are sufficiently flexible to adapt to emerging needs after the period evaluated.<sup>409</sup> This was due to the intense workload within the ERCC accompanied by the increased complexity, large-scale nature, and occurrence of disasters.

**DG ECHO stakeholders generally agreed that the UCPM successfully incorporated recommendations from the Lessons Learnt Programme and advisory missions.**<sup>410</sup> A minority of consulted stakeholders highlighted that there is scope to streamline the quantity of identified lessons to focus on the most critical and impactful ones and enhance the uptake of lessons identified at EU and national level.<sup>411</sup>

#### *A9.2.1.4 Coherence*

**DG ECHO desk officers indicated that UCPM activities across pillars were coherent among each other.**<sup>412</sup> However, the internal re-organisation of DG ECHO somewhat hindered coordination and coherence across UCPM prevention and preparedness activities.<sup>413</sup>

**DG ECHO respondents generally considered UCPM activities to be coherent with other relevant EU-level policies and initiatives.**<sup>414</sup> For instance, DG ECHO desk officers agreed that the UCPM was effective in creating synergies and complementarities with the humanitarian aid field and with EU-level initiatives on CBRN threats.<sup>415</sup> Similarly, they agreed that the UCPM established synergies with EU research and innovation initiatives, particularly via cooperation between DG ECHO and the JRC. Beyond specific EU-level policies and initiatives, DG ECHO stakeholders agreed that cross-sectoral cooperation should be strengthened, and that the UCPM should reinforce the cooperation with the private sector.<sup>416</sup>

**DG ECHO officers indicated that UCPM activities were overall coherent with other international-level interventions in the field of civil protection and other policy fields.**<sup>417</sup> However, a minority of stakeholders highlighted that there is scope to create further synergies, both with the Sendai Framework of Disaster Risk Reduction, and as regards cooperation with NATO's Euro-Atlantic Disaster Response Coordination Centre (EADRCC).<sup>418</sup>

#### *A9.2.1.5 EU added value*

**DG ECHO stakeholders agreed that the results achieved through the UCPM activities could not have been attained via national, regional, or local level initiatives.**<sup>419</sup> The main elements of the

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<sup>408</sup> Interviews with DG ECHO (11 out of 24).

<sup>409</sup> Survey with DG ECHO desk officers (47%, or 7 out of 15); Interviews with DG ECHO (9 out of 24).

<sup>410</sup> Survey with DG ECHO desk officers. Lessons Learnt Programme (70%, or 7 out of 10); Advisory missions in the field of preparedness (60%, or 6 out of 10); Advisory missions in the field of prevention (60%, or 6 out of 10).

<sup>411</sup> Interviews with DG ECHO (7 out of 24).

<sup>412</sup> Survey with DG ECHO (59%, or 18 out of 32).

<sup>413</sup> Interviews with DG ECHO (10 out of 24); Focus group with DG ECHO on 10 May 2023.

<sup>414</sup> Survey with DG ECHO (77%, or 23 out of 31).

<sup>415</sup> Survey with DG ECHO Desk officers (65% or 20 out of 31); Interviews with DG ECHO (5 out of 24).

<sup>416</sup> Interviews with DG ECHO (10 out of 24); Focus group with DG ECHO on 10 May 2023; Case study on Russia's war of aggression against Ukraine.

<sup>417</sup> Survey with DG ECHO desk officers: coherence with prevention and preparedness activities (71%, or 20 out of 28); coherence with response activities (82%, or 22 from 23 responses).

<sup>418</sup> Interviews with DG ECHO (4 out of 24).

<sup>419</sup> Interviews with DG ECHO (10 out of 24).

UCPM that brought particular added value included enhanced coordination, the pooling of resources, and the sharing of knowledge and expertise.

#### A9.2.2 EU and international stakeholders

##### A9.2.2.1 Effectiveness

**EU and international level stakeholders agreed that the UCPM contributed to preventing and reducing potential disasters by fostering a culture of prevention.**<sup>420</sup> A minority of stakeholders highlighted that UCPM prevention activities generated momentum in the field of prevention, prompting further activities in the area. Some stakeholders noted that there are margins to improve the extent to which UCPM prevention activities effectively raise awareness of disaster prevention at civilian level.<sup>421</sup> Stakeholders also highlighted limitations to the comparability of DRM Summary reports due to different methodologies used.<sup>422</sup>

**On preparedness, EU and international stakeholders indicated that UCPM activities played a significant role in enhancing preparedness** (e.g. rescEU and the ECPP).<sup>423</sup> Additionally, they indicated that moving forward the Knowledge Network and Disaster Resilience Goals are expected to enhance preparedness. A minority of stakeholders also expressed their positive outlook on the scenario building exercises conducted so far.<sup>424</sup>

**EU and international stakeholders agreed that the UCPM's contributions in the field of response stand out as its primary strength and the most visible aspect of the mechanism.**<sup>425</sup> In particular, stakeholders noted that UCPM's support was particularly effective to respond to Russia's war of aggression against Ukraine and the COVID-19 pandemic. Stakeholders agreed that the financial support provided by the UCPM for transport and logistics contributed towards more rapid and efficient response, especially outside the Union. A minority of stakeholders reported that sometimes too little time is taken to assess requests for assistance and consider whether UCPM activation would be beneficial.<sup>426</sup>

##### A9.2.2.2 Relevance

**Overall, EU and international stakeholders agreed that UCPM activities in prevention, preparedness and response effectively identified and addressed EU and national needs.**<sup>427</sup> For instance, two EU stakeholders noted how the study commissioned by DG ECHO on "Understanding the needs of civil protection agencies and opportunities for scaling up Disaster Risk Management Investments" helped national authorities provide grounding for investments in prevention. Additionally, Disaster Resilience Goals are perceived as an important initiative that will increase the visibility of disaster prevention initiatives. On preparedness, stakeholders agreed that the development of rescEU was relevant to address both EU and national needs.<sup>428</sup> They also underlined the relevance of Early Warning Systems. Stakeholders indicated that UCPM activities in response

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<sup>420</sup> Interviews with EU stakeholders (9 out of 27); Interviews with international stakeholders (2 out of 8).

<sup>421</sup> Interviews with EU stakeholders (9 out of 27); Interviews with international stakeholders (2 out of 8).

<sup>422</sup> Interviews with EU stakeholders (4 out of 27); Interviews with international stakeholders (1 out of 8).

<sup>423</sup> Interviews with EU stakeholders (9 out of 27); Interviews with international stakeholders (3 out of 8).

<sup>424</sup> Interviews with EU stakeholders (2 out of 27); Interviews with international stakeholders (1 out of 8).

<sup>425</sup> Interviews with EU stakeholders (14 out of 27); Interviews with international stakeholders (5 out of 8).

<sup>426</sup> Interviews with EU stakeholders (2 out of 27); Interviews with international stakeholders (1 out of 8).

<sup>427</sup> Interviews with EU stakeholders (7 out of 27); Interviews with international stakeholders (4 out of 8).

<sup>428</sup> Interviews with EU stakeholders (11 out of 27); Interviews with international stakeholders (6 out of 8).

addressed national and EU needs.<sup>429</sup> However, a small minority of stakeholders underlined the need to have more clarity on the future role of third countries in the UCPM.<sup>430</sup>

**Stakeholders considered that the UCPM proved to be flexible enough to address emerging needs, but concerns were raised about its future sustainability given the increasingly complex threat and risk landscape.**<sup>431</sup> To address new challenges, stakeholders indicated that the UCPM should strengthen cross-sectoral cooperation, resilience, and strategic foresight capabilities. Systematic involvement of technical and scientific experts in deployments was also recommended. Five EU stakeholders advocated for an expansion of the UCPM to respond to so-called hybrid threats.<sup>432</sup>

#### *A9.2.2.3 Coherence*

**According to EU and international stakeholders, the UCPM contributed to improving cross-sectoral cooperation at national and Union level.**<sup>433</sup> For example, the UCPM's involvement in the COVID-19 response significantly increased collaboration with health authorities. The UCPM increasingly formalised cross-sectoral cooperation with other EU level services and international actors (such as the WHO). EU stakeholders underlined how the UCPM demonstrated effective cross-sectoral cooperation with other European Commission initiatives, for instance in the fields of CBRN, health emergencies and marine pollution.<sup>434</sup> Additionally, stakeholders indicated that further synergies had been established with humanitarian aid actors and that cooperation with international organisations is ongoing.

**Stakeholders mentioned that cooperation with sectors beyond civil protection could be enhanced.**<sup>435</sup> For instance, there is scope to further promote cooperation with other relevant European Commission DGs and agencies to enhance the dissemination and accessibility of prevention and preparedness outputs.<sup>436</sup> A minority of stakeholders noted that DG ECHO should further cooperate with DG RTD, DG ENV, and DG CLIMA to promote relevant research, mobilise the academic sector, and fund relevant joint projects.<sup>437</sup> Some stakeholders stressed the importance of coherence with agricultural and land management policies.<sup>438</sup>

**Stakeholders agreed that the UCPM established synergies with international interventions in the civil protection field and other relevant policy fields.**<sup>439</sup> They expressed positive views concerning alignment with the UNDRR work on the Sendai Framework for Disaster Risk Reduction. On response, they noted that the UCPM effectively cooperated with other international actors, such as NATO's Euro-Atlantic Disaster Response Coordination Centre and UN OCHA. However, a minority of stakeholders mentioned that there is a need to enhance the understanding of humanitarian aid actors among civil protection actors, and to untap potential synergies on the respective initiatives on resilience.<sup>440</sup>

#### *A9.2.2.4 EU added value*

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<sup>429</sup> Interviews with EU stakeholders (6 out of 27); Interviews with international stakeholders (1 out of 8).

<sup>430</sup> Interviews with EU stakeholders (2 out of 27).

<sup>431</sup> Interviews with EU stakeholders (9 out of 27); Interviews with international stakeholders (4 out of 8).

<sup>432</sup> Interviews with EU stakeholders (5 out of 27).

<sup>433</sup> Interviews with EU stakeholders (11 out of 27); Interviews with international stakeholders (4 out of 8).

<sup>434</sup> Interviews with EU stakeholders (8 out of 27).

<sup>435</sup> Interviews with EU stakeholders (7 out of 27); Case study on floods; Case study on COVID-19.

<sup>436</sup> Focus group on cost-effectiveness on 26 May 2023.

<sup>437</sup> Interviews with EU stakeholders (2 out of 27); Focus group on cost-effectiveness on 26 May 2023.

<sup>438</sup> Interviews with EU stakeholders (2 out of 27); Focus group on cost-effectiveness on 26 May 2023; Case study on Forest fires.

<sup>439</sup> Interviews with international stakeholders (4 out of 8).

<sup>440</sup> Interviews with EU stakeholders (2 out of 27); Interviews with international organisations (2 out of 8).

**Stakeholders agreed that a significant added value of the UCPM is its effective and efficient cooperation across disaster management phases.**<sup>441</sup> They regarded the UCPM as an effective and efficient coordination system to channel resources of Member and Participating States as compared to individual action and/or bilateral or regional agreements. Additionally, stakeholders underlined that the added value of the UCPM stems from knowledge and expertise sharing, particularly on risk assessment and awareness. They also reported that a hypothetical discontinuation of the UCPM would have detrimental consequences for Member States, Participating States, and third countries, as well as the civil protection community at large.

### A9.2.3 National authorities

#### A9.2.3.1 Effectiveness

**A majority of national authorities agreed that UCPM activities contributed to preventing and reducing the potential effects of disasters by fostering a culture of prevention.**<sup>442</sup> Specifically, national authorities considered that risk mapping obligations stemming from the UCPM Decision contributed to establishing a culture of prevention.

**A minority of national authorities observed that the outcomes of prevention efforts are difficult to track and challenging to quantify due to their long feedback loops.**<sup>443</sup> Two national authorities emphasised that prevention efforts are fragmented across several fields (e.g. agriculture, environment, and civil protection) and that for this reason the UCPM alone cannot achieve significant, measurable impacts over a short timeframe.

**On preparedness, national authorities considered that the UCPM activities enhanced preparedness at national and Union level to respond to disasters.**<sup>444</sup> For instance, they agreed that Early Warning Systems, UCPM-funded Preparedness Projects, Host Nation Support Guidelines, and the Training and Exercises Programme were effective to enhance preparedness. They also expressed positive views on scenario building exercises conducted so far, highlighting their potential in enhancing preparedness. National authorities considered that rescEU and the ECPP have been instrumental in supporting and complementing national capacities and preparedness. Nevertheless, it was noted that they would like to see a better use of strategic and analytical assessments to inform decision-making in both the ECPP and rescEU.<sup>445</sup> Additionally, the CECIS platform, procedures related to co-financing transport costs, and the tracking of offered and delivered assistance were noted as areas for improvement.<sup>446</sup>

**A majority of national authorities agreed that the UCPM made a significant and positive contribution in the field of disaster response.**<sup>447</sup> For instance, in order of impact, UCPM activities which mostly contributed to achieving response objectives were the ERCC's coordination of requests for assistance and offers received, the introduction of logistical hubs in the context of Russia's war of aggression against Ukraine, and the establishment of rescEU.<sup>448</sup>

#### A9.2.3.2 Efficiency

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<sup>441</sup> Interviews with EU stakeholders (10 out of 27); Interviews with international organisations (2 out of 8).

