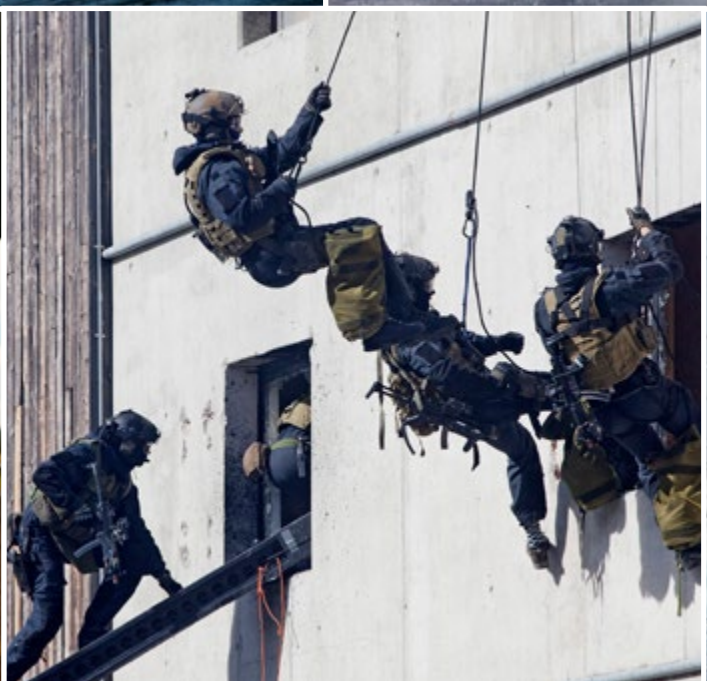
Norwegian Ministry of Defence
Norwegian Ministry of Justice and Public Security

Support and Cooperation

A description of the total defence in Norway



Support and Cooperation

A description of the total defence in Norway

Foreword

The international security situation has become ever more demanding, and necessitates a higher than ever level of civil-military cooperation to safeguard civil protection as well as public and national security. Today's threat- and risk picture is very different from that of a few years ago. The increased flow of migrants to Europe, a number of serious terrorist attacks, more frequent extreme weather events and flooding, cyber-attacks and a demanding security policy development, are but some examples. One of the Government's measures to meet many of these challenges is to further develop the civil-military cooperation within the framework of the total defence concept.

There is a clear division between civil and military responsibilities that is built on solid political and constitutional foundations. The Government has the overall responsibility for upholding public- and national security. Civil authorities and agencies are responsible for ensuring public safety. The Norwegian Armed Forces are primarily responsible for the preservation of Norway's independence and sovereign rights, and for maintaining national security by defending the country from external attacks. However, civil and military emergency preparedness and crisis management are interdependent, and continuing cooperation is therefore a necessity. Civil-military cooperation is also important in maximising the utilisation of society's total resources, and thereby contributing to good social economy.

Thus, the Ministry of Defence and the Ministry of Justice and Public Security have key roles in the total defence. The Government places great emphasis on cooperation, coordination and joint training exercises between all actors in civil protection and emergency preparedness, in order for society to be as well prepared as possible in the face of serious incidents and crises.

To achieve cooperation in the best possible way, it is vital that the relevant players in both the civil and military sectors have thorough knowledge of the applicable systems and mechanisms of civil-military cooperation within the total defence. The purpose of this work of reference is to contribute to ensure that the current total defence concept is grounded in the civil- and military sectors. At the same time, the description of the applicable systems and mechanisms will form an important element in the basis for further development of the total defence. The target group is primarily people engaged in civil protection and emergency preparedness, but the publication could also be relevant for all interested parties. We aim to update the work of reference on a regular basis. This edition replaces the edition published in 2015.

Oslo, 8 May 2018

PHOTO: Sturlason / UD

PHOTO: Olaf Heggø,PHOTOvisjon

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PHOTO: Marthe Brendefur / HMKG / Forsvaret

2. THE TOTAL DEFENCE, CIVIL PROTECTION AND CIVIL-MILITARY COOPERATION

2.1 Introduction

"Support and Cooperation» is designed for actors in both the civil and military sectors with roles within the total defence. Although the target audience is primarily people engaged in emergency preparedness and response, the publication should also be relevant for all interested parties. The publication is a work of reference that describes responsibilities, roles and authorities within the total defence, and places emphasis on the provision of information on the applicable systems and mechanisms within the total defence concept. The main emphasis is placed on describing the systems and mechanisms at the national level. Total defence systems- and mechanisms include support arrangements, interaction mechanisms and coordination fora governed by laws, regulations, royal decrees, instructions and relevant agreements within the total defence in the military and civil sectors.

In a complex threat situation, it is vital to have good cooperation between civil and military actors. Society has become more vulnerable because of centralization, specialization and reliance on information- and communication technologies. At the same time, society is expected to function more or less as usual during a crisis. Although the Norwegian Armed Forces' main task is to defend the country against external aggression or pressure, their ability to contribute to civil protection is also important. In addition, the Norwegian Armed Forces have become more integrated with civil society as a source of competence, the supply of goods and services, and technology. This further enhances the need for cooperation, based on a mutual understanding

of roles and responsibilities through joint training exercises and interaction between military and civilian actors.

In the decades after the Cold War, the work of civil support to the Norwegian Armed Forces was paid little attention. At the same time, the Norwegian Armed Forces' dependence on civil support increased. Now, the security changes has also increased the need for the Norwegian Armed Forces to strengthen their readiness. Today, there is renewed emphasis on the work of civilian support to the Norwegian Armed Forces, while the civilian state of readiness must to a greater extent meet the challenges associated with security crises and armed conflict.

This chapter provides an introduction to the development of the total defence concept and a number of key terms. Chapter 3 gives an overview of how the work of emergency preparedness and crisis management is organised. In addition, a description is provided of important actors in the civil emergency preparedness sector. Chapter 4 outlines the key emergency preparedness legislation and the various ministries in the civil sector with their responsibilities within emergency preparedness and crisis management. The relevant directorates and agencies are described under each ministry. Chapter 5 presents a summary of the defence sector's role in the total defence, and a selection of relevant legal authorities. Chapter 6 provides a description of crisis-management agencies and collaborating agencies at the national level. Cross-sectoral agencies that are called upon when needed are referred to under the relevant ministries. Chapter 7 provides an overview of civil-military cooperation in international organisations, multilateral fora and Norwegian contributions to operations outside Norway.

2.2 Development of the total defence concept

2.2.1 The traditional total defence concept

The total defence concept was developed in the period after the Second World War. The recommendations of the Defence Commission of 1946, underlined the importance of strengthening the Norwegian Armed Forces by means of a total defence concept. The defence of Norway should be built on both a military defence and a broad civil emergency preparedness. The objective was both to safeguard Norway's territory, independence and national values, and to protect the civilian population.[1]

The total defence concept was thus closely linked to the civil protection and emergency preparedness legislation, and was based on the idea of utilizing society's limited resources as effectively as possible, primarily at the upper level of the crisis spectrum (armed conflict).

2.2.2 The development of the modernized total defence concept

The disintegration of the Soviet Union and the Warsaw Pact in the early 1990's changed the security policy situation. The invasion threat against Norway was dramatically reduced, and more attention was given to the importance of civil protection. This made it necessary to adapt the total defence concept to meet the challenges.

From a civilian viewpoint, the Report to the Storting No. 24 (1992-1993) emphasises that *future civil protection and emergency preparedness* is an important milestone. The report underscored, among other things, that emergency preparedness in peacetime and in war had to be seen in context, and that a reduction in society's vulnerability would be a key tool in the effort of making society more robust.[2]

The so-called Vulnerability Commission, led by Kåre Willoch, delivered its report in 2000. The Commission put forward a number of proposals aimed at reducing the vulnerability of society within the various sectors of society.[3] The report was followed up with the White Paper 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 addressing society's vulnerability.

The extreme terrorist attacks against the USA on

1 The Total Defence. Historical, contemporary- and future challenges, p. 21. Published by The Norwegian Directorate for Civil Protectionand FO in February 1998.
2 The Total Defence. Historical, contemporary- and future challenges, p. 24.
3 NOU 2000: 24. *A vulnerable society. Challenges to the security- and emergency preparedness and response efforts in society.*

September 11, 2001 illustrated with full clarity the severity of the threat posed by international terror networks to our society and, ultimately, to our national security. This led to increased emphasis on civil protection and emergency preparedness designed to counter malicious acts and the role of the Norwegian Armed Forces in such situations.

The changing threat- and risk situation after the end of the Cold War resulted in the Norwegian Armed Forces' contribution in dealing with civil protection and emergency preparedness challenges becoming more important, and the traditional total defence concept had to be reconsidered in the light of this development.

The modernized total defence concept
The Storting approved expansion and modernization of the total defence concept in the Recommendation No. 234 (2003-2004) for the White Paper No. 42 (2003-2004) and the Recommendation No. 49 (2004-2005) for the White Paper No. 39 (2003-2004) for an expansion and modernization of the total defence concept

The Storting has also later addressed this subject, and has emphasized that the total resources available in wartime also should be available for use in difficult, crisis-like events in peacetime[4]. This underlines the importance of the Norwegian Armed Forces - and to a greater extent than before - emphasises support to civil society during crises in peacetime. Today, this is incorporated as one of the Norwegian Armed Forces' specific tasks in contributing to the safeguarding of civil protection and other key societal responsibilities.

The modernised total defence concept encompasses mutual support and cooperation between the Norwegian Armed Forces and civil society in connection with contingency planning, crisis management and consequence management across the entire crisis spectrum - from peace via security policy crisis to armed conflict. It is no longer a prerequisite that emergency preparedness legislation enters into force for the support to be said to lie within the framework of the total defence concept.

Comprehensive and obligatory civil support to the Norwegian Armed Forces in crisis situations will still be contingent on whether emergency preparedness legislation may be applied. Today, the main principle in respect of civil support to the Norwegian Armed Forces is based to the greatest possible extent on commercial arrangements and cooperation with civil protection and emergency preparedness agencies. This also applies in cases where civil protection and emergency preparedness legislation may be applied.

The Infrastructure Committee[5] designated several measures to strengthen the security of critical infrastructure. Several of these were followed up in the White Paper No. 22 (2007 – 2008) *Civil protection and emergency preparedness – cooperation and coordination*, which also focused on collaboration and cooperation both nationally and internationally to address future risk, threat- and vulnerability situations.

Following the debate in the Storting regarding Recommendation No. 265 (2004-2005) cf. White Paper No. 37 (2004 – 2005)[6], the Storting approved the Government's proposed measures to strengthen the system for crisis management abroad and national crisis management, including the establishment of the Emergency Council, the Emergency Support Unit and the Lead Ministry arrangement. An important basis for this was the report of the Tsunami Evaluation Committee on the disaster in South Asia.

In the White Paper to the Storting No. 48 (2007 – 2008)[7], the Storting was advised that a review and an update would be made of the civil-military cooperation arrangements and mechanisms within the framework of the total defence. In 2010, a working group presented a report which concluded

4 5 cf. Recommendation to the Storting No. 318 (2007-2008) for the White Paper No. 48 (2007-2008 – 2008) *A defence for the safeguarding of Norway's security, interests and values*

5 NOU 2006:6 *When security is the most important.*
6 Report to the Storting No. 37 (2004 – 2005) *The tidal wave disaster in South Asia and central crisis management.*
7 The White Paper to the Storting No. 48 (2007 – 2008) *A defence to protect Norway's security, interests and values*

that most of the arrangements are, in the main, still adequate for the challenges facing Norway. The weaknesses that were revealed mainly concerned civil society's preparedness systems for supporting the Norwegian Armed Forces in the event of a security policy crisis or armed conflict. The project that was initiated to follow up on the report was finalized in 2016, while some remaining measures were to be implemented by the responsible agencies.

The terrorist acts in Oslo and on Utøya island on July 22, 2011 led to a comprehensive evaluation of civil protection and emergency preparedness. One of the main conclusions of the report from the 22 July Commission [8] was that too much went wrong, and that important elements of the authorities' civil protection and emergency preparedness and crisis management capabilities were not good enough. 22 July was followed up in White Paper 73 S (2011-2012)[9], White Paper 29 (2011-2012)[10] and White Paper 21 (2012-2013)[11], all of which emphasised the importance of strengthening general civil-military cooperation, in particular related to preparedness for acts of terrorism.

The White Paper No. 73 S (2011-2012) concluded that the main elements of the Norwegian Armed Forces' structure basically are dimensioned to resolve the Armed Forces' primary tasks. At the same time, support to civil society must be considered in assessing the organisation and dimensioning of the Norwegian Armed Forces' individual capabilities. This is relevant when planning dedicated missions, emergency preparedness instructions, localisation, training requirements, exercises and training, as well as the ability to interact with actors outside of the defence sector.

