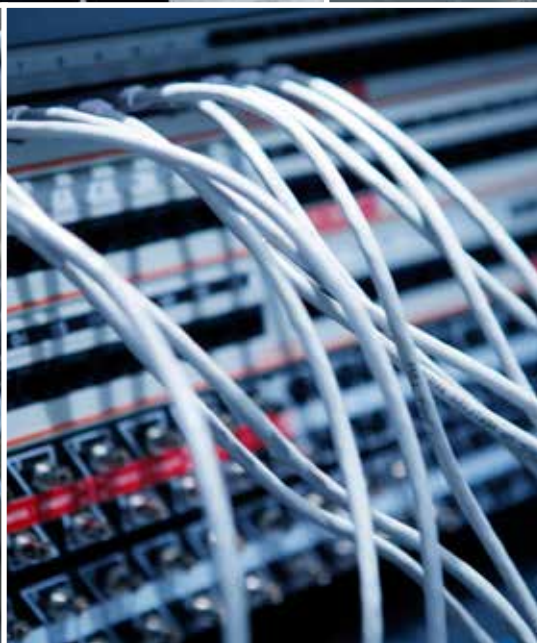




NORWEGIAN MINISTRY OF  
JUSTICE AND PUBLIC SECURITY  
NORWEGIAN MINISTRY OF DEFENCE

# Support and Cooperation

A description of the total defence concept today







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## FOREWORD



Today's threat and risk picture necessitates a greater focus on prevention, contingency planning, crisis management and consequence management. The increasing threats of terrorism and frequent events triggered by extreme weather have raised the public's awareness of the importance of good preparedness when it comes to addressing civil protection. We must also be prepared to defend the country from outside pressure and, in the worst case scenario, armed attacks by other states.

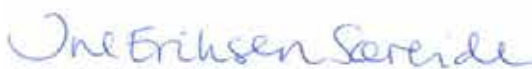
The total defence concept, which was developed by the Norwegian government in exile in London during the Second World War, is deeply rooted in our consciousness. The total defence concept was originally designed to meet the threat of an invasion, but has been developed further to meet a range of challenges. It is still important for us to leverage our limited resources in the best possible way when a crisis strikes. Therefore, the mutual support and cooperation between the armed forces and civil society is fundamental to addressing both civil protection and national security across the entire spectrum from peace through security policy crises to armed conflict. We have also noted that the interdependence between the armed forces and civil society is increasing. This makes the total defence concept even more relevant.

The Ministry of Defence is responsible for military preparedness. The Ministry of Justice and Public Security is responsible for coordinating civil emergency planning, and also has substantial emergency readiness resources in its own sector. The Ministry of Defence and the Ministry of Justice and Public Security thus play key roles in the total defence concept. The government attaches great importance to joint training exercises and interaction and coordination between all actors in the area of preparedness in order to ensure society is as prepared as it can be to deal with serious events and crises.

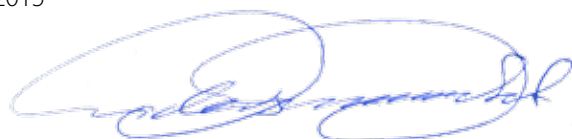
To ensure that they can work together in the best possible way, it is essential that the relevant actors in both the civil and the military sector have a good understanding of the current arrangements and mechanisms for civil-military cooperation within total defence.

The purpose of this reference work is to help anchor the current total defence concept in the civil and the military sector. At the same time, the description of the current arrangements and mechanisms constitutes an important part of the basis for further developing the total defence concept. The target group is primarily people involved in emergency planning, although the publication should be readable for all interested parties. We aim to update this reference work at regular intervals. This version replaces the version published in 2007.

Oslo, 9. april 2015

A handwritten signature in blue ink, reading "Ine Eriksen Søreide".

Ine Eriksen Søreide  
*Minister of Defence*

A handwritten signature in blue ink, reading "Anders Anundsen".

Anders Anundsen  
*Minister of Justice and Public Security*



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## 2. INTRODUCTION

***“Our defence organisation must [...] be sufficiently broad. The work here requires more than just building up military defence. We need a ‘total defence concept’ in order to meet any ‘total’ attack in the best possible way.”<sup>1</sup>***

The Storting agreed to modernise the total defence concept in its consideration of Proposition to the Storting No. 42 (2003-2004) The Further Modernisation of the Norwegian Armed Forces in the Period 2005-2008 and Report to the Storting No. 39 (2003-2004) Civil Protection and Civil-Military Cooperation.<sup>2</sup> The Storting clarified in Recommendation to the Storting No. 318 (2007-2008) concerning Proposition to the Storting No. 48 (2007-2008) A Defence for the Protection of Norway’s Security, Interests and Values that the modernised total defence concept emphasises that the total resources available in wartime should also be available for use in difficult crisis-like events in peacetime. The concept thus applies to all types of

crises, not only to emergency planning situations where there are grounds for applying special authorisation laws (emergency planning legislation).<sup>3</sup> The total defence concept today includes mutual support and cooperation between the Norwegian Armed Forces and civil society across the whole spectrum of crises from peace through security policy crises to war.<sup>4</sup> When the total defence concept was developed in the period after the Second World War, the concept primarily covered civil support for the Norwegian Armed Forces in times of crisis and war. The Norwegian Armed Forces have always provided support to civil society, but the emphasis on this as an integral part of the total defence concept is now stronger.

Given the complex threat picture, good cooperation between civil and military actors is crucial. Society has become more vulnerable as a result of centralisation, specialisation and its reliance on information and communication technology. At the same time, society is expected to function almost as normally as possible during crisis. Although the primary task of the Norwegian Armed Forces is to defend the country against external aggression or pressure, its capacity to contribute to civil protection is also an important task. The Norwegian Armed Forces have also become more integrated with civil society when it comes to the supply of expertise, goods and services, and technology. This further reinforces the need for cooperation based on a mutual understanding of roles and responsibilities through joint training exercises and interaction between military and civil actors.

“Support and Cooperation” has been prepared for actors in both the civil and the military sector who play a role in the total defence concept. Although the target audience is primarily people involved in emergency planning, the publication should be readable for all interested parties. The publication is a reference work that describes the responsibilities, roles and authorities within the total defence concept, with a primarily focused on providing information about the current arrangements and mechanisms within the total

defence concept. The main emphasis is on describing arrangements and mechanisms at the national level. Total defence concept arrangements and mechanisms include support systems, interaction mechanisms and coordination forums that are regulated through laws, regulations, Royal Decrees, instructions and relevant agreements within the total defence concept in the military and the civil sector. Chapter 3 provides an introduction to the development of the total defence concept and some key concepts. Chapter 4 clarifies how the work on emergency planning and crisis management is organised. It also describes important actors in civil emergency planning. Chapter 5 reviews the key emergency preparedness laws and the various ministries in the civil sector and their responsibilities within emergency preparedness and crisis management. The relevant directorates and agencies are discussed under the individual ministries. Chapter 6 provides an overview of the defence sector’s role in the total defence concept and a selection of relevant legal authorities. Chapter 7 provides a description of the crisis management bodies and cooperation bodies at a national level. Cross-sector bodies that are convened as needed are discussed under the individual ministries. Chapter 8 provides an overview of civil-military cooperation in international organisations, multilateral forums and the Norwegian contribution to operations outside Norway.



### 3. TOTAL DEFENCE, CIVIL PROTECTION AND CIVIL-MILITARY COOPERATION

#### 3.1 DEVELOPMENT OF THE TOTAL DEFENCE CONCEPT

##### *The traditional total defence concept*

The total defence concept was developed in the period after the Second World War. The Defence Commission of 1946 underlined in its recommendation the importance of strengthening the Norwegian Armed Forces through a total defence concept. It believed that the defence of Norway should be based on both military defence and wide-ranging civil emergency preparedness. The objective was to protect Norwegian territory, independence and national values, and the civilian population.<sup>5</sup>

The basic principle in the traditional total defence concept was that society's total resources should, if necessary, be mobilised to defend the country, manage sudden and precarious security challenges in armed conflicts, or when there is a threat of armed conflict.

The total defence concept was thus closely linked to the emergency legislation and based on the idea of utilising society's limited resources in the best possible manner, primarily at the most serious end of the crisis spectrum (armed conflict).



### ***The development of the modernised total defence concept***

The dissolution of the Soviet Union and the Warsaw Pact in the early 1990s changed the security policy situation. The threat of invasion faced by Norway dramatically decreased and over time greater attention was paid to the importance of civil protection. This made it necessary to adapt the total defence concept to the challenges of the era.

On the civil side, Report to the Storting No. 24 (1992-1993) Civil Emergency Preparedness in the Future marked an important milestone. The report underscored, among other things, that emergency preparedness for peacetime and emergency preparedness for armed conflicts had to be viewed as a whole, and that reducing the vulnerability of society would be a key means in the effort to make society more robust.<sup>6</sup>

The so-called Vulnerability Commission, chaired by Kåre Willoch, submitted its report in 2000. The commission presented a number of proposals aimed at reducing society's vulnerability within the various social sectors.<sup>7</sup> The report was followed up with Report to the Storting No. 17 (2001-2002) Civil Protection - The Path to a Less Vulnerable Society, which presented the concept of civil protection and a broad approach to countering society's vulnerability.

The extensive terrorist attacks against the United States on 11 September 2001 illustrated, with unmistakable clarity, the severity of the threat posed by international terrorist networks to our society and ultimately to our national security. This resulted in greater attention being paid to emergency preparedness designed to counter intentional acts, and the role of the Norwegian Armed Forces in such situations.

Previously, the total defence concept focused primarily on civil support for the Norwegian Armed Forces in times of crisis and war. The concept thus did not encompass lower-level crises. The changed threat and risk picture meant that the Norwegian Armed Forces' contributions to handling civil protection challenges became more important, and the traditional total defence concept had to be reconsidered in light of this development.

### **The modernised total defence concept**

The Storting approved, in Recommendation to the Storting No. 234 (2003-2004) concerning Report to the Storting No. 42 (2003-2004) and in Recommendation to the Storting No. 49 (2004-2005) concerning Report to the Storting No. 39 (2003-2004), the expansion and modernisation of the total defence concept.

The Storting has also considered the matter since then and has clarified that the total resources available in wartime should also be available for use in difficult, crisis-like events in peacetime,<sup>8</sup> which underscores that the Norwegian Armed Forces must, to a greater extent than before, focus on supporting civil society in the event of peacetime emergencies. Today, one of the Norwegian Armed Forces' specified tasks is defined as contributing to safeguarding civil protection and other key social tasks.

The modernised total defence concept includes mutual support and cooperation between the Norwegian Armed Forces and civil society in connection with prevention, contingency planning, crisis management and consequence management across the entire crisis spectrum from peace through security policy crises to armed conflict. It is no longer a requirement that emergency preparedness legislation must be in effect for such support to be regarded as being within the framework of the total defence concept.

The principle of civil support for the Norwegian Armed Forces in times of crisis and armed conflict stands. Comprehensive, obligatory civil support for the Norwegian Armed Forces in serious crisis situations will still be contingent on whether emergency preparedness legislation can be applied. Today, the main principle when it comes to civil support for the Norwegian Armed Forces is that it is based on commercial arrangements and cooperation with civil emergency preparedness to the greatest possible extent. This also applies in cases where emergency preparedness legislation can be applied.

The Infrastructure Commission<sup>9</sup> set out a number of steps for strengthening the security of critical infrastructure. Many of these were followed up in Report to the Storting No. 22 (2007–2008) Civil Protection – Cooperation and Coordination, which also focused attention on cooperation and coordination, both national and international, to meet the future risk, threat and vulnerability picture.

Through its consideration of Recommendation to the Storting No. 265 (2004–2005), ref. Report to the Storting No. 37 (2004–2005)<sup>10</sup>, the Storting approved the government's proposed measures for strengthening the system for crisis management abroad and central crisis management, including establishing a Crisis Committee, a central crisis support unit and the lead ministry system. One important basis for this was the report from the Tsunami Evaluation Commission on the catastrophe in South Asia.

In Proposition to the Storting No. 48 (2007-2008)<sup>11</sup> the Storting was informed that there would be a review and updating of the civil-military cooperation arrangements and mechanisms within the framework of the total defence concept. In 2010, a working group presented a report that showed that most of the arrangements were generally still adequate for the challenges Norway faces. The weaknesses that were revealed mainly concerned civil society's preparedness system for supporting the Norwegian Armed Forces in the event of a security policy crisis or armed conflict. Work aimed at ensuring that the necessary updates are made has started.

The acts of terrorism in Oslo and on the island of Utøya on 22 July 2011 resulted in a comprehensive evaluation of emergency preparedness, including in the 22 July Commission's report.<sup>12</sup> The commission concluded that too much went wrong and that important elements of

the authorities' emergency preparedness and crisis management capacity were not good enough. 22 July was followed up in Proposition to Storting No. 73 (2011-2012),<sup>13</sup> Report to the Storting 29 (2011-2012)<sup>14</sup> and Report to the Storting 21 (2012-2013)<sup>15</sup>, among others, all of which emphasised strengthening general civil-military cooperation, especially with respect to emergency preparedness for terrorism.

Proposition to the Storting 73 (2011-2012) stipulated that the main elements in the Norwegian Armed Forces' structure are basically dimensioned to carry out the Norwegian Armed Forces' primary tasks. At the same time, the task of supporting civil society must be taken account of when assessing equipment and dimensioning the individual capacities of the Norwegian Armed Forces. This is relevant in relation to, among other things, designing dedicated missions, emergency preparedness instructions, localisation, training requirements, exercises and training, as well as the ability to interact with actors outside the defence sector.

Since the end of the 1990s, Norway, like other countries, has been engaged in ongoing international operations and has extensively restructured its defence sector. After the Norwegian Core Area Initiative in NATO in 2008, the importance of defending member states, preventing armed conflict and deterring potential adversaries received new emphasis in the alliance. In Norway, the Chief of Defence was tasked in 2010 with updating the operation plans for the defence of Norway. This work also clarifies the need for civil support for the Norwegian Armed Forces' structure and operations at the most serious end of the crisis spectrum. This work has been given a higher priority in both Norway and NATO due to the crisis in Ukraine in 2014. NATO is again developing plans for reinforcing the defences of member states.





### 3.2 A broad security concept

The development of the total defence concept can be seen in the context of changed security needs and perceptions of the purpose of national emergency preparedness - from a strong focus on national security to a greater focus on civil protection as well.

The formulation of national emergency preparedness is based on the idea that the concept of security encompasses state security, civil protection and individual safety. The central purpose of security policy is to safeguard national security. In other words, addressing the security needs associated with the state's existence, sovereignty and integrity.<sup>16</sup> When national security is threatened, it can legitimise the input of much or all of the state's available resources. Such threats will often have security policy aspects.

Traditionally, national security has especially been linked to the defence of territory (defence against invasion). National security can also be challenged through political and military pressure on the Norwegian authorities or through more limited plots and attacks against Norwegian authorities and interests.

The emergence of new security challenges has meant that the structure of society itself is exposed to new

hazards, including plots by non-state actors, as well as a number of challenges relating to the greater dependency on and vulnerability of critical infrastructure, environmental and climate-related events, etc. One consequence of this is the need for a greater focus on civil protection.<sup>17</sup> Civil protection is about protecting the lives, health and safety of the civilian population, and protecting key social functions and important infrastructure from attack and other damage. The need for civil protection must be addressed in all serious situations, including in situations that, based on the threat picture, must be defined as national security situations.

International developments since 1990 have also resulted in more attention being paid to human security. This is about the protection of individuals, where human rights and the right to life and personal safety take centre stage. Human security is a vital factor behind the developments we have seen recent years where the international community has felt forced to intervene, including by military means.

The Norwegian Armed Forces' primary task is to uphold Norway's sovereignty and Norwegian sovereign rights and defend the country against external attacks (national security), while civilian authorities bear primary





PHOTO: Stephen Olsen/The Norwegian Army/Armed Forces Media Centre

### 3.3 War and armed conflict

The international laws of war differentiate between two types of armed conflict: international and non-international armed conflicts. It was previously more common to use the term 'war' for international armed conflicts. This involved a conflict between two or more states and was contingent on the parties having formally declared war. Today, the term 'war' is used in many different contexts and often imprecisely. The debate surrounding the term 'war' in relation to Norwegian participation in international operations is one example of this. The term 'war' has a special meaning in Norwegian law, including in relation to emergency preparedness legislation, which it is not natural to use if Norwegian forces are taking part in an armed conflict that does not affect Norwegian territory or if Norway is struck by terrorist attacks that, due to their nature, would be regarded as armed attacks on the nation pursuant to UN treaties.

Today, it is more common to use the term 'armed conflict'. An armed conflict is a conflict between states or groups involving the use of armed force. There are two categories of armed conflict, international and non-international armed conflicts. In this publication a choice has been made to generally use the term 'armed conflict' since it covers more types of conflict that it is relevant to discuss given the current threat picture than the more traditional and narrow term 'war'. However, in some instances the term 'war' is still used. These are instances when it is most correct to use the term for historical reasons or the text is based on sources that use this term. Please note that the key legislation within the total defence concept uses the term 'war'.

responsibility for addressing civil protection. This is an established division of labour that has solid political and constitutional roots in Norway. The Storting has decided that the Norwegian Armed Forces, as one of their tasks, must also support the addressing of civil protection and other key social tasks.

The assistance provided to civil society by the Norwegian Armed Forces usually supplements the civilian authorities' crisis management. The Norwegian Armed Forces basically provide support within the areas where they have unique expertise or resources that others do not have. This includes assisting civilian authorities in connection with accidents, rescue operations and natural disasters. The Norwegian Armed Forces also have, thanks to their resources and expertise, special capabilities in order to help prevent and combat plots and attacks against the country's population, infrastructure and capacity to govern, including terrorist attacks and cyber-attacks.

The sectors' mutual dependence on each other entails a comprehensive need for intersectoral cooperation in order to meet new security challenges. For example, today, most sectors are highly dependent on a well-functioning energy sector and robust information and communication infrastructure.

#### International armed conflicts

- Armed conflict between two or more states
- Occupation

#### Non-international armed conflicts

- Armed conflict between a state and a group in the state's territory
- Armed conflict between a state and a group in another state's territory
- Armed conflict between different groups

### **3.4 Civil-military cooperation and the total defence concept**

The term 'civil-military cooperation' encompasses, in principle, all civil-military cooperation at all levels and covers a very wide field with many different actors. The meaning of the term is also largely situational. In some cases the Norwegian Armed Forces support civilian organisations, while in other situations the Norwegian Armed Forces are supported by civilian resources.

As a concept, the total defence concept is intended to ensure the total best possible utilisation of society's limited resources when it comes to prevention, contingency planning, crisis management and consequence management across the entire spectrum of crises. The total defence concept is thus a part of the civil-military cooperation. It is delineated to cover mutual support and cooperation between the Norwegian Armed Forces and civil society in relation to crises, from crises in peacetime through security policy crises to armed conflict. Furthermore, civil-military cooperation also encompasses cooperation between civilian and military authorities that is not directly related to crises and armed conflict. One example of civil-military cooperation that falls outside the framework of the total defence concept is the Norwegian Coast Guard's permanent fisheries and environmental supervision duties.

### **3.5 Institutionalisation of the total defence concept**

A number of formal and informal forums for different disciplines and civil-military cooperation bodies have been established at national, regional and local levels within the framework of the total defence concept. In many ways, these help to reinforce the institutionalisation of the total defence concept. Most of these cooperation bodies are discipline-specific and consequently their mandates cover a small part of the total defence concept.

At the ministerial level, the Crisis Committee and the ministries' Coordination Committee for Civil Protection are two important forums for discussing current issues relating to emergency preparedness and civil protection. The Central Total Defence Forum is the forum on directorate level which in greatest extent represents the width of the total defence. The forum is made up of the key civilian and military agencies and directorates within the cooperation on the total defence concept. The purpose of the forum is to contribute to mutual information exchange, harmonisation and the overall coordination of all the relevant issues related to the total defence concept and questions relating to civil-military cooperation, emergency preparedness and civil protection.

The various forums for different disciplines and the cooperation bodies and forums for the various disciplines are discussed further in chapter 7.





## 4. ORGANISATION OF EMERGENCY PREPAREDNESS AND CRISIS MANAGEMENT

### 4.1. General principles for the work on emergency preparedness and crisis management

The government has supreme authority over military and civil emergency preparedness in peacetime and when handling crises and armed conflicts. The responsibility for prevention, emergency preparedness and expertise when it comes to actual crisis management has largely been delegated to the individual ministry, their subordinate agencies and municipalities. The work on civil protection and emergency preparedness is based on four fundamental principles:<sup>18</sup>

1. **The principle of responsibility** means that the authority, organisation or agency which is responsible for an area on a day-to-day basis is also responsible for prevention, emergency preparedness and implementing the necessary measures in the event of crises and disasters.
2. **The principle of similarity** means that the organisation one operates with during a crisis should be as similar as possible to the day-to-day organisation.
3. **The principle of proximity** means that crises should, from an organisational perspective, be handled at the lowest possible level.
4. **The principle of cooperation** requires the authority, organisation or agency to have an independent responsibility to ensure the best possible cooperation with relevant actors and organisations in its work on prevention, emergency preparedness and crisis management.

The actors within the total defence concept have always cooperated extensively. After the experience of managing the effects of terrorism on 22 July 2011, this was clarified by it being included as one of the fundamental principles.

Security policy crises and nuclear accidents will always, due to their nature, require overarching management and coordination at the central government level, but will nevertheless require the implementation of measures and management at all levels of government.

The guiding principle for the practical division of responsibilities between the various actors in society's combined emergency preparedness is the principle of responsibility.<sup>19</sup> This means that the authority that is responsible for a sector on a day-to-day basis is also responsible for contingency planning, implementing emergency preparedness measures, and managing a crisis situation. The principles of responsibility, similarity, proximity and cooperation apply at all levels of government.

The relevant actors cooperate both directly and indirectly through a variety of bodies for cooperation within the total defence concept. The main function of these is to contribute to coordination and information exchange between the various ministries and agencies. Most have only an advisory function, but some also have an operational function in crises and armed conflicts.

An appropriate crisis management system requires a sufficient degree of flexibility, so that the structures that are established can easily be adapted to different situations. At the same time, it is vital that in times of crisis roles, responsibilities and the lines of command are clear. The principle of responsibility generally provides the starting point and means that ministries are responsible for crisis management in the sector for which they are responsible. The lead ministry<sup>20</sup> is responsible for coordinating crisis management at ministerial level. The designation of a lead ministry does not entail changes to constitutional responsibilities and all ministries retain responsibility and decision-making authority for their respective areas of responsibility. The Ministry of Justice and Public Security is always the lead ministry in the event of civil national crises, unless otherwise is decided.

The ministries' crisis management tasks generally involve obtaining and processing information, preparing a basis for decision making and making overarching administrative and policy decisions concerning measures, ensuring good communication with subordinate agencies and that they have the necessary authorisations, assessing the need for international assistance, and implementing a comprehensive information strategy. The work must be coordinated with other ministries; especially the ministry designated as the lead ministry.

The overarching principles of responsibility, similarity, proximity and cooperation provide the basis for all national security and emergency preparedness work. In addition to sectoral responsibility, the Ministry of Justice and Public Security has been given a coordinating role in the civil sector to ensure comprehensive and coordinated emergency preparedness.<sup>21</sup> The Ministry of Justice and Public Security also has a responsibility to coordinate preventive ICT security in the civil sector.<sup>22</sup> Similarly, the Ministry of Defence has overall responsibility for both emergency preparedness and ICT security in the defence sector.

Report to the Storting No. 37 (2004-2005) The Tsunami Disaster in South Asia and National Crisis Management outlined a framework for the national crisis management system. This description was further amended by the Royal Decree of 15 June 2012 relating to the ministries' civil protection and preparedness work, the Ministry of Justice and Public Security's coordination role, audit function and central crisis management (see also chapter 7).

## 4.2 Security policy crises

Today, the security policy situation is characterised by a broad and complex risk picture. Unpredictability is, therefore, one of the important characteristics of the security policy challenges Norway may be faced with. The possibility cannot be ruled out that in the future Norway might face political pressure involving threats of military force or, in the worst case scenario, an armed attack against Norwegian territory. Nor can it be ruled out that a terrorist attack or cyber-attack could be significant enough to challenge national security.

In this context, a security policy crisis would be a situation that approaches one with a risk of armed

conflict in which our territorial integrity and national sovereignty are threatened. This entails a threat to basic, fundamental national interests, values and goals. A security policy crisis could be triggered both by intentional events and through unintended escalation. Important characteristics of such a situation would be that the crisis is in a grey area between armed conflict and peace, and has a military and international dimension. Moreover, as a rule, a security policy crisis is characterised by the situation creating considerable fear among the public and that the means that are used, or that it is feared will be used, could potentially threaten the authorities' ability to safeguard the country's interests. In a security policy as well as in an armed conflict, the implications for national security and relations with other countries require central government level control of the crisis management and its overall coordination. It should nonetheless be stressed that although the strategic level will always play a more active and decisive role in such situations, the regional and municipal authorities' responsibility for crisis management and ongoing administrative tasks will not necessarily change.

NATO forms the cornerstone of Norwegian security and defence policy, based on the Charter of the United Nations. Norway will largely seek to manage security policy challenges in close cooperation with its allies. However, episodes and security policy crises may arise that, due to their nature, will have to be dealt with using only national capacities.

Security policy crises will basically be political in character and need to be dealt with politically. The means will be diverse, complex and tailored to the relevant situation. These could span from diplomatic means (such as protests and negotiations) to economic and international legal means (such as sanctions) and military measures. The Norwegian Armed Forces and the police represent the government's machinery of power. While the police's tasks are primarily domestic and directed inward against people and actors who break Norwegian laws, the Norwegian Armed Forces' tasks are primarily directed outward against other states or actors who violate Norway's sovereignty or threaten it. However, military means must always be seen in the context of diplomatic means or other measures that are relevant when dealing with a security policy crisis. The composition and utilisation of means will depend on the situation. Depending on the scope and nature of the crisis, it may also be relevant to deploy civil

emergency preparedness resources within the total defence concept, i.e. both to address civil needs and to support the Norwegian Armed Forces.

### 4.3 Nuclear emergency preparedness

Like security policy crises, nuclear incidents will always have to be managed and coordinated at a central government level, even though a number of actors will face challenging tasks at a regional and local level as well. The Ministry of Health and Care Services is responsible for national nuclear emergency preparedness with the Norwegian Radiation Protection Authority as the agency responsible for radiation protection and nuclear safety. The national emergency preparedness organisation for nuclear incidents was established by the Royal Decree of 23 August 2013.<sup>23</sup> The mandate of the Crisis Committee for Nuclear Preparedness also covers incidents that take place outside Norway and do not have direct consequences for Norwegian territory, but which nonetheless affect Norwegians or Norwegian interests.

The nuclear emergency preparedness organisation was established to make expertise available to deal with nuclear incidents and to ensure the rapid implementation of measures to protect lives and health, the environment, and other important social interests. Nuclear incidents include both accidents and incidents caused by intentional actions – in peacetime, during a security policy crisis or during an armed conflict. The nuclear emergency preparedness organisation is described in more detail in section 7.1.

### 4.4 Government organised rescue services

Rescue services in Norway are organised on the basis of the 'principle of cooperation'. All work on emergency preparedness and crisis management is based on this principle, ref. section 4.1, although in the case of rescue services this has the particular consequence that all government agencies, including the Norwegian Armed Forces, have a duty to contribute suitable and available resources to rescue operations. Moreover, all government agencies that take part in rescue operations must cover their costs themselves through their ordinary budgets. Private and voluntary resources that can be used in emergency efforts to save lives can also be mobilised in government-led rescue missions.<sup>24</sup>



PHOTO: Kristian Skardalmo / Armed Forces' Media Centre

The rescue helicopters are the only dedicated state search and rescue resource that the rescue services in Norway have. The Ministry of Justice and Public Security owns the rescue helicopters and is responsible for both helicopter services and their budget. The Norwegian Armed Forces operate the helicopters based on an agreement with the Ministry of Justice and Public Security and are responsible for fleet maintenance and logistics. The joint rescue coordination centres decide which operations the rescue helicopters on standby will carry out. There are six rescue helicopter bases in Norway: Banak, Bodø, Ørland, Florø, Sola and Rygge. The Norwegian Armed Forces can also perform rescue services using all of their helicopters, vessels and maritime surveillance aircraft, and other resources, when this is required.