<sup>442</sup> Survey with national authorities (83%, or 41 out of 49 respondents); Interviews with national authorities (14 out of 36).

<sup>443</sup> Interviews with national authorities (8 out of 36).

<sup>444</sup> Survey with national authorities (90%, or 45 out of 50); Interviews with national authorities (21 out of 36).

<sup>445</sup> Interviews with national authorities (5 out of 36); Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023.

<sup>446</sup> Interviews with national authorities (8 out of 36).

<sup>447</sup> Survey with national authorities (82%, or 41 out of 50); Interviews with national authorities (30 out of 36).

<sup>448</sup> Survey with national authorities (90%, or 45 out of 50); Interviews with national authorities (23 out of 36).



**National authorities considered that the UCPM contributed to a more rapid and efficient response to disasters.**<sup>449</sup> A majority of national authorities agreed that benefits of the UCPM across its pillars outweighed costs incurred during the evaluation period.<sup>450</sup>

**The efficiency and cost-effectiveness of the UCPM was hindered by the high administrative burden for national authorities** (e.g. overlapping calls for proposals and complex procedures on co-financing obligations).<sup>451</sup> National authorities also voiced concerns on the limited availability of resources at national level for compiling DRM Summary reports.<sup>452</sup>

As regards the allocation of budget per UCPM pillar, some national authorities highlighted the need to increase the budget for prevention<sup>453</sup> whilst others believed the UCPM might not be the best framework/forum for financing and enhancing prevention initiatives, because it involves other non-civil protection actors.<sup>454</sup> Another minority underlined the need for greater transparency about the cost of different UCPM activities.<sup>455</sup>

#### *A9.2.3.3 Relevance*

**National authorities indicated that their country's civil protection needs were identified and addressed during the period evaluated.**<sup>456</sup> A minority of stakeholders underlined that prevention initiatives under the UCPM did not completely meet their needs.<sup>457</sup> This was due in part to the lack of alignment between the development of capacities in the ECPP and rescEU with the results of needs assessments. On preparedness, national authorities considered the establishment of rescEU as being particularly relevant to strengthen national preparedness, but raised concerns about the prioritisation of rescEU over the ECPP.<sup>458</sup> Other preparedness activities that successfully met national needs included Early Warning Systems, Host Nation Support guidelines, and the Training and Exercises Programme. Opportunities to improve the relevance of CECIS were identified as the platform was found not to fully meet national needs.<sup>459</sup> Additionally, a minority of national authorities underlined that the rate of implementation of lessons learnt identified in the Lessons Learnt Programme could be improved.<sup>460</sup> On response, national authorities agreed that UCPM activities addressed national needs.<sup>461</sup>

**National authorities experienced "change fatigue",** facing difficulties in keeping up with the numerous new initiatives and activities of the UCPM during the period evaluated.<sup>462</sup>

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<sup>449</sup> Survey with national authorities (76, or 38 out of 50).

<sup>450</sup> Survey with national authorities (93%, or 37 from 41).

<sup>451</sup> Interviews with national authorities (6 out of 36).

<sup>452</sup> Interviews with national authorities (3 out of 36); Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023.

<sup>453</sup> Interviews with national authorities (7 out of 36).

<sup>454</sup> Interviews with national authorities (2 out of 36); Focus group with national civil protection authorities and experts in civil protection participating in UCPM activities on 9 May 2023;

<sup>455</sup> Interviews with national authorities (4 out of 36).

<sup>456</sup> Survey with national authorities (45%, or 22 out of 48); Interviews with national authorities (12 out of 36).

<sup>457</sup> Interviews with national authorities (7 out of 36).

<sup>458</sup> Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023; Focus group with DG ECHO on 10 May 2023; Interviews with DG ECHO (4 out of 24); Interviews with national authorities (8 out of 36).

<sup>459</sup> Interviews with national authorities (8 out of 36).

<sup>460</sup> Interviews with national authorities (5 out of 36).

<sup>461</sup> Interviews with national authorities (15 out of 36).

<sup>462</sup> Interviews with national authorities (12 out of 36).

**Albeit the UCPM was regarded as being flexible to adapt to evolving needs, national authorities raised concerns about its future sustainability.** They expressed concerns about the dilution of the UCPM's identity as a forum primarily focused on civil protection.<sup>463</sup>

#### *A9.2.3.4 Coherence*

**According to national authorities, UCPM activities under the prevention, preparedness, and response pillars were overall coherent among each other.**<sup>464</sup> The Training and Exercises Programme, and the Lessons Learnt Programme were noted as examples of this. However, on prevention, the comparability of DRM Summary reports could be improved.<sup>465</sup>

**Complementarities were identified as regards the development of capacities at rescEU, ECPP, and national level.**<sup>466</sup> Response activities within the UCPM were coherent and complementary with national interventions in the civil protection field. Overall, cooperation between national authorities and DG ECHO was found to be effective.<sup>467</sup>

**According to national authorities, there were synergies and complementarities between UCPM activities and other EU, and international level interventions related to civil protection and other policy fields.**<sup>468</sup> Examples included the UCPM's efforts to enhance synergies with the Sendai Framework for Disaster Risk Reduction, CBRN-related policies, humanitarian aid interventions, and cooperation with NATO. However, stakeholders expressed concerns about increased complexity of coordination requirements with other EU level stakeholders, such as HERA.<sup>469</sup> The UCPM has also made progress towards building cross-sectoral cooperation at national level. For example, the UCPM's involvement in the COVID-19 response increased collaboration with health authorities.<sup>470</sup>

#### *A9.2.3.5 EU added value*

**A majority of national authorities agreed that the results achieved through the UCPM could not have been attained by their country on their own or through bilateral and multilateral collaboration, or through other networks and instruments.**<sup>471</sup> The elements of the UCPM that brought added value to national civil protection activities included ERCC coordination of response activities, pooling of resources through rescEU, knowledge sharing through the Knowledge Network, capacity development through the Training and Exercise Programme, and awareness raising and disaster risk prevention through DRM Summary reports. National authorities mentioned that the absence or discontinuation of the UCPM would reduce the ability of Member States to effectively respond to domestic and international disasters in a coordinated, coherent, and harmonised way.<sup>472</sup>

### *A9.2.4 Experts in civil protection involved in UCPM activities*

#### *A9.2.4.1 Effectiveness*

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<sup>463</sup> Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023; Interviews with national authorities (12 out of 36); Survey with national authorities (16%, or 8 out of 49).

<sup>464</sup> Survey with national authorities (56%, or 27 out of 49).

<sup>465</sup> Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023; Interviews with national authorities (4 out of 36).

<sup>466</sup> Interviews with national authorities (17 out of 36).

<sup>467</sup> Interviews with national authorities (20 out of 36).

<sup>468</sup> Survey with national authorities (79%, or 34 out of 43); Interviews with national authorities (4 out of 36)

<sup>469</sup> Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023; Interviews with national authorities (8 out of 36).

<sup>470</sup> Interviews with national authorities (4 out of 36).

<sup>471</sup> Survey with national authorities (74%, or 36 out of 49). Survey with national authorities: bilateral cooperation (71%, or 35 out of 49); multi-lateral cooperation (63%, or 30 out of 48).

<sup>472</sup> Interviews with national authorities (21 out of 36).

**The large majority of experts consulted agreed that UCPM activities contributed to preventing and reducing the potential effects of disasters by fostering a culture of prevention.**<sup>473</sup> They also expected the Knowledge Network and Disaster Resilience Goals to play a significant role in enhancing awareness on prevention and the disaster management cycle.

**Experts also indicated that UCPM activities enhanced preparedness at national and Union level to respond to disasters.**<sup>474</sup> Specifically, they highlighted the role of the Training and Exercises Programme in enhancing preparedness through the sharing of knowledge and best practices.<sup>475</sup> According to experts, EU Civil Protection Teams (EUCPT) members who participated in trainings and exercises developed experience of working together, making their collaboration easier and more effective in the field. The establishment of rescEU was considered an important innovation that contributed to enhancing national and EU level preparedness.<sup>476</sup> The Prevention and Preparedness Programme, Advisory missions in the field of preparedness, and Peer Reviews were also highlighted as effective tools to increase awareness and preparedness.

**The UCPM enabled Member, Participating States and third countries to respond more efficiently to disasters.**<sup>477</sup> In particular, experts highlighted that UCPM's support was particularly effective to respond to forest fires.<sup>478</sup> The role of ERCC Liaison Officers (LO) was noted as a critical enabler, facilitating communication between the ERCC and stakeholders engaged in emergency response efforts.<sup>479</sup>

**A minority of experts indicated that occasionally the coordination of assistance was not as effective in third countries.**<sup>480</sup> This was reportedly due to the necessary political decision-making to be made and to the fact that response and coordination would often take place in complex security situations. In addition, they highlighted that too little time is taken to assess requests for assistance and consider whether and where it makes sense for the UCPM to intervene.<sup>481</sup> Some experts argued that this applies to the planning and selection of experts as these are sometimes selected and deployed too hastily, leading to a mismatch between expertise available and that which would be required for response efforts.<sup>482</sup>

#### *A9.2.4.2 Efficiency*

**Overall, a majority of experts in civil protection agreed that UCPM prevention and preparedness activities were conducted in the most cost-effective manner and did not identify any major inefficiency.**<sup>483</sup> A minority of experts underlined that the cost-effectiveness of the Prevention and Preparedness Programme was hindered by lack of exploitation of projects results, overlaps or insufficient complementarities with other EU funding instruments, and complex reporting requirements.<sup>484</sup>

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<sup>473</sup> Survey with experts in civil protection (86%, or 18 out of 21).

<sup>474</sup> Survey with experts in civil protection (90%, or 17 out of 19).

<sup>475</sup> Interviews with experts in civil protection (6 out of 10).

<sup>476</sup> Interviews with experts in civil protection (2 out of 10).

<sup>477</sup> Survey with experts in civil protection (77%, or 13 out of 17).

<sup>478</sup> Interviews with experts in civil protection (2 out of 10); Feedback from EU Delegations (AL, TR, MK) to DG ECHO, shared on 09/12/2022. Case study on Forest Fires.

<sup>479</sup> Interviews with experts in civil protection (2 out of 10).

<sup>480</sup> Interviews with experts in civil protection (2 out of 10).

<sup>481</sup> Interviews with experts in civil protection (3 out of 10).

<sup>482</sup> Interviews with experts in civil protection (2 out of 10); Case study on Russia's war of aggression against Ukraine.

<sup>483</sup> Survey with experts in civil protection [e.g., Prevention and Preparedness Programme: (93%, or 12 out of 13); Advisory missions (100%, or 13 out of 13); European Civil Protection Pool (100%, or 13 out of 13); Exchange of experts (100%, or 13 out of 13)].

<sup>484</sup> Survey with experts in civil protection (46%, or 6 out of 13); Interviews with experts in civil protection (2 out of 10); Case study on integration of UCPM preparedness activities.

#### A9.2.4.3 Relevance

**A majority of experts were not aware of the extent to which the UCPM effectively covered national needs, while others indicated that certain civil protection needs remained unaddressed.**<sup>485</sup> On prevention, a minority of experts expressed a need to improve alignment between the development of capacities in the ECPP and rescEU with the results of systematic needs assessments.<sup>486</sup> On preparedness, experts agreed that the establishment of rescEU and the Training and Exercises Programme addressed national needs. However, a minority of experts indicated a need to increase the knowledge of humanitarian aid actors and practices among the civil protection community.<sup>487</sup> Some also reported that the share of experts deployed out of the total number of experts trained is low, and that many deployed experts did not undergo necessary trainings to be deployed.<sup>488</sup> On response, experts agreed that UCPM activities in the field of response addressed national needs.<sup>489</sup>

#### A9.2.4.4 Coherence

**Experts in civil protection did not have specific views on whether UCPM activities were coherent with other EU and international level interventions.** Nevertheless, they expressed positive views on the UCPM cooperation with international organisations in the field of disaster response, but stressed a need to ensure a better understanding of humanitarian aid actors (such as OCHA, UNICEF, and WFP) among UCPM team members deployed.<sup>490</sup> Additionally, they highlighted that recent and more complex emergencies have shown the importance of embedding specialised scientific expertise during crises and the need to improve operational links with the scientific community in response activities.<sup>491</sup>

#### A9.2.4.5 EU added value

**Experts agreed that the results achieved through the UCPM could not have been attained by each Member or Participating State on their own,<sup>492</sup> nor through bilateral cooperation.**<sup>493</sup> According to experts, the main added value of the UCPM include the coordination of requests for assistance, the strengthening of solidarity and cooperation at EU level, the exchange of expertise, and identification and dissemination of lessons learnt.<sup>494</sup>

### A9.2.5 Training and Exercises Programme stakeholders

#### A9.2.5.1 Effectiveness

**A majority of stakeholders involved in the Training and Exercises Programme agreed that in-person and online trainings, module exercises, and table-top exercises were effectively implemented.**<sup>495</sup> The COVID-19 pandemic had a significant impact on in-person training, module and table-top exercises. Some in-person activities were not implemented, while others were conducted remotely or in a hybrid mode. According to Training and Exercises Programme stakeholders, the number of

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<sup>485</sup> Survey with experts in civil protection (33%, or 6 out of 18).

