



Norwegian Ministry of Justice
and Public Security

Instruction

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

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



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I. Objective

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

II. Scope

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

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

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

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

III. Main principles for civil protection and emergency preparedness

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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