



Norwegian Ministry of Justice
and Public Security

Instruction

Instructions for the Ministries' work with civil protection and emergency preparedness

Laid down by the Norwegian Ministry of Justice and Public Security
on 1 September 2017.

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I. Objective

These instructions specify the requirements on the Ministries' work concerning civil protection and emergency preparedness. The objective is to reinforce society's capacity to prevent crises and to deal with serious incidents by means of a comprehensive and coordinated work with civil protection and emergency preparedness.

II. Scope

The Royal Decree of 10 March 2017 – *“Responsibility for civil protection and emergency preparedness in the civil sector at a national level and the Ministry of Justice and Public Security’s coordinating role related to civil protection and emergency preparedness and ICT security”* – authorised the Ministry of Justice and Public Security to lay down requirements in the civil sector on the Ministries' work with civil protection and emergency preparedness.

The instructions apply to civil protection and emergency preparedness in the civil sector involving the full range of crises, including support and cooperation within total defence. The instructions therefore also apply to civil emergency preparedness planning in support of the Armed Forces.

The present instructions lay down requirements on the Ministries' work with civil protection and emergency preparedness. ICT security is an integral part of this work. The instructions also comprise crisis management on a central national level.

The Norwegian Ministry of Defence and the defence sector are governed by chapters III, V and VIII of the instructions only. Chapter IV of the instructions applies to the extent that it is appropriate and unless otherwise resolved.

III. Main principles for civil protection and emergency preparedness

Work with civil protection and emergency preparedness is based on four fundamental principles:

1. The responsibility principle, which entails that the organisation that is responsible for a specialised area in a normal situation is also responsible for necessary emergency preparations and for managing extraordinary incidents in the area.
2. The principle of conformity, which entails that the organisation used during a crisis must, in principle, be as similar as possible to the organisation that is used on a day-to-day basis.
3. The principle of proximity, which entails that in organisational terms, crises must be managed at the lowest possible level.
4. The principle of cooperation, which entails that authorities, enterprises or agencies have an independent responsibility to ensure the best possible cooperation and coordination with relevant parties and enterprises in the work relating to prevention, emergency preparedness and crisis management.

IV. Requirements on the Ministries' work with civil protection and emergency preparedness

Work with civil protection and emergency preparedness shall be based on systematic risk management. The individual ministry shall be able to document that they:

1. clarify and describe central roles and areas of responsibility within civil protection and emergency preparedness work in their own ministry and own sector.
2. compile and maintain systematic risk and vulnerability analyses¹ based on assessments of intentional and unintentional incidents that may threaten the ministry's and sector's functionality, and represent a risk for life, health and material assets.
3. implement necessary compensatory measures to reduce the probability for and consequences of undesired incidents in their own sector.

¹ The analysis shall be based on principal national bases for planning such as crisis scenarios, overview of critical societal functions and other strategic documents relating to risk, threats and vulnerability (for example, assessments from the Norwegian Police Security Service, the Norwegian Intelligence Service, the Norwegian National Security Authority and others).

4. describe the capacity of emergency preparedness measures to reduce the probability for and consequences of undesired incidents in their own sector.
5. set objectives for civil protection and emergency preparedness work in their own sector².
6. coordinate their own work concerning prevention, emergency preparedness and crisis management with affected ministries.
7. ensure responsibility for crisis management within their own sector, the ability to support crisis management in other ministries and also potentially as the *lead ministry*, ref. also chapter VIII. This includes e.g.:
 - a. developing and maintaining plans for management of undesired incidents. The plans shall as a minimum contain frameworks and conditions for organisation, crisis communication, notification routines and coordination with other ministries. Continuity plans and the ministry's own underlying plan for a Civil Emergency Planning System shall also be compiled.
 - b. carry out targeted exercises in their own sector and together with other ministries. The ministry shall for this develop an exercise plan including objectives, schedule and type of exercise. The ministry's leadership and others employees in the ministry with defined tasks in crisis management shall participate in exercises and train their roles.
8. evaluate incidents and exercises, and ensure that results and learning points are monitored by means of assessments and action plans supported by the management. Follow-up after exercises and incidents shall not be regarded as completed until all items on the action plan have been satisfactorily followed up.
9. presenting relevant plans, amendments to regulations and any cases involving disagreements to the Ministry of Justice and Public Security, ref. chapter VI, paragraph 1d.
10. promote knowledge-based work, research and development within the sector.

V. Requirements on ministries with primary responsibility for critical societal functions

Some ministries have³ specific *primary responsibility* for necessary coordination and harmonisation within defined critical societal functions. Within their specific primary

² Objectives, priorities and measures shall be presented in the ministry's budget proposals, letters of award and corresponding policy documents.

