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COMMISSION STAFF WORKING DOCUMENT
EVALUATION

**Evaluation of the Union Civil Protection Mechanism
(2017-2022)**

{SWD(2024) 213 final}

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Glossary

<i>Term or acronym</i>	<i>Meaning or definition</i>
CBRN	Chemical Biological Radiological and Nuclear
CECIS	Common Emergency Communication and Information System
CPC	Civil Protection Committee
Decision	Decision No. 1313/2013/EU of the European Parliament and the Council of 17 December 2013
DG CLIMA	Directorate-General for Climate Action
DG DEFIS	Directorate-General for Defence Industry and Space
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DG ENER	Directorate-General for Energy
DG HERA	Health Emergency Preparedness and Response Authority
DG ENV	Directorate-General for Environment
DG HOME	Directorate-General for Migration and Home Affairs
DG INTPA	Directorate-General for International Partnerships
DG MARE	Directorate-General for Maritime Affairs and Fisheries
DG MOVE	Directorate-General for Mobility and Transport
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
DG RTD	Directorate-General for Research and Innovation
DG SANTE	Directorate-General for Health and Food Safety
DRG	Disaster Resilience Goals
DRM	Disaster Risk Management
DRMKC	Disaster Risk Management Knowledge Centre
ECDC	European Centre for Disease Prevention and Control
ECPP	European Civil Protection Pool
EEAS	European External Action Service
EERC	European Emergency Response Capacity

EMC	European Medical Corps
EMSA	European Maritime Safety Agency
EoE	Exchange of Experts Programme
ERCC	European Response Coordination Centre
EU	European Union
EUCPT	EU Civil Protection Team
EUSPA	European Union Agency for the Space Programme
EWS	Early Warning Systems
IOM	International Organization for Migration
ISG	Inter-service Steering Group
JRC	Joint Research Centre
KAPP	Knowledge for Action in Prevention and Preparedness
KPI	Key Performance Indicator
MFJ	Multi-annual Financial Framework
NATO	North Atlantic Treaty Organisation
OCHA	Office for Coordination of Humanitarian Affairs
PPP	Prevention and Preparedness Programme
PRAF	Peer Review Assessment Framework
PROCIV	Council Working Party on Civil Protection
SG	Secretariat-General
SWD	Commission Staff Working Document
TFEU	Treaty on the Functioning of the European Union
ToR	Terms of Reference
UCPM	Union Civil Protection Mechanism

UNDRR

United Nations Office for Disaster Risk Reduction

1. INTRODUCTION

In October 2001, the European Commission established the Union Civil Protection Mechanism (hereafter 'the Mechanism' or 'UCPM'). It aims to strengthen cooperation between the EU Member States and other Participating States on civil protection to improve prevention, preparedness, and response to disasters. When an emergency overwhelms the response capabilities of a country in Europe and beyond, it can request assistance through the Mechanism. The Commission, together with the EEAS and EU Delegations (for consular matters), plays a key role in coordinating the disaster response worldwide.

Despite the increasing number of activities in the domain of civil protection, it is important to highlight that the UCPM acts as supporting competence to Member States, as fixed by article 6 (f) and 196 of the TFEU. In consequence, all activities and developments under the UCPM are steered by Member States¹. This entails that actions undertaken by the UCPM are following guidance by Member States. The same applies to the assessment of its effectiveness and efficiency.

Purpose and scope of the Evaluation

This Staff Working Document (SWD) presents the results of the evaluation (hereafter the 'Evaluation') of the implementation of Decision No 1313/2013/EU of the European Parliament and the Council of 17 December 2013² (hereafter the 'Decision') on a [Union Civil Protection Mechanism](#).

This evaluation assesses the effectiveness, cost efficiency and continued implementation of all the provisions of the Decision. It furthermore assesses the degree of coordination and synergies achieved with some other Union policies, programmes, and funds, including medical emergencies³. The Evaluation has taken into consideration that some provisions, notably article 6(4), only entered into force in mid-2021, and their effects will not yet have materialised entirely. In line with the requirements of article 34 of the Decision, DG ECHO will submit a communication on the results of the Evaluation to the European Parliament and the Council.

The Evaluation covers activities carried out under the UCPM in the timeframe **January 2017 to December 2022**. In particular, the Evaluation encompasses actions carried out

¹ Largely through the Council WP PROCIV, the Civil Protection Committee as well as through dedicated DGs meeting and technical working groups.

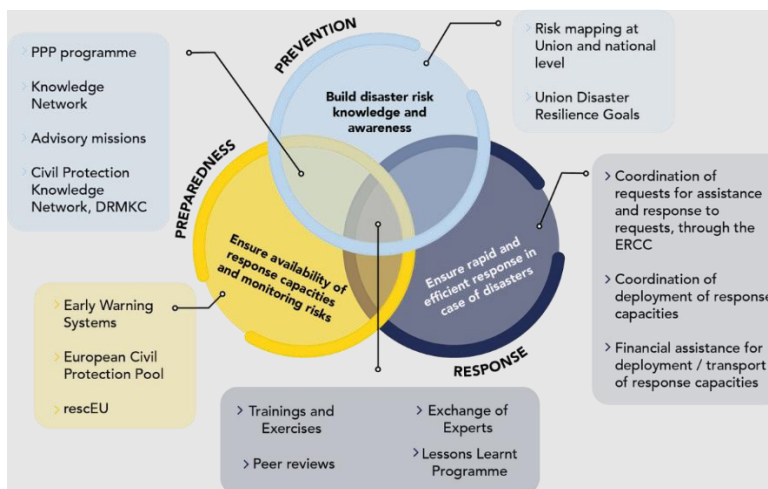
² Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism.

³ As per art 34 of the Decision. Medical emergencies are mentioned specifically because of the increased UCPM medical emergency activities during the Covid pandemic.

under the framework of the UCPM and spanning across the three fields (UCPM pillars) of prevention, preparedness, and response to natural and man-made disasters. It succeeds the previous Evaluation covering the timeline 2014-2016.

The geographical scope includes the UCPM Member⁴ and Participating States as well as third countries with UCPM activations (where relevant).

Figure 1. Interactions among the UCPM pillars and activities (non-exhaustive)



Source: ICF elaboration

Based on an analysis of the actions performed, the Evaluation provides an indication of whether the general and specific objectives (see section 2), 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), are covered as well.

The UCPM has conducted a wide range of activities and response actions during the evaluation period and this, often, under exceptional circumstances. All activities are – as per mandate of the UCPM – discussed and agreed with Member States on various levels before their implementation. In this regard, DG ECHO has expanded its lessons learned programme in which reflections are brought forward and analysed in close coordination with Member States and their experts.

Furthermore, DG ECHO contracted an independent support study for [an overall assessment of the UCPM activities](#). This support study was concluded in January 2024 and informed the preparation of this report in greater detail. However, with several ongoing response activities by Member States and DG ECHO staff (e.g. Ukraine) and new activities emerging (e.g. earthquake in Türkiye, wildfires), the data collected was partly limited. Consequently, this situation had a negative impact on the data quality of the support study and was mitigated, where possible, by in-depth quantification of internal and external costs as well as impacts, in the conducted case studies.

⁴ United Kingdom (UK) was an EU Member State until 2020 (inclusive).

Additionally, the report draws on information gathered from previous evaluation studies, notably DG ECHO's [Civil Protection Prevention and Preparedness Projects](#)⁵ as well as [logistics in the European Commission's civil protection and humanitarian aid operations](#)⁶. Several other studies have also been carried out, notably on the [UCPM training programme](#)⁷; on the [definitions, gaps and costs of response capacities for the UCPM](#)⁸; and on a [network of European hubs for Civil Protection and Crisis Management](#)⁹. Moreover, DG ECHO draws from baseline findings of the report on an '[Overview of risks that the Union may face](#)'¹⁰, which DG ECHO issued in cooperation with the World Bank.

Further, DG ECHO has piloted evidence-based approaches to assess the efficiency of prevention and preparedness investments. For instance, DG ECHO carried out an analysis of the training and capacity-building activities under the Union Civil Protection Knowledge Network. The analysis focused on two earthquake disaster interventions, in Albania (November 2019) and Croatia (March 2020), and demonstrated that UCPM efforts to train and coordinate ex-ante civil protection personnel resulted in beneficial cost-benefit ratios. While these economic analyses are data-intensive and cannot be carried out for every activity of the UCPM, they serve as a case study for the analysis of the cost-effectiveness of a broader set of UCPM activities.

Besides external studies and evaluation, DG ECHO collects internal data on all activities being conducted as well as on the achievement of Key Performance Indicators. Key developments and activities of the year 2023, for which an independent evaluation was not yet possible, have been taken into consideration for this report. These include the adoption of the [Union Disaster Resilience Goals](#), (hereafter 'Disaster Resilience Goals'), the continuous implementation of [rescEU](#) and [European Civil Protection Pool](#) (ECPP) capacities, the introduction of the [Knowledge for Action in Prevention and Preparedness](#)

⁵ European Commission, Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), Furci, V., Enria, N., Esteves, S. et al., *Evaluation of the European Commission's civil protection prevention and preparedness projects (2014-2020)*, Publications Office, 2021, <https://data.europa.eu/doi/10.2795/01355>.

⁶ European Commission, Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), Lindström, J., Smith, S., Zeisl, Y. et al., *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 – Final report*, Publications Office of the European Union, 2023, <https://data.europa.eu/doi/10.2795/53746>.

⁷ European Commission, Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), *Study on the Union civil protection mechanism training programme*, Publications Office, 2019, <https://data.europa.eu/doi/10.2795/612693>.

⁸ Centre for Strategy and Evaluation Services, *Evaluation Study of Definitions, Gaps and Costs of Response Capacities for the Union Civil Protection Mechanism*, 2019, https://civil-protection-humanitarian-aid.ec.europa.eu/system/files/2020-01/capacities_study_final_report_public.pdf.

⁹ European Commission, Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), *Network of European hubs for civil protection and crisis management – Final report*, Publications Office, 2020, <https://data.europa.eu/doi/10.2795/34195>.

¹⁰ European Commission, Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), *Overview of natural and man-made disaster risks the European Union may face*, Publications Office of the European Union, 2017, <https://data.europa.eu/doi/10.2795/861482>.

(‘KAPP’) grants to strengthen disaster resilience, as well as the responses to wildfires, floods and earthquakes. Further inputs to this Evaluation were received during discussions with Member States and Participating States, including during meetings of the Civil Protection Committee (CPC), the Civil Protection Council Working Party (PROCIV), and meetings of the Directors-General.

The evaluation is structured around the five mandatory evaluation criteria under the European Commission's Better Regulations Guidelines¹¹: effectiveness, efficiency, relevance, coherence, and EU added value.

Limitations:

This report faces limitations which have an impact on the assessment of the instrument. As mentioned above, the UCPM, as a supporting instrument, has very limited influence on the reporting on UCPM activities by Member States. This includes the national risk assessments, the national tracking of in-kind assistance and the capacity development. This reality has a direct effect on the analysis capabilities for DG ECHO and represents an impeding factor for the Evaluation report. Furthermore, the assessment of the effectiveness and efficiency of activities has a political and qualitative dimension. Member States’ evaluation of the success of operations may depend on whether they requested assistance or sent assistance rather than on a common methodology.

The external support study highlighted that – despite progress made since the 2017 Evaluation – the internal monitoring and tracking of specific actions, costs and impacts needs to be improved. One additional example is the lacking connection between the numbers of response capacities registered in the European Civil Protection Pool with relevant risks identified by Member States and national capacities. While the data is significant for the assessment of the UCPM, there is a largely varying degree of data received and collected systematically. As a first step, the development of the new CECIS.2.0 tool for the ERCC and the Civil Protection Data Repository will further facilitate the development of a better analysis of response data.

The conduction of the external support study faced further limitations¹² for which specific mitigation measures were applied. Among others, the response to multiple ongoing emergencies during the running of the support study resulted in a partial unavailability of national civil protection authorities, experts, and relevant stakeholders for interviews, as well as a delay in some case studies. Furthermore, due to the predominantly qualitative data available, a comprehensive cost-benefit analysis could only be executed for a part of the intervention.

Regarding the scope of the Evaluation, it primarily focuses on assessing the effectiveness, cost efficiency and implementation of the Decision, including coordination and synergies

¹¹ European Commission, SWD(2021) 305 final, 3 November 2021, *Better Regulation Guidelines*, http://ec.europa.eu/info/better-regulation-guidelines-and-toolbox_en.

¹² See Annex III of this Evaluation and section 4.2 of the independent support study.

achieved with other Union policies, programmes and funds. The assessment does not structurally examine interlinkages with other programmes, such as Technical Support Instrument ('TSI'), Programme for the Environment and Climate Action ('LIFE') and Horizon Europe.

2. WHAT WAS THE EXPECTED OUTCOME OF THE INTERVENTION?

2.1 Description of the intervention and its objectives

The European Union ('the EU') plays a key role in coordinating the prevention, preparedness, and response to disasters in the EU 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 man-made 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 to assist each other are scarce. In those circumstances, action at EU level can ensure a faster and more comprehensive response.

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 EU¹³ (TFEU). 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 to ensure the continued protection of people, the environment and property, in a world where the number, severity and complexity of disasters was increasing, the Council and the European Parliament repealed previous legislation and adopted the

¹³ European Union. Treaty. 2008. Consolidated version of the Treaty on the Functioning of the European Union. Published in the Official Journal of the European Union (OJ C 326/47) on 26 October 2012, eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:12012E/TXT.

['UCPM Decision'](#)¹⁴ which is currently in force and defines the activities within the UCPM framework.

The general objective¹⁵ of the [UCPM](#) is to strengthen cooperation between the Union, the 27 EU Member States and the 10 Participating States¹⁶ currently taking part in the UCPM (Albania, Bosnia and Herzegovina, Iceland, Montenegro, North Macedonia, the Republic of Moldova (hereinafter 'Moldova'), Norway, Serbia, Türkiye, and Ukraine), 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.

The UCPM can draw upon various available scientific tools, including the Copernicus Emergency Management Service (which inter alia produces satellite maps addressing risk, response and recovery and can be activated by any Member State), to support emergency management activities and to enhance national disaster preparedness.

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. The UCPM should 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.

Finally, the UCPM facilitates the cooperation throughout the entire Disaster Risk Management cycle among the Member/Participating States, coordination through the Emergency Response Coordination Centre (ERCC), and the provision of assistance to countries all over the world¹⁷. 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**¹⁸ further detail the UCPM's aim to "support, complement and facilitate coordination of Member States' action" as follows:

1. 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;
2. to enhance preparedness at Member State and Union level to respond to disasters;

¹⁴ Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism.

¹⁵ Article 1(1) of Decision No 1313/2013/EU.

¹⁶ State of October 2023. The number of Participating States increased during the scope of the Evaluation.

¹⁷ Article 1(2) of Decision No 1313/2013/EU.

¹⁸ Article 3(1) of Decision No 1313/2013/EU.

3. 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;
4. to increase public awareness and preparedness for disasters;
5. to increase the availability and use of scientific knowledge on disasters; and
6. to step up cooperation and coordination activities at cross-border level and between Member States prone to the same types of disasters.

The below figure 2 provides an overview of the main UCPM activities. A comprehensive overview of the theory of change of the UCPM intervention 2017 – 2022¹⁹ is displayed in Annex VI.

Figure 2. Main UCPM activities per pillar



¹⁹ Based on the external support study.

2.2 Point(s) of comparison

The 2014-2016 evaluation had a slightly different set of mandatory evaluation criteria (relevance, effectiveness, efficiency, coherence, and sustainability), as opposed to the current criteria of effectiveness, efficiency, relevance, coherence, and EU added value. In reading across the conclusions, we will match the first four criteria. Because sustainability and EU added value are not comparable criteria, we will tackle them separately.

The 2017 Staff Working Document, in its guidance based on the 2014-2016 evaluation, highlighted the following in its conclusions:

There was sufficient evidence to demonstrate the continued **relevance** of UCPM objectives to Europe's needs. Eurobarometer work showed citizen support was strong for a common EU policy and EU coordination in civil protection both in the EU and globally. The European Parliament had called on the Commission to further support cooperation among European civil protection authorities. Stakeholders had highlighted the flexibility of the UCPM to rapidly adapt and address newly emerging crises (Ebola outbreaks, high migrant flow into EU Member States), which is also a finding of this current evaluation under similar novel pressures. However, the 2017 evaluation pointed out the rise in UCPM activations outside of Europe during that time period. It raised the challenge of finding the right balance between being a framework of mutual assistance between European countries in the aftermath of natural and man-made disasters and evolving towards a more complex instrument capable of addressing crises of a multiple nature and with a global reach. Since 2017, this evolution has continued to provide the European Commission and the EU with a strong global tool responding not only to needs but also to the ambitions of the current political leadership of the Commission under the Strategic Priority of "Europe in the World".

In 2017, an analysis of the UCPM **effectiveness** highlighted encouraging progress under each of the specific objectives. The UCPM was fully on track to achieve its objectives 1-3 (disaster prevention framework, readiness for disasters and response to disasters) in a timely and effective manner, based on the indicators set by the legislation and on stakeholder feedback. The 2017 external evaluation struggled to find robust and consistent quantitative data (e.g. speed, needs assessments) to corroborate the stakeholders' very positive views on UCPM disaster response. However, public awareness and preparedness to disasters (objective 4) had been less well rated by stakeholders. The 2017 evaluation concluded on this that the UCPM's activities were not the only contributor to the "level of awareness of Union citizens of risks in their regions".

The 2017 evaluation also identified several challenges which, if promptly addressed, could further increase the effectiveness of the UCPM. These included, among others:

- establishing a baseline/benchmarks (e.g. speed, cost/effectiveness, etc.) for comparable types of emergencies;

- developing a more evidence-based process to set capacity goals for disaster preparedness;
- revisiting the system of incentives to pool response assets;
- and developing new capacities in the EERC

Disaster prevention was considered a critical area that would require additional resources in the future and the 2017 evaluation suggested that an impact evaluation be carried out on where UCPM had been most effective in assessing/reducing disaster and climate risks. Overall, the 2017 evaluation recommended closer linkages between UCPM activities in prevention and preparedness and broader EU-wide programmes (e.g. Cohesion/European Regional Development Fund, European Investment Bank, etc.).

In 2017, UCPM Member States and Participating States viewed UCPM's **efficiency** as positive; in particular, emergency response and administrative costs were considered acceptable by most Participating States. The evaluation had attempted to carry out analysis of costs for comparable response missions (e.g. aerial forest fires missions; transport of modules and in-kind assistance; etc.). The 2017 evaluation found that there was not enough data and recommended systematic cost analyses and, possibly, the determination of cost benchmarks (or ranges) for certain types of missions/transport.

This is close in essence to a conclusion and recommendation in this current evaluation (see section 5.2) and shows that the challenge of data gathering and the difficulty of comparability across urgent and diverse interventions remains problematic five years later.

Internal **coherence** was deemed satisfactory by the 2017 evaluation. Several cross-cutting activities of the Mechanism (e.g. lessons learned, advisory missions, peer reviews, exchange of experts, etc.) provide for an integrated prevention-preparedness-response approach. Externally, linkages between the UCPM and other policy areas had increased compared to the previous framework (2007-2013). Focusing on a result-based agenda and milestones had led to more effective cooperation. Formal coordination mechanisms had emerged for the prevention and preparedness activities carried out in Neighbourhood and Pre-Accession countries.