#### 4.5 The Ministry of Justice and Public Security's coordination role for civil preparedness

In the civil sector, the Ministry of Justice and Public Security (JD) is responsible for the overall coordination of civil protection and emergency preparedness. This is based on the Royal Decree of 15 June 2012 relating to the ministries' civil protection and preparedness work, the Ministry of Justice and Public Security's coordination role, audit function and central crisis management. On the civil side the ministry must, through its coordinating role, ensure that the work on civil protection and emergency preparedness is coordinated and comprehensive, across sector boundaries.

The Ministry of Justice and Public Security must maintain an overview of the status of, and promote, civil protection and emergency preparedness work in the civil sector. Moreover, the Ministry of Justice and Public Security has overall responsibility for national exercises in the civil sector and must help ensure that coordinated plans are developed. In addition to this, the ministry must facilitate comprehensive systems for coordinated communication between the authorities, and between the authorities and the public, in relation to emergency preparedness and crisis management before, during and after a crisis.

The Ministry of Justice and Public Security's coordination role also involves ensuring that major accidents and extraordinary events are systematically followed up by sharing the lessons learned and implementing the

The Ministry of Justice and Public Security is responsible for the overall administrative coordination of land, sea and air rescue services. Operationally speaking, Norwegian rescue services are organised by the joint rescue coordination centres, located in Bodø and Sola, and 28 local rescue centres located in the various police districts. The Office of the Governor of Svalbard acts as the local rescue centre within its jurisdiction. The joint rescue coordination centres have overall operational responsibility for rescue services and have direct command of all sea and air rescue operations. This is delegated to local rescue coordination centres in the case of onshore rescue operations. The local rescue coordination centres immediately notify the joint rescue coordination centres of any potential rescue operations.

The Norwegian Armed Forces play an important role in rescue services and assist civil society as needed in the event of various accidents and disasters. The Norwegian Joint Headquarters (NJHQ) maintains an overview of the military resources that can be made available for rescue operations at any given time.



necessary improvement measures. The Ministry of Justice and Public Security must brief the government on the status of civil protection and emergency preparedness work in the civil sector. As part of the coordination work in the civil sector, the Ministry of Justice and Public Security must supervise the ministries' work on civil protection and emergency preparedness. The Ministry of Justice and Public Security is always the lead ministry for civilian national crises, unless otherwise has been decided.

With effect from 1 April 2013, responsibility for coordinating preventive ICT security in the civil sector was transferred from the Ministry of Government Administration, Reform and Church Affairs to the Ministry of Justice and Public Security.<sup>25</sup> The Norwegian National Security Authority must support the ministry in its coordination role.

In recent years, the Ministry of Justice and Public Security's responsibilities within civil protection have also been clarified and strengthened through the establishment of the Norwegian Directorate for Civil Protection (DBS), by giving the Norwegian National Security Authority a reporting line to the Ministry of Justice and Public Security, and by giving the Ministry of Justice and Public Security responsibility for a crisis support unit. The crisis support unit must be able to support the crisis coordination of the lead ministry and the Crisis Committee as needed, ref. section 7.1. The Crisis Committee does not only meet in connection with crisis management, it also holds administrative meetings in which it discusses planning for emergency preparedness and crisis management.

The ministries' Coordination Committee for Civil Protection provides a common forum for all ministries in which they can discuss overarching issues and the framework for the civil protection and emergency preparedness work.

#### 4.6 Important players in civil emergency preparedness

##### *Norwegian Directorate for Civil Protection (DSB)*

As a directorate under the Ministry of Justice and Public Security, the DSB plays a key role within prevention, preparing measures and crisis management in the area of civil protection.

The Royal Decree of 24 June 2005 relating to the DSB's general coordinating roles stipulates that the directorate's coordination tasks include:

- Supporting the Ministry of Justice and Public Security's coordinating role within the work on civil protection and emergency preparedness work.
- General responsibility for coordinating the follow-up and supervision of activities, objects and enterprises with the potential for a major accident.
- Coordinating the supervision and follow-up of enterprises' compliance with the Major Accident Regulations. The Major Accident Regulations cover emergency preparedness for major accidents in enterprises where hazardous chemicals are present.



Through its work on obtaining information, research and analysis activities, dialogue, advice and guidance, DSB must lay the foundation for good preventive work and good emergency preparedness within public administration and enterprises that are critical for society. DSB must ensure national planning and planning in the individual agencies are coordinated and offer support for these agencies' planning work. DSB is also the responsible agency for, and supervises, the Product Control Act, the Electrical Supervision Act, the Fire and Explosion Prevention Act, and the Civil Protection Act. The directorate supervises industry, local electrical inspectorates, municipal fire services, and other enterprises covered by the above-mentioned legislation. DSB also assists the Ministry of Justice and Public Security with the practical work of supervising the ministries.

The Royal Decree of 24 June 2005 <sup>26</sup> gives the directorate responsibility for maintaining an overview of the development of the vulnerability and emergency preparedness situation in the country. In line with its instructions, DSB must also assist the Ministry of Justice and Public Security and other ministries with coordinating the management of major crisis and disasters in peacetime on the civil side, as well as in the event of security policy crises and armed conflict. DSB must collate and analyse information from county governors, involved agencies and international networks.<sup>27</sup>

DSB administers a national point of contact for enquiries from NATO's Euro-Atlantic Disaster Response Coordination Centre (EADRCC), the EU's Emergency Response Coordination Centre (ERCC) and the UN's Office for the Coordination of Humanitarian Affairs (OCHA). The point of contact function receives and processes, among other things, requests for assistance from abroad. Norway can also request assistance from abroad when its own resources are insufficient.

DSB is responsible for coordinating the civil emergency preparedness system on behalf of the Ministry of Justice and Public Security. The civil emergency preparedness system and the Norwegian Armed Forces' emergency preparedness system, which together make up the national emergency preparedness system, are based on the NATO Crisis Response System Manual (NCRSM), adapted for Norwegian needs. The Ministry of Justice and Public Security and the Ministry of Defence work together extensively to maintain and update national plans.

DSB is responsible for the management of officials in the county governors' offices in the area of civil protection and emergency preparedness, and works through the county governors' offices to improve municipal and regional civil protection and emergency preparedness work. DSB also provides training and expertise within national civil protection. The directorate is responsible for the academic and administrative follow-up of three educational centres: the National Emergency Planning College, the Civil Defence's Emergency and Competence Centre and the Norwegian Fire Academy.

DSB assists the Ministry of Justice and Public Security with coordinating the work associated with the national follow-up of the EU's action programmes and the EU's coordination mechanism for civil emergency preparedness and crisis management, as well as the work in NATO's Civil Emergency Planning Committee (CEPC) (see also section 8.1).

### ***The Norwegian Civil Defence***

The Norwegian Civil Defence is a state reinforcement resource under DSB and is organised into 20 regional districts. The Norwegian Civil Defence assists rescue and emergency agencies in the event of major accidents and special incidents, including major fires, floods, landslides, oil spills and searches for missing persons. The Norwegian Civil Defence is involved in nuclear emergency preparedness, operates a nationwide public warning service, provides support to international humanitarian operations in the event of disasters, and performs important tasks in the event of armed conflict. The agency provides training in emergency preparedness and rescue to its own teams and other players in the Norwegian rescue services.

The Norwegian Civil Defence has an operative force of 8,000 people with a duty to serve and conscripted under the Civil Protection Act.<sup>28</sup>

From experience, the frontline teams are usually ready for deployment within an hour.

### ***County governors***

County governors are the government's representative in a county and are responsible for coordinating, maintaining an overview of, and reporting on civil protection and emergency preparedness work in a county in cooperation with regional civil protection actors. County governors must guide and follow-up municipalities in their work on civil protection and



emergency preparedness, and have been assigned the role of both surveillance authority and instance of appeal to ensure that such work is followed up locally. The tasks of county governors' offices in relation to civil protection and emergency preparedness have been laid down in special instructions. The municipality-oriented tasks are also stipulated in the Civil Protection Act and Planning and Building Act. Their tasks are defined in more detail through DSB's management of the agencies in this area and are also given legal authority in the Act relating to Special Measures in Time of War, Threat of War and Similar Circumstances and a number of Royal Decrees.<sup>29</sup>

The instructions on civil protection and emergency preparedness work for county governors and the Governor of Svalbard stipulate, among other things, that county governors must coordinate and supervise a county's planning and contact within the total defence concept, including prevention, emergency preparedness planning and management. County governors must also coordinate the civil planning for the Norwegian Armed Forces' ability to support civil society and for the Norwegian Armed Forces' need for civil support. County governors must also help state, county council and municipal bodies with emergency preparedness planning.<sup>30</sup>

In line with the Royal Decree of 12 December 1997, county governors have a responsibility for regional coordination in the event of crises in peacetime. This includes, among other things, convening the county emergency preparedness committee to agree on the action that should be taken, as well as the provision of additional resources to municipalities. County

governors must also decide which body will be responsible for crisis management in situations where the police or other agencies are not taking action. County governors coordinate, in consultation with the members of their county emergency preparedness committee, to ensure the most coordinated and rational possible utilisation of the available resources.<sup>31</sup>

In the event of crises, disasters, war and similar situations, county governors must coordinate regional crisis management in line with given instructions, guidelines and laws. County governors must obtain an overview of the situation in the county, coordinate the civil component of the total defence concept and ensure that the county's resources are allocated and utilised appropriately to meet the civil population's needs and for the overall defence effort. This means that county governors must, if necessary, and in collaboration with other authorities, coordinate and prioritise between civil needs.<sup>32</sup> If a county governor is cut off from communication with the government, the county governor must issue provisions and exercise administrative authority as stipulated in the Act No. 7 of 15 December 1950 relating to Special Measures in Time of War, Threat of War and Similar Circumstances, section 5, paragraph one, ref. section 3.

The county governor must coordinate regional nuclear emergency preparedness. County governors must ensure that the regional and local agencies the county governor is responsible for coordinating have established satisfactory plans for nuclear incidents. County governors are the regional link in the Crisis Committee for Nuclear Preparedness and chair the





PHOTO: Peter Torp Mathisen / Armed Forces Media Centre

county's nuclear preparedness committee. In a number of counties the county emergency preparedness committee also functions as the nuclear preparedness committee.<sup>33</sup>

County governors must maintain an overview of important civil protection challenges in their county and help ensure that these are followed up in regional and municipal planning in line with the Planning and Building Act and regional emergency preparedness planning. Pursuant to the Planning and Building Act, county governors may make objections to planning proposals, in order to ensure that land-use plans address civil protection considerations.

### **Municipalities**

Municipalities are the bedrock on which civil protection and emergency preparedness work are built and must coordinate and take account of civil protection challenges in the local community and in the activities of the municipality and other important players.

Pursuant to the Act of 25 June 2010 No. 45 relating to the Municipal Preparedness Duty, Civil Protection Measures and the Norwegian Civil Defence (Civil Protection Act), municipalities have a duty to identify the adverse events that could occur in their municipality, assess the likelihood of these events occurring, and assess how they could affect their municipality. The results of this work must also be assessed and compared in a comprehensive risk and vulnerability analysis. Municipalities must draw up contingency plans based on this analysis, have a municipal crisis team, and carry

out exercises and other skills enhancing measures to ensure they are able to handle adverse events.

Municipalities also have emergency preparedness duties in a number of areas. The Fire and Explosion Prevention Act stipulates that municipalities must have a fire service that is capable of responding to fires and acute accidents, as well as performing prevention work within its area of expertise. The fire service must also be capable of performing specified prevention and emergency preparedness duties in the event of war and crisis situations.<sup>34</sup>

Since they are responsible for municipal health services, municipalities are, under the Act on Health and Social Preparedness, responsible for ensuring adequate health preparedness and that the necessary health care and social services can be offered to the public in times of war and in the event of crises and disasters in peacetime.<sup>35</sup>

Under the Planning and Building Act, municipalities must take account of civil protection in their planning and must ensure that risk and vulnerability analyses are carried out for planning areas when preparing development plans. Municipalities are responsible for ensuring the proper use and protection of land and buildings. Risk areas or special danger areas must be subject to a special assessment when drawing up plans for land use and sufficient account must be taken of civil protection.<sup>36</sup>

Most municipalities have established a municipal emergency preparedness committee as a forum for



information exchange and discussion. Such committees have participants from various government agencies, enterprises, and organisations.

For information about the Norwegian Armed Forces' support for public authorities other than the police, including municipalities, please see section 6.7.

### **The police**

The police are an essential actor in civil society's emergency preparedness. The police are responsible for, among other things, maintaining general order, preventing and disrupting criminal acts, investigating crimes, protecting citizens and their law-abiding activities, protecting public safety, and protecting critical social functions and critical infrastructure against adverse events.

In the rescue services, the police are tasked with leading and coordinating rescue operations on land, unless another authority is given the responsibility, ref. section 27 of the Police Act. In accident and disaster situations it is up to the police to implement the measures necessary to avert danger and limit harm. The police have to organise and coordinate relief efforts until command is assumed by another authority. The latter provision means that the police have been given a cross-sectoral, operational responsibility in the event of accidents and disasters in peacetime within all areas of society. This responsibility for coordination may subsequently be assumed by a county governor when the conditions for this are met.

The police's total resources include the regular police (Norwegian Police Service), subdivided into 12 police districts, the Norwegian Police Security Service (PST) and special units. The police's operative personnel in themselves constitute a substantial standing force in a crisis situation. Some of the police's special resources and emergency preparedness arrangements it has at its disposal for extraordinary events are described below:

- The Emergency Response Unit is the police's special task force and is trained to tackle serious and complicated hostage and terrorism situations. In such situations, the unit must be capable of providing assistance to police districts and the Governor of Svalbard. The Emergency Response Unit's area of responsibility also includes assistance in connection with any acts of terrorism on the Norwegian continental shelf (see also the review of the Norwegian Armed Forces' special forces in section 6.3). The Emergency Response Unit has

significantly strengthened its maritime expertise. The Emergency Response Unit's personnel are part of the regular police force in Oslo Police District and perform ordinary policing duties when the unit is not training or on operations.

- Special emergency units have been established in all police districts and are specially trained for emergency preparedness situations. The units have provided the police districts with the capacity to handle extraordinary situations and represent an important resource in the police's overall counter-terrorism preparedness.
- The police's special bomb disposal teams are responsible for assisting the police districts in dealing with situations where suspicious objects have been found or the presence of explosives is suspected.
- The police's helicopter service is on standby around the clock. The service is an important resource in different types of operations and is used, among other things, as a surveillance and command platform for major accidents and armed response.
- Crisis and hostage negotiators are the police's best experts in negotiations in terror, hostage and kidnapping situations, or other critical situations where negotiation may be needed.

## **4.7 Civil-military exercises**

In the light of security policy developments, many threats and challenges will be complex and cross-sectoral in nature. This requires broad cooperation across agencies and sectors. Joint civil-military exercises are therefore important in a national perspective.

Civil-military cooperation and crisis management are regularly rehearsed in exercises involving the Ministry of Justice and Public Security, the Ministry of Defence, and other relevant ministries, as well as between executive agencies and players. Considerable importance is attached to joint exercises between the Norwegian Armed Forces and the police, as well as other emergency preparedness players. These practise situations both where the Norwegian Armed Forces assist in civil crisis management and where civil players provide support to the Norwegian Armed Forces in security policy crisis and armed conflict. A continuous effort is made to achieve realistic and goal-oriented

civil-military exercises and ensure the lessons learned are actually utilised to refine plans and the practical cooperation. This is necessary to achieve a good dialogue, the correct understanding of roles, effective cooperation, coordinated plans and procedures, as well as mutual knowledge about needs and capacities.

## 4.8 Object protection

Instructions on the securing and protection of objects using protection forces from the Norwegian Armed Forces and the police in peacetime, crises and in times of war were stipulated by the Royal Decree of 24 August 2012. These are based on other regulations, but clarify the division of responsibilities and stipulate cooperation requirements.

Securing important objects (buildings, plants, installations, sites, etc.) against security threats can be divided into three different main categories or regimes.

Firstly, the object owner is responsible for preventive security, i.e. defensive protection measures. This responsibility is legally established in the Security Act and the Object Protection Regulations. Preventive object protection is also a legal requirement in the applicable legislation in a number of sectors. This applies, for example, to ports, power supply and airports. In many cases, the sectoral legislation is based on international regulations concerning such protection. The Norwegian Armed Forces' and the police's plans for object protection using protection forces must take account of whether the objects are subject to the preventive site protection rules, although this is not essential with respect to whether or not they will be protected using protection forces.

Secondly, the police are responsible for protecting objects against acts of terrorism and other crimes. As an addition to the object owner's defensive and preventive protection, the police's protection can consist of offensive measures and the use of force to prevent or limit the attacks against objects. The legal authority for this protection is provided in the Police Act, Criminal Procedure Act, regulations and internal service regulations. The police's responsibilities and tasks relating to object protection, in principle, do not change during crises and armed conflict. In line with the assistance instructions, the Norwegian Armed Forces can assist the police with object protection. The police's need for pre-planned assistance from the Norwegian Armed

Forces for object protection and the objects to which this applies must be communicated to the Norwegian Armed Forces. The police and the Norwegian Armed Forces must draw up plans for the protection of these objects together. Military guards and officers have military police authority (ref. the Military Police Authority Act) and thus independent authority to secure military areas.

Thirdly, the Norwegian Armed Forces are responsible for object protection using protection forces as part of the military defence against armed attacks with the legal authority in the rules on self-defence in international law. Such object protection may only be implemented if the realm is in an armed conflict, armed conflict threatens, or the realm's independence or security are at risk, and must only be implemented using combatant military protection forces. The Norwegian Armed Forces are both responsible for, and the providers of, the protection. The Norwegian Armed Forces' object protection in such situations can cover both military and civil objects. What matters is whether the objects are of vital importance to defensive capabilities and military defence in armed conflicts, and that they are regarded as legitimate military targets in armed conflicts, ref. the international laws of war. The Norwegian Armed Forces' object protection is closely regulated in the Chief of Defence's key point directive. In many cases, the Norwegian Home Guard will be the Norwegian Armed Forces' most important resource, both for assisting the police with their object protection and for the Norwegian Armed Forces' own responsibility for object protection.

In situations that could potentially trigger object protection, both against crime and armed attacks, or where it is unclear which of the two regimes might be triggered, the police and the Norwegian Armed Forces must reciprocally and without delay establish contact to perform the necessary coordination of the further planning and implementation of object protection. If the case raises matters of policy or principle, or for other reasons cannot be coordinated between the police and the Norwegian Armed Forces, it must be forwarded to the Ministry of Justice and Public Security and the Ministry of Defence, which will perform the necessary coordination and, where appropriate, bring the matter up with the government.

See also section 6.6 about the Norwegian Armed Forces' assistance in object protection with protection forces and 6.8 about the Security Act.



PHOTO: Audun Braastad / The Norwegian Army / Armed Forces Media Centre

## 5. CIVIL SOCIETY'S ROLE IN TOTAL DEFENCE

### 5.1 Civil society's role in total defence

The work on civil protection and emergency planning is based on ordinary constitutional responsibilities as far as both preparations and management are concerned. This means that it is the ministry that is responsible for a sector on a day-to-day basis that is also responsible for contingency planning and implementing emergency preparedness measures in their activities in a crisis situation. In addition to its sector responsibility, the Ministry of Justice and Public Security (JD) has been given a coordination role to ensure comprehensive and coordinated emergency preparedness in the civil sector (see also section 4.5).<sup>37</sup>

The acts of terrorism on 22 July 2011 clearly showed that the Norwegian Armed Forces need to be prepared to provide assistance to civil society. On the other hand, the Norwegian Armed Forces have become more integrated with civil society when it comes to relying on expertise, the supply of goods and services, and technology. The Norwegian Armed Forces are thus, in a number of areas, dependent on civil society also functioning as normally as possible in crises and times of war. This is true for both the specific civil support for the Norwegian Armed Forces and for the goods and services the Norwegian Armed Forces need on a par with other players. These factors reinforce the mutual interdependence between the Norwegian Armed Forces and civil society.

Society has become more vulnerable as a result of centralisation, specialisation and its reliance on power supplies and information and communication technology. Interruptions to the power supply will, for example, have consequences for private individuals, industry and critical

social functions. This means that events that test society's vulnerability require good cooperation between the affected parties, based on a mutual understanding of roles and responsibilities developed through joint training and interaction between military and civil players.

### 5.2 General information about supply preparedness and civil support to the Norwegian Armed Forces

The principle of civil support for the Norwegian Armed Forces in crises and times of war constitutes the very core of the traditional total defence concept. It must, if necessary, be possible to mobilise society's combined resources to defend the country to ensure the best possible utilisation of society's limited resources. The security of supply for the military used to be largely based on requisitions and pre-planned stockpiles of critical goods. The total defence concept has thus traditionally been closely linked to the emergency legislation. The emergency preparedness laws are discussed later in this chapter.

In the modernised total defence concept, the principle of civil support for the Norwegian Armed Forces stands. Comprehensive, mandatory civil support for the Norwegian Armed Forces in serious crisis situations will still require the use of the emergency laws. However, civil support for the Norwegian Armed Forces must, to the greatest extent possible, and where the time factor allows, be based on commercial arrangements and cooperation with the civil sector through deliveries and emergency preparedness agreements. In the event of a wide-ranging or prolonged security policy crisis it may

still be necessary to use the emergency legislation to ensure the necessary support for the Norwegian Armed Forces. The Norwegian Armed Forces must, in cooperation with civil players, develop procedures for such support. As part of this, consideration must be given to using, when needed, the relevant legal authorities and cooperation and emergency arrangements that have been established to ensure society has access to goods and services.

The Norwegian Armed Forces will, based on their operational plans for the defence of Norwegian territory and the emergency preparedness plans for the individual units of the Norwegian Armed Forces, specify their requirements for civil support. In addition to this come NATO's reinforcement plans, which involve a need for host nation support for allied reinforcements for Norway. The establishment of the necessary emergency preparedness stockpiles and interaction and delivery agreements with civil players are central to this work.

### 5.3 Current framework conditions for civil support to the Norwegian Armed Forces

The Norwegian Armed Forces have increasingly been given tasks, both in Norway and abroad, where the emergency legislation does not apply. In such situations, civil support for the Norwegian Armed Forces must be based on commercial arrangements and cooperation with civil authorities.

Commercial arrangements will also be relevant for civil support that it is impossible to procure, even if it is authorised by the emergency legislation. This could, for example, be stockpiles that no longer exist or resources that experience will be in short supply in crisis situations. There is less need to have stockpiles of a variety of types of materiel today.

Security of supply is affected by factors such as ownership in the private commercial sector, the globalisation of markets, and the fact that ongoing deliveries have become more common than having large stockpiles when it comes to meeting demand. In a crisis situation, the expectation would be that civil society will function as normally as possible and the resources available must therefore also meet its needs. Consequently, the Norwegian Armed Forces cannot base their plans on civil society supporting military operations

and activities in all situations. These facts are of significance for the orientation of the Norwegian Armed Forces' logistics apparatus and mean that the Norwegian Armed Forces' operational units must carry enough supplies with them to secure their initial sustainability. To secure the Norwegian Armed Forces' need for civil support, it is important that the defence sector ensures that relevant civil players understand their requirements.<sup>38</sup>

Logistics support for the Norwegian Armed Forces is secured through the establishment of logistics units, emergency stockpiles and contracts with civilian suppliers. The choice of the solution will depend on a unit's emergency requirements and access to goods and services in the market.<sup>39</sup>

One practical consequence of the restructuring in recent years is that the Norwegian Armed Forces' need for goods and services has been significantly reduced in volume. Most elements of the force structure have, however, largely been continued. This means that the diversity in the requirement for supplies is at least as wide as it was before.

Procurements of materiel, supplies and services to the Norwegian Armed Forces' units in peacetime, crises and times of war must, insofar as it is possible, be based on ordinary production and delivery contracts with commercial players. However, for some critical deliveries and services, there will still be a need to enter into more robust agreements and arrangements.

#### Principles for civil-military logistics cooperation:<sup>40</sup>

1. Logistics planning must view the entire country as a whole. A lack of resources in one geographical area can be covered by supplies from other areas.
2. Detailed planning should be reduced to a minimum. Basically, the total defence concept's need for goods and services in crisis and times of war must be considered covered by the enterprises' normal activities.
3. The systems for supply support for goods and services for the Norwegian Armed Forces must, insofar as it is possible, be based on the existing organisation and infrastructure of enterprises and individual industries.
4. When the Norwegian Armed Forces enters into a delivery agreement for crises/war, an effort should be made to integrate this agreement into the conditions for peacetime deliveries of



**the product. In other words, the Norwegian Armed Forces must, as far as possible, use the same companies in delivery and production agreements for security policy crises and war that they procure from in peacetime.**

The need for civil support is determined by the Norwegian Armed Forces in consultation with the affected sector ministries. This requires close cooperation at all levels regarding the civil support for the Norwegian Armed Forces, and there must be a common understanding between the Norwegian Armed Forces and affected sector ministry. In those cases where special logistics plans must be drawn up, the Ministry of Defence and the relevant sector ministry must agree on and approve the relevant goods and services.

## 5.4 Cooperation with the business sector

The defence sector is dependent on cooperation with others to solve their tasks in a cost effective way. The business sector and industry are important partners, and contribute the necessary goods and services, both through individual ongoing deliveries and through more complex integrated processes within production and operation.

The Ministry of Defence and the Norwegian Armed Forces face a number of demanding tasks in relation to the development, investment and use of the Norwegian Armed Forces' materiel. Therefore, it is important to establish cooperation with expert groups possessing the expertise the Norwegian Armed Forces do not find developed appropriate to have internally. The Norwegian Armed Forces' materiel has been using expertise and input from a variety of contributors. The Norwegian Armed Forces depend on their interaction with research and development communities, as well as the business sector, to ensure they can deliver results with the expected quality.<sup>41</sup>

The cooperation between industry and the defence sector must be based on the Norwegian Armed Forces' requirement for materiel and services, and at the same time be cost effective. The development of cooperative relationships must be seen in light of the need to protect the national security of supply and information security in key areas. Therefore, an effort is being made to ensure that the cooperation with industry is geared toward specific technological areas.<sup>42</sup>

Operating solutions, which do not have to be addressed by the Norwegian Armed Forces themselves for operational reasons or because of international law, must undergo a thorough overall financial assessment before a decision is made about whether the Norwegian Armed Forces alone or others can perform the task best and most cost effectively.<sup>43</sup>

## 5.5 The key emergency preparedness laws

### **The key emergency preparedness laws:**

- Act of 15 December 1950 No. 7 relating to Special Measures in Time of War, Threat of War and Similar Circumstances
- Act of 16 December 2011 No. 65 on Trade and Industry Preparedness
- Act of 29 June 1951 No. 19 relating to Military Requisitions
- Act of 17 July 1953 No. 29 relating to Compulsory Military Service
- Act of 18 August 2006 No. 61 relating to Emergency Stockpiles of Petroleum Products
- Act of 31 March 1949 No. 3 relating to the Building and Securing of Fuel Facilities
- Act of 19 December 1952 No. 2 relating to Requisitioning of Ships in Time of War or in an Emergency
- Act of 23 June 2000 No. 56 relating to Health and Social Preparedness
- Act of 25 June 2010 No. 45 relating to the Municipal Preparedness Duty, Civil Protection Measures and the Norwegian Civil Defence

### ***The Act relating to Special Measures in Time of War, Threat of War and Similar Circumstances***

The Act of 15 December 1950 No. 7 relating to Special Measures in Time of War, Threat of War and Similar Circumstances is an enabling Act that gives the King special powers to make decisions to protect national interests when the Storting is prevented there from by war from exercising its functions.