³ Some Ministries have primary responsibility for critical societal functions and areas, and these are updated annually in the table in the Ministry of Justice and Public Security's Proposition 1 S to the Storting.

area of responsibility, these ministries shall carry out the following, in addition to the assignments described in chapter IV:

1. ensure compilation and maintenance of risk and vulnerability analyses for the critical societal functions over which the ministry has primary responsibility.
2. maintain an overview of the status related to vulnerability for those functions, and provide status and condition assessments for these, which are presented to the Storting in the annual budget proposals. The status and condition assessments are compiled according to a schedule laid down by the Ministry of Justice and Public Security.
3. clarify responsibility between relevant parties, including identification of any grey areas or overlapping areas of responsibility. In cases involving disagreement between the ministries, the case shall be presented to the Ministry of Justice and Public Security, ref. chapter VI, paragraph 1d.
4. plan and execute joint exercises, evaluate and follow up learning points.
5. cooperate with and present proposals for emergency preparedness measures, plans, regulations and other important cases for affected ministries.
6. ensure exchange of experience and development of skills for involved parties.
7. assist the Ministry of Justice and Public Security with collecting information and reporting.

VI. The Ministry of Justice and Public Security's coordinating role for prevention and emergency preparedness in the area of civil protection and emergency preparedness

The Royal Decree of 10 March 2017 assigns the Ministry of Justice and Public Security with a general coordinating role in the area of civil protection and emergency preparedness, in addition to the role of sector ministry and ministry with primary responsibility. The Norwegian Directorate for Civil protection (DSB) supports the ministry in this coordinating role.

1. The Ministry of Justice and Public Security is responsible for comprehensive, systematic and risk-based work with civil protection and emergency preparedness at a national level and across all sectors. This implies that the Ministry of Justice and Public Security shall:

- a. maintain an overview of status in the area of civil protection and emergency preparedness, based on e.g. the ministry's status and condition assessments, audits, research and development (R&D), exercises and other reports from the ministries. The Ministry of Justice and Public Security coordinates information

- submitted to the Government and Storting regarding the status of civil protection and emergency preparedness.
- b. present national strategies and basic planning principles, propositions and reports to the Storting regarding civil protection and emergency preparedness.
 - c. ensure that problems within various sectors and critical societal functions are dealt with, and assist the ministries in clarifying responsibilities.
 - d. if necessary and within a reasonable timeframe, present cases involving disagreements to the Government or, if necessary, to the King in Council.
 - e. develop and maintain an overview of the critical societal functions that, from an inter-sectoral perspective, are critical for civil protection and emergency preparedness.
 - f. ensure knowledge-based work with civil protection and emergency preparedness by means of e.g. research and development.
 - g. guide the ministries in their work within the area of civil protection and emergency preparedness.
 - h. coordinate Norwegian contributions to civil protection and emergency preparedness work in international bodies, including the UN, NATO and the EU.
2. The Ministry of Justice and Public Security is responsible for coordinating contributions to the work with civil protection and emergency preparedness, and to the total defence in cooperation with the other ministries by:
- a. carrying out maintenance and further development of the Civil Emergency Planning System (SBS) and, if applicable, other inter-sectoral national civil emergency preparedness plans.
 - b. based on experience gained from incidents, exercises and crisis scenarios, to plan for, execute and evaluate national exercises in the civil sector.
 - c. facilitating exchange of experience and development of expertise related to work with plans and national exercises in the civil sector.
 - d. keeping an annual overview of national exercises in the civil sector based on reports from the ministries.

3. The Ministry of Justice and Public Security shall facilitate comprehensive and coordinated communication regarding prevention, emergency preparedness and crisis management between authorities and to the population. This does not imply any amendments to the requirements made on the individual ministries in this area. The Ministry of Justice and Public Security shall maintain an annual updated common plan on how the ministries shall coordinate their crisis communications.

4. The Ministry of Justice and Public Security shall ensure that severe incidents systematically are followed up in the sectors.

VII. Audit of the ministries' civil protection and emergency preparedness work

The Royal Decree of 10 March 2017 obliges the Ministry of Justice and Public Security to carry out audits of the ministries' work with civil protection and emergency preparedness.

The objective of such audits is to promote:

- good quality in the ministries' civil protection and emergency preparedness work within the individual ministries' areas of responsibility.
- a coordinated and comprehensive work with civil protection and emergency preparedness across the areas of responsibility for all ministries and sectors.

The Norwegian Directorate for Civil protection and emergency preparedness (DSB) may carry out audits on behalf of the Ministry of Justice and Public Security.