<sup>486</sup> Interviews with experts in civil protection (2 out of 10); Focus group with DG ECHO on 10 May 2023; Focus group with national authorities and experts in civil protection participating in UCPM activities on 9 May 2023.

<sup>487</sup> Interviews with experts in civil protection (3 out of 10).

<sup>488</sup> Interviews with experts in civil protection (3 out of 10).

<sup>489</sup> Interviews with experts in civil protection (6 out of 10).

<sup>490</sup> Interviews with experts in civil protection (3 out of 10).

<sup>491</sup> Interviews with experts in civil protection (6 out of 10).

<sup>492</sup> Survey with experts in civil protection (75%, or 12 out of 16).

<sup>493</sup> Survey with experts in civil protection (69%, or 11 out of 16).

<sup>494</sup> Interviews with experts in civil protection (5 out of 10).

<sup>495</sup> Survey with training and exercises programme stakeholders: in-person trainings (92% or 46 out of 50 responses), module exercises (84%, or 36 out of 43), table-top exercises (76%, or 31 out of 41), online training (72% or 34 out of 47).

participants to trainings and exercises was satisfactory. Member States, Participating States and eligible third countries were adequately represented. Nevertheless, a minority of stakeholders raised concerns regarding participants' insufficient English language skills and prior knowledge and understanding of the UCPM.<sup>496</sup>

**Training and Exercises Programme Stakeholders also agreed that the skills and experience level of trainers and the methodology used were appropriate.**<sup>497</sup> Internal briefings on potential improvements to trainings and internal capacity development strategies were put in place to increase the quality of the sessions provided.<sup>498</sup> Trainings and Exercises were evaluated systematically.<sup>499</sup>

#### *A9.2.5.2 Efficiency*

**A large majority of Training and Exercises Programme stakeholders agreed that training courses and exercises were achieved in the most cost-effective way.**<sup>500</sup> No specific inefficiencies were identified.

#### *A9.2.5.3 Relevance*

**Around a third of stakeholders indicated that there were national civil protection needs that remained unaddressed.**<sup>501</sup> These included the practical use of CECIS, aerial coordination and evacuation procedures, geological risks, safety and security within UCPM deployments, and better awareness of the humanitarian aid actors.<sup>502</sup>

**Stakeholders indicated that lessons learnt and recommendations from external evaluations, participants' feedback, and trainers' feedback were adequately reflected.**<sup>503</sup> The recent design of the new UCPM Training and Exercises Programme incorporates a substantial number of elements derived from external evaluations. A majority of stakeholders agreed that recent changes to the Training and Exercises Programme are expected to ensure better coverage of national training needs.<sup>504</sup>

#### *A9.2.5.4 Coherence*

**Courses and exercises within the Training and Exercises Programme were coherent with and complementary to each other.**<sup>505</sup> Stakeholders agreed that the training path design ensured a high level of coherence and complementarity and recent changes to the Training and Exercises Programme are expected to enhance coherence among different activities offered.<sup>506</sup> Half of respondents agreed that UCPM trainings and exercises were coherent with exercises implemented by other international organisations. A minority of stakeholders noted that they had no awareness

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<sup>496</sup> Interviews with professional organisations (2 out of 3).

<sup>497</sup> Survey with training and exercises programme (93%, or 41 out of 44).

<sup>498</sup> Survey with Training and Exercises programme: internal briefings (92%, or 35 out of 38); internal capacity development strategies (79%, or 30 out of 38).

<sup>499</sup> Survey with Training and Exercises programme: online trainings (92%, or 34 out of 37), in-person training (93%, or 37 out of 40); table-top exercises (75%, or 21 out of 27), module exercises (86%, or 25 out of 29).

<sup>500</sup> Survey with training and exercises programme: training courses (94%, or 28 out of 30); exercises (86%, or 24 out of 28).

<sup>501</sup> Survey with Training and Exercises Programme stakeholders: (33%, or 11 out of 33) indicated that there were national civil protection needs that remained unaddressed; (21%, or 7 out of 33) did not think there were needs that remained unaddressed; (46%, or 15 out of 33) replied that they do not know.

<sup>502</sup> Survey with Training and Exercises Programme stakeholders (33%; or 11 out of 33).

<sup>503</sup> Survey with Training and Exercises Programme stakeholders: external evaluations (56%, or 18 out of 32), participants' feedback (84%, or 27 out of 32), trainers' feedback (94%, or 31 out of 33).

<sup>504</sup> Survey with Training and Exercises Programme stakeholders (74%, or 23 out of 31).

<sup>505</sup> Survey with Training and Exercises Programme stakeholders (69%, or 22 out of 32).

<sup>506</sup> Survey with Training and Exercises Programme stakeholders (77% or 23 out of 30).

about the level of coherence or overlap between trainings and exercises conducted at UCPM and international level.<sup>507</sup>

#### A9.2.5.5 EU added value

**A majority of stakeholders indicated that the Training and Exercises Programme was a necessary supplement to the national trainings**, (e.g., providing participants basic training for international deployments).<sup>508</sup> Stakeholders indicated that, in the absence of the Training and Exercises Programme, civil protection training activities across the Union would likely be more fragmented, duplicated in different countries,<sup>509</sup> or even cease to exist. Furthermore, most respondents expressed doubts about whether civil protection training activities would continue at the same scale with national or regional funding in the event that the UCPM was discontinued.

#### A9.3 Findings from the public consultation

Overall, **a majority of Public Consultation (PC) participants were aware of the EU's activities in disaster management**.<sup>510</sup> Participants were most familiar with the idea that EU Member States and non-EU countries can seek EU support for disaster response through the UCPM.<sup>511</sup> However, they were least familiar with EU Early Warning Systems<sup>512</sup> and EU-funded projects on disaster prevention and preparedness.<sup>513</sup> PC participants expressed an interest in learning more about EU's work in disaster management through websites and social media profiles of national/ local/ regional civil protection authorities and DG ECHO's own website.<sup>514</sup> PC participants expressed varied views on how the EU could best support Member States in disaster management, with a few mentioning enhanced preparedness measures, heightened coordination, and educational campaigns to help inform the public.<sup>515</sup>

All PC participants were asked **general questions on the EU's work on disaster management in the coming years**. When questioned about the most significant disasters anticipated in the near future, PC participants highlighted that floods and heatwaves were the primary threats.<sup>516</sup> Floods and heatwaves were also noted as the disaster types PC participants felt most informed about.<sup>517</sup> Conversely, respondents felt least informed about civil unrest, space weather events, and marine events.<sup>518</sup> For the future, PC participants highlighted a desire for more warning/information on human pandemics/epidemics, heatwaves and CBRN or mining accidents.<sup>519</sup> Nevertheless, most PC participants considered that they were adequately informed and aware about future disaster risks.<sup>520</sup>

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<sup>507</sup> Survey with Training and Exercises Programme stakeholders (21% or 13 out of 30).

<sup>508</sup> Survey with Training and Exercises Programme stakeholders (90%, or 26 out of 29).

<sup>509</sup> Survey with Training and Exercises Programme stakeholders: training activities would be more fragmented (93%, or 28 out of 30); training activities across the Union would cease to exist (59%, or 17 out of 29).

<sup>510</sup> Very familiar (27%); Familiar (47%), Not familiar (10%), Not familiar at all (16%).

<sup>511</sup> High familiarity (58%); Moderate familiarity (27%); Low familiarity (15%).

<sup>512</sup> High familiarity (44%); Moderate familiarity (38%); Low familiarity (18%).

<sup>513</sup> High familiarity (44%); Moderate familiarity (41%); Low familiarity (15%).

<sup>514</sup> National CP authority websites – 63%; Local/regional CP authority websites – 39%; National CP authority social media profiles – 42%; DG ECHO website – 34%.

<sup>515</sup> Enhanced preparedness measures – 24%; Enhanced cooperation – 8%; Educational campaigns for the general public – 5%.

<sup>516</sup> Floods – 62%; Heatwaves – 51%.

<sup>517</sup> Floods – 55%; Heatwaves – 45% .

<sup>518</sup> Civil unrest – 3%; Space weather events – 2%; Marine events – 2%.

<sup>519</sup> Human pandemics/epidemics – 38%; Heatwaves – 31%; Radiological, nuclear, biological, chemical or mining accidents – 29%.

<sup>520</sup> Well informed - 35%; Somewhat informed - 35%; Unsure - 17%.

**The majority of PC participants with a strong familiarity with the UCPM agreed that the Mechanism was successful in progressing toward its general and specific objectives.**<sup>521</sup> The agreement rate was lower for the statement regarding the UCPM's success in enhancing cooperation between civil protection authorities and other relevant services.<sup>522</sup> Over half of PC participants with a high familiarity of the UCPM agreed that it is relevant and adaptable considering current and future threats.<sup>523</sup> Most agreed that the UCPM addresses critical risks and challenges in disaster management that Europe faces.<sup>524</sup> More limited agreement emerged on whether the UCPM addresses and is sufficiently flexible to continue addressing expected future disasters and challenges.<sup>525</sup> PC participants highlighted that the EU's support strengthened national civil protection response activities for floods, human pandemics/epidemics and earthquakes.<sup>526</sup>

#### *A9.4 Conclusions based on the outcomes of the consultations*

Overall, the feedback obtained through consultation activities regarding the UCPM's performance from 2017 to 2022 was largely positive. Consultation activities revealed that stakeholders generally agreed that the UCPM has progressed towards its general and specific objectives in the field of prevention, preparedness, and response. Stakeholders highlighted the increased focus on prevention activities, as well as the UCPM's ability to enhance preparedness at national and Union level through rescEU and the ECPP. They also broadly agreed that the UCPM has made significant contributions in the field of response, which stands out as its primary strength.

Stakeholders also mentioned challenges that affected UCPM's performance during the period evaluated. These include the effects of recent large-scale crises (e.g. COVID-19 pandemic; Russia's war of aggression against Ukraine), limits of the CECIS platform, the administrative burden placed on national authorities, and shortcomings in ensuring synergies with other national, EU or international level interventions. Last, while the UCPM helped increase cross-sectoral cooperation in addressing complex emergencies, stakeholders raised concerns about its future sustainability in a context of increasingly frequent and simultaneous cross-sectoral crises.

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<sup>521</sup> Agree/strongly agree: The UCPM contributed to preventing and reducing the effects of disasters by promoting a culture of disaster prevention – 70%; The UCPM contributed to preventing and reducing the potential effects of disasters by improving cooperation between relevant services – 63%; The UCPM contributed to an increased sharing, availability and use of (scientific) knowledge and best practices on disaster response – 69%; the UCPM improved national and EU disaster preparedness – 60%; The UCPM supported countries in improving their capacity to quickly respond to disasters – 71%; the UCPM supported third countries in easing the immediate consequences of disasters – 69%; the UCPM contributed to improving cooperation and coordination between the EU, MS, PS, TC – 65%.

<sup>522</sup> Agree or strongly agree – 53%; Disagree or strongly disagree – 16%.

<sup>523</sup> Agree/strongly agree: The UCPM addresses critical disasters and challenges in disaster management that Europe needs to cope with today – 57%; the UCPM addresses critical disasters and disaster management challenges that Europe will need to cope with in the future – 52%; the UCPM supports trans-national early warning systems addressing the biggest risks for Europeans – 52%; the UCPM is sufficiently flexible to cope with changing and/or emerging civil protection priorities – 56%.

<sup>524</sup> Agree or strongly agree – 57%; Disagree or strongly disagree – 9%; Neutral/no opinion – 34%.

<sup>525</sup> The UCPM addresses critical disasters and disaster management challenges that Europe will need to cope with in the future – Agree/strongly agree – 52%; Disagree/strongly disagree – 14%; Neutral/no opinion – 34%. The UCPM is sufficiently flexible to cope with changing and/or emerging civil protection priorities – Agree/strongly agree – 56%; Disagree/strongly disagree – 16%; Neutral/no opinion – 28%.

<sup>526</sup> Floods – 76%; Human pandemics/epidemics – 49%; Earthquakes – 41%.