Finally, knowledge-sharing and training activities were considered critical to creating a community of European civil protection practitioners and, ultimately, to ensuring **sustainability** of the UCPM's results. However, at a system level, several issues are considered as critical for the sustainability of the UCPM going forward. A viable financial model was needed to ensure availability of capacities in the voluntary pool; an efficient strategy to build the European civil protection human resource capacity needed to be rolled out; the role of the private sector in the implementation of UCPM activities needs to be clarified; end-users needs should inform the design and monitoring of prevention and preparedness projects financed by the UCPM. The UCPM should get closer to regional actors while supporting the role of national civil protection authorities to ensure risk management governance all along the European-national-regional-local chain.

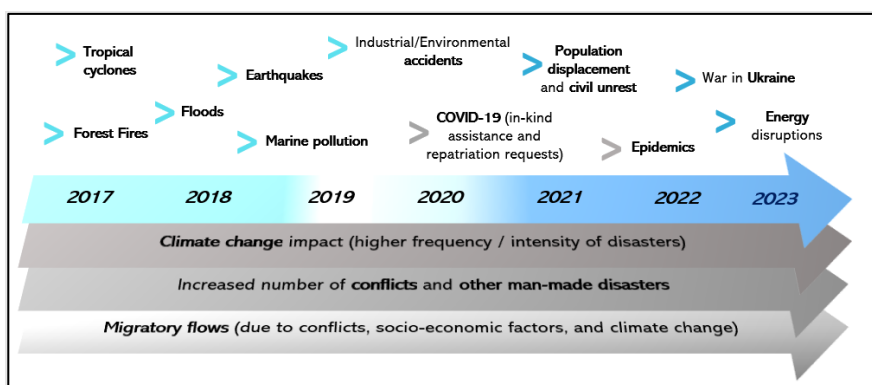
The 2017 Evaluation did not consider EU added value in a structural manner.

3. HOW HAS THE SITUATION EVOLVED OVER THE EVALUATION PERIOD?

Current state of play

The evaluation period was marked by a drastic change in the European risk landscape which forced the UCPM and its Member States and Participating States to adapt large parts of their activities and workflows. The below Figure 3 provides a non-exhaustive overview of the main disaster types that triggered UCPM activations during the evaluation period, along with external factors/drivers (climate change, conflicts, and associated migratory flows) that had, and will likely continue to have an impact on the UCPM.

Figure 3. Evolving risk landscape: natural, man-made disasters, external factors



Source: ICF elaboration

Legal developments triggered by disasters:

The evolution of the UCPM is illustrated by the developments in its legal basis, as shown in Figure 4. During the evaluation period (2017-2022), the UCPM went through several legislative and operational changes, in particular through the amendments adopted in 2018, 2019 and most recently in 2021²⁰. The main triggers for most of these changes were the need to increase capacity and interlinkages in 2017, and to better respond to the COVID-19 pandemic in 2020.

²⁰ Commission Implementing Decision (EU) 2018/142 of 15 January 2018 amending Implementing Decision 2014/762/EU laying down rules for the implementation of Decision 1313/2013/EU - [EUR-Lex - 32018D0142 - EN - EUR-Lex \(europa.eu\)](#);
Decision (EU) 2019/420 of the European Parliament and the Council of 13 March 2019 amending Decision 1313/2013/EU on a Union Civil Protection Mechanism - [EUR-Lex - 32019D0420 - EN - EUR-Lex \(europa.eu\)](#);
Regulation (EU) 2021/836 of the European Parliament and of the Council of 20 May 2021 amending Decision 1313/2013/EU on a Union Civil Protection Mechanism - [EUR-Lex - 32021R0836 - EN - EUR-Lex \(europa.eu\)](#).

Figure 4. Changes to the UCPM legal framework 2017-22

Noteworthy legislative acts from before the evaluation temporal scope (before 2017)	
>	2001/792/EC Council Decision establishing a Community mechanism to facilitate reinforced cooperation in civil protection assistance interventions
>	Art. 196 TFEU 'Civil Protection'
>	Decision (EU) 1313/2013 ('UCPM Decision').
>	Commission Implementing Decision 2014/762/EU
Legislative developments throughout evaluation temporal scope (2017-2022)	
Key:	> UCPM > RescEU > Other
2018	> Integration of European Medical Corps in the Voluntary Resource pool (Commission Implementing Decision (EU) 2018/142).
2019	> Redefinition of the European Civil Protection Pool Decision (EU) 2019/420 and implementing Decision (EU) 2019/1310). > Establishment and defining capacities of the rescEU reserve pool (Decision EU/ 2019/420 and Commission Implementing Decisions (EU) 2019/570, 2019/1310, 2019/1930).
2020	> Reinforcement of rescEU's medical stockpiling capacities (Commission Implementing Decision (EU) 2020/414) > Definition of rescEU capacities established to respond to low probability risks with a high impact (Definition of the Commission Implementing Decision (EU) 2020/452) > 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 (Decision (EU) 2020/547)
2021	> Reinforcement of the UCPM Decision , including the following main changes: revising rescEU capacities, development of Union Resilience Goals and a more flexible UCPM budget structure (Regulation (EU) 2021/836) > Definition of rescEU capacities in the area of chemical, biological, radiological and nuclear incidents (Implementing Decision (EU) 2021/88) > Definition of stockpiling rescEU capacities in the area of chemical, biological, radiological and nuclear incidents (Commission Implementing Decision (EU) 2021/1886) > Establishment and organisation of the Knowledge Network (Implementing Decision 2021/1956)
2022	> Reinforcement of rescEU shelter capacities and the modification of quality requirements for Emergency Medical Teams Type 3 capacities (Commission Implementing Decision (EU) 2022/288) > Reinforcement of rescEU transport and logistics capacities , e.g. also to respond to low probability high impact disasters (Commission Implementing Decision (EU) 2022/461) > Definition of rescEU mobile laboratory capacities and rescEU CBRN detection, sampling, identification and monitoring capacities (Commission Implementing Decision (EU) 2022/465) > Definition of rescEU emergency energy supply capacities (Implementing Decision (EU) 2022/1198) > Establishment of criteria and procedures for recognising long-standing commitment and extraordinary contributions to the UCPM (Commission Implementing Decision (EU) 2022/706)

Source: ICF elaboration

In 2017, the long and severe forest fires across several European countries (including Portugal, Spain, Italy, Croatia, and France) highlighted the need to strengthen the UCPM. Despite very significant efforts from Member States and Participating States and the coordination efforts by the ERCC, not all requests for assistance to respond to forest fires could be addressed.²¹ This is why Decision (EU) 2019/420 of 13 March 2019 amending Decision No. 1313/2013/EU²² was adopted, to:

- Strengthen the Union response capacities by creating a common European reserve of resources, called rescEU;

²¹ European Commission DG ECHO (2017) Annual Report.

²² [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 \(europa.eu\).](https://eur-lex.europa.eu/eli/dec/2019/420/oj)

- Further develop mutual assistance consisting of pre-committed national capacities, offered by the participating countries under the ECPP, by setting up higher or new EU co-financing (in UCPM deployments);
- Improve the prevention and preparedness to enhance Member States' disaster risk management; and
- Create a Knowledge Network.

Decision 2019/420 aimed at addressing the limitations and issues identified by the Interim Evaluation conducted in 2017,²³ by introducing new reporting provisions, and a revision of the voluntary pool (through a change in name to the ECPP and increased financing to reinforce its aims). The (now) ECPP brings together resources from Member and Participating States such as forest fire fighting, water purification, chemical, biological, radiological, and nuclear (CBRN) and other rescue or medical teams, ready for deployment to a disaster zone at short notice. Other significant changes included the amendment to Article 6 (Risk management), which was substantially updated²⁴. Decision 2019/420 introduced new reporting obligations for Member States on risks having a cross-border impact a new specific consultation mechanism to enhance appropriate prevention and preparedness planning among Member States that are prone to similar types of disasters (para 2), and new rules that apply when a Member State frequently requests the same type of assistance through the UCPM for the same type of disaster (para 4). In addition, Article 6(3) was introduced, which required the Commission and Member States to develop reporting guidelines for the purpose of the submission of the summary referred in paragraph 1 (d).²⁵ However, the UCPM still mainly relied on Member States' resources.

In 2020, the COVID-19 pandemic significantly tested the UCPM's ability to respond to a large-scale, high-impact, low-probability (Hi-Lo) disaster happening simultaneously across several Member and Participating States. On 2 June 2020, the Commission tabled a proposal to reinforce the UCPM and the crisis management system, which resulted in the adoption of Regulation (EU) 2021/836²⁶ amending Decision No 1313/2013/EU. Specifically, the revision:

- enhanced the analytical, monitoring, and anticipatory capabilities of the ERCC;
- reinforced the rescEU reserve, by granting the Commission the possibility to directly procure elements;

²³ European Commission (2017) Interim Evaluation of the UCPM 2014-2016. Available here: https://civil-protection-humanitarian-aid.ec.europa.eu/system/files/2017-06/ucpm_-_opc_report_0.pdf

²⁴ [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 \(europa.eu\)](#)

²⁵ In 2019, the Commission adopted Reporting guidelines on Disaster Risk management for the submission of summaries of risk assessments and risk management capabilities, to guide Member States in their reporting obligations. European Commission (2019) Reporting Guidelines on Disaster Risk Management, Art. 6(1)d of Decision No 1313/2013/EU

²⁶ 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. [EUR-Lex - 32021R0836 - EN - EUR-Lex \(europa.eu\)](#)

- introduced Disaster Resilience Goals to enhance the resilience of the Union and the Member States by establishing baseline objectives to steer prevention and preparedness action in civil protection. The Goals are closely linked to the Scenario Building, assessing the risks, capability gaps and proposing elements to fill these;
- established a more flexible budget structure (e.g. carry-over for response activities), aimed at increasing the UCPM'S efficiency in fulfilling its mandate; and
- significantly developed scenario-building and disaster management planning. The revised Article 10 provides that planning includes scenario-building at Union level for disaster prevention, preparedness, and response, considering the work carried out in relation to the Disaster Resilience Goals and the work by the Knowledge Network, and based on additional data sources, including, among others, the overview of risks.

In recent years, the Commission has adopted several implementing measures that continued to shape the UCPM legal framework. Among these, Commission Implementing Decision 2021/1956 established the Union Civil Protection Knowledge Network (“Knowledge Network”), which aims at strengthening the UCPM by increasing cooperation, coordination, skills, and expertise in Members and Participating States of the UCPM. Moreover, eleven rescEU implementing acts²⁷ have been adopted with the aim to reflect the regular analysis of identified and emerging risks as well as of capacities and gaps at Union level, revealing a need to support civil protection activities by providing, among others, medical stockpiling; shelter capacities; and CBRN detection capabilities.

Further developments triggered by disasters:

The response to Russia’s war of aggression against Ukraine triggered the largest UCPM activation to date, including a complex logistics operation. On 15 February 2022, Ukraine activated the UCPM 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, CBRN countermeasures, and agricultural supplies (seeds).

The ERCC supported Poland, Romania, and Slovakia to set up UCPM logistics hubs²⁸ in which incoming assistance was received and consolidated before being sent on to Ukraine. Furthermore, in response to the substantial number of contacts by private companies following the “Stand for Ukraine” campaign of the Commission, the first rescEU stockpile was set up for specialized private sector donations, which is hosted by Belgium. 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. Poland, Moldova, Slovakia, and Ukraine

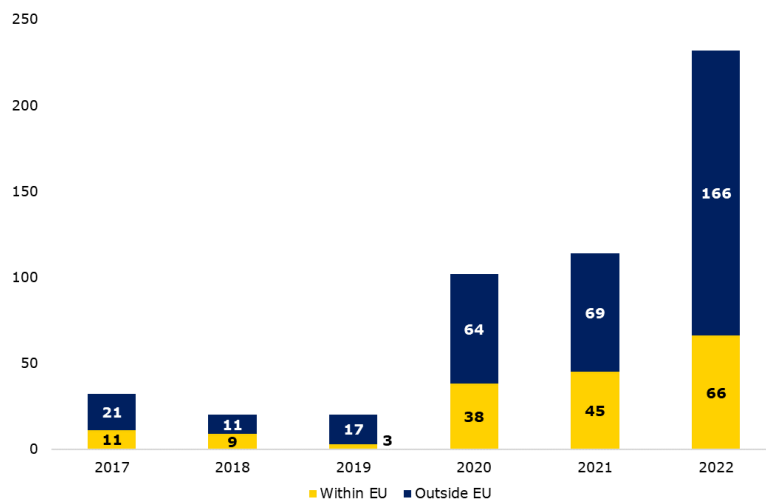
²⁷ [Consolidated text](#) (as amended by the 3rd, the 4th, the 5th, the 6th, the 7th, the 8th, the 9th, and the 10th implementing acts): Commission Implementing Decision (EU) 2019/570 of 8 April 2019 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council as regards rescEU capacities and amending Commission Implementing Decision 2014/762/EU

²⁸ Funding-support of goods channelled through hubs

requested support for medical evacuation operations from their respective countries to other European countries with available hospital capacity.

At the same time, the number of activations inside and outside the EU increased significantly during the period of this evaluation.

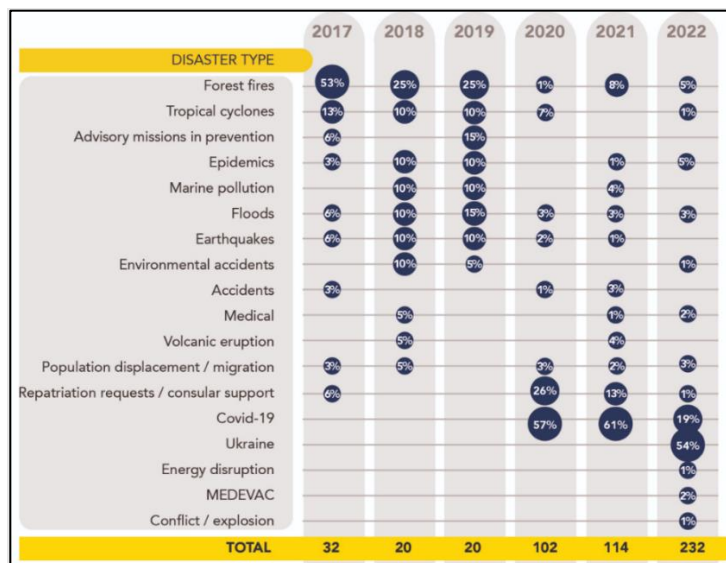
Figure 5. Overview of total UCPM activations between 2017 and 2022 differentiating between activations within and outside the EU



Source: ICF support study. Out of the 166 activations outside the EU, 126 were Requests for Assistance from Ukraine

In parallel to an increase in activations of the Mechanism, the kind of disasters which triggered an activation changed significantly.

Figure 6. UCPM activations by type between 2017-2022



Source: ICF support study based on DG ECHO internal data

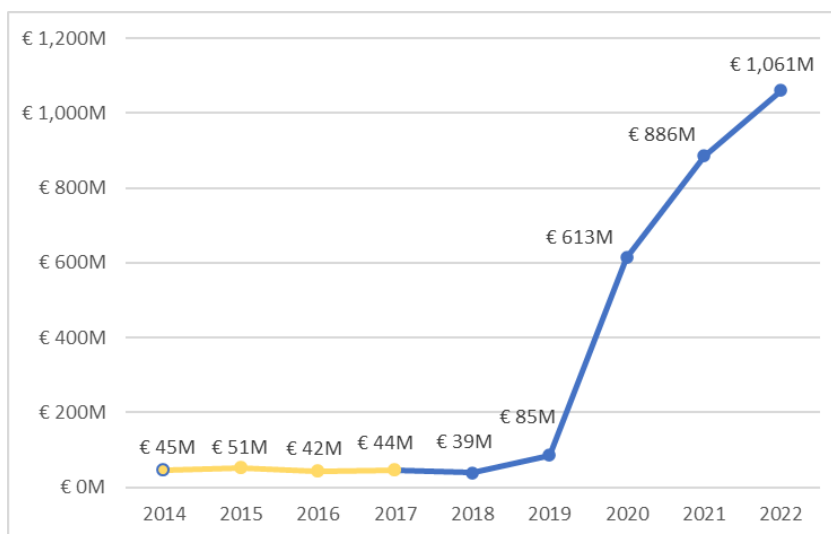
Between 2017-2019, natural events represented over 50% of all annual activations. This pattern changed substantially from 2020 following the onset of the COVID-19 pandemic. Between 2020-2021, COVID-19 represented over 50% of activations per year. While the average annual number of natural event activations remained constant between 2017-2022, they represented less than a quarter of activations between 2020-2022. Russia’s war of aggression against Ukraine represented 54% of the activations in 2022.

Budget:

The timeframe of this evaluation covers two EU financial cycles (Multiannual Financial Frameworks), namely 2014 – 2020 and 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. Over 2014-2019 the average yearly budget amounted to EUR 50.7 million, in 2020, the Mechanism received EUR 613 million in total. Overall, the total budget of the UCPM for the programming period 2021-2027 (EUR 3,719 million) saw nearly a tenfold increase compared to the initial 2014-2020 budget (EUR 368 million).

Allocation of budget per pillar								
Real prices								
Values	2017	2018	2019	2020	2021	2021 NGEU	2022	2022 NGEU
Prevention	5,753,796	5,445,197	3,878,559	15,252,403	2,104,822	3,059,335	10,752,590	-
Preparedness	26,569,557	28,453,000	53,637,578	508,377,976	124,005,796	119,404,265	217,984,666	843,237,594
Response	7,033,189	3,761,692	14,894,504	84,653,591	75,315,986	5,400,000	149,500,000	-
Horizontal	1,954,001	1,399,407	11,195,488	2,061,068	1,629,853	702,303	3,271,062	1,549,875
TOTAL	41,310,543	39,059,296	83,606,130	610,345,037	203,056,457	128,565,904	381,508,319	844,787,469

Figure 7. Development of UCPM funding (2014-2022)



Source: ICF support study and ECHO data

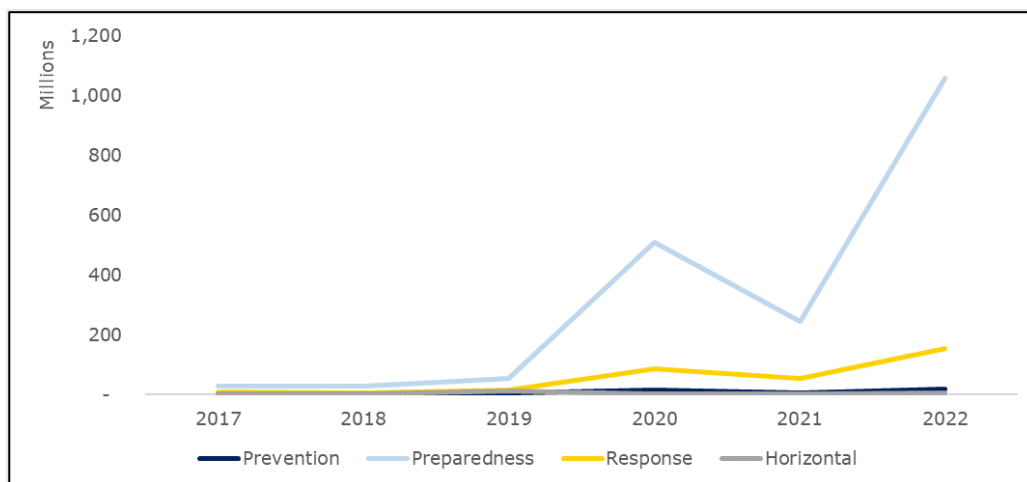
The budget allocated to each UCPM pillar also increased during the evaluation period but at different rates as shown in figure 8. Most of the increase was due to rescEU though not exclusively. Indeed, as of 2022, even excluding Next Generation EU:

The budget allocated to prevention was twice that of 2017;

The budget allocated to preparedness was eight times that of 2017;

The budget allocated to response was about 21 times that of 2017, with most of the change happening between 2020 and 2022.