The Ministry of Justice and Public Security's choice of ministry to be audited, method and the emphasis placed on subjects, shall be carried out on the basis of an assessment of the relevant area's significance for civil protection and emergency preparedness, the probability for and consequences of nonconformities.

The audit shall comprise compliance with these instructions, with a particular focus on chapters IV, V and VI. The audit does not cover areas audited by other ministries pursuant to own legislation and regulations.

Audit of a ministry may comprise targeted and defined investigations in the ministry and, as part of this, in subordinate enterprises, to verify that the ministry is in compliance with the requirements in the instructions and that critical societal functions are sufficiently safeguarded.

If the audit uncovers that the ministry is not in compliance with the requirements in chapters IV, V and VI, this shall be defined as a "deviation from requirements" in

the audit report, and improvement measures shall be specified. Even if there is no violation of requirements, the audit may indicate areas for improvement within the ministry's work concerning civil protection and emergency preparedness.

The auditing body prepares a report after the audit specifying the different findings and deadlines for statements, and how the findings from the audit shall be followed up in the future.

The ministry where the audit was carried out shall prepare a follow-up plan that is sent to the Ministry of Justice and Public Security. The Ministry of Justice and Public Security requests the ministries to report on this follow-up plan.

If The Ministry of Justice and Public Security uncover deviation from requirements in these instructions in the ministry where the audit was carried out, or in the event of failure to follow up, the Ministry of Justice and Public Security shall report to the Government

The audit reports are public, unless special circumstances imply that all or parts of the report shall be kept from public access.

As stated in Royal Decree of 10 March 2017, the Ministry of Health and Care Services is responsible for carrying out audits of the Ministry of Justice and Public Security. The Norwegian Directorate for Civil protection (DSB) may assist the Ministry of Health and Care Services in carrying out audits of the Ministry of Justice and Public Security. In such an event, the Norwegian Directorate for Civil protection (DSB) will be subordinate and report to the Ministry of Health and Care Services' audit authority.

VIII. Central crisis management

The Government

The Government has principal responsibility for emergency preparedness in Norway, including the principal political responsibility and management of crises that occur. Each minister has constitutional responsibility within his/her area, within the acts and allocations laid down by the Storting. The individual minister also retains his/her constitutional responsibility during a crisis.

The Governmental Security Council is the primary body for discussing security issues in Norway. The permanent members are normally the Prime Minister, the Minister of Foreign Affairs, the Minister of Defence, the Minister of Justice and Public Security and the Minister of Finance. If requested by the Prime Minister, instead of discussing a case in plenary in the Government, a case can be discussed by this Council.

In certain circumstances, the Norwegian Constitution, legislation or decision-making regulations will stipulate that decisions shall be made by the King in Council.

The ministries

The system for central crisis management is based on the fundamental principles for civil protection and emergency preparedness. The ministry responsible for a sector is also responsible for emergency preparedness planning and action in a crisis.

In the event of a crisis, the ministries shall obtain situation reports from their own operative enterprises, and identify and make decisions regarding necessary measures within their own area of responsibility in order to manage the situation in question. They shall prepare a decision-making basis and facilitate overall political clarification when necessary. The ministries must be able to manage communication with the media and the population. This work must be coordinated with other ministries and particularly the ministry that has been designated as the responsible ministry.

The ministries shall ensure that operative parties have the necessary authorisation, so that the need for processing at Government level shall not delay management of acute situations where life and health are at risk, or where there may be a major loss of material assets.

Kriserådet (The Crisis Council)

The principal administrative coordinating body at ministry level is the Crisis Council, established to strengthen central crisis coordination. The Council has five permanent members: Secretary to the Government from the Office of the Prime Minister, the Deputy Secretary General from the Ministry of Foreign Affairs and the Secretary Generals from the Ministry of Justice and Public Security, Ministry of Defence and the Ministry of Health and Care Services. When required, the Council can be expanded to include all other ministries. Representatives for subordinate enterprises and special expert groups take part as required.

All ministries can take the initiative to summon the Council. The responsible ministry chairs meetings of the Council. If no decision has been made as to the responsible ministry, the Council is chaired by the Ministry of Justice and Public Security.

The principal function of the Crisis Council is to contribute to central crisis management by:

- a. ensuring strategic assessments
- b. assessing matters regarding the responsible ministry
- c. ensuring the coordination of measures that are instituted by different sectors
- d. ensuring coordinated information to the public, media and others

- e. ensuring that matters that require political clarification are promptly presented to the ministries' political management or the Government, including clarification of authorisations and budgets.

The Crisis Council is authorised by the Government to determine which ministry shall be the responsible ministry during management of an incident. If the Crisis Council is in doubt or disagreement, the choice of responsible ministry shall be made by the Prime Minister, in consultation with involved ministers.