**EUROPEAN COMMISSION**

DIRECTORATE-GENERAL FOR EUROPEAN CIVIL PROTECTION AND HUMANITARIAN AID  
OPERATIONS (ECHO)

Disaster Preparedness and Prevention

**Civil Protection Horizontal Issues**

**Terms of Reference  
for the Interim Evaluation of  
the implementation of Decision No 1313/2013/EU on a  
Union Civil Protection Mechanism, 2017-2022**



## A10.1 Evaluation subject and background

### A10.1.1 EU Mandate

The European Union ('the EU') plays a key role in coordinating the prevention, preparedness and response to disasters in the European Union and beyond. Disasters have affected every region of Europe in recent years, causing hundreds of casualties and severe damage to infrastructure, property and the environment. Epidemics, flash floods, storms, forest fires, earthquakes, and human-induced disasters are continuously putting countries' prevention, preparedness and response capabilities under pressure. Additionally, security concerns have become more complex and climate change is expected to further worsen the impact of disasters in the future.

Large-scale, cross-sectoral and cross-border crises have, at times, overwhelmed the ability of EU Member States to help each other, revealing vulnerabilities and underlining the need for enhanced cooperation and coordination at EU level. This is particularly true when several countries are confronted with the same type of emergency simultaneously, and therefore, specific response capacities are scarce to assist each other. In those circumstances, action at EU level can ensure a faster and more comprehensive response.

With the advent of the Treaty of Lisbon in 2009, Civil Protection became a self-standing policy area with its own legal basis enshrined in Article 196 of the Treaty on the Functioning of the EU. According to that Article, EU action in the field of civil protection shall aim to:

*"a) support and complement Member States' action at national, regional and local level in risk prevention, in preparing their civil-protection personnel and in responding to natural or man-made disasters within the Union;*

*b) promote swift, effective operational cooperation within the Union between national civil-protection services;*

*c) promote consistency in international civil-protection work".*

Based on the above, and in order to ensure the continued protection of people, the environment and property in a world in which the number, severity and complexity of disasters was increasing, the Council and the European Parliament repealed previous legislation and adopted [Decision No 1313/2013/EU](#) of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism (herein 'UCPM' or 'Mechanism'). This legal act, herein 'UCPM Decision' or 'the Decision', is currently in force and defines the activities within the UCPM framework (see *also Annex 3*).

### A10.1.2 The Union Civil Protection Mechanism (UCPM)

The [Union Civil Protection Mechanism](#) ('the UCPM') aims to strengthen the cooperation between the Union, the 27 EU Member States and the six Participating States currently taking part in the UCPM (North Macedonia, Iceland, Montenegro, Norway, Serbia and Turkey), as well as to facilitate coordination in the field of civil protection in order to improve the effectiveness of systems for preventing, preparing for and responding to natural and man-made disasters (General Objective)<sup>527</sup>.

The UCPM promotes solidarity between the Member and Participating States through practical cooperation and coordination, without prejudice to the Member States' primary responsibility to protect people, the environment, and property, including cultural heritage, on their territory against disasters, and to provide their disaster-management systems with sufficient capabilities to enable them to cope adequately and in a consistent manner with disasters of a nature and magnitude that can reasonably be expected and prepared for.

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<sup>527</sup> Article 1(1) of Decision No 1313/2013/EU

Finally, the UCPM facilitates the cooperation throughout the entire Disaster Risk Management cycle among the Member/Participating States, coordinating through the Emergency Response Coordination Centre (ERCC) the provision of assistance to countries all over the world<sup>528</sup>. The support provided through the UCPM can take the form of in-kind assistance, deployment of specially equipped teams, and/or assessment and coordination experts sent to the field.

The **specific objectives** as laid out in Article 3(1) of the Decision further detail the UCPM's aim to "support, complement and facilitate coordination of Member States' action" as follows:

to achieve a high level of protection against disasters by preventing or reducing their potential effects, by fostering a culture of prevention and by improving cooperation between the civil protection and other relevant services;

to enhance preparedness at Member State and Union level to respond to disasters;

to facilitate rapid and efficient response in the event of disasters or imminent disasters, including by taking measures to mitigate the immediate consequences of disasters and encouraging Member States to work towards removing bureaucratic obstacles;

to increase public awareness and preparedness for disasters;

to increase the availability and use of scientific knowledge on disasters; and

to step up cooperation and coordination activities at cross-border level and between Member States prone to the same types of disasters.

#### A10.1.3 UCPM activities

The UCPM covers all phases of the disaster management cycle, and thus, is divided in three strands of activities: **prevention**<sup>529</sup>, **preparedness**<sup>530</sup> and **response**<sup>531</sup>.

UCPM **prevention** activities aim at reducing risks or mitigating adverse consequences of a disaster. They have been instrumental in fostering an EU-wide culture of prevention among EU Member States and Participating States to the UCPM. Over the past years, several Member States have undertaken reforms in their national civil protection structures to emphasise the role of prevention. This is in line with the commitments contained in the UN Sendai Framework for Disaster Risk Reduction and the UCPM has accompanied and supported such measures.

Further, the prevention activities encourage cooperation and coordination of civil protection and risk management activities at cross-border level. An important tool in this aspect are UCPM prevention and preparedness grants. Projects largely focus on the development of cross-border risk assessments, improved regional and cross-sectoral coordination and preparation for marine pollution accidents. Attention to cross-border cooperation issues has also been strengthened as a result of the revision of the UCPM Decision in 2019: in line with the new reporting provisions, Member States are required to share regularly information on priority prevention and preparedness measures taken to address disaster risks with cross-border impacts.

**Preparedness** activities constitute the largest pillar of the UCPM. The number and diversity of registered capacities in the European Civil Protection Pool is the highest ever. A training programme for civil protection experts from EU Member States and Participating States, now part of the Union Civil Protection Knowledge Network, ensures compatibility and complementarity between intervention teams, while large-scale field and table-top exercises train response capacities for specific disasters. The UCPM supports and complements preparedness efforts of its Member and Participating States by focusing on areas where a joint European Union approach is more effective

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<sup>528</sup> Article 1(2) of Decision No 1313/2013/EU

<sup>529</sup> Article 5ff of Decision No 1313/2013/EU

<sup>530</sup> Article 7ff of Decision No 1313/2013/EU

<sup>531</sup> Article 14ff of Decision No 1313/2013/EU

than separate national actions. One of the key innovations of the 2019 legislative revision was the creation of a dedicated reserve of civil protection capacities, the “rescEU reserve”. It constitutes a European Union reserve of capacities to be mobilised as a last resort and to provide a safety net in case national capacities are overwhelmed. The revision of the UCPM Decision in 2021 further strengthened this initiative, allowing the Commission to directly acquire, rent, lease and stockpile identified rescEU capacities. It aims at serving all Member States across different sectors<sup>532</sup> by offering a wide range of ready to deploy rescEU capacities, depending on the situation. Having own logistical capacities is aimed to enable the transfer of goods, medical staff and patients to a degree needed by any overwhelmed State, bringing a tangible EU added value in a timely manner. Moreover, the Union Civil Protection Knowledge Network was launched in December 2021 to support the better connection between the various related work streams and also to link up with other existing structures such as the Disaster Risk Management Knowledge Centre (DRMKC). It aims at bringing together civil protection and disaster management experts and organisations, encouraging them to work together to increase knowledge within the UCPM and to support the Union’s ability and capacity dealing with disasters. Currently, DG ECHO is in the process of establishing a recommendation for Union disaster resilience goals and scenario building in the area of civil protection.

Concerning the external dimension of **prevention** and **preparedness** activities, the focus remains on strengthening the cooperation with the immediate neighbourhood, notably with the EU candidate countries or potential candidate countries as well as the Southern and Eastern Neighbourhoods. Cooperation with these countries is done via the tools under the UCPM (trainings, exercises, projects, peer reviews, exchange of experts etc.) and the regional programmes financed by the Instrument for Pre-Accession Assistance (IPA) and the European Neighbourhood Instrument (ESI). New phases of regional programmes in the Balkans and in the Eastern neighbourhood were launched with the aim to continue bringing these countries closer to the UCPM. Moreover, the dialogue with the Union for the Mediterranean (UfM) has been revamped in support of those activities. In addition, the UCPM finances prevention and preparedness projects in third countries with a cross-border dimension. Such initiatives have been instrumental in promoting cooperation at technical level, developing networks and promoting capacity building.

DG ECHO, working together with the Commission’s Joint Research Centre (JRC) and other partners, continuously strengthens early warning and information systems for natural disasters (e.g., droughts, floods, forest fires, tropical cyclones or severe weather), making extensive use of services and information provided via the Copernicus programme for emergency management, climate change, and security, as well as the interfaces between these three areas. Consequentially, DG ECHO expands its Geographic and Information System (GIS) capacity to support operations by means of cartographical and geospatial products. Such services have supported the activities of the UCPM both inside and outside the EU.

Various UCPM deployments and operations offered unprecedented opportunities for raising public awareness for preparedness. DG ECHO works closely with EU Delegations and Commission Representations as well as multipliers in UCPM Member and Participating States to increase the level of awareness of both the UCPM and of the need for local preparedness measures. These efforts are complemented by awareness campaigns. In 2020<sup>533</sup>, a campaign on enhanced EU Civil Protection, with online advertising in six EU Member States (Croatia, France, Greece, Italy, Portugal and Spain), reached more than 65 million online views on Facebook/Instagram, YouTube and premium news sites.

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<sup>532</sup> e.g. aerial firefighting capacities, including firefighting planes and helicopters; emergency medical capacities, including medical evacuation capacities; stockpiles of medical equipment, as well as field hospitals; and CBRN-related capacities, such as for instance decontamination. Capacities to cover other areas are also to be developed.

<sup>533</sup> A similar campaign was conducted in 2018: [https://ec.europa.eu/echo/eu-saves-lives-europe-and-worldwide-2018\\_en](https://ec.europa.eu/echo/eu-saves-lives-europe-and-worldwide-2018_en)

Under **response**, following a request for assistance by a Member State, a third country, UN and its agencies or relevant international organisation through the UCPM, the Emergency Response Coordination Centre (ERCC) mobilises assistance or expertise. In addition, the ERCC monitors events around the globe 24/7 and ensures rapid deployment of emergency support through a direct link with national civil protection and maritime authorities as well as with the European Maritime Safety Agency (EMSA). Specialised teams and equipment, such as forest firefighting planes, search and rescue and medical teams can be mobilised at short notice for deployments inside and outside Europe. Approximately 2/3 of UCPM activations originate from non-EU countries.

The revision of the UCPM Decision in 2021 enhanced further the ERCC providing for its access to operational, analytical, monitoring, information management and communication capabilities to address a broad range of emergencies within and outside the Union and to promote a cross-sectoral approach to disaster management<sup>534</sup>. Bridging preparedness and response activities, the ERCC further strengthens its position as the EU's primary crisis coordination hub.

Furthermore, since 2016 the European Medical Corps (EMC) gathers all certified health related response capacities which Member States commit to the European Civil Protection Pool (ECPP), including internationally recognised ones by the World Health Organization (WHO), in the framework of the UCPM. Since 2019, rescEU health related capacities complement the ECPP component of the EMC. All EMC response capacities can be used in times of epidemics, provided that a State expresses a request for assistance to the UCPM.

#### A10.1.4 Response to Covid-19

The consequences of the Covid-19 pandemic have had a significant impact on the UCPM activities. This has required constant and rapid adaptation to the situation, leading generally to two main scenarios: a) finding flexible approaches in order to carry out activities foreseen in DG ECHO's work plan and b) rapidly adapting to new events and setting up new activities/initiatives not initially planned. Concerning new initiatives not initially planned, the Covid-19 pandemic resulted in an unprecedented number of activations of the UCPM requesting the provision of medical equipment, as well as support for the repatriation of EU citizens (and others) stranded in third countries. This required working jointly across sectors. Enhanced cooperation between civil protection, health and consular authorities proved to be key to addressing multidimensional consequences of the pandemic.

In this context, further budgetary reinforcement was necessary and additional financial resources were allocated under the UCPM through two amending budgets (for rescEU medical stockpile and repatriations of EU citizens). Other areas that have been particularly affected by the pandemic are the ones related to training courses and exercises, given the restrictions in place and the challenges of conducting such events by virtual means. Another area whose normal development has been disrupted is the submission of prevention-related information. Given the crucial role that civil protection authorities play in the response to the pandemic, the management of this health crisis has forced some Member States to redirect all resources to response and coordination operations, at the expense of other less urgent tasks, such as reporting.

Finally, due to the Coronavirus outbreak, many of the initially planned communication actions had to be revised or postponed, while a large share of the delivered work focused on showing and explaining the EU response to the pandemic (including rescEU preparedness measures and deployments, repatriations, Humanitarian Air Bridge operations).

#### A10.1.5 Response to Russia's war against Ukraine

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<sup>534</sup> Article 7 of revised Decision No1313/2013/EU

The response to Russia's war against Ukraine triggered the largest UCPM activation to date<sup>535</sup>, including a complex logistical operation.

On 15 February, Ukraine activated the EU Civil Protection Mechanism in preparation for a large-scale emergency and updated this initial request consecutively. Requests included but are not limited to medical supplies, food, shelter items, fire-fighting equipment, IT and communications equipment, cultural heritage protection apparatus, chemical, biological, radiological and nuclear (CBRN) countermeasures, and agricultural supplies (seeds).