Figure 8. Contracted budget per pillar, 2017-2022



Source: ICF support study based on DG ECHO internal data

Compared with the previous financial cycle, the financial envelope for 2021-2027 not only includes funds from the MFF, but also includes an additional allocation from Next Generation EU funding. While using the rescEU reserve in 2019 already provided an increase to the UCPM budget (from EUR 39 million in 2018 to EUR 84 million in 2019), the most significant increase came through Next Generation EU.

Next Generation EU was a temporary reinforcement addressing recovery needs of the EU and its Member States following the COVID-19 pandemic. Although access to Next Generation EU was perceived as a strong reinforcement of the UCPM budget, it came with conditionalities. The funding could only be used for preparedness measures clearly related to the difficulties faced during the COVID-19 pandemic and to address the risk of further waves of COVID-19 and of major crises of a similar nature.

Finally, in 2021, part of the budget allocated under Next Generation EU was transferred to the recently established Health Emergency Preparedness and Response Authority (HERA), which co-delegates the implementation of the budget to DG ECHO.

Expansion of the UCPM

During the period covered by the evaluation, the UCPM's geographical coverage grew significantly. Albania and Bosnia and Herzegovina joined in 2022 while Ukraine and

Moldova joined in 2023, enlarging the number of Participating States to ten. Furthermore, the United Kingdom left the UCPM during the evaluation period.

Figure 9. Overview of third countries cooperating with the UCPM

	UCPM Participating States	Administrative Agreements between the UCPM and third countries	Formalised cooperation (to be) confirmed beyond the evaluation period
2017–2022	<ul style="list-style-type: none"> > Bosnia and Herzegovina (2022) > Albania (2022) 	<ul style="list-style-type: none"> > Georgia (2018) > Tunisia (2018) 	<ul style="list-style-type: none"> ▪ Ukraine became a Participating State of the UCPM in April 2023; ▪ Moldova became a UCPM Participating State in 2023; ▪ Georgia submitted an application to become a UCPM Participating State in 2023; ▪ There are ongoing discussions about Switzerland becoming a Participating States; ▪ Canada to sign an Administrative Agreement in 2023; ▪ United States renewed administrative agreement in 2023
Before 2017	<ul style="list-style-type: none"> > Türkiye > Serbia (2015) > North Macedonia (2014) > Montenegro (2014) 	<ul style="list-style-type: none"> > Algeria (2016) > Australia (2008) > Russia (2013, not renewed) > Ukraine (2008) > United States (2011) > Letter of Intent with Chile (2011) 	

Source: ICF elaboration.

4. EVALUATION FINDINGS (ANALYTICAL PART)

4.1. To what extent was the intervention successful and why?

4.1.1 Effectiveness

In view of the above-described changing risk environment and the subsequent changes for the UCPM, the measurement of the effectiveness of the UCPM solely through the level of achievement of the key performance indicators (KPI) (as per Article 3(2) of the Decision) may not be adequate to measure the overall effectiveness of this instrument. Furthermore, DG ECHO has limited influence on the achievement of single KIPs due to a direct link to Member State action, like reporting. Therefore, DG ECHO has requested a further in-depth assessment through the independent support study of the UCPM to complement the overall assessment.

As reported in DG ECHO's Programme Performance Statements (PPS)²⁹, the measured indicators show a "moderate progress" for the specific objectives 1 and 3 (KPI on response time). Not all Member States have handed in their national risk assessment reports (KPI for specific objective 1) by the deadline due to the pre-occupation of civil protection services with the COVID-19 emergency, which came at the expense of other, less urgent reporting tasks. Regarding the specific objective 2, and despite DG ECHO's progress in addressing progressively longer and more complex requests, the response time increased compared to the baseline³⁰. This is due to the increase in coordination time in Member States to take offers, as requests covered complex issues such as Russia's war against Ukraine, urgent gaps in third countries in responding to the COVID -19 pandemic or vast forest fires and other natural disasters. The specific objectives 2 and 3 (adequacy of response) are "on track" with the anticipated number of Modules registered in the ECPP and the adequacy of response confirmed by the requesting states.

Moreover, concerning the public awareness of the UCPM (specific objective 4), no data was available. However, recent Eurobarometer studies show that 90% of EU citizens think that it is important that the EU helps coordinate the response to disasters in the EU and in other countries. Regarding the increase of the availability and use of scientific knowledge on disasters (specific objective 5), the implementation of the UCPM Knowledge Network marks an important milestone. A first assessment³¹ of the achievement against the KPI is currently underway and indicates an almost full achievement of the KPI targets set until the year 2026.

Beyond the tracking of KPI, the external support study has further substantiated that the **UCPM has progressed towards its general objective of contributing to strengthened**

²⁹ [Civil Protection - Performance - European Commission \(europa.eu\)](https://european-commission.europa.eu/civil-protection-performance)

³⁰ Inside the EU: Milestones achieved for 2015, 2026, 2017, 2018, 2019 and 2021. Milestones not achieved for 2020, 2022, 2023. Outside the EU: Milestones achieved in 2015, 2016, 2017, 2019, and 2020. Milestones not achieved in 2018, 2021, 2022 and 2023.

³¹ Ongoing progress report on the KN implementation (not published by 08 March).

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.

The UCPM facilitated **cross-border cooperation** and solidarity between Member States, Participating States, and (to a lesser extent) third countries. This improved across the evaluation period by applying the lessons learnt from major disasters (COVID-19, Russia's war of aggression against Ukraine)³². Efforts have been made to streamline coordination within DG ECHO, with room to improve, by creating better synergies between Directorates, and ensuring adequate cross-border cooperation arrangements are in place between Member States, covering all phases of the disaster risk management cycle and relevant disaster risks in border areas.

Projects and activities funded by the UCPM were effectively implemented and contributed to preventing and preparing for disasters, thus reducing their (potential or actual) effects and promoting a culture of prevention and enhancing preparedness. The UCPM also contributed to supporting Member and Participating States, as well as third countries (where applicable), to respond rapidly and efficiently to disasters, to mitigate their immediate consequences (such as by removing bureaucratic obstacles) and to raise awareness of disasters.

Furthermore, the UCPM's **effectiveness was facilitated by internal factors** such as increased responsiveness and adaptability in tailoring the legislative framework and organisational structure of DG ECHO. DG ECHO also demonstrated adaptability in introducing innovations to enhance the UCPM. The effectiveness of the UCPM was further supported by **external factors**, including enhanced cross-sector cooperation (including the private sector), trust and mutual understanding between DG ECHO and national counterparts (as well as within and across countries). Moreover, the familiarity of the UCPM among Member and Participating States played a role in its effectiveness.

The effectiveness of the UCPM was mostly **hindered by external factors**, primarily the changing threat and risk landscape (section 3), and limitations to the scientific evidence base for disaster risk management. The complexity of national civil protection administrative procedures and governance, in addition to their resource constraints, also played a significant role. Lastly, a misalignment between the expectations of some UCPM stakeholders and its actual capacity hindered the UCPM's effectiveness. The UCPM's effectiveness was also limited by internal factors, including a lack of human and financial resources, complexity of administrative procedures, and focus on response – sometimes to the detriment of preparedness and prevention initiatives³³.

The UCPM produced positive unintended effects, including heightened awareness of civil protection-related issues and challenges at the policy and operational levels, the increased application of scientific tools and research in the field, and serving as an inspiration for

³² See case study reports, Annex to the external support study.

³³ External support study report, p. 227

civil protection cooperation networks beyond the Union. The evaluation did not identify negative unintended effects of the UCPM.

Prevention:

In the field of prevention, the external support study identified UCPM activities contributing to the effectiveness of the UCPM as follows (in order of impact)³⁴:

The UCPM's **risk mapping**, achieved through the **EU overview of risks** and the collection and consolidation of **Disaster Risk Management (DRM) Summary Reports** from Member and Participating States, has significantly contributed to fostering a culture of disaster prevention. DG ECHO has made strides in improving the quality and harmonisation of DRM Summary Reports, such as introducing new reporting guidelines and **amending** Article 6 to emphasise cross-boundary considerations. Nevertheless, heterogeneous methodologies used, and quantity of sectors consulted in DRM Summary Reports presented to DG ECHO could be improved to ensure a more effective risk mapping at UCPM level.

- **Prevention projects** funded under the Prevention and Preparedness Programme (PPP) were an effective tool to enhance prevention activities in Member and Participating States and (to a lesser extent) eligible third countries. Implementing additional follow-up mechanisms to track and evaluate their results would be beneficial. The inclusion of all UCPM-funded project outputs in the Knowledge Network online platform is expected to have a significant influence towards ensuring they have more long-lasting impacts.
- The UCPM also contributed (to a lesser extent) to increasing awareness on disaster prevention through the **dissemination of scientific knowledge through the Disaster Risk Management Knowledge Centre (DRMKC)**. DRMKC has been a useful prevention initiative, but has not been used to its full potential, due to a lack of data and limited applicability and accessibility of findings to the civil protection community.
- **Advisory missions** in the field of prevention have been effective to encourage prevention (mostly in third countries). Limited data shows that there is a lack of awareness and knowledge on advisory missions among practitioners.

Furthermore, the **Disaster Resilience Goals** (adopted in February 2023), and the **Wildfire Action Plan** (adopted end of 2022) are perceived as tools with potential to have an impact on a higher level of prevention (see case studies below).

Case Studies:

Peer review:

In the second cycle (2017-2019), Cyprus chose to undergo a thematic review (focusing on risk assessment), while five other countries opted to undergo comprehensive reviews (North Macedonia, Portugal, Serbia, Tunisia, Algeria). With the assistance of host countries and peers that participated in the 2017-2019 programme, a lessons learnt exercise was carried out in the second half of 2019, which included surveys and a workshop. The programme received positive feedback, and a number of

³⁴ External support study report, p. 223

constructive suggestions were made to further improve the programme. These were: a) a more flexible analytical framework that can be tailored to the specific needs of the reviewed country; b) expanding, where needed, the programme to ‘peers’ from policy areas closely related to civil protection (e.g., environment/climate adaptation, public works, health, economy and finance, etc.) – in order to make recommendations that are relevant and technically sound; c) implementation of recommendations put forward by a peer review: suggesting a methodology to monitor the follow up on recommendations.

Soon after, at the start of the third cycle (2020-2024), the received feedback resulted in a new analytical tool, namely the peer review assessment framework (PRAF)³⁵, developed to help customise the peer review to fit the precise needs of the country or region under review. A step-by-step manual on how to conduct a peer review, targeted at the peers and country/region under review, was also produced. The programme cycle’s preparatory phase was launched in February 2020, shortly before the COVID-19 outbreak which rendered peer review meetings impossible. Efforts instead focused on continuing to further improve the overall methodology and analytical framework (such as the PRAF and the manual). Two peer reviews were thereafter carried out with Romania in 2022 and Moldova in 2023. Following two extreme wildfire seasons in 2021 and 2022, the Commission decided to strengthen its work on wildfire prevention at the EU level. Ten actions, based on the legal mandate of the UCPM, were identified for a wildfire prevention action plan. One such action was to facilitate peer reviews of wildfire risk management systems and help countries assess their capacity to prevent and prepare for wildfires. A wildfire peer review assessment framework (Wildfire PRAF)³⁶ was published on 29 May 2023, developed with the involvement of wildfire experts from the Member States and other wildfire prevention experts. In 2024, three targeted peer reviews focussing on wildfires will be carried out in Greece, Italy and the Land of Brandenburg (Germany).

Wildfire prevention:

DG ECHO launched a 10-point wildfire prevention action plan based on the legal mandate of the UCPM (including Article 5 and 6) to support countries’ wildfire prevention actions. At European level, a number of other policies support wildfire prevention, particularly the 2030 Forest Strategy³⁷ and funding under the common agricultural policy and the cohesion policy funds.

Disaster Resilience Goals

The 2021 revision of the UCPM introduced the new concept of Union disaster resilience goals (DRGs), stating that ‘The Commission, in cooperation with Member States, shall establish and develop Union disaster resilience goals in the area of civil protection’. On 8 February 2023, the Commission adopted a communication³⁸ and a recommendation³⁹ that established five such goals to be met at EU and national levels: 1. Anticipate - Improving risk assessment, anticipation and disaster risk management planning. 2. Prepare - Increasing risk awareness and preparedness of the population. 3. Alert - Enhancing early warning. 4. Respond - Enhancing the Union Civil Protection Mechanism’s response capacity. 5. Secure - Ensuring a robust Civil Protection System.

For each goal, a number of specific objectives are set out, covering different aspects of risk management. The Commission Recommendation is non-binding. To support the implementation of the Union DRGs, the Commission also published a communication that introduced flagship actions for each goal.

Preparedness:

The external support study highlighted that the complementing and supporting activities in the development of national capacities, through rescEU and the ECPP, were most effective in the area of preparedness⁴⁰:

³⁵ [Peer review Programme](#)

³⁶ [Wildfire PRAF V2.pdf \(europa.eu\)](#).

³⁷ COM(2021)572

³⁸ COM(2023) 61 final of 8.2.2023, "European Union Disaster Resilience Goals: Acting together to deal with future emergencies".

³⁹ OJ C 56, 15.2.2023, p.1.

⁴⁰ External support study report, p. 223

rescEU and the ECPP have been instrumental to supporting the development of national capacities. rescEU was an important innovation that contributed to enhancing Member and Participating State preparedness. The redefinition of the ECPP (e.g. changes to Adaptation Grants financing rates and covering also operational costs for deployments outside the Union) and (to a lesser extent) of the European Medical Corps (EMC) within it positively enhanced preparedness.

Room for improvement on the ECPP and rescEU was identified. The development of capacities in the ECPP and rescEU could be better linked with needs assessment (e.g. National Risk Assessments, scenario building). Stakeholders perceive that greater efforts should be made towards ensuring rescEU remains a “last resort tool” when ECPP capacities are insufficient. However, the current system in which the ERCC checks for spontaneous offers and ECPP capacities before turning to rescEU, is seen as appropriate.

The ECPP has seen a further moderate expansion of capacities compared to the previous evaluation period, applying appropriate mitigation measures. Despite the difficulties faced with COVID-19, DG ECHO applied suitable mitigation measures to ensure that more capacities were certified in 2021, such as introducing the possibility to conduct some certification steps online and introducing the possibility to certify “twin capacities” (when Member States develop and commit ECPP response capacities which are of the same type and have identical features, procedures, equipment and management). Nevertheless, the majority of ECPP capacities registered have not met set capacity goals.⁴¹

Under the ECPP, Adaptation Grants have been a resourceful tool to help national authorities upgrade and repair their resource response capacities. The UCPM awarded 46 Adaptation Grants for a total of 24 million EUR to 16 Member States. Nevertheless, a minority of Member State authorities claimed that the process to apply for/claim the grants was not clear or too burdensome.

In a joint position paper, 9 Member States⁴² underscored the relevance of rescEU and the ECPP and remarked that it is “crucial to strengthen the response capability and impact of the UCPM and, at the same time, the resilience of the EU and its Member States”. Nevertheless, they highlighted that the implementation of rescEU (100% funding by the EU) comes with an additional administrative cost⁴³ for the implementing agencies of Member States which can be significant.

⁴¹ Section 5.1 p. 73 of external support study report

⁴² Belgium, France, Germany, Greece, Italy, Poland, Romania, Slovenia and Spain

⁴³ AT is not refundable for state-owned capacity providers under the grant agreements & Annex 1A [to the grant agreement] does not identify administrative costs as eligible.

Case Studies:

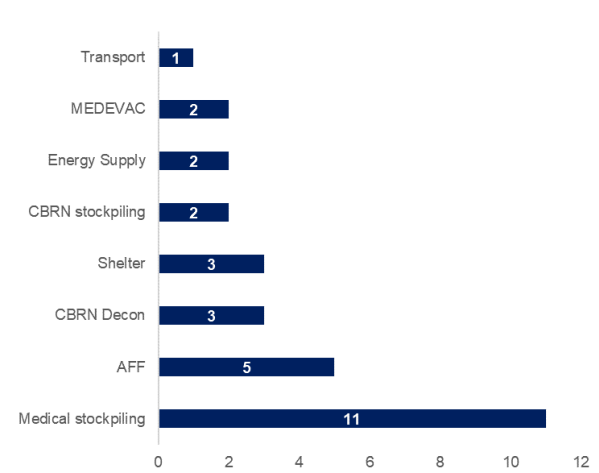
UCPM Scenario building

DG ECHO, in consultation with Member States and Participating State experts⁴⁴, the Joint Research Centre and a broad range of Commission Services, has developed ten disaster scenarios, designed to challenge and further improve the UCPM. A first example has been the use of the scenario findings and estimated capacity needs during the meeting of the Commission Expert Working Group on Capacities held in October 2023, where the findings and estimated capacity needs were used as one additional input to the overall discussion to define capacity goals for the ECPP and identify new ECPP modules. Many additional factors, and particularly the advice from the national experts, influenced the discussion. The outcomes from that specific working group on capacity needs were then translated into a draft legal text to revise the Commission Implementing Decision 2014/762/EU, which includes capacity definitions and goals for the European Civil Protection Pool. Subsequently, the draft legal text was subjected to discussion in the Civil Protection Committee in January 2024, where national positions were further taken into account.

rescEU implementation

The rescEU firefighting fleet has been doubled from 2022 to 2023, increasing the general preparedness against wildfires. One example is the newly established rescEU capacity in Lower Saxony, Germany, which was called on to assist Greece in the fight against wildfires in Summer 2023. Furthermore, this rescEU capacity helps close the identified “gap” of aerial forest fire means in Central Europe.

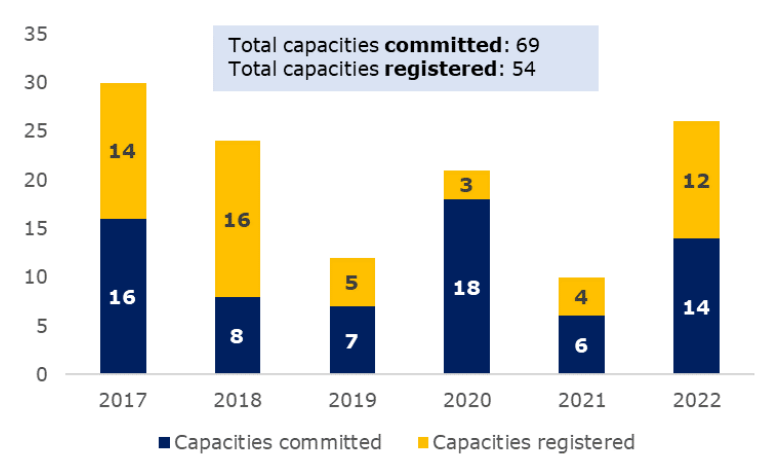
Figure 10. Number of grants awarded for rescEU proper.



Source: ICF elaboration, DG ECHO internal data. As the evaluation covers the period from 2017 to 2022, the grants under discussion in 2022 but only signed in January 2023 or later are not included. Note that transport grants correspond to 3 planes, while stockpiling, energy supply, and shelter comprise a wide range of categories of items.

⁴⁴ Member State and Participating State experts have been consulted in five dedicated meetings, the last one held 6 October 2023 under the framework of the UCPKN DRM Science and Planning working group.