Since the end of the 1990's, Norway, like other countries, has been engaged in ongoing international operations and has extensively restructured the defence sector. Focus on international operations also contributed to the fact that - over a long period of time - planning and preparation of civil support to the Norwegian Armed Forces was not prioritised. Following the Norwegian Core Initiative in 2008, the importance of defending Member States, preventing armed conflict and deterring potential adversaries was given renewed emphasis in the alliance. In 2010, the Norwegian Chief of Defence was commissioned to update operational plans for the defence of Norway. Since then, this has been followed up to ensure the Norwegian Armed Forces an updated overall military strategy at all times. This ongoing planning also clarifies the need for civil support to the Norwegian Armed Forces' structure and operations at the highest level of the crisis spectrum. Due to changes to the threat and risk picture and the need to revitalize planning for defence of national territories, this work has been given higher priority in both Norway and NATO. NATO has developed new plans for reinforcing the defence of Member States and conducts cyclical revisions of the overall planning work. In 2017, the

8 NOU 2012:14 *Report from the 22 July Commission.*
9 The White Paper No. 73 S (2011-2012) *A defence for our times.*
10 White Paper No. 29 (2011-2012) *Civil Protection.*
11 White Paper No. 21 (2012-2013) *Terrorism preparedness.*

PHOTO: Forsvarets mediesenter

Chief of Defence was instructed by the Ministry of Defence (MOD) to adapt the national plan to NATO's plan for reinforcing the defence of Norway. As part of this work, it is also intended that the planning and preparation of civil support to the Norwegian Armed Forces will also take into account support to allied reinforcements.

White paper No. 151 S (2015 – 2016)[12] stated that the Government will further develop the defence sector's ability to support civil authorities in civil protection and emergency preparedness. The principle that the Norwegian Armed Forces' support should lie within the frame of the available capabilities at any time is continued. Nevertheless, in certain areas the support should to a greater extent be determining for the organisation and dimensioning of the Norwegian Armed Forces' capabilities. Furthermore, renewed emphasis must be placed on support the other way, i.e. civil support to the military that has been given little attention in recent years. At the same time, the Norwegian Armed Forces' dependence on civil support has increased, and security policy changes have increased the need for the Norwegian Armed Forces to strengthen their preparedness.

12 White Paper No. 151 S (2015 – 2016) *Combat force and sustainability — Long-term plan for the defence sector.*

The White Paper No. 10 (2016 – 2017)[13] discussed the need for civil protection and emergency preparedness to also meet challenges related to security policy crises and armed conflict. Plans need to be worked out for civil support to the Norwegian Armed Forces in crisis and armed conflict, also including support to allied reinforcements. Such support must also be exercised. At the same time, several measures for improvement must be implemented in order for civil crisis management and civil protection to better be able to take advantage of the support from the Norwegian Armed Forces. The report also states that a designated programme is going to be established to further develop the total defence, and to fulfil NATO's seven baseline requirements to resilience of critical societal functions.

The White Paper No. 38 (2016 – 2017)[14] was the first White Paper to the Storting on ICT security and was a follow-up of the report from the Digital Vulnerability Committee (Lysne Committee).[15] The White Paper defined four areas of importance

13 The White Paper No. 10 (2016-2017) *Risks in a safe and secure society – Civil Protection*

14 The White Paper No. 38 (2016 – 2017) *ICT Security — A common responsibility.*

15 NOU 2015: 13 *Digital vulnerability - a safe society — protecting individuals and society in a digitized world.*

PHOTO: Stephen Olsen/Hæren/Forsvarets mediesenter

for national ICT security. Preventive ICT security, ability to detect and deal with cyber-attacks, ICT security competence and critical ICT infrastructure. A changed security policy situation, combined with hybrid threats, makes civil-military cooperation in cyberspace more relevant than ever before. The defence- and civil sectors increasingly utilise a shared ICT infrastructure, and services are purchased from commercial enterprises. When digital vulnerabilities are an issue, good cooperation between civil and military authorities is essential.

2.3 A broad security concept

The development of the total defence concept can be viewed in the context of changed security needs, and perceptions of the national civil protection and emergency preparedness – from a strong focus on national security to an increased emphasis on civil protection as well.

The design of national emergency preparedness is based on the idea that the security concept encompasses national security, public security, civil protection and the security of the individual. The central purpose of security policy is to safeguard *national security.* That is to safeguard the security needs associated with the State's existence, sovereignty and integrity. When national security is threatened, it can legitimize the efforts of many, or all, of the state's available resources. Such threats will often have security policy aspects.

Traditionally, *national security* has been particularly linked to territorial defence (defence from invasion). National security can also be challenged by political and military pressure against the Norwegian authorities or through more limited plots and attacks against Norwegian authorities and interests.

The emergence of new security challenges has led to exposure to new hazards to the social structure itself, including plots by non-governmental actors, as well as a number of challenges related to increased dependence on, and vulnerability in respect of, critical infrastructure, environmental and climate-related events etc. A consequence of this is the need for increased emphasis on *civil protection and emergency preparedness.*[16] Civil protection and emergency preparedness is about protecting the safety of the civilian population, and securing critical societal functions and important infrastructure from attacks and other damage. The need for civil protection and emergency preparedness must be addressed in all serious situations, including situations defined as a threat to national security.

International developments since 1990 have also resulted in more attention being paid to *human safety and security.* This is about the protection of individuals, whereby human rights and the right to life and personal safety are the focus of attention. Human safety and security have been the focus of the development we have seen in recent years, where the international community has felt forced to intervene, including with military means.

The Norwegian Armed Forces' primary tasks are to uphold Norway's sovereignty and sovereign rights, and to defend the nation from external attacks (national security), while the primary responsibility of civil authorities is to secure civil protection.

16 The White Paper to the Storting No. 48 (2007 – 2008) *A defence to protect Norway's security, interests and values*, p. 24; White Paper No. 318 (2007–2008), p. 39.

This is an established division of responsibilities which has solid political and constitutional roots in Norway. The Storting has determined that the Norwegian Armed Forces, as one of its tasks, should also support civil protection and other critical societal functions.

The Norwegian Armed Forces' assistance to civil society is normally a supplement to the civil 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. Through its resources and capabilities, the Norwegian Armed Forces also have special capabilities in helping to prevent and combat plots and attacks against the country's population, infrastructure and capacity to govern.

The sectors' mutual interdependence entails a comprehensive need for cross-sectoral cooperation in order to meet new security challenges. For example, most sectors are today extremely dependent on a well-functioning energy sector and a robust information- and communications infrastructure.

2.4 Hybrid threats

Hybrid threats and instruments, in this context, are understood to mean threats from state- or non-state actors, or the use of a combination of political, military, and economic instruments, as well as information and civilian means to exploit vulnerabilities, create turmoil and achieve objectives[17]. The use of the term *hybrid threats* has increased in recent years, although it really does not imply anything fundamentally new. The term may have its foremost value in raising awareness of how actors can influence through a combination of overt, and covert, military and non-military measures.

The purpose of the use of hybrid threats is to influence the authorities of a country to make decisions in favour of the aggressor - decisions that would not have been reached without such a hybrid campaign. Such a method creates uncertainty and confusion about what is happening and about the intention behind the activities.

Individual incidents may occur within various sectors, and at considerably long intervals. To uncover incidents as part of a unified campaign, and to be able to deal with them in the best possible way, is thus a demanding task.

A situation with hybrid threats and incidents will often be challenging in terms of attributing individual incidents to a single aggressor. It creates doubts as to whether individual incidents can be seen in context, and it may be unclear what the aggressor wants to achieve. Since the distinction between peacetime, security crises and armed conflict may be unclear, it may be challenging to determine whether a threat situation is of a civilian- or military nature. This calls for good civil-military coordination in order to agree on countermeasures.

2.5 War and armed conflict

The international rules of war distinguish between two types of armed conflict: international- and non-international armed conflicts. Previously it was more common to use the term "war" for international armed conflicts, which involved a conflict between two or more states, and implied that one of the parties formally had declared war. Today, the term "war" is used in many different contexts and often imprecisely. The debate around the war term relating to Norwegian participation in international operations is one example of this. The term "war" has its own meaning according to Norwegian law, for example in relation to civil protection and emergency preparedness legislation. This would not be natural to use if Norwegian forces were to participate in an armed conflict that does not affect Norwegian territory, or if Norway was to be struck by terrorist attacks that, due to their nature, would be regarded as an armed attack on the nation according to the UN Charter.

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.

17 The White Paper No. 10 (2016-2017) *Risks in a safe society – Civil Protection* p. 112.

There are two types of armed conflict: international and non-international armed conflicts. In this publication, we have chosen to mainly use the term *armed conflict* since it covers several types of conflicts that it is relevant to discuss in today's threat picture, rather than the more traditional and narrow term *war.* However, in some cases the term *war* is used. This is when it is most appropriate to use it for historical reasons, or when it is used based on sources that use this term. It should be noted, however, that key legislation within the concept of the total defence uses the term *war.*

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

2.6 Civil-military cooperation and the total defence concept

The term civil-military cooperation, in principle, comprises all civil-military cooperation at every level and spans a very broad field with many different actors. The content of the concept is to a large extent situational. In some cases, the Norwegian Armed Forces support civilian operations, while in other situations the Norwegian Armed Forces are supported by civil resources.

The total defence, as a concept, is intended to ensure the best possible utilization of society's limited resources when it comes to prevention, contingency planning and consequence management across the entire spectrum of crises. The total defence concept is thus a part of the civil-military cooperation, but is delineated to covering mutual support and cooperation between the Norwegian Armed Forces and civil society linked to crises, from crises in peacetime to security policy crises and armed conflict. Civil-military cooperation also includes other forms of cooperation between civil and military authorities which are not directly linked 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.

2.7 The institutionalization of the total defence concept

Within the framework of the total defence concept, a number of formal and informal professional fora and civil-military cooperation bodies at the central, regional and local levels have been established. These contribute in many ways to reinforcing the institutionalization of the total defence concept. Most of these cooperating bodies are subject-specific, and thus have their mandate within a limited area of the total defence concept.

At the ministerial level, the Emergency Council and the Ministerial Advisory Board for Public Security are two important discussion fora for current issues relating to civil protection and emergency preparedness.

The National Total Defence Forum is the forum at the agency level that to the greatest extent represents the breadth of the total defence. In the forum, the principal civil and military agencies and directorates cooperating in the total defence are represented, and it is a forum for mutual orientation, collaboration and overall coordination of all relevant total defence related issues, and matters related to civil-military cooperation, civil protection and emergency preparedness.

The various professional fora and cooperating bodies are discussed in more detail in Chapter 6.

PHOTO: Hugo Bergsaker.

3. ORGANIZATION OF EMERGENCY PREPAREDNESS AND CRISIS MANAGEMENT

3.1 General principles for work related to emergency preparedness and crisis management

The Government has the highest executive responsibility for both military and civilian emergency preparedness in peacetime, and for dealing with crises and armed conflict. The responsibility for prevention, emergency preparedness and responsibility for crisis management is mainly assigned to the individual ministry, its underlying government agencies and the municipalities. The work of civil protection and emergency preparedness is based on four main principles:[18]

The principle of responsibility means that the authority, department or agency, which is responsible on a daily basis for an area, is also responsible for prevention, emergency preparedness and for the implementation of necessary measures in emergencies and disasters.

The principle of similarity means that the organization that comes into operation during crises should be as similar as possible to the organization that operates on a daily basis.

The principle of proximity means that crises are to be handled at the lowest possible organizational level.

The principle of collaboration demands that the public authority, private enterprise or government agency has an independent responsibility to ensure the best possible cooperation with relevant actors and agencies in the work of prevention, emergency preparedness and crisis management.

18 The White Paper No. 10 *Risks in a safe and secure society*(2016-2017) and White Paper 326 S (2016 – 2017).

The principles of responsibility, similarity, proximity and cooperation apply at all levels of management.

There has always been an extensive collaboration between the participants in the total defence. After the lessons learned from the terrorist attacks on July 22, 2011, this was evidenced by the collaboration principle being included as one of the fundamental principles.

Security policy crises and nuclear accidents will, by their nature, always require an overall control and coordination at the national government level, but could nonetheless lead to the initiation and implementation of actions and management at all levels.

The joining of forces between relevant actors is implemented both in the form of direct cooperation, and through a number of cooperating agencies in the total defence. Their main function is to contribute to coordination and the exchange of information between the various ministries and agencies. Most have only a consultative function, however some also have an operational function in crises and armed conflicts.

An appropriate crisis management system presupposes an adequate level of flexibility, so that the established structures may be easily adapted to suit different situations. At the same time, it will be imperative to have clear lines of command, roles and responsibilities during crises. The Lead Ministry[19] is responsible for coordinating crisis management at the ministry level. The designation of a Lead Ministry does not entail changes in constitutional responsibilities, and all ministries retain the responsibility and decision-making authority for their respective sectors. The Ministry of Justice and Public Security (MOJ) is designated as the permanent Lead Ministry in civil national crises, unless otherwise determined. In the event of a security policy crisis and armed conflict, the Ministry of Defence (MOD) and the Ministry of Foreign Affairs (MFA), by virtue of their sector responsibility, will have a special responsibility for dealing with defence-, security- and foreign policy issues.

The ministries' crisis-management tasks are primarily related to the collection and processing of information, development of the basis for decision-making and making administrative and political decisions on actions, including the assessment of need for international support. In addition, they are to ensure good communication with the underlying agencies, the media and the public and provide the underlying agencies with the necessary powers. This work must be coordinated with other ministries and especially with the ministry that is designated as the Lead Ministry.

The overall principles of responsibility, similarity, proximity, and collaboration form the basis of all security- and emergency preparedness efforts. In addition to sector responsibility, the MOJ is assigned a coordinating role on the civilian side to ensure a holistic and coordinated emergency preparedness, and to coordinate preventive ICT security. Similarly, the MOD has an overall responsibility for both emergency preparedness and ICT security in the defence sector.

