

Project Description

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1 Project Details

1.1 Project Title

Nordic-Baltic social and health care evacuation plan project (103508)

1.2 Administrative Body: Name

Ministry of Social Affairs and Health

1.3 Expected Start Date

01/03/2026

1.4 Expected End Date

29/02/2028

1.5 Provide a description of the project's background and justification, as well as purpose and objectives

Over the last years, Europe has been severely challenged by a worsening risk and threat landscape due to a mix of security, health, climate change and environmental challenges. Especially Russia's war of aggression against Ukraine demands a more comprehensive and integrated approach to crisis management. Cross-border threats to the social and health care sector need collaboration across borders not only among the Nordic countries but also in cooperation with the neighboring Baltic countries.

The Nordic countries have a strong tradition of collaboration in health preparedness. The Svalbard Group has taken several initiatives to improve Nordic health preparedness in practice. However, there still is much to improve. Disruptive situations and exceptional circumstances often disproportionately affect vulnerable individuals, potentially exacerbating social exclusion and inequality.

In exceptional and severe situations there can be a need to evacuate certain social and healthcare patients and or client groups. The Nordic and Baltic countries do not have common strategy nor an operational plan or plans to meet these questions. Effective crisis management requires close coordination in the region to ensure seamless and efficient operations beyond the Nordic countries. This cooperation is particularly crucial for potential cross border social and health care issues where also the Baltic countries are involved in. By working together in the region we'll enhance response to crisis as well as the overall resilience of our societies.

The Nordic ministers participating in the MR-S meeting discussed social and health care evacuation planning unofficially in Tornio on 9th of April 2025. ÄK-S made a decision on the issue during the ÄK-S 2/25 meeting in Helsinki 11-12 June 2025 and decided the following: "ÄK-S diskuterar evakueringen av social- och hälsovårdens klient- och patientgrupper i Norden och ger Svalbard-gruppen ett uppdrag att inleda en utvärdering och förberedelser för en möjlig gemensam evakueringsplan för social och hälsovården i Norden." Its was also suggested that the Baltic countries would be involved in the planning.

The project objective is to strengthen social and health care service's preparedness and response to severe disruptions in the Nordic-Baltic Region in particularly developing strategical plan and enhancing operational evacuation planning of certain defined patient and client groups. The aim is to meet the needs of vulnerable population groups, social and health care patient and client groups, that need to be evacuated from one country to another in the Nordic and Baltic Regions.

The project will increase resilience, foster collaboration and enhance shared understanding of the risk landscape and level of preparedness between the Nordic countries, Greenland, Faroe Islands, Åland and Estonia, Latvia and Lithuania.

The project is also aiming at strengthening of comprehensive security and total defence as well as general whole of government approaches in the region.

1.6 Provide a description of the project's implementation plan, organisation of the Nordic participation, stakeholders and partnerships where applicable

The project will be implemented in two phases. The first phase beginning with confidential discussions among the Nordic countries and the autonomous areas. The three Baltic Countries are invited to join the second and main phase of the project. The first phase will last two months.

A project group and steering group will be organized. The Steering group consists of Svalbard group members strengthened with representatives of social sector of each country if necessary. There will be one to two members of each participation country and the autonomous areas in the project group. The two project managers are part of the project group and leading the work.

Most of the information shared in the project is confidential. Therefore, there is a need for face-to-face meetings instead of video-meetings. Meetings need to be organized in each country in the beginning of the project and in the further phases. There is also need for face-to-face workshops. Some of the meetings, workshops and exercises can be organized jointly with the ordinary Svalbard group meetings and conferences.

The project will co-operate and link to ongoing other sectors' projects in the regions such as Sweden led MSB project with Finland on spontaneous and voluntary evacuations of the population, Norway led civil defence sector project on Nordic scenario work of impacts of military aggression on civilians, and Finland led Nordic logistics sector strategy work, and other later identified regional and national projects on evacuation planning in the Nordic and Baltic countries. The project will also link to the Nordic Välfärd Center led social care preparedness planning project implemented during the Danish presidency in 2026.

