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NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	AOB for the meeting of EPSCO (Health) of 2 December 2025: Union prevention, preparedness and response plan for health crises <i>- Information from the Commission</i>

The Union prevention, preparedness and response plan for health crises ('the Union Plan' or 'Plan') has a significant role in strengthening health security at both the Member State and EU levels. From pandemics and cyberattacks to disinformation, climate-related disasters, and geopolitical instability, many of the threats faced by the Union have the potential to lead to a cross-border health crisis.

The Union Plan, established in accordance with Article 5 of Regulation (EU) 2022/2371 on serious cross-border threats to health, represents a key action in implementing the EU Preparedness Union Strategy in the health sector. The European Commission plans to adopt a Communication introducing the Union Plan in late November 2025 and present it in EPSCO.

The Union Plan was developed in close collaboration with the Member States and relevant Union agencies and bodies. While it does not introduce any new legal obligations, Member States are required to seek coherence with the Plan to the largest possible extent when preparing their national prevention, preparedness and response plans.

The Union Plan aims to promote an effective and coordinated approach to cross-border threats to health at EU level. It also fosters synergies between Member States, the Commission and relevant EU agencies and bodies. The Union Plan serves as a toolbox for crisis managers to navigate EU health crisis governance and use EU support mechanisms and instruments efficiently when needed.

The Union Plan adopts an ‘all-hazards’ approach to address the evolving threat landscape of the EU. It is applicable to cross-border threats to health whether biological, chemical, environmental, unknown or other origin regardless of whether they are natural, accidental or intentional. As cross-sectoral collaboration and the involvement of all are crucial for successful crisis management, the Union Plan adopts the ‘whole-of-government’ and ‘whole-of-society’ approaches.

Structured around the ‘health crisis management cycle’, the Union Plan describes the joint arrangements for governance, capacities and resources in place at EU level. These include, for example, arrangements for timely cooperation, secure information exchange, surveillance and monitoring, and the activation of various EU support mechanisms. The Union Plan places special emphasis on collaboration across borders at the regional level to ensure the efficient use of resources and strengthen the resilience of cross-border communities.

The Union Plan is a living document which will be regularly revised based on changes in the legislative framework, evolving operational contexts, and lessons learned from real-life health events. To ensure its effectiveness, the Commission will organise simulation exercises, with the first scheduled for June 2026.

Implementation of the Union Plan is coordinated through the Health Security Committee (HSC), where Member States and the Commission discuss and coordinate prevention, preparedness and response planning for health crises in the EU. Within the HSC, Member States, the Commission, and relevant Union agencies and bodies exchange information and best practices on planning, discuss actions to close gaps in preparedness planning, and work together to ensure interoperability of national and Union-level plans.

To promote awareness and understanding of the Union Plan, the Commission will organise a series of events in spring 2026 inviting participants from all relevant sectors and all levels of administration in the Member States and at EU level. These events will also welcome stakeholders beyond national governments, including civil society organisations, academia, business, media, and the public.