The framework for the national crisis-management apparatus is described in the civil protection instructions.[20]

3.2 The publicly-organised rescue service

The Norwegian Rescue Service is organized according to the collaboration principle. This implies that all Government agencies, including the Norwegian Armed Forces, are obliged to participate in rescue operations with appropriate and available resources. Furthermore, all Government agencies taking part in rescue missions will have their additional costs to their normal budgets covered. Private and voluntary resources that are suited to emergency efforts to save lives, may also be mobilized to assist the public rescue service[21].

The MOJ has the overall administrative responsibility for coordinating land-, sea- and air rescue services. The operation of the rescue service is organised by the Joint Rescue Coordination

19 Instructions for the Ministries' work on civil protection (the Civil Protection Instruction), established by the Ministry of Justice and Public Security on September 1, 2017.

20 Ibid.

21 Royal Decree of June 19, 2015. Organization plan for the rescue service.

PHOTO: Leonardo Helicopter (former Agusta Westland)

Centres, located in Bodø and Sola, and 12 local rescue centres located in the regional police districts. The Governor of Svalbard is responsible for the local rescue centre within its jurisdiction. The Joint Rescue Coordination Centres have the overall operational responsibility for the rescue service and direct all sea- and air rescue operations. Responsibility for land rescue is in the hands of the local rescue centres, which are led by the local police commissioner. The local rescue centres alert the Joint Rescue Coordination Centres immediately of any possible rescue operation.

The Norwegian Armed Forces are important actors in the rescue service and, whenever needed, assist civil society in the event of accidents and disasters. The Norwegian Armed Forces' Operational Headquarters has an overview of the military assets that can be made available for rescue operations at any time.

Rescue helicopters are a very important resource for the rescue service. The Government owns, and the MOJ has the operational- and budget responsibilities for, the rescue helicopter service and, among other things, sets targets related to readiness, availability and reaction time. The Norwegian Armed Forces educate, train and man the rescue helicopters with the necessary crews. The Norwegian Armed Forces operate the helicopters according to the agreement with the MOJ, and are responsible for maintenance and logistics for the public rescue helicopters. The duties of the helicopters in peacetime are to conduct search- and rescue missions, air ambulance missions and other publicly beneficial missions as quickly and safely as possible by commission from the Joint Rescue Coordination Centres. The rescue helicopters may also provide support for crisis management in Norwegian onshore- and offshore territories. They are to have a supporting role both in the Police's and the Norwegian Armed Force' efforts, in maritime counter-terror operations at sea, and with the need for other transportation support to the Police.

The Joint Rescue Coordination Centres are the authorities that decide which operations the standby rescue helicopters are to carry out. The rescue helicopters are stationed at six locations in Norway - at Banak, Bodø, Ørland, Florø, Sola and Rygge respectively. In addition, the Norwegian Armed Forces are capable of operating rescue services using all their helicopters, vessels and maritime surveillance aircraft, as well as other resources when required.

3.3 The Ministry of Justice and Public Security's coordinating role in public security, civil protection and emergency preparedness

The MOJ has a general coordinating role in the civil sector for public security, civil protection and emergency preparedness. The Ministry is responsible for holistic, systematic and risk-based efforts at the national level across all sectors[22].

22 Established by Royal Decree March 10, 2017

The MOJ is to have an overview of the status of civil protection, based on the Ministries' status- and situation assessments, inspections, exercises and other reports from the Ministries.

Furthermore, the Ministry is to devise national strategies and prepare the basis of overall national planning, ensure that cross-sector problems and critical societal functions are managed, and assist the Ministries in clarifying responsibilities. The MOJ is also responsible for developing and maintaining an overview of the functions which, in a cross-sectoral perspective, are vital to civil protection. Coordination responsibilities include ICT security in the civilian sector.

The Directorate for Civil Protection supports the MOJ in its general coordination efforts. The National Security Authority has a corresponding role in the field of ICT security.

The Ministry of Justice and Public Security's responsibilities in the field of national security have been evidenced in recent years, and have also been strengthened through the creation of a Civil Situation Centre and located at the Emergency Support Unit within the Department of Public Security. The Emergency Support Unit is intended to be able to provide support to the Lead Ministry and the Emergency Council, cf. Chapter 6. The Emergency Council meets at secretaries general level not only in emergency situations but also as an administrative body to ensure coordinated public security efforts.

The Ministerial Advisory Board for Public Security meets at deputy director`s general level and represents an important shared venue in the Ministerial community for discussion of major issues and the framework for the work of security and emergency preparedness.

The MOJ further develops and publishes the Civil Emergency Preparedness System. This is part of the National Emergency Preparedness System discussed later in the chapter.

3.4 Critical societal functions

In accordance with the civil protection instruction[23], as mentioned above, the MOJ is responsible for developing and maintaining an overview of critical societal functions. This overview is embedded in the Ministry's annual budget proposition, and is detailed and concretized in the "Critical societal functions[24]" report.

Responsibility for coordination and collaboration between the 14 critical societal functions is distributed between a total of eight different main responsible Ministries. The main responsible Ministries are to keep track of the vulnerability situation, and to develop status- and situation assessments for the societal function(s) for which they are responsible.

The following societal functions are signalized as vital to civil protection, with the main responsible Ministry[25] in parentheses:

1. Management and crisis management (MOJ)
2. Defence (MOD)
3. Law and order (MOJ)
4. Health and care services (Ministry of Health and Care Services)
5. Rescue service (MOJ)
6. ICT security in the civilian sector (MOJ)
7. Nature and the environment (Ministry of Climate and Environment)
8. Supply security (Ministry of Trade, Industry and Fisheries)
9. Water and sewerage (Ministry of Health and Care Services)
10. Financial services (Ministry of Finance)
11. Power supply (Ministry of Petroleum and Energy)
12. Electronic communication services (Ministry of Transport and Communications)
13. Transport (Ministry of Transport and Communications)
14. Satellite-based services (Ministry of Transport and Communications)

23 Instructions for the Ministries' work on civil protection (the Civil Protection Instruction), established by the Ministry of Justice and Public Security on September 1, 2017.
24 «Vital societal functionality – which functional capabilities must society maintain at all times?" report from the Norwegian Directorate for Public Security, 2016.
25 Further reference to the table in Appendix 1.

There is a total of 40 different capabilities in the area of critical societal functions, with corresponding requirements to functional ability that must be maintained at all times.

3.5 Important participants in the civil emergency preparedness

Directorate for Civil Protection

The Norwegian Directorate for Civil Protection under the MOJ, has a key role in prevention, preparedness and crisis management in the area of civil protection. The Directorate also plays an important role in the further development of the total defence.

By Royal Decree of June 24, 2005[26], the Directorate is granted responsibility for registering developments in national vulnerability and emergency preparedness.

26 Royal Decree June 24, 2005 Instructions to the Directorate for Civil Protection and Emergency Preparedness for its coordination roles.

The Directorate has official responsibility for the Counties Governor in the area of civil protection and emergency preparedness, and, through the Counties Governor, works to improve municipal and regional public security emergency preparedness. The Directorate conducts supervision of the ministries on behalf of the MOJ.

The Directorate is the national contact point for requests from the NATO Euro-Atlantic Disaster Response Coordination Center (EADRCC), the EU Emergency Response Coordination Center (ERCC) and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). This contact point receives and processes requests for foreign assistance, among others. When necessary, Norway will also be able to request civil support from abroad through these channels whenever its own resources are inadequate.

In accordance with these instructions, the Directorate will also assist the MOJ and other

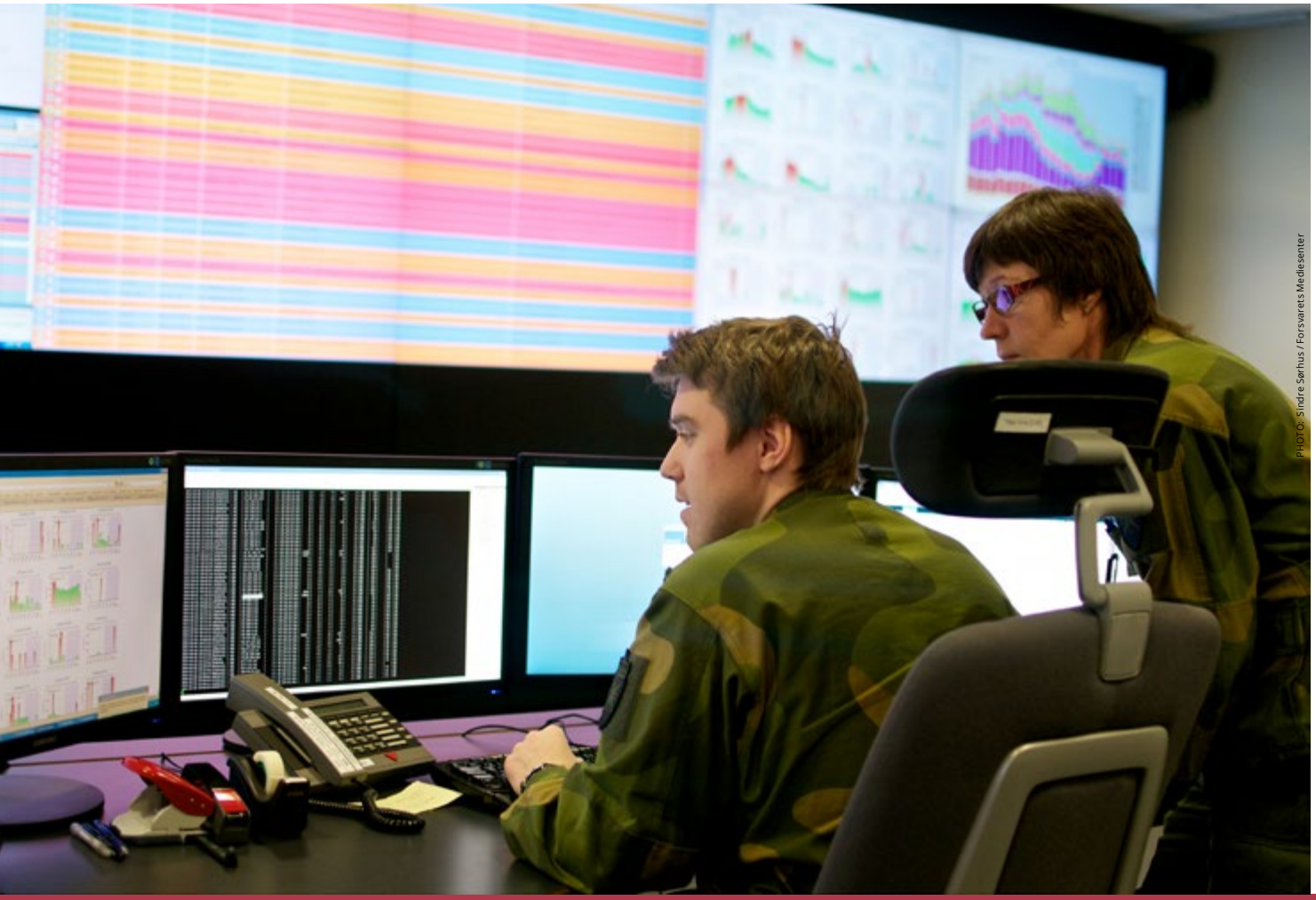

PHOTO: Sindre Sørhus / Forsvarets Mediesenter

Ministries in their coordination of civilian efforts in the event of major crises and disasters in peacetime, as well as during security policy crises and armed conflict. In the event of crises, the Directorate collects and compiles information from the County Governors, involved agencies and, where appropriate, from EU, NATO and UN, analyses this and reports back to the MOJ. The Directorate exchanges situation reports with key players, including by liaison with the National Police Directorate and the Norwegian Armed Forces Operational Headquarters. Whenever necessary, the Directorate takes the initiative to establish collaboration conferences for actors at the agency level involved in crisis management.

As of March1, 2017, the Directorate overtook responsibility for civilian emergency and preparedness communications, including the operation and management of Nødnett (the national emergency communication network).

The Directorate assists the MOJ in coordinating the work relating to national follow-up of the EU Action Programme and the EU Civil Preparedness Programme, as well as the work of NATO's Civil Preparedness Committee (CEPC).

By means of information retrieval, research and reporting activities, dialogue, advice and guidance, the Directorate establishes the groundwork for effective preventive work and satisfactory preparedness in the areas of public administration and critical societal functions. Furthermore, the Directorate has responsibility for supervision according to the Product Control Act, the Security Act, the Fire- and Explosion Prevention Act and the Civil Protection Act.

Civil Defence

The Civil Defence is a uniformed, protected governmental reinforcement resource subordinate to the Directorate for Civil Protection, and is organized in 20 regional districts. Its primary objective is to ensure civil protection measures in war time in accordance as laid out by the Geneva conventions. The Civil Defence has an operational force (task force) of 8,000 people who have civilian service duty and are called out according to the Civil Protection Act.[27] The initial response groups are experienced and can be mobilized within an hour.

In peacetime it assists the rescue service, emergency -and preparedness agencies and other authorities with personnel and materials in connection with injury-prevention and damage-limiting measures. It leads rescue efforts at the injury site, and has order and security authority in the absence of emergency agencies with such authority. Authority under this provision should wherever possible be exercised in consultation with the Police[28]. Typical events in which the Civil Defence is used are major accidents, large-scale fires, floods, landslides, oil spills or searches for missing persons.