All 27 EU Member States and two UCPM Participating States (Norway and Turkey) have offered assistance to Ukraine through the UCPM. Furthermore, the ERCC mobilised assistance from the rescEU medical stockpiles hosted by Germany, Hungary and the Netherlands. Additionally, rescEU medical stockpiles in Greece and Germany were activated to deliver countermeasures against chemical agents.

The ERCC supported Poland, Romania and Slovakia to established UCPM logistics hubs<sup>536</sup> in which incoming assistance was received and consolidated before being sent on to Ukraine. Until 28 April, more than 23,800 tonnes of assistance have been channelled to Ukraine via the UCPM logistics hubs.

Furthermore, in response to the large number of contacts by private companies following the "Stand for Ukraine" campaign of the EC, DG ECHO established the first rescEU stockpile for specialized private sector donations, which is hosted by Belgium.

Besides the request for assistance by Ukraine, the neighbouring countries Moldova<sup>537</sup>, Slovakia<sup>538</sup>, Poland<sup>539</sup>, as well as The Czech Republic<sup>540</sup> activated the UCPM to request support in the management of the migration flow.

Furthermore, in response to increasing needs for medical treatment the European Commission (DG ECHO and DG SANTE) set up a standard operating procedure for the medical evacuation (MEDEVAC) of displaced people from Ukraine. Ukraine, Poland, Moldova and Slovakia have requested support for medical evacuation operations from their respective countries to other European countries with available hospital capacity. As of 28 April, 196 Ukrainian patients have been transferred to Denmark, Italy, Ireland, Germany, Sweden, Belgium, Luxembourg, Spain, Romania, Portugal and Norway. The evacuations are financially and operationally supported by the UCPM.

In addition to the above request for assistance North Macedonia activated the UCPM for consular support to repatriate its citizens from Ukraine, on 27 February.

European Union Civil Protection Teams (EUCPT) have been deployed to Poland (since 3 March) and to Slovakia (since 16 March). The team in Poland has reinforced its medical component with two experts from the European Centre for Disease Prevention and Control (ECDC) and five health experts. Furthermore, to support local authorities in facilitating the arrival of the incoming UCPM assistance and the timely delivery to Ukraine, ERCC Liaison Officers (LO) have been deployed to Poland and Slovakia since 27 February.

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<sup>535</sup> all information as of 15 May 2022. Response ongoing. Updated information may be requested on ad hoc basis

<sup>536</sup> Funding-support of goods channelled through hubs

<sup>537</sup> activation on 25 February

<sup>538</sup> activation on 27 February

<sup>539</sup> activation on 28 February

<sup>540</sup> activation on 11 March

1 Table 19. overview of UCPM activities<sup>541</sup> // \*since 2019; \*\*since 2021

Prevention	Specific Objectives 1, 4, 6	<u>Main activities:</u> Disaster prevention framework, Cross-border risks assessment (incl. maritime emergencies)	Peer reviews // Advisory missions Prevention and preparedness call (Track 1 and 2 grants) // Union Civil Protection Knowledge Network*
Preparedness	Specific Objectives 2, 4, 5, 6	<u>Main activities:</u> The European Civil Protection Pool* // The Emergency Response Coordination Centre (ERCC) // rescEU capacities* (incl. development) // Global monitoring & information-sharing (24/7) // Management of CECIS and CECIS Marine// Training and Exercises Programme // Establishment of Union Disaster Resilience Goals for CP** // Scenario building ** // Early warning and anticipation** //	
Response	Specific Objectives 3, 4, 6	<u>Main activities:</u> Activation of the UCPM (inside and outside the EU) // Coordination of the response through ERCC // Transport and logistics // Deployment of expert teams // European Medical Corps	

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<sup>541</sup> Not conclusive. List of activities can be found in the annual Work Programmes 2017-2022

#### A10.1.6 Legal basis

The UCPM legal framework has evolved significantly over the past years. Annex 3 states a conclusive overview of the **UCPM legal basis**.

##### *A10.1.6.1 Legal reference – changes since 2017*

In the aftermath of the devastating 2017 forest fires, a legislative proposal to strengthen the UCPM was tabled at the end of 2017<sup>542</sup> and entered into force in March 2019 as Decision (EU) 2019/420 of the European Parliament and of the Council of 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism. By the creation of the “rescEU reserve” and the “Union Civil Protection Knowledge Network” as well as the revision of the “Voluntary Pool” the amended Decision addressed the limitations identified by the Interim Evaluation conducted in 2017 and conclusions drawn from operations.

While showing the added value that the 2019 reform brought to the UCPM, notably with the creation of rescEU, including its first ever emergency stockpile of medical equipment, strengthening of prevention and risk management, the large-scale and unforeseen nature of the Covid-19 pandemic put the UCPM to the test and revealed some areas for improvement. As such, in the aftermath of the first wave of the pandemic a new legislative proposal was tabled [COM(2020)220 final] with targeted changes, for which a political agreement was reached by the co-legislators in early February 2021 and entered into force in May 2021 as Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism. The legislative review was also aiming at aligning the financial envelope of the UCPM with the figures of the next Multi-annual Financial Framework (MFF). The areas of this adaptation are related to three main domains:

With regards to rescEU capacities, [the revised legal base](#) grants the Commission with additional elements of initiative, such as the possibility to directly procure capacities in the area of transport and logistics and other capacities in certain exceptional cases. In addition, it lays out full Union funding for the development of such capacities.

The development of Union Resilience Goals, assessing the risks, capability gaps and proposing elements to fill these, was established. The ERCC analytical, monitoring, and anticipatory capabilities were enhanced.

Finally, a more flexible budget structure (carry-over for response activities) is aimed at increasing the efficiency of the UCPM in fulfilling its mandate.

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<sup>542</sup> COM/2017/0772 final - 2017/0309 (COD)

#### A10.1.7 Overview of the UCPM budget<sup>543</sup>

The timeframe of this Evaluation covers two Multiannual Financial Frameworks (MFF), namely MFF 2014 – 2020 and MFF 2021 – 2027. The budgetary allocation for the UCPM over these two financial cycles illustrates the increase in the frequency and variety of crises to which the Mechanism reacted. Furthermore, the continuous evolution is also reflected in the revision of the legal basis in May 2021, the linked access to external assigned revenues through resources allocated under Next Generation EU, and in the programming (shift from an annual work programme to a multi-annual work programme covering three, four or five years). A detailed overview of the UCPM budgetary allocation, as well as a breakdown of funds corresponding to the three pillars (prevention, preparedness and response) is laid down in Annex 5.

Under the Multiannual Financial Framework (MFF) 2014 -2020, the initial UCPM budget amounted to 368 mio EUR and was split under two headings (internal [Heading 3]/ external [Heading 4]), thus allowing a clearer monitoring of investments inside and outside the EU. In 2019, following the decision introducing rescEU, the budgetary allocation increased with a total of 206 mio EUR bringing the overall total for the period 2014 – 2020 to 574 mio EUR. In 2020, in the context of the response to the Covid-19 pandemic the budget has doubled due to two amending decisions aimed to reinforce medical stockpiling capacities (370 mio EUR) and repatriation flights (45 mio EUR). Also, a redeployment between instruments within Heading IV has reinforced the budget by an additional EUR 27 million for repatriation flights.

Under the current MFF 2021-2027 the UCPM budget amounts to 3,562 mio EUR and is placed under one single heading ('Heading 2: Cohesion, Resilience and Values'). Compared with the previous MFF financial cycle, the financial envelope for 2021 - 2027 is composed by two budgetary sources: a) the MFF allocation of 1,571<sup>544</sup> mio EUR and b) an allocation of 2,056 mio EUR stemming from the 'European Union Recovery Instrument' (NGEU) funds<sup>545</sup> as part of the comprehensive recovery instrument adopted to face the consequences of the Covid-19 pandemic (of which 1,266 mio EUR have been allocated to the UCPM under the responsibility of DG HERA). Although access to NGEU credits was initially perceived as a strong reinforcement of the UCPM budget, particularly under rescEU, it is important to note that it came with additional conditionalities by underlining that "funding from the European Union Recovery Instrument shall only be used if the following cumulative conditions are met for each individual financing decision:

The funding shall be used for preparedness measures clearly related to the difficulties faced during the COVID-19 crisis, and that aim to address the risk of further waves of COVID-19 and of major crises of a similar nature as well as to allow for capacity building at Union level to enhance preparedness for future major crises of a similar nature;

Funding of activities in third countries or benefitting third countries is only possible where those activities increase the crisis preparedness of the Union."

The increased UCPM budget and its amendments underline the volatile and highly challenging environment the UCPM operates in. Despite this operational unpredictability, recent events have shown the limit of flexibility of the UCPM, partly due to the strict budget execution rules. One example are carried-over appropriations which currently may be used for response actions<sup>546</sup> only. This limits the flexibility and adaptability of the UCPM since the budgetary allocation for activities under prevention and preparedness is significantly higher than for response activities and, furthermore, deal with longer-term, strategic activities that proved crucial in the past years. Against this background, some flexibility was introduced in the programming of the UCPM through the shift

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<sup>543</sup> All figures used in this section are indicative and rounded. The Evaluation shall be based on the figures of the official financial reports.

<sup>544</sup> After reinforcements. Initially 1,263 mio EUR

<sup>545</sup> Article 19a of Decision No 1313/2013/EU

<sup>546</sup> Article 12(4) Decision No 1313/2013/EU



from an annual to a multi-annual work programme as of 2021 and the use of annual instalments under rescEU capacities (e.g. AFF capacities).

#### A10.2 Reporting and monitoring

The monitoring of the UCPM is mainly carried out by DG ECHO around the reports presented in Table 2 below. Most reports are publicly available on the websites of DG ECHO and other EC websites. Further reports may be provided to the Evaluator in the Inception Phase of this evaluation support study.

An independent [interim evaluation](#) of the activities implemented under the Union Mechanism was finalized in 2017.

A progress report on the implementation of article 6 (Risk management) will be published in December 2022 and cover an analysis of reports submitted by Member States and Participating States on risk assessment and risk management capabilities<sup>547</sup> as well as peer reviews.

Further, evaluations on [Civil Protection Prevention and Preparedness Projects](#) and Transport and Logistics<sup>548</sup> are available. Several studies have also been carried out, such as a [study on the UCPM training programme](#); a [study of definitions, gaps and costs of response capacities for the Union Civil Protection Mechanism](#); and a [prospective study on a network of European hubs for Civil Protection and Crisis Management](#);

Additionally, DG ECHO published the third edition of the Staff Working Document on the ‘[Overview of risks that the Union may face](#)’ in 2020, following the previous editions of 2014 and 2017 reports. The report presents the latest available evidence on disaster risks that threatens the EU, drawing on the DRM Summary reports developed by the EU Member States and on the Commission’s cross-sectoral policy and scientific work.

Table 20. Reports on the implementation of the UCPM

Report Name	Frequency of reporting	Comments
<b>DG ECHO Strategic Plan (2016-2020)</b>	Multi-annual planning exercise (Strategic Planning and Programming [SPP] cycle).	Prepared at the beginning of the multi-annual period (i.e. Feb 2016). Its specific objectives and result indicators are those of the Decision's. Public document.
<b>DG ECHO Strategic Plan (2020-2024)</b>	Multi-annual planning exercise (SPP cycle).	See above
<b>DG ECHO Management Plan 2021 / 2020 / 2019 / 2018</b>	Beginning of year. Planning exercise (SPP cycle).	Prepared at the beginning of the year, forward looking document with expected achievements for the year. Includes monitoring of some objectives and indicators from Decision. Public document.
<b>DG ECHO Annual Activity Reports 2021 / 2020 / 2019 / 2018</b>	End of year (SPP cycle).	Reports on progress towards some of the Decision's specific objectives/indicators.  Public document.

<sup>547</sup> COMMISSION NOTICE Reporting Guidelines on Disaster Risk Management, Art. 6(1)d of Decision No 1313/2013/EU (2019/C 428/07)

<sup>548</sup> 2013-17 available. Currently, an evaluation is ongoing (2018-2022)

<b>DG ECHO Mid-Term Review/Bi-Annual report</b>	Mid-year	Internal document. Includes financial disbursement information. (Will be made available to the contractor once the evaluation support study starts).
<b>DG ECHO Financial Program Statement</b>	Beginning of year (SPP cycle).	Annual forward looking programming document; carried out with DG BUDG.
<b>Other sources</b>		
<b>European Parliament questions</b>	Ad hoc	Public document.
<b>Court of Auditors</b>	Ad hoc	Ad hoc performance audits; Public document.
<b>ERCC Analytics (data and reports)</b>	Ad Hoc	Internal reports.

The revised certification and re-certification guidelines of the certification process of the European Civil Protection Pool may be handed out on an ad hoc basis.

Additional information on the prevention, preparedness and response activities of the UCPM can also be found on the Civil Protection [fact sheets](#) and [publications](#) available on the [DG ECHO](#) website. Evaluators will receive the latest statistics on UCPM activations, administrative documents, cost statements, project reports etc. in the course of this evaluation support study.