A scheme has also been developed for scheduled, periodic meetings of the Crisis Council, during which principal emergency preparedness and crisis management challenges are discussed and relevant incidents and exercises are reviewed.

The lead ministry

The Ministry of Justice and Public Security is the permanent *lead ministry* for national civil crises unless otherwise is decided. The Ministry of Foreign Affairs is normally the lead ministry for crisis incidents abroad that affect Norwegian citizens or interests, in line with section 1 of the Norwegian Foreign Service Act. In the event of political security crises and armed conflict, the Ministry of Defence and the Ministry of Foreign Affairs, by virtue of their sectoral responsibilities, are assigned specific responsibility for safeguarding factors relating to defence, security and foreign affairs.

The lead ministry coordinates the management of the crisis at ministry level. The designation of a lead ministry does not entail any changes to constitutional responsibilities, and all ministries retain the responsibility and decision-making authority for their respective areas.

Among the duties that a responsible ministry must be able to perform are:

- a. ensuring notification of other ministries, the Office of the Prime Minister, own subordinate enterprises and, in the event of serious crises, the Storting and the Palace
- b. initiating meetings of the Crisis Council and chair meetings of the Council
- c. preparing and distributing overall situation reports based on information obtained from other ministries, operative agencies and the media
- d. preparing overall situation analyses, including the assessment of possible sequences of events and continued development of the crisis
- e. identifying and assessing the need for measures at a strategic level
- f. coordinating that operative parties have the necessary authorisation

- g. ensuring necessary coordination of measures within own area of responsibility and with other ministries and agencies
- h. ensuring that updated information about the situation is distributed to the members of the Government
- i. when required, coordinating the preparation of the decision-making basis from affected ministries for the Government
- j. ensuring that coordinated information is provided to the media and the population and that an overall information strategy is formulated
- k. coordinating the need for international assistance
- l. assessing the establishment of liaison arrangements with other affected departments and enterprises
- m. ensuring evaluation of the management of the incident in consultation with other affected parties, and ensuring follow-up of identified learning points.

The Crisis Support Unit (KSE)

When required, the Crisis Support Unit shall be able to provide support to the responsible ministry and the Crisis Council for their crisis management. The Crisis Support Unit is the secretariat for the Crisis Council. The Crisis Support Unit also supports the Ministry of Justice and Public Security's coordinating role in the area of civil protection and emergency preparedness and is the permanent point of contact for information to and from the Ministry of Justice and Public Security in the event of extraordinary incidents and crises.

The principal function of the Crisis Support Unit is to:

- a. contribute expertise in the form of advice and specialist assistance for the responsible ministry's work with coordinating and comprehensive central crisis management. This includes support for analyses, the preparation and communication of overall situation reports and establishing a joint understanding of the situation as a basis for strategic decisions.
- b. support the responsible ministry and the Crisis Council with capacity in the form of infrastructure (including technical solutions), premises and personnel.

IX. Entry into force

The instructions enter into force on 1 September 2017.

Comments about the instructions

1. Introduction

The individual ministry is responsible for civil protection and emergency preparedness in their own sector. This implies responsibility for work on prevention, emergency preparedness and crisis management.

The Royal Decree of 10 March 2017 Responsibility for civil protection and emergency preparedness in the civil sector at a national level and the Ministry of Justice and Public Security's coordinating role related to civil protection and emergency preparedness and ICT security describes responsibility for civil protection and emergency preparedness at a national level. The Royal Decree authorises the Ministry of Justice and Public Security to lay down requirements on the ministries' work with civil protection and emergency preparedness and establish national requirements on ICT security, and it stipulates detailed provisions for the Ministry of Justice and Public Security's coordinating role and auditing body function. The prevailing instructions laid down by Royal Decree of 15 June 2012 are repealed as the new instructions enter into force.

Civil protection and emergency preparedness is defined as society's capacity to protect itself and to manage incidents that threaten fundamental values and functions and represent a risk to life and health. Such incidents may be caused by nature, the result of technical or human fault or intentional actions.

The main objective of the new instructions is to more clearly describe the requirements that the ministries shall fulfil and that shall be subject to audit. The new instructions also formalise measures in Report no. 10 (2016-2017) to the Storting *Risk in a Safe and Secure Society* including new requirements on the ministries with primary responsibility, follow-up after incidents and exercises and changes to the auditing regime. It was necessary to clarify the requirement for maintaining an overview of risk and vulnerability in the different sectors and for functions that are critical to society, preparing risk and vulnerability analyses and specifying the coordinating tasks conducted by the different ministries and the Ministry of Justice and Public Security.