Chapters I and II stipulate provisions concerning special powers for the King. Chapter III regulates the relationship between military and civil authority in a theatre of war and entails, among other things, that the military authorities can assume leadership of the police and other civil authorities. Chapter IV stipulates special

rules relating to proceedings in penal cases in war situations. Chapter V stipulates rules concerning the compulsory surrender of personal property and real property to the public authorities. Chapter VI contains miscellaneous provisions, including legal authority for the King to issue further regulations and decide on other necessary measures to implement the Act.

#### ***The Trade and Industry Preparedness Act***

The Act of 16 December 2011 No. 65 on Trade and Industry Preparedness (Trade and Industry Preparedness Act) governs the relationship between public authorities and the business sector when preparing for and implementing cooperation routines and special measures for crises with significant consequences for access to goods and services in Norway in times of war, the threat of war and war-like conditions, and in peacetime.

The purpose of the Act is to remedy the supply-related consequences of crises by improving access to goods and services and ensuring the necessary prioritisation and redistribution of goods and services through cooperation between public authorities and the business sector.

The Act can be used when, because of the risk of demand shocks, supply failure, or breakdowns in logistics, special measures have to be implemented to meet the needs of the population, military defensive needs, the needs of allied military forces in Norway, or international obligations linked to goods and services.

#### ***The Act relating to Military Requisitions***

The Act of 29 June 1951 No. relating to Military Requisitions gives the military authorities legal authority to “requisition anything that is necessary for the fighting forces and associated institutions” with the exception of title to real property. The Act also provides legal authority for demanding changes of use or the moving of enterprises, and allows the state to take over the operation of companies and other enterprises. The Act may be used in times of war, outside times of war when the fighting forces or any part thereof have been ordered to be placed on a war footing for the purposes of emergency preparedness, or when it is necessary for executing preparedness measures, including large-scale exercises.

#### ***The Compulsory Military Service Act***

General compulsory military service for citizens of the state is laid down in Article 109 of the Constitution of the

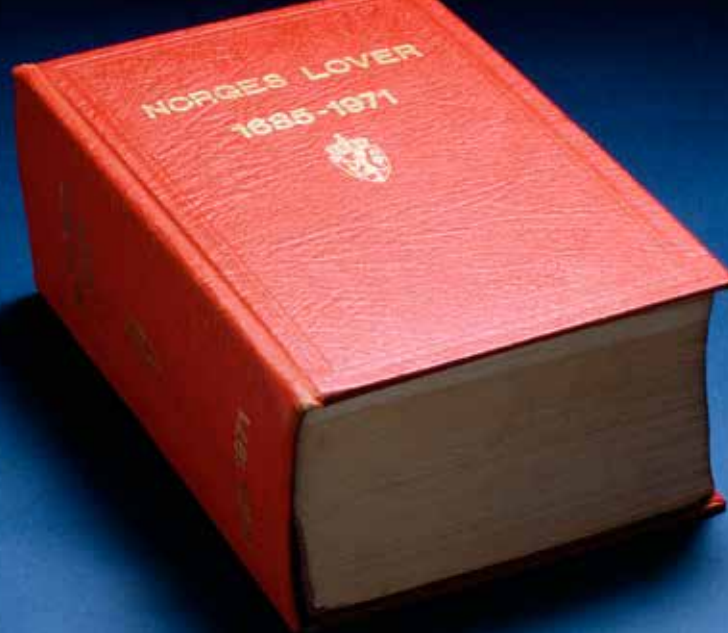
Kingdom of Norway. The Act of 17 July 1953 No. 29 relating to Compulsory Military Service (Compulsory Military Service Act) governs the detailed execution of compulsory military service. Section 3 of the Act stipulates, as a general rule, compulsory military service for men aged between 19 and 44 after conscription. On 14 June 2013, the Storting adopted the introduction of gender neutral compulsory military service in Norway. The Compulsory Military Service Act also contains provisions concerning compulsory military service in times of war or when war threatens. In such circumstances, the age limit for compulsory military service is extended to 55. The Compulsory Military Service Act is therefore a key Act for the purposes of emergency preparedness. The Act ensures the training of personnel in the defence of Norway in peacetime and that these personnel can be called up to serve in situations where Norway is at war or war threatens. Regulations that govern exemptions from the duty to serve for people who work in companies that serve critical social functions have been laid down with legal authority in section 17 of the Act.

#### ***The Act relating to Emergency Stockpiles of Petroleum Products***

The Act of 18 August 2006 No. 61 relating to Emergency Stockpiles of Petroleum Products gives the Norwegian authorities legal authority to order producers and importers of petroleum products to stockpile the equivalent of 20 days of normal consumption in Norway. The purpose of the stockpile is to ensure that the stockpiled volumes can only be used to secure supplies for the Norwegian market in circumstances where deliveries are disrupted. The volumes can also be used as a contribution to a coordinated crisis management plan within the framework of the International Energy Agency (IEA). Supplementary regulations for the Act were established by the Royal Decree of 1 September 2006.

#### ***The Fuel Facility Act***

The Act of 31 March 1949 No. 3 relating to the Building and Securing of Fuel Facilities (Fuel Facility Act) gives the King the authority to order owners or users of fuel facilities, which are of significant importance for the country’s inventory of fuel, to implement measures to protect against damage caused by acts of war and sabotage, and to order such expansion, new construction, sharing or relocation of facilities as is deemed necessary for the purposes of defence. The rules are primarily emergency preparedness provisions that can be implemented in peacetime.



### ***The Act relating to Requisitioning of Ships in Time of War or in an Emergency***

The Act of 19 December 1952 No. 2 relating to Requisitioning of Ships in Time of War or in an Emergency gives the King the legal authority to requisition ships, including ship building contracts and ships under construction. This applies to ships registered in Norway (NOR or NIS) and owned by Norwegian citizens, people resident in Norway, or people/shipping companies that operate shipping activities from offices in Norway. Basically only the right to use or similar can be requisitioned, but requisitions of ownership can also be made if special grounds make this necessary.

### ***The Health Preparedness Act***

The Act of 23 June 2000 No. 56 on Health and Social Preparedness (Health Preparedness Act) was designed to protect the lives and health of the public and help ensure that the necessary health care and social services can be offered to the public in time of war and in the event of crises and disasters in peacetime. Enterprises covered by this Act must be able to continue, reorganise and expand operations during war and in the event of crises and disasters in peacetime on the basis of the daily services, updated plans and exercises. The Act establishes the principle of responsibility. Municipalities, county authorities, regional health authorities and the Norwegian state are required to draw up preparedness plans for the health and social care services they must provide or are responsible for. Hospitals, water plants and food authorities (Norwegian Food Safety Authority) have an independent obligation. The obligation for planning and the duty to coordinate one's own emergency preparedness plan with other actors also follow from the Health and Care Services Act and the Specialist Health Services Act because, among other things, the health authorities depend on good cooperation with other

authorities with responsibilities in such situations such as the police, fire service, county governors and the Norwegian Armed Forces.

The Health Preparedness Act contains enabling provisions (sections 3-1, 4-1, 5-1 and 5-2, ref. section 1-5) which give the Ministry of Health and Care Services special powers during war and when there is a threat of war. The powers also apply in the event of crises and disasters during peacetime, subject to a resolution by the King in Council. Emergency preparedness provisions can also be found in the Act relating to Control of Communicable Diseases, the Radiation Protection Act, the Food Safety Act and other health-related legislation.

### ***The Civil Protection Act***

The Act of 25 June 2010 No. 45 relating to the Municipal Preparedness Duty, Civil Protection Measures and the Norwegian Civil Defence (Civil Protection Act) replaces the Civil Defence Act of 1953. The Act's purpose is to protect life, health, the environment and material assets upon the use of non-military power across the entire spectrum of crises. The Norwegian Civil Defence's mission as a state reinforcement resource for the emergency and emergency preparedness agencies is clarified, at the same time as provisions are stipulated concerning measures and duties for municipalities, enterprises and individuals. A statutory requirement came into effect for municipalities on 1 January 2010 that requires them to conduct overarching risk and vulnerability analyses and produce a general emergency preparedness plan for the entire municipality. These provisions were continued in the new Civil Protection Act. The municipal emergency preparedness duty is intended to help ensure municipalities are better equipped both to prevent and to deal with adverse events. County governors must oversee that

municipalities are fulfilling their obligations under the law. This provides county governors with an opportunity to uncover and point out non-compliance, and order municipalities to fulfil the requirements of the law where they are failing to do so.

## **5.6 The most important civil emergency preparedness ministries' responsibilities within total defence**

### ***The Ministry of Justice and Public Security***

The Ministry of Justice and Public Security (JD) is responsible for coordinating civil protection and emergency planning work in the civil sector. The responsibility for coordination is discussed more specifically in section 4.5. The Norwegian Directorate for Civil Protection (DBS) supports the Ministry of Justice and Public Security's responsibility for coordination and is also responsible for fire and explosion prevention, civil defence, product control, and electrical supervision, ref. the discussion of the the Norwegian Directorate for Civil Protection in section 4.6. The Ministry of Justice and Public Security issues overarching guidelines for county governors' civil protection and emergency preparedness work, ref. section 4.6. The Norwegian Directorate for Civil Protection is responsible for agency management, including overseeing county governors' civil protection and emergency preparedness work.

The Ministry of Justice and Public Security is responsible for the overall administrative coordination of land, sea and air rescue services. The joint rescue coordination centres have overall operational responsibility for coordinating all types of land, sea and air rescue operations. See also section 4.4.

The Ministry of Justice and Public Security and the Ministry of Defence have cross-sectoral, operational responsibility for the civil and military sectors, respectively. Preventive security is, according to the Security Act, the responsibility of enterprises. The individual sector minister is responsible for preventive security within their sector.

The Ministry of Justice and Public Security is responsible for coordinating preventive ICT security in the civil sector, including designing a national policy and national requirements for the area of ICT security. Such requirements will include both the public and the private sector. The Norwegian National Security Authority (NSM) is the executive body for the two ministries in this area,

ref. the discussion of the Norwegian National Security Authority in section 6.3.

The Ministry of Justice and Public Security and the National Police Directorate (POD) constitute the central police authority. The Ministry of Justice and Public Security has agency management responsibility for the National Police Directorate, the Director of Public Prosecutions, the Judge Advocate General–Norwegian Armed Forces, and the Norwegian Police Security Service (PST). The Director of Public Prosecutions and the Public Prosecutors are responsible for the overarching sector management of criminal prosecutions in the police and in this context the Director of Public Prosecutions can only be instructed by the King in Council.

The Norwegian Police Security Service (PST) reports directly to the Ministry of Justice and Public Security and shall prevent, counteract and investigate criminal acts against the security of the realm. Its priority challenges relate to counter-terrorism activities, political extremism, counter-intelligence, and measures against the production and proliferation of weapons of mass destruction. The service must also assist with implementing preventive security measures in the government administration, public and private enterprises, and prepare threat assessments and provide advice on measures of importance for Norwegian interests, enterprises and public safety. The Norwegian Police Security Service cooperates extensively with, among others, the Norwegian Intelligence Service, ref. section 6.3.

The Directorate for Emergency Communication (DNK) was established under the Ministry of Justice and Public Security on 1 April 2007. The directorate is tasked with building a new, digital communications network for emergencies and emergency preparedness agencies in Norway. Once the network is operational the directorate will be responsible for monitoring the quality of the network, assessing the need for further development, adjusting and adapting service provision, and the agreements with users, authorities and commercial actors.

The Ministry of Justice and Public Security is always the lead ministry for civil crises, unless otherwise has been decided. In situations that require extraordinary capacity, the Ministry of Justice and Public Security can establish a crisis staff that coordinates the Ministry of Justice and Public Security's crisis management.



The crisis support unit is organised as part of the Ministry of Justice and Public Security and is tasked with supporting the lead ministry and Crisis Committee during relevant events with advice and professional assistance. See also section 7.1.

### ***The Ministry of Trade, Industry and Fisheries***

The Ministry of Trade, Industry and Fisheries' (NFD) sector responsibility for emergency preparedness involves ensuring the business sector is capable of delivering the goods and services society needs during crises as well. This responsibility does not encompass industries for which other ministries are responsible. The Ministry of Trade, Industry and Fisheries has emergency preparedness arrangements related especially to food supply, building and construction, shipping and cargo war risk insurance. The emergency preparedness for business and transport aims to secure supplies for the public throughout the country, which includes the needs of the Norwegian Armed Forces and the Norwegian Civil Defence. The Ministry of Trade, Industry and Fisheries' civil protection and emergency preparedness responsibilities encompass a broad range of goods and services, such as food, building and construction services, and ship capacity. Today's trade and industry emergency preparedness is largely not pre-planned and is based on cooperation with relevant industries.

The practice of having stockpiles of industrial raw materials, both for the food industry and other production, has been virtually discontinued. However, small stockpiles of some emergency provisions do still exist.

In addition to the formal cooperation arrangements within food supply, building and construction emergency preparedness, shipping emergency preparedness, and cargo war risk insurance, the Ministry of Trade, Industry and Fisheries also has, for example, cooperation agreements with the information offices for agricultural products, the Norwegian Seafood Council and the ForMat Project (Mapping of Usable Food Waste in Norway).

### ***The Ministry of Transport and Communications***

The Ministry of Transport and Communications (SD) has sector responsibility for safety and emergency preparedness within aviation, road, rail, electronic communication and postal services, as well as preventive maritime safety and emergency preparedness arrangements for acute pollution. The Ministry of

Transport and Communications is also responsible for the regulations related to counter-terrorism protection in ports and port terminals, which is based on the IMO and the EU regulations (International Ship and Port Facility Security Code – ISPS).

The Ministry of Transport and Communications' agencies and associated companies have an independent responsibility for safety and emergency preparedness in their own sectors and organisations. The Civil Aviation Authority–Norway oversees compliance with relevant safety and emergency preparedness plans by the actors within aviation, and has a coordinating role in the event of security incidents, including chairing the Aviation Security Committee. Avinor AS is responsible for delivering flight safety services and maintaining a proper level of security at state-owned airports. The Norwegian National Rail Administration is responsible for safety and emergency preparedness in relation to railway infrastructure and is the safety and emergency preparedness coordinating authority for the national railway network. The Norwegian Railway Authority ensures compliance with the relevant safety and emergency preparedness regulations. The Norwegian Public Roads Administration has general responsibility for safety and emergency preparedness in the road sector. The Norwegian Communications Authority (Nkom) is responsible for following up security and emergency preparedness in the electronic communications network and services, including the internet. The Norwegian Communications Authority provides advice and oversees compliance with Acts, regulations and licensing terms and conditions.

The Norwegian Coastal Administration has operational responsibility for preventive maritime security, emergency preparedness in ports, as well as national emergency preparedness arrangements for acute pollution. In accordance with the delegated provisions of the Pollution Control Act and the Svalbard Environmental Protection Act, the Norwegian Coastal Administration must prevent and identify acute pollution in the sea and onshore, as well as ensure that the responsible municipality or polluter takes the necessary measures when acute pollution occurs. If the responsible party does not implement adequate measures, the Norwegian Coastal Administration can take action on behalf of the responsible party if this is considered necessary due to the scope of the pollution.

The Norwegian Coastal administration operates five vessel traffic service centres that regulate and monitor shipping in defined geographic areas along the Norwegian coast. The vessel traffic service centres must maintain an overview of hazardous cargos and implement immediate measures in the event of non-compliance or incidents in Norwegian port areas. The Norwegian Coastal Administration is also responsible for the national emergency towing service in Norway.

### ***The Ministry of Health and Care Services***

The Ministry of Health and Care Services (HOD) has overall responsibility for civil protection and emergency preparedness in the health and care services sector and is responsible for coordinating its sector with other ministries. The ministry has a number of subordinate specialist and regulatory bodies that, together with local and regional services, address operational emergency preparedness within the sector. The National Health Preparedness Plan was approved on 2 June 2014.

The Norwegian Directorate of Health is a sector directorate and regulatory agency under the Ministry of Health and Care Services. The directorate provides, among other things, guidelines, advice and guidance to municipalities as the public health authority and to the health service, through county governors. Following delegation by the ministry, the Directorate of Health will be in charge of the overall coordination of the health and care sector's efforts and implement the necessary measures when a crisis situation is imminent or has occurred. If the directorate thinks there is an obvious need to implement measures without it having been possible to establish contact with the ministry in advance to obtain delegation, the directorate may still establish the coordination function.

The Norwegian Institute of Public Health is the national competence institution within emergency preparedness for communicable diseases and biological incidents. The Norwegian Institute of Public Health has a national emergency preparedness laboratory and is responsible for the Notification System for Communicable Diseases (MSIS). The Norwegian Institute of Public Health also has a field epidemiological group which can assist municipalities and hospitals in investigating outbreaks of communicable diseases regardless of whether they are due to mishaps, premeditated dispersal or a natural cause. The Norwegian Radiation Protection Authority is a national agency for radiation protection and has expert

and coordinating responsibilities for nuclear emergency preparedness in Norway. The Norwegian Board of Health Supervision ensures the health service complies with statutory emergency preparedness requirements, while the Norwegian Medicines Agency is responsible for approving medicines and overseeing the pharmaceutical industry.

The National Treatment Service for CBRNe Medicine (chemical, biological, radiological, nuclear, and high yield explosives) possesses cutting-edge expertise in radiation injuries and radiological injuries, biological and chemical injuries. The CBRNe service is based at Oslo University Hospital and is a national treatment service.

The National Treatment Service for the Advanced Treatment of Burn Injuries is based at Haukeland University Hospital.

The municipalities are responsible for primary health services. Regional health authorities and health enterprises (hospitals) are responsible for specialist health services. According to the Health Preparedness Act these have a duty to draw up emergency preparedness plans for the services for which they are responsible. The planning duty applies in the event of crises and disasters in peacetime and times of war. The regional health authorities have a particular responsibility for ensuring the health service's emergency preparedness work is coordinated with other agencies, such as the police, fire service, Norwegian Armed Forces and Norwegian Civil Defence.

### ***The Ministry of Petroleum and Energy***

The Ministry of Petroleum and Energy (OED) is responsible for emergency preparedness relating to the power supply and management of water resources. The ministry also has sector responsibility for oil and gas activities on the Norwegian continental shelf, pipe transport and processing facilities on land that are directly involved in the production of oil and gas.

The Ministry of Labour and Social Affairs has overall responsibility for the working environment and safety, while the Ministry of Transport and Communications is responsible for oil-spill preparedness in petroleum activities. For its part, the Ministry of Petroleum and Energy is responsible for designing a resource-management system (framework) that will ensure the best possible management of oil and gas resources on the Norwegian continental shelf. Within the resource-management

system the oil companies and Gassco AS are responsible for the security of gas deliveries. The oil companies' delivery security capacity is related to the individual fields on the shelf, the companies' overall field portfolio, and their ability to secure themselves downstream through commercial arrangements, gas storage, etc.

The aim is to ensure that fuel emergency preparedness is dimensioned and suitable for crisis situations across the spectrum of crises, from serious disruptions in the oil market in peacetime to an emergency preparedness/war situation. Key to this work is, among other things, emergency preparedness stockpiles of petroleum products that can cost effectively contribute to delivery security for society.<sup>44</sup>

Both the consumption and supply of fuel is highly integrated with transport and goods logistics. In the event of emergency preparedness and war, the Ministry of Petroleum and Energy will, in cooperation with the Ministry of Transport and Communications and the Ministry of Trade, Industry and Fisheries, take appropriate measures to secure supplies of fuel and other petroleum products.

Within the energy and water resources sector the Ministry of Petroleum and Energy has overall responsibility for power supply emergency preparedness, as well as emergency preparedness tasks relating to flooding, mudslides, dam breaches, and other

accidents in the country's watercourses. Operational responsibility for power supply emergency preparedness has been delegated to the Norwegian Water Resources and Energy Directorate (NVE), which is the emergency preparedness authority pursuant to chapter 945 of the Energy Act and, since 1 January 2009, has also been the national agency for landslides. The Norwegian Water Resources and Energy Directorate chairs the Power Supply Emergency Organisation (KBO), which consists of the Norwegian Water Resources and Energy Directorate and entities that own or operate facilities that are of material importance to the operation, restoration or security of production, conversion, transmission, sales or distribution of electrical energy or district heating.<sup>47</sup>

The Regulations on Preventive Security and Emergency Preparedness for the Energy Supply (Emergency Preparedness Regulations) concern preventing, managing, and minimising effects in the event of extraordinary incidents that could impact the power system.

### ***The Ministry of Agriculture and Food***

The Ministry of Agriculture and Food (LMD) has a special responsibility for emergency preparedness for plant and animal health (land animals). In cooperation with the Ministry of Health and Care Services (HOD), the Ministry of Agriculture and Food is responsible for emergency preparedness for zoonoses<sup>48</sup> and, in cooperation with the Ministry of Health and Care Services and the Ministry of Trade, Industry and Fisheries (NFD), for safe food



PHOTO: Torger Haugland/Armed Forces Media Centre

production. The Ministry of Agriculture and Food also has responsibilities within nuclear emergency preparedness and bioterrorism. The Ministry of Trade, Industry and Fisheries (NFD) has overall responsibility for emergency preparedness for the food supply, but the Ministry of Agriculture and Food also has responsibilities for this within its sector. Emergency preparedness for the food supply is addressed through a combination of domestic food production, functioning trade relations, and an, in some cases, domestic emergency preparedness stockpiles. The Ministry of Agriculture and Food must contribute to satisfactory emergency preparedness for the food supply for Norwegian citizens by protecting agricultural production resources and contributing to the robustness of the value chain in domestic food production. The Ministry of Agriculture and Food's subordinate agencies, the Norwegian Food Safety Authority, the Norwegian Agriculture Agency, the Norwegian Veterinary Institute and Bioforsk—the Norwegian Institute for Agricultural and Environmental Research, perform the most important functions in emergency preparedness and crisis management.

For example, the Norwegian Food Safety Authority is responsible for emergency preparedness in the event of outbreaks of serious communicable diseases in plants, animals and fish, and if contagia and foreign matter are found in feed, food and potable water. The Norwegian Food Safety Authority can request the assistance of the police, the Norwegian Directorate of Customs and Excise, the Norwegian Coast Guard and municipalities in dealing with such incidents (ref. section 23 of the Food Act). The Norwegian Food Safety Authority's regional offices are also in close contact with the Norwegian Civil Defence and the Building and Construction Emergency Preparedness Committee, which will assist with serious animal health incidents where major logistical challenges may be faced. The Norwegian Veterinary Institute also has premises for investigating contagia that it would be relevant to use in the event of bioterrorism.

#### ***The Ministry of Local Government and Modernisation***

The Ministry of Local Government and Modernisation (KMD) is responsible for emergency preparedness in the area of prices (price freezes) and is also responsible for the central administration. As the parent ministry of the Norwegian Government Security and Service Organisation (DSS) and Statsbygg (the Norwegian government's property developer), the ministry has a special responsibility for the security of government buildings (with the exception of the Ministry of Defence and the

Office of the Prime Minister (SMK) at the current address) and the Government's Representation Rooms (RRA).

The Ministry of Local Government and Modernisation also has a special responsibility to work for a better, more comprehensive approach to information security in the civil service. This notwithstanding, the sector ministries have overall responsibility for addressing security in their sector's ICT infrastructure and for ensuring the work on preventive information security is satisfactory.

The Norwegian Mapping Authority (SK) works closely with the Norwegian Armed Forces Military Geographic Service (FMGT) on map data and navigation services for use both at sea and on land. This also includes its use in Norwegian air space above land and sea areas. The cooperation is regulated by agreements that are updated regularly. The Norwegian Mapping Authority plays no direct operational role in a crisis situation, but does supply geographic information that supports the activities of many entities with operational responsibilities.

#### ***The Ministry of Labour and Social Affairs***

The Ministry of Labour and Social Affairs (ASD) has overall responsibility for the area of labour and welfare, as well as the working environment and safety. With the area of labour and welfare, this means responsibility for national insurance pensions and benefits, public service pensions, occupational injury, etc., including during crises and disasters in peacetime or times of war. The Norwegian Labour and Welfare Administration (NAV), the Norwegian Public Service Pension Fund and the Norwegian Pension Insurance for Seamen administer the schemes. The aim is to achieve a high level of security within these agencies' ICT systems to ensure the required benefits are paid. One condition for this work is that the suppliers of goods and services fulfil their agreements and that agreements have been concluded with secondary service providers and/or other steps have been taken to reduce vulnerability.

Within the working environment and safety, the Ministry of Labour and Social Affairs/the Petroleum Safety Authority Norway (Ptil) have regulatory responsibility for prevention and emergency preparedness in petroleum activities offshore and for specific onshore facilities. This responsibility includes health, the environment, and safety, as well as security measures and emergency preparedness against deliberate actions. The petroleum industry bears direct responsibility for risk identification, prevention and emergency preparedness, while the

Petroleum Safety Authority Norway oversees that the industry is addressing this task properly. In the event of incidents on the Norwegian continental shelf, it is the operator that is responsible for taking appropriate action and reporting to the Petroleum Safety Authority Norway, which has established an emergency preparedness watch arrangement that can alert other involved authorities and ensure the effective follow-up of its areas of responsibility in crisis situations.

The Ministry of Labour and Social Affairs is also responsible for the working environment and safety in land-based employment, although responsibility for major accidents has been delegated to the Norwegian Directorate for Civil Protection.

### ***The Ministry of Climate and Environment***

The Ministry of Climate and Environment (KLD) is, pursuant to the Pollution Control Act, the responsible ministry if an accident or other incident involves radioactive emissions and waste. In the event of a nuclear incident, the Ministry of Climate and Environment will assist the Norwegian Radiation Protection Authority with measurements. Both the Norwegian Environment Agency and the Norwegian Polar Institute act as advisers to the Crisis Committee.

The Ministry of Climate and Environment, together with the Ministry of Culture (KUD), is also responsible for emergency preparedness for cultural heritage sites of national importance. The Directorate for Cultural Heritage (RA), together with the Ministry of Culture, prepares and implements the protection of tangible cultural assets.

The Ministry of Culture's emergency preparedness responsibilities in the event of acute pollution involve ensuring the Norwegian Environment Agency, based on legal authority pursuant to the Pollution Control Act, sets requirements for emergency preparedness for acute pollution for municipalities and private enterprises (including industry and petroleum activities) and oversees compliance with the requirements. In the event of a government-led operation against acute pollution, the Ministry of Culture and its subordinate agencies play an advisory role, and provide information on environmental assets and assess environmental consequences.

### ***The Ministry of Finance***

The responsibilities of the Ministry of Finance (FIN) in the context of emergency preparedness are, among other

things, linked to the financial sector. One of the main challenges in this sector is ensuring that payment systems are maintained and work satisfactorily in crises and times of war as well. The vulnerability of the financial sector is increasingly related to the operation of ICT systems and continuous access to telecommunications and power supplies. In recent years, work has been done to streamline and adapt the emergency preparedness work in the financial sector to the vulnerability factors that a modern payment system presents.