### *A10.3 Purpose and scope of the Evaluation support study*

#### *A10.3.1 Purpose*

Article 34 of the Decision requires the Commission to evaluate the application of the Decision and submit a communication on the results of the Evaluation to the European Parliament and the Council no later than 31 December 2023.

The Evaluation should assess the effectiveness, cost efficiency and continued implementation of all of the provisions of the Decision. Article 34 specifically states that in particular as regards Article 6(4),) rescEU capacities and the degree of coordination and synergies achieved with other Union policies, programmes and funds, including medical emergencies, should be included. The evaluation will take into account that some provisions, notably article 6.4 only entered into effect mid-2021 and the effects of the provision will not yet have been materialised by the end date, so a full evaluation will not be possible at this stage. The communication shall be accompanied, if appropriate, by proposals for amendments to the Decision.

Based on an analysis of the actions performed the Evaluation should provide a clear indication of whether the general and specific objectives laid down in Articles 1 and 3(1) of the Decision are being met. Actions performed in relation to third countries, including in accordance with Article 28(2), shall be covered as well.

Findings of the evaluation support study should support the Commission to:

identify any gaps or shortcomings in the current legislative framework<sup>549</sup>;

<sup>549</sup> Decision 1313/2013/EU of 17 December 2013, amended by Regulation (EU) 2018/1475 of the European Parliament and of the Council of 2 October 2018, Decision (EU) 2019/420 of the European Parliament and of the Council of 13 March 2019 and by Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021.

improve the implementation of existing legislative provisions;

provide inputs for any possible proposal to amend Decision No 1313/2013/EU or implementing acts thereof;

inform, if appropriate, the review of the financial breakdown of the UCPM as set out by Article 19(5) (see section 1.4 above).

Based on the Commission's [Better Regulation Guidelines](#), a Call for Evidence has been prepared and [published](#) for this Evaluation. A Public Consultation will also be carried out during the course of the Evaluation.

#### A10.3.2 Scope of the Evaluation

The Evaluation will cover activities carried out under the UCPM in the timeframe **January 2017 to December 2022**<sup>550</sup>. In particular, the Evaluation will encompass actions carried out under the framework of the UCPM and spanning across the three fields of prevention, preparedness and response to natural and human-induced disasters.

All Implementing Decisions listed in Annex 3 are to be covered. The geographical scope must include the UCPM Member<sup>551</sup> and Participating States as well as third countries with UCPM activations (where relevant).

To provide a basis for the evaluation support study, the evaluator should provide a **description of the situation in 2017 as well as a description of the current situation**<sup>552</sup>, taking into account the findings of the interim evaluation ([SWD\(2017\) 287 final](#)), progress made in implementing the Decision and the changes introduced in each of its amendments, and further, how the intervention has affected the UCPM stakeholders (see Annex 1). The evaluator shall also provide an intervention logic, taking into account external coherence links.

**The main subject of this evaluation support study is framed by the evaluation questions listed below.** These are linked to the five mandatory evaluation criteria under the European Commission's Better Regulations Guidelines<sup>553</sup>.

Effectiveness

Efficiency

Relevance

Coherence

EU added value

Based on the evaluator's response to the evaluation questions, and on their assessment of what worked and what did not work, they will provide a set of **lessons learnt** that can be useful for improving the future implementation of the UCPM. On that basis, **recommendations** should be provided, as appropriate, on how the implementation of the Decision could be improved and what changes to the Decision might be needed.

Furthermore, the evaluator should carry out a set of **additional tasks** that are specified in a dedicated section below.

#### A10.4 Evaluation questions

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<sup>550</sup> As per implementation plan the study will be completed by mid-2023 (December '22 thus will be "past")

<sup>551</sup> United Kingdom (UK) was an EU Member State until 2020 (inclusive).

<sup>552</sup> However, when evaluating such issues as the results and EU added value of the intervention, the assessments will be made against the absence of the UCPM, not against the situation in 2017

<sup>553</sup> [http://ec.europa.eu/info/better-regulation-guidelines-and-toolbox\\_en](http://ec.europa.eu/info/better-regulation-guidelines-and-toolbox_en)

In order to ensure the evidence-based nature of the Evaluation, each of the evaluation criteria will be assessed on the basis of a set of evaluation questions. Each question is broken down into more specific sub-questions, which will help guiding the response. The response to each of the below questions will need to encompass the three fields of action of the UCPM, i.e. prevention, preparedness and response and draw evidence from the different activities supported by the Mechanism (see Table 1). Additional clarification and guidance will be provided to the evaluators during the Inception phase of the Evaluation.

#### **(a) Effectiveness**

Effectiveness analysis considers how successful EU action has been in achieving or progressing towards its objectives. The success shall be measured by the effect the implementation has achieved in the relevant time scope. Further, Article 3(2) of the Decision spells out the expected results and related indicators (see Table 3) that shall be used for monitoring, evaluating and reviewing, as appropriate, the application of the Decision. It is important to note that the Evaluation will have to describe the expected outcome of the intervention and highlight the causal relationship between the activities carried out under the UCPM framework and the results obtained, in order to distinguish from potential external factors. Quantitative terms should be used to the extent possible when analysing the benefits achieved.

#### **Question 1: To what extent have the objectives set out in the Decision been achieved<sup>554</sup>?**

To what extent has progress been made in relation to achieving the general and the specific objectives? Are the results different depending on the type of disaster (e.g. natural disasters, health crises, conflicts etc.)? The reply should cover all provisions of the Decision.

To what extent was the strengthened capacity building following the revision of the legal basis, in particular rescEU, effective toward achieving the objectives related to preparedness and response?

What factors (internal and external) have driven/hindered effectiveness? Have there been any unintended effects (positive or negative)?

#### **(b) Efficiency**

Efficiency considers the relationship between the resources used by an intervention and the changes generated by the intervention. Differences in the way an intervention is approached and conducted can have a significant influence on the effects, making it interesting to consider whether other choices would have achieved the same benefits at less cost (or greater benefits at the same cost). Considerations should be different for the prevention, preparedness and response pillars of the Mechanism and should be supported by examples. The proportionality of costs versus the benefits needs to be assessed.

#### **Question 2: To what extent are the costs of the activities performed under the UCPM justified when compared to their benefits?**

To what extent were actions under the UCPM cost-effective? What main factors influenced the cost-effectiveness of the actions? To address both questions the evaluator is invited to propose a dedicated, overall approach and use quantitative terms to the extent possible.

To what extent is the size of the budget allocated to each of the three pillars<sup>555</sup> of the UCPM appropriate and proportionate to what the actions are meant to achieve, including under the changing climate conditions?

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<sup>554</sup> Current indicators do not cover all the provisions adequately. The evaluator will fill any gaps found in the evidence obtained through the monitoring system of the UCPM with the primary and secondary research activities carried out for this evaluation support study

<sup>555</sup> see 1.3 and Annex 5

**Question 3: To what extent have the reporting and monitoring arrangements contributed to an efficient and effective implementation of the intervention?**

Are the indicators currently set by the Decision adequate and sufficient to monitor a successful implementation of the Decision? Has data been properly collected and monitored? Are there any data gaps that hinder the monitoring of whether the intervention is implemented effectively?

What are the administrative and other costs and burdens to UCPM stakeholders, caused by different UCPM activities? To what extent are they proportionate to the benefits/outcomes? How complex are the procedures? Where is the scope for simplification?

**(c) Relevance**

Relevance looks at the relationship between the needs and the problems in society and the objectives of the intervention. In particular, relevance analysis aims at assessing whether the intervention helps addressing needs or problems still present at the time of the evaluation as well as likely future needs and problems (considering also elements of foresight).

**Question 4: To what extent are the Decision's objectives still relevant to the needs identified and to the European Commission's priorities for 2021-2027?**

Has the UCPM been flexible enough to address emerging/unanticipated critical issues in the EU disaster management system inside and outside Europe (e.g. Covid-19 Pandemic; Russia's war of aggression against Ukraine)?

To what extent has the UCPM integrated the results, lessons learnt and recommendations of the 2017 mid-term evaluation of the UCPM?

To what extent has the UCPM integrated in its functioning as well as in its activities scientific and technological research and development that has become available since its creation?

To what extent do the general and specific objectives of the Decision still correspond to current and future needs and trends inside and outside of the EU

**Question 5: To what extent is the current institutional UCPM set-up equipped to ensure a sustainable and long-lasting service to Member States?**

How adequate are the arrangements in place (governance, financial, capacity, technical, human resources, etc.) to ensure sustainability of current and future interventions?

In which way did the development of the UCPM impact relevant activities of Member States?

**(d) Coherence**

The evaluation of coherence involves looking at how well (or not) different actions work together. This includes both *internal* coherence (i.e., how the various components of an EU intervention operate together to achieve its objectives) and *external* coherence (i.e., coordination and synergies between different EU interventions in the same policy field or in areas which may have to work together). External coherence also includes compliance with international agreements and coherence with Member States policies and approaches.

**Question 6. To what extent is the UCPM internally and externally coherent?**

How well are the different activities of the UCPM articulated, interlinked, and mutually supportive? Are there significant gaps or overlaps?

How coherent are the UCPM activities with Member State efforts? Can further synergies be sought? Are there any missed opportunities or overlaps/duplication of efforts?

To what extent are synergies between the UCPM and other EU policy areas being exploited? To what extent has the UCPM managed to engage with actors outside of the civil protection authorities (e.g. other Commission DGs, other (non-CP) national ministries etc.)? Can missed opportunities be

identified? To what extent did the UCPM activities (i.e. rescEU capacities, coordination role of the ERCC, Knowledge Network, Disaster Resilience Goals, scenarios, climate change considerations, prevention and disaster risk management and reporting) achieve efficient synergies with other Union policies, programmes and funds? Among others, areas to be considered are listed in Annex 4.

To what extent has the coordination of UCPM activities with the actions of other relevant actors (i.e. Annex 1) created synergies and what results has it produced? In which areas should cross-sectoral cooperation be further enhanced to achieve better effectiveness or efficiency on EU level?

**(e) EU added value**

The evaluation should consider arguments about the value resulting from EU interventions that is additional to the value that would have resulted from interventions initiated at regional or national levels by both public authorities and the private sector.

**Question 7. What is the EU added value of the UCPM? To whom did it make a difference?** The answer may be based on a counterfactual analysis.

Are there any results of the UCPM that could not have been achieved as effectively and/or efficiently by EU Member and Participating states acting alone?

Does the UCPM's cooperation with partners outside the EU bring any added value to its Member States?

*A10.5 Additional Tasks*

The evaluator should:

Provide a final **Consultation Strategy** (Inception phase) according to the requirements of Tool #52 of the [Better Regulation Toolbox](#);

Support the European Commission with the preparation, implementation and analysis of a **Public Consultation**, which is scheduled to be launched by the Commission in January 2023, and which will be open for at least 12 weeks; the Contractor will:

draft a consultation questionnaire and introduce it in EU Survey;

analyse and synthesise its results, and integrate them, as appropriate, in the evaluation support study;

provide a factual summary report according to the requirements of Tool #54 of the Better Regulation Toolbox.

The Public Consultation will be launched in English only, but the Contractor should take into account the responses submitted in other official EU languages.

Information on the consultation activities will be published on:

[http://ec.europa.eu/echo/index\\_en](http://ec.europa.eu/echo/index_en)

(c) Provide a **Synopsis Report** of all consultation activities (public and targeted) carried out during the evaluation, according to the requirements of Tool #54 of the Better Regulation Toolbox;

(d) Identify and assess the risks that the objectives set will not be achieved within the timeframe of the Decision. What mitigating measures have been put in place to address such risks?

(d) Identify the main **Lessons Learnt** (positive and negative) in the three fields of action from the implementation of the Decision;

(e) Make a proposal for dissemination of the evaluation results;

(f) Provide a German and a French (in addition to the English version) of the executive summary of the Final Report;

(g) As a separate deliverable, provide all the elements, based on the external evaluation support study, that the Commission will need to write its **Evaluation Report (Staff Working Document)**, including all its annexes, as described in Tool #49 of the Better Regulation Toolbox. This deliverable will strictly follow the format and respond to the questions and requirements stated in the mentioned Tool.