Subsequent to the Ministry of Health and Care Services' audit of the Ministry of Justice and Public Security in 2013, the audits were amended and a new auditing

method was introduced including “deviations from requirements”. This has been included in the new instructions. Audit also comprises guidance, in that the audit may detect possible areas for improvement.

The foundations for the work shall be different principal national planning documents, such as white papers to the Storting on civil protection and emergency preparedness, the reports on crisis scenarios and reports on the overviews of functions critical to society, prepared by the Norwegian Directorate for Civil protection (DSB). The ministries made comments and provided input to the instructions during the process and on presentation to the ministries. These inputs have mainly been taken into consideration, , either in the instructions or in the comments to the instructions.

2. Comments to the instructions

Chapter I: Objective

The objective of the instructions is to specify the requirements that the Ministry of Justice and Public Security has been authorised to compile in Royal Decree of 10 March 2017 *Responsibility for civil protection and emergency preparedness in the civil sector at a national level and the Ministry of Justice and Public Security's coordinating role related to civil protection and emergency preparedness and ICT security.*

The instructions place requirements on the ministries' work with prevention, emergency preparedness and crisis management. The ministries must continuously and systematically plan how to safeguard the ministry's and sector's functionality within their own area of responsibility when there is a threat of undesired incidents.

Chapter II: Scope

The instructions apply to work with civil protection and emergency preparedness in the civil sector within the entire crisis spectrum, from peace time situations via political security crises to armed conflict, including support and cooperation within total defence. The work on ICT security is an integral part of the work, and is covered by the requirements. The Ministry of Justice and Public Security continuously assesses the need for further and more specific requirements on ICT security.

The Ministry of Defence and the defence sector are governed by chapters III, V and VIII of the instructions. Chapter IV of the instructions, Requirements on the ministries' work with civil protection and emergency preparedness, applies as appropriate and unless otherwise stipulated. The Ministry of Defence is exempt from the audit scheme (chapter VII). The Ministry of Defence will, as a cooperating partner, recipient of support and contributor to the civil sector, make an active contribution to dialogue, exchange of information and planning with regard to civil protection and emergency preparedness. The total defence concept is a part of the work with civil protection and emergency preparedness that covers mutual support and cooperation between the Armed Forces and the civil society in the event of incidents covered by the entire crisis spectrum.

Chapter III: Principles for work with civil protection and emergency preparedness and emergency preparedness

The governing principles relating to responsibility, proximity, conformity and cooperation still form the basis for all work with civil protection and emergency preparedness, and are detailed in Report no. 10 (2016-2017) to the Storting

The responsibility principle implies that ministries, directorates and other governmental agencies, municipalities and county councils are all responsible for civil protection and emergency preparedness within their areas. The constitutional responsibilities of the ministers and responsibility principle are not an impediment to appropriate coordination. Most crises or major, serious accidents and incidents will require interaction and cooperation.

The conformity principle is a starting point and must be weighed up against the needs that emerge, particularly during major incidents. The principle shall not impede organisations from establishing and exercising their own, reinforced crisis organisation when required. This applies in particular to the management of major and complex crises where the daily organisation and resources available are not sufficient.

The proximity principle implies that crises shall be managed at the closest possible level both organisationally and geographically, but that this may for certain types of crises imply central authority level, as crisis management may require specialised expertise and decision to be made at a central level. Such crisis management will also require emergency preparedness bodies both regionally and locally to implement

measures. Examples of such are political security crises and armed conflict. This implies principal control and coordination from a central authority level. The proximity principle shall not prevent parties from requesting help and support.

The cooperation principle implies the development of positive types of cooperation with the necessary parties, clarifying and taking into account reliance, and assessing resources from a comprehensive perspective. Joint emergency preparedness in the form of plans, drills, exercises, evaluation and learning are absolutely central. All parties are independently responsible for ensuring optimal interaction, coordination and cooperation with relevant parties.

Chapter IV: Requirements on the Ministries' work with civil protection and emergency preparedness

Work with civil protection and emergency preparedness shall be based on a system for risk management, with a focus on context and continuity. The system comprises the process from the formulation of objectives and defining areas of responsibility within civil protection and emergency preparedness work, to identifying hazards, analysing risk, evaluating whether the risk level is justifiable or not and implementing any measures to reduce risk. The requirements in the instructions follow the steps of such a risk management process.

The individual ministry is responsible for civil protection and emergency preparedness in their own sector. The term sector covers both direct management of subordinate agencies and enterprises and a wider responsibility for civil protection and emergency preparedness for municipalities, the private sector and voluntary organisations within the area of politics for which the ministry is responsible.