This has resulted in the establishment of a special committee, the Contingency Committee for Financial Infrastructure (BFI). The primary task of the committee is to agree on and coordinate measures for preventing and resolving crisis situations and other situations that could result in major disruptions in financial infrastructure. The Contingency Committee for Financial Infrastructure has also been tasked with performing the necessary coordination of emergency preparedness matters within the financial sector. The Financial Supervisory Authority of Norway took over the chair and secretariat of the Contingency Committee for Financial Infrastructure on 1 June 2010.<sup>49</sup>

The Norwegian Directorate of Customs and Excise plays a role in national civil protection and emergency preparedness and actively cooperates with other public agencies on inspection duties and interests linked to crossing the border and transnational threats. This includes drugs and highly taxed goods, currency smuggling and money laundering, as well as the import/export of hazardous waste and potential hazardous foods and medicines. The Norwegian Directorate of Customs and Excise plays a formal role in immigration control and participates in national and international efforts to combat the illegal import/export of strategic goods and weapons of mass destruction. The directorate has up-to-date emergency preparedness plans and crisis plans for dealing with extraordinary, transnational incidents.

### ***The Ministry of Education and Research***

The Norwegian Meteorological Institute (MET) is a subordinate agency of the Ministry of Education and Research (KD). The Norwegian Meteorological Institute is responsible for the official meteorological services for civil and military purposes in Norway and is thus responsible for the meteorological service for the Norwegian Armed Forces. The meteorological service for the Norwegian Armed Force in peacetime is largely



integrated into the general weather forecasting service and aviation weather forecast service in the Norwegian Meteorological Institute centrally and in the regional centres, while at some of the Norwegian Air Force's bases it is the local weather service office that primarily supports the Norwegian Armed Forces. The position of senior adviser for defence matters has been created in the director of meteorology and climate's staff. The Norwegian Meteorological Institute provides expanded meteorological support in the event of crises and war, as well as during major military exercises. The Norwegian Meteorological Institute has on several occasions also provided support in connection with Norway's involvement in international operations, including by deploying personnel.

### ***The Ministry of Culture***

The Ministry of Culture (KUD) addresses the state's owner responsibilities in relation to the Norwegian Broadcasting Corporation AS (NRK). NRK's responsibilities during times of emergency preparedness and war are governed by the regulations of 6 October 1989.<sup>50</sup> NRK's duties include taking measures to ensure that information from the government reaches the public during times of emergency preparedness and war.

NRK's emergency preparedness responsibilities involve ensuring the government can reach the public with information via the broadcasting network in the event of national crises and disasters. NRK P1 radio covers the entire population and has been designated the emergency preparedness channel. NRK P1 must, together with the Norwegian Civil Defence's air horn system, ensure that information reaches the public quickly.

### ***The Ministry of Foreign Affairs***

The Ministry of Foreign Affairs (UD) has overall responsibility for addressing Norway's foreign and security policy interests and has overall responsibility for coordinating the management of crises that affect Norway's foreign and security policy interests. In the event of security policy crises, the Ministry of Foreign Affairs will be responsible for, among other things, diplomatic and international legal measures, the dialogue with allies and other states, follow-up and management in NATO, the UN and other multilateral organisations, in close consultation with other affected ministries.

The Ministry of Foreign Affairs will normally be the lead ministry in the event of crisis situations abroad

where Norwegian citizens are affected. The Ministry of Foreign Affairs' responsibility for the management of crises abroad involving Norwegian citizens is based on the Foreign Service Act and Foreign Service Instructions<sup>51</sup> and is described in Report to the Storting No. 37 (2004-2005) and Report to the Storting No. 12 (2010-2011).<sup>52</sup> The host country's authorities are responsible for the security of all those within their territory and, consequently, for dealing with crises. The assistance provided by the Norwegian authorities will thus be supplementary to the local authorities' own efforts and require the host country's consent.

The Ministry of Foreign Affairs has established a special crisis and emergency preparedness organisation to assist Norwegian citizens abroad in crisis situations. All foreign service missions regularly produce risk analyses and have their own crisis and emergency preparedness plans that must be updated annually or more frequently. The Ministry of Foreign Affairs' crisis team has its own special emergency unit (URE) that can assist foreign service missions in handling extraordinary events. The special emergency unit always includes police and health service personnel, while professional military personnel are attached to it as needed. Depending on the scope and nature of the crisis, other ministries and agencies will support the Ministry of Foreign Affairs' handling of the crisis. The Ministry of Foreign Affairs' crisis management team is well-versed in cooperating with national resources, primarily the health service, police and Norwegian Armed Forces. It may be relevant for the Norwegian Armed Forces to assist with defence capabilities, such as air transport.

NATO and the EU are our main partners within international cooperation on civil protection, emergency preparedness, and crisis management. The civil emergency preparedness work in NATO focuses on coordinating and streamlining the use of national civil resources (for further discussion of this work see section 8.1). Norway participates in various types of civil cooperation with the EU and has for many years been an active contributor to the EU's civilian and military crisis management operations. Our participation in EU operations is regulated in a framework agreement from 2004. Cooperation on security and emergency preparedness are also high on the agenda in, among others, the Nordic Cooperation, Barents Cooperation and in Arctic Cooperation.



PHOTO: Lasse Magne Hovtun / The Norwegian Army / Armed Forces Media Centre

## 6. THE DEFENCE SECTOR'S ROLE IN TOTAL DEFENCE

### 6.1 Security and defence policy goals, and the defence sector's tasks in the total defence concept

The principal objective of security policy is to safeguard Norway's fundamental security interests and objectives. Safeguarding our sovereignty, territorial integrity and political freedom of action is a fundamental security interest, and this is particularly expressed through Norway's focus on the northern regions. Norway's most important contribution to strengthening international and thus Norwegian security is our active participation in the UN and NATO. The Norwegian Armed Forces constitute one of the most important instruments available to the Norwegian authorities to underpin the following overarching security policy objectives:<sup>53</sup>

- To prevent war and the emergence of various kinds of threats to Norwegian and collective security.
- To contribute to peace, stability and the further development of the international rule of law under the auspices of the UN.

- To uphold Norwegian sovereignty, rights, interests and values, and to protect Norwegian freedom of action in the face of political, military or other pressure.
- Together with our allies, to defend Norway and NATO against assault or attack.
- To protect the society against assault and attack from state and non-state actors.

The defence policy objectives are derived from the security policy objectives. They set out what the Norwegian Armed Forces must contribute in order to ensure the fullest possible achievement of the overarching security policy objectives. The defence policy objectives are the following:<sup>54</sup>

- Alone and together with allies, to secure Norwegian sovereignty, rights and interests as well as maintaining Norwegian freedom of action in the face of military or other pressure.
- Through participation in multinational peace operations authorised by UN mandate and through international defence cooperation, to

contribute to peace, stability, the enforcement of international law and respect for human rights, and to prevent the use of force by state and non-state actors against Norwegian and international security.

- To counter all kinds of assaults or attacks in order to safeguard Norwegian and collective security and, together with allies, to contribute to the collective defence of Norway and other allies in accordance with our NATO Treaty obligations.
- To contribute to safeguarding the security of Norwegian society, saving lives and limiting the consequences of accidents, natural disasters, assaults and attacks by state or non-state actors.

The Norwegian Armed Forces' tasks involve operationalising the defence policy objectives. The tasks can be summarised as follows:

1. Provide a preventive threshold for war based on NATO membership.
2. Defend Norway and its allies against serious threats, assaults or attacks within the framework of NATO's collective defence.
3. Avert and manage episodes and security crises using national resources, including preparation for allied involvement if necessary.
4. Ensure that there is a sound basis for national decision-making through timely surveillance and intelligence.
5. Uphold Norwegian sovereignty and sovereign rights.
6. Safeguard the exercise of authority in demarcated areas.
7. Participate in international crisis management including peace support operations.
8. Contribute to international cooperation in the area of defence and security.
9. Contribute to the safeguarding of public safety and other central social tasks.

The Norwegian Armed Forces' structure and operational capabilities are developed to enable them to execute missions within the context of these tasks. In principle, their size is determined by tasks 1-7. At the same time, however, the size and equipment of individual elements in the Norwegian Armed Forces must take into account the requirement to provide support to civil society.

To be able to carry out these tasks, some of the Norwegian Armed Forces' units have rapid reaction times, while others have longer reaction times and

must be built up to full operational capability in the event of a security policy crisis and armed conflict. The overall operational capability, including response capability, must be adapted to the current security policy situation and the applicable financial framework.

Below follows a brief introduction to the various elements of the defence sector with a focus on their role in the total defence concept.

## 6.2 The Ministry of Defence

The Ministry of Defence (FD) is the government department with responsibility for formulating and implementing Norwegian security and defence policy. The ministry is headed by the Minister of Defence, who is constitutionally responsible for the defence sector's activities. The Ministry of Defence is responsible for the strategic leadership and management of the Norwegian Armed Forces and the other agencies in the sector.

The Ministry of Defence's strategic responsibility involves, among other things, planning and steering the Norwegian Armed Forces long-term development, managing and following up the ministry's underlying agencies, supporting the minister's daily work, planning for and managing overarching aspects of the Norwegian Armed Forces' activities in peacetime, crises and armed conflict, as well as maintaining the capacity for strategic crisis management in which military power might be used. In situations that require extraordinary capacity, the Ministry of Defence can establish a crisis staff that coordinates the Ministry of Defence's crisis management. The Defence Staff (FST) must contribute professional military expertise, advice and recommendations for the Ministry of Defence's crisis management.

The Ministry of Defence is also responsible for planning exercises. The Ministry of Defence must also contribute to the inter-ministerial cooperation on the total defence concept and emergency preparedness matters, and follow-up emergency preparedness planning in the defence sector. Moreover, the Ministry of Defence is responsible for international cooperation on defence and security policy.



The ministry constitutes the strategic policy level in the defence sector's operational activities and crisis management. This level provides policy guidance on the Norwegian Armed Forces' operational activities. The Ministry of Defence assesses the security policy events that occur, coordinates with other ministries, other states and international organisations such as NATO and the United Nations through defence channels, and takes the appropriate action within the defence sector.

The Ministry of Defence develops and issues the Norwegian Armed Forces' emergency preparedness system (BFF). The Norwegian Armed Forces' emergency preparedness system mainly consists of a collection of planned measures that can be implemented at a central government level for cross-sectoral crises in peacetime caused by serious intentional events or threats of such, crises with a security policy dimension, and armed conflict and threats of such. The measures deployed will depend on the situation and can be used to achieve a suitable increase in emergency preparedness, and thus raise the preventive threshold for war (ref. the Norwegian Armed Forces' task no. 1), and/or to manage crises within the system's scope. Together, the civil emergency preparedness system (SBS) and the Norwegian Armed Forces' emergency preparedness system make up the national emergency preparedness system (NBS, see also section 4.6). The national emergency preparedness system is based on the NATO Crisis Response System (NCRS), adapted for Norwegian needs.<sup>56</sup>

### 6.3 The agencies in the defence sector

#### *The Norwegian Armed Forces*

The Norwegian Armed Forces are the Ministry of Defence's largest subordinate agency with the Chief of Defence as the head of the agency and its commanding officer. The Norwegian Armed Forces' primary tasks are to uphold Norwegian sovereignty and sovereign rights and to defend the country from external attack.<sup>57</sup>

The Chief of Defence is the country's highest ranking military official and the government's and Minister of Defence's adviser on military questions. He is the supreme commanding officer of the Norwegian Armed Forces and is in general command of Norway's defence.

#### **The Defence Staff**

The Head of the Defence Staff (Sj FST) supports the Chief of Defence in his role as supreme commanding officer. The Head of the Defence Staff is the Chief of Defence's permanent deputy and steps in when he is prevented from performing the duties of his office. The Head of the Defence Staff has been delegated authority by the Chief of Defence to manage the Norwegian Armed Forces' activities. The Defence Staff's departments form part of the agency's command structure.

The Defence Staff constitute, in their capacity as the support function for the Chief of Defence, the strategic military level for the Norwegian Armed Forces' operational activities and crisis management. The Defence Staff issue orders to the Norwegian Joint Headquarters based on guidance issued by the Ministry of Defence. Within this framework the Defence Staff manage day-to-day episodes and smaller crises through the line organisation. In the event of situations that require greater input, beyond what the line organisation can manage, the Defence Staff's crisis staff is established, which is a leadership and staff element that is tailored to the situation and can address the Defence Staff's strategic military role, responsibilities, authority and tasks around the clock.

The Defence Staff must address the Chief of Defence's responsibility for the management of the day-to-day activities of the Norwegian Armed Forces. The Defence Staff's tasks include cross-prioritisation and objective and result oriented management. This entails responsibility for overseeing the efficient utilisation of allocated resources, including ensuring the Norwegian Armed Forces have the best possible operational capability in relation to their assigned tasks.

#### **The Norwegian Joint Headquarters**

The operational chain of command runs from the Chief of Defence, through the Defence Staff to the Commander of the Norwegian Joint Headquarters (FOH).<sup>58</sup> The Norwegian Joint Headquarters constitutes the operational level of the Norwegian Armed Forces' operational activities and crisis management. The Commander of the Norwegian Joint Headquarters is responsible for planning and leading the operations of the Norwegian Armed Forces in peacetime and in times of crisis and war, and has been assigned operational command of the assigned force structure to carry out operations. All



operational activities are controlled from the Norwegian Joint Headquarters, based on policy and strategic military guidance. The Norwegian Joint Headquarters are also responsible for following up Norwegian forces that have been contributed to international operations. The Norwegian Joint Headquarters plans and executes, based on guidance from the Chief of Defence, most of the major military joint exercises in Norway, and preparations for allied training.

On a day-to-day basis, the Norwegian Joint Headquarters continuously monitors the situation in Norwegian areas of interest on land, at sea and in the air. The Norwegian Joint Headquarters is responsible for the day-to-day leadership of the mission of upholding sovereignty through territorial surveillance and a military presence along Norway's land, air and sea borders around the clock, every day of the year. Norway's sovereignty of its airspace is maintained by monitoring and warning stations and combat aircraft at a high state of readiness on behalf of NATO and the country.

The Norwegian Joint Headquarters is also responsible for the day-to-day leadership of the Norwegian Armed Forces' activities associated with exercising authority in demarcated areas where elements of the Norwegian Armed Forces have been assigned special authority. The Norwegian Armed Forces currently exercises authority in two main areas: through monitoring resources and exercising other official powers at sea and through border surveillance along the Norwegian-Russian border. This authority is primarily exercised by the Norwegian Coast Guard and the Norwegian Border Guard.

Another example of the day-to-day activities is the rescue services' rescue helicopters, which the Norwegian Armed Forces maintain and operate on behalf of the Ministry of Justice and Public Security. His Majesty The King's Guard's guarding and protection services are another example of the day-to-day activities.

The Norwegian Joint Headquarters also plans and coordinates the Norwegian Armed Forces' support for the police and other civil authorities and agencies. The Norwegian Joint Headquarters maintains an overview of the military resources that can assist the police or other civil authorities upon request. According to the instructions concerning the Norwegian Armed Forces' assistance to the police, established by the Royal Decree of 22 June 2012, the Norwegian Joint Headquarters must consider requests from the police for general assistance, for example assistance with clearing explosives. Decisions to grant assistance with enforcement must always be taken by the Ministry of Defence. For a further description of the procedures for requesting assistance, see section 6.5.

#### **The Norwegian Intelligence Service**

The Norwegian Intelligence Service is the country's only foreign intelligence service and contributes intelligence information to both the civil and military authorities. The Head of the Norwegian Intelligence Service has, on behalf of the Chief of Defence, coordinating and advisory authority for all intelligence activities in the Norwegian Armed Forces.

The Norwegian Intelligence Service's primary task is to gather information about matters outside Norway's borders. The Norwegian Intelligence Service gathers,

processes and analyses information about, among other things, other countries' social development, military forces and intentions that may pose a potential risk to national security in order to provide national military authorities with the necessary basis for decision-making where foreign, security, and defence policy matters are concerned. The Norwegian Intelligence Service informs the Ministry of Defence and other affected ministries of relevant changes in the political and military situation in the Norwegian area of interest and can make a substantive contribution to a common, national situational understanding of episodes and crises abroad. This sort of common understanding is especially important in the early phases of crisis management.

A number of the tasks the Norwegian Intelligence Service performs constitute important contributions to civil authorities, such as gathering information on international terrorism, international environmental issues, and information on the manufacture and proliferation of weapons of mass destruction.

The Norwegian Intelligence Service cooperates extensively with the Norwegian Police Security Service (PST). This cooperation was formalised in the Royal Decree of 13 October 2006 concerning instructions for the cooperation between the Norwegian Intelligence Service and the Norwegian Police Security Service. The cooperation between the Norwegian Intelligence Service and the Norwegian Police Security Service on counter-terrorism, and the smooth, rapid exchange of information between them, is essential if the services are to use their combined resources effectively and perform their social missions.<sup>59</sup>

A joint counter-terrorism centre was established in 2013 in the premises of the Norwegian Police Security Service. The centre is staffed with personnel from both the Norwegian Police Security Service and the Norwegian Intelligence Service. The joint counter-terrorism centre is intended to improve the services' capacity to share information as a basis for carrying out their tasks, issuing analyses that provide a relevant basis for decision-making, and ensuring rapid and relevant information exchange in counter-terrorism operations.

#### **The Norwegian Armed Forces Security Department**

The Norwegian Armed Forces Security Department (FSA) has overall responsibility for providing protective security services in the Norwegian Armed Forces. The Norwegian Armed Forces Security Department is tasked

with ensuring that the Norwegian Armed Forces' activities are organised and conducted in line with the Act relating to Protective Security Services (Security Act).

The Norwegian Armed Forces Security Department must maintain an overview of the security risk picture as it pertains to the Norwegian Armed Forces and Norwegian military activities, both at home and abroad. The Norwegian Armed Forces Security Department also acts as an adviser to the Chief of Defence and subordinate commanders on protective security. The unit represents the Chief of Defence in cooperation with the Norwegian Police Security Service and the Norwegian National Security Authority (NSM) in matters concerned with protective security. The Norwegian Armed Forces Security Department represents the Chief of Defence in national and international cooperation bodies within security services.

The unit is the central clearance authority for personnel in the Norwegian Armed Forces and carries out military counter-intelligence. The unit is subordinate to the Head of the Defence Staff.

#### **Force production units**

The inspector generals and other operational units in the Norwegian Armed Forces are responsible for the force production of operational capabilities within their respective areas. Force production includes the development of materiel, tactics, organisation and personnel, as well as education and training. Force production applies to both operational and emergency preparedness efforts, nationally and abroad. The inspector generals' force production must result in operational capabilities until operational requirements are met. These can then be deployed to carry out operations by the Chief of Defence, who assigns missions and forces to the Norwegian Joint Headquarters.

The principal task of **the Norwegian Army** is to produce operational units for use both nationally and abroad in peacetime and in times of crisis or armed conflict. The Norwegian Army conducts day-to-day operations relating to guarding the border and royal residences. The Norwegian Army's contribution to operations abroad covers the whole spectrum of missions from regular combat tasks to guard and security duties, surveillance and stabilisation operations.

The principal task of **the Royal Norwegian Navy** is to produce forces and make maritime capabilities

available for standby and deployment in peacetime, crisis and armed conflict, both nationally and internationally. The Royal Norwegian Navy must be capable of upholding Norway's sovereignty and sovereign rights, exercising authority and supporting Norwegian interests. At the same time the Royal Norwegian Navy is an important contributor to operations abroad, and regularly contributes to both NATO's standing naval forces and to operations under the auspices of the UN and NATO. The Norwegian Coast Guard is part of the Royal Norwegian Navy and is the most important enforcer of authority at sea. The vessels perform a number of important tasks related to, among other, customs surveillance, environmental surveillance, fisheries surveillance, rescue operations and port of call inspections. The Norwegian Coast Guard has police authority in these areas, with legal authority in the Coast Guard Act, ref. section 6.9. The Norwegian Coast Guard cooperates closely with a number of other authorities, including the police, customs and excise, the environmental authorities, and the joint rescue coordination centres.

The principal task of **the Royal Norwegian Air Force** is to produce air force capabilities and make these available for operations in peacetime and in times of crisis and armed conflict, both in Norway and abroad, to ensure constant aerial surveillance and uphold national sovereignty. The Royal Norwegian Air Force is also responsible for the maintenance and operation of search and rescue helicopters. This branch of the Norwegian Armed Forces is also an important support provider to civil authorities, especially with its helicopter and transport aircraft resources. In addition, the Royal Norwegian Air Force has its own tasks within maritime surveillance, resource and environmental surveillance, and search and rescue operations.

The principal tasks of **the Home Guard** are to protect important objects and infrastructure, support national

crisis management, strengthen the military presence as required throughout the country, and provide support to civil society within the framework of the total defence concept.

The Norwegian Home Guard carries out territorial responsibilities on behalf of the Commander of the Norwegian Joint Headquarters. Through these local territorial responsibilities, the Norwegian Home Guard's district commanders address the day-to-day coordination and interaction with civil actors in the country's counties and municipalities. The Norwegian Home Guard has a presence throughout the country and possesses very good local knowledge, which makes the Norwegian Home Guard an important resource within the total defence concept.

It can, among other things, assist in preventing and combating acts of terror for which the police are primarily responsible for handling. Such assistance will primarily be protective in nature, and will first and foremost be relevant in situations where comprehensive object protection is implemented and/or the need for protection could last for a prolonged period of time.

The principal tasks of **the Norwegian Armed Forces Cyber Defence** (CYFOR) are to operate and develop the Norwegian Armed Forces' information infrastructure and to support their operations both at home and abroad. Freedom of action in the cyber domain is vital for exercising command and control during the execution of military operations. Similarly, this access is essential for operational logistics and administrative support functions for the Norwegian Armed Forces' overall activities. One particularly important task is to secure and protect the Norwegian Armed Forces' computer systems, networks, and high-tech platforms against cyber-attack. The Norwegian Armed Forces Cyber Defence's activities in cyberspace are defensive in nature.





The Norwegian Armed Forces Cyber Defence is tasked with managing the Norwegian Armed Forces' entire information infrastructure as well as leading the development towards a network-based defence (NbF), including in a civil-military context. Network-based defence involves using information technology to link capabilities and actors together in a network, both across the services and at different levels in the organisation. The purpose is to provide the most updated and complete basis for decision-making. National network solutions must be anchored within the framework of the total defence concept to ensure the best possible utilisation of the available resources.

The Norwegian Armed Forces can, upon request, assist civil authorities in the event of serious cyber-incidents in accordance with the applicable principles and regulations for the Norwegian Armed Forces' assistance to the police and other civil authorities. This may involve, for example, professional advice, support from units with special expertise, assistance with restoring communication networks, and support via more general capabilities such as security, protection and transport to assist with the handling of cyber-attacks and consequent damage caused by them. Assistance related to civil enterprises' handling of serious cyber-attacks must be coordinated with the Norwegian National Security Authority.

**The Norwegian Armed Forces' special forces** produce operational units for use both at home and abroad in peacetime, crises and armed conflicts. The special forces are always on standby to assist the police with counter-terrorism. The special forces also have capabilities that can carry out hostage rescues and aid personnel abroad. The special forces have capabilities across the entire spectrum of special forces' tasks that are relevant for operations in Norway and within the framework of NATO. The Norwegian Armed Forces' special forces are organised as an operational unit on a par with the other branches of the services. The Norwegian Armed Forces Special Command (FSK) and the Norwegian Naval Ranger Command (MJK) are part of a joint unit commanded by the Norwegian Armed Forces Special Operations Command (FSST), which coordinates activities and is responsible for coordinating force production and support activities.

#### **The Norwegian Defence Logistics Organisation**

The Norwegian Defence Logistics Organisation (FLO) is the logistics agency in the Norwegian Armed Forces, and

the Head of the Norwegian Defence Logistics Organisation is the Chief of Defence's top adviser on logistics questions. Logistics are vital for the Norwegian Armed Forces' operational ability in connection with force production, force mobilisation and executing operations. The Norwegian Defence Logistics Organisation is responsible for delivering logistics to the Norwegian Armed Forces' unit, which involves:

- Planning and development, procurement, storage, distribution, maintenance, allocation and the disposal of materiel and supplies.
- The procurement or delivery of services.
- The conclusion of contracts with suppliers.
- The transport of personnel and materiel.

The Norwegian Defence Logistics Organisation is responsible for entering into agreements with civil authorities and suppliers to address the Norwegian Armed Forces' logistics needs relating to emergency preparedness, force mobilisation, and operations. The Head of the Norwegian Defence Logistics Organisation will, insofar as it is possible, and for reasons to do with emergency preparedness, use the same civilian suppliers in peacetime, including for exercises, as are used in crises and armed conflict.

#### **The Norwegian Armed Forces Joint Medical Services**

The Norwegian Armed Forces Joint Medical Services (FSAN) is the agency for all medical and veterinary services in the Norwegian Armed Forces. The Head of the Norwegian Armed Forces Joint Medical Services must ensure that the Norwegian Armed Forces has a general, operational and robust medical system at all times that can support the Norwegian Armed Forces' across the entire conflict spectrum before, during and after operations.

The Norwegian Armed Forces Joint Medical Services is responsible for the force production of medical capabilities for joint operational use, including for strategic air evacuations. The Norwegian Armed Forces Joint Medical Services provides specialised health services within fields such as traumatology, aviation medicine, diving medicine, military psychiatry and mastering stress, general health and selection medicine, dental health, which includes helping the National Criminal Investigation Service to identify deceased people, epidemiology, microbiology, and expertise within biological armaments.

The Inspector of Veterinary Services for the Norwegian Armed Forces is the competent authority and the

Norwegian Armed Forces Joint Medical Services' agency for veterinary activities and services. The Inspector of Veterinary Services is responsible for the field and force production within food hygiene, animal health and welfare, and biological import protection. The Inspector of Veterinary Services also supports the Norwegian Armed Forces' activities within medical force protection.

The Norwegian Armed Forces Joint Medical Services contributes to developing the field of professional military medicine, both in a NATO context and in the context of the total defence concept. The Norwegian Armed Forces Joint Medical Services cooperates with the health and veterinary authorities in relation to this. The Head of the Norwegian Armed Forces Joint Medical Services is the deputy chair of the health and social preparedness committee (see page 72).

#### **The Norwegian Armed Forces HR and Conscription Centre**

The Head of the Norwegian Armed Forces HR and Conscription Centre (FPVS) is the Chief of Defence's closest adviser on conscription questions and is, on behalf of him, responsible for the administration of all conscription. The Norwegian Armed Forces HR and Conscription Centre is tasked with, among other things, ensuring the optimum staffing of all units in the Norwegian Armed Forces' wartime and peacetime organisations and satisfying other aspects of the total defence concept's need for personnel in relation to given priorities through the efficient utilisation of conscripted forces.

The Head of the Norwegian Armed Forces HR and Conscription Centre is, on behalf of the Chief of Defence, responsible for administering the system for exemption from service in the Norwegian Armed Forces in the event of crises and armed conflict (the exemption system).

The Norwegian Armed Forces HR and Conscription Centre is the register-keeping unit for all military personnel and oversees the calling up of personnel subject to deployment in the event of force mobilisation.

#### **The Norwegian Defence Estates Agency**

The Norwegian Defence Estates Agency (FB) is an administrative agency subordinate to the Ministry of Defence. The Norwegian Defence Estates Agency is a professional, public property actor that builds, operates and sells real property for the Norwegian Armed Forces. Although the Norwegian Armed Forces is its largest and most important client, the Norwegian Defence Estates Agency also has customers in other public sector markets.

The Norwegian Defence Estates Agency has emergency preparedness responsibilities associated with supporting the Norwegian Armed Forces' operational activities in peacetime, crises and armed conflict. This involves responsibility for participating in the planning, preparation and implementation of emergency preparedness measures for real property, buildings, installations, and critical infrastructure related to the Norwegian Armed Forces' activities, as well as coordinating with civil actors, including contributing to reserve solutions for power supply, water supply, etc. The Norwegian Defence Estates Agency has similar responsibilities and tasks when establishing sites for Norwegian forces in international operations. The Norwegian Defence Estates Agency must ensure that the Norwegian Armed Forces' activities have access to appropriate protection solutions for its infrastructure in Norway and abroad.