Figure 11. Overview of ECPP capacities newly committed and registered annually across 2017-2022



Source: ICF elaboration, DG ECHO internal data

The UCPM activities also contributed to enhancing preparedness by contributing to the increased sharing, availability, and use of (scientific) knowledge and best practices on disaster response through the following activities (in order of impact)⁴⁵:

- The **Training and Exercises Programme** enhanced preparedness by increasing the knowledge base and preparedness of key stakeholders participating in civil protection activities at both EU and national level. UCPM trainings and exercises had an impact on the development of resources and dissemination of knowledge and best practices at national level and improving effectiveness of EU Civil Protection Team (EUCPT) deployments (as they had developed a level of familiarity that made communication and cooperation easier). Trainings and exercises were successfully carried out, well-attended at a high-quality level, with appropriate mitigation measures (e.g. online trainings during COVID-19). Nevertheless, while the number of experts trained is sufficient, the UCPM has continued to train experts that are not deployed and to deploy experts that have not received all the necessary training.
- **Early Warning Systems (EWS)** effectively complement national systems to enhance preparedness, mostly in Member and Participating States. EWSs have made continuous efforts to improve the accuracy of provided data and information. Improvements included incorporating more scientific expertise, building closer synergies between systems, and improving functionalities. However, EWSs could improve to ensure information is less fragmented across EU and domestic EWS. Additionally, EWSs could cover more hazards (e.g. health emergencies), quality control measures and innovative data sources.
- **Preparedness projects** funded under the Prevention and Preparedness Programme were an effective tool to share (scientific) knowledge and best practices on disasters

⁴⁵ External support study report, p. 224.

and raising preparedness for Member and Participating States and, to a lesser extent, third countries. There is room for improvement for their applicability and follow up.

- **Guidelines on Host Nation Support** were an increasingly useful tool for national authorities. Many national authorities used them also to develop their own national guidelines for response efforts under UCPM activations and/or bilateral schemes. DG ECHO commenced to update the guidelines in 2023. These could be disseminated more widely .
- **Advisory missions** in the field of preparedness, as in the field of prevention, have been effective (mostly in third countries), but limited data shows that there is a lack of awareness about them.

Case Studies

Feasibility study for the development of a national early warning system in Latvia.

The implementation of a new all-hazard early warning system for the State Fire and Rescue Service of Latvia was co-funded by the UCPM. The key outcomes of the project included a feasibility study comparing the various solutions that telecom companies could provide, a survey among the population to understand the disaster-alert awareness level of the Latvian population, and a draft of the architecture of the proposed system, including the required infrastructure and interoperability. The implementation of the early warning and public information system is expected to be supported by 2021–2027 EU investment funds.

Full scale exercises and EU MODEX

The full-scale DOMINO exercise conducted in France in May 2022 helped consolidate national procedures for requesting assistance through the UCPM. These procedures were effectively implemented during the Summer 2022, when France requested assistance in the fight against the forest fires and hosted over 450 fire-fighting personnel from other Member States. The DOMINO exercise also triggered the start of the revision of the French host nation support structures.

The EU MODEX earthquake exercise in Türkiye in November 2021 resulted in a deeper understanding of the UCPM structures by relevant stakeholders in Türkiye. Following the earthquake on 6 February 2023, Türkiye activated the UCPM within three hours. EU lessons learnt have referred to the EU MODEX exercise in 2021 as a contributing factor to a quick activation of the UCPM and subsequent management of the disaster response.

Revision of the UCPM Training Programme

The revision of the UCPM training programme followed an intensive consultation with the Member States within the Training Policy Group from 2020 to 2022. The new programme was launched in September 2023 and is expected to meet the training needs identified by Member States in an even more targeted manner.

Knowledge Network

Under the UCPM Knowledge Network, the Evidence for Policy School 2023 brought together 70 scientific experts and policy and decision-makers from a wide range of organisations, including research institutions, national civil protection agencies, EU institutions, the private sector, and the UN. As a result of the high evaluation rates from the participants, the next edition is planned for September 2024 in Vienna.

As seen in the above case studies and found by the external support study, the following **UCPM activities adopted towards the end of or beyond the evaluation period** are already contributing to the strengthening of the evidence base of the UCPM and foster the strategic development of EU action: 1) The introduction of a deployable training path, and

the introduction of a new framework contract on ad hoc training in the new ‘Training and Exercises Programme’ (from September 2023); 2) The Knowledge Network, by bringing science further into the fabric of UCPM preparedness activities; 3) Scenario building; 4) Disaster Resilience Goals; 5) the ERCC 2.0 initiative.

Response:

The UCPM has progressed towards supporting Member and Participating States and where applicable third countries, to respond rapidly and efficiently to disasters and mitigate their immediate consequences (such as by removing bureaucratic obstacles).

The UCPM has made significant contributions in the field of response, which stands out as its primary strength and the most visible aspect of its work, notwithstanding the changing nature of disasters (in frequency, quantity, and size). DG ECHO introduced mitigation measures and innovations to the response pillar, such as the use of logistical hubs in the context of Russia’s war of aggression against Ukraine.

The external support study lists the activities which contributed most to achieving this specific objective (in order of impact):

- The ERCC has continued to have a crucial contribution to achieving a rapid and efficient response to disasters. The role of the Liaison Officers were crucial as contact points facilitating communication between the ERCC and relevant stakeholders. Room for improvement for the ERCC includes: 1) considering how sustainable the ERCC’s role is in the current evolving disaster risk landscape; 2) the accessibility of the Common Emergency Communication and Information System (CECIS) platform; 3) further cross-sectoral communication and information sharing with Member and Participating States.
- The UCPM managed to adapt to changing pressures and demands by consistently **delivering assistance**, maintaining a high response rate to requests for assistance inside and outside the Union. The significant increase in activations for more complex and large-scale emergencies has had an impact on the speed of response, especially outside the Union. This vast gap between the response time and the Key Performance Indicators (KPIs) shows a need to adapt the KPI targets on speed of response to the evolving disaster risk landscape.
- The **financial support** provided by the UCPM for **transport and logistics** has been increasingly significant, particularly from 2021 onwards and outside the Union. The UCPM's ability to provide both ‘standard’ logistics operations and adapt to new logistical demands during complex, large-scale crises, such as the repatriation of EU citizens worldwide during COVID-19, is a notable achievement.

Case Study

Functions of the ERCC in overall coordination and monitoring at EU level

Mandate	ERCC role
UCPM ⁷ :	<ul style="list-style-type: none"> - Monitoring, information and early warning - Coordination with the requesting country and of the overall response to emergencies (requests for assistance & list of needs, offers of in-kind assistance and experts, deployment of modules, teams and delivery of in-kind assistance) - Coordination of meetings to ensure cooperation and coherence of Team Europe action - Strategic build-up and deployment of EU reserves (rescEU, ECPP), prepositioning, advisory missions - ERCC support with activation of early warning and monitoring systems such as EFAS (floods), EFFIS (Forest fires), EDO (drought) for forecast and automated alerts (GDACS) to complement national early warning systems of Member States. - comprehensive situational awareness including information, scientific and analytical briefings, mapping, foresight, planning and decision-making support (CBRN Gap Analysis, GSS, Decision support system for forest fire, Copernicus Emergency Management Service) - Scientific advice on-demand with deployment of an expert in the ERCC under the Scientific and Technical Advisory Facility (on natural but also anthropogenic hazards - nuclear, radiological and chemical) based on the partnerships - Maintenance, strengthening and raising awareness by scientific and technical support (e.g. EWS catalogue) - Lessons learned meetings on UCPM activations, and on topics pertaining to prevention and preparedness and organisation and participation in exercises
IPCR ⁸ and Solidarity Clause ⁹	<ul style="list-style-type: none"> - Central IPCR 24/7 Contact Point, alerting function - Production and circulation of the ISAA reports - Anticipation and contingency planning (6-month outlook Ukraine) - Union 24/7 contact point for Solidarity Clause
Support to other sectors:	<ul style="list-style-type: none"> - ERCC informs European Humanitarian Response Capacity of needed assistance - Liaising with international organisations and private sector (coordination of needs, G7+ forum for international coordination) - Security advice and risk assessment to EUCP Teams
Commission coordination:	<ul style="list-style-type: none"> - ARGUS for high-level crisis coordination - ECURIE as 24/7 point of contact for radiological emergencies - Co-lead inter-service for CBRN planning and preparedness - Coordination on health emergencies: ERCC implements, manages and deploys HERA-financed stockpiles, ERCC to serve as contact point for the emergency response framework of the Global Health Security Initiative (GHSI)¹⁰ outside of working hours - Coordination on military support to CP authorities, ERCC leads on PACE – IR 24 exercise

Cross-sectoral/ horizontal cooperation

The external support study shows that the UCPM facilitated **cross-sectoral cooperation**, mostly due to the nature of the large-scale and complex disasters it dealt with⁴⁶. These efforts continue to increase over time, with room to improve how deep and structured these links are. This particularly applies to the area of prevention and preparedness with scope to further increase cross-sector cooperation on Disaster Risk Management and Early Warning Systems. The UCPM increased cross-sectoral cooperation particularly with non-

⁴⁶ External support study report, p. 226.

civil protection national actors (e.g. health, energy), the private sector, civil society organisations, the EEAS and EU delegations, and other European Commission Directorate Generals. Increased cooperation with the private sector, especially in the context of Russia's war of aggression against Ukraine, was considered particularly successful, with the potential for it to be better structured.⁴⁷

During the evaluation period, the external contractor identified the following UCPM activities as most significant contributing factors to fostering cooperation (in order of impact)⁴⁸:

In the field of **response**, the ERCC and EUCPT were crucial to foster coordination with an increasing variety of stakeholders involved in emergencies. The UCPM showcased smooth cooperation between relevant national, EU and international actors involved during response efforts. The UCPM facilitated coordination by establishing a centralised EU system dedicated to coordinating transport and logistics.

Cross-pillar/horizontal activities, such as UCPM trainings, exercises, the Knowledge Network, and workshops brought together stakeholders from different fields and countries to identify good practices, lessons learnt and way forward. In UCPM trainings and exercises participants learned to work together, and through the Knowledge Network scientific expertise was more closely integrated into the UCPM.

In the field of prevention and preparedness, the Prevention and Preparedness Project (PPP) programme reinforced cooperation by financing diverse consortia at international, national, and local level to work together. The ECPP and rescEU played a crucial role in promoting cooperation by facilitating the pooling of assets and identifying capacity gaps among Member and Participating States.

Furthermore, the external support study shows that the UCPM has progressed towards its specific objectives by raising awareness and preparedness for disasters, both within the civil protection community and with non-conventional stakeholders. The establishment of rescEU and UCPM involvement in high-profile disasters (e.g. COVID-19) contributed to increasing its visibility. The UCPM could improve in helping Member States raise awareness of the Mechanism and disasters to the public, and to a lesser extent, other non-civil protection sectors. The Disaster Resilience Goals (esp. DRG 2 "Prepare" and its flagship project PreparEU) and the Knowledge Network began activities in increasing public risk awareness and further develop cross-sector cooperation and awareness raising, at the end or outside of the scope of the evaluation. Furthermore, the adaptability and flexibility of the UCPM were identified as the main facilitating factors for its effectiveness. Nevertheless, it needs to be noted that some stakeholders (especially Member State authorities) experienced "change fatigue" with regards to **keeping up with the changes to**

⁴⁷ Section 5.1 p. 94 of external support study report ; Joint letter of ten EU MS to President Charles Michel and President Von der Leyen on strengthening the EU's resilience and crisis response capacity ahead of the European Council in June 2023 ; European Council Conclusions 30 June 2023 – [European Council conclusions, 29-30 June 2023 - Consilium \(europa.eu\)](#).

⁴⁸ External support study report, p. 227.

the UCPM and the rapidly evolving threat and EU crisis management landscape at large.

The cross-pillar/horizontal activities which mostly contributed to raising awareness of and preparedness for disasters (in order of impact):

- UCPM **trainings** and **exercises** were considered an invaluable resource for disseminating high-level expertise to key stakeholders. Involving more non-civil protection stakeholders in these sessions could help raise awareness across sectors.
- The **Exchange of Experts Programme** (EoE) fostered fruitful discussions producing multi-lingual, accessible outputs. EoE also implemented necessary mitigation measures (introducing digital sessions during COVID-19).
- **Workshops and events organised by the UCPM** effectively raised awareness. Workshops with Council presidencies and lessons learnt workshops introduced more thematic sessions, which were well appreciated. The Civil Protection Forum adapted, increasing in size, and taking a hybrid approach which widened outreach. Looking ahead, the framework contract for ad-hoc trainings will allow for more thematic sessions beyond ‘traditional’ elements covered, which could raise more awareness.
- The **Prevention and Preparedness Programme** raised awareness for an increasing range of hazards, involving a growing number of sectors.
- Similarly, **peer reviews** raised awareness of good practices and preparedness, and will do so increasingly through the new Peer Review Assessment Framework (PRAF) – which will standardise the process.
- **Advisory Missions** raised awareness of how the Mechanism and system of civil protection works, especially in third countries.

Case Studies

Exchange of experts

In the period 2022-2023, a total number of 366 experts (out of which 347 from Member and Participating States and 21 from the eligible third countries) attended 30 exchanges, through the UCPM exchange of experts programme. Participants were able to access knowledge and gain experience on all aspects of emergency intervention and the different approaches of other national systems. This structurally serves to improve the effectiveness of transnational cooperation.

Prevention and preparedness for national risk assessment

DG ECHO co-funds the FUTUREPROOF-IE project, which aims to develop a new National Risk Assessment (NRA) methodology for Ireland that integrates traditional risk assessment with foresight and forecasting to assess the strategic impacts of emergent risk. This initiative is expected to significantly enhance Ireland's ability to manage and mitigate various risks and is strongly linked to the DRG 1 implementation (strengthening anticipation through improved risk assessment). In addition to improved NRA, the project will also deliver guidance to other Member States on how to achieve this integrated risk assessment methodology.

4.1.2. Efficiency

With regards to the drastically changing risk landscape in the EU and the linked new tasks and activities, the **determination of cost-effectiveness poses a challenge**. The UCPM is tasked to respond quickly to crises in order to alleviate, as much as possible, human suffering. This speed is expected by all stakeholders, including at political level. Therefore, the control architecture in place needs to strike a good balance between the much-needed capacity to respond quickly and effectively, and considerations on efficiency. **This is especially due to the fact that counter-factual assessments⁴⁹ are not possible in the operational environment where the UCPM operates.**

Nevertheless, cost-effectiveness was considered during the planning, implementation, monitoring, and revision/expansion stages of UCPM components/elements. In the past years, **DG ECHO has piloted evidence-based approaches to assess the efficiency of prevention and preparedness investments**, including those carried out by the UCPM itself. For instance, using a novel methodology developed by the World Bank, DG ECHO carried out an analysis of the training and capacity-building activities under the Union Civil Protection Knowledge Network. The analysis focused on two earthquake disaster interventions, in Albania (November 2019) and Croatia (March 2020), and demonstrated that UCPM efforts to train and coordinate ex-ante civil protection personnel resulted in **benefits cost-ratios of 1.9 and 1.1, respectively** (i.e. benefits of investment higher than the cost)⁵⁰. While these economic analyses are data-intensive and cannot be carried out for every activity of the UCPM, they serve as a case study for reviewing, with a more robust methodology, the cost-effectiveness of a broader set of UCPM activities.

Furthermore, the cost-effectiveness of the UCPM was approached in greater detail through the case studies⁵¹ in the external support study. The case study on floods⁵² examined the activation and functioning of the UCPM in response to floods between 2017 and 2022. It focused 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, additionally, a third country relying on the UCPM for support for a flood emergency

⁴⁹ The 6 case studies identified the lack of data on the following topics, none of which is collected by DG ECHO due to its mandate: 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. External support study, p.312.

⁵⁰ A Benefit/Cost Ratio (BCR) of 1.9 in Albania was driven by the European Union Civil Protection Team (EUCPT)-led damage assessments, which expedited the population's return to long-term accommodation and work. A BCR of 1.1 in Croatia was driven by international training of Croatian Civil Protection personnel, showing that capacity-building benefits can outweigh costs even where no international personnel are deployed. Source: "Economics for Disaster Prevention and Preparedness. Investment in Disaster Risk Management in Europe Makes Economic Sense", World Bank Group, 2021.

⁵¹ Annex 6, p. 311 ff. of the external support study.

⁵² Including 9 expert interviews with 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).

(Pakistan). With regards to the UCPM activation in Belgium, the interviewed experts recognised that the 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). The quantification of each benefit and cost was to be done following the World Bank model⁵³. However, the consultation with the Belgian experts as well as the limited collected data did not allow for a robust quantification of benefits that could be attributable to the support provided by the UCPM. Furthermore, Belgium has commissioned a survey on the sufficiency of the civil protection capacities in light of the floods⁵⁴. No consistent data was found on what factors enhanced or reduced the efficiency of UCPM support.

The forest fire case study⁵⁵ examined the activation and functioning of the UCPM in combatting forest fires between 2017 and 2022. It focused 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 one of the third countries with prior experience in requesting UCPM activation in the area of forest fires, namely Chile. The interviews with the experts of Member States underscored the 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 external support study showed that the anticipated benefits of UCPM activities were generally achieved efficiently. Both national authorities and DG ECHO Desk Officers considered that results were achieved in the most cost-effective way⁵⁶. Overall, the benefits of the UCPM outweighed the costs across the UCPM’s activities in all pillars⁵⁷. However, the external support study identified a lack of formal scrutiny on cost-effectiveness on UCPM activities. Nevertheless, the case studies of the external support study as well as the 2022 evaluation of the UCPM logistics activities include ample references to cost-efficient UCPM responses. Examples include:

⁵³ 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.

⁵⁴ Parlement Wallon (20220: 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 (parlement-wallon.be).

⁵⁵ Including 12 expert 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).

⁵⁶ Section 5.2 p. 117 of the external support study

⁵⁷ Section 5.2 p. 117 of the external support study

- The pooling of in-kind assistance through the UCPM: In 2021, Germany, Greece and Finland pooled their assistance in Finland, using the EU broker for 4 transportations, to respond to a request for assistance in the context of Covid-19 from India. In the 2023 response to the earthquake in Syria, the pooling of assistance was conducted in Lebanon, facilitating the delivery of EU assistance and seeking direct economies of scale.
- The implementation of logistics hubs in Poland, Romania and Slovakia continues to support the delivery of an unprecedented amount of in-kind assistance to Ukraine. In these facilities, goods can be received and consolidated before being forwarded to Ukraine (98,798t by 31.01.2024). The UCPM financed (100%) and facilitated the implementation of the logistics hubs in consultation with Member States. The lessons learnt process (including with Ukrainian authorities) underscored its effectiveness and efficiency as a tangible contribution to support Ukraine.

However, it is recognised that the costs associated with various UCPM activities need to be clearer. Additionally, opportunities for improvement have been identified in terms of reducing administrative burden, addressing overlaps and unexplored synergies, addressing data, and supporting systems that are not fit for purpose, and augmenting human resources. Most of these opportunities are currently being addressed by DG ECHO.

Recognising the potential cost-effectiveness of prevention and preparedness, the UCPM bolstered these pillars by revising the Decision. The limitations of the UCPM highlighted by the COVID-19 crisis prompted various changes, including: the expansion of the scope of rescEU capacities, the introduction of indirect management of some operations and the possibility to undertake direct procurement. It also led to an increase in the budget for the UCPM, including rescEU capacities, through the adoption of Regulation (EU) 2021/836. An impact assessment of the adopted changes was not carried out due to the urgency in addressing existing gaps in critical capacities at the time. However, the UCPM was concerned that lack of data prevented them from assessing whether the proposed budget was adequate to accomplish the intended objectives.