The Civil Defence also forms part of the nuclear preparedness, operates the public shelters, can arrange evacuation of a geographical area and issue warnings to the population during crisis or armed conflict. Today they operate the nationwide typhoon warning service.

Internationally, the Civil Defence supports other relief agencies through the Norwegian Support Team, which establishes and operates tent camps, and the Norwegian UNDAC Support that assists with ICT support during humanitarian disasters.

The Civil Defence has an independent responsibility for ensuring the best possible cooperation with relevant actors and agencies in prevention, emergency preparedness and crisis management.

During the period 2007-2015, the Civil Defence underwent a major restructuring. Several mobile reinforcement units have been built up, centralization of school activities has been implemented and investments made, for example, in new uniforms and personal equipment for those on civilian service duty. In addition, funds have been allocated to equip the Civil Defence Competency Centre at Starum and for replacement of materials and equipment.

27 Act of 25 June 2010 no. 45: on municipal preparedness, civil protection measures and the Civil Defence (Civil Protection Act).
28 The Civil Protection Act Section 4 e).

The County Governor

The County Governor is the government's representative at the county level. The County Governor has regional coordination responsibility for civil protection. This coordination responsibility is authorized in a special instruction[29].

The County Governor is to maintain an overview of risks and vulnerabilities by preparing a risk- and vulnerability analysis for the county, in close cooperation with regional actors. Failures of critical societal functions and knowledge from the municipalities' overall risk- and vulnerability analyses are to be included in the analysis. The risk- and vulnerability analysis is to form a common platform for the prevention of undesirable incidents and is to strengthen the coordination of regional work on civil protection, emergency preparedness and crisis management. The County Governor also has a role as primus motor for evaluation and learning from events and exercises.

29 Instructions for the County Governor and the Governor of Svalbard's work with civil protection, emergency preparedness and crisis management (the County Governor's Civil Protection Instructions) of June 19 2015.

The County Governor's regional coordination agency is the County Readiness Council which is comprised of leaders of the regional emergency preparedness agencies[30].

The County Governor also follows up the municipalities in their work on civic protection by providing advice and guidance and acting as the primus motor for a targeted and systematic civil protection initiative in the municipalities. The County Governor is given the role of a supervisory- and objection authority in respect of the municipalities. His municipal duties are authorized by the County Governor's Security instructions, the Civil Protection Act and Regulations[31]and the Planning- and Building Act[32].

The County Governor's coordination role in the framework of the total defence is established in the County Governor's civil protection instructions. The

30 More about the County Readiness Council in Chapter 7.
31 The Act on Municipal Emergency Preparedness, Civil Protection Measures and the Civil Defence (the Civil Protection Act) of June 25, 2010 with Regulation on Municipal Emergency Preparedness of August 22, 2011.
32 The Planning and Building Act of June 27, 2008.

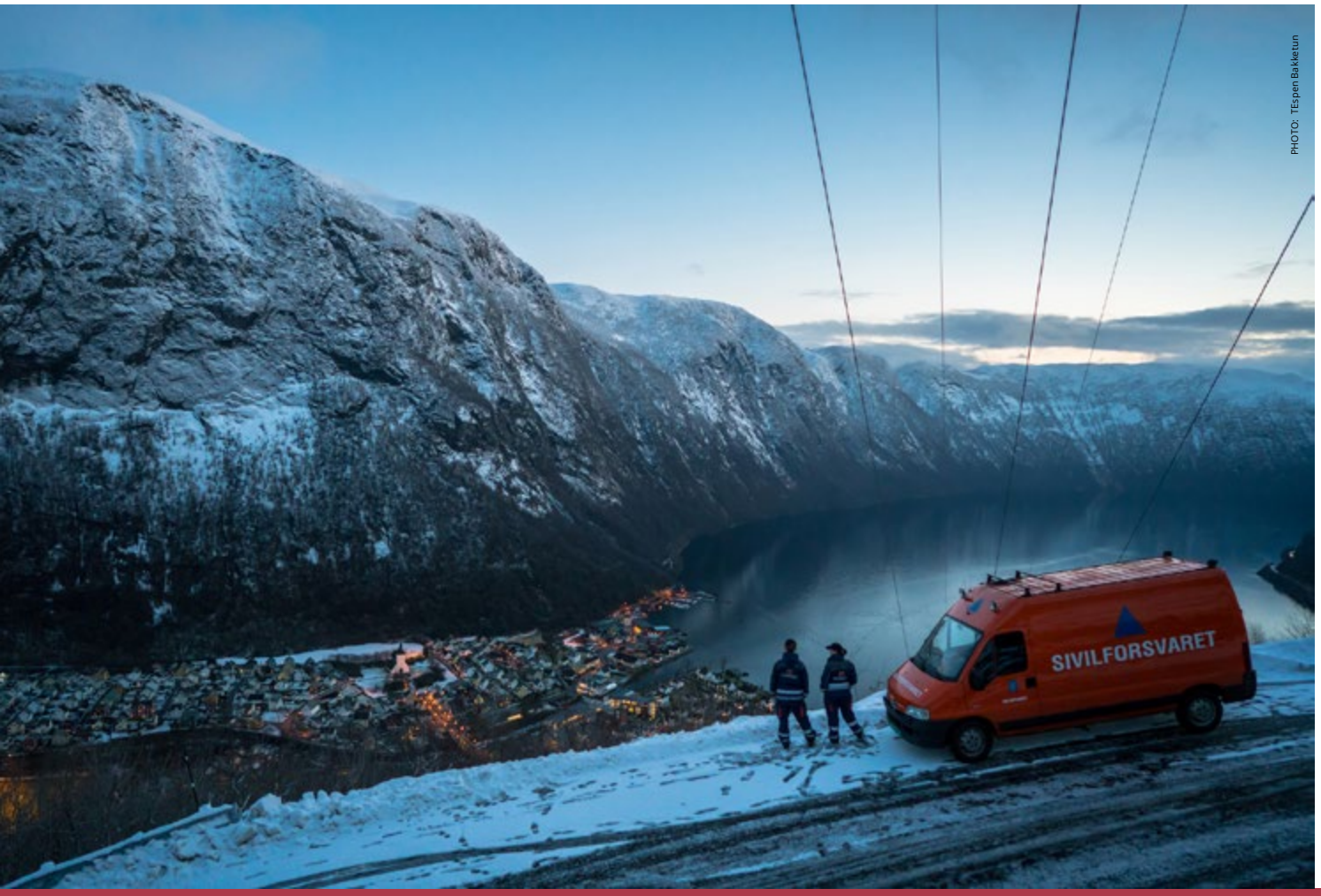

PHOTO: TEspen Bakketun

County Governor assists in establishing contact and facilitating mutual assistance and collaboration between civilian and military authorities, and coordinates the civilian sector of the total defence.

In the event of armed conflict, risk of war or similar situations, the County Governor is responsible for ensuring that the County's resources are distributed and utilized in a manner that meets the needs of the population, in accordance with guidelines from the relevant Ministry. If necessary, and in collaboration with other authorities, the County Governor will coordinate and prioritize the needs of the civilian population and distribute additional resources to the municipalities. The County Governor will contribute to the provision, coordination and prioritization of civilian support to the Norwegian Armed Forces.

The Emergency Preparedness Act can be implemented in the event of war, risk of war or similar situations. By implementing the law, the King may grant the County Governor and other regional and local authorities additional powers to take action on behalf of national authorities. This applies if a situation arises whereby the County Governor is cut off from contact with the Government, or where danger may arise from a situation if decisions are delayed. In such a situation, the County Governor will make decisions and exercise authority under the provisions of the Emergency Preparedness Act, to the extent necessary to protect critical societal functions. In such a situation, the County Governor may be given authority to impose orders on public administrative agencies and the Police in the county and revoke their decisions if necessary. In the event that a combat zone is declared, the County Governor is obliged to hand over the management of the county administration to the military authorities to the extent required under the provisions of the Emergency Preparedness Act.

In addition to the County Governor's civil protection instructions and the Emergency Preparedness Act, both of which include general provisions concerning the County Governor's regional coordination role in the event of undesirable events in peacetime, security policy crises, armed conflict and war, there are a number of sectorial laws that contain provisions relating to the County Governor's roles and responsibilities within the sectors' work on civil protection. For example, this applies to the County Governor's function as the regional link of the Crisis Committee for Nuclear Preparedness[33] and the County Governor's responsibility as the supervisory authority for health and social preparedness[34] and industrial preparedness[35].

Municipalities

The municipal authorities form the foundation of the work of civil protection and emergency preparedness. Their function is to coordinate and to take account of the civil protection challenges in their local communities, in respect of both their own and other important actors' activities.

Pursuant to Act of June 25, 2010 No. 45 on Municipal Emergency Planning, Civil Protection and the Civil Defence (Civil Protection Act), the municipalities are obliged to make a survey of the type of undesirable incidents that might occur in the municipality, assess the likelihood of them occurring and how they could affect the municipality. The result of this work will be assessed in further detail, and compiled into an integrated risk- and vulnerability analysis. The municipalities will then prepare emergency plans based on this analysis, establish a municipal crisis management body and conduct exercises and other competence-giving measures to ensure their ability to deal with undesirable incidents.

In addition, the municipalities have emergency preparedness obligations within a number of disciplines. The Fire and Explosion Prevention Act obliges the municipalities to have a fire service that will act as a response force in the event of fire and severe accidents, as well as carry out preventive work within its field of expertise. The fire service should also be able to perform more specific preventive and emergency preparedness tasks in wartime and crisis situations.[36]

33 Royal Decree of August 23, 2013 Mandate and composition of the Crisis Committee for Nuclear Preparedness with advisers, as well as the mandate to the County Governor.
34 The Health and Social Preparedness Act (The National Health Preparedness Act) of June 23, 2000.
35 The Industrial Safety and Emergency Response Act (Industrial Preparedness Act) of December 16, 2011.
36 Act No. 20 of June 14, 2002 relating to the prevention of fire, explosions and accidents and the fire service (Fire and Explosion Prevention Act).

The municipalities have a responsibility under the National Health Preparedness Act to provide adequate health preparedness, and to ensure that necessary health care and social services are available to the population in the event of war, and in the event of crises and disasters in peacetime.[37]

In accordance with the Planning and Building Act, municipalities are obliged to include civil protection in their planning, and to ensure that risk- and vulnerability analyses are carried out for any planned development areas. Municipalities are responsible for ensuring proper use and protection of areas and buildings. Special consideration must be given to particular areas of risk or hazard in land use planning, and adequate consideration must be given to civil protection.[38]

Most municipalities have established a Municipal Emergency Management Planning Committee as a forum for information and discussion. The Committee comprises members of various agencies, enterprises and organizations.

The Police

The Police play a major role in civil society's emergency preparedness. The Police have responsibility for maintaining general law and order, for crime prevention, investigating criminal offences, protecting the citizens and their law-abiding activities, safeguarding public safety and protecting critical societal functions and infrastructure from undesirable incidents.

The Police are tasked with conducting and coordinating rescue operations on land, in the event that no other authority has been given this responsibility, cf. section 27 of the Police Act. The Police are responsible for implementing necessary measures to avert danger and for damage limitation. The Police are responsible for organizing and coordinating relief efforts until such time as another authority can take over responsibility. The latter provision means that the Police are given cross-sectoral operational responsibility in the event of accidents and disasters during peacetime and within all areas of society. This coordination responsibility may later be transferred to the County Governor, when conditions allow.

The Police's total resources comprise the general police service (the Police and the regional police force), divided into 12 police districts, the Norwegian Police Security Service and special agencies. The Police's operative personnel alone constitute a significant emergency preparedness resource in a crisis situation. The following is a description of some of the Police's preparedness resources, and the systems that the agency has at its disposal in the event of extraordinary incidents:

The Emergency Response Unit is the Police's dedicated task force for combating terrorism, organised crime and other serious criminal offences. The unit is organized under the Oslo Police District, but also assists the other police districts and the Governor of Svalbard. The Emergency Response Unit is capable of carrying out actions against any type of land object, against ski at speed and offshore installations (see also the reference to the Norwegian Armed Forces' Special Operation Forces in Chapter 6.6). The Emergency Response Unit also provides tactical advice to the Police at all levels. The personnel of the Emergency Response Unit undergo more than 900 training hours each year, operate regular patrols and are on standby to assist other police districts.

Emergency response personnel are available in all police districts. These are specially trained and equipped to deal with extraordinarily demanding situations and armed incidents (IP3). These are service personnel that normally perform daily operational service.

The main role of the Police Explosive Ordnance Disposal Unit is to resolve situations involving explosives, CBRN (chemical, biological, radiological, nuclear) and to conduct bomb searches prior to VIP visits. The Police Explosive Ordnance Disposal Unit also provides advice in the field of explosives and CBRN.

The Police helicopter service has a fifteen minutes response time 24/7. The Police helicopter service is used for search, observation and surveillance operations. The Emergency Response Unit can also use police helicopters as a marksman platform. As

37 Act of June 23, 2000 no. 56 on health- and social preparedness (The Health- and Social Preparedness Act).
38 The Planning and Building Act of June 8, 2009 No. 27. Act of June 25, 2010 No. 45 on Municipal Emergency Planning, Civil Protection and Civil Defence (the Civil Protection Act).

of 2019, three new police helicopters will come into service that also will have transportation capacity. The Crisis- and Hostage Negotiator Service represents the Police's negotiation expertise in terrorist-, hostage and kidnapping situations. It may either assist the Police districts independently or support the Emergency Response Unit in aid missions.