A national competence centre has been established in the Norwegian Defence Estates Agency to meet the state's overall need for services within protecting and securing real property, buildings and installations. The centre requires state interaction and the common utilisation of the resources. The centre is a customer-funded consultancy centre. It is being developed in close cooperation with the Norwegian National Security Authority and complements the Norwegian National Security Authority's role of adviser and supervisor for object protection.

#### **The Norwegian Defence Research Establishment**

The Norwegian Defence Research Establishment (FFI) is a civil research institution, organised as an administrative agency with special powers, directly subject to the Ministry of Defence. The Norwegian Defence Research Establishment's purpose is to conduct research and development to meet the defence sector's needs. Its expertise and capacity can assist civil emergency preparedness when this is compatible with addressing the Norwegian Armed Forces' needs. It particularly focuses on developing better cooperation between civil and military resources in crises and armed conflict. The Norwegian Defence Research Establishment carries out assignments for, among others, the Ministry of Justice and Public Security and is an active participant in several international research projects through NATO, the European Defence Agency (EDA) and the EU within protection and civil protection (the area of "Secure Societies", which is part of the EU's framework programme "Horizon 2020").

The Norwegian Defence Research Establishment conducts research into the dependency on ICT systems within the most important social infrastructures, and how information security in these ICT systems will help to increase robustness and lower risk for society. ICT security is also a key factor in our ability to establish and maintain emergency preparedness and exercise crisis management. The research carried out on the military side in this area is largely transferable to the area of civil protection.

The Norwegian Defence Research Establishment works on understanding threats, vulnerability analysis, protection and emergency preparedness measures for chemical (C), biological (B), radiological (R) and nuclear (N) agents and weapons, as well as against explosives (E) and other hazardous substances through emissions due to natural events and intentional or accidental events. The Norwegian Defence Research Establishment acts as an adviser to the Crisis Committee for Nuclear Preparedness. The Norwegian Defence Research Establishment also contributes to research-based technical-scientific knowledge in support of national export control authorities and prevention work.

The Norwegian Defence Research Establishment has the country's only integrated laboratory for receiving, managing and analysing samples that might contain individual or a combination of CBR agents. The Norwegian Defence Research Establishment's identification laboratory for C-agents is an operational capability of the Norwegian Armed Forces and must rapidly, securely and clearly identify the relevant chemical agent. The CBR-analysis capability can also assist in the field when needed. The Norwegian Defence Research Establishment's sampling, analysis and identification capabilities can assist civil authorities in CBR-incidents and crises, based on the same principles that apply for the Norwegian Armed Forces' other assistance for civil authorities.

### **The Norwegian National Security Authority**

The Norwegian National Security Authority (NSM) is a civil directorate under the Ministry of Defence. The Norwegian National Security Authority is administratively subordinate to the Ministry of Defence, and reports to the Ministry of Defence on implementation of the tasks for the defence sector and to the Ministry of Justice and Public Security.

The Norwegian National Security Authority is a cross-sectoral authority within the protective security services in Norway. It coordinates protective security measures and

oversees the status of security in those bodies subject to the Security Act. These are state and municipal administrative bodies and private enterprises that provide goods or services to the public sector in connection with procurements that are classified or which, for some other reason, are subject to the Act due to individual decisions. The Norwegian National Security Authority (NSM) is the competent authority when it comes to developing security measures and the regulatory authority when it comes to following up the regulations. The Norwegian National Security Authority works closely with the Norwegian Intelligence Service and the Norwegian Police Security Service on protective security. The Norwegian Police Security Service also participates in several national and international committees and working groups, and has contractual cooperation arrangements with other countries and international organisations.

The Ministry of Defence is responsible for the administration and interpretation of the regulations within protective security services (Security Act and supplementary regulations). Protective security services include all measures for ensuring the protection of sensitive information and sensitive objects against security-threatening activities such as espionage, sabotage and acts of terrorism. Information and objects of significance for the independence and security of the realm and other vital national security interests are considered sensitive in this context. See also the discussion on object protection in section 4.8.

The Norwegian National Security Authority is the national notification, information-sharing and coordinating body in the event of serious computer attacks against socially critical infrastructure and information. The Norwegian National Security Authority's most important means for this are the Norwegian Computer Emergency Response Team (NORCERT) and the notification system for digital infrastructure (VDI). The notification system for digital infrastructure is a sensor system that collects network data from a representative sample of enterprises with socially critical infrastructure and information.

Within its area of responsibility, the Norwegian National Security Authority is the national contact point for reporting cyber-attacks to, and forwarding national alerts from, international organisations, including NATO and other countries. The Norwegian National Security Authority must maintain a comprehensive overview of the ICT risk picture. The Norwegian National Security Authority participates in a cooperation between the

Nordic CERT functions and a classified communication network has been introduced as part of this.

The Norwegian National Security Authority must support the Ministry of Justice and Public Security's coordinating responsibility for protective security in the civil sector.

#### **6.4 The Norwegian Armed Forces' support for civil protection**

The Norwegian Armed Forces helps to support civil society in a wide range of situations. Some contributions are routine, while others are more ad hoc. The Norwegian Armed Forces has a long tradition of assisting the civil sector with crisis management. Although the Norwegian Armed Forces' primary task is to uphold Norway's sovereignty and sovereign rights, today's complex threat picture and global developments mean that the capacity to contribute to civil protection is becoming increasingly important for the Norwegian Armed Forces as well.

The Norwegian Armed Forces' structure is designed to address the military's primary tasks, but the equipment and size of the Norwegian Armed Forces' capabilities must take supporting civil society into account. This is relevant, for example, when formulating dedicated missions, emergency preparedness instructions, localisation, education requirements, exercises and training, as well as when it comes to the ability to cooperate with actors outside the defence sector.<sup>60</sup> It has also been decided that, within the framework of the total defence concept, one of the principal tasks of the Norwegian Armed Forces is to contribute to civil protection.<sup>61</sup>

In Report to the Storting No. 29 (2011-2012) Civil Protection, it was confirmed that the modernised total defence concept means "(...) that society's overall resources, both civil and military, must be utilised in the best possible way for crisis management across the entire spectrum from peacetime to war".<sup>62</sup>

Within the framework of the total defence concept, the Norwegian Armed Forces must, upon request, be capable of assisting civil society in the event of accidents, natural disasters, serious crime and other peacetime crises, as well as protecting the country against serious attacks, including terrorist attacks.

Report to the Storting No. 21 (2012-2013) Preparedness for Terrorism states that "All of the Norwegian Armed Forces'

available resources must be able to assist with civil crisis management, depending on the actual situation, the civil authorities' needs and whether this is compatible with addressing the Norwegian Armed Forces' principal tasks."<sup>63</sup> Peacetime crises should basically be dealt with by civil authorities using civil capabilities.<sup>64</sup> The Norwegian Armed Forces' crisis management capabilities are used on the basis of an identified civil need and given legitimacy by the civil authorities' request. Pursuant to the assistance instructions, the Norwegian Armed Forces can assist the police if the aid provided is consistent with the Norwegian Armed Forces' principal tasks. In addition to this, the police's own personnel and/or materiel resources must normally be exhausted or be found to be inadequate to perform the mission.<sup>65</sup> In the case of an acute need for assistance, it is not a requirement that the police's resources must be exhausted or be found inadequate. The Norwegian Armed Forces' assistance to civil society will normally be a supplement to the civil authorities' crisis management. Basically, the Norwegian Armed Forces assist within the areas where it possesses unique expertise or resources other authorities do not have.

#### **6.5 Military assistance to the police**

The Norwegian Armed Forces (NAF) can upon request provide assistance to the police. The assistance from the Norwegian Armed Forces is regulated in the Instructions on military assistance to the police, laid down by Royal Decree of 22 June 2012<sup>66</sup> (the Assistance Instructions).<sup>67</sup> The Instructions set out provisions on military assistance to the police and provide the relevant commanding officers in the Norwegian Armed Forces and the police with guidelines for procedures, coordination and request for assistance. The Instructions apply to Norwegian Armed Forces' assistance in peacetime, crisis and armed conflict. The Border Guard and the Norwegian Coast Guard may also provide assistance to the police as authorised under the authority of the Norwegian Police Act and the Coast Guard Act.

The Chief Of Police who receives assistance from the Norwegian Armed Forces has supreme command of the operation. The Norwegian Armed Forces' assistance is provided as an independent assistance operation, and the police and military units should not be incorporated with each other. Unless otherwise expressly specified, in accordance with the Assistance Instructions, Norwegian Armed Forces is required to





cover its own extra costs associated with ensuring acute civil protection needs, while the requesting authority must compensate for Norwegian Armed Forces' extra costs when providing other assistance or if this concerns assistance before or after the acute phase.

**There is a distinction between two different categories of assistance:**

*General assistance* includes assistance with transport and special technical capacity or expertise. Furthermore, it includes assistance in connection with accidents and natural disasters, as well as explosive ordnance disposal.

*Enforcement Assistance* includes assistance in connection with the search for and apprehension of dangerous people, when this is necessary to avert obvious danger to someone's life and health. Furthermore, it includes assistance when there is a risk of attack of a comprehensive or particularly harmful nature aimed at significant public interests and the prevention and combating of such.

**Procedures when requesting assistance**

In matters relating to general assistance, the Chief Of Police in question must request assistance via the Norwegian Joint Headquarters (FOH). If general assistance means that the safety of Norwegian Armed Forces' personnel is at risk, raises political or principal issues or is of a significant extent, the request requires political clearance, and will thus follow the procedures for enforcement assistance. Enforcement assistance always requires political

clearance. Therefore, in such cases the Chief Of Police in question must submit a request for enforcement assistance through the National Police Directorate to the Ministry of Justice. Following a closer review, the Ministry of Justice and Public Security will, where appropriate, request assistance by Norwegian Armed Forces from the Ministry of Defence. Similarly, the Ministry of Defence will consider whether or not to grant the request and inform its decision to the Ministry of Justice and Public Security.

Early notification of the possible need for military assistance is essential in order to initiate the necessary preparations and reduce the response time.<sup>68</sup> Therefore, the police and the Norwegian Armed Forces have a mutual obligation with regard to establishing an immediate dialogue as soon as there is a situation that may require military assistance. This obligation applies both to ordinary and enforcement assistance.

The Norwegian Joint Headquarters can start planning and preparations without having to wait for a formal decision from the Ministry of Defence on whether assistance is to be provided. Preparations and mobilisation of the appropriate military forces starts immediately after the Norwegian Joint Headquarters has received notification of the request from the responsible Chief Of Police and is carried out at the same time as the decision-making process. At the same time as the Ministry of Defence grants assistance to the Ministry of Justice and Public Security, the ministry gives the order to implement the assistance that has already been prepared or is under preparation. The time it takes to mobilise the relevant forces varies according to emergency requirements, the urgent nature of the mission and the distance to the target area.

### *The roles of the police and the Norwegian Armed Forces in terrorism preparedness*

The terrorist attacks on 22 July 2011 highlighted the need for the Norwegian Armed Forces to be prepared to provide assistance to the police and other civil authorities. The political follow-up after 22 July has clarified the roles and responsibilities of the police and the Norwegian Armed Forces in the national terrorism preparedness.

In Report no. 21 (2012-2013) to the Storting on terrorism preparedness<sup>69</sup> it was established that:

**Civil authorities have the primary responsibility to safeguard public security, while the primary tasks of the Norwegian Armed Forces are to uphold Norway's sovereignty and sovereign rights, and defend the country against external attacks (State security). This division of work has strong political and constitutional roots in Norway. There is also a long tradition that the Norwegian Armed Forces provide assistance to civil authorities' crisis management. The terrorist attacks on 22 July 2011 demonstrated the need for the Norwegian Armed Forces to be prepared to provide such assistance.**

**There may be grey areas between criminal activity and armed attacks against the nation in accordance with the United Nations Pact. The police have the primary responsibility to prevent and combat terror. The Norwegian Armed Forces have the responsibility to deal with an armed attack on Norway. The Government decides whether to deem a terror attack as an armed attack.**

**The Norwegian Armed Forces also have an independent responsibility to deal with situations where, due to its operational pattern, a civilian aircraft arouses suspicion that it may be used as a weapon in a terrorist attack (a so-called "renegade"). Such situations are time-critical, and only the Norwegian Armed Forces have the capacity to deal with these threats.**

Terrorist attacks can be such that they challenge the distinction between state security and civil protection and thus also the distribution of responsibility between the Norwegian Armed Forces and the police. Extensive terrorist acts in recent decades have shown that state

security can also be threatened.<sup>70</sup> State security can be challenged through the political and military pressure against the Norwegian authorities or through more limited attacks and attacks against the Norwegian authorities and interests. Situations may arise where it is unclear whether the country is in a peacetime crisis that primarily should be dealt with using justice policy instruments, or a security policy crisis where state security is threatened and military means will have a major or primary role. Report no. 29 (2011-2012) to the Storting on civil protection states that "the Norwegian Government will ultimately decide whether the country is in such a situation, in an assessment that will include a number of factors, including who is behind the terror attack, the scope, and complexity, the importance for national security and international legal frameworks."<sup>71</sup>

### *The Norwegian Armed Forces' assistance to the police in terrorist attacks*

Although the responsibility for the preventing and combating crime lies with the police, the Norwegian Armed Forces have an important assisting role in accordance with the prerequisites and principles set out in the Assistance Instructions.

Some of the Norwegian Armed Forces capabilities are especially relevant and specifically oriented toward providing assistance to the police in a terrorist situation. The Armed Forces' Special Command (FSK), the Norwegian Maritime Special Forces (MJK) and the Norwegian Armed Forces' helicopters have dedicated missions and preparedness, which means that the police's need for assistance partly determines the organisation, outfitting, staffing and training of these capacities. This also applies to some extent to submarines, Coast Guard vessels and the Home Guard.

FSK was established in 1982 with a special mission to be prepared to assist the police in counter-terror operations at sea. When requested, this unit can also assist the police in case of terrorist attacks onshore. Since 1 August, 2013, MJK has also been involved in national preparedness in order to be able to assist the police in counter-terror operations. At Rygge, there are two Bell 412 helicopters on permanent stand-by with a tighter response time, and these can assist police with both general and enforcement assistance. At Bardufoss, there are two helicopters on stand-by, which on request may provide general assistance to the police.



PHOTO: The Coast Guard / The Coast Guard / Armed Forces Media Centre

## 6.6 The Norwegian Armed Forces' assistance with object protection using security forces

The Instructions on securing and protection of objects<sup>72</sup> set out provisions for distribution of responsibilities and cooperation on the police's and the Norwegian Armed Forces' protection of objects using security forces. The police shall protect objects against circumstances that threaten public security, cf. the Police Act. In principle, police responsibility for protection of objects against criminal activities, which are limited by the Norwegian Armed Forces responsibility to secure and protect objects against military attacks, are not changed in crisis and war. Norwegian Armed Forces may assist the police with protection of objects under the provisions in the Assistance Instructions.<sup>73</sup> Norwegian Armed Forces will be notified of police needs for pre-planned military assistance with object protection and to which objects this applies. The police will prepare security plans for these objects in cooperation with Norwegian Armed Forces. The police decide which objects is to be pre-selected and for which plans will be developed. The police decide any implementation of protection and whether the Norwegian Armed Forces will be requested to provide assistance.

The Home Guard (HV) is a key resource in supporting the police guard and protection of important objects. This is both because the Home Guard is a nationwide organisation, and because the forces have special expertise in the securing and protection of objects, since this is one of their primary military tasks in armed conflicts. The Home Guard's assistance with protection of property by the police will primarily be of a preventive nature and relevant in connection with situations where extensive object protection is implemented and / or where the need for protection could extend over a long period so

that there are inadequate police resources. The Home Guard Act of 17 July 1953 is the legal basis for mobilising Home Guard personnel both in peacetime and when there is a threat of war. The duty to serve for Home Guard soldiers in peacetime is laid down in section 13 of the Home Guard Act.<sup>74</sup> The assistance operation is triggered through the provisions in the Assistance Instructions."

Another important resource for protection of objects, and then particularly security in the capital, is His Majesty The King's Guard. His Majesty The King's Guard will quickly be able to assist the police with protective missions within the framework of the Assistance Instructions.

## 6.7 The Norwegian Armed Forces' assistance to other public authorities

The Norwegian Armed Forces can assist other public authorities than the police, including the local government authorities.<sup>75</sup> The same principles are applicable to such assistance as for the Norwegian Armed Forces' assistance to the police (see 6.4 and 6.5). It will not be relevant to provide enforcement assistance to other public authorities than the police. Work is ongoing with a view to regulating assistance to other public authorities than the police in separate instructions.

Besides the police, the County Governor is an important player in the local and regional civil-military cooperation.<sup>76</sup> The County Governor is responsible for coordinating major events, including flooding and other natural events.<sup>77</sup> Responsibility for emergency planning applies to events in peace, crisis and armed conflict. The County Governor is responsible for coordinating response in connection with major events and also for



coordinating assistance from the Norwegian Armed Forces to civilian society and vice versa. The County Governor is also responsible for coordinating the civilian part of the total defence concept as well as ensuring that the total resources are used in the most appropriate manner. The County Emergency Planning Council has been established to support the County Governor's emergency planning responsibilities. See also chapter 7.2.

## 6.8 Other support from the Norwegian Armed Forces to civil society

### **Provisions on civil-military cooperation are set out in the following laws:**

- The Home Guard Act
- The National Service Act
- The Customs and Excise Act
- The Intelligence Services Act
- The Security Act
- The Coast Guard Act

In addition to the statutory support, the Norwegian Armed Forces provide support to civil society within the publicly-organised rescue service and in coastal preparedness.

Civil-military cooperation includes all types of cooperation between the Norwegian Armed Forces and civil society, and consequently, in some cases goes beyond the cooperation that takes place within the framework of the total defence concept.

Below, is an account of the support the Norwegian Armed Forces provide to civil society within a broader civil-military framework. Some of this support has a routine character and is included in the defined tasks of the Norwegian Armed Forces. The Security Act is also explained below, as it does not directly regulate the Norwegian Armed Forces' support to the civil society, but is included here because it regulates important security matters in both the civil and military sector.

### **Access to provide support**

As a general rule, the Norwegian Armed Forces do not have a duty to support the civil society. The Norwegian Armed Forces are usually allowed to support civil society in specific areas. An exception to this is the Norwegian Armed Forces' participation in the rescue service based on the cooperative principle in the rescue service.<sup>78</sup> Section 20 of the Customs and Excise Act is an exception,

in that it is determined here that military authorities are obliged to provide the Norwegian Customs and Excise with the necessary assistance and protection during performance of customs business. Moreover, the Coast Guard Act sets out some duty provisions, including section 16, which states that, as far as it is possible, the Coast Guard will report, and if necessary render harmless, drifting objects that represent an immediate risk of significant personal injury or damage to vessels, fixed installations or the external environment.

### ***The National Service Act and the Home Guard Act***

The Act relating to national service of 17 July 1953 and the Act relating to the Home Guard of the same date deal with service duty of conscripts. Conscripts who are serving their ordinary military service in peacetime, i.e. national service and refresher training, may be ordered during their period of service to provide support to the civil society if this is deemed necessary and is not carried out in a planned scope that comes in conflict the primary purpose of the military service.

In addition, conscripts may be called up to serve so-called extraordinary service. This involves special exercises to strengthen the Norwegian Armed Forces, extraordinary security measures and service that is required to maintain legal order and civil work when important public interests deem this necessary, and also a preparedness service when the Norwegian Armed Forces or any part of thereof are put on a war footing for emergency purposes, cf. section 9 of the National Service Act. For example, what comes under the term "key public interests", must be determined in each case. The authority's perception of the situation will usually be decisive. See section 6.6 for a further review of the provisions on the Home Guard Act on Home Guard soldier's service in peacetime.

### ***The Customs and Excise Act***

The Act relating to customs and carriage of goods of 21 December 2007 states that "the police and military authorities shall provide the customs authorities with the necessary assistance and protection during the performance of customs services".<sup>79</sup> The Coast Guard and the Norwegian Customs and Excise have entered into a cooperation agreement that regulates the Coast Guard's assistance as an observing, controlling and action unit for the Norwegian Customs and Excise at sea.<sup>80</sup>

### ***The Intelligence Services Act***

In accordance with the Act of 20 March 1988 relating to the Norwegian Intelligence Service, the Norwegian



Intelligence Service will help monitor and counteract external threats to the independence and security of the realm and other important national interests.

In accordance with the Act, one of the tasks of the Norwegian Intelligence Service is to collect, process and analyse information pertaining to Norwegian interests viewed in relation to foreign States, organisations or individuals, and based on this prepare threat analyses and intelligence reviews to the extent that these may help safeguard important national interests. The relationship between civilian clients and users of intelligence is further regulated in the Instructions to the Intelligence Service.<sup>81</sup>

### **The Security Act**

A primary purpose of Act no. 10 of 20 March 1998 relating to preventive security services is to take steps enabling effective countering of threats to the independence and security of the realm and other vital national security interests. Preventive security service means planning, preparation, implementation and overseeing preventive security measures that seek to eliminate or reduce risks as a result of threats that pose a risk to security.

Activities that pose a risk to security means preparation for, attempts at and implementation of espionage, sabotage or acts of terrorism, as well as complicity in such activity. The law applies to any government and local government agencies (administrative agencies) as well as to suppliers of goods or services in connection with classified procurement. In addition, through special decisions, the Act may also apply to any other legal person who owns or otherwise controls or supervises sensitive property, or who are granted access to classified information by a government agency.<sup>82</sup>

The Regulations on object security came into force on 1 January 2011.<sup>83</sup> The regulations expand on the provisions of the Security Act relating to object security and set out further provision on how ensure responsibility for protection of sensitive property (buildings, installations and other property that must be protected against activities that pose a threat to security in the interests of national or allies' security or other vital national security interests) in order to strengthen these against activities that pose a threat to security. The regulations govern the designation and classification of property and formulation of the

security measures. Each specialist ministry will select and determine the classification level of sensitive property, but then usually following a proposal from the enterprise that has the right of use of the object.

Although measures already exist, the regulations will help harmonise the designation and classification of property across public sectors. The National Security Authority, as the overall supervisory authority under the Security Act, will thus have a real opportunity to provide advice and guidance in this field. The property owner is obliged to protect the sensitive property in accordance with the assigned classification, including facilitating so that security forces may prepare, practise and implement measures in and beside the property to protect it. These regulations have the same purpose and scope as the Security Act.

See also Chapter 4.8 on protection of property.

### **The Coast Guard Act**

The Coast Guard's (KV) tasks are defined in the Act of 13 June 1997 relating to the Coast Guard. The Act states that KV has a responsibility to assert sovereignty in Norwegian territorial waters and sovereign rights in maritime zones under Norwegian jurisdiction. This includes supervision, inspection and control of the Norwegian economic zone, the fisheries protection zone around Svalbard, in the fisheries zone by Jan Mayen and on the Norwegian continental shelf. KV also performs tasks related to assistance to the fishing fleet, port of call control), assistance with customs supervision), environmental supervision and oil spill preparedness.

KV has also has a legal obligation to participate in and conduct search and rescue operations at sea, and to report and render drifting objects harmless. Section 17 of the Coast Guard Act also authorises KV to provide assistance to the police and other government agencies that require vessels during performance of their operations. KV also has limited police authority under the Coast Guard Act. In these cases, KV is not under police command or regarded as assisting the police within the meaning of the Assistance Instructions.<sup>84</sup>

### **Support regulated by contract**

In certain areas, support to civil society may be regulated by contract. Such regulation by contract must of course be within the framework of the relevant regulations. In some cases, a regulation by contract will be particularly

required if without such an agreement there is a significant risk that through provided the support, the Norwegian Armed Forces may incur liability at law.

Cooperation agreements within the total defence concept may also be of a more general nature, such as the cooperation agreement between the Norwegian Armed Forces and the Norwegian Coastal Administration. These tend to have some reciprocity in the support and cooperation agreed.

The Norwegian Armed Forces have established a database of civil-military cooperation agreements within the total defence concept that in time will include all the relevant cooperation agreements, primarily at strategic and operational level.

#### ***Agreement between the the Norwegian Armed Forces and the Norwegian Directorate of Health***

The Norwegian Armed Forces' assistance to the public health services is regulated in the agreement between the Norwegian Armed Forces represented by the Norwegian Joint Headquarters and the Norwegian Directorate of Health. The agreement includes mutual assistance between the Norwegian Armed Forces and the public health service in peacetime, crisis and armed conflict,<sup>85</sup> including the use of the Norwegian Armed Forces' air transport capabilities. This may be transport of critically ill people, transportation of organs and ambulance standby. Such use of the Norwegian Armed Forces' resources should not compete with civilian resources, and support to the Air Ambulance Service is provided if the military has capacity available for this type of assignment.

#### ***Agreement between the Norwegian Armed Forces and SAS on medical flight evacuation***

The Norwegian Armed Forces have an agreement with SAS on medical flight evacuation of Norwegian patients from abroad in specially designed aircraft. The agreement applies to repatriation of injured Norwegian citizens and may be used both by the Norwegian Armed Forces and public health services. In accordance with the agreement, SAS provides aircraft and the Norwegian Armed Forces provide medical personnel and material. The aircraft will primarily be mobilised in extraordinary situations with a large number of injured persons, and not in cases where it would be natural to use the ordinary arrangements for air transportation of patients

#### ***The Border Guard***

Police and customs authorities have primary responsibility for border control. However, as regards patrolling the 196 km long Norwegian-Russian border in Finnmark, responsibility for this was transferred from the police to the Norwegian Armed Forces in 1959. In this area, the Border Guard has been assigned limited police authority. The task of the Border Guard at the garrison in Sør-Varanger (GSV) in peacetime is to uphold Norwegian territorial sovereignty. Moreover, GSV will conduct border surveillance and assist the Border Commissariat and the police in accordance with the Instructions on cooperation on border surveillance at the border between Norway and Russia.<sup>86</sup> The Chief of Command of Norwegian Joint Headquarters is responsible for surveillance along the boundary line outside the permanent border crossing at Storskog.<sup>87</sup>

#### ***The Norwegian Armed Forces' role in coastal preparedness***

The Ministry of Transport is responsible for the governmental preparedness against acute pollution, with the Norwegian coastal administration as executive agency. The Norwegian Armed Forces is an important contributor in the preparedness against acute pollution.

The cooperation between the Norwegian Coastal Administration and the Norwegian Armed Forces ensures rapid presence on the scene and implementation of necessary measures.<sup>88</sup> Based on a contingency-cooperation between the Norwegian Armed Forces and the Norwegian Coastal Administration (KYBAL, Coast preparedness and action management), the Norwegian Armed Forces is authorised to execute operation management in situations that require immediate implementation of measures. This means that the Norwegian Armed Forces will be able to lead the operation until the Norwegian Coastal Administration, as the agency in charge, is ready to take over and lead the operation. This cooperation is no substitute for, but is in addition to other agencies' response organisations.

The Norwegian Armed Forces and the Norwegian Coastal Administration have signed a number of cooperation agreements.<sup>89</sup>

The Norwegian Coastal Administration is working to establish a common framework for agencies and authorities which have a responsibility or role during operations against acute pollution. The purpose is to ensure comprehensive planning and follow-up.



## 7. KEY CRISIS MANAGEMENT AND COOPERATION AGENCIES WITHIN THE TOTAL DEFENCE

*“An effective defence of our country will [...] not be possible without a well organised and dynamic leadership.”<sup>90</sup>*

### 7.1 Key crisis management and coordination agencies

Key crisis management and coordination agencies are:

- The Storting
- The Government
- The Government Safety Council
- The ministries
- Prime Minister's Office
- The Crisis Council
- The lead ministry
- The Crisis Support Unit
- Crisis Committee for nuclear preparedness

#### *The Storting*

Parliament sets out the essential frameworks for the military and civil preparedness, such as the emergency legislation and the annual budgets.