1.7 Provide a description of the project's expected results

The main results of the project are

1. A strategic Nordic and Baltic evacuation plan of certain social and health care patient and client groups. The project will provide alternatives for approval of the plan – which level should the plan be approved in the Nordic and Baltic countries.
 2. Operational evacuation plans to meet the needs of social and health care patient and client groups that need to be evacuated from one country to another in the Nordic and Baltic Regions
 3. A legal analysis of existing Nordic, Baltic and EU legislation concerning patient and client evacuations and recommendations for potential amendments.
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1.8 Provide a description of the main target groups and beneficiaries of the project's expected results

The primary target group of the project is Nordic and Baltic social and health care authorities at the national level. Other sector authorities as well as for example regional and local social and health care authorities will benefit of the project as the continuum of preparedness planning involves all levels of societies. The end beneficiaries of the project are the vulnerable social and health care patients and clients who benefit of better preparedness and resilience of the social and health care services in each of the participating country.

1.9 Provide a project summary

The current geopolitical situation necessitates strengthening of preparedness and readiness in the social and health care sectors. Cross-border threats to the social and health care sector need collaboration across borders not only among the Nordic countries but also in cooperation with the neighboring Baltic countries. The Nordic-Baltic social and health care evacuation plan project strengthens social and health care service's preparedness and response to severe disruptions in the Nordic-Baltic Region in particularly developing strategic plan and enhancing operational evacuation planning of certain defined patient and client groups. The aim is to meet the needs of vulnerable population groups, social and health care patient and client groups, that need to be evacuated from one country to another in the Nordic and Baltic Regions. The project will increase resilience, fosters collaboration and enhance shared understanding of the risk landscape and level of preparedness between the Nordic countries, Greenland, Faroe Islands, Åland and Estonia, Latvia and Lithuania. In addition, the project strengthens comprehensive security and total defence as well as general whole of government approaches in the region.

Finland and Sweden co-chair the two year long project. The Nordic Health Preparedness Group under the Nordic Council of Ministers, the Svalbard group, constitutes the steering group. The project will co-operate and link to ongoing other sectors' projects in the regions such as the Nordic Welfare Center led social care preparedness planning project implemented during the Danish presidency in 2026. The target group of the project is Nordic and Baltic social and health care authorities in the national level. Other sector authorities as well as for example regional and local social and health care authorities will benefit of the project as the continuum of preparedness planning involves all levels of societies. The end beneficiaries of the project are the vulnerable social and health care patients and clients who benefit of better preparedness and resilience of the social and health care services in each of the participating country.

2 Policy Area Objectives, Expected Results and Indicators for 2025-2030

2.1 Which Sector does the project belong to?

Health and Social Affairs

2.2 Which sector goal does the project support?

- MR-S 1

2.3 Which sector subgoals does the project support?

- MR-S 1.3

2.4 Are there any additional intersectoral subgoals?

- MR-SAM 3.1

2.1 MR-SAM 3.1, Outcome 1

Describe project outcome

Regional Nordic-Baltic resilience increased

Describe the outcome indicator

A strategic Nordic-Baltic evacuation plan developed

Unit for measuring

Quantity

Baseline (starting point)

0

Verification (how is it intended to be approved/measured)

Reporting

Target (goal of the project)

1

Output 1

Describe project output

Drawing a operational plan of patient and client evacuations across the borders in the Nordic and Baltic Countries

Describe the output indicator

Operational plan agreed on

Unit for measuring

Quantity

Baseline (starting point)

0

Verification (how is it intended to be approved/measured)

Reporting

Target (goal of the project)

1

2.2 MR-S 1.3, Outcome 1

Describe project outcome

Increased resilience of vulnerable persons

Describe the outcome indicator

Vulnerable groups identified and a preparedness plan drawn for cross border evacuation

Unit for measuring

Quantity

Baseline (starting point)

0

Verification (how is it intended to be approved/measured)

Reporting

Target (goal of the project)

1

Output 1

Describe project output

Defining and justification of social and health care patient and client groups to be focused on in the evacuation planning

Describe the output indicator

Groups identified

Unit for measuring

Quantity

Baseline (starting point)

0

Verification (how is it intended to be approved/measured)

Reporting

Target (goal of the project)

2

2.2 MR-S 1.3, Outcome 2

Describe project outcome

Local, sub-national and national cross border preparedness and resilience increased

Describe the outcome indicator

Cross border operational plans developed

Unit for measuring

Quantity

Baseline (starting point)

0

Verification (how is it intended to be approved/measured)

Reporting

Target (goal of the project)

1

Output 1

Describe project output

Drawing operational plans of patient and client evacuations across the borders in the Nordic and Baltic Countries