Voluntary rescue- and emergency preparedness organisations

Norway has a widespread population, and resources are often few and far between. The voluntary rescue- and emergency preparedness organisations organize local involvement and local emergency preparedness resources that are available throughout the country. Voluntary organizations are the primary resource that can be drawn on for searches for missing persons, in mountain rescue and avalanche searches.

The voluntary organizations are also able to contribute with a number of resources such as rescue boats, smaller aircraft, cross-country vehicles, rescue dogs etc.

A wide range of voluntary rescue- and emergency preparedness organisations exists; spanning from small local alpine rescue groups to larger, national organisations with headquarters and permanent staff. The Norwegian Voluntary Professional Rescue Organizations' Forum is an umbrella organization for segments of the Norwegian voluntary rescue service. This organization represents a wide range of rescue services: at sea, on land and in the air. The following organizations are members: Norwegian People's Aid First Aid and Rescue, the Norwegian Red Cross Emergency Service, Norwegian Rescue Dogs, the Norwegian Caving Association, Rovernes Scouting Emergency Group, Norwegian Aero Club Flying Service and the Norwegian Radio Relæ Lega Amateur Radio Club. The Forum is allowed to participate in the rescue leadership at local rescue centres in all police districts. Thus, one permanent member of the rescue leadership represents the voluntary resources in each police district.

There are also a number of voluntary rescue- and emergency preparedness that are not members of the Forum, including the Norwegian Society for Sea Rescue.

Civil-military exercises

Security policy developments indicate that many threats and challenges will be of a complex and cross-sectoral character. This necessitates broad collaboration across agencies and sectors. Thus, civil-military collaboration exercises are important.

Exercises in civil-military collaboration and crisis management are carried out regularly between MOJ, MOD and other relevant Ministries, as well as between executive agencies and other actors. Considerable emphasis is placed on collaborative exercises between the Norwegian Armed Forces and the Police, as well as other emergency preparedness actors. The exercises cover both the Norwegian Armed Forces' assistance in civilian crisis management and civilian support to the Norwegian Armed Forces in security policy crises and armed conflict. Work is ongoing with the aim of achieving realistic and targeted civilian-military exercises, and of experience from these being actually used to further develop planning and practical collaboration. This is necessary to achieve good dialogue, proper role understanding, effective collaboration, coordinated planning and procedures, as well as a mutual knowledge of needs and capacities.

Security of vital and important objects

Securing of vital and important objects (buildings, factories, installations, areas, etc.) against security threats can be divided into three different main categories.

Firstly, the object owner himself is responsible for preventive object securing, i.e. defensive security measures. This responsibility is based on The Security Act and the Object Security Regulation. Preventive object security is also established in sector legislation within a number of sectors. This applies to ports, power supply and airports, to give some examples. In many cases, sector legislation is based on international rules regarding such securing. The Norwegian Armed Forces' and the Police's planning of object securing using security forces should take into account whether the objects are subject to preventive basic security rules. However, this does not preclude the use of security forces.

The Police are to protect objects from situations that threaten the general safety of society. The Police's use of security forces may be appropriate in the event of threats to civil protection, such as terrorist attacks against civilian objects. The statutory authority for this securing lies in the Police Act, the Criminal Procedure Act, regulations and internal agency regulations. In principle, the Police's responsibility and duties related to object securing against crime also apply during crises and armed conflict. In accordance with relevant instructions, the Norwegian Armed Forces may support the Police in securing objects. This support is provided on the basis of the Police's statutory authority. Any need that the Police may have for pre-planned assistance from the Norwegian Armed Forces in object securing, and the objects to which this applies, should be communicated to the Norwegian Armed Forces. The Police and the Norwegian Armed Forces are to collaborate in planning the securing of these objects. This is regulated by the Instruction for the securing and protecting of objects with the use of security forces from the Norwegian Armed Forces and the Police in peacetime, crises and war. Military guards and officers have the necessary military policing authority (cf. the Military Police Authority Act) and thus have independent authority to secure military areas.

The Norwegian Armed Forces are also responsible for securing objects using security forces as part of the military defence against armed attacks based on the statutory authority of the rules of International Law on Self-Defence. Implementation of such securing objects can only occur if the Nation is at war, if there is a threat of war,or if the Nation's independence or security is at risk; and should only be carried out using combatant military security forces. The Norwegian Armed Forces are both responsible for, and implement the securing. The Norwegian Armed Forces' securing of objects against a military threat may cover both military and civilian objects that have decisive importance for defence capability and military defence in wartime, and that are to be regarded as legitimate military targets in the event of war. The Norwegian Armed Forces' object securing is further 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 for both assisting the Police with object securing and for the Norwegian Armed Forces' independent responsibility for object securing.

In situations which could potentially actuate object securing both against crime and armed attacks, or where it is unclear which of the two regimes may be activated, the Police and the Norwegian Armed Forces should establish mutual contact, without delay, in order to carry out the necessary coordination of further planning and implementation of object securing. If the issue raises problems of a political or fundamental nature,or for other reasons does not allow coordination between the Police and the Norwegian Armed Forces, it should be referred to the MOJ and the MOD which will effectuate the necessary coordination and, if necessary, raise the issue at the governmental level.

The Instruction for the securing and protecting of objects with the use of security forces from the Norwegian Armed Forces and the Police in peacetime, crises and war was established by Royal Decree of August 24, 2012. This is based on other regulations, as mentioned above, but clarifies responsibilities and sets requirements to collaboration.

Moreover, see Chapter 6 on the Norwegian Armed Forces' assistance to the Police in object securing and the Security Act.

3.6 National Emergency and Response System

The National Emergency Preparedness and Response System comprises a Civil Preparedness System and the Emergency Preparedness System for the Defence Sector. Both are built on the same structure as NATO's crisis-management system, the NATO Crisis Response System (NCRS), but adapted to national conditions and needs. The Civil Preparedness System and the Emergency Preparedness System for the Defence Sector consist of procedural descriptions, actions and measures that may be implemented at various levels of authority. These measures may be implemented according to the situation and to achieve an appropriate increase in emergency

preparedness. The field of action of the system is cross-sectoral crises in peacetime caused by serious intentional events or threats of such, crises with a security policy dimension and armed conflict or threats of such. Non-intentional events, such as natural disasters, pandemics, etc. do not fall within this field of action and are handled in accordance with other relevant contingency plans.

The MOJ is responsible for coordinating the Civil Preparedness System on the civilian side and for providing guidelines for updating and publication, whereas the MOD has corresponding responsibility for coordinating the Emergency Preparedness System for the Defence Sector. The National Emergency Preparedness and Response System is subject to annual audits, which take place in civil- and military collaboration, led by the MOJ and the MOD. All Ministries and subordinate agencies have to prepare their own contingency plans based on the National Emergency Preparedness and Response System. The County Governor is responsible for coordinating underlying civilian planning at the regional level.

3.7 Security policy crises

The security policy situation of today is characterized by a broad and complex risk and threat picture. Thus, unpredictability is a significant feature of the security policy challenges that Norway may be faced with. Future political pressure against Norway cannot be ruled out with the threat of military force or, at its most extreme, an armed attack against Norwegian territory. Nor can it be ruled out that terrorist- and cyber attacks may represent a challenge to national security. The boundaries between peace, security policy crisis and armed conflict are no longer as clearly defined. The possibility cannot be ruled out that a foreign state could use a combination of different methods for political gains. In addition to threats of military force, there is the possibility of hidden attacks on critical societal functions, and specific actions aimed at sowing discord among the population and distrust of legal authorities.

In this context, a security policy crisis would be closely approaching an armed conflict or risk of war situation, whereby our territorial integrity and national sovereignty are threatened. This implies a threat to basic and fundamental national interests, values and objectives. A security policy crisis could be provoked by both intentional events or unpremeditated escalation. Important characteristics of such a situation will be that the crisis lies in the grey area between peace, security policy crisis and armed conflict, and has both a military and international dimension. Thus, a security policy crisis is normally characterised by such a situation creating considerable fear in society and by the measures used, or that it is feared will be used, having the potential to threaten the authorities' ability to protect national interests. In a security policy crisis and armed conflict, the implications for national security and relations with other countries suggest that control and overall coordination of crisis management must be handled at the national level of authority. It is stressed, however, that although the strategic level will always have a more active and decisive role in such situations, the responsibility for crisis management and ongoing administrative tasks by regional- and local authorities is not necessarily changed.

Based on the UN pact, NATO is the foundation of Norwegian security and defence policy. To a great extent, Norway will endeavour to deal with security policy challenges in close cooperation with its allies. However, episodes and security policy crises may arise that are of such a nature that they will need to be tackled with the sole use of national capacities.

Basically, security policy crises will be of a political nature and will require political action. Measures taken will be multifaceted, complex and adapted to the relevant situation. These could range from diplomatic measures (such as protests and negotiations), via economic measures and measures pertaining to international law (such as sanctions), to military action. The Norwegian Armed Forces and the Police are the Government's machinery of power. While the Police's tasks are primarily directed internally, against persons and actors that violate national laws, the Norwegian Armed Forces' tasks are primarily directed externally, against other States or actors that violate national sovereignty or threaten the nation However, military measures must always

be viewed in the context of diplomatic measures or other measures that are relevant in dealing with a security policy crisis. The composition and use of measures will depend on the situation. Depending on the scope and nature of the crisis, civilian emergency preparedness resources may also be used within the total defence concept, i.e. both to protect civilian needs and to support the Norwegian Armed Forces.

3.8 Serious cyber attacks

Norway is one of the most digitalised countries in the world. ICT developments provide increasingly new capabilities to the defence sector and society at large. At the same time, digitalisation has led to a change in the risk picture. Errors and failures in ICT systems occur due to human error, software faults, equipment failures, as the result of natural events or a combination of the above. Intentional adverse events are a growing problem, and represent a threat to individuals, business and industry, and public authorities. Attacks can come from both governmental and non-governmental actors. This challenges our civil protection, but can also pose a threat to national security if critical societal functions are put out of play. The goal of the attackers may be to commit criminal offences, to destroy or change information or functionality. It may also be to acquire information on national- and business secrets, research findings or technological innovations from commercial enterprises.

Each cabinet minister has an overarching responsibility to maintain ICT security in his or her own sector. This applies to preventive measures and the handling of ICT security events in the sector both in normal situations and in crisis. Because national ICT security is a cross-sectoral challenge, the MOJ has a coordination responsibility for ICT security in the civilian sector, while the MOD has responsibility for the defence sector. The MOJ draws up the Government's policy for ICT security, including establishment of national requirements and recommendations in the area of ICT security for both public and private enterprises.

ICT security is primarily the responsibility of each individual enterprise. In practice, this means that responsibility for dealing with ICT security events lies with the owner of the enterprise, whether it be in the private or public sector. National Security Authority is responsible at the national level for coordinating the handling of serious ICT attacks on critical societal infrastructure or other important societal functions, and for organizing and operating a national warning system for digital infrastructure. To ensure that all relevant actors receive the correct warning information and are enabled to take the necessary action, each sector Ministry must evaluate the need to establish response authorities within its own sector of responsibility. Several such environments have been established, among them within the power sector, electronic communications and the health sector (called KraftCERT, EkomCERT and HelseCERT respectively). A framework for dealing with ICT events was established in December 2017 by the MOJ in consultation with the MOD. This describes how the interaction between agencies, sectors, and the national level should take place.

A Joint Cyber Coordination Centre has been established for national coordination of cyber events between the national agencies of the National Security Authority, the Intelligence Service, the Police Security Service and the National Criminal Investigation Service.

3.9 Nuclear preparedness

As is the case with security policy crises, nuclear events will also always be controlled and coordinated at the national authority level, even though a number of actors also have executive duties at the regional and local levels. The Ministry of Health and Care Services is responsible for national nuclear preparedness, with the Norwegian Radiation Protection Authority as the agency responsible for radiation protection and nuclear safety. The national emergency preparedness organization for nuclear events is established by Royal Decree of August 23, 2013.[39] The mandate of the Nuclear Emergency Preparedness Crisis Committee also includes events occurring outside Norway that may not have direct consequences for Norwegian territory, but may affect Norwegians or Norwegian interests.

The nuclear emergency preparedness organization has been established to provide expertise in addressing nuclear events and to provide rapid implementation of measures to protect life, health, the environment and other important societal interests. Nuclear events include both accidents and events resulting from intentional acts in peacetime and in the event of security policy crises or armed conflict. The nuclear emergency preparedness organization is discussed in more detail in Chapter 6.

39 Royal Decree of August 23, 2013 on the delegation of the King's authority under the Radiation Protection Act Section 16, second paragraph, to the Nuclear Emergency Preparedness Crisis Committee.