Table 21. UCPM specific objectives and related indicators as set out in the Decision Art.3 (1)

General Objective	To strengthen the cooperation between the Union and the Member States and to facilitate coordination in the field of civil protection in order to improve the effectiveness of systems for preventing, preparing for and responding to natural and man-made disasters.		
Monitoring area	Specific Objective	Indicator 2021	Indicator 2019
Progress in implementing the disaster prevention framework	1, 4, 5, 6	Number of Member States that have made available to the European Commission a summary of risk assessments and assessment of risk management capability	Number of Member States that have made available to the Commission a summary of their risk assessments.
			Number of Member States that have made available to the Commission an assessment of their risk management as referred to in Article 6 of the Decision.
			Number of projects financed for prevention within the Union
Progress in increasing the level of readiness for disasters	2, 4, 5, 6,	Number of committed and certified capacities included in the European Civil Protection Pool (ECPP)	Number of response capacities included in the voluntary pool in relation to the capacity goals
			Number of standard response units (modules) registered in the EU's Common Emergency Communication and Information System (CECIS)
			Number of projects financed for preparedness
Progress in improving the response to disasters	3, 5, 6	Response time of the Union Civil Protection Mechanism to a request of assistance (inside and outside the EU)	Average speed of interventions under the EU Civil Protection Mechanism (from the acceptance of the offer to deployment).
		Adequacy of response of the Union Civil Protection Mechanism (inside and outside the EU)	
Progress in increasing public awareness	2, 4, 5, 6	Level of awareness of Union citizens of the risk of their region	The level of awareness of Union citizens of the risks in their region.



and preparedness for disasters:			
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#### *A10.6 Management and supervision of the evaluation support study*

DG ECHO's Evaluation Function in Unit E.2 and Unit B.1 are responsible for the management and the monitoring of the evaluation support study. The internal managers assigned to the Evaluation should therefore always be kept informed and consulted by the contractors and copied in all correspondence with other DG ECHO staff.

The DG ECHO Evaluation managers are the contact persons for the contractors and shall assist the team during their mission in tasks such as providing documents and facilitating contacts.

A steering group, made up of Commission staff involved in the activity evaluated, will provide general assistance to and feedback on the evaluation support study, and discuss the conclusions and recommendations of the evaluation support study.

##### *A10.6.1 Team requirements*

The tenderer must propose an evaluation Core Team, covering the following competences:

Documented strong expertise in European Disaster Management and coordination. Corresponding strong experience in policy development at EU and/or MS level is mandatory.

Documented experience in assessing disaster prevention capabilities, including disaster risk assessment, (natural and man-made disasters), policies and legislation;

Documented technical knowledge of disaster risk management (natural and man-made disasters), at minimum in the following areas: geological risks (earthquakes, tsunamis, landslides, etc.) and hydro-meteorological and climate risks (extreme heat and drought, forest fires, floods, windstorms, etc.);

Documented experience of assessing disaster preparedness and response policies/plans, teams and assets;

Documented experience with Monitoring & Evaluation of large, multi-annual programs;

Familiarity with cost-effectiveness assessments and/or other methods for assessing efficiency of programs;

A sufficient work capacity dedicated to editing of the interim draft and final reports and other deliverables requested in these ToR with short feedback circles.

Fluency in several EU languages.<sup>556</sup>

#### *A10.7 Content of the offer*

**A.**The administrative part of the bidder's offer must include:

The specific tender submission form (annex C to the model specific contract);

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<sup>556</sup> Although the Public Consultation questionnaire will be in English, responses may be provided in any other EU language. Thus, the Contractor should be prepared for analysing the response in other EU languages than English. As these languages are not yet known, a general approach to be presented for ensuring that required knowledge skills are available once the response to the Public Consultation has been received.

A signed Experts' declaration of availability, absence of conflict of interest and not being in a situation of exclusion (annex D to the model specific contract).

**B.** The technical part of the bidder's offer should be presented in a maximum of **30 pages** (including annexes, but excluding CVs), and must include:

A description of the understanding of the Terms of Reference, their scope and the tasks covered by the contract. This should include the bidder's understanding of the evaluation questions, and a first outline for an evaluation framework that provides judgement criteria and the information sources to be used for answering the questions. The final definition of judgement criteria and information sources will be agreed with the Commission during the inception phase;

The methodology the bidder intends to apply for this evaluation for each of the phases involved, including a draft proposal for the number of case studies to be carried out. The methodology will be refined and validated by the Commission during the desk phase;

A description of the distribution of tasks in the team, including an indicative quantification of the work for each expert in terms of person/days;

A detailed proposed timetable for its implementation with the total number of days needed for each of the phases.

**C.** The CVs of the experts proposed.

**D.** The financial part of the offer (annex E to the model specific contract) must include the proposed total budget in euros, taking due account of the maximum amount for this evaluation. The price must be expressed as a lump sum for the whole of the services provided. The expert fees as provided in the Financial Offer for the Framework Contract must be respected.

#### *A10.8 Amount of the Contract*

The maximum budget allocated to this evaluation support study is **450 000€**.

#### *A10.9 Timetable*

The indicative duration of the evaluation support study is **8 months**. The duration of the contract shall be no more than **12 months** (includes additional support in drafting the Staff Working Document).

The indicative starting date of the contract is **October 2022**.

The evaluation support study starts after the contract has been signed by both parties, and no expenses may be incurred before that. The main part of the existing relevant documents will be provided after the signature of the contract.

The final report and the rest of the evaluation deliverables (except inputs for the Staff Working Document) must be submitted no later than **June 2023**.

In the offer, the tenderer shall provide an indicative schedule based on the table below:

Indicative timing	Deliverable	Meeting
October 2022		Kick-off meeting
T+3 weeks		Inception workshop

T+4 weeks	Draft Inception Report, including final Consultation Strategy	
T+5 weeks		Inception meeting
T+10	Draft Public Consultation questionnaire	
T+14 weeks	Draft Interim Report	
T+15 weeks		Interim Report meeting
T+23 weeks	Draft Final Report, including Public Consultation factual summary report and synopsis report	
T+25 weeks		Draft Final Report meeting
T+30 weeks	Final Report with all remaining deliverables	
T+42 weeks	Support in writing the Staff Working Document	Ad-hoc

#### *A10.10 Provisions of the framework contract specifications*

**Team composition:** The Team proposed by the Tenderer for assignments to be contracted under the Framework Contract must comply with Criterion T4 (see Section 3.2.3 of the Tender Specifications for the Framework Contract).

**Procedures and instructions:** The procedures and instructions to the Tenderer for Specific Contracts under the Framework Contract are provided under Section 5 of the Tender Specifications for the Framework Contract.

However, those provisions relating to meetings and reports could be modified in a Request for Services or discussed and agreed during the Inception Phase under a Specific Contract.

**EU Bookshop Format:** For easy reference, the official template for evaluation reports is attached to these ToR. Reports produced by external contractors do not need the official font of the Commission (EC Square Sans Pro) or professional graphic design.

## **ANNEX 1 - Draft Consultation Strategy**

The objectives of the consultation activities will mainly be to gather information and opinions on the implementation of the Decision as well as to test analysis and findings. To the extent possible, the methodology should promote the participation in the evaluation exercise of all actors concerned, when relevant and feasible.

The main stakeholders are:

National Civil Protection agencies of EU MS and UCPM PS,

Other national stakeholders (e.g. other ministries) that have been managing crises,

National Contact Points of Civil Protection and Maritime authorities,

Trainers active in the UCPM training (including from private contractors), EUTM team leaders, participants, experts in civil protection,

EU agencies, in particular the European Maritime Safety Agency (EMSA) and the European Centre for Disease Prevention and Control (ECDC),

Relevant services within the Commission (HERA, SANTE, JRC, ENER, ENV, HOME, MOVE, DEFIS, MARE, CLIMA),

Relevant services within EEAS, Heads of EU Delegations in countries with UCPM activations,

International partners, in particular the UN Office for the Coordination of Humanitarian Affairs (UN OCHA) and the World Health Organization (WHO), Secretariats of the Regional Sea Conventions<sup>557</sup> NATO (working on resilience, civil protection, etc.),

DG ECHO Field Network colleagues (HoO, Emergency Response, Admin),

Relevant national authorities of countries outside the EU that activated the UCPM,

Professional organisations involved in running of the Mechanism,

Floods Directive competent authorities.

As indicated above, an internet-based public consultation will be open for 12 weeks during the course of the evaluation. The questionnaire will be available on the European Commission's central [public consultations page 'Have your Say' portal](#). It will be published in English and replies can be made in any of the 24 official EU languages.

In addition, targeted consultations with the main stakeholders should be organised by the contractor.

The detailed and final consultation strategy should be presented by the contractor in the Inception report.

## **ANNEX 3 –UCPM legal framework<sup>558</sup>**

### **Primary legislation – EU treaties**

Art. 196 of the Treaty on the Functioning of the European Union:

<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012E%2FTXT>

### **Secondary legislation – the UCPM legal basis and its amendments**

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<sup>557</sup> Helsinki Commission, Bonn Agreement, Barcelona Convention (REMPEC).

<sup>558</sup> Updated on 1 April 2022. The contractor shall check for latest updates.

Description	Official title of the legal act	Adopted on	Weblink
UCPM legal basis (act I)	Decision No <b>1313/2013/EU</b> of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism	17 December 2013	<a href="#">EUR-Lex - 32013D1313 - EN - EUR-Lex (europa.eu)</a>
UCPM legal basis amendment – ‘rescEU reform’ (act II)	Decision (EU) <b>2019/420</b> of the European Parliament and of the Council of 13 March 2019 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism	13 March 2019	<a href="#">EUR-Lex - 32019D0420 - EN - EUR-Lex (europa.eu)</a>
UCPM legal basis amendment – ‘2021 reform’ (act III)	Regulation (EU) <b>2021/836</b> of the European Parliament and of the Council of 20 May 2021 amending Decision No 1313/2013/EU on a Union Civil Protection Mechanism	20 May 2021	<a href="#">EUR-Lex - 32021R0836 - EN - EUR-Lex (europa.eu)</a>
UCPM legal basis – <b><u>consolidated version</u></b> (containing act I and amendments introduced by acts II and III)	<b>Consolidated text:</b> Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism	/	<a href="#">EUR-Lex - 02013D1313-20210101 - EN - EUR-Lex (europa.eu)</a>

### Tertiary legislation - rescEU

Description	Official title of the Legal/implementing act	Adopted on (date) / estimated date of the adoption	Weblink
Aerial forest firefighting using planes and helicopters (1 <sup>st</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2019/570</b> of 8 April 2019 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council as regards rescEU capacities and amending Commission Implementing Decision 2014/762/EU	8 April 2019	<a href="https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32019D0570">https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32019D0570</a>

rescEU operationalization (2 <sup>nd</sup> rescEU implementing act)	Commission implementing Decision (EU) <b>2019/1310</b> of 31 July 2019 laying down rules on the operation of the European Civil Protection Pool and rescEU	31 July 2019	<a href="https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L_.2019.204.01.0094.01.ENG">https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L_.2019.204.01.0094.01.ENG</a>
Medical aerial evacuation (MEDEVAC) for highly infectious disease patients and MEDEVAC for disaster victims (3 <sup>rd</sup> rescEU implementing act)	Commission implementing Decision (EU) <b>2019/1930</b> of 18 November 2019 amending Implementing Decision (EU) 2019/570 as regards rescEU capacities	18 November 2019	<a href="https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32019D1930">https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32019D1930</a>
Medical stockpiling (4 <sup>th</sup> rescEU implementing act)	Commission implementing Decision (EU) <b>2020/414</b> of 19 March 2020 amending Implementing Decision (EU) 2019/570 as regards medical stockpiling rescEU capacities	19 March 2020	<a href="https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:32020D0414">https://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX:32020D0414</a>
Criteria to define capacities to respond to ‘low probability – high impact’ (LO-HI) risks (5 <sup>th</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2020/452</b> of 26 March 2020 amending Implementing Decision (EU) 2019/570 as regards capacities established to respond to low probability risks with a high impact	26 March 2020	<a href="https://eur-lex.europa.eu/eli/dec/impl/2020/452/oj">https://eur-lex.europa.eu/eli/dec/impl/2020/452/oj</a>
CBRN Decontamination capacities (6 <sup>th</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2021/88</b> of 26 January 2021 amending Implementing Decision (EU) 2019/570 as regards rescEU capacities in the area of chemical, biological, radiological and nuclear incidents	26 January 2021	<a href="https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2021.030.01.0006.01.ENG&amp;toc=OJ%3AL%3A2021%3A030%3ATOC">https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2021.030.01.0006.01.ENG&amp;toc=OJ%3AL%3A2021%3A030%3ATOC</a>
CBRN stockpiling (7 <sup>th</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2021/1886</b> of 27 October 2021 amending Implementing Decision (EU) 2019/570 as regards stockpiling	27 October 2021	<a href="https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32021D1886">https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A32021D1886</a>

	rescEU capacities in the area of chemical, biological, radiological and nuclear incidents		
Temporary Shelters + Emergency Medical Teams type II (8 <sup>th</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2022/288</b> of 22 February 2022 amending Implementing Decision (EU) 2019/570 as regards rescEU shelter capacities and the modification of quality requirements for Emergency Medical Teams Type 3 capacities	22 February 2022	<a href="#">EUR-Lex - 32022D0288</a> <a href="#">- EN - EUR-Lex (europa.eu)</a>
Transport and Logistics (9 <sup>th</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2022/461</b> of 15 March 2022 amending Implementing Decision (EU) 2019/570 as regards rescEU transport and logistics capacities	14 March 2022	<a href="#">EUR-Lex - 32022D0461</a> <a href="#">- EN - EUR-Lex (europa.eu)</a>
Mobile laboratory capacities and CBRN detection, sampling, identification and monitoring capacities ( 10 <sup>th</sup> rescEU implementing act)	Commission Implementing Decision (EU) <b>2022/465</b> of 21 March 2022 amending Implementing Decision (EU) 2019/570 as regards rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities	21 March 2022	<a href="#">EUR-Lex - 32022D0465</a> <a href="#">- EN - EUR-Lex (europa.eu)</a>
<b>Consolidated version of rescEU implementing Decision 2019/570</b> as amended by the 3 <sup>rd</sup> , the 4 <sup>th</sup> , the 5 <sup>th</sup> , the 6 <sup>th</sup> , the 7 <sup>th</sup> , the 9 <sup>th</sup> and the 10 <sup>th</sup> implementing act ( <u>please note that at the moment the consolidated version is not up-to-date and does</u>	<b>Consolidated text:</b> Commission Implementing Decision (EU) 2019/570 of 8 April 2019 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council as regards rescEU capacities and amending Commission Implementing Decision 2014/762/EU	/	<a href="#">EUR-Lex - 02019D0570-20211029 - EN - EUR-Lex (europa.eu)</a>

not contain the 10 <sup>th</sup> implementing act).			
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### Tertiary legislation – Other