Within this definition of a ministry's responsibility and the national principal planning bases, the ministry shall describe the roles held by the ministry and the areas of importance for civil protection and emergency preparedness. This description of roles, areas of responsibility and tasks forms the basis for the work with civil protection and emergency preparedness. The national principal planning bases, such as the overview of critical societal functions published in the Ministry of Justice and Public Security's budget proposal will, together with the Norwegian Directorate for Civil protection and emergency preparedness (DSB)'s document entitled "Vital functions in society" provide a necessary basis for these assessments. The ministries can also identify other areas they feel are important for follow-up.

The ministry shall assume responsibility for preparing updated assessments of risk and vulnerability for their sector (including for the ministry itself). The analysis shall be based on principal national bases for planning such as crisis scenarios, overview of critical societal functions and other strategic documents relating to risk, threats and vulnerability. Where natural, the analysis may be based on analyses and assessments carried out by subordinate enterprises.

On the basis of the risk analysis and an assessment of measures, the ministries shall evaluate, reach decisions and execute measures so that vulnerability and weaknesses are minimised within the entire area of responsibility. This is required to achieve the highest possible robustness within functions critical to society, and such that the organisation and management within the ministry and subordinate agencies and enterprises are prepared for and can manage different types of crises.

Objectives and priorities within civil protection and emergency preparedness shall be presented in the ministries' Proposition to the Storting. By means of control of agencies and enterprises, the ministry shall also ensure that subordinate agencies, enterprises and governmental companies have systematic management of civil protection and emergency preparedness, including definition of objectives and priorities.

All ministries are independently responsible for taking contact as necessary with other ministries to ensure that work is properly coordinated, ref. mention of the cooperation principle, chapter III.

The ministries shall be capable of carrying out crisis management in the event of incidents in, or with consequences for, their own sector. Moreover, the ministries shall assess which situations may occur where they may be assigned responsibility as the responsible ministry, and shall make any necessary preparations for assuming this role. Persons with roles in the ministry's crisis organisation shall be identified, including their deputies, and responsibilities and tasks shall be described and exercised.

The planning system for the ministry shall as a minimum contain frameworks and conditions for organisation, crisis communication, notification routines and coordination with other ministries. There is no requirement for a specific number of exercises, but targets must be set for the exercises and an exercise plan prepared including objectives, time, type of exercise and overview of who shall take part in the exercises. The ministry's exercise activities shall be sufficient to allow the ministry to fulfil the responsibility for crisis management in their own sector, make contributions

to crisis management by other ministries and, if necessary, assume the responsibility of the responsible ministry.

The ministries are expected to take part in or take the initiative for organising exercises based on those scenarios that emerge as most relevant from the risk analyses. Exercises shall be carried out for the management and key personnel in the ministry. The ministry shall also contribute towards systematic exercise activities in subordinate enterprises and, if possible, in the rest of the sector.

New requirements on follow-up after incidents and exercises have been implemented. As mentioned in Report no. 10 (2016-2017) to the Storting, *Risk in a Safe and Secure Society*, improvements and learning points after incidents and exercises must be executed, so that both individual and organisations learn. This requires, for example, that exercise activities and follow-up of exercises and incidents receive the required level of attention from the management. Requirements have been introduced that learning points from evaluations after exercises and incidents shall be specified in an action plan. This shall comprise a plan for how the different evaluations shall be followed up, by whom and within which deadlines. The action plan shall be processed by and submitted to the management for approval.

In order to ensure that the Ministry of Justice and Public Security is able to fulfil its coordinating role, the ministries shall, when preparing reports to the Storting and when making important decisions of relevance for civil protection and emergency preparedness, present such matters to the Ministry of Justice and Public Security. Such an obligation does not represent any amendment to the individual specialised ministry's decision-making authority and the relevant specialised minister's constitutional responsibility. Any disagreements between ministries regarding civil protection and emergency preparedness shall be presented to the Ministry of Justice and Public Security, and the ministry will help solve these conflicts and, if necessary, present them for decision by the Government or the King in Council, and within a reasonable time frame.

All the ministries shall accept responsibility for ensuring that work with civil protection and emergency preparedness within their area of responsibility is knowledge-based, including financing research, development and investigations.

Chapter V: Requirements on ministries with primary responsibility for critical societal functions

This chapter only applies to those ministries designated *primary responsibility*, and is supplementary to chapter IV.

Society's critical functions and areas are of major importance for civil protection and emergency preparedness. A ministry is designated primary responsibility for coordination within each of these functions/areas, and is responsible for the majority of tasks ("main user") and/or shall assume a necessary coordinating responsibility for a specialised area, shared by several or all ministries. The introduction of the scheme for ministries with primary responsibility does not imply changes to constitutional relationships or responsibility as the responsible ministry.