PHOTO: Audun Braastad/Forsvaret/Forsvarets Mediesenter

4. THE ROLE OF CIVIL SOCIETY IN THE TOTAL DEFENCE

4.1 The role of civil society in the total defence

The ordinary constitutional responsibility underlies the civil protection and emergency preparedness efforts, both in terms of preparation and management. This means that the Ministry in charge of a sector on a daily basis is also responsible for contingency planning, initiation of crisis response measures and crisis management within its own sector (the principle of responsibility). In addition to its sectoral responsibilities, the Ministry of Justice and Public Security (MOJ) has also been given a coordination role to ensure a holistic and coordinated emergency preparedness in the civilian sector (see also chapter 3).[40]

Further development of the total defence is one of the Government's four priority areas for the further development of the Norwegian Armed Forces.[41] Civilian support to the Norwegian Armed Forces has been given increasing attention in recent years. At the same time, the Norwegian Armed Forces' dependence on civilian support has increased. Renewed emphasis must therefore be placed on civilian support to the Norwegian Armed Forces. This is given further relevance in that security policy developments increase the need for the Norwegian Armed Forces to strengthen their emergency preparedness.

Today, the Norwegian Armed Forces are more closely integrated with civilian society than before. The Norwegian Armed Forces are largely

40 Cf. Royal Decree of March 10, 2017, Responsibility for civil protection in the civilian sector at national level and the Ministry of Justice and Public Security's coordination role in the area of civil protection and ICT security.

41 White Paper No. 151 S (2015-2016) *Capable and Sustainable*.

dependent on goods, services, competence, and technology from the civilian sector. This is true both in peacetime and in crises and armed conflict. Particularly in armed conflict and in the most severe security policy crises, the Norwegian Armed Forces will have a considerable need for the supply of goods, services and personnel from the civilian sector.

The Norwegian Armed Forces are thus dependent in many areas on civilian society also functioning normally in crisis and armed conflict. This applies both to the specific civilian support to the Norwegian Armed Forces and to the goods and services that the Norwegian Armed Forces need from other actors. These conditions reinforce the interdependence of the Norwegian Armed Forces and civilian society. In 2016, a programme was established to further develop the total defence and to increase the resilience of critical societal functions (The Total Defence Programme) (see also Chapter 7). Increased robustness and resilience in both the public and private elements of the civilian sector will also strengthen their ability to support the Norwegian Armed Forces.

Society has become more vulnerable as a result of centralization, specialization and increased reliance on power supply and information- and communications technology. Loss of power supply will quickly have a significant impact on the population, business and industry, the public sector, and critical societal functions. The same is true in the case of loss of information- and communications services, whether this may be due to the failure of power supply or to other circumstances. This implies that events that challenge society's vulnerability require good collaboration between affected actors, based on mutual understanding of roles and responsibilities developed through joint training exercises and interaction between military and civilian actors.

4.2 General on supply preparedness and civilian support to the Norwegian Armed Forces

The principle of extensive civilian support to the Norwegian Armed Forces in crisis and in war represents the core of the total defence concept, and stands firm. If necessary, society's total resources should be able to be mobilized in the defence of the nation. Support to the Norwegian Armed Forces may come from both the public and private sectors. The total defence concept is linked to the emergency preparedness- and requisition legislation (which is discussed later in this chapter).

The Norwegian Armed Forces' operational plans for the defence of Norway, and plans for the reception of Allied reinforcements, form the basis for concretising the Norwegian Armed Forces' need for support from civilian society. These plans presume that the entire national military structure and allied reinforcements must be supported simultaneously. In addition to covering known and quantifiable requirements to civilian support, the civilian sector must also support the unforeseen needs of the military forces as far as possible. Reduced preparation time for military units also means that the support needs to come into place much quicker.

The Norwegian Armed Forces logistics needs are met by their own resources, other official resources, commercial agreements, cooperation with business and industry and requisition. The Norwegian Armed Forces' needs should be based as much as possible on commercial agreements, if necessary with contingency clauses, wherever this is cost-effective.

In recent years, the Norwegian Armed Forces have entered into several major commercial agreements with strategically important actors to secure support to the Norwegian Armed Forces' operations in peacetime, crisis and war. Such strategic agreements have the advantage that the Norwegian Armed Forces and civilian actors already have ongoing and daily collaboration in peacetime. The Norwegian Armed Forces and the private supplier can enter into an agreement that operates on commercial conditions during peacetime, and that implements the requisition- and emergency preparedness legislation as the basis for its obligation to supply during crises and war. The type of agreement strategy to be chosen will be based on a concrete overall assessment, and to what extent the agreement should contain contingency clauses or mechanisms for seamless transition to requisition.

The Norwegian Armed Forces may requisition the necessary goods, services and infrastructure with statutory authority in the Requisition Act. However, in many cases small inventories result in requisition being an unsuitable method for the acquisition of a number of consumables. Requisition is more suitable for materials, services, and infrastructure. In areas where the supply of goods and services is essential to the Norwegian Armed Forces' ability to fight, consideration should be given as to whether a higher level of supply security may be achieved by the use of advance requisition. Similarly, advance requisition must be considered as a necessary tool in order for all the Norwegian Armed Forces' needs for civilian support to be met within the applicable economic framework.

4.3 Current framework conditions for civilian support to the Norwegian Armed Forces

The Norwegian Armed Forces have increasingly been assigned duties in Norway and abroad for which emergency preparedness legislation is not applicable. In such situations, civilian support to the Norwegian Armed Forces must be based on commercial arrangements and cooperation with civilian authorities.

Commercial arrangements will also be applicable for civilian support that cannot be procured, even though it is authorized according to emergency preparedness legislation. For example, this may apply to stocks that no longer exist or resources that, based on experience, become scarce in emergency situations. In such cases, it may be appropriate to enter into agreements on maintaining stocks.

In peacetime, the need for stocks is reduced. Supply security is affected by factors such as private sector ownership, globalization of markets, and the fact that it has become usual to operate with running deliveries to meet demand, rather than maintaining large stocks.

In a crisis situation it will be expected that civilian society should function as normally as possible, and the available resources must therefore also meet those needs. Consequently, the Norwegian Armed Forces cannot assume that civilian society will support military operations and military activities in all situations. These situations have a bearing on the organization of the Norwegian Armed Forces' logistics apparatus and result in the Norwegian Armed Forces' operational units having to provide supplies in sufficient quantity

PHOTO: Torgeir Haugaard/ Forsvarets Mediesenter

to ensure initial staying power for all operational units. To meet the Norwegian Armed Forces' need for civilian support, it is important that the defence sector ensures that its own needs are known to the relevant civilian actors.[42]

Logistics support to the Norwegian Armed Forces is secured through the establishment of logistics units, emergency stocks, contracts with civilian suppliers and requisition. The choice of solution will depend on the unit's emergency preparedness requirements and market access, among other factors.[43]

A practical consequence of restructuring in recent years is that the Norwegian Armed Forces' need for goods and services has been significantly reduced in volume. However, most elements of the force structure are continued to a great extent. This implies that the scope of the supply need is at least as great as before.

Procurement of materials, supplies, and services to the Norwegian Armed Forces' divisions in peacetime, crisis and war should be based on acquisition and production- and delivery contracts with commercial actors, as far as possible. Nevertheless, for certain critical supplies and services it will be necessary to enter into more robust agreements and arrangements, or advance requisitions.

Principles of civilian-military logistics cooperation:[44]

1. Logistics planning should view the nation as a whole. Lack of resources in one geographical area may be compensated for by supplies from other areas.
2. Detailed planning should be reduced to a minimum. The general principle is that the total defence's need for goods and services in crisis and war should be considered as covered by the normal operations of business and industry.
3. The support systems for the supply of goods and services to the Norwegian Armed Forces must be built as much as possible on the businesses' and individual trade sector's existing organisation and infrastructure.
4. When the Norwegian Armed Forces enter into a contract for supplies in crisis or war, the same contract should be endeavoured to be integrated into the conditions for supplies in peacetime. This means that, wherever possible, the Norwegian Armed Forces should use the same company for supply- and production agreements during security policy crises and war as during peacetime.

The needs for civilian support, beyond that agreed in commercial agreements, should be determined by the Norwegian Armed Forces in consultation with the concerned sector ministries. This assumes a close cooperation at all levels, and a common understanding between the Norwegian Armed Forces and the relevant sector ministry as to the type and volume of goods and services that are to be requested. In cases where special logistics plans are to be prepared, the Norwegian Armed Forces and appropriate sector ministries must agree on and approve the relevant goods and services.

4.4 Collaboration with business and industry

The defence sector relies on collaboration with others to resolve its tasks in a cost-effective manner. Business and industry are key collaborative partners that contribute with the necessary goods and services, both in the form of one-off and continuous supplies and more complex and integrated processes in manufacturing and operations. The need for collaboration and support from the business sector will always be present both in peacetime as well as during crises and armed conflict.

Supply-, maintenance- and repair services are to be based to a greater extent on strategic agreements and cooperation with business and industry. Logistics services should be based to a greater extent on supplies from civilian society. These are intended to function both in peacetime as well as during crises and armed conflict[45].

42 Guidelines for the logistics operations in the defence sector of January 18, 2016, p. 17.
43 Directive on build-up of forces (the SOS Directive) December 18, 2012, Pt. 6.2.
44 Principles of civilian logistical support to the Norwegian Armed Forces issued by the Ministry of Justice and Public Security on July 23, 1998.

45 White Paper No. 151 S (2015-2016) *Capable and Sustainable*, p. 81.

The Norwegian Armed Forces' reaction- and defence capabilities will be strengthened by the use of civilian infrastructure, materials, equipment and expertise. The Norwegian Armed Forces have signed a contract with WilNor Governmental Services AS for the use of Norbase's civilian supply bases along the entire coast, among others. These bases can provide the necessary services to the Norwegian Armed Forces' divisions and allied forces. In addition, an agreement has been entered into with Grieg Strategic Services AS for support to the Norwegian Armed Forces' operations and exercises at home and abroad and for host nation support. Agreements in the areas of transport, maintenance and harbour services have been entered into, and other agreements could also be entered into. Civilian logistics actors are extensively used during overseas operations in the areas of strategic transport and local support.

Emergency preparedness agreements do not replace, but are a supplement to, military logistics. Military and civilian resources need to interact well and be mutually reinforcing. The National Logistics Operations Centre, under the command of the Norwegian Joint Headquarters (NJHQ), leads all Norwegian Armed Forces' logistics operations - including those performed by civilians. The logistics solutions need to function throughout the whole spectrum of crisis, from peacetime to crisis, conflict and war. The emergency preparedness agreements must allow for this and ensure the Norwegian Armed Forces flexible access to resources, regardless of the emergency preparedness legislation. The agreements must also secure the Norwegian Armed Forces, and allow for access to, the resources, even if the civilian company behind the agreement changes ownership or is dissolved.

The Norwegian Ministry of Defence (MOD), The Norwegian Defence Materiel Agency and the Norwegian Armed Forces have a number of demanding tasks related to the development, investment and use of the Armed Forces' materiel. It is therefore important to establish cooperation with environments that possess the expertise that the Norwegian Armed Forces themselves do not find practical to hold themselves. The Norwegian Armed Forces' materiel and capacities are augmented with expertise, research and support from a number of civilian actors.

An ever increasing number of new materiel systems are supplied with performance-based agreements for logistics throughout their lifetime. In addition, third- and fourth-party actors could manage logistics solutions on behalf of the Norwegian Armed Forces. The establishment of such agreements will move the interface between the Norwegian Armed Forces and civilian suppliers.

In order for the Norwegian Armed Forces to be able to deliver results with the expected quality, the Norwegian Armed Forces are dependent on interaction with research- and development environments as well as with business and industry.

The collaboration between business and industry and the defence sector should be based on the Norwegian Armed Forces' need for materiel and services, whilst also being cost-effective. The development of collaborative relationships must be seen in the light of the need to ensure national supply- and information security in key areas. Collaboration with industry is therefore intended to be targeted at specific technological areas.[46]

Operating solutions which, due to operational reasons or according to international law, need not be handled by the Norwegian Armed Forces themselves, should undergo a thorough total economic assessment to decide whether the Norwegian Armed Forces alone or others can provide the qualitatively best and most cost-effective solution for the task.

4.5 International rules of war and the total defence

The total defence concept is central to the defence of Norway, and is based on society's collective resources being used in the defence of the nation. The defence of Norway is built on both a military defence and a broad civilian emergency preparedness. As a small nation, Norway is not capable of building up a military defence that on

46 Technological areas of cooperation: 1)Command-, control-, information systems, 2) system integration, 3) autonomous systems 4) missile technology, 5) subsea sensors, 6) ammunition, aiming mechanisms, remote-controlled weapon stations and military explosives, 7) material technology specially developed and/or processed for military purposes and 8) lifetime support for military land-, sea- and air systems. The White Paper No. 9 (2015-2016) *National Defence Industry Strategy* Point 7.2.

its own possesses all the necessary resources in a war. Therefore, in situations of crisis and conflict, the Norwegian Armed Forces will be dependent on services performed by civilian personnel, the public sector at large, and business and industry.[47] At the same time, the distinction principle in the international rules of war require that there is a distinction between civilians and combatants.