The Standing Committee on Foreign Affairs and Defence (DUUFK) has the task of discussing with the Government important foreign, security and defence policy and also preparedness issues. DUUFK consists of the ordinary members of the Foreign Affairs and Defence Committee, the President of the Norwegian Storting and leaders of the party groups. The leader summons the Committee when he or she deems necessary, or when the Prime Minister, the Foreign

Minister or one third of the Committee members so request. The same applies when the Minister of Defence requests in key preparedness questions, or when the Minister of Justice and Public Security requests a debate on questions concerning terrorism preparedness. The negotiations in DUUFK are secret unless otherwise expressly decided.<sup>91</sup>

### ***The Government***

The Government has the overall responsibility for emergency response in Norway, including the overall political responsibility for both the management and handling of the preventive emergency planning work and individual crises that arise. The Government deals with a number of preparedness cases, both through the budget process and discussion of other matters in Government conferences and in the Government's Security Committee. According to our statistics, each Minister has the constitutional responsibility in his area, within the laws and Government funding. This means that each Minister also retains his or her constitutional responsibility in a crisis situation.

### ***The Government's Security Committee***

If so required by the Prime Minister, instead of being discussed in plenary in the Government, a matter may be discussed in the Government's Security Committee (RSU). This will primarily be relevant for matters of defence-related or security-policy significance, and the information should not be of such a confidential nature that it cannot be discussed in plenary of the whole Government. The composition of the committee may vary from government to government, but the Prime Minister, the Minister of Foreign Affairs, the Minister of Justice and Public Security, the Minister of Defence and the Minister of Finance are usually permanent members of the Security Committee.<sup>92</sup>

### ***The Prime Minister's Office***

The Prime Minister leads and coordinates the Government's work. These are tasks the Prime Minister will continue to have in a crisis situation. The Prime Minister will also play a key role when it comes to external communication, contact with other countries' heads of government, international organisations, the parliamentary leaders of the Storting, the Royal family, etc. The Prime Minister's involvement in each crisis will depend on the nature and extent of the crisis, etc. In emergencies that fall within the scope of the Emergency Preparedness Act, the Prime Minister is delegated special powers in situations where it is

absolutely necessary to make decisions to safeguard public interests.

The Prime Minister's Office (SMK) must plan so that the Prime Minister and the Government remain able to perform their duties in crisis situations and so that the Office is able to perform tasks as secretariat for government conferences, the Government's Security Committee and for the King in Council. The Office must be able to provide administrative support, secretariat functions and help with advice.

### ***The Ministries***

Each Minister also retains his or her constitutional responsibility in a crisis situation. In crises, the ministries must collect situational reports from their own operational units and must be able to identify and make decisions on appropriate action in their own area of responsibility to deal with situation at hand, including preparing a decision-making basis and facilitating overall policy clarifications where necessary. The ministries will ensure that operational players have the necessary powers and consider the need for international assistance to their own sector. The ministries must also be able to manage communication with the media and the population. The work must be coordinated with the other ministries, and particularly the ministry designated as the lead ministry.

### ***The administrative body for the coordination of central crisis management***

The administrative body for central crisis management builds on the main principle for emergency preparedness work in Norway (the principle of responsibility). The ministry that has the day-to-day responsibility for a sector is also responsible for emergency planning and action in a crisis situation. The structure applies in principle to all emergency situations, from peacetime emergencies, such as natural disasters and pandemics, to security crises and war. The administrative body for coordination in connection with central crisis management is based on three main elements: The Crisis Council, the lead ministry and the Crisis Support Unit.

### ***The Crisis Council***

The Crisis Council (KR) has been established to strengthen the central crisis coordination and is the supreme administrative coordination body.<sup>93</sup> The Council will safeguard and ensure the strategic coordination. The Council has five permanent



members: the Secretary to the Government at the Prime Minister's Office (SMK), the Secretary General at the Ministry of Foreign Affairs (UD) and the permanent secretaries in the Ministry of Justice and Public Security (JD), the Ministry of Health and Care (HOD) and the Ministry of Defence (FD). When required, the Council may be expanded with other ministries. If appropriate, the Council may also be expanded with representatives from underlying agencies and specific expert communities.

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

- Considering the matter of the lead ministry.
- Ensuring coordination of measures that will be implemented by different sectors.
- Ensuring coordinated information to the public, the media and others.
- Arranging so that the questions requiring political clarification are quickly submitted to the ministries' political leadership or the government, including clarification of power and budget.

All ministries may take the initiative to summon the Crisis Council. The lead ministry chairs the Council's meeting. The Council is led by the Ministry of Justice and Public Security, unless otherwise decided. The Crisis Support Unit (KSE) is the permanent secretariat to KR. There is a system for permanent, periodic administrative meetings of KR for the purpose of discussing and ensuring the overall preparedness and crisis management challenges and reviewing relevant events and exercises.

### **The lead ministry**

The Ministry of Justice and Public Security is the permanent lead ministry in civilian national crises, unless otherwise decided.<sup>94</sup> The ministry's coordination responsibility and responsibility for the majority of the civilian rescue and emergency resources in Norway mean that in most cross-sectoral crises, the Ministry of Justice and Public Security will always have a key role. In some situations, and when it comes to events that primarily affect one sector, it will be natural that someone other than the Ministry of Justice and Public Security assumes the role of lead ministry. KR is authorised by the government to decide which ministry is to be the lead ministry in a specific crisis, and the Council will decide whether the Ministry of Justice and Public Security or another ministry will be the lead ministry. In case of doubt or any disagreement in KR, the

choice of lead ministry is decided by the Prime Minister in consultation with other ministers concerned.

Designation of the lead ministry does not result in changes to constitutional responsibilities, and all ministries maintain responsibility and decision-making authority for their respective fields. In a crisis situation the lead ministry will:

- Prepare general situational reports, based on background information from other ministries, reports from operational units, the media picture, etc.
- Identify and assess the need for measures at strategic level.
- Ensure that the necessary measures are taken within its own area of responsibility and ensure the necessary coordination with other ministries and agencies.
- Ensure that coordinate information is provided to the media and the population.

### **The Crisis Support Unit**

The Crisis Support Unit (KSE) will support the lead ministry and the Crisis Council in their coordination by providing advice and professional assistance. This includes support with analyses, preparation of general situational reports and establishment of common situational awareness. The unit is organised under the Ministry of Justice and Public Security. The Civilian Situation Centre is a part of KSE. The Centre is staffed 24/7. The unit also supports the Ministry of Justice and Public Security's coordination role in the field of civil protection and emergency planning, by practising and providing guidance on crisis management to the ministries in the civil sector, among other things.

### **Crisis Committee for Nuclear Preparedness**

The nuclear preparedness organisation has been established to provide expertise when managing nuclear events and ensuring prompt implementation of measures to protect lives, health, the environment and other important public interests. Nuclear events include accidents and events as a result of deliberate actions in peacetime, during security crises and war.

Nuclear preparedness is organised under the Crisis Committee for Nuclear Preparedness (KU), the Crisis Committee's advisers, the Crisis Committee's Secretariat (the Norwegian Radiation Protection Authority) as well as County Governors and the Governor of Svalbard.<sup>95</sup> The Crisis Committee for Nuclear Preparedness consists

of the following central authorities: The Norwegian Radiation Protection Authority, the Directorate for Civil Protection and Emergency Planning, the Norwegian Armed Forces, the Directorate of Police, the Norwegian Directorate of Health, the Norwegian Food Safety Authority, the Norwegian Coastal Administration and the Ministry of Foreign Affairs.

The Norwegian Radiation Protection Authority is head of and secretariat for KU. The Secretariat notifies KU's leader, members, advisors and any information personnel from other agencies, as well as the County Governors, ministries and other relevant government agencies or enterprises. KU has been established to achieve coordinated, efficient and quick management of the acute phase of nuclear events, give advice to the ministries and other authorities in the latter phase of an event and provide satisfactory professional work in the ongoing preparedness work. The main goal is to protect lives, health, the environment and other key public interests.

In the acute phase of an event, KU is responsible for coordinate information to key authorities and partners in Norway and abroad, County Governors, the media and the general public. KU can implement appropriate measures in the acute phase of a nuclear accident. Where the situation and time permits, KU will contact the responsible specialist ministries first. Measures affecting military matters and operations will always be cleared with the Ministry of Defence. The measures will be taken by the member agency in the Crisis Committee that has authority to do this. The Norwegian Radiation Protection Authority is the authority and professional body for radiation protection and the international point of contact in case of nuclear events. The Norwegian Radiation Protection Authority also deals with minor events involving radioactive sources. The police coordinate operational management of the situation at the scene locally. The Norwegian Radiation Protection Authority has the expertise and equipment to be able to assist with management of such situations.

The County Governor is KU's regional contact and chairman of the county's nuclear preparedness committee. In case of a nuclear event, the County Governor will ensure coordination and contribute to implementation of coordinated measures regionally and locally. This applies to protective measures and dissemination of information to the press and the public.

## **7.2 Other cooperative bodies within the total defence concept**

Several cooperative bodies have been established within the total defence, whose main task is to contribute to coordination and exchange of information between the various ministries and agencies in emergency situations. A few of these cooperative bodies also has an operational function in crisis and war. Below the bodies are discussed under the Ministry to which they belong.

### ***The Ministry of Justice and Public Security***

#### **The Government Coordinating Council for Societal Security**

The Government Coordinating Council for Societal Security (DSS) is a forum for information and exchange of best practice between the ministries in the work of civil protection and emergency planning, rescue service and civil-military cooperation. The Coordination Council is made up of representatives from all the ministries and the Prime Minister's Office (SMK) and will discuss overall guidelines and frameworks for the security and emergency planning work, as well as any need for clarification of the responsibilities. DSS is an advisory body and has no operational tasks in a crisis.

#### **The contact group for the prevention of terrorist acts**

The contact group is headed by the National Police Security Service (PST) and consists of representatives of public authorities and the private sector. It will help strengthen the mutual exchange of information and contact between the participants by informing about and discussing the consequences for Norwegian interests when there are changes in the national and international threat situation, inform about and exchange views on relevant measures to prevent terror, and inform about and discuss changes in the threat situation in a longer perspective.

PST reports to the Ministry of Justice and Public Security on activities in the contact group in accordance with the instructions for the service. The contact group for the prevention of terrorist acts is a preventive forum for information exchange and has no decision-making authority operational functions.

### **The Coordination and Advisory Committee for the Intelligence and Security Services**

The Coordination and Advisory Committee for the Intelligence and Security Services (KRU) is a cooperative body for issues regarding the intelligence and security services, and an advisory body for the affected ministers. The instructions for the committee have been established by Royal Decree of the 20 December 2002.

The Committee's task is to ensure the overall coordination of the three services' tasks, priorities and objectives, as well as to analyse and report on common problems related to the threat situation. The Committee is made up of six permanent members from the Ministry of Defence (FD), the Ministry of Justice and Public Security (JD), the Ministry of Foreign Affairs (UD), the head of the Norwegian Intelligence Service, the Director of the National Security Authority (NSM) and the Commander of the National Police Security Service (PST). The chairmanship alternates between the Ministry of Justice and Public Security, the Ministry of Defence and the Ministry of Foreign Affairs for two years at a time.

A permanent secretariat has been established for KRU. The secretariat's management summons the secretariat as needed and can take the initiative to propose studies and analyses. The secretariat shall arrange for and follow-up cases that are discussed by the Committee. KRU is a coordinating and advisory committee, with no operational tasks.

### **National platform for hazardous substances**

This forum works on prevention and preparedness for hazardous substances and weapons of mass destruction. The requirements for coordination and cooperation are the same, whether hazardous materials are involved in major accidents or in terrorist attacks.

This national platform is a forum for information exchange and coordination between agencies with adjoining areas of responsibility. It will constitute a multidisciplinary environment for the various authorities and cooperating groups that have the roles within the field of hazardous substances, and contribute to dialogue, exchange of best practice and cooperation. Civilian and military disciplines are represented in the forum.

The area of cooperation will provide an overview of the risks and vulnerabilities, prepare a risk picture and take the initiative to implement the necessary measures to reduce risks and vulnerability. Emphasis is placed on how

the authorities can cooperate better in practice when the public is affected by major cross-sectoral events. It will contribute to enhanced mutual knowledge of when civil-military cooperation is appropriate when managing major events. The national platform for hazardous substances does not have decision-making authority or operational functions.

### **The Coordination Group for the Major Accident Regulations**

The Directorate for Civil Protection and Emergency Planning (DSB) is responsible for the coordination of the authorities' monitoring of the Regulations of 17 June 2005 on measures to prevent and limit the consequences of major accidents in activities involving dangerous chemicals (the Major Accident Regulations).<sup>96</sup> The Directorate performs the coordination role through management of a special coordination group. In addition to DSB, the Group consists of representatives from the Labour Inspection Authority, the Norwegian Environment Agency, the Industrial Safety Organisation and the Petroleum Safety Authority (PSA).

The Coordination Group ensures that all participating authorities process and consider incident reports in accordance with their own legislation and the major accident regulations. Feedback to businesses and industry is prepared by a joint coordination group. The group has no decision-making authority or operational functions.

### **The County Emergency Council**

Each county must have a county emergency council that will discuss emergency issues and otherwise serve as a forum for mutual information about emergency work within the various sectors, cf. , instructions for civil protection and emergency preparedness work to the County Governor and the Governor of Svalbard.<sup>97</sup>

The County Emergency Council is led by the County Governor and has members from the police, the Norwegian Armed Forces, the Civil Defence, NGOs and government and regional agencies that have significant emergency tasks. The County Governor may also include representatives from the private sector or other players in the Council. In practice, the Norwegian Armed Forces are represented by the Commander of the Home Guard District or a representative designated by the Commander of the Home Guard District. The Council has a function in connection with emergency planning and supporting to the County Governor's coordination

function in a crisis.<sup>98</sup> The County Emergency Council has an operational function in that it will contribute to coordination in connection with emergencies, but the Council has no decision-making authority beyond the individual member's decision-making authority within their own area of responsibility

#### **The Civil Protection Committee**

A number of special committees have been established to attend to the need for coordination between the ministries in the ongoing EEA work. The special committees make up a formal platform for discussions on the relevance of EU regulations to the EEA. To help enhance comprehensive preventive work, the Ministry of Justice and Public Security has set up a Civil Protection Committee. This committee will also help clarify the Ministry of Justice and Public Security's coordinating function in the field of civil protection in an international perspective. In pursuit of this objective, the Committee will be able to counter grey areas and fragmentation of responsibility in this area in that the relevant ministries will have a suitable arena for discussing issues and clarifying responsibilities.<sup>99</sup> The Committee has no decision-making authority or operational functions.

#### **The Coordinating Committee for Preventive Information Security**

The Coordinating Committee for Preventive Information Security (KIS) is a cross-sectoral coordinating body for compliance administrators and supervisory authorities with responsibilities in the field of information security. The Coordinating Committee's field of work includes general ICT-security, and issues related to national security, vital national security interests and critical functions in society. The Ministry of Justice and Public Security took over responsibility for KIS as a result of the transfer of responsibility for preventive ICT security to the public sector (cf. Royal Decree of 22 March 2013). The Coordinating Committee has no decision-making authority or operational functions.

### ***The Ministry of Defence***

#### **Central Total Defence Forum**

The Central Total Defence Forum was established by the Royal Decree of 23 September 2005. The Forum is a consultative body made up of the leaders of the principal agencies and directorates within the total defence. The forum will be a meeting place for mutual

information, coordination and overall coordination of relevant total defence-related issues and questions related to civil-military cooperation and societal security. The management of the forum will alternate every other year between the Chief of Defence and the Director of the Directorate for Civil Protection and Emergency Planning (DSB).<sup>100</sup> The Central Total Defence Forum has no decision-making authority or operational functions.

#### **The Coast Guard Council**

The Coast Guard Council is a consultative and liaison body that will deal with and provide advice on issues related to the Coast Guard's (KV) activities pursuant to the Coast Guard Act. The Council also serves as a forum for mutual contact and information.

The Coast Guard Council is a consultative body for the Ministry of Defence (FD), and will provide advice on issues that affect the Coast Guard's activities, including input into long-term plans and annual budgets for the purpose of contributing to good use of resources within applicable frameworks.

The Coast Guard Council is made up of representatives from Ministry of Defence, the Ministry of Foreign Affairs (UD), the Ministry of Justice and Public Security (JD), the Ministry of Industry and Fisheries (NFD), the Ministry of Climate and Environment (JNL), the Ministry of Transport (SD), the Ministry of Fisheries (FDIR), the Norwegian Directorate of Customs and Excise (TAD), the Norwegian Police Directorate (POD), the Norwegian Coastal Administration (KYV), Rogaland Public Prosecutor's Office, the Petroleum Safety Authority (Ptil), the National Nature Surveillance Agency (SNO), the Rescue Coordination Centre (HRS), the Norwegian Joint Headquarters (FOH) and the Commander Norwegian Coast Guard. The Ministry of Defence attends to the chairman and secretariat function for the Coast Guard Council.<sup>101</sup> The Coast Guard Council has no decision-making authority or operational functions.

#### **The Cyber-Security Coordination Group**

The Cyber-Security Coordination Group (CKG) is headed by the National Security Authority (NSM), with representatives from the Norwegian Intelligence Service and the National Police Security Service (PST). If required, the group may be expanded with representatives from other relevant agencies. The group will provide timely information and a decision-making basis to the operational and strategic



management regarding threats and vulnerabilities in the cyber domain. For this purpose, CKG also has exchange of information with sector agencies, including the Norwegian Armed Forces and the police (KRIPOS). When serious cyber-security incidents occur, based on their respective national cross-sectoral responsibilities, the EOS services,<sup>102</sup> will coordinate notification, advice and exchange of information within their powers. In each case, one of the services will have coordination responsibility. This service will lead the work and take the initiative to coordinate measures between the EOS services, including sharing information and coordination with other parties in each case. Separate guidelines have been drawn up for cooperation between the EOS services on prevention and management of serious cyber-security incidents. CKG has operational functions, but no decision-making authority.

### *The Ministry of Industry and Fisheries*

#### **The Council for Construction Preparedness**

The Council for Construction Preparedness is an advisory body to the Ministry of Industry and Fisheries (NFD). The Council is included NFD's emergency organisations in case of crises.

The Council is set up by NFD and is composed of representatives of the nationwide contractor and trade organisations. The Council's tasks are described in the Regulations of 28 June 2013 on construction preparedness. The Council shall provide NFD with advice, assess critical situations and identify the resources required. The nationwide companies represented in the Council will also assist NFD by placing resources at its disposal. The Council has operational functions in a crisis.

#### **The Food Preparedness Council**

The Food Preparedness Council was originally formally established in 2003 as an advisory and operational body to NFD for emergency planning and crisis situations.

The Food Preparedness Council is composed of representatives of NorgesGruppen ASA Norway, Rema 1000 AS, Coop Norway, Tine SA and the service wholesalers. Virke—the Enterprise Federation of Norway and the Norwegian Association of Wholesale Grocers participate as observers. The members take turns to chair the group.

The Council will provide NFD with advice on the supply and logistics situation in the grocery industry, and also deal with and propose relevant measures. In emergency situations, the Council will assist the public authorities with supplies to the Norwegian Armed Forces and the civilian population. The Council has operational functions in a crisis.

#### **The NORTRASHIP-management**

The NORTRASHIP-management (Norwegian Transport Preparedness for Ships) is a cooperative and preparedness body set up by NFD in December 2002. The management shall promote cooperation between the authorities and the shipping industry to take advantage of civilian resources within the shipping industry in the best way.

The NORTRASHIP management team consists of representatives of the shipping companies, Norwegian war insurance for ships, the Ministry of defence, the Norwegian Shipowners' Association and the organisations. NFD attends to the secretariat function for the NORTRASHIP-management in cooperation with the Norwegian Shipowners' Association. The management meet twice a year or as often as the situation dictates.<sup>103</sup>

In a normal situation, the NORTRASHIP-management mainly has advisory functions, but in a serious crisis or war will head NFD's emergency organisation for shipping (Norwegian Transport Preparedness for Ships). In an emergency situation and war, the management has operational functions and among other things, will under authorisation from NFD prepare and if necessary implement operation of requisitioned ships.

#### **International Shipping Security Committee**

In 2007, NFD established the International Shipping Security Committee as a forum for discussion of security-related issues for Norwegian vessels in international service.<sup>104</sup> The forum is chaired by NFD, with the participation of relevant authorities and representatives for the industry and sailors. The Security Committee is an informal committee, but may be convened in a crisis. In recent years the threat of pirate attacks has been the focus of the Committee's work. The forum has no decision-making authority or operational functions.

### **Advisory Forum for Norwegian State War Risk Insurance of Cargo**

NFD has established an advisory forum related to Norwegian State War Risk Insurance of Cargo. The Forum is primarily a networking group that has an advisory role to NFD. The Forum is part of NFD's total crisis organisation and will be a source of information and liaison between the authorities, insurance communities and the users of the war risk insurance for cargo.

The Forum is made up of representatives from the Financial Services Association/ the Marine Underwriters' Central Association, the Norwegian War Insurance for Ships, the Confederation of Norwegian Enterprises, Virke—the Enterprise Federation of Norway and the insurance companies. NFD participates as an observer in the Forum. The Norwegian Guarantee Institute for Export Credits constitutes the Secretariat for the scheme and for the Forum. In crisis situations, the Forum will keep NFD informed about risk assessments.<sup>105</sup> The Forum has no decision-making authority or operational functions, as these are attended to by the appointed administrative board.

### ***The Ministry of Transport and Communications***

#### **The advisory forum for civil transport preparedness**

In 2005, the Ministry of Transport and Communications (SD) established a new structure for the civil transport preparedness to replace the former civil transport preparedness organisation (TBO).<sup>106</sup> The new civil transport preparedness structure includes SD, the county councils and the advisory forum for civil transport preparedness.

The purpose of the advisory forum for civil transport preparedness is to be an advisory body for SD in the prevention and management of crises in peacetime and war. The Forum is headed by SD and is also made up of agencies and enterprises within the transport sector, transport associations and a representative from the county councils. Other ministries can be invited as observers to the Forum's meetings. The Forum has no decision-making authority or operational functions.

#### **The Aviation Security Council**

The Aviation Security Council was established by the Royal Decree of 4 July 1991 as an advisory body for the affected authorities for the purpose of preventing attacks aimed at civil aviation. The Council will update the threat situation and assess the risk and

consequences to civil aviation in Norway, provide advice on the level of security of civil aviation when there is a changed threat situation and also help influence international regulatory work through change of security requirements. The Council can appoint expert groups to assist the Council in the fields in which the Council itself does not have expertise. The Council's mandate is currently under consideration.

The Council is led by the Civil Aviation Authority Norway and is also made up of members from the Ministry of Transport, the Ministry of Foreign Affairs, the Ministry of Justice and Public Security, the Ministry of Defence, the Norwegian Police Directorate, the National Police Security Service and the National Security Authority. The Council meets a minimum of four times annually. In situations with acute changes in the threat situation, the Security Council will be convened at short notice and provide advice to the concerned authorities.<sup>107</sup>

The Council has no decision-making authority or operational functions.

#### **Coordinating Group for Airspace Restrictions**

The Coordinating Group for Airspace Restrictions is an inter-departmental group under the Flexible Use of Airspace Advisory Expert Group (FUA RE) whose mission is to achieve fast, efficient and coordinated establishment of airspace restrictions as a result of police-related needs. This will be particularly relevant in connection with events where the police believe airspace restrictions are required. During accidents and acute situations, the police use Section 7 of the Police Act to establish airspace restrictions. The group is led by the Civil Aviation Authority Norway, and also consists of representatives from Avinor's head office, the Air Force Operations Inspectorate, the Norwegian Directorate of Police, Oslo Police District, Norwegian Joint Headquarters and Avinor's control centre at Røyken.

The Coordinating Group for Airspace Restrictions will provide advice and recommendations to the decision-making authority in the police or the Civil Aviation Authority Norway on the establishment of airspace restrictions, including the extent, design, duration, conditions and consequences. FUA RE summons the Coordinating Group for Airspace Restrictions to an annual meeting. The coordination group has no decision-making authority or operational functions.

## *The Ministry of Health and Care Services*

### **The Health Preparedness Council**

The purpose of the Health Preparedness Council is to enable the civil and military sector to solve important health tasks related to civil-military planning and coordination during crises in peacetime and war, and to ensure effective use of health preparedness resources in close cooperation between the Norwegian Armed Forces and the health service.

The Health Preparedness Council is led by the Director of the Directorate of Public Health. Other participants are the Commander of the Norwegian Armed Forces Medical Services (Deputy Chair), the directors of the National Institute of Public Health and the Norwegian Radiation Protection Authority, the commanders of the Defence Logistics Organisation, Norwegian Joint Headquarters and a representative from the Directorate for Civil Protection and Emergency Planning.<sup>108</sup> Other enterprises may be summoned when needed. The Council has an advisory role with no operational function.

### **The Pandemic Committee**

The Pandemic Committee is an advisory organ of the Norwegian Directorate of Health and the Institute of Public Health and provides advice on measures before, during and after an outbreak of pandemic influenza. The Norwegian Directorate of Health chairs the Pandemic Committee, while the Institute of Public Health has the Secretariat. The Committee is an advisory body with no operating function.

### **The Civil Service Group for the Coordination of Nuclear Preparedness**

The Ministry of Health and Care Services (HOD) chairs the Civil Service Group for the Coordination of Nuclear Preparedness, which is composed of representatives of key ministries. In accordance with the principle of responsibility, the ministries are responsible for ensuring that preparedness in their own sector is satisfactory and coordinated with the other sectors. In case of any nuclear incident, each ministry and competent authority is responsible for measures where the powers are not attributed to the Crisis Committee. The relevant ministries cooperation in the ongoing preparedness work is organised through the Civil Service Group for the Coordination of Nuclear Preparedness.

## *The Ministry of Petroleum and Energy*

### **Advisory body for emergency fuel preparedness**

It is an objective that emergency fuel preparedness will be dimensioned for and adapted to crisis situations in the whole range of crises, from serious disruptions in the oil market in peacetime to an emergency/ war situation. The Ministry of Petroleum and Energy has a forum for dialogue with the market players in the fuel industry, where current issues are discussed. The Forum is only advisory, and has no operational functions.

In a crisis situation, based on the Act relating to industry safety and emergency preparedness, a temporary emergency fuel supply organisation will be established in which the Ministry of Petroleum and Energy, the Ministry of Transport and Communications, the Ministry of Defence and the Directorate for Civil Protection and Emergency Planning will participate, as well as representatives from the fuel industry. The organisation will be able to coordinate and take action to improve the fuel supply and assist in the operationalisation of priority supplies. The organisation will have an advisory role and may be ascribed operational functions, but has no decision-making authority. Work is in progress to develop the regulations related to emergency fuel supply preparedness.

### **The Power Supply Preparedness Organisation**

The Norwegian Water Resources and Energy Directorate (NVE) is responsible for coordinating the emergency planning and will lead Norway's power supply during an emergency and in war. A national organisation—the Power Supply Preparedness Organisation (KBO)—has been established for this purpose and is composed of NVE and entities that own or operate facilities that have significant importance for operation, restoring or security for production, conversion, transmission, sales or distribution of electrical energy or district heating.

KBO will be able to solve the tasks in peacetime in case of damage to a power plant as a result of natural factors, technical failure, terrorist acts or sabotage as well as in connection with rationing under the Energy Act. When KBO takes over responsibility for Norway's power supply during war preparedness, all power supply units are obliged to comply with directives from the supreme authority in KBO, without this involving change in the companies' ownership or responsibilities.<sup>109</sup>

### *The Ministry of Finance*

#### **The Contingency Committee for Financial Infrastructure**

The Contingency Committee for Financial Infrastructure (BFI) was established following a decision adopted by the Executive Board of Norway's central bank on 11 October 2000. The Committee is composed of representatives of government agencies and key players in the financial sector. The Financial Supervisory Authority of Norway attends to the management and Secretariat for BFI.<sup>110</sup>

BFI coordinates the measures to prevent and resolve crisis situations and other situations that may result in major disruptions in the financial infrastructure. In a crisis situation, the Committee notifies and informs the affected parties and the authorities about the problems that have occurred, the consequences the problems may have and what measures will be taken to solve the problems. Moreover, BFI will carry out the required coordination of emergency matters within the financial sector, including coordinating preparation and implementation of the notification plans and emergency measures in security-policy crises and war. The Forum has operational functions, but no decision-making authority.