The following **factors hindered the efficiency of the UCPM**: suboptimal coordination, overlaps, and unexplored synergies between UCPM and DG ECHO Humanitarian Aid (in-kind assistance, specific crisis response), other EU entities (e.g. epidemic response and consular support activities) and with national authorities regarding stocks, warehousing, and pre-positioning of essential items. Some stakeholders lacked awareness of the possibilities provided by the UCPM and how to request/access them. This led to a high administrative burden associated with calls (as well as overlaps between procurement timelines and procedures for calls) and also hindered efficiency. There was a lack of data and cost-effectiveness analysis to support decision-making, limitations on the flexibility of Next Generation EU fund commitment (end of 2023) and expenditure (end of 2026) – which made decision-making on expenditure time-consuming. Last, insufficient human resources and a high staff turnover within DG ECHO resulted in a loss of institutional knowledge and memory.

During the evaluation period, the UCPM budget experienced a considerable increase **driven by evolving needs and gap assessments**. While in 2017 the MFF UCPM voted budget was EUR 52 million and there were some absorption problems, at the end of the evaluation period, the MFF budget was significantly higher, reaching **EUR 381 million** (and the total budget, which included **Next Generation EU** funds, **EUR 1,061 million**)⁵⁸.

Further, the external support study found that, overall, **the UCPM's budgeting system demonstrated a good level of flexibility to assist Member and Participating States in addressing evolving needs on the ground and unforeseen events**⁵⁹. This flexibility was occasionally (and temporarily) achieved by **reshuffling budget from prevention**, which was later restored⁶⁰. However, it was mainly the result of budget reinforcements, frontloads and amendments made possible by the changes introduced by the revisions to the regulation and a budgetary authority that was reactive and supportive to the requests of UCPM for reinforcements to respond to crises⁶¹.

Nevertheless, in some instances, the **external support study identified** some elements⁶² which may have limited the flexibility of the budgetary system during the evaluation period:

A portion of the budget for 2021 and 2022 was sourced from the **Next Generation EU**, which had limited applicability in terms of its usage, specifically for addressing health-related needs.

The timeframe of budget adoption (i.e. yearly). The MFF budget allocation was annual and the Next Generation EU budget came with a strict timeframe to be committed and spent (even if the budget could be carried over across the period). The new regulation introduced the possibility to adopt a multi-annual approach in certain cases and the possibility to carry over and frontload.

DG ECHO's reliance on sometimes **overwhelmed Member States** for capacity development, rather than directly procuring certain capacities.

The presence of **complex procedures and rules**, particularly concerning the financing of transport grants, imposed significant burden for both DG ECHO and Member States. This burden intensified with the substantial increase in requests triggered by the COVID-19 pandemic or Russia's war of aggression against Ukraine.

The existing indicators and processes were insufficient to assess and monitor efficiency and cost-effectiveness during the evaluation period, as they did not cover quality, use of resources/costs and outcome/impact considerations. As a result, the

⁵⁸ Section 5.2 p.137 of the external support study.

⁵⁹ Section 5.2 p.137 of the external support study.

⁶⁰ While acknowledging that the flexibility of the UCPM's budgeting system has been pivotal to the upscaling of response, DG CLIMA stressed the importance of sustainable prevention and preparedness actions under the UCPM which can be instrumental to foster national coping capacities for managing future disasters.

⁶¹ approvals took place in a time range of three weeks to two months.

⁶² Section 5.2 p.139 of the external support study.

influence of cost-effectiveness and efficiency considerations was limited in two aspects: 1) the allocation of funds per pillar and activity, and 2) the selection of alternative options such as projects and transportation solutions.

The UCPM data collection and management systems and tools were not appropriate to support sound collection and analysis of the data, with the tracking of assistance being particularly limited. During the evaluation period, there were monitoring and controlling actions at various levels, including missions, collection of feedback by participants on activities, monitoring exercises, and audits (by the Internal Audit Service, European Court of Auditors, etc.). However, results were not consistently recorded and fully explored.

4.1.3. Coherence

The UCPM Decision sufficiently defines the prevention, preparedness, and response pillars thus fostering synergies and complementarities among them. The expansion of the UCPM activities between 2017 and 2022 did not affect its internal coherence much but, in some cases, it strengthened it.

On **prevention**, although the 2019 Article 6 reporting guidelines aimed to enhance coherence among DRM summary reports, there is substantial variability in terms of methodologies employed, risks addressed, and sectors involved. This datum is also indicative of varying level of national preparedness.

On **preparedness**, concerns were raised about the prioritisation of rescEU over the ECPP. More time is needed to evaluate the established synergies among more recent activities, such as the changes to the Prevention and Preparedness Programme and the Training and Exercises Programme.

The coherence of **response** activities within the UCPM was largely ensured by the ERCC, which coordinated, monitored, and supported real-time response to emergencies inside and outside the EU. The logistic portfolio of the UCPM was also found to be internally coherent, with each activity having a complementary role.

There was a good level of coherence among UCPM activities across its three pillars, though there remains potential for improvement. The Lessons Learnt Programme provided a good forum to exchange lessons learnt and good practices on prevention, preparedness, and response activities. Further, integrating scientific evidence and adequate needs assessments into the process of developing capacities at UCPM level would result in a clearer overview of available capacities and gaps.

UCPM prevention and preparedness activities successfully established synergies and complementarities with national civil protection activities. Examples include the mutual reinforcement between the ECPP and rescEU, as well as the alignment between the Training and Exercises Programme and national training efforts. Additionally, EU Early Warning Systems served as a valuable complement to existing national systems.

The UCPM also effectively coordinated its response with national actors in the field of civil protection and other actors, such as private sector ones. However, there is a need for a clearer framework regulating the UCPM cooperation with the private sector. Important tools and practices that facilitated preparedness and response activities included the use of Host Nation Support guidelines and the deployment of ERCC Liaison Officers during operations. The EEAS and EU Delegations also played a valuable role during deployments outside Europe, and raising awareness among EU Delegations staff was considered as a best practice. However, national authorities beyond the civil protection field were not always aware of the UCPM and the support it can offer. Unexploited synergies exist regarding the involvement of the military, given the transport and logistical advantages it can offer to the UCPM operations.

There were synergies and complementarities between UCPM activities and other EU, and international level interventions related to civil protection and other policy fields, though there is room for improvement in several areas.

Within DG ECHO, several steps were taken to improve synergies between humanitarian aid and civil protection, though there is the need to ensure increased awareness of humanitarian actors among UCPM team members deployed. Additionally, there is a need to better clarify the links between civil protection and humanitarian aid interventions.

The UCPM was also coherent with **other EU level policy fields**, such as the environmental policy (Floods Directive), migration and home affairs (especially for the development of the CBRN rescEU reserve). Similarly, on public health, the 2021 revision of the UCPM Decision significantly strengthened the UCPM medical preparedness, by including the rescEU reserve of medical items and medical evacuation capabilities. Deployment of Liaison Officers from different services to DG ECHO was an effective way to ensure cross-sectoral cooperation and ensure that available medical expertise was used during the COVID-19 crisis. Nevertheless, some stakeholders expressed a perceived lack of clarity in the allocation of responsibilities between UCPM and HERA. Additionally, cooperation with Ministries of Foreign Affairs in recent crises revealed the need to ensure better awareness of the UCPM among these actors, to effectively carry out repatriation requests.

At the international level, the UCPM is coherent with the Sendai Framework for Disaster Risk Reduction, with DG ECHO and UNDRR taking steps to avoid overlaps and duplication of efforts. Despite the UCPM effectively coordinating its response with other international level actors (such as NATO and UN OCHA), **there are unexploited synergies** (such as the potential further involvement of these actors with UCPM preparedness and prevention initiatives, or better awareness among UCPM team members of UN OCHA operations during UCPM missions).

Case Studies

Collaboration with the ASEAN countries in DRR

The LACER Project (Leveraging ASEAN Capacities for Emergency Response) has been a four-year initiative funded by the European Union which seeks to build a bridge between disaster management professionals in Europe and ASEAN. A key aim of the LACER project has been to strengthen institutional ties between disaster management bodies and consolidate operational links between the regional ASEAN

Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre) and its counterpart at the heart of European civil protection, the Emergency Response Coordination Centre (ERCC). LACER has an expressed purpose to facilitate ASEAN's access to fora for mutual learning, networking, and exchange of experiences at regional and international levels within relevant thematic scope.

Through technical exchanges, workshops, sharing of information and participating in various training and learning fora, opportunities have been created to reflect upon best practices and develop professional networks. These, in turn, have contributed to a long-term foundation for continued sharing on skills relevant to disaster management and long-term collaboration between Europe and ASEAN to promote excellence overall.

Collaboration with regional networks

DG ECHO and UNDRR collaborate on strengthening a network of sub-regional hubs for disaster risk reduction in the region. Joint workshop with key sub-regional partners such as the South Eastern Europe "Disaster Preparedness and Prevention Initiative" (DPPI), the Council of the Baltic Sea States (CBSS), the Union for the Mediterranean (UfM), the Centre for Emergency Situations in Disaster Risk Reduction in Kazakhstan (CESDRR) were organised for the European Civil Protection Forum in 2022 (and are planned for the European Civil Protection Forum in 2024) and the European Forum for Disaster Risk Reduction (EFDRR), organised by UNDRR, DG ECHO and the Council of Europe.

Furthermore, the UCPM particularly contributed to the SDG11⁶³ and SDG13⁶⁴. The programme continued to promote a better understanding of disaster risks and engaged in the analysis of the latest summaries of risk assessments and capability assessments submitted by Member States and participating states. The first progress report on disaster risk management under the prevention pillar of the Mechanism (Article 6 report) based on this analysis was published on 12 March 2024. The Commission further pursued mainstreaming disaster risk reduction across EU policies, with a special focus on mobilising long-term investments in disaster risk management from cohesion, agricultural and research policy funding and linking with the EU climate and environmental policies. With regard to SDG13, the UCPM also contributed to a number of actions to implement the EU Forest 2030 strategy Adaptation and sustainable finance, as well as the Renovation Wave and Zero Pollution action plans. The programme notably supported the development of a harmonised EU monitoring system of forest fires and contributed to the Adaptation Strategy through improved collection of data on climate-related losses, improving the understanding of the economics of disaster prevention, preparedness and the cost of adaptation.

Case studies

Cross-sector risk assessment, Croatia and Greece

DG ECHO co-financed the development of a stronger baseline for effective disaster risk management⁶⁵ in Croatia. The [Disaster Risk Management Strategy](#) was developed with support from the project and adopted by the Croatian government in October 2022. The strategy builds synergies with other sectoral strategies in the areas of environment, climate change adaptation, sustainable development and spatial planning. The document provides guidance for disaster risk management financing activities in the period 2021–2027. It also makes it possible to track disaster risk management investments and monitor progress. The strategy is accompanied by an action plan that outlines the pipeline of projects and investments aimed at boosting prevention of and resilience to disasters.

⁶³ Make cities and human settlements inclusive, safe, resilient and sustainable.

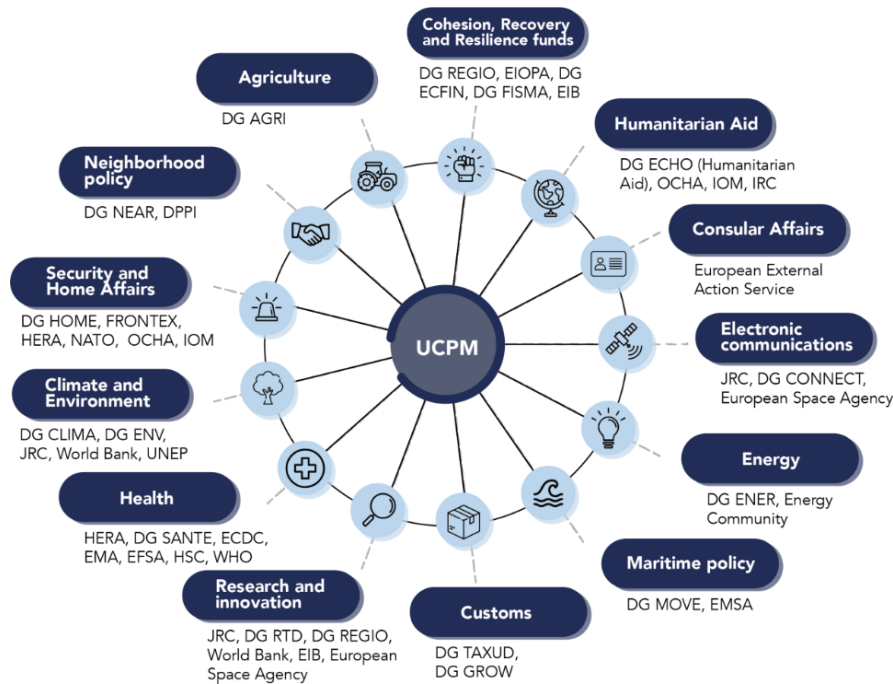
⁶⁴ Take urgent action to combat climate change and its impacts.

⁶⁵ 2019 UCPM Track 1 grants.

DG ECHO co-funded the drafting of the Greek [National Disaster Risk Management Plan](#)⁶⁶. The plan sets out horizontal risk management measures relevant to multiple hazards, as well as hazard-specific measures, their implementation timeline, and responsible authorities. It helps translate goals set out in the Paris Agreement, the Sendai Framework for Disaster Risk Reduction 2015–2030, and the Sustainable Development Goals into concrete action in Greece. The plan supports the fulfilment of the enabling conditions that have to be met in order to access the EU Cohesion Policy funds for disaster resilience available to Greece in 2021–2027.

Figure 12 gives an overview of the main policy areas and actors in the Commission the UCPM is engaging with to various degrees.

Figure 12. - EU stakeholders



4.2. How did the EU intervention make a difference and to whom?

The external support study found that the UCPM brought EU added value to **Member States, Participating States and third countries**. Specifically, the UCPM was instrumental to achieving results that could not have been achieved solely at national, regional, or local level. Benefits were tangible and clear for all countries involved, whether on the receiving or giving end, in civil protection activities, and particularly for small countries with limited prevention, preparedness, and response capacities.

The main elements that generated added value to national civil protection activities included enhanced coordination (through the ERCC), pooling of resources (through rescEU and ECPP), cost savings, sharing of knowledge and expertise, capacity development through trainings and exercises, as well as risk awareness, solidarity, and

⁶⁶ 2020 UCPM Track 1 grants.

international influence. For instance, the Knowledge Network and the periodic compilation of DRM summary reports into an EU wide overview of risks have an intrinsic EU added value for Member and Participating States present, despite some shortcomings and remaining potential to improve.

The potential discontinuation of the UCPM would produce negative consequences for Member States, Participating States, third countries, as well as the civil protection community at large. National, regional, and local interventions would most likely continue, albeit in a fragmented as well as less efficient and effective way. The absence of the UCPM would be difficult to fill through national level interventions or through initiatives established via bilateral/regional agreements or multi-lateral cooperation.

While it is possible to infer that benefits have materialised for all countries involved in civil protection activities, it remains unclear in which concrete ways the UCPM's external dimension brings EU added value to Member and Participating States⁶⁷.

4.3. Is the intervention still relevant?

The external support study provides strong evidence that the UCPM effectively identified and addressed EU and national needs in the field of civil protection. This showed the relevance of UCPM's objectives in the field of prevention, preparedness, and response for the period of 2017 – 2022⁶⁸. This finding is further underlined by the letter of ten Presidents, Prime Ministers and the Taoiseach ahead of the European Council in June 2023, which underlines that the Mechanism is an **“essential tool” in European Crisis Management** and further states that the **“assistance provided through the Mechanism is not only impressive by force, numbers and integrated coordination, but also shows European solidarity and unity within European borders and beyond”**⁶⁹.

While the physical dimension of the assistance provided remains the primary focus of the UCPM, the positive, and qualitative impact of its acts of unconditional solidarity for European citizens and the general public should not be underestimated in the broader aspiration to foster European values.

More in detail, the external support study shows that, in the **prevention** pillar, the UCPM successfully identified EU and national needs of civil protection authorities, compiled an EU overview of risks, and brought changes to the Prevention and Preparedness Programme. In view of the relatively limited resources of the UCPM, it also identified a need for more investment in prevention initiatives. This could be dedicated to coordinating and mainstreaming DRM in other relevant EU funding instruments.

⁶⁷ DG ECHO is not in agreement with this finding of the external support study. See discussion in Annex III.

⁶⁸ External support study report, p. 229.

⁶⁹ Joint letter of ten EU MS to President Charles Michel and President Von der Leyen on strengthening the EU's resilience and crisis response capacity ahead of the European Council in June 2023; European Council Conclusions 30 June 2023 – [European Council conclusions, 29-30 June 2023 - Consilium \(europa.eu\)](https://www.consilium.europa.eu/en/press/communications/conclusions20230630/).

As regards **preparedness activities**, the external support study found that it was highly relevant to ensure the development of rescEU capacities to increase preparedness and to respond to disasters, both at national and EU level. Moreover, the Training and Exercises Programme, peer reviews, Host Nation Support guidelines, advisory missions and Early Warning Systems met the needs of national authorities. The new Training and Exercises Programme is anticipated to be even more closely aligned with participants expectations.

Response activities within the UCPM were relevant to address national and EU needs. **In this regard, the UCPM effectively integrated emerging needs and developments (such as scientific and technological research and development)**. Over the scope of the external support study, the ERCC's anticipatory and foresight capabilities increased its situational awareness capabilities which helped to identify emerging gaps. Further, **the UCPM was flexible to adapt to the evolving needs on the ground (including unanticipated events)**. The UCPM's cooperation with the private sector, and UCPM activations in response to Russia's war of aggression against Ukraine and COVID-19 pandemic, proved the flexibility of the UCPM.

DG ECHO made significant efforts to address recommendations and lessons learnt identified from external evaluations⁷⁰. Nevertheless, there is scope for enhancing communication regarding the justification of UCPM modifications considering these external evaluations. The UCPM made the most progress addressing recommendations on cross-pillar activities, namely the Prevention and Preparedness program and the UCPM trainings and exercises, as they underwent separate evaluations. The UCPM also made progress in the field of response (delivery of assistance, CECIS), preparedness (ECPP) and prevention (DRM Summary Reports), but its overall progress towards strategic recommendations could improve. **Additionally, UCPM activities were identified as relevant to the European Commission's priorities**⁷¹ for 2023-2024, including the European Green Deal, the proposed Single Market Emergency Instrument, and the EU's enlargement priorities. However, the environmental sustainability of the UCPM should be strengthened.

Furthermore, the significant expansion of UCPM activities during the evaluation period led to continuous adaptation of the internal organisation of DG ECHO. Partly due to the abovementioned evolving risk landscape and the increase in UCPM activations, some recommendations of the previous assessments are still in the process of implementation (e.g. monitoring).

Within the confines of the statutory contractual and grant templates, DG ECHO might work on data gathering and a methodology to begin assessing cost-effectiveness of UCPM interventions.