The distinction principle applies in armed conflicts within the scope of the Geneva Conventions of 1949 and Additional Protocols I and II of 1977. The distinction principle means that civilians should be protected from the dangers of military operations, and that attacks should only be directed at lawful military targets according to the international rules of war.[48]

If a civilian person has a function that involves direct participation in hostilities, he/she will lose their right to protection according to the International rules of war as long as he or she performs the activity. Directly participating civilians are not entitled to participate in hostilities, because they do not have status as combatants. The definition of combatants includes personnel who are members of a State's armed forces, i.e. personnel wearing uniforms, belong to a command structure and are subject to an internal disciplinary system. Therefore, the use of civilian personnel in armed conflict has implications under international law, and demands clear delineations as to what civilian personnel can be used for.[49] Thus, whenever there is an intention to use civilians in armed conflict, an assessment must be made ahead of time as to whether their function will involve direct participation in hostilities. If such is the case, this function must be performed by a combatant.

In armed conflict, civilians are exposed to the risk of being inflicted lawful consequential damage from attacks on military targets according to the international rules of war. This risk is a result of the fact that the international rules of war permit civilian consequential damage, on certain conditions. Therefore, a conscious relationship to the rules of the international rules of war is necessary in respect of civilian support to the Norwegian Armed Forces' according to the total defence concept. Consequential damage to civilians resulting from attacks by the opposing forces must be taken into account in the organization of support to the Norwegian Armed Forces.

The MOD's subordinate agencies are to ensure that planning and implementation of civilian support to the Norwegian Armed Forces comply with Norway's obligations under international law.[50] Furthermore, when developing new operational concepts, the Norwegian Armed Forces must determine whether there are restrictions to be taken into consideration in respect of the international rules of war.[51] This also includes limitations to the use of civilians under the international rules of war. The Norwegian Military Manual in International Rules of War established by the Chief of Defence applies to the defence sector.[52] The manual is based on obligations relating to international rules of war as they are interpreted by the Norwegian authorities. This should form the basis for the planning and execution of operations, and should be used in teaching. The Norwegian Military Manual outlines the rules for what constitutes direct participation in hostilities. The Manual also outlines the rules for which objects are lawful military targets, and the rules on civilian consequential damage from attacks on military objectives.

4.6 Key legislation relating to emergency preparedness and response

Key legislation:

- The Fuel Facilities Act of March 31, 1949
- The Emergency Preparedness Act of December 15, 1950
- The Requisition Act of June 29, 1951
- The Requisition of Vessels Act of December 19, 1952
- The National Health Preparedness Act of

47 The White Paper No. 10 (2016-2017) Risk in a safe and secure society p.114.
48 Additional Protocol I of 1977 to Articles 51 and 52 of the Geneva Conventions.
49 The White Paper No. 10 (2016-2017) Risk in a safe and secure society p.114.
50 Implementation letter to the defence sector for the long-term period 2017-2020 pt. 2.1.4.3.1.
51 Directive on the evaluation of weapons, methods and means of warfare according to international rules of war established by the Ministry of Defence on June 18, 2003, and the implementation letter to the defence sector for the long-term period 2017-2020 pt. 2.1.4.3.2. The directive contributes to the implementation of the obligations in the Additional Protocol to the Geneva Conventions of 1977 Art. 36.
52 https://brage.bibsys.no/xmlui/bitstream/id/201436/manual krigens folkerett.pdf

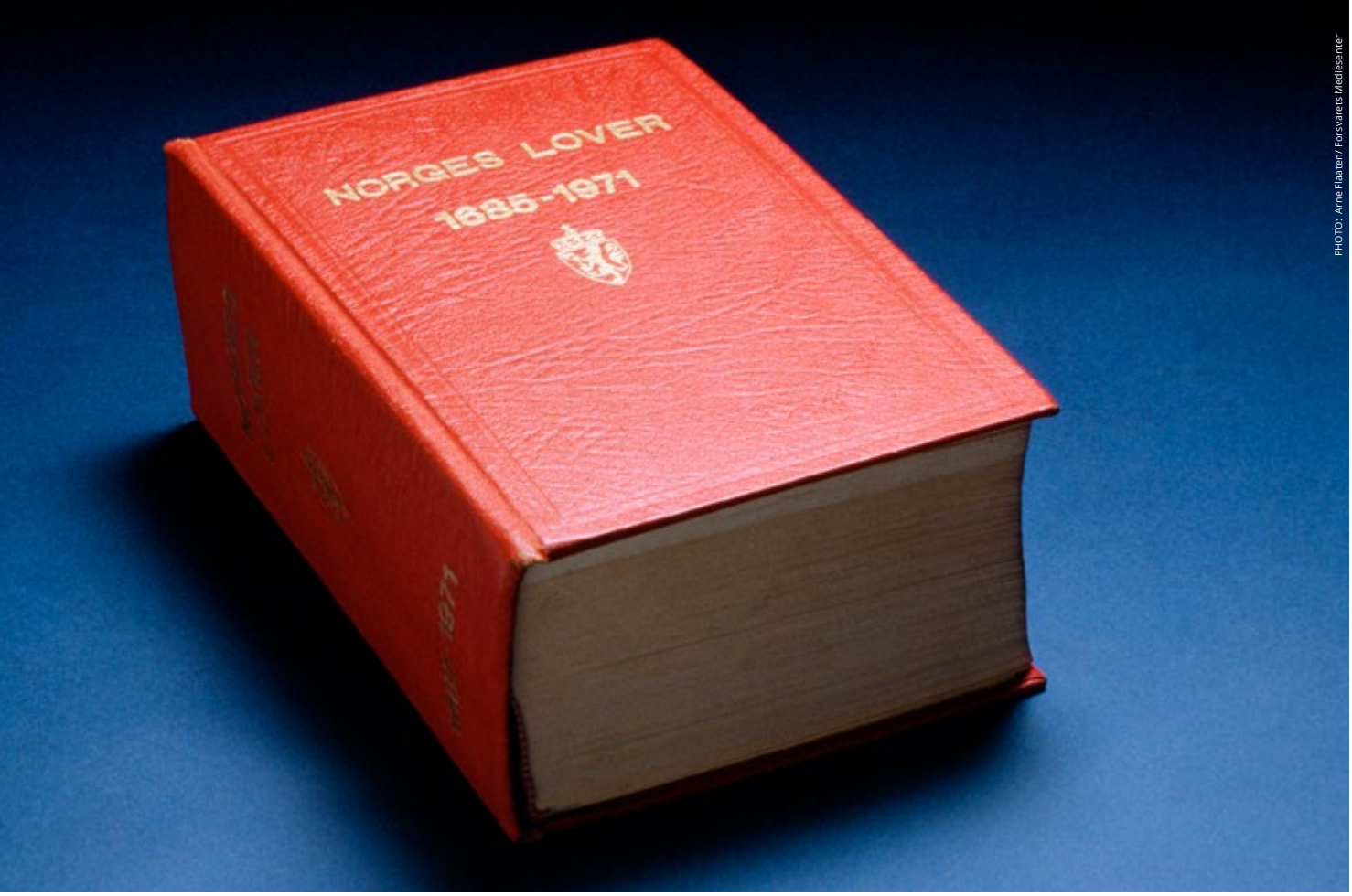

PHOTO: Arne Flaaten/ Forsvarets Mediesenter

June 23, 2000

- The Act on State Insurance of Goods under Transport against War, Risk of War, Extraordinary Crises in Norway or Abroad of December 12, 2003
- Act on Emergency Stockpiles of Petroleum Products of August 18, 2006
- The Civil Protection Act of June 25, 2010
- The Trade and Industry Preparedness Act of December 16, 2011
- The Defence Act of August 12, 2016

The most authoritative emergency preparedness acts are rendered below in chronological order. These are acts that are mainly related to emergency preparedness. However, there are a number of other acts with emergency preparedness related content, such as the Aviation Act section 13-9, the Railways Act section 6b, The Commercial Vehicles Act sections 36 and 37, Act relating to Electronic Communications section 2-10, Postal Services Act section 17, The Act relating to Harbours and Navigable Channels section 43 and the Energy Act sections 9-1 and 9-2 and more. The Security Act is discussed in Chapter 6.

4.6.1 The Fuel Facilities Act

Act of March 31, 1949 No. 3 on the construction and securing of fuel facilities (The Fuel Facilities Act), authorizes the King to order the owner or user of fuel facilities of significant importance to the country's fuel supplies to take securing measures against damage resulting from acts of war and sabotage, as well as ordering the carrying out of such extensions, new buildings, separation or moving of installations that are deemed necessary for reasons of defence. The rules are primarily preparatory provisions that can be implemented in peacetime.

4.6.2 Emergency Preparedness Act

Act of December 15, 1950 No. 7 on special derogations during war, risk of war, and similar conditions, is often called the Emergency Preparedness Act. The Emergency Preparedness Act is an enabling act which gives the King special powers to make decisions in order to protect the interests of the nation when the Storting is prevented from exercising its duties.

In Chapters I and II, provisions are given for special powers to the King. Chapter III regulates the relationship between military and civilian authorities in a combat zone, and means, inter alia,

that military authorities can take over the leadership of the Police and other civilian authorities. Chapter IV provides special rules on the handling of criminal cases during war. Chapter V provides rules on the forced relinquishment of personal property and real estate to the State. Chapter VI contains various provisions, including authority to the King to provide further regulations and take other necessary measures to implement the law.

4.6.3 The Requisition Act

Act of June 29, 1951 No. 19 on military requisitions (The Requisition Act) grants military authorities the power to "requisition whatever is necessary for military forces and associated institutions" except for property rights to real estate. The Act also gives legal authority to require the change of use or movement of enterprises, and allows the State to take over the operations of enterprises and other operations. The Act may be applied in wartime, or when the Armed Forces, or a part of them, have been ordered on a war footing for the purpose of emergency preparedness, or when it is necessary for the furtherance of emergency measures, including larger exercises. The Act provides the Norwegian Armed Forces with broad authority to requisition goods and services from the civilian sector that are necessary to the Norwegian Armed Forces' operations.

4.6.4 The Requisition of Vessels Act

Act of December 19, 1952 No. 2 on access to the requisition of vessels etc. during war or crisis situations (The Requisition of Vessels Act) grants the King authority to requisition vessels, including shipbuilding contracts and ships under construction. This applies to ships registered in Norway (Norwegian Ordinary Ship Register, NOR or Norwegian International Ship Register, NIS) owned by Norwegian citizens, persons resident in Norway or persons/shipowners that operate shipping companies from offices in Norway. As a general principle, only right of use or similar may be requisitioned, but requisition of ownership can also take place if special reasons make it necessary.

4.6.5 The National Health Preparedness Act

Act of June 23, 2000 No. 56 on health and social preparedness (The National Health Preparedness Act) is intended to protect the life and health of the population and to help ensure that the necessary health care and social services can be offered to the population in wartime and during crises and disasters in peacetime. The Act contains authorization provisions (Sections 3-1, 4-1, 5-1 and 5-2, cf. section 1-5) that provide the Ministry of Health and Care Services with special powers in wartime and by threat of war. The powers also apply during crises and disasters in peacetime according to decisions by Council of State. If it is necessary to ensure life and health, the Ministry may reach a preliminary decision on its application. Such a decision should be confirmed in the Council of State as soon as possible. The powers apply to requisition of real estate etc., civilian service duty and command, responsibility-, task- and resource allocation. Whether or not, and what type of action should be taken is determined by the Ministry or whoever has been delegated such authority by the Ministry.

In addition, there are preparedness provisions in the Infection Prevention and Control Act, the Radiation Protection Act, the Public Health Act, the Food Act and in other health legislation.

4.6.6 Act on State Insurance of Goods under Transport against War, Risk of War, Extraordinary Crises in Norway or Abroad

Act of December 12, 2003 No. 115 on state insurance of goods under transport against war regulates the state's access to offer insurance for transport of goods etc. during war or the risk of war and crisis. In normal situations, war-risk insurance is entrusted to the private market. According to the Act on State Insurance of Goods under Transport in War, the King in Council has the authority to determine whether the insurance should be offered. The state arrangement can only be activated in war and crisis etc. and if the private insurance market is inadequate. The offer is mainly intended to provide for insurance of goods and freight in Norwegian interests. The insurance offer may include all types of transport, including air transport, maritime transport and land transport. In addition, insurance may also be offered on other interests. The Act provides some overall guidelines on the appointment of a Board and its duties relating to daily management and operation of the insurance scheme if activated. The total framework allocated to the insurance scheme in the national budget for 2017 is NOK 2 billion.

4.6.7 Act on Emergency Stockpiles of Petroleum Products

Act of August 18, 2006 No. 61 on the emergency stockpiles of petroleum products provides Norwegian authorities with the legal authority to oblige manufacturers and importers of petroleum products to maintain emergency stocks corresponding to 20 days of normal consumption in Norway. The purpose of the storage is to enable the stored volumes to be used to secure supplies to the Norwegian market in the event that deliveries are disrupted. In addition, these supplies can be used as a contribution to a coordinated crisis management plan within the framework of the International Energy Agency (IEA). Supplementary regulations to the Act were established by Royal Decree of September 1, 2006.