### *The Ministry of Foreign Affairs*

#### **Coordinating groups in the Proliferation Security Initiative**

The Proliferation Security Initiative (PSI) is a global effort to prevent the trafficking of weapons of mass destruction. Norway endorses this initiative. An inter-ministerial contact group has been established at national level to ensure coherent input to the discussions and assistance with exercises, clarification in relation to national and international laws, as well as any effort to prevent attempts of proliferation. The contact group is headed by the Ministry of Foreign Affairs. Particularly relevant ministries involved are the Ministry of Defence, the Ministry of Justice and Public Security, the Ministry of Transport, the Ministry of Industry and Fisheries and the Ministry of Finance. The contact group may be mobilised during incidents to assist with the coordination. The Forum has no decision-making authority, but has operational functions in proliferation issues that affect Norway.

A group has been established for non-proliferation requests under the leadership of the Ministry of Foreign Affairs legal department. This group may also be mobilised when needed.<sup>111</sup>

#### **The Advisory Committee on Nuclear Matters**

The Committee was established to support implementation of the Government's action plan on nuclear safety. The first action plan was introduced in 1995, and the mandate has been extended several times. The objective of the action plan is to reduce the risk of serious accidents and radioactive contamination as well as prevent radioactive and fissile material going astray. The geographical concerned area is primarily North West Russia. The Ministry of Foreign Affairs heads the work and is responsible for developing strategies and priorities within the framework of the action plan. To ensure a broad foundation, all relevant issues are discussed by an advisory Board. Cooperation on nuclear security with Russia is financed through earmarked funds from the budget of the Ministry of Foreign Affairs, which are used in implementation of bi-and multilateral projects in Russia.

The Ministry of Defence, the Ministry of Health and Care Services, the Ministry of Climate and Environment and the Ministry of Industry and Fisheries as well as the Institute of Energy Technology, the Norwegian Radiation Protection Authority and the Defence Research Institute participate in the committee. The Forum has no decision-making authority or operational functions.





## 8. CIVIL-MILITARY COOPERATION IN AN INTERNATIONAL CONTEXT

### 8.1 Civil-military cooperation in the United Nations, NATO, EU and OSCE

Norway has a long tradition of civil-military cooperation nationally. In recent years, Norway has also participated in international operations by providing a significant military and civil contribution. It is an important objective to have a comprehensive approach to the overall civil and military instruments used in the contributions outside of Norway. Norwegian participation in various operations outside Norway requires good dialogue, training, and coordination between involved civil contributors, and between civilian and military parties in the operations

area. The best possible coordination, distribution of responsibilities and understanding of roles in the planning phase and during the actual operation is essential. Where appropriate, such coordination can be ensured on the basis of the arrangements and mechanisms established to ensure civil-military cooperation nationally.<sup>112</sup>

Through participation in international peacekeeping and stabilisation operations, Norwegian personnel (and other support) will be subjected to the multinational command and coordination mechanisms. Command of the Norwegian Armed Forces' units will generally be transferred to the international organisation (the United



Nations, NATO or EU) heading the operation. Norwegian civil support will usually be coordinated by the host country, possibly with the support of relevant international organisations, as a rule, the United Nations. The purpose is to see the Norwegian military and civilian contributions in a larger context so that they best complement each other and create synergy with other nations' contributions as well as being coordinated with the host country's needs. As a rule, this means that it will be less relevant to have direct coordination between the Norwegian civilian and military contributions, as coordination between the various countries' individual contributions takes place between the international organisations involved, and the host country. In many of today's conflicts, the humanitarian efforts take place side by side with the peacekeeping and reconciliation efforts, development assistance, international police efforts and military operations.

The various international organisations define civil-military cooperation a little differently. This chapter provides an overview of the basic principles and the most commonly used definitions in the United Nations, NATO, the EU and OSCE. This is followed by a description of the Norwegian civilian crisis-management resources that can be used in crisis management outside of Norway.

Civil-military cooperation that will be a natural and important part in dealing with a situation, where the NATO Treaty's article 5-situations (collective defence) applies, is not specifically referred to further. Military resources and personnel to operations outside Norway are mobilised as needed, and are therefore also not discussed further. In an article 5-situation, in principle, all of NATO's total crisis management resources would be applicable.

### **United Nations**

The United Nations (UN) is an international inter-governmental organisation established in 1945 to ensure world-peace. The main task is to resolve conflicts within and between states, and contribute to social and economic development in order to promote a better standard of living for the world's population.

The UN currently has 192 member countries, all of which have one vote in the United Nations General Assembly. Issues concerning peace and security, including the use of force, are dealt with by the Security Council. The Security Council decides whether or not the UN will implement peace operations and the size and mandate of these.

The Security Council consists of 15 members, where the United States, France, China, Russia and the United Kingdom are permanent members. The permanent members have veto power and can therefore block proposed decisions. The other countries are rolling members for two years and members are represented in turn from different continents. A number of specialised organisations and other special agencies are included under the United Nations umbrella. These include the United Nations Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR), the United Nations High Commissioner for Human Rights (OHCHR) and the World Food Programme (WFP).

The United Nations has, with active Norwegian support, further developed its concept of multidimensional and integrated peacekeeping operations (Integrated Missions), based on integration of the political, military, humanitarian and developmental instruments.<sup>113</sup>

The UN as an organisation is particularly well suited to run the integrated peacekeeping operations, as the UN system covers the full spectrum of necessary instruments-including development aid and humanitarian assistance as well as military and police resources. The United Nations has experience in collaborating closely over time with the host country and the local population.

The UN currently heads two types of operations in order to help prevent conflicts and preserve peace: political missions and peacekeeping operations. The political missions are led by the United Nations Department of Political Affairs (DPA). UN peacekeeping operations are led by the UN Department of Peacekeeping Operations (DPKO). Both types of operations receive support with practical facilitation from the Department of Field Support (DFS). An important difference between the two is that the peacekeeping operations usually have military forces and a substantial police component. Political missions will, however, be able to have military and police personnel in the liaison functions. DPKO's principles and guidelines are embodied in the United Nations Peacekeeping Operations Principles and Guidelines ("Capstone Document") from 2008.<sup>114</sup>

**«An integrated mission is one in which there is a shared vision among all United Nations actors as to the strategic objectives of the United Nations presence at the country-level. This strategy should reflect a shared understanding of the operating environment and agreement on how to maximize the effectiveness, efficiency, and impact of the United Nations overall response. »**

The UN Secretary General will, in line with the concept of sending a special representative (SRSG), who is not only the civilian commander of the military part of the peacekeeping operation, but who also leads a staff that has the responsibility to coordinate and target the civilian reconstruction. An example of such an integrated operation is the major UN operation in the Congo, MONUSCO.<sup>115</sup> A note from the Secretary-General about integrated operations establishes the concept as a guiding principle for future peacekeeping operations.<sup>116</sup>

The central guidelines for military support in humanitarian crises are the "Guidelines on the Use of Foreign Military and Defence Assets in Disaster Relief" (the Oslo Guidelines) for use in natural disasters and the "Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies". These guidelines are managed by the UN Office for the Coordination of Humanitarian Affairs (OCHA).

The Inter-Agency Standing Committee's (IASCs) "United Nations Humanitarian Civil-Military Coordination (UN-CMCoord) Concept" is also important. Common to the guidelines is establishment of humanitarian principles, the recognition of the UN's general coordinating role as well as the use of military contributions in humanitarian crises mainly when there are no corresponding civilian resources available.<sup>117</sup>

There is an important distinction between development aid and humanitarian assistance. The purpose of development aid is intended to assist the recipient countries' social and economic development, while humanitarian assistance is intended to save lives, mitigate human suffering and maintain and protect people's integrity during and in the aftermath of crises and disasters. Humanitarian assistance is based on the principles of humanity,

neutrality, impartiality and independence, in both conflicts and natural disasters.<sup>118</sup> Based on the humanitarian principles, there must be a clear distinction between the humanitarian and the military's roles and purposes in a conflict area.

### NATO

The North Atlantic Treaty Organization (NATO) is a security-policy consultative body and the defence alliance that builds on the North Atlantic Treaty of 1949. The core of the alliance is article 5 of the treaty, which states that an armed attack on one ally shall be considered an attack on all allies. NATO shall safeguard fundamental values related to democracy, individual liberty and the rule of law.

NATO's most important task is to ensure peace and stability in the North Atlantic area. This is done through close military and political cooperation between the allies. NATO is also engaged in international peacekeeping operations.

Crisis-management is one of NATO's three core tasks, the others are collective defence and security through cooperation. In a NATO context, a crisis-management operation is a military operation that is not derived from article 5, i.e. operations that are not defined as collective defence following an attack or aggression against one or more of the Alliance's members. Such crisis-management operations may be peacekeeping and enforcement operations, but also conflict prevention, reconciliation and peace-building operations, as well as humanitarian operations (such as after natural disasters). Crisis-management involves using various means to deal with the crisis. The way in which the crises are handled will depend on their nature, scope and severity. It will be possible to prevent some crises through diplomacy or other means, while other crises require more robust methods, such as military intervention.

NATO's strategic concept from 2010<sup>119</sup> states that it in order to ensure efficient crisis-management, political and civil as well as military capabilities should be included. Such a comprehensive approach requires that the allies collaborate and coordinate their efforts. NATO places increasing emphasis on strengthening cooperation with international and regional organisations, such as the United Nations, the European Union and the African Union (AU), non-governmental organisations, local authorities and the Alliance's partner countries.

The concept of CIMIC (Civil-Military Co-operation) is used in NATO about coordination and collaboration between military forces and civilian agencies, including the population in the operations area, local authorities, international and national organisations and agencies, and NGOs, in order to support the military mission.<sup>120</sup> In NATO operations it is necessary to distinguish between civil support to military forces, where the purpose is to support the military operation (CIMIC)<sup>121</sup> and civil-military cooperation at strategic level where the military operation is a means on a par with civilian capabilities ("Comprehensive Approach"). CIMIC will contribute so that the military goal of each NATO operation is achieved, while the purpose of the "Comprehensive Approach" is to ensure that NATO's contribution in international crisis management is coordinated with other actors' contributions in such a way that the international community's overall efforts have the greatest possible effect. The term "Integrated Mission" is used within the UN system.

The work of the civil emergency planning in NATO is concentrated on the protection of, and support to, own population in crises, disasters and conflict. The work, which shall facilitate so that civil authorities of member and partner countries can assist one another in planning for these situations and dealing with the consequences, focuses on five main tasks:

- Civil support to the Alliance's article 5-operations (collective defence).
- Civil support to crisis-management operations.
- Support to national authorities in disasters and crisis management.
- Support to national authorities in protection of the civilian population against the consequences of chemical, biological, radiological and nuclear (CBRN) attacks.
- Cooperation with partner countries on civil emergency planning and disaster management.

Within these five areas there are a number of activities led by the Civil Emergency Planning Committee (CEPC). CEPC reports to NATO's permanent council (North Atlantic Council, NAC). Under CEPC there are four expert committees where relevant competent authorities are represented:

- Civil Protection
- Transport (civil aviation, ocean shipping and inland surface)
- Public Health, Food and Water
- Industrial resources and communications.



The expert committees are made up of national representatives and of own appointed experts from the member states. The Ministry of Justice and Public Security is represented at the CEPC meetings, and with the support of the Directorate for Civil Protection and Emergency Planning and the Norwegian delegation to NATO has follow-up responsibility for the Norwegian activities. Other ministries and directorates are represented of the expert committees. There are also a number of ad hoc committees that are established to support the work in the expert committees.

CEPC has established a crisis response pool in order to be able to contribute expertise to military operations or civilian authorities in a country. The Euro-Atlantic Disaster Response Coordination Center (EADRCC) shall ensure coordinated civil efforts from allies, as well as from NATO partners, during natural disasters or other adverse events. The Coordination Centre is located in NATO's headquarters in Belgium. The Directorate for Civil Defence and Emergency Planning is the national point of contact for the EADRCC.

## EU

The European Union (EU) has its origins in the European Coal and Steel Union from 1952. After the Maastricht Treaty came into force in 1993, the EU has a common foreign and security policy. In 1999, the members states decided to form part of a joint military cooperation and since 2003, the EU has a common security strategy.

The EU has a wide range of tools available for crisis management: diplomatic, political, economic, military, development-oriented, etc. The EU assists in international peace operations around the world. The European Union has particularly contributed to police operations (e.g., EULEX) and establishment of the judicial system. The EU is also a member of a number of international organisations, such as the World Trade Organisation.

The European Security Strategy from 2003 underlines the need to bring together the various instruments and capabilities the EU has and also the importance of strengthening cooperation with other countries and organisations.<sup>122</sup> This focus has been even more prominent in recent years. A comprehensive approach, i.e. coordination of all the EU's capabilities through the EU's involvement in crisis-stricken regions, is a key topic of the EU's common security

and defence policy (CSDP), which is part of the EU's common foreign and security policy (CFSP). The EU's revised crisis-management concept from 2013 includes procedures for ongoing consultations between the EU's various institutions (primarily between the European External Action Service (EEAS) and the relevant directorate-general of the Commission) in the preparations for a crisis-management operation.

The EU's activities within crisis management and peacekeeping operations today take place partly in cooperation with other organisations, such as NATO and the United Nations and partly in the form of autonomous EU operations. The biggest development is taking place within autonomous operations including in the southern Caucasus, Africa and Asia.

The European Union has also prepared a "Comprehensive Planning" concept, inspired by UN planning within integrated missions.<sup>123</sup> The purpose of the planning concept is to involve all parties at an early stage, to ensure the best possible civil-military cooperation through all phases of an operation.

## Civil protection work in the EU

The EU is a key player for close practical and operational cooperation in the field of civil protection and emergency planning. Concrete results of this include joint exercises, education, facilitating information sharing and up-to-date situational pictures during major adverse events, support for the cost of air transportation and the mechanisms for requesting assistance from the other countries' emergency resources. Norway has participated in the EU's coordination mechanism since 2002. When required, Norway can take advantage of these resources.

Social security work in the EU is rooted in the Lisbon Treaty and operationalised through the work of the European Union Civil Protection Mechanism in which Norway is participating through the EEA Agreement. DSB is Norway's point of contact for the coordination mechanism. A key element of the mechanism is a volunteer reserve of national capacities on a higher alert, which gives the member states greater access to each other's resources. A new Response and Coordination Centre (ERCC) with round the clock staffing has provided greater capacity and a significant upgrade of functions and services. Emphasis is placed on close cooperation between the EU's Directorate-

General for Civil Emergency and Humanitarian Aid, the Directorate General of Internal Affairs (DG Home), the EU Military Staff and the European External Action Service (the EEAS). The mechanism also allows international organisations with the United Nations to request assistance in the same way as individual states in major international crises.

The new mechanism will also ensure greater standardisation and harmonisation (“consistency”) with EEAS in operations outside the European Union. Special emphasis is also placed on systematic information sharing with EEAS on the measures the mechanism implements on the civilian side in ongoing crisis management in an affected third country.<sup>124</sup>

The coordination mechanism will complement and support the national preparedness whether this is natural events or man-made disasters, acts of terrorism, technological, radiation or environmental accidents, including accidental marine pollution, where national resources are not adequate. In 2012, the EU completed a set of guidelines for Host Nation Support<sup>125</sup>, the purpose of which is to improve the member states’ reception system for international assistance in a crisis situation. Host nation support mainly concerns removing legal, financial and administrative barriers on border crossing by foreign personnel or equipment to, for example, Norway, as well as to facilitate so that the assistance is rapidly mobilised into a coordinated effort with national resources. Norway has developed a national guide for the host nation support<sup>126</sup> which is in line with the EU guidelines. The guide is generic and functions as a supplement to the Norwegian sector authorities’ own emergency plans. It shows step-by-step how an authority can request, receive, support and conclude international assistance in a crisis situation. Norway also participates in Nordic cooperation on host nation support.

### **Organisation for Security and Cooperation in Europe**

The OSCE is the largest regional security organisation in the world with 57 participating countries from Europe, the Caucasus, Central Asia and North America. OSCE works with conflict prevention through early warning, conflict management when this has arisen and assistance with post-conflict reconstruction, among other things.

OSCE has a broad approach to security that includes military-policy instruments, including arms control and confidence-building measures, preventive diplomacy,

establishment of common standards for human rights and democracy/options as well as economic and environmental questions. OSCE is also a field organisation with more than 2,000 employees spread over 16 operations in south-eastern Europe, eastern Europe, the Caucasus and Central Asia. OSCE is particularly recognised for its standards related to implementation and observation of elections in the participating countries.<sup>127</sup>

## **8.2 Bi- and multilateral cooperation**

In addition to the civil-military cooperation that takes place within the framework of international organisations, Norway also has several bi- and multilateral agreements on civil-military cooperation. There are also regular civilian-military exercise activities within this partnership. The examples below are not exhaustive.

### **Nordic civil-military cooperation**

There is extensive civilian-military cooperation within the framework of Nordic cooperation. In 2009, the Nordic countries signed a declaration regarding emergency cooperation, the so-called “Haga Declaration”.<sup>128</sup> The main aim of this cooperation is to strengthen the Nordic nations’ ability to prevent and mitigate the consequences of major accidents, natural and man-made disasters as well as other peace-time emergencies through joint projects and areas of focus. In 2009, on assignment from the Nordic governments, Thorvald Stoltenberg prepared a report with 13 proposals on how Nordic cooperation in security and defence policy could be strengthened. The Nordic Ministers of Foreign Affairs agreed on a common, Nordic solidarity statement in 2011. This is reproduced below.

The Haga II Declaration was adopted in June 2013 at a meeting between the Nordic ministers with responsibility for civil protection and emergency planning. The declaration was the result of a need to create a more comprehensive political commitment in the form of an updated and more ambitious Haga Declaration. The revised statement has a robust Nordic region as a comprehensive objective through, among other things, prevention, management, and recovery after serious incidents. In the cooperation on civil protection and preparedness, the goal is to achieve a Nordic region without borders to avoid bureaucratic and practical barriers across the borders.

**Nordic solidarity statement<sup>129</sup>**

"The ministers emphasise the strong community of values between Denmark, Finland, Iceland, Norway and Sweden. Efforts to promote democracy, international law and respect for human rights, gender equality and sustainable development are integral parts of the foreign policy of the Nordic countries. On the basis of common interests and geographical proximity, it is natural for the Nordic countries to cooperate in meeting the foreign and security policy challenges in the spirit of solidarity. In connection with this, the ministers discussed potential dangers, such as natural or man-made disasters, cyber-attacks and terrorist attacks. Should one of the Nordic countries be affected, if requested, the other countries will assist with relevant resources. Increased Nordic cooperation will be in line with every Nordic country's security and defence policy and complements existing European and Euro-Atlantic cooperation."

***Rescue service's international activities***

Bi- and multilateral sea and air rescue agreements have been made with the most relevant countries, including a sea rescue agreement with Russia on rescue cooperation in the Barents Sea.

Each year, the Rescue Coordination Centre is involved in hundreds of rescue operations in international waters.

The Nordic Rescue Service Agreement is an agreement between Denmark, Finland, Norway and Sweden on cooperation over territorial borders in the event of accidents to prevent or limit damage to people, property or the environment. If there is an accident or imminent risk of an accident, each country undertakes to provide the necessary assistance in accordance with their possibilities and provisions of the agreement.<sup>130</sup>

The search and rescue agreement between the eight Arctic States (Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the United States) from

2011 ("Agreement on cooperation on aeronautical and maritime search and rescue in the Arctic") defines the countries' areas of responsibility and various cooperation mechanisms.

A number of multinational exercises are held involving rescue cooperation. Among other things, the Barents Rescue exercise is held every two years, with the participation of Norway, Finland, Sweden and Russia. Responsibility for executing of this rotates between the four countries. The purpose is to practise communication and cooperation, notification procedures and availability of rescue resources.

### **8.3 National deployable resources for civil crisis-management abroad**

For crises that occur outside of Norway, it may be appropriate to send Norwegian personnel and material to assist.

#### **Norwegian Emergency Preparedness Systems (NOREPS)**

Norwegian Emergency Preparedness Systems (NOREPS) is a partnership between the Ministry of Foreign Affairs (UD), the Directorate for Civil Protection and Emergency Planning (DSB), Norwegian humanitarian organisations and Norwegian producers of disaster relief materials. NOREPS contributes personnel and pre-stored disaster relief materials in international humanitarian crises. NOREPS consists of Norwegian Capacity (NORCAP) (see the review under the Refugee Council) as well as Norwegian Support Team "(NST)" (see the review under DSB's operational international activities)<sup>131</sup>

#### **Government resources**

##### **The Crisis Response Pool**

In 2004, the Ministry of Justice and Public Security established a contingency group referred to as "crisis response pool" that is sent on international civilian crisis-management missions for international organisations, such as the United Nations, the European Union or OSCE, or in accordance with bilateral agreements. The Group's members are recruited for two years. The crisis response pool includes around 100 people, including judges, prosecutors, military lawyers, lawyers, police lawyers and personnel from the prison and probation service. The assignments include advice on and assistance with the development of independent courts,

assistance with organisational development as part of development of the rule of law and democracy, advice on and assistance with education in international human rights, advice on the use of international human rights instruments at all levels of the criminal justice chain and participation, under certain conditions, in the judicial service.

The initiative is administered and coordinated by the Ministry of Justice and Public Security. The assignments are funded by the Ministry of Foreign Affairs. The length of the assignments may vary from 6 months and up. Participants will usually be deployed in teams as part of a larger program.

##### **The Norwegian Armed Forces**

In many cases, the Norwegian Armed Forces will be able to provide assistance to relief efforts abroad. Request for assistance from the armed forces will be assessed in each situation. In principle, all the Norwegian Armed Forces' capabilities could assist in international civil relief efforts, while individual capacities stand out as particularly relevant. Air and sea transport, field hospitals and medical resources may be relevant deployable capabilities. The support of the Norwegian Armed Force in connection with air transport and medical air evacuation is discussed further in Chapter 6.8.

##### **DSB's international operations**

DSB has two main concepts for international operations, both developed through the Civil Defence within an "International Humanitarian Partnership", which is an informal union of government emergency organisations in Northern Europe.

The Norwegian Support Team (NST) is made up of eight to ten people recruited from the Civil Defence, the fire service, health services, etc., who within 24 to 48 hours may be deployed with equipment for a complete camp, where UN aid workers and others can live while performing field work in a humanitarian disaster. NST offers support services in catering, accommodation, transport, communications and office and health services, and is administered by DSB. The purpose is to enable aid workers to concentrate fully on their direct aid to disaster victims.

Norwegian UNDAC Support (NUS) is DSB's other operational international concept. NUS mainly provides specialised support services within telecommunications



and IT to the UN team for Disaster Assessment and Coordination (UNDAC). NUS has participated in humanitarian missions to a number of places in Africa, Central America and Asia.<sup>132</sup>

Moreover, DSB has been delegated management of the UNDAC<sup>133</sup> -system (United Nations Disaster Assessment and Coordination), –the UN rapid response team during disasters. In major events, UNDAC assists the UN and local governments in the disaster-stricken country by determining the need for assistance as well as coordination of incoming relief efforts.

#### **Civilian police in international peacekeeping operations**

Norwegian police personnel can participate in operations led by the UN, the EU and OSCE. Norwegian police participation in international peacekeeping and peace-building operations is a significant contribution to assistance with reconstruction and the establishment of modern and democratic social systems in conflict-ridden countries. Such participation is an important part of the comprehensive approach to international operations, and can be critical to solving complex, armed conflicts. At the same time, the objective of integrated operations is achieved. CIVPOL is the international name for civilian police who participate in international peacekeeping operations. It has been decided that up to one per cent of the Norwegian police force may be allocated for use in service abroad.

The United Nations Interregional Crime and Justice Research Institute (UNICRI) is a UN organisation that works in the field of prevention, security and criminal justice. The organisation works to prevent corruption, terrorism, organised crime and human trafficking. Norway contributes knowledge and expertise.<sup>134</sup>

#### **The health sector's international operations**

The Nordic public health preparedness agreement of June 2002 aims to facilitate cooperation between the Nordic countries to prepare and develop public health preparedness to deal with crises and disasters, including natural disasters and events (accidents and terrorist acts) involving, among other things, radiation, biological and chemical agents. The agreement applies to cooperation on preparation of preparedness measures and assistance when a country is hit by an emergency or disaster. The agreement is in addition to, and supplements the Nordic rescue service agreement.

Procedures for the establishment and deployment of a health team to provide assistance in crises abroad were established on 4 July 2008, as part of the follow-up of Report to the Storting No. 37 (2004-2005) The Tsunami disaster in South Asia and central crisis management. The procedures deal with the civil-military cooperation as well as the roles and responsibilities of the parties involved when it comes to preparation, establishment and deployment of a health team for crises abroad. When required, the



procedures may be used to establish and deploy a health team as a reinforcement resource for crises in Norway. Procedures have also been developed for cooperation between Nordic countries when the crisis occurs in the Nordic region. This procedure supplements the procedure for cooperation in crises that occur outside the Nordic region. The procedure was used during the ash cloud crisis in 2011.

### **Major, non-governmental organisations ' international operations**

#### **The Norwegian Red Cross**

The Norwegian Red Cross is a preparedness organisation, which in peacetime provides assistance to exposed and vulnerable groups in society, both in and outside Norway. The Norwegian Red Cross is based on voluntary membership, and has activities in the search, rescue and care work. The Norwegian Red Cross emergency service can mobilise at short notice personnel, first aid equipment and rescue material for a situation in Norway. The emergency service has a varied selection of own vehicles, such as team vehicles, ambulances, boats and snowmobiles at its disposal. The Norwegian Red Cross provides care services to people who need psychosocial support or other kinds of support following unexpected events, crises or disasters. In war situations, the organisation will provide protection and assistance to people who are victims of armed conflict. The Norwegian Red Cross is a branch of the Red Cross and Red Crescent movement. The majority of the international work of the Norwegian Red Cross is concentrated on relief efforts, both in war and conflict situations and following natural disasters.

In 1907, the Norwegian Red Cross was authorised by the Ministry of Defence as a voluntary aid association for the military medical corps in the event of war. On 21 August 2009, the Norwegian Red Cross was also recognised by the King in Council as a humanitarian support player in peacetime for the Norwegian authorities.

#### **Norwegian Refugee Council**

The Norwegian Refugee Council works closely with the United Nations and other relief organisations. A large percentage of the staff come from the countries they work in. NRC has specialised in helping refugees and people who have been forced to flee their own homes, but who remain in their own country, so-called internally displaced persons.

NORCAP manages NRC, and is an emergency force of about 600 qualified people who can travel at 72 hours' notice to humanitarian operations anywhere in the world. The emergency force is made up of mechanics, teachers, doctors, lawyers, business leaders, telecom technicians and other specialists.

#### **The Save the Children Fund (Redd Barna)**

"Redd Barna" is a Norwegian branch of the International Save the Children Fund, which has projects in over 120 countries and a common, global strategy. Redd Barna's work is based on the UN Convention on the rights of the child. They fight against the violation of children's human rights and working to strengthen communities.

#### **Norwegian People's Aid**

Norwegian People's Aid is a member-controlled organisation with about 12,500 members organised in local teams all over Norway. First aid, mountain rescue and disaster preparedness are a key part of the teams' activities. Other priority areas are operation of refugee reception centres and antiracist work.