Describe the output indicator

Operational plan(s) and Standard Operating Procedures developed

Unit for measuring

Quantity

Baseline (starting point)

0

Verification (how is it intended to be approved/measured)

Reporting

Target (goal of the project)

1

3 Project Activities

3.1 List of Project Activities

Number	Description of activity	Expected start date	Expected end date
1	Mapping status of social and health care evacuation planning in each Nordic Baltic Country	04/01/2026	09/30/2026
2	Mapping of existing evacuation mechanisms and the scenarios when these mechanisms can be used	04/01/2026	05/31/2026
3	Survey and a report of experiences of reception of patients and clients from Ukraine to each Nordic and Baltic country	08/01/2026	12/31/2026
4	Choosing a scenario / scenarios to frame the project work	04/15/2026	06/30/2026
5	Legal framework for evacuation and needs for amendments to the existing legislation in each country	05/01/2026	11/15/2026
6	Mapping existing Nordic and Baltic procedures to send and receive patients and clients in each Nordic and Baltic country	04/01/2026	08/31/2026
7	Defining and justification of social and health care patient and client groups to be focused on in the evacuation planning	11/01/2026	03/31/2027
8	Conducting two exercises to identify critical questions of evacuations	09/01/2026	06/30/2027
9	Drawing a strategic plan of patient and client evacuations across the borders in the Nordic ad Baltic Countries	01/01/2027	12/31/2027

Number	Description of activity	Expected start date	Expected end date
10	Drawing operational plans of patient and client evacuations across the borders in the Nordic and Baltic Countries	01/01/2027	01/15/2028

4 Risk Analysis

4.1 Provide a risk analysis on each output from section 2. Mitigation action is required if high probability.

Number	Description	Probability of risk	Possible consequence	Mitigation action	Related output
1	Some of the Nordic or Baltic Countries or the autonomus areas representatives not reached / do not join the project	Medium	No background information from all of the countries / areas		Drawing a operational plan of patient and client evacuations across the borders in the Nordic and Baltic Countries
2	Relevant scenario not released to the project group or not agreed on	Low	Difficulties in drawing the preparedness plans		Local, sub-national and national cross border preparedness and resilience increased
3	Participation of the countries too low in the exercises	Medium	Critical gaps in the evacuation planning not identified		All of the outputs
4	HR risks - no continuation in the project management	Medium	Delays in project implementation		All the outputs
5	Need for concrete cross border evacuation actualizes during the project period	Low	Delay in project implementation		All the outputs
6		Medium			

Number	Description	Probability of risk	Possible consequence	Mitigation action	Related output
	No link to other evacuation planning projects		Overlapping work, the plans not fully informed of other plans		Drawing a operational plan of patient and client evacuations across the borders in the Nordic and Baltic Countries
7	Lacking legal analysis	Low	The plans developed not fully informed of the legal basis		All the outputs

5 Nordic Advantage and Nordic Participation

5.1 Describe how the project contributes to Nordic value

The Nordic countries are strong in their health preparedness collaboration. The Svalbard Group have taken several initiatives to improve Nordic health preparedness in practice. However, there still is much to improve. The effects of disruptive situations and exceptional circumstances are often particularly strongly directed at persons in a vulnerable position, which can further strengthen exclusion and inequality. The prevention and reduction of social exclusion and inequality is necessary to ensure the stability and security of society. In exceptional and severe situations there can be a need to evacuate certain social and healthcare patients and or client groups. The Nordic and Baltic countries do not have common strategy nor an operational plan or plans to meet these questions. Effective crisis management requires close coordination in the region to ensure seamless and efficient operations beyond the Nordic countries. This cooperation is particularly crucial for potential cross border social and health care issues where also the Baltic countries are involved in. By working together in the region we'll enhance response to crisis as well as the overall resilience of our societies.

5.2 Which Nordic countries are involved in the project?

Danmark, Finland, Island, Norge, Sverige, Færøerne, Grønland, Åland

5.3 Which non-Nordic countries are involved in the project, if any?

Estland, Letland, Litauen

5.4 If other was chosen, please specify which country.

5.5 Which cross-sectoral perspectives are mainstreamed in the implementation of the project?

Children and young people, Sustainable development, Gender equality

5.6 Please specify how your project contributes/ do not contribute to Children and young people

Vulnerable children and youth will be considered as possible groups to be involved in the evacuation plans.