Preparing for the future:

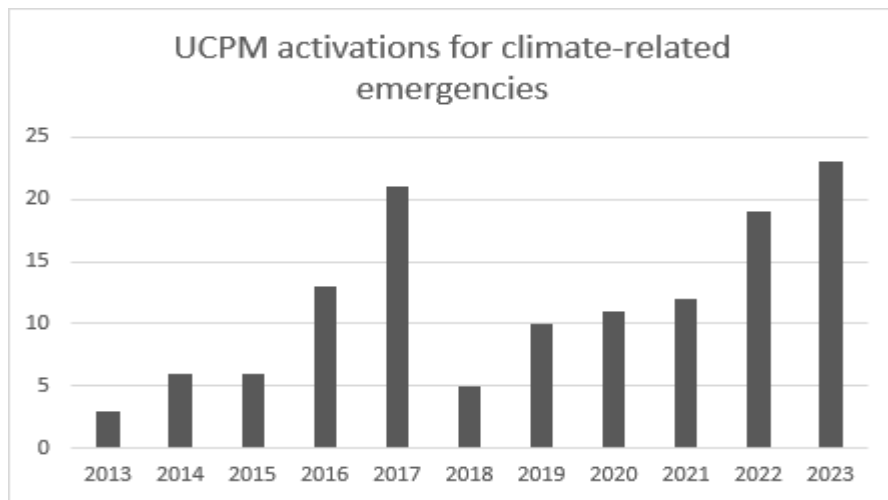
Emerging needs and developments will be shaped by the consequences of climate change, a threat multiplier expected to affect the frequency and severity of natural disasters, and

⁷⁰ External support study report, p. 161.

⁷¹ External support study report, p. 161.

related UCPM activations (see Figure 13) with repercussions across the political, sociological, and economic spheres. Man-made disasters will further exacerbate the disaster risk landscape, adding other layers of complexity.

Figure 13. – UCPM activations for climate-related emergencies



While the UCPM activities in the scope of the external support study were found highly relevant, the drastically changing risk landscape in the EU (see section 3) is identified as a major challenge to be addressed by the UCPM⁷². The external support study specifies that the UCPM's flexibility might not be sufficient to adequately address new and emerging needs and developments (such as the consequences of climate change impact, or a surge in man-made disasters⁷³), considering the increased complexity and frequency of disasters. The future sustainability of the UCPM's (and, more specifically, the ERCC's) ability to cope with future emergencies, given its increased workload, should be at the centre of attention. Concerns were also raised about the UCPM's increased role in third countries.

While increasingly making use of the UCPM, Member States are agreeing on the need for a more proactive and longer-term strategic development of this instrument. However, Member States are not fully aligned in their view of the future set-up, with opinions reaching from a concentration on natural disasters to a fully-fledged EU Crisis Management tool.

The German National Security Strategy⁷⁴ states “strengthening European cooperation in civil protection is an expression of European solidarity and an investment in effectiveness and efficiency”, with particular focus on the ECPP and rescEU. Furthermore, the Baltic States see a gap in the current framework since the “UCPM from its establishment has not been preparing for the threat of war similarly to other natural or man-made disasters.

⁷² Synopsis of Stakeholder Consultation, Annex V.

⁷³ Interviews with DG ECHO (9 out of 24); Interviews with EU stakeholders (8 out of 27); Interviews with national authorities (11 out of 36); Survey with DG ECHO desk officers (11 out of 21 respondents); Survey with national authorities (12 out of 25 respondents).

⁷⁴ NSS, published on 14 June 2023.

Existing capabilities are not adapted to the deployments to areas of conflict outside EU and within UCPM countries”. In this line, Finland further supports the development of a comprehensive “Security Union Strategy” based on a whole-of-society approach and the appointment of a Vice President responsible for the implementation. While this approach may go beyond the current set-up of the UCPM mandate, the sense of urgency for a common steering by Member States is reflected by the ongoing discussion in the Council Working Party PROCIV and beyond.

Furthermore, the letter⁷⁵ addressed to Council President Charles Michel and Commission President Ursula von der Leyen ahead of the June 2023 European Council meeting concludes with the appeal to “turn the current challenges into opportunities and capitalize on the steps already taken in order to build a stronger and more effective EU response to crisis”. In particular, the letter proposes four joint efforts:

1. Developing a strategic approach oriented towards a medium and long-term development of the UCPM;
2. Enhancing the institutional capacity at the EU level by exploring the possibility of a single crisis management hub;
3. Further developing the capabilities for European emergency preparedness and response; and
4. Improving the role of civil protection and crisis management national authorities.

Following the above-mentioned letter, the Council Conclusions of June 2023 stressed the need to “strengthen resilience in strategic areas through an all-hazard approach” which will have a direct impact on the UCPM.

⁷⁵ Joint letter of ten EU MS (Bulgaria, Croatia, Cyprus, Estonia, France, Greece, Ireland, Lithuania, Romania, Slovakia) to President Charles Michel and President Von der Leyen on strengthening the EU’s resilience and crisis response capacity ahead of the European Council in June 2023.

5. WHAT ARE THE CONCLUSIONS AND LESSONS LEARNED?

5.1. Conclusions

Despite some limitations identified during the evaluation, and based on the findings of the external support study, while taking into account the results of recent discussions in Council Working Groups and workshops as well as DG ECHO's own operational knowledge, the Commission's overall conclusion is that **the implementation of UCPM activities has fully met the expectations**, taking into consideration the baseline of the evaluation period and the unforeseen (see section 3) and evolving risks and disasters. In this regard, the findings suggest that the UCPM needs to further develop its mandate and activities to be equipped to support Member States for future risks and disasters.

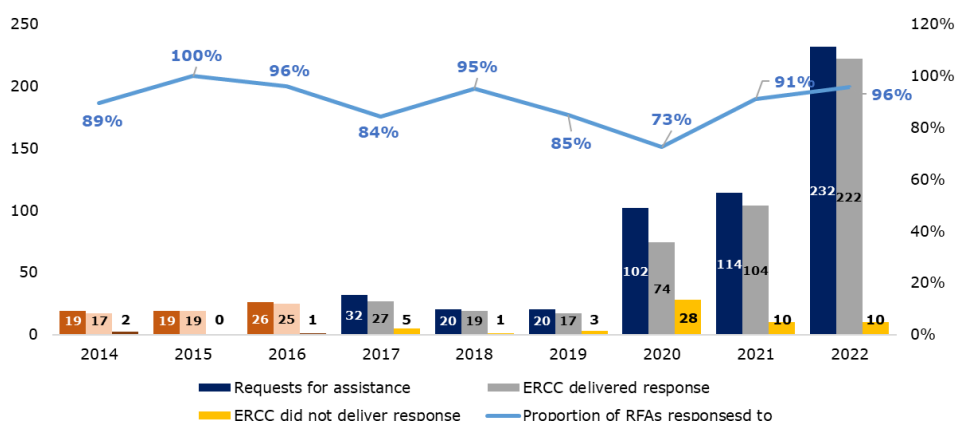
The relevance of the UCPM for the prevention, preparedness and response to natural and man-made disasters and its ability to adapt to unforeseen events and cross-sectoral issues was shown by its responses and activities since 2017, most prominently by the response to COVID-19 and to Russia's war of aggression against Ukraine⁷⁶. The UCPM showed strong European solidarity in a very operational manner with direct positive effect to citizens in Europe and beyond. The increase in requests and the high level of response maintained is shown in figure 6. The new tools and activities (e.g. rescEU, ECPP, DRM reports, Prevention and Preparedness projects) described in section 3, and developed during the evaluation period, proved effective to strengthen European resilience against risks and to meet the objectives of the instrument. Important adaptations and further developments were begun and are currently ongoing, namely the implementation of the Disaster Resilience Goals, the implementation and further development of rescEU capacities, and the scenario and analysis activities.

Moreover, during the evaluation period a gap in the cross-sectoral coordination of large-scale crises within the EU was identified and recognised by the letter of Heads of States to the President of the Commission as well as by the Group of Chief Scientific Advisors⁷⁷. By taking on essential coordination functions the ERCC demonstrated its potential to become a more effective and efficient European crisis management hub, including in the domains of health, disaster response, anticipation and forecasting, critical infrastructure, and logistics sectors.

⁷⁶ Stressed in non-papers issued or signed by BG, CY, EE, ES, FI, FR, HR, IE, IR, LT, LV, NL, RO, SK.

⁷⁷ [Strategic crisis management in the EU - Publications Office of the EU \(europa.eu\)](https://european-council.europa.eu/media/en/press-communications/inline-photos/attachment-data/file/attachment)

Figure 14. Overview of response rate to UCPM requests for assistance 2014-2022



Source: ICF elaboration based on DG ECHO internal data. Data from 2014-2016 included in shades of orange for comparison.

The strategic relevance of the UCPM and its increased operational role in cross-sectoral disasters is highlighted by the increase of activations, including of rescEU capacities. Nevertheless, there is no unanimity among Member States regarding the role the UCPM and its ERCC should play in the future EU crisis management system.

Furthermore, the UCPM demonstrated the ability to absorb and timely implement a significantly increased budget over the evaluation period. **Overall, the UCPM's budgeting system demonstrated flexibility to assist Member and Participating States in addressing the response to evolving needs on the ground and unforeseen events.** While this flexibility allowed response to be upscaled, it was achieved by reshuffling budget temporarily from investment in preparedness and prevention, which over the longer-term had an impact on sustainability of action under the UCPM and on national coping capacities for managing future disasters. Additional response needs were met by budget reinforcements⁷⁸ and amendments made possible by the changes introduced by the revisions to the Decision. ‘Frontloading’ budget allocation from the end of the current Multiannual Financial Framework has also allowed prioritisation of certain key preparedness investments, notably the aerial forest fire fighting capacity under rescEU, however this meant that funding for further prevention and preparedness investments in 2025-7 will be more limited. Within the scope of the EU budget process and the financial regulations, all possible flexibilities⁷⁹ were applied to UCPM activities. However, some budgetary constraints that impacted UCPM implementation during the evaluation period were:

- The restricted applicability to addressing health-related needs and the limited time scale for implementation of Next Generation EU funding;

⁷⁸ The UCPM budget was reinforced with **EUR 415M** in 2020 (COVID-19), **EUR 57.8M** in 2021 (repatriation from Afghanistan), **EUR 152.5M** in 2022 (Ukraine and forest fires), **EUR 92M** in 2023 (earthquake in Türkiye/Syria and forest fires).

⁷⁹ Example: the carry-over.

- Unpredictable scale of requests for assistance (response) combined with the need to plan and programme overall preparedness and prevention action with the Member States⁸⁰;
- The reliance on budgetary reinforcements might have impacted the timing and scale of preparedness and response operations.

Going forward, the lack of certainty on whether and how quickly **additional funds may arrive to deal with emerging needs remains a key concern**⁸¹. Moreover, so is budget availability to deal with the projected deteriorating impact and scale of disasters, and the need for increased investment in preparedness activities, in particular **large capacity investments** (e.g. the new wildfire fighting fleet; strategic stockpiling), which indicates a possible reduction in the share of requests where EU does not deliver a response.

At the same time, risk-based policy decisions and larger investments in disaster prevention are needed to increase resilience to the projected changes in the risk landscape. Coupled with all of society and all-hazards approaches, EU-level prevention initiatives are an efficient way of reducing the cost of disasters and reducing damages to lives and livelihoods. Additional investments could be achieved by embedding the UCPM stronger in the relevant EU funding instruments and policies (including critical infrastructure, spatial planning, climate adaptation, and health systems). This embedding of the UCPM actions into complementary programmes and policies would support a long-term, structural resilience of European societies against the new risk landscape.

The activities of the UCPM generated effects in all three pillars, while directly targeting the recommendations made during the previous evaluation exercise covering the timeline 2014-2016. Interviews with stakeholders showed that UCPM's activities have played a positive role in raising awareness of civil response-related issues and challenges at the policy and operational levels.⁸² This included awareness of the evolving risk landscape, and the importance of enhancing preparedness for more frequent and severe – including man-made – disasters in the future. Additionally, the UCPM helped develop the understanding of connections between climate adaptation, disaster risk management, and the broader socio-economic benefits of prevention⁸³. Furthermore, the UCPM was perceived by some as a model for cooperation on civil protection by external stakeholders and by authorities in regions outside the EU⁸⁴. The increased number of applications and approvals of Participating States additionally illustrates the political importance to show European solidarity in a very operational manner with direct positive effect to citizens in

⁸⁰The UCPM budget is decided on annually and requires a legislative decision following Comitology procedure.

⁸¹ Non-paper for the Council WP PRICIV by Belgium, France, Germany, Greece, Italy, Poland, Romania, Slovenia and Spain.

⁸² Interview with DG ECHO (1 out of 24).

⁸³ Interviews with EU stakeholders (1 out of 27); World Bank (2021). 'Economics of Disaster Prevention and Preparedness. Investment in Disaster Risk Management in Europe Makes Economic Sense. Background Paper'.



⁸⁴ Interviews with DG ECHO (2 out of 24).

Europe and beyond. Furthermore, the exchange with the UCPM has triggered similar regional cooperation mechanisms in Central Asia and within the African Union⁸⁵.

The previous evaluation also identified challenges in the monitoring of the cost-effectiveness of the UCPM activities. During this evaluation period, progress was made in reporting, especially by the introduction of two strategic KPI. Nevertheless, the external support study underscored the need to further strengthen the monitoring of quality markers, use of resources/costs and outcome/impact considerations. Moreover, the external support study identified a need to further invest in data collection and management tools to better track and monitor the assistance and activities delivered through the UCPM.

Further facilitating and hindering factors for UCPM activities in the evaluation period are listed in Figure 15.

Figure 15. UCPM hindering and facilitating factors

	Hindering factors 	Facilitating factors 
INTERNAL	<ul style="list-style-type: none"> > DG ECHO human and financial resources (JC3.1) > Focus on response to the detriment of preparedness and prevention (JC3.1) > Complexity of processes and amount of required documentation (JC3.2) 	<ul style="list-style-type: none"> > Legislative responsiveness and adaptability (Legislative amendments) (JC3.3) > Internal organisational changes to DG ECHO (JC3.3) > Adaptability of / innovation in DG ECHO (JC3.1)
EXTERNAL	<ul style="list-style-type: none"> > Changing threat and risk landscape (JC3.1) > Covid-19 (JC 3.1) > Russia's war of aggression against Ukraine (JC3.1) > Limits to scientific know-how and evidence base (JC3.1) > Complexity of administrative and governance landscape across MS/PC (JC3.2) > Misalignment between beneficiaries' expectations and UCPM capacity (JC3.2) > Resource constraints of MS/PC stakeholders/counterparts (JC3.2) 	<ul style="list-style-type: none"> > Cross-sectoral cooperation (JC3.1) > Private sector contributions (JC3.1) > Trust among DG ECHO and national counterparts (JC3.2) > Understanding of UCPM among MS/PS (JC3.2)

Source: ICF elaboration

Over the evaluation period, Member States and Participating States have demonstrated a level of operational solidarity through the UCPM which could not have been achieved solely at national, regional, or local level. Benefits are tangible and clear for all countries involved, whether on the receiving or giving end, in civil protection activities. This holds particularly true for small countries with limited prevention, preparedness, and response capacities, that are granted access to a wider pool of resources regardless of their individual contributions to the Mechanism. Further, an increasing level of coordination among the EU institutions and services could be observed, especially in the areas of joint situational awareness, early warning, anticipation, information exchange and operational coordination.

⁸⁵ Interviews with DG ECHO (1 out of 24).

5.2. Lessons learned

The findings and conclusions of the reports and studies described in section 1, the external support study as well as the ongoing discussions with Member States and Participating States at all levels highlight a changing European risk landscape which we can reasonably assume to continue changing in the coming years. Analysis over the evaluation period illustrated that the UCPM had to constantly adapt to this changing risk landscape (at national and European levels). Thus, this capacity to adapt should remain a key feature of the UCPM.

As a result, with an increasing importance of cross-sectoral coordination the UCPM and its ERCC need the necessary means to react fast and effectively to disasters. The role and advantages of the UCPM need further development in close exchange with Member States. Commission services and national authorities should be kept aware of potential synergies. Again, the cross-sectoral work undertaken during past major crises, such as COVID-19, Russia's war of aggression against Ukraine (incl. for critical infrastructure), but also repatriation efforts of EU citizens, or on the preparedness work on, and response to, the increasing force and frequency of natural disasters, underscore the importance of the UCPM for the European Crisis Management system, including the private sector. As a Member State driven instrument the coordination structures of the responsible Ministries for civil protection with the relevant health, infrastructure or consular affairs structures should be part of the reflection. Furthermore, there is leverage available to the UCPM to strengthen the synergies with DG ECHO's humanitarian aid efforts, including in areas such as Disaster Risk Reduction or climate change, and the work with DG ECHO's field network. Finally, with an increasing cross-sectoral nature of the UCPM activities, synergies with other budget instruments across the disaster management cycle need to be envisaged.

Furthermore, recent events highlight the need to sufficiently fund the budget of the UCPM in the changing risk landscape and to ensure greater flexibility not only in terms of modalities but also able to adapt to emerging needs. At the same time, policy levers to promote the reduction of exposures and vulnerability need to be better utilised. Additionally, adequate investment needs to be ensured in the long term, to develop and maintain capacities in the field of preparedness and prevention (incl. rescEU capacities). The future implications of the emerging risk landscape (effects of climate change and man-made disasters) need to be taken into consideration. While the co-financing arrangements for transport and logistics are an example of effective EU engagement, its current modalities for execution imply large administrative costs for both Member/ Participating States and the EU and, thus, have a negative impact on the cost-efficiency and speed of the UCPM deployment. Additionally, looking back on the evaluation period, the presence of a dedicated budget reserve for emergency response to be tapped into when the allocated funding falls short, would have further increased the effectiveness of the UCPM activities.

Additionally, the use of the UCPM as an operational, European instrument to tackle increasingly extreme disasters (see section 3) during the evaluation period underscored the

significant need for simplification of procedures and workflows. Operationally, the decision-making process for the use of rescEU capacities, the procedures to apply for transport co-financing grants, the missing automation of workflows and communication are examples of both time consuming and human resource intensive processes bearing a negative impact on the effective and efficient use of resources at national and EU level. If these tactical aspects were simplified, the political decisions for strategic investments to improve European preparedness and resilience (e.g. rescEU, ECPP, co-financing), would could be executed in an even more effective and efficient fashion.

In this line, the external support study highlighted positive effects of innovative solutions like the creation of logistic hubs in Poland, Slovakia, and Romania. This need for innovative, cross-sectoral solutions is demonstrated by the creation of the Knowledge Network. However, in the longer run, the overall implementation of the UCPM activities could be further strengthened by a simplification of its legislative framework.

Moreover, an improvement of the availability of data of Member States (including the availability of resources/ response capacities and more comprehensive national risks assessments) would further complement the data available at EU level. In this way, anticipation and foresight activities, the analysis of capacity developments and the overall coordination of assistance could be improved.

ANNEX I: PROCEDURAL INFORMATION

- A. Lead DG: European Civil Protection and Humanitarian Aid Operations (ECHO)
- B. Reference in Decide: PLAN/2022/14
- C. Organisation: The external support study was supervised by an Inter-service Steering Group (ISG), composed of representatives of the EEAS and the following European Commission (EC) DGs: CLIMA, ECHO, ENER, ENV, HERA, HOME, INTPA, JRC, NEAR, MARE, MOVE, RTD, SANTE and SG. Before the contracting of the external support study two ISG meetings were held:

- 8 April 2022: Introduction and discussion of the call for evidence document
- 15 June 2022: Discussion of Terms of Reference

The external support study contract had a length of 14 months, from October 2022 to December 2023. Five meetings with the ISG were held:

- 8 October 2022: Kick off meeting
- 16 November 2022: Inception report meeting
- 4 April 2023: Interim report meeting
- 20 July 2023: Draft final report meeting
- 20 December 2023: SWD discussion.

- D. Consultation of the Regulatory Scrutiny Board: 14 February.

The Regulatory Scrutiny Board provided a positive opinion with reservations. The shortcomings have been addressed in the Staff Working Document. The main points addressed are as following:

- (1) “The report does not systematically present the evidence base to support the findings of the analysis. It is not clear how robust the evidence is and how any of its limitations are reflected in the conclusions”.