Internationally, Norwegian People's Aid has projects in more than 30 countries and works through local partners and local authorities. Norwegian People's Aid is one of the world's leading organisations in humanitarian mine clearance.

#### **Norwegian Church Aid**

Norwegian Church Aid provides emergency relief in disasters, carries out long-term development work and works to remove the root causes of poverty. In disaster situations, the Norwegian Church Aid's emergency section plays an important role, as the unit specialises in water and sanitation, and the personnel can be deployed immediately in an emergency situation. The organisation also has an emergency team of around 100 people who can help rapidly deploy extra resources when the needs are greatest.

## FOOTNOTES

1. The Defence Commission of 1946, part 1, p. 64
2. cf. respectively. Recommendation to the Storting no. 234 (2003-2004) and Recommendation to the Storting no. 49 (2004-2005)
3. cf. Chapter 5.5
4. See chap. 3.3 on the concepts of armed conflict and war
5. Total defence concept. History, present and future challenges, p. 21. Published by the Directorate for Civil Protection and Emergency Planning and the Norwegian High Command in February 1998.
6. Total defence concept. History, present and future challenges, p. 24. Published by the Directorate for Civil Protection and Emergency Planning and the Norwegian High Command in February 1998.
7. Official Norwegian Report (NOU) 2000: 24. A vulnerable society. Challenges for security and emergency preparedness work in the community.
8. cf. Recommendation to the Storting no. 318 (2007-2008) to Proposition to the Storting no. 48 (2007-2008) A defence for the protection of Norway's security, interests and values.
9. Official Norwegian Report (NOU) 2006:6 When security is most important
10. Report to the Storting no. 37 (2004-2005) Tsunami disaster in South Asia and central crisis management
11. Proposition to the Storting no. 48 (2007-2008) A defence for protection of Norway's security, interests and values
12. Official Norwegian Report (NOU) 2012: 14 Report from the 22 July Commission
13. Proposition to the Storting no. 73 (2011-2012) A defence of our time
14. Report to the Storting no. 29 (2011-2012) Civil protection
15. Report to the Storting no. 21 (2012-2013) Terrorism preparedness
16. Proposition to the Storting no. 73 (2011-2012) A defence of our time, p. 21
17. Proposition to the Storting no. 48 (2007-2008) A defence for protection of Norway's security, interests and values, for example page 24; Recommendation to the Storting no. 318 (2007-2008), page 39.
18. Report to the Storting no. 29 (2011-2012), Civil protection, page 39.
19. Report to the Storting no. 22 (2007-2008), Civil protection-cooperation and coordination, page 10, see also Report to the Storting no. 17 (2001-2002) Civil Protection-the way to a less vulnerable society, pages 8-9 and Report to the Storting no. 39 (2003-2004) Civil protection and civil-military cooperation, page 6.
20. Royal Decree of 15 June 2012 Instructions for the ministries working with civil protection and emergency planning, the Ministry of Justice's coordination role, the supervisory function and central crisis management
21. Ibid
22. Royal Decree of 22 March 2013 relating to the transfer of the responsibility for coordinating preventive ICT security from the Ministry of Government Administration, Reform and Church Affairs to the Ministry of Justice and Public Security.
23. Royal Decree of 23 August 2013 relating to delegation of the King's authority under section 16 (2) of the Radiation Protection Act to the Crisis Committee for Nuclear Preparedness.
24. Royal Decree of 4 July 1980 relating to the organisational plan for the Rescue Service in Norway, Official Norwegian Report (NOU)2001:31 When an accident has occurred (especially p. 22-23) as well as Report to the Storting no. 22 (2007-2008) Civil protection-cooperation and coordination, Chapter 6.
25. Royal Decree of 22 March 2013 relating to the transfer of the responsibility for coordinating preventive ICT security from the Ministry of Government Administration, Reform and Church Affairs to the Ministry of Justice and Public Security.
26. Royal Decree of 24 June 2005 relating to the Instructions for the Directorate for Civil Protection and Emergency Planning's coordinating roles.
27. Report to the Storting no. 29 (2011-2012) Civil protection, p. 49.
28. Act no. 45 of 25 June 2010: relating to municipal emergency preparedness, civil protection measures and the Civil Defence (the Civil Protection Act).
29. Royal Decree of 18 April 2008 relating to instructions for the civil protection and preparedness work for the County Governors and the Governor of Svalbard. Royal Decree of 12 December 1997 on the establishment of guidelines for regional coordination responsibility for crises and disasters in peacetime. Royal Decree of 23 August 2013 relating to delegation of the King's authority under Section 16 (2) of the Radiation Protection Act to the Crisis Committee for Nuclear Preparedness.
30. Royal Decree of 18 April 2008 relating to instructions for the civil protection and preparedness work for the County Governors and the Governor of Svalbard.
31. Royal Decree of 12 December 1997 on the establishment of guidelines for regional coordination responsibility for crises and disasters in peacetime.
32. Royal Decree of 18 April 2008 relating to instructions for the civil protection and preparedness work for the County Governors and the Governor of Svalbard.
33. Royal Decree of 23 August 2013 Mandate for and composition of the Committee for Nuclear Preparedness with advisors, as well as the mandate for the County Governors

34. Act no. 20 of 14 June 2002 relating to protection against fire, explosion and accidents involving hazardous substances and the fire service's rescue tasks (the Fire and Explosion Act).
35. Act no. 56 of 23 June 2000 relating to health and social preparedness (the Health and Social Preparedness Act).
36. Act no. 27 of 8 May 2009 relating to planning and the processing of building applications (the Planning and Building Act)  
Act no. 45 of 25 June 2010 relating to municipal emergency preparedness, civil protection measures and the Civil Defence (the Civil Protection Act).  
Regulations of 22 August 2011 relating to municipal emergency preparedness.
37. cf. the Royal Decree of 15 June 2012 about instructions for ministries working with the civil protection and emergency planning, the Ministry of Justice and Public Security's coordination role, supervisory function and central crisis-management, chap. V.
38. Guidelines for logistics in the defence sector of 30 March 2010, p. 22.
39. Directive for build-up of manpower (the SOS-directive) 18. December 2012, section 6.2.
40. Principles for civilian logistical support to the Norwegian Armed Forces published by the Ministry of Justice and the Police on 23 July 1998.
41. Proposition to the Storting no. 48 (2007-2008) A defence for protection of Norway's security, interests and values, p. 141-142
42. Technological areas of cooperation: 1) command, control, information, decision-support and combat systems, 2) system integration, 3) missile technology, with particular emphasis on the use of topographically demanding and coastal areas, and associated sensors and fire wire systems, 4) underwater sensors and autonomous underwater systems, 5) ammunition, aiming devices, remote-controlled weapon stations, rocket engine technology and military explosives, 6) material technology specially developed and/or processed for military purposes and 7) lifetime support for military air and sea vessels. (Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 139)
43. Ibid, p. 139
44. Proposition to the Odelsting no. 80 (2005-2006) Act relating to emergency storage of petroleum products.
45. Proposition to the Storting no. 1 (2012-2013) for Ministry of Oil and Energy, chapt. 6.
46. cf. Report to the Storting no. 15 (2011-2012) How to live with the risk of floods and landslides, p. 24.
47. The regulations of 1 January 2013 relating to preventive security and emergency preparedness in the energy supply.
48. Zoonoses are diseases that can be transmitted between animals and humans. The diseases are caused by various types of pathogens such as viruses, bacteria, fungi, parasites and prions.
49. Press release from the Financial Supervisory Authority of Norway on 1 June 2010: "The Financial Supervisory Authority of Norway will take over the management of and the Secretariat for Emergency Council for Financial Infrastructure."
50. Regulation no. 4154 of 6 October 1989 relating to operations in the Norwegian Broadcasting Corporation during emergency preparedness and in the war.
51. Act no. 13 of 3 May 2002 relating to the Foreign Service and the Foreign Affairs Instructions of 13 December 2003.
52. Report to the Storting no. 37 (2004-2005) Tsunami disaster in South Asia and central crisis-management and Report to the Storting no. 12 (2010-2011) Assistance to Norwegians abroad
53. Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 12
54. Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 14
55. Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 14-15
56. See for example Report to the Storting no. 21 (2012-2013) Terror preparedness, p. 117.
57. Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 7-8.
58. This does not apply to intelligence operations, where the lines of command extend from the Defence Chief to the Head of the Norwegian Intelligence Service.
59. See for example Report to the Storting no. 21 (2012-2013) Terror preparedness, p. 55-56
60. Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 15, p. 36 and p. 52
61. Proposition to the Storting no. 73 (2011-2012) A defence for our time, p. 15
62. Report to the Storting no. 29 (2011-2012) Civil protection, p. 94
63. Report to the Storting no. 21 (2012-2013) Terror preparedness, p. 86
64. Report to the Storting no. 29 (2011-2012) Civil protection, p. 94-99
65. Royal Decree of 22 June 2012 Instructions on the Norwegian Armed Forces' assistance to the police.
66. Royal Decree of 22 June 2012 Instructions on the Norwegian Armed Forces' assistance to the police (the Assistance Instructions)
67. Work is in progress to incorporate the Norwegian Armed Forces' assistance to the police in formal law.
68. Report to the Storting no. 29 (2011-2012) Civil Protection, p. 95



69. Report to the to the Storting no. 21 (2012-2013) Terror preparedness, p. 20
70. Proposition to the Storting no. 73 (2011-2012) A Defence for our time, 24
71. Report to the to the Storting no. 29 (2011-2012) Civil protection, p. 98
72. Royal Decree of 24 August 2012 relating to instructions on securing and protection of objects using security forces from the Norwegian Armed Forces and the police in peacetime, crisis and war
73. Royal Decree of 22 June 2012 relating to instructions on the Norwegian Armed Forces' assistance to the police
74. Act no. 28 of 17 July relating to the Home Guard
75. Report to the to the Storting no. 29 (2011-2012) Civil protection, p. 96-97
76. Report to the to the Storting no. 29 (2011-2012) Civil protection, p. 96
77. Royal Decree of 18 April 2008 relating to instructions for the civil protection and preparedness work for the County Governors and the Governor of Svalbard.
78. In this context, the cooperation principle in the rescue services is understood to be that all government agencies with resources suitable for search and rescue purposes are obliged to participate in the rescue service. The term, as it is used here, must not to be confused with the overall national principles of security and preparedness: "Responsibility, proximity, equality and cooperation."
79. Act no. 5 of 10 June 1966 relating to Customs.
80. Cooperation agreement between the Coast Guard and the Norwegian Customs and Excise of 6 June 2005.
81. Royal Decree of 31 august 2001 relating to instructions for the Norwegian Intelligence Service
82. Act no. 10 of 20 March 1998 relating to the preventive security service.
83. Regulation no. 1362 of 22 October 2010 1362 relating to object protection.
84. Act no. 42 of 13 June 1997 relating to the Coast Guard.
85. Agreement between the Health Directorate and the Norwegian Armed Forces at the Norwegian Joint Headquarters concerning mutual assistance, 7 December 2011
86. FOR 2005-08-05 no 852: Instructions for cooperation on border surveillance along the border between Norway and Russia.
87. Royal Decree of 5 August 2005 relating to instructions for cooperation on border surveillance along the border between Norway and Russia.
88. Report to the Storting no. 14 (2004-2005) On the safe side-marine safety and oil spill preparedness, p. 56, 60.
89. Overall cooperation agreement between the Norwegian Armed Forces and the Norwegian Coastal Administration of 10 May 2007.
90. The Defence Commission of 1946, part 3, p. 5.
91. cf. the Storting's rules of procedure of the 12 November 2013, section 16.
92. Report to the Storting no. 29 (2011-2012) Civil Protection, chap. 6.1.
93. cf. the Royal Decree of 15 June 2012 about instructions for ministries working with the civil protection and emergency planning, the Ministry of Justice and Public Security's coordination role, supervisory function and central crisis-management, chap. VII.
94. Ibid
95. Royal Decree of 23 August 2013 relating to the mandate and composition of the Crisis Committee for Nuclear Preparedness with advisors, as well as the mandate for the County Governors and the Royal Decree of 23 August 2013 relating to the delegation of the King's authority under section 16 (2) of the Radiation Protection Act to the Crisis Committee for Nuclear Preparedness.
96. Regulation no. 672 of 17 June 2005 relating to measures to prevent and limit the consequences of major accidents in enterprises where there are hazardous chemicals (the Major Accident Regulations).
97. Royal Decree of 18 April 2008 relating to instructions for the civil protection and preparedness work for the County Governors and the Governor of Svalbard.
98. Royal Decree of 12 December 1997 relating to establishment of guidelines for regional coordination responsibility in crises and disasters in peacetime, and the Royal Decree of 18 April 2008 relating to instructions for the civil protection and preparedness work for the County Governors and the Governor of Svalbard.
99. cf. Report to the Storting no. 35 (2008-2009) Fire Safety Prevention and the fire service's rescue tasks, section 5.4.1 Protection of public functions, cf. Recommendation to the Storting no. 153 (2009-2010), p. 3 and 5.
100. Royal Decree of 23 September 2005 relating to the establishment of the Central Total Defence Forum, with subsequent amendments.
101. Government Decree of 5 November 1999 relating to instructions for composition, tasks and activities of the Coast Guard Committee.
102. The EOS services are intelligence, surveillance and security services, and consist of the Norwegian Intelligence Service, the National Police Security Service and the National Security Authority
103. Instructions for the NORTRASHIP-management, established by the Ministry of Trade and Industry in November 2013.
104. cf. Report to the Storting no. 22 (2007-2008) Civil Protection, p. 50.
105. Mandate for the "Insurance Forum" related to statutory preparedness scheme for government war cargo insurance established by the Ministry of Trade and Industry on 25 June 2004.

106. Regulation of 14 June 2005 relating to civil transport preparedness.
107. cf. the mandate attached to Ministry of Transport and Communications' letter to the Ministry of Defence, et al, dated 11 August 2004 relating to appointment of members to the Security Council for Aviation.
108. Royal Decree of 19 November 2004 relating to the Health Preparedness Council, changes in the mandate and composition.
109. cf. Chapter 3 of the regulations of 1 January 2013 relating to preventive security and preparedness in the energy supply as well as NVE's website at [http://www.nve.no/no/Sikkerhet-og-tilsyn1/Kraftforsyningsberedskap/KBO/\(september 20, 2013\)](http://www.nve.no/no/Sikkerhet-og-tilsyn1/Kraftforsyningsberedskap/KBO/(september%20,2013)).
110. cf. the mandate for the Emergency Council for the Financial Infrastructure (BFI)
111. Report to the Storting no. 39 (2003-2004) Civil protection and civil-military cooperation, p. 42, as well as the Handbook for PSI (2010), chap. 3
112. Report to the Storting no. 22 (2007-2008) Civil Protection, p. 73-74, cf. Recommendation to the Storting no. 85 (2008-2009), p. 38
113. United Nations Peacekeeping Operations Principles and Guidelines ("Capstone Document"), 2008, pages 53-54 (<http://www.un.org/en/peacekeeping>) 21 July 2010.
114. Report to the to the Storting no. 33 (2011-2012): Norway and the United Nations: Common future, common solutions, page 36.
115. cf. United Nations Security Council resolution 1925, 28 May 2010.
116. Secretary-General's Note of Guidance on Integrated Missions, clarifying the Role, Responsibility and Authority of the Special Representative of the Secretary- General and the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordination, signed 9 February 2006.
117. Report to the Storting no. 40 (2008-2009) Norwegian humanitarian policy, box 3.9 Guidelines for humanitarian-military cooperation. The guidelines can be found here: <http://www.ochaonline.un.org/cmcs>.
118. Report to the Storting no. 40 (2008-2009) Norwegian humanitarian policy, box 3.1 Humanitarian principles.
119. Active Engagement, Modern Defence-Strategic Concept for the Defence and Security of the Members of the North Atlantic Treaty Organisation adopted by the Heads of State and Government in Lisbon, 19 Nov. 2010
120. The concept of CIMIC is defined in the Norwegian Armed Forces' joint operational doctrine page 159.
121. The term "Integrated mission" is used within the UN system. At the United Nations, there is no distinction between CIMIC and the "Comprehensive Approach", as both parts come under United Nations integrated operations where military, police and civilian resources are included.
122. The European Security Strategy (2003), p. 13
123. Joint Communication to the European Parliament and the Council. The EU's comprehensive approach to external conflicts and crises (2013/30 dated 11 December, 2013).
124. DSB's website: <http://dsb.no/no/Ansvarsomrader/Internasjonalt/EU1/EUs-samordningsmekanisme/>  
See also the European Union's website: [http://ec.europa.eu/echo/policies/disaster\\_response/mechanism\\_en.htm](http://ec.europa.eu/echo/policies/disaster_response/mechanism_en.htm).
125. The EU Host Nation Support Guidelines (Brussels, 1.6.2012, SWD 2012 169 final)
126. Guide to host nation support in Norway (Host Nation Support) "(published by the Directorate for Civil Protection and Emergency Planning in June 2014)
127. The Ministry of Foreign Affairs' website: <http://www.regjeringen.no/nb/dep/ud/tema/sikkerhetspolitikk/osse.html?id=442642> (22 July 2010) as well as the OSCE's own website: <http://www.osce.org/>.
128. Report to the to the Storting no. 29 (2011-2012) Civil protection, p. 113
129. The Government's website: [http://www.regjeringen.no/nb/dokumentarkiv/stoltenberg-ii/ud/Nyheter-og-presse-meldinger/presse-meldinger/2011/norden\\_enige.html?id=637871](http://www.regjeringen.no/nb/dokumentarkiv/stoltenberg-ii/ud/Nyheter-og-presse-meldinger/presse-meldinger/2011/norden_enige.html?id=637871) (5 April 2011).
130. Nordic rescue service agreement of 20 January 1989 is available at: <http://www.norden.org/no>
131. Report to the Storting no. 40 (2008-2009) Norwegian humanitarian policy, box 3.3 the Norwegian Emergency Planning System (NOREPS), as well as [www.noreps.no](http://www.noreps.no).
132. Report to the to the Storting no. 29 (2011-2012) Civil protection, p. 116.
133. The Directorate of Civil Protection's website: <http://www.dsb.no/no/Ansvarsomrader/Internasjonalt/FN1/UNDAC>. See also <http://www.unocha.org/what-we-do/coordination-tools/undac/overview>
134. Report to the Storting no. 22 (2007-2008) Civil Protection, p. 74







## The most important emergency ministries responsible within the total defence concept

### ***The Ministry of Defence (FD)***

- Defence of Norwegian territory
- Force production in the Armed Services
- Participation in international operations with military forces
- Support to civilian society
- Military operations and emergency planning
- Preventive security in the military sector

### ***The Ministry of Justice and Public Security (JD)***

- Coordination and supervision
- Preventive safety in the civil sector
- Fire and explosion protection
- Rescue service
- Police
- Civil defence
- Coordination of ICT security

### ***The Ministry of Industry and Fisheries (NFD)***

- Food supply
- Building and construction
- Shipping
- War cargo insurance
- Seafood safety and quality
- Fish health and welfare

### ***The Ministry of Transport and Communications (SD)***

- Roads and railways
- Aviation
- Post
- Electronic communication
- Preventive sea security
- Oil spill emergency response
- Terrorism preparedness in ports

### ***The Ministry of Health and Care Services (HOD)***

- Health and social services
- Cross-sectoral coordination of emergency preparedness in nuclear events

### ***The Ministry of Petroleum and Energy (MPE)***

- Fuel supply
- Power supply
- Water resources

### ***The Ministry of Agriculture and Food (LMD)***

- Production and supply of agricultural products
- Food quality
- Safe food production
- Plant and animal health (land animals)

### ***Ministry of Local Government and Modernisation (KMD)***

- The price range
- The central administration
- Ministry of Labour and Social Affairs (ASD)
- Labour
- Security, emergency preparedness and the working environment in the petroleum sector

### ***The Ministry of Climate and Environment (KLD)***

- Advice on nuclear accidents
- Advice during acute pollution
- Geographical information
- Ministry of Finance (FIN)
- Payments system

### ***Ministry of Foreign Affairs (UD)***

- Crises abroad involving Norwegian citizens
- Civil preparedness in NATO and the EU

### ***The Ministry of Education and Research (KD)***

- Meteorological services

## Cooperative organs within the total defence concept under the ministries

### ***The Ministry of Justice and Public Security (JD)***

- The Government Coordinating Committee for Civil Protection
- Contact group for the prevention of terrorist acts
- The coordination and advisory committee for the intelligence and security services
- National platform for hazardous substances
- Coordination group for the major accident regulations
- The County Emergency Council
- The Civil Protection Committee
- The coordinating committee for preventive information security

### ***The Ministry of Defence (FD)***

- Central Total Defence Forum
- The Coast Guard Council
- The cyber-security coordination group

### ***The Ministry of Industry and Fisheries (NFD)***

- The Council for Building and Construction Preparedness
- The Food Preparedness Council
- The NORTRASHIP-management
- International Shipping Security Committee
- Insurance forum related to statutory preparedness scheme for war cargo insurance

### ***The Ministry of Transport and Communications (SD)***

- The advisory forum for civil transport preparedness
- The Aviation Security Council
- Coordinating group for airspace restrictions

### ***The Ministry of Health and Care Services (HOD)***

- Crisis Committee for Nuclear Preparedness
- The Health Preparedness Council
- The Pandemic Committee
- The civil service group for the coordination of nuclear preparedness

### ***The Ministry of Petroleum and Energy (MPE)***

- Advisory body for emergency fuel preparedness
- The Power Supply Preparedness Organisation

### ***Ministry of Finance (FIN)***

- The Contingency Committee for Financial Infrastructure

### ***Ministry of Foreign Affairs (UD)***

- Coordinating groups in the Proliferation Security Initiative
- The Advisory Committee on Nuclear Matters

## Abbreviations

ASD-	The Ministry of Labour and Social Affairs
AU-	the African Union
BFF-	Emergency system for the defence sector
BFI-	The Contingency Committee for Financial Infrastructure
BOD-	The contingency organisation for fuel supply
CBRN-	Chemical (C), Biological (B), Radiological (R) and Nuclear (N).
CBRNe-	Chemical (C), Biological (B), Radiological (R), Nuclear (N) and explosive (e)
CEPC-	Civil Emergency Planning Committee
CIMIC-	Civil-Military Cooperation
CKG-	The cyber-security coordination group
CSDP-	The Common Security and Defence Policy
CYFOR-	Cyber Defence
DFS	The UN Department of field support
DNK-	Directorate for Emergency Communication
DPA	The United Nations' political department
DPKO-	The UN Department for Peacekeeping Operations
DSB-	The Directorate for Civil Protection and Emergency Preparedness
DSS-	The ministries' security and service organisation
DSS-	The Government Coordinating Committee for Civil Protection
DUUFK-	The Extended Foreign Affairs and Defence Committee
EADRCC-	Euro-Atlantic Disaster Response Coordination Centre
EBA-	Real estate, building and construction
EDA-	The European Defence Agency
EEAS-	The European External Action Service
EOS-	Intelligence, surveillance and security (services)
ERCC-	Emergency Response Coordination Centre
EU	The European Union
THE EEA	The European Economic Area
FB-	Norwegian Defence Estates Agency
FD	The Ministry of Defence
FDIR-	The Directorate of Fisheries
FFI-	Norwegian Defence and Research Establishment
FIN-	The Ministry of Finance
FLO-	Norwegian Defence Logistics Organisation
FMGT-	The Norwegian Defence Military Geographical Service
UN-	United Nations
FOH-	Norwegian Armed Forces Joint Headquarters
FPVS-	The Norwegian Armed Forces' Personnel and Conscription Centre
FS-	The Norwegian Special Forces
FSA-	The Norwegian Defence Security Agency
FSAN-	Norwegian Defence Medical Service
FSK-	Armed Forces' Special Command
FSST-	The Armed Forces' special forces staff
FST-	Defence staff
FST/O-	Defence staff/operations unit
FUA RE-	Flexible Use of Airspace Advisory Expert Group
CFSP-	The European Union's common foreign and security policy
GSV-	The garrison of Sør-Varanger

HSE-	Health, safety and the environment
HOD-	The Ministry of Health and Care Services
HRS-	The Rescue Coordination Centre
HV-	The Home Guard
IEA-	The International Energy Agency
IMO-	International Maritime Organization
ISPS-	International Ship and Port Facility Code
JD-	The Ministry of Justice and Public Security
KBO-	The Power Supply Preparedness Organisation
KD-	The Ministry of Education and Research
KIS-	The coordinating committee for preventive information security
KLD-	The Ministry of Climate and Environment
KMD-	The Ministry of Local Government and Modernisation
KR-	The Crisis Council
KRIPOS	The National Bureau of Criminal Investigation
KRU	The coordination and advisory committee for the intelligence and security services
KSE-	The Crisis Support Unit
KU-	Crisis Committee for Nuclear Preparedness
KUD-	The Ministry of Culture
KV-	The Coast Guard
KYBAL-	Coastal preparedness and action management
KYV-	The Norwegian Coastal Administration
LMD-	The Ministry of Agriculture and Food
MET-	The Norwegian Meteorological Institute
MJK-	Marine command
MONUSCO-	The United Nations organisation stabilisation mission in the DR Congo
MSIS-	The notification system for infectious diseases
NAC-	The North Atlantic Council
NATO-	The North Atlantic Treaty Organisation
NbF-	Network-based defence
NBS-	The National Preparedness System
NCRS-	NATO Crisis Response System
NFD-	The Ministry of Industry and Fisheries
NIS-	Norwegian International Ship Registry
NOR-	Norwegian Ordinary Ship Register
NORCAP-	Norwegian Capacity
NORCERT-	Norwegian Computer Emergency Response Team
NOREPS-	Norwegian Emergency Preparedness System
NORTRASHIP-	The Norwegian Shipping and Trade Mission
NRK-	The Norwegian Broadcasting Corporation
NSB-	Norwegian State Railways
NSM-	National security authority
NST-	Norwegian Support Team
NUS-	Norwegian UNDAC Support
NVE-	The Norwegian Water Resources and Energy Directorate
OCHA-	The UN Office for the Coordination of Humanitarian Affairs
OED-	The Ministry of Petroleum and Energy
OHCHR-	The United Nations High Commissioner for Human Rights
OSCE-	Organisation for Security and Cooperation in Europe
POD-	The National Police Directorate
PSC-	Political and Security Committee



PSI-	Proliferation Security Initiative
PST-	National Police Security Service
PT-	Post and Telecommunications Authority
Ptil-	Petroleum Safety Authority Norway
RA-	Directorate for Cultural Heritage
RRA-	The Government's guest facilities
RSU-	The Government's Security Committee
SBS-	Civil Protection System
SD-	The Ministry of Transport and Communications
SK-	The Norwegian Mapping Authority
SMK-	The Prime Minister's Office
SNO-	Norwegian Nature Surveillance
SMSG-	Special Representative (The UNITED NATIONS)
TAD-	Directorate of Customs and Excise
TBO-	Transport emergency response organisation
UD-	The Ministry of Foreign Affairs
UNDAC-	The United Nations Interregional Crime and Justice Research Institute
UNDP	United Nations Development Programme
UNHCR-	The UN High Commissioner for Refugees
UNICRI-	United Nations Disaster Assessment and Coordination
URE-	Emergency unit
VDI-	Warning system for digital infrastructure
WFP-	World Food Programme





Published by: The Ministry of Defence  
Public institutions may order additional copies from:  
Norwegian Government Security and Service Organisation  
E-mail: [publikasjonsbestilling@dss.dep.no](mailto:publikasjonsbestilling@dss.dep.no)  
Internet: [www.publikasjoner.dep.no](http://www.publikasjoner.dep.no)  
Telephone: + 47 222 40 000

Publication number: S-1019 E  
ISBN: 978-82-7924-080-8  
Design/layout: Magnolia Design AS  
Print: Norwegian Government Security  
and Service Organisation 05/2016 – Impression 200