Description	Official title of the legal/implementing act	Adopted on	Weblink
Original UCPM implementing decision on the application of the UCPM in prevention, preparedness and response actions	Commission Implementing Decision <a href="#">2014/762/EU</a> of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism and repealing Commission Decisions 2004/277/EC, Euratom and 2007/606/EC, Euratom	16 October 2014	<a href="#">EUR-Lex - 32014D0762 - EN - EUR-Lex (europa.eu)</a>
Amending Implementing Decision of Decision 2014/762/EU	Commission Implementing Decision (EU) <a href="#">2018/142</a> of 15 January 2018 amending Implementing Decision 2014/762/EU laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism.	15 January 2018	<a href="#">EUR-Lex - 32018D0142 - EN - EUR-Lex (europa.eu)</a>
Implementing decision – <u>consolidated version</u> (containing original UCPM implementing decision 2014/762 and amendments introduced by Decision 2018/142)	<b>Consolidated text:</b> Commission Implementing Decision of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism and repealing Commission Decisions 2004/277/EC, Euratom and 2007/606/EC, Euratom	/	<a href="#">EUR-Lex - 02014D0762-20190410 - EN - EUR-Lex (europa.eu)</a>
Union Civil Protection Knowledge Network	Commission Implementing Decision (EU) <b>2021/1956</b> of 10 November 2021 on the establishment and organisation	10 November 2021	<a href="#">EUR-Lex - 32021D1956 - EN - EUR-Lex (europa.eu)</a>



	of the Union Civil Protection Knowledge Network		
UCPM medals implementing act	Still to be adopted	Still to be adopted	Still to be adopted

#### **ANNEX 4 – List of reference frameworks/ areas**

Humanitarian Aid (including dedicated support to disaster preparedness - ref. to [DG ECHO Disaster Preparedness Guidance Note](#));

The European Health Emergency Preparedness and Response Authority (HERA)

The 2020 EU Security Union Strategy;

The Asylum, Migration and Integration Fund;

The Internal Security Fund;

Decision 1082/2013/EU of the European Parliament and of the Council of 2 October 2013 on serious cross-border threats to health and repealing Decision No 2119/98/EC;

Council Directive (EU) 2015/637 of 20 April 2015 on the coordination and cooperation measures to facilitate consular protection for unrepresented citizens of the Union in third countries and repealing Decision 95/553/EC;

The EU's work on critical entities resilience (CER) and cybersecurity (NIS2);

The EU's work on hybrid preparedness (e.g. Hybrid Toolbox);

The EU's regulatory framework for managing bodies of water, forests, etc.

The Maritime area (e.g. complementarities with the work of the European Maritime Safety Agency);

The Sendai framework for Disaster Risk Reduction;

The 2015 Paris Climate Conference (COP 21) & The 2021 Glasgow Climate Conference (COP 26).

2020 Communication on EU Enlargement policy (COM(2020) 660 final), 2021 Communication on EU Enlargement Policy, COM (2021) 644 final

Instrument for Pre-Accession Assistance II, Instrument for Pre-Accession Assistance III,

European Green Deal related policies like Climate Change adaptation, Sustainable Finance, Forestry strategy, Farm to fork, Soil, Biodiversity, etc.;

Environmental legislation such as the 2007 Floods Directive and 2000 Water Framework Directive (for droughts), SEVESO III (industrial accidents), etc.;

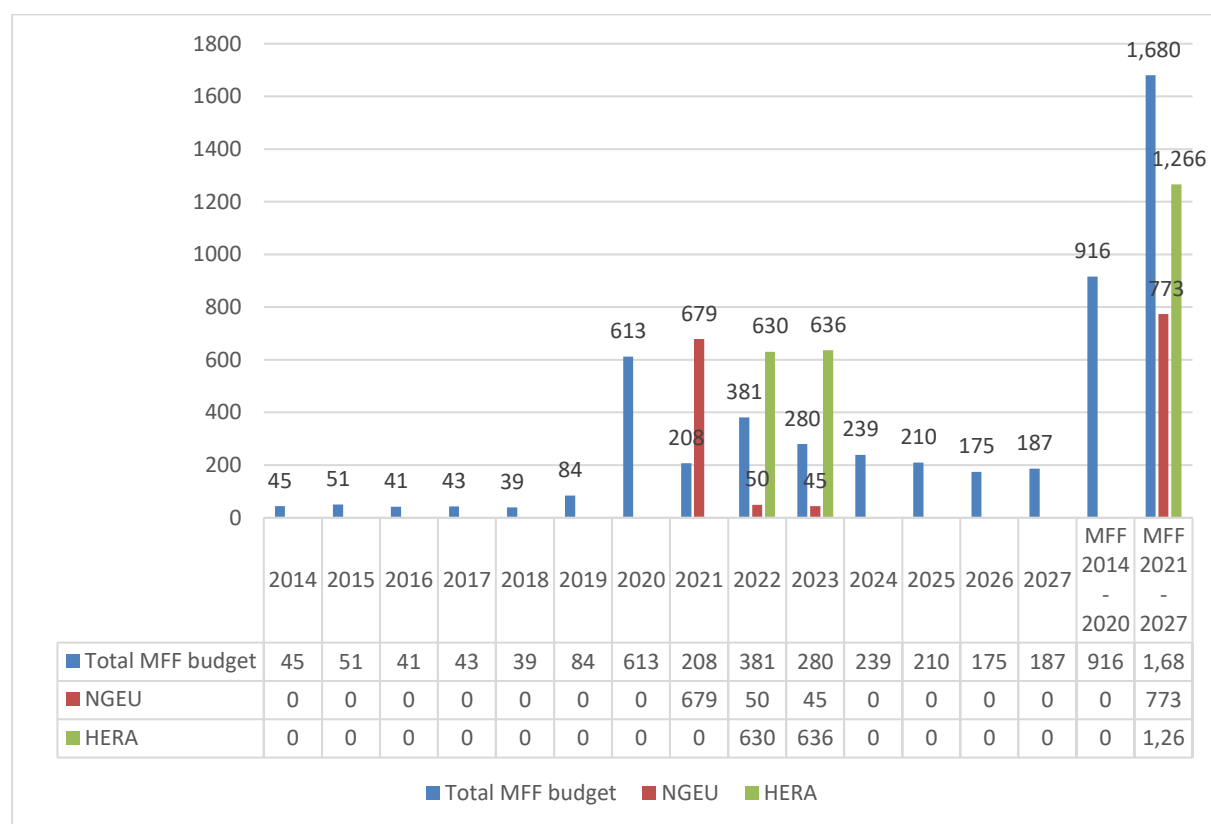
Neighbourhood policies

EU funding programmes and Regional policy, NDICI (former ENI)

Instrument for Contributing to Stability and Peace (CBRN centres of Excellence)

## ANNEX 5 – Overview of UCPM budget<sup>559</sup>

Table 22. Table 1 - Summary of results and outlook MFF 2014-20 & MFF 2021-27, in mEUR<sup>560</sup>



<sup>559</sup> All figures used in Annex 5 are indicative and rounded. The Evaluation support study shall be based on the figures of the official financial reports.

<sup>560</sup> Figures indicated in 2022 correspond to the funds received by 30/06. Figures as from 2023 are indicative, it includes the annual amounts foreseen in the MFF profile (2023-2027).

Table 23. Summary of results and outlook MFF 2014-20 &amp; MFF 2021-27, in mEUR

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	MFF 2014- 2020	MFF 2021- 2027
Voted budget	48	46	48	52	47	54	158	90	101	188	230	203	168	180	<b>453</b>	<b>1.161</b>
Amending budget	-4	0	0	0	0	82	415	58	139	0	0	0	0	0	<b>494</b>	<b>196</b>
Redeployments	-1	3	-9	-11	-10	-56	21	35	115	65	0	0	0	0	<b>-64</b>	<b>214</b>
EFTA	1	1	2	1	1	3	14	20	22	25	8	7	7	7	<b>24</b>	<b>97</b>
PS fees	0	0	0	0	0	1	2	3	3	1	0	0	0	0	<b>2</b>	<b>8</b>
<i>Recovered</i>		0	1	1	1	0	4	2	1	1	0	0	0	0	<b>7</b>	<b>4</b>
<b>Total MFF budget</b>	<b>45</b>	<b>51</b>	<b>42</b>	<b>43</b>	<b>39</b>	<b>84</b>	<b>613</b>	<b>208</b>	<b>381</b>	<b>280</b>	<b>239</b>	<b>210</b>	<b>175</b>	<b>187</b>	<b>916</b>	<b>1.680</b>
NGEU	0	0	0	0	0	0	0	679	46	45	0	0	0	0	<b>0</b>	<b>769</b>
HERA	0	0	0	0	0	0	0	0	630	636	0	0	0	0	<b>0</b>	<b>1.266</b>

Table 24. MFF 2014 - 2020 – based on Commitments, in EUR

Budget line	2014	2015	2016	2017	2018	2019	2020	Total
<b>23 03 01 01- Disaster prevention and preparedness within the Union</b>	27.863.560	29.328.834	29.125.751	29.107.518	30.055.819	64.758.527	521.631.133	<b>731.691.143</b>

<b>23 03 01 02- Disaster prevention and preparedness in third countries</b>	4.385.780	5.593.760	5.702.542	5.758.152	5.115.908	4.119.009	5.150.925	<b>35.826.075</b>
<b>Response within the EU</b>	1.352.013	871.563	2.671.638	1.552.302	2.535.534	6.651.974	2.329.525	<b>17.964.549</b>
<b>Response outside the EU</b>	11.405.075	14.866.719	3.845.125	6.454.641	1.396.656	9.121.260	83.425.403	<b>130.514.879</b>
<b>TOTAL</b>	<b>45.006.428</b>	<b>50.660.876</b>	<b>41.345.055</b>	<b>42.872.613</b>	<b>39.103.918</b>	<b>84.470.770</b>	<b>612.536.986</b>	<b>915.996.646</b>

Table 25. MFF 2021 - 2027 – based on Commitments, in EUR

Budget line		2021	2022	2023	2024	2025	2026	2027	Total
<b>Prevention and Preparedness</b>	MFF	132.451.748	231.805.163	137.854.435	222.078.403	179.170.128	142.516.927	155.220.167	<b>1.251.096.972</b>
	NGEU	678.618.678	44.793.652	44.841.260	-	-	-	-	<b>768.253.590</b>
	NGEU-HERA	-	630.000.000	636.000.000	-	-	-	-	<b>1.266.000.000</b>
<b>Response</b>	MFF	75.315.986	149.500.000	92.500.000	15.000.000	30.000.000	30.000.000	30.000.000	<b>422.315.986</b>
	NGEU	-	5.000.000	-	-	-	-	-	<b>5.000.000</b>
<b>TOTAL</b>		<b>886.386.412</b>	<b>1.061.098.815</b>	<b>961.195.695</b>	<b>237.078.403</b>	<b>209.170.128</b>	<b>172.516.927</b>	<b>185.220.167</b>	<b>3.712.666.548</b>

Table 26. allocation of funds for the three pillars of the UCPM

	<b>2021</b>	<b>2019</b>	<b>2013</b>
Prevention	5 % (+/- 4)	20 % (+/- 8)	20 % (+/- 8)
Preparedness	85 % (+/- 10)	50 % (+/- 8)	50 % (+/- 8)
Response	10 % (+/- 9)	30 % (+/- 8)	30 % (+/- 8)

The Commission must assess the breakdown in the light of the outcome of this interim evaluation.

## The European Civil Protection and Humanitarian Aid Operations - ECHO

### ECHO Mission

The primary role of the Directorate-General for Civil Protection and Humanitarian Aid Operations (DG ECHO) of the European Commission is to manage and coordinate the European Union's emergency response to conflicts, natural and man-made disasters. It does so both through the delivery of humanitarian aid and through the coordination and facilitation of in-kind assistance, specialist capacities, expertise and intervention teams using the Union Civil Protection Mechanism (UCPM)

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