Addressed by: Explicit referencing and integration of support studies and further evidence used for the Evaluation of the UCPM in the description of the evidence base. Continuous referencing throughout the findings and analysis sections. Further, the limitations in the conceptualisation and data gathering for the Evaluation have been described in greater detail in the “limitations” section and, further, cross-referenced in the findings and conclusions.

- (2) “The report does not present sufficiently clearly the effectiveness and efficiency of the Mechanism. The report is not clear on the areas for improvement, including in terms of potential for simplification and administrative burden reduction”.

Addressed by: Where limitations in the **measurement** of effectiveness and efficiency have occurred (e.g. since counter-factual assessments are not possible), it has been described more explicitly in the limitations section. Furthermore, case studies were included systematically to further contextualise and strengthen the analysis and findings sections. Additionally, these case studies are used to highlight best practises and administrative burdens. Moreover, a detailed budget overview (including the three pillars prevention, preparedness and response) was included in the budget section.

- (3) “The report is not clear on the monitoring indicators and performance data that would need to be collected to determine whether the Mechanism works as intended and delivers on its specific objectives”.

Addressed by: A new section with a description and analysis of the KPI which are tracked by DG ECHO was included in the SWD (4.1.1 Effectiveness). Furthermore, a section with regards to the fulfilment of the SDG was added. Moreover, the sufficiency of the KPI to measure the success of the UCPM was included in the analysis of the UCPM.

- E. Evidence: Several information sources were used to reach triangulated conclusions, i.e. document review; analysis of the EC's project database ('HOPE'); key informants interviews; four online surveys (to DG ECHO desk officers, national authorities, Trainers and National Training coordinators, civil protection experts and Project coordinators); three focus group (with national authorities, researchers and DG ECHO officers) an Open Public Consultation, and case studies.
- F. External expertise: The evaluation support study was carried out by ICF SA, who were selected through a reopening under DG ECHO's framework contract. The current Staff Working Document aims at fully reflecting the results of the external exercise.

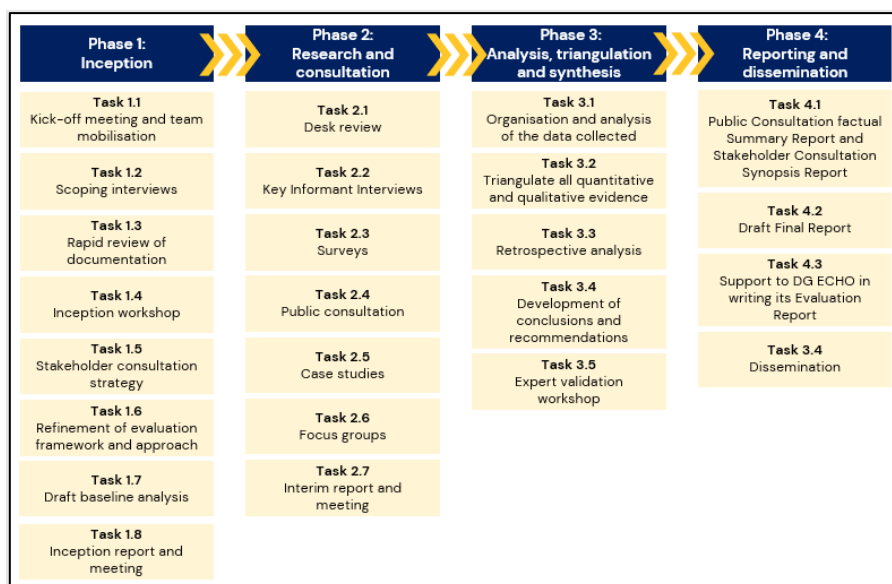
ANNEX II. METHODOLOGY

DG ECHO commissioned an external support study to inform the Evaluation by the conduction of quantitative and qualitative data analysis from relevant sources and to help mitigate, to the extent possible, the impact of data limitations on the results of the evaluation. In line with the Better Regulation Guidelines, the external support study provided a triangulation and verification of data collected from different sources to answer the evaluation questions, draw conclusions, highlight lessons learnt and produce recommendations.

The evaluation began in October 2022 and comprised the following phases: i) inception phase; ii) research and consultation; and iii) analysis, triangulation, and synthesis. To provide a basis for the evaluation, a baseline analysis was conducted, which was primarily informed by data reported in previous evaluations of the UCPM.

To inform the evaluation questions, the evaluation team carried out the following data collection activities: a rapid review of documentation, followed by an in-depth desk review of qualitative and quantitative data, one inception workshop, five case studies, 108 key informant interviews, three focus groups, one expert validation workshop, and four online surveys, targeting civil protection authorities, DG ECHO desk officers, trainers/training and exercises contractors, as well as experts in civil protection participating in UCPM activities. The case studies comprised a tailored review of relevant documentation and a series of additional interviews with key stakeholders, who were selected given their expertise or involvement with the topic of the case study in question. The consultation activities gathered stakeholders' perspectives on the effectiveness, efficiency, relevance, coherence, and EU added value of the UCPM, key lessons learnt, main gaps and shortcomings across the evaluation period, as well as potential improvements for the UCPM going forward. Figure 15 gives an overview of the different phases of the external support study.

Figure 15. Phases of external support study



During the conduction of the external support study as well as in the overall preparation of this Evaluation, several limitations and impediments were encountered and, where possible, mitigated⁸⁶. First, the main stakeholder consultation activities (e.g. surveys and targeted interviews) occurred in a period with multiple parallel UCPM activations and ongoing responses to emergencies⁸⁷. Furthermore, the external evaluation team has reported of signs of a general “stakeholder fatigue” among interviewees. This situation resulted in a lower and delayed response rate of relevant interviewees within DG ECHO and Member/ Participating State structures. It was mitigated by the extension of the consultation phase (including for the conduction of the case studies) as well as through additional awareness raising in the CPC meetings and within DG ECHO. Second, despite the improvements in the data collection and monitoring system since the previous Evaluation, several discrepancies of data between different monitoring tools were observed. This was mitigated by the conduction of additional interviews with targeted DG ECHO staff, the development and discussion of data gaps reports and the prioritisation of data from DG ECHO annual reports and work programmes. Furthermore, the conduction of a comprehensive cost-benefit analysis was limited by the predominant availability of qualitative data set for benefits. This was mitigated by a qualitative assessment of the costs and benefits, how they compare to one another, and level of efficiency for the whole UCPM. Additionally, a cost benefit analysis was conducted for of some UCPM components in the framework of the case studies, namely forest fires, floods, the Beirut port explosion, COVID-19, and Russia's war of aggression against Ukraine. Third, with the expansion of the UCPM activities over the scope of this Evaluation, some data on specific UCPM activities was gathered from a minority of key stakeholders directly involved or exposed to them (both in DG ECHO and national authorities). This complicated the triangulation and verification of data for the external contractor. To mitigate this situation, specific questions were addressed during the three focus groups.

Assessment of the contractor:

Overall, DG ECHO agrees with the assessment and evaluation process executed by the external contractor. The number of interviews in this complex and evolving instrument underscores the detailed analysis. Furthermore, the external contractor proactively provided suggestions to mitigate the existing limitations, e.g. concerning data and lack of availability of interviewees during ongoing emergencies. Moreover, the external contractor acknowledged the need for ongoing developments of the UCPM during the conduction of the support study and underscored the applicability of the developments in the year 2023 (beyond the original scope of the Evaluation). Nevertheless, concerning some findings, DG ECHO comes to different conclusions than the contractor. One example is the finding on if the “UCPM’s external dimension brings EU added value to Member and Participating States”. In this regard, DG ECHO concludes that while quantitative data may be lacking (and is close to impossible to collect for this aspect) the UCPM was perceived as a model for cooperation on civil protection by external stakeholders and by authorities in regions outside the EU. The increased number

⁸⁶ External support study, p. 50


⁸⁷ Among others: Russia’s war of aggression against Ukraine, Türkiye-Syria earthquake of February 2023, floods in the Emilia-Romagna region of Italy in May 2023.


of applications and approvals of Participating States additionally illustrates the political importance to show European solidarity in a very operational manner with direct positive effect to citizens in Europe and beyond.



ANNEX III. EVALUATION MATRIX AND, WHERE RELEVANT, DETAILS ON ANSWERS TO THE EVALUATION QUESTIONS (BY CRITERION)



Evaluation framework








UCPM Pillar	Evaluation (sub-)question	Judgement criteria	Examples of Indicators	Data collection tools
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?				
EFFECTIVENESS	 <p>EQ1.1 To what extent did the UCPM achieve its specific objectives in the field of prevention within the timeframes set by the Decision? To what extent are suitable mitigation measures in place in the case objectives will not be met in the set time?</p>	<ul style="list-style-type: none"> JC1.1: UCPM funded projects and other activities aiming to increase awareness of disasters were overall implemented as planned; 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; JC1.4: The (prevention) mitigation measures in place were effective and suitable. 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of MS/PS that have sent the Commission a summary of risk assessments and assessment of risk management capability; 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); Number of projects financed for prevention (by type of disaster); Number and type of outputs (e.g. scientific outputs) developed as a result of funded prevention projects/activities (per country, by type of disaster); Number that have accessed or were exposed to the results of prevention projects (e.g. prevention events). <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Degree of alignment between number of end users reached/ outputs produced with targets set for prevention projects/activities; Typology if risks and disasters covered in the risk assessments and assessments of risk management capability. 	<p>Desk review;</p> <p>Interviews;</p> <p>Public Consultation;</p> <p>Surveys;</p> <p>E-focus groups;</p> <p>Case studies.</p>


	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
				<p>Opinion-based indicators:</p> <ul style="list-style-type: none"> 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); Stakeholder views on challenges faced and improvements identified for UCPM prevention projects/activities; 	
		<p>EQ1.2 To what extent did the UCPM achieve its specific objectives in the field of preparedness within the timeframes set by the Decision? To what extent are suitable mitigation measures in place in the case objectives will not be met in the set time?</p>	<ul style="list-style-type: none"> 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); JC1.6: MS, PS and TC have achieved a higher level of preparedness; JC1.7: The (preparedness) mitigation measures in place were effective and suitable. 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of committed and certified capacities included in the ECPP; 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); Number of standard response units (modules) registered in the EU's CECIS; Number of projects financed for preparedness (by type of disaster); Number of capacities available through rescEU (by type of resource (e.g. plane, shelter, medical supply) and type of disaster) Number and type of outputs (e.g. EWS) developed as a result of funded preparedness projects (per country, by type of disaster); Number and type of end-users that have accessed or were exposed to the results of preparedness projects/ activities (e.g. guidelines). <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Degree of alignment between number of end users reached/ outputs produced with targets set; <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Share of stakeholder considering that MS, PS, TCs have improved capacity to respond in a rapid an efficient way to (imminent) disasters; Stakeholder views on the extent to which the level of preparedness is attributable to the UCPM; 	



	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
		<p>EQ1.3 To what extent did the UCPM achieve its specific objectives in the field of response within the timeframes set by the Decision? To what extent are suitable mitigation measures in place in the case objectives will not be met in the set time?</p>	<ul style="list-style-type: none"> 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 and support through the activation of the UCPM, and/or through the timely mobilisation of rescEU capacities; JC1.9: The (response) mitigation measures in place were effective and suitable 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> 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); Number of UCPM activations (2017-2022) (by type of disaster); Number of times MS and PS opted for bilateral/multilateral approaches to civil protection emergencies; Number of actions (by type of disaster) Number of capacities and experts deployed (by type of disaster) Number of resources pooled in response to a crisis (e.g. COVID-19) and typology of resources mobilised (by type of disaster); Average cost of resources pooled per disaster type and cost type. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Degree of alignment between targets set and average response time between UCPM activation and on-site deployment; Degree of alignment between number of resources requested and resources provided, either directly by MS/PS and or by ECPP, in UCPM activations. <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Stakeholder views on dealing with civil protection emergencies through the UCPM or bilaterally/multilaterally; Stakeholder views on the adequacy of response of the UCPM (inside and outside the EU). 	
		<p>EQ1.4 To what extent did the UCPM achieve its objectives across pillars/horizontal activities within the timeframes set by the Decision? To what extent</p>	<ul style="list-style-type: none"> JC1.10: UCPM funded projects and other horizontal activities contributed to the achievement of cross-pillar objectives (e.g. increasing public awareness and 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> 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); Number of new partnerships or networks established thanks to participation in UCPM activities or projects; Number and type of outputs (e.g. full-scale/tabletop exercise) developed as a result of funded cross-pillar/horizontal activities (per country); 	

	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
		are suitable mitigation measures in place in the case objectives will not be met in the set time?	<p>preparedness for disasters);</p> <ul style="list-style-type: none"> JC1.11: The (cross-pillar/horizontal) mitigation measures in place were effective and suitable. 	<ul style="list-style-type: none"> 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); Number and type of awareness-raising activities and projects conducted/ planned (by type of activity/ disaster); Number of training activities conducted/planned. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Degree of alignment between number of end users reached/ outputs produced with targets set; <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Stakeholder views on the effectiveness of cooperation with other MS/PS in UCPM activities/projects. 	
<p>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?</p>					
		EQ2.1 To what extent did the effectiveness/results differ by pillar/ type of disaster?	<ul style="list-style-type: none"> 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 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of UCPM activities (per pillar) involving stakeholders in other policy areas Number of UCPM activations (per type of disaster/ involving stakeholders from other policy areas); Average number of countries involved in the response to a UCPM activation (per type of disaster); Number of times MS/PS opted for unilateral/bilateral/multilateral approaches to civil protection (CP) emergencies; Share of UCPM projects and activities (per pillar) that achieved totality or great majority of the objectives. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of challenges faced and improvements identified in terms of cross-sectoral/cross-border cooperation. <p>Opinion-based indicators:</p>	Desk review; Interviews; Surveys; E-focus groups; Case studies.
		EQ2.2 To what extent did the UCPM contribute to increased cross-sectoral cooperation and coordination , by pillar / type of disaster?	<ul style="list-style-type: none"> 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of UCPM activities (per pillar) involving stakeholders in other policy areas Number of UCPM activations (per type of disaster/ involving stakeholders from other policy areas); Average number of countries involved in the response to a UCPM activation (per type of disaster); Number of times MS/PS opted for unilateral/bilateral/multilateral approaches to civil protection (CP) emergencies; Share of UCPM projects and activities (per pillar) that achieved totality or great majority of the objectives. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of challenges faced and improvements identified in terms of cross-sectoral/cross-border cooperation. <p>Opinion-based indicators:</p>	Desk review; Interviews; Surveys; E-focus groups; Case studies.




	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
<ul style="list-style-type: none"> 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; Stakeholder views on when to deal with CP emergencies through the UCPM or bilaterally/multilaterally; 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. 					
EQ3: What factors have driven/hindered the effectiveness towards achieving the UCPM's general and specific objectives?					
	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"> JC3.1: There were some internal/ external factors that drove/hindered the effectiveness of the UCPM; JC3.2: Cooperation and coordination were sometimes hampered by factors internal and/or external to the UCPM 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 Commissioner, etc.) have aided the achievement of general and specific objectives in the field of preparedness and response; 	Qualitative indicators: <ul style="list-style-type: none"> Typology of factors driving/hindering UCPM efforts towards achieving its general and specific objectives (e.g. fostering a culture of prevention); Typology of factors driving/ hindering the achievement of strengthened cooperation between MS, PS; Typology of factors hindering or facilitating a rapid and efficient response; Typology of negative/positive unintended effects of the UCPM's activities (per type of disaster). 	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?	(Continued from EQ3.1)	Opinion-based indicators: <ul style="list-style-type: none"> Stakeholder views on the adequacy of the capacities developed and being developed (per pillar, per type of disaster, per type of capacity); Stakeholder views on challenges faced / areas for improvement identified on UCPM efforts towards objectives (per pillar); 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; Stakeholder views on impact of legislative developments to the UCPM since 2017; 	(Continued from EQ3.1)	




	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
			<ul style="list-style-type: none"> JC3.4 UCPM activities across the pillars had some positive effects and limited negative repercussions beyond what was planned. 	<ul style="list-style-type: none"> Stakeholder views on gaps in the legal framework that reduce the effectiveness of the UCPM Stakeholder views on the impact of the new European Commission and structural changes within DG ECHO on the achievement of general and specific objectives; Stakeholder views on the (positive/negative) unintended effects of UCPM activities (per type of disaster). 	
EQ4: To what extent were the costs of the UCPM's activities across the three pillars justified compared to their benefits?					
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"> JC4.1: The UCPM activities generated the expected benefits within the planned budget 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Total amount (EUR) contributed by MS/PS; Total amount (EUR) pooled by disaster type and cost type; Total amount (EUR) of additional (matched) contributions by disaster type and MS/PS; 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; <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Degree of alignment between forecasted budget and actual expenditure (2017-2022) (per pillar); Degree of alignment between adaptation cost of EU funded rescue capacities in of the ECPP and rescEU and their actual use/deployment; Typology of factors driving/hindering the cost-effectiveness of UCPM activities; Typology of expected benefits/achievements of the UCPM per pillar. <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Share of stakeholders identifying inefficiencies; Stakeholder views on the extent to which any inefficiencies have been, or are being, addressed; Share of stakeholders (DG ECHO) considering that results were achieved in the most cost-effective way; 	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"> JC 4.2: The UCPM was the most cost-effective solution JC4.3: The main factors hindering the cost-efficiency of UCPM are known and being addressed 		
		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?	<ul style="list-style-type: none"> JC4.4: The allocation of the budget per pillar is balanced when considering the expected achievements 		




	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
				<ul style="list-style-type: none"> • Share of stakeholders claiming inefficiencies could have been anticipated and reduced; • Stakeholder views on the extent to which the expected benefits/achievements for the UCPM's performance were realistic; • Stakeholder perceptions of adequacy of the process to determine the budget; • Stakeholder views on whether more cost-effective solutions could have been found; • Stakeholder views on whether UCPM activities generated expected benefits; • Stakeholder views on type of inefficiencies identified; • Stakeholder views on where cross-sectoral cooperation could be enhanced to improve efficiency; • Share of stakeholders considering that a lack of budget hindered the achievement of results (per pillar); • Stakeholder views on impact of legislative developments (Decision 2019/1310, Regulation 2021/88) to the UCPM since 2017; • Stakeholder views on the adequacy of budget allocated to the UCPM 2021-2027. 	
EQ5: To what extent was the UCPM budgeting system flexible to adapt to evolving needs on the ground and unanticipated events?					
		<p>EQ5.1 To what extent did Decision 2019/1310 and Regulation 2021/88 have an impact on the use of the UCPM's resources?</p>	<ul style="list-style-type: none"> • 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); • JC5.2: Legislative developments since 2017 (Decision 2019/1310) triggered additional costs 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> • Human and financial resources necessary for the implementation of Decision 2019/1310 and for the UCPM's COVID-19 response; • Number of amendments/new elements introduced since 2017; • 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); • Number of efficiency savings triggered by Decision 2019/1310 (rescEU). <p>Qualitative indicators:</p> <ul style="list-style-type: none"> • Typology of efficiency savings triggered by Decision 2019/1310 (rescEU); <p>Opinion-based indicators:</p>	<p>Desk review; Interviews; Case studies; Cost-benefit analysis.</p>