The ministry with primary responsibility shall to a large extent ensure preparation and maintenance of risk and vulnerability analyses for the functions critical to society for which the ministry has primary responsibility. The ministry with primary responsibility is responsible for keeping an overview of the status related to vulnerability for the areas over which the ministry has primary responsibility, and for preparing status/condition assessments within this function/area critical to society. The assessments are submitted to the Storting with the ministries' budget proposals according to a schedule stipulated by the Ministry of Justice and Public Security, so that reports are issued on all functions within a four-year period.

Part of the responsibility as ministry with primary responsibility may be to take the initiative to carry out follow-up so that civil protection and emergency preparedness tasks within the function/area are clearly described and any unclear interfaces are identified. Any disagreements are presented to the Ministry of Justice and Public Security, who will help solve these conflicts and, if necessary, present them for decision by the Government or the King in Council, and within a reasonable time frame.

The ministry with primary responsibility shall take the initiative so that joint exercises are planned and executed. If there is a need for improved measures (regulations, emergency preparedness measures, plans) within a function/area critical to society, the ministry with primary responsibility shall take the initiative for this and contribute to ensuring that the measures are implemented, in cooperation with other authorities responsible or affected.

The ministry with primary responsibility, within the function critical to society, shall contribute to ensuring exchange of experience, identification of knowledge requirements and improvement of expertise for parties involved.

The ministry with primary responsibility shall, when necessary, assist the Ministry of Justice and Public Security with collecting information and reporting on the respective functions critical to society.

Chapter VI: The coordinating role of the Ministry of Justice and Public Security

The Ministry of Justice and Public Security has, in addition to its responsibility in chapters IV and V, a general coordinating role to ensure a comprehensive and coordinated emergency preparedness nationally, across all sectors and functions critical to society. The Norwegian Directorate for Civil protection and emergency preparedness (DSB) is assigned the task of supporting the ministry in this.

The Ministry of Justice and Public Security shall have an overview of civil protection and emergency preparedness work in general and coordinates information to the Government and Storting regarding status in the civil protection and emergency preparedness area. The Ministry of Justice and Public Security gains an overview via research and investigations, the various knowledge bases published from the ministries' status/condition assessments, audits, exercise and incident reports, and other reports from the ministries.

The Ministry of Justice and Public Security regularly prepares reports to the Storting establishing principal targets and measures, and summarising status and results within the field of civil protection and emergency preparedness. The Ministry of Justice and Public Security ensures preparation and updating of e.g. crisis scenarios, threat and risk assessments and an overview of functions critical to society etc. In total, this information will represent national strategies and a principal national planning basis.

The Ministry of Justice and Public Security shall assist the ministries with any clarification of responsibility and shall take the necessary initiative if it uncovers areas where there is a need for improved coordination between the ministries. The Ministry of Justice and Public Security shall, within a reasonable time frame, submit any cases involving disagreements on responsibility and other problems for decision-making by the Government or King in Council.

There is a need for an overview of dependencies and correlations between different critical functions for society. The Ministry of Justice and Public Security updates tables showing ministries with primary responsibility in their Proposition to the

Storting. In accordance with this, the Norwegian Directorate for Civil protection and emergency preparedness (DSB) will in cooperation with the sector authorities continue to further develop and specify the overview of critical functions for society.

The Ministry of Justice and Public Security participates in the Norwegian Research Council's programmes for civil protection and emergency preparedness and in the EU research programme regarding security research, and makes diverse contributions to ensuring execution of research into civil protection and emergency preparedness across the sectors and functions critical to society.

The Ministry of Justice and Public Security facilitates guidance and improvements to expertise within the field of emergency preparedness, including preparation of templates, criteria and methods. The Norwegian Directorate for Civil protection and emergency preparedness (DSB) prepares guides for the ministries' work with civil protection and emergency preparedness. Other guides may also be of relevance, for example guides regarding security against terrorism from the National Police Directorate (POD), the Norwegian Police Security Service (PST) and the Norwegian National Security Authority (NSM).

The Ministry of Justice and Public Security coordinates work with civil protection and emergency preparedness in the EU (coordination mechanism) and in NATO's Civil Emergency Planning Committee (CEPC). This requires coordination with the other ministries, by means of scheduled meetings and in special committees for EU cases.

The Civil Emergency Planning System (SBS) is revised regularly by the Ministry of Justice and Public Security via a coordinated process where all parties with responsibility for emergency preparedness are expected to take part. The plans are exercised every year by means of national and international exercises involving several ministries.

The Ministry of Justice and Public Security assumes special responsibility for planning and executing major exercises on the civil side that involve several ministries, e.g. NATO exercises. Subsequent to exercises and incidents, the Ministry of Justice and Public Security shall help facilitate meeting places and arenas, courses etc. to improve learning and expertise in the ministries.