5.7 Please specify how your project contributes/ do not contribute to Sustainable development

The project places a strong emphasis on the social sustainability dimension, as the planning considers not only the evacuation of vulnerable groups , but also the needs of their next of kin. Preparedness planning contributes to mitigating the effects of climate change.

**5.8 Please specify how your project contributes/
do not contribute to Gender equality**

The project's end beneficiaries include the most vulnerable groups, irrespective of gender. Gender equality is actively promoted throughout the project, both in the recruitment process and in its implementation, ensuring equal opportunities for participation and influence across all aspects of the project

**5.9 The project's relevance to the Nordic Council
of Ministers' overarching strategies: specify which
of the Vision 2030's strategic priorities the
project contributes to**

A Socially Sustainable Nordic Region

5.10 Specify how the project contributes to the selected strategic priorities

The project contributes to a socially sustainable society as the end beneficiaries are the most vulnerable groups of our societies. Members of the public feel safer and are more resilient to serious disruptions if our social and health care services are well prepared for crises. The project enhances high trust in our services, and good health for all, balancing individual well-being with environmental protection for future generations, focusing on strong institutions, and resilient communities against threats.

6 Budget Details

6.1 Overall Budget

Number	Category	NCM Financing (DKK)	Other Financing (DKK)	Total Financing (DKK)	Comment
1	Direct Costs	3.836.592	0	3.836.592	
1.1	Salaries	2.689.200	0	2.689.200	
1.1.1	Salaries	2.151.360	0	2.151.360	Two full time project managers. One in Finland and one in Sweden
1.1.2	Social security costs	537.840	0	537.840	Social security costs of the project managers
1.2	Travel Expenses	388.440	0	388.440	
1.2.1	Travel expenses	388.440	0	388.440	Project managers travel costs, face to face meetings (partly confidential information gathered).
1.3	Living Expenses	29.880	0	29.880	
1.3.1	Meetings' catering	29.880	0	29.880	Catering costs of 18 meetings
1.4	Meeting Expenses	131.472	0	131.472	
1.4.1	Workshops	102.339	0	102.339	6 workshops, 30 participants in each

Number	Category	NCM Financing (DKK)	Other Financing (DKK)	Total Financing (DKK)	Comment
1.4.2	Exercises	29.133	0	29.133	Two exercises 50 participants in each
1.5	Other Expenses	597.600	0	597.600	
1.5.1	Legal services	597.600	0	597.600	Legal services, service purchase.
2	Communication	44.820	0	44.820	
2.1	Project communication	44.820	0	44.820	Information leaflets, workshop material, translation etc.
4	Unforeseen Expenses	272.087	0	272.087	
4.1	Unforeseen Expenses	272.087	0	272.087	
5	Total Project Costs	4.153.499	0	4.153.499	
9	Total	4.153.499	0	4.153.499	

7 Administrative Details and Contact Information

7.1 Project Title	Nordic-Baltic social and health care evacuation plan project (103508)
7.2 Administrative Body: Name	Ministry of Social Affairs and Health
7.3 Administrative Body: Address	Meritullinkatu 8
7.4 Postal Code of Administrative Body	00023
7.5 City of Administrative Body	Helsinki
7.6/7.7 Administrative Body: Country	Finland
7.8 Administrative Body: Civil reg. no./ Corporate reg.no.	0244685-8
7.9 Administrative Body: Type	Public
7.10 Administrative Body: Description	The Ministry of Social Affairs and Health is part of the Finnish Government. It is in charge of the planning, guidance and implementation of health and social policy
7.11 Signatory of contract: Name	Taneli Puumalainen
7.12 Signatory of contract: Phone number	+358295163280
7.13 Signatory of contract: E-mail	taneli.puumalainen@gov.fi

7.14 Project Manager: Name

Merja Rapeli

7.15 Project Manager: Phone number

+358504522962

7.16 Project Manager: E-mail

merja.rapeli@gov.fi

7.17 E-mail of Accounting Department

stmtilitiimi@gov.fi

7.18 Re-Application

No

8 Bank Details

8.1 Country of bank account

Finland

8.2 Account Owner

Ministry of Social Affairs and Health

8.3 IBAN

FI5880001300044451

8.4 SWIFT

DABAFIHH

9 Audit Information

9.1 Is your organisation audited by a Nordic national Audit Office?

Yes