	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
			<p>which were compensated by efficiency savings;</p> <ul style="list-style-type: none"> JCS.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. 	<ul style="list-style-type: none"> 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; 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); 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; Stakeholder views on the extent to which efficiency savings were achieved. 	
		<p>EQ 5.2 To what extent is the external angle of the UCPM sufficiently covered by the current budget?</p>	<ul style="list-style-type: none"> JCS.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 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Total budget allocation by MS, PC, TC <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Stakeholder views on the budget that is allocated internally versus externally, for the current and next financial cycles Share of stakeholders agreeing that the share of the budget for new PS should be increased/reduced 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 	
<p>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?</p>					
		<p>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</p>	<ul style="list-style-type: none"> JCS.1: The indicators selected allowed the UCPM to identify and correct inefficiencies, or any other issues associated with the implementation of the Decision; 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Progress across UCPM key performance indicators; Number of monitoring exercises (per pillar/activity); Number of measures taken regarding the UCPM budget as a result of monitoring and evaluation activities; 	<p>Desk review; Interviews; Case studies; Cost-benefit analysis.</p>





	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
		been properly collected and monitored?	<ul style="list-style-type: none"> JC6.2: Monitoring and evaluation data has been properly collected and analysed; JC6.3: There is scope for some simplification or burden reduction in the activities carried out by the UCPM. 	<ul style="list-style-type: none"> Number of existing instruments allowing effective assessment of the UCPM's budget execution. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of monitoring exercises (per pillar/activity); Typology of challenges faced and room for improvement to collect and monitor data adequate data to improve the efficiency of the UCPM; <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Share of stakeholders agreeing on the effectiveness of the indicators, benchmarks, KPIs used to assess progress in monitoring the implementation of the Decision; 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; Stakeholder views on potential simplification or burden reduction of the UCPM activities inside/outside Europe. 	
	EQ6.2 To what extent is there scope for simplification or of burden reduction in the activities carried out by the UCPM?				
		<p>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?</p>			
RELEVANCE		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"> JC7.1: Main EU and national (MS/PS/TC) needs addressed by the UCPM in the evaluation period were identified; 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; 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> 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. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of needs (per pillar/ type of disaster) identified by type of stakeholder (i.e. EU, national – MS/PS/TC); Degree of alignment between UCPM Decision general and specific objectives and identified EU needs; Degree of alignment between UCPM objectives and activities to EU Commission priorities 2021-2027; Degree of alignment between UCPM objectives and activities and identified national CP strategies; 	Desk review; Surveys; E-focus groups ; Case studies.
		EQ7.2 To what extent were the Decision's objectives still relevant to the EU / national needs ?			
		EQ7.3 To what extent were the UCPM's			




UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
	<p>activities still relevant to EU / national needs?</p> <p>EQ7.4 Did any need(s) within the scope of the UCPM's work remain unaddressed?</p> 	<ul style="list-style-type: none"> JC7.4: All current and expected future needs within the scope of the UCPM are adequately addressed. 	<p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Share of stakeholders agreeing that the UCPM's needs assessment is suitable to their requirements (per pillar); Share of stakeholders agreeing that UCPM objectives were relevant to their needs by type of stakeholder (i.e. EU, national – MS/PS/TC); Share of stakeholders agreeing that UCPM activities were relevant to their needs by type of stakeholder (i.e. EU, national – MS/PS/TC); Stakeholder views on needs unaddressed by the UCPM by type of stakeholder (i.e. EU, national – MS/PS/TC); Stakeholder views on the extent to which the UCPM was successful in meeting their needs; Stakeholder views on challenges faced and improvements needed to meet their needs, by type of stakeholder (i.e. EU, national – MS/PS/TC). 	
<p>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?</p>				
	<p>EQ8.1 What are the evolving needs and emerging developments within the scope of the UCPM's activities?</p> 	<ul style="list-style-type: none"> 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 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; 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of new and emerging needs and developments (across the evaluation period/ in the near future) identified by stakeholder group and type; Number of UCPM projects addressing identified new and emerging needs and developments; Number of new measures/changes introduced to meet/cover new topics. <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of new and emerging needs and developments identified by stakeholder group and type; Typology of measures introduced to meet/cover new topics; Degree of alignment between identified new and emerging needs and developments and UCPM Decision general and specific objectives (per pillar); Degree of alignment between identified new and emerging needs and developments and UCPM activities (per pillar); 	<p>Desk review;</p> <p>Interviews;</p> <p>Public Consultation;</p> <p>Surveys;</p> <p>E-focus groups;</p> <p>Case studies.</p>
	<p>EQ8.2 To what extent are UCPM objectives and activities suitable in dealing with unanticipated needs and adapt to evolving needs and emerging developments?</p> 	<ul style="list-style-type: none"> JC8.2: The UCPM' objectives and 		

	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
		<p>EQ8.3 To what extent is the UCPM's organisational set-up and capacity sufficiently flexible to deal with unanticipated and evolving needs and emerging developments?</p>	<p>activities are appropriate to address new and emerging needs;</p> <ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> Typology of scientific and technological research and development that has been integrated into the UCPM <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Share of stakeholders finding UCPM objectives are suited to new and emerging needs and developments; Share of stakeholders finding UCPM capacity and activities flexible to adapt to unanticipated needs and emerging developments; 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; Stakeholder views (especially national) on the UCPM's role in addressing new and emerging needs and developments in the field of civil protection; 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; Stakeholder views on challenges faced and improvements identified regarding the UCPM's flexibility; Stakeholder views on factors driving and hindering the UCPM's flexibility to adapt to new and emerging needs and developments. 	
		<p>EQ8.4 What factors contributed to driving and/or hindering the UCPM's ability to adapt?</p>	<ul style="list-style-type: none"> 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; JC8.5: Internal/ external factors enabling/inhibiting the UCPM's ability to adapt to new needs and developments were identified. 	<ul style="list-style-type: none"> 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. 	
<p>EQ9: To what extent was the UCPM able to incorporate recommendations and lessons learnt?</p>					
		<p>EQ 9.1 To what extent did the UCPM's design and its activities incorporate lessons learnt and</p>	<ul style="list-style-type: none"> JC9.1: Recommendations and issues identified in external evaluations and studies of the UCPM (e.g. 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of recommendations and issues identified from external evaluations and studies addressed by the UCPM since 2017; 	<p>Desk review; Interviews; E-focus groups.</p>

	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
		recommendations from external evaluations ?	the interim evaluation of the UCPM (2014-2016), Study on the UCPM Training Programme) were addressed;	<ul style="list-style-type: none"> Number of lessons learnt identified through the Lessons Learnt Programme addressed since 2016; Proportion of recommendations and issues identified addressed from external evaluations and studies since 2017; Proportion of lessons learnt and improvements addressed from UCPM's cross-pillar/horizontal activities. 	
		EQ 9.2 To what extent did the UCPM's design and its activities incorporate lessons learnt and recommendations from its cross-pillar/horizontal activities ?	<ul style="list-style-type: none"> JC9.2: Recommendations and lessons learnt identified within UCPM initiatives (e.g. lessons learnt programme, workshops with EU presidencies) were taken on board; 	<p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of recommendations and issues identified from external evaluations and studies since 2017 and through cross-pillar/horizontal activities; Improvements introduced, or suggested for approval, documented by DG ECHO for the incorporation of recommendations and lessons learnt; <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> 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; Stakeholder views on main obstacles and potential improvements for the incorporation of recommendations and lessons learnt; 	
COHERENCE	EQ10: To what extent are the UCPM activities across the three pillars <u>internally</u> coherent and complementary to one another?				
		EQ10.1 To what extent do synergies exist between UCPM activities within the three pillars?	<ul style="list-style-type: none"> JC10.1: The Decision sufficiently defines the pillars to allow for a balance within and between activities; 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> 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); Number of UCPM activities that incorporated aspects from other activities within the same pillar; <p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of measures in place to improve coherence and complementarity; 	Desk review; Interviews; E-focus groups; Case studies.
		EQ10.2 To what extent do synergies exist between UCPM activities across the three pillars?	<ul style="list-style-type: none"> JC10.2: No significant gaps or overlaps between UCPM activities within and across pillars can be detected; 		

UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
	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"> JC10.3: Synergies and complementarities within and between activities organised under the three pillars of the UCPM were identified and created, where possible; 	<ul style="list-style-type: none"> Typologies of gaps and overlaps identified within and across pillars; Typology of factors driving/hindering synergies within and between pillars; Degree to which DG ECHO desk officers are aware/ informed of activities in conducted in different pillars; <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> Share of stakeholders considering that there are (unexploited) synergies between activities within and across UCPM pillars; 	
	EQ10.4 Are there any unexploited synergies within and across UCPM pillar?	<ul style="list-style-type: none"> 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; 	<ul style="list-style-type: none"> Stakeholder views of existing (unexploited) synergies within and between activities across UCPM pillars; Stakeholder views of any gaps and/or overlaps between UCPM activities within and across pillars; Stakeholder views on factors driving/hindering coherence within and between pillars. 	
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"> 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; 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of measures in place to ensure synergies with national activities (by MS/PS/TC and per pillar); Number of UCPM activities and projects involving national representatives outside the field of CP; Number of cooperation mechanisms involving the UCPM and national CP/non-CP actors identified; 	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 MS/PS and with third countries?	<ul style="list-style-type: none"> JC11.2: The UCPM effectively coordinated its response with national actors (MS, PS, TC), with other activities in the field 	<p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of obstacles faced and potential improvements on national synergies and complementarities by type of stakeholder (by MS/PS/TC and per pillar); 	

UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
	EQ11.3 Are there any unexploited synergies with relevant national interventions in the field of CP and other policy fields?	and with other actors / policy fields;	<ul style="list-style-type: none"> Number of existing instruments allowing effective assessment of the UCPM's budget execution. Opinion-based indicators: Share of (DG ECHO/national) stakeholders agreeing that response cooperation is effective; Stakeholder views on degree of synergies created between UCPM and national level activities. 	
EQ12: To what extent are UCPM activities coherent and complementary to other EU and international interventions in the field of civil protection?				
	EQ12.1 To what extent are UCPM activities in the field of prevention, preparedness and cross-pillar/horizontal activities coherent and complementary to relevant EU/international interventions ?	<ul style="list-style-type: none"> JC12.1: There are synergies and complementarities between UCPM activities and other EU interventions related to civil protection 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); 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> 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) Number of UCPM activities and projects (per pillar) involving EU/international actors/programmes; Number of EU programmes and international frameworks mentioning the UCPM in their work plans; Number of notifications to the European External Action Service; Number of measures in place to ensure synergies with EU/international activities; <p>Opinion-based indicators:</p> <ul style="list-style-type: none"> 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); 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); Stakeholder (EU/international) perceptions on the effectiveness of synergies and complementarities; Stakeholder views of challenges faced and improvements identified on synergies and complementarities at EU and international level (per pillar) 	Desk review; Interviews; Case studies.
	EQ12.2 To what extent was the UCPM successful in coordinating its response with other EU and international actors/donors ?			
	EQ12.3 Are there any unexploited synergies with EU/international interventions in the field			

	UCPM Pillar	Evaluation (sub-question)	Judgement criteria	Examples of Indicators	Data collection tools
		of CP and other policy fields?		<ul style="list-style-type: none"> Stakeholder views of factors driving and hindering the level of coherence between UCPM and EU/international activities and frameworks. 	
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"> JC13.1: The UCPM contributed to results that could not have been achieved solely at national level; 	<p>Quantitative indicators:</p> <ul style="list-style-type: none"> Number of UCPM activities with an external dimension (e.g. with TC and international partners) by pillar; Number of times MS and/or PS opted for bilateral/multilateral approaches to civil protection emergencies; Number of UCPM activations (2017-2022) and Requests for Assistance (2017-2020); 	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"> JC13.2: Elements of the UCPM that brought particular added value to national/regional CP activities (MS/PS/TC) were identified; 	<p>Qualitative indicators:</p> <ul style="list-style-type: none"> Typology of added value of the UCPM (by pillar/ type of stakeholder); Typology of reasons for not activating the UCPM when dealing with civil protection emergencies; 	
		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"> JC13.3: Without the UCPM, national, regional and cross-border interventions would be fragmented and less efficient and effective; JC13.4: There are no other instruments/networks that would be more suitable to improve cooperation on CP matters; 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. 	<p>Opinion-based indicators:</p> <ul style="list-style-type: none"> 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); Stakeholder views on the UCPM's value to their work in comparison with national/ EU/international/multilateral interventions; 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; Share of stakeholders agreeing that the UCPM's external dimension brings significant added value. 	

ANNEX IV. OVERVIEW OF BENEFITS AND COSTS

Table 1. Overview of costs and benefits identified in the evaluation

	Citizens/Consumers		Businesses		Administrations		[Other...] _ specify		
	Quantitative	Comment	Quantitative	Comment	Quantitative	Comment	Quantitative	Comment	
<p>Generally, the benefits of the UCPM include a) the reduction of risks or mitigation of adverse consequences of disasters, b) the preparedness of people, structures, communities, and organisations prior to a disaster in order to ensure an effective response, and c) the response to requested assistance to address its immediate adverse consequences. There has been no impact assessment conducted for this instrument. Furthermore, the diversity, complexity, and continuous expansion of the different UCPM activities/elements make a comparison of costs to the largely quantitative benefits across in the scope of this Evaluation difficult⁸⁸. The below table gives indicative examples of costs and benefits⁸⁹.</p>									
<p>Mark the type of cost/benefit, each on a separate line: Costs: Direct compliance costs. Deployment costs of UCPM in-kind assistance, modules, rescEU capacities</p>	<p>Recurrent</p>	n/a	n/a	n/a	n/a	n/a	<p>There is no complete calculation of all individual deployment costs of the evaluated period. The costs include transport co-financing and the</p>		

⁸⁸ As example, a counterfactual assessment/estimation of the number of lives that would have been lost without UCPM support is not plausible.

⁸⁹ As indicated in the cost benefit analysis in the five case studies which were conducted during the external support study and informed this Evaluation.

<p>EUCPT training and deployment</p> <p>Infrastructure costs</p> <p>Benefits: Direct benefits</p> <p>Avoiding loss of lives/ avoiding injuries;</p> <p>Avoiding damages to property/ avoiding damage to infrastructure.</p>			<p>By providing life-saving support in a timely and effective way.</p> <p>Protection of property through prevention, preparedness and response activities.</p>		<p>Protection of property through prevention, preparedness and response activities.</p>	<p>development of modules.</p> <p>Development can conduct of the different trainings. Deployment costs include flights and hotels.</p> <p>Running of the ERCC and its IT infrastructure. The development of the communication tools with MS/PS.</p> <p>Protection of property through prevention, preparedness and response activities.</p>		
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<p>Increased Preparedness and Prevention:</p> <p>Knowledge Sharing and Best Practices</p> <p>Indirect benefits</p> <p>Avoiding treatment costs of injuries.</p> <p>Solidarity among MS/PS.</p> <p>Global visibility; Cohesion and Integration</p>			<p>Among others, through training and awareness raising.</p> <p>Partly, though prevention, preparedness and response activities.</p> <p>Active solidarity between European citizens.</p>				<p>Strengthening interoperability of teams and Modules in case of disaster.</p> <p>CP authorities are better prepared through lessons learnt programmes, peer reviews, national risk assessments.</p> <p>The value of EU solidarity cannot be quantified. The UCPM is a visible and forceful sign of solidarity.</p> <p>The presence of EU assistance</p>		
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							worldwide adds value beyond the UCPM. It strengthens structures in participating states.		
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1. Introduction

This Stakeholder Synopsis report provides an overview of the results from the stakeholder consultation carried out within the external support **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 2 presents findings from stakeholder consultations. Section 3 presents the findings from the Public Consultation. Section 5 draws conclusions based on the outcomes of consultations.

2. Approach to the stakeholder consultation

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.

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 0. The evaluation team developed multiple questionnaires, tailored to the specificities of stakeholder groups.⁹⁰ 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 1).

Table 1. Key Informant Interviews conducted

Stakeholder	Interviews conducted
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⁹⁰ For this reason, the interview questionnaires for EU and international stakeholders did not include questions on Efficiency.

DG ECHO desk officers	24 interviews
Other 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
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)
National authorities including civil protection, marine pollution, and other relevant authorities⁹¹	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
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)
Professional organisations supporting the implementation of UCPM activities	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. 0 presents an overview of the interviews conducted for case studies.

Table 2. Case studies interviews conducted

Case study	Interviews carried out and stakeholders consulted
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)
Beirut's port explosion	16 interviews

⁹¹ 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.

	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)
COVID-19	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)
Russia's war of aggression against Ukraine	17 interviews DG ECHO (11); ERCC (1); EUCPT Leaders (2); National civil protection authorities (2); Donor (1)
Integration between preparedness activities	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)

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. 0 presents the stakeholder groups consulted and responses received to surveys.

Table 3. Survey responses

Survey	Responses received
DG ECHO desk officers⁹²	38 responses
National authorities	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)
Trainers/Training/Exercise Contractors/National training coordinators	59 responses
Experts in civil protection participating in UCPM activities	21 responses

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.

⁹² The survey questionnaire for DG ECHO desk officers did not include questions on the EU added value criterion.

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.

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 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](#).⁹³

⁹³ [Union Civil Protection Mechanism \(UCMP\) - evaluation \(europa.eu\)](#)

Throughout the external evaluation study DG ECHO

The Theory of Change (ToC) summarises the context and rationale for the intervention and identifies its key elements. It reflects evaluation findings on achievement of each of the elements. The degree of achievement is illustrated in the form of a traffic light assessment:

- **Green:** elements that were achieved fully or to a large extent;
- **Yellow:** elements that were partially achieved;
- **Red:** elements that were not achieved or achieved to a very limited extent;
- **Grey:** elements for which the information collected was insufficient to assess their level of implementation.

Context: Europe is affected by a wide array of adverse events – including natural and man-made disasters – causing devastation of human life, property, environment and cultural heritage, and damage has been on the rise for decades and is expected to continue (e.g., as a result of climate change). Some of these events overwhelm national response capacities, forcing states to rely on solidarity from other countries. When countries face simultaneous risks or disasters, they are unable to assist other countries (e.g., 2017 forest fires, 2020 COVID-19 pandemic).

External factors: Increase of Hi-Lo probability emergencies (i.e. unpredictable nature of future risks and challenges) ♦ Increased need for assistance due to higher intensity, frequency and duration of disasters ♦ Impact of climate change on resources dedicated to disaster prevention and preparedness (e.g. competing budgetary demands) ♦ Level of willingness to cooperate among MS / PS ♦ Political considerations affecting cooperation / actions in third countries ♦ Complex administrative procedures in Member and Participating States ♦ Available human and financial resources at national level

Union Civil Protection Mechanism

General objective: to strengthen the cooperation between the Union and the Member States (MS) / Participating States (PS) 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, within and outside the EU.



Assumptions (objectives and inputs > activities and outputs)

Financial: DG ECHO has sufficient human and financial resources to implement / coordinate UCPM activities ♦ National authorities have sufficient financial resources to participate in UCPM activities ♦ Budget is sufficiently flexible and predictable to allow for proper planning of activities across the three pillars and adapt to evolving needs. **Operational:** The necessary infrastructure is in place to deliver UCPM activities ♦ All activities are implemented efficiently ♦ MS / PS are willing to participate in UCPM activities (i.e. UCPM activities are in line with national priorities) ♦ UCPM activities remain relevant in a changing landscape

Assumptions (activities and outputs > results, outcomes and impacts)

UCPM activities effectively involve all relevant stakeholders across sectors, considering their specific needs ♦ UCPM activities address a wide range of hazard types and adapt to the changing context ♦ Timing of the delivery of UCPM outputs is appropriate ♦ Disaster prevention and preparedness actions (including financial support) are effectively implemented ♦ CP experts and teams are well trained ♦ Positive relationships and collaborative environment between DG ECHO and all stakeholders involved, including with actors on the ground (i.e. MS/PS authorities, CP experts, NGOs, international organisations (e.g. UN agencies), other Commission services / EU institutions)