The Ministry of Justice and Public Security also collects annual reports on execution of exercises in the ministries.

The Ministry of Justice and Public Security and the Norwegian Directorate for Civil protection and emergency preparedness (DSB), via Royal Decree of 1 July 2005,⁴ are responsible for facilitating systems for robust, comprehensive and coordinated communication between the authorities and the population during crises.

Chapter VII: Audit of the Ministries' civil protection and emergency preparedness work

The Ministry of Justice and Public Security is responsible for ensuring audit of the ministries in line with the principles and requirements specified in these instructions. The purpose of the audit is to control and guide the ministries in order to ensure a good and coordinated civil protection and emergency preparedness work within and between the different areas of responsibility for the ministries. The Norwegian Directorate for Civil protection and emergency preparedness (DSB) is responsible for practical execution, and reports to the Ministry of Justice and Public Security.

Audits are based on the requirements on the ministries' work with civil protection and emergency preparedness laid down in these instructions, with a focus on chapters IV, V and VI.

The choice of ministry to be audited and the subject of the audit will be made on the basis of assessments of essentiality and risk. The assessment of essentiality will be partly based on the overview of functions critical to society with the details provided by the Norwegian Directorate for Civil protection (DSB). Experience from former audits will also be included as part of the basis for assessment.

The audit does not cover areas audited by other ministries pursuant to own legislation and regulations. Preventive security work (pursuant to the Norwegian Security Act), working environment/HSE and personal safety may delimit the work and the systems covered by the instructions, but will not be included in the audit according to these instructions. There may however be some overlap in terms of preventive security, and this requires good communication and dialogue between

⁴ Royal Decree of 1 July 2005 Transfer of responsibility for risk and crisis communication and responsibility for the Government's crisis information unit from the Ministry of Regional Development to the Ministry of Justice and the Police from 1 July 2005 – closure of the Government's crisis information unit from January 2006.

the Ministry of Justice and Public Security, the Norwegian National Security Authority (NSM) and the Norwegian Directorate for Civil protection (DSB).

If necessary, the audit may cover investigations of subordinate enterprises. This may be relevant in cases where an insight into the civil protection and emergency preparedness work of subordinate enterprises is necessary to assess whether the ministry is in compliance with the requirements in the instructions (verification). Nonetheless, it is the ministry that is subject to audit and that will be responsible for any nonconformities.

After execution of the audit, the Norwegian Directorate for Civil protection (DSB) prepares an audit report and the ministry audited has a deadline by which to make their statement. Once the ministry's comments have been assessed and, if necessary, taken into account, the Norwegian Directorate for Civil protection (DSB) completes its report and submits it to the Ministry of Justice and Public Security. The Ministry of Justice and Public Security is responsible for the further processing until the audit case has been closed. The Norwegian Directorate for Civil protection and emergency preparedness (DSB) will be actively involved in follow-up of the audits.

The audit report specifies a *deviation from requirements* if requirements described in chapter IV (all ministries), chapter V (ministries with primary responsibility) or chapter VI (Ministry of Justice and Public Security) are not met. Even if there are no deviations from requirements, there may still be weak points detected during the audit. The latter are described as *areas for improvement*. Each minister is constitutionally responsible for following up areas for improvement detected during the audit. The Ministry of Justice and Public Security reviews the ministries' follow-up plans and may request special reports. The Ministry of Justice and Public Security follows up audits until all deviations and significant areas for improvement have been followed up. The Ministry of Justice and Public Security will report to the Government about deviations of requirements and lack of follow-up in responsible ministries.

Chapter VIII: Central crisis management

The system for central crisis management is based on the main principles for emergency preparedness work in Norway, and shall help reinforce crisis coordination between affected ministries. This applies in all crisis situations, from peacetime crises to security political crises and armed conflict. The Crisis Council is

the principal coordinating body at an administrative level and shall provide and ensure strategic coordination. A scheme has been developed for scheduled, periodic meetings of the Crisis Council, with a view to discussing and establishing foundations for principal emergency preparedness and crisis management challenges and review of relevant incidents and exercises.

The Ministry of Justice and Public Security shall be the permanent *lead ministry* for national civil crises unless otherwise is decided. The designation of a responsible ministry does not entail any changes to constitutional responsibilities, and all the ministries retain the responsibility and decision-making authority for their respective areas. All ministries must be prepared to assume the role of responsible ministry. The Crisis Support Unit is the secretariat for the Crisis Council and shall support the responsible ministry and the Crisis Council with consultation and professional assistance in connection with coordination and comprehensive, central crisis management, including technical solutions, premises and personnel.