4.6.8 The Civil Protection Act

Act of June 25, 2010 No. 45 on municipal emergency preparedness obligation, civil protection measures and the Civil Defence (the Civil Protection Act) came into force on January 1, 2011 and replaces the Civil Defence Act of 1953. The purpose of the Act is to protect life, health, the environment and material values with the use of non-military power throughout the entire crisis spectrum. The Civil Defence's task as a governmental reinforcement resource for the emergency- and preparedness and response agencies is clarified, while also providing provisions on measures and obligations of municipalities, business and industry and individuals. As of January 1, 2010, the municipalities were given a statutory requirement to implement overall risk- and vulnerability analyses, as well as a requirement to create an overall emergency preparedness plan for the municipality as a whole. These provisions are continued in the new Civil Protection Act. The municipal emergency preparedness obligation will help ensure that municipalities are better equipped to both prevent and deal with adverse events. The County Governor is responsible for ensuring that the municipalities fulfil their legal obligations. This allows the County Governor to register and point out discrepancies, as well as giving authority to impose orders on the municipalities in the event of failure to comply with legal requirements.

4.6.9 The Trade and Industry Preparedness Act

Act of December 16, 2011 No. 65 on trade and industry preparedness (The Trade and Industry Preparedness Act) regulates the relationship between public authorities and businesses in the preparation and implementation of cooperative procedures and special measures for crises with significant consequences for the access to goods and services in Norway in war, with risk of war and war-like conditions, and in peacetime.

The purpose of the law is to remedy supply-related consequences of crises by reinforcing the supply of goods and services and providing the necessary prioritization and redistribution of goods and services through cooperation between public authorities and businesses.

The law applies when it is necessary to take special measures to meet the needs of the population, the military defence or Allied military forces in Norway or international obligations relating to goods and services, due to the risk of demand pressure, shortage of supply or logistics failure.

There is a special regulation pursuant to the Trade and industry Preparedness Act relating to building- and construction preparedness. This regulation establishes a committee for building- and construction emergency preparedness and provides special provisions on the obligations of the building- and construction industry.

4.6.10 The Defence Act

General conscription for Norwegian citizens is embodied in Section 119 of the Constitution. Act of August 12, 2016 No. 77 on national service and service in the Armed Forces (The Defence Act) governs the implementation of national service, as well as the rights and obligations of employed personnel. Section 6 of the Act establishes, as a general rule, conscription for all Norwegian citizens between the ages of 19 and 44 years. The Defence Act also contains provisions on the extension of military conscription in wartime or by the threat of war. In such events, conscription age is extended to 55 years, and no limitations are set as to the duration of national service. The Defence Act is an absolutely central law in relation to emergency preparedness and response. The law ensures training of personnel

for the defence of Norway in peacetime and for these personnel to be called up for military service in situations when Norway is at war or there exists a threat of war. With authority in Section 32 of the Act, a regulation is established that regulates exemption from military service for persons working in other businesses and industries that fulfil vital societal functions during crises and war.

4.7 The key responsibilities of the emergency preparedness Ministries in the total defence

The key emergency preparedness Ministries are discussed below. In view of its responsibility for the coordination of public security- and emergency preparedness efforts in the civil sector, it would be natural to discuss the MOJ first. The other relevant Ministries are listed in alphabetical order. In Chapter 3 a description is provided of the various lead Ministries responsibilities for coordination and interaction in 14 vital societal functions. The MOD is discussed in Chapter 5.

4.7.1 The Ministry of Justice and Public Security

The MOJ has responsibility for the coordination of public security- and emergency preparedness efforts in the civil sector. The coordination responsibility is discussed more specifically in Chapter 3. The Directorate for Civil Protection supports the MOJ in assuming coordination responsibility, cf. discussions of the Directorate for Civil Protection in Chapter 3. The Ministry provides overall guidelines for the Counties Governor's public security- and emergency preparedness efforts. The Directorate for Civil Protection is responsible for the management of the agency and provides guidance to the County Governors in their emergency preparedness responsibilities and follow-up with the municipalities. The MOJ has overall control of the Governor of Svalbard.

The Ministry has overall administrative responsibility for the Norwegian Rescue Service, i.e. responsibility for the coordination of the land-, sea and air rescue services. The Joint Rescue Coordination Centres have the overall operational coordination responsibility for all types of rescue missions on land, at sea and in aviation. See also Chapter 3.

The MOJ and the MOD have the overall cross-sectoral responsibility for preventive safety in the civil and military sectors respectively. According to the Security Act, preventive safety is an operational responsibility. Each Minister is responsible for preventive security within its sector.

The MOJ is responsible for drawing up the Government's policy for ICT security in the civil sector, including establishment of national requirements and recommendations in the area of ICT security for both public and private enterprises. If necessary, the requirements will be established in laws and regulations. The affected sectoral ministry, authorities and business and industry are to be involved in this work. The Norwegian National Security Authority is the executive body of the MOJ and the MOD in this area for the civil and military sectors respectively, cf. discussion of National Security Authority in Chapter 5.

The MOJ and the Norwegian Police Directorate comprise the main police leadership. The MOJ is responsible for the agency management of the Police Directorate, the Director of Public Prosecutions, the Judge Advocate General and the Police Security Service. The Director of Public Prosecutions and the Public Prosecutors have the overall administrative responsibility for the handling of criminal cases in the Police, and in this context the Director of Public Prosecutions can only be instructed by the King in Council.

The Police Security Service reports directly to the MOJ and is responsible for preventing, counteracting and investigating criminal acts against the security of the Realm. The prioritized challenges are related to anti-terror operations, political extremism, counter-intelligence, and measures against the production and proliferation of weapons of mass destruction. Other functions of the service are to assist in the implementation of preventive security measures in the State administration, public and private businesses: as well as to prepare threat assessments and provide advice on initiatives of importance to Norwegian interests, businesses and the security of the individual. The Police Security Service cooperates extensively with, inter alia, the Norwegian Intelligence Service, cf. Chapter 5.

The MOJ is designated as the permanent Lead Ministry in civil national crises, unless otherwise determined. The Ministry's responsibility for coordination, and for the majority of the civil rescue- and emergency preparedness resources in Norway, means that the MOJ will always have a central role in most cross-sectoral national crises.

The Emergency Support Unit is organised as part of the MOJ, and is intended to support the Lead Ministry and the Emergency Council in its coordination functions and to act as the permanent secretariat for the Emergency Council. The Emergency Support Unit has competence in strategic crisis management as well as infrastructure capabilities. See also Chapter 6.

The Norwegian Civilian Situation Centre in the MOJ is organized as part of the Emergency Support Unit and is the permanent contact point for information to and from the MOJ during extraordinary events and crises. The Civilian Situation Centre is operated 24/7 and is intended to contribute to the timely warning and analysis of the operational picture, as the basis for making necessary decisions during crises.

4.7.2 Ministry of Labour and Social Affairs

The Ministry of Labour and Social Affairs has overall responsibility for the labour- and social welfare areas, as well as for the working environment and safety. Within the area of labour- and social welfare, this involves responsibility for National Insurance pensions and benefits, public service pensions, occupational injury etc., including during crises or disasters in peacetime and war. The Norwegian Labour and Welfare Service, the Norwegian Public Service Pension Fund and Norwegian Pension Insurance for Seamen administer the schemes. Efforts are being made to achieve a high level of security in the ICT systems of these activities to secure the payment of necessary benefits. One condition of this work is that suppliers of goods and services hold to their agreements, and that agreements have been made with secondary service providers and/or other measures are initiated to reduce vulnerability.

In the area of working environment and security, the Ministry of Labour and Social Affairs/Petroleum Safety Authority Norway have responsibility for preventive work and emergency preparedness in petroleum activities – offshore and at specific onshore facilities. This responsibility includes health-, safety and the environment including major accident risk, as well as safeguards and preparedness against deliberate actions. The petroleum industry itself has direct responsibility for risk identification, prevention and emergency preparedness, while the Petroleum Safety Authority ensures that the industry carries out these tasks in a proper manner. In the event of incidents offshore, the operator is responsible for taking necessary action and for reporting to the Petroleum Safety Authority, which has established a stand-by rota system to notify other involved authorities and ensure effective monitoring of their own area of responsibility in crisis situations.

The Ministry of Labour and Social Affairs is also responsible for the working environment and safety in land-based operations, but here the responsibility for major accidents is placed with the Directorate for Civil Protection.

4.7.3 Ministry of Finance

The Ministry of Finance's responsibility in an emergency preparedness context is related to the financial sector, among others. A major challenge within the sector is to ensure that payment processing is maintained and also functions satisfactory during crises and war. Extensive requirements to security and emergency preparedness are established in the regulations for payment services and payment systems, and these are supervised by Norges Bank and the Financial Supervisory Authority of Norway. The vulnerability of the financial sector is increasingly linked to the operation of ICT systems and continuous access to telecommunications and power supplies. In recent years work has been carried out to improve the efficiency, and adapt the emergency preparedness, in the financial sector to the vulnerabilities that a modern payment system entails. As a result, a special committee has been established, the Emergency Preparedness Committee for Financial Infrastructure. The primary task of the Committee is to arrive at, and coordinate measures to prevent and resolve crisis situations and other situations that could result in major disruptions to the financial infrastructure. The members of the Committee represent the key players in the Norwegian financial infrastructure, and the Financial Supervisory

Authority of Norway acts as leader and secretariat of the Committee.

The Customs Service has a role in national emergency preparedness and public security, and protects society from illegal import and export of goods. The service actively cooperates with other public authorities on control tasks and interests related to border passing and cross-border threats. The service's functions include controls directed at the illegal import of weapons, explosives, drugs and pharmaceuticals. The service also uncovers currency smuggling and money laundering, as well as the illegal import/export of strategic products and weapons of mass destruction. The service has updated emergency preparedness plans and contingency plans to deal with extraordinary events related to border crossing.

4.7.4 Ministry of Health and Care Services

The Ministry of Health and Care Services has overall responsibility for public security and emergency preparedness in the health- and care sector and is responsible for coordinating its own sector with other Ministries. Several sector departments and authoritative bodies are organised under the Ministry and, together with local and regional services, these have an executive function in emergency preparedness within the sector. A new National Health Preparedness Plan was established on January 1, 2018.[53]

The Directorate of Health is the sector directorate and authoritative body under the Ministry of Health and Care Services. The functions of the Directorate include providing guidelines, advice and guidance to municipalities through the County Governor. The Directorate of Health, by delegation from the Ministry of Health and Care Services, is to conduct the overall coordination of the health and care sector's efforts and take appropriate action when a crisis situation threatens or has occurred. If the Directorate of Health considers that there is clearly a need to take action, and it is not possible to establish contact with the Ministry in advance in order to be granted powers of delegation, the Directorate can nonetheless establish the coordination function. Contact with the Ministry should be established as soon as possible. The Directorate of Health coordinates supply security for medicines in cooperation with the Norwegian Medicines Agency, the Norwegian Institute of Public Health, and the Regional health authorities.

The Norwegian Institute of Public Health is responsible for the surveillance of communicable diseases, receiving notifications and alerts, advisory services, contact tracing and vaccine preparedness. The Institute is responsible for national vaccine preparedness, the National Vaccination Register, the Norwegian Surveillance System for Communicable Diseases and acts as the national contact point for the International Health Regulations (IHR) of the World Health Organization (WHO) and the Early Warning Response System of the EU (EWRS). The function of the Institute is to provide assistance and guidance to municipal, county and state institutions, health personnel and the population on communicable diseases and infection prevention and control. The Institute also has competence in the field of environmental contaminants and will assist municipalities, county governors and other government institutions in connection with exposure to hazardous environmental factors.

The Norwegian Radiation Protection Authority (NRPA) is the national specialist- and supervisory authority for radiation protection, environmental- and nuclear safety. The responsibility for radiation protection is shared between the Ministry of Health and Care Services, the Ministry of Climate and Environment and the Ministry of Foreign Affairs (MFA). The Norwegian Radiation Protection Authority is responsible for the administration and supervision of the use of radiation sources in medicine, industry and research. The Norwegian Radiation Protection Authority has the specialist and coordinating responsibility for nuclear preparedness in Norway. The Norwegian Radiation Protection Authority acts as the leader and secretariat of the Nuclear Emergency Preparedness Crisis Committee.

The Norwegian Board of Health Supervision ensures that the health services comply with regulatory emergency preparedness requirements, whereas the Norwegian Medicines Agency is responsible for the approval of medicines and supervision of the pharmaceutical industry.

53 National Health Preparedness Plan (HOD) established on January 1, 2018.

The National Treatment Service for CBRN medicine (chemical, biological agents, radiation and explosives) has key expertise in radiation- and radiological injuries and biological and chemical injuries. The CBRN service is established at Oslo University Hospital and has nationwide functions for treatment. The CBRN Centre has an advisory function in respect of the health service, cooperating agencies and authorities in the area of CBRN, that is available 24/7. The National Centre for Advanced Burns Treatment has been established at Haukeland University Hospital.

Regional Health Authorities and Health Enterprises (hospitals) are responsible for specialist healthcare services. According to the National Health Preparedness Act, municipalities, regional health authorities and health enterprises are obliged to prepare contingency plans for the services for which they are responsible. The planning obligation applies in crises and disasters in both peacetime and war. The regional health enterprises have a special responsibility for ensuring that the health service's emergency preparedness efforts are coordinated with other agencies, such as the Police, the Fire Service, the Norwegian Armed Forces and the Civil Defence. The municipalities are responsible for primary health services.

The Ministry of Health and Care Services is the overall responsible coordinating Ministry for water supply. National drinking water targets are followed up in a separate implementation plan. New drinking water regulations with stricter requirements to preventive security and preparedness for an adequate supply of drinking water at all times came into force on January 1, 2017. From the same date, a network for professional support to waterworks was established to reinforce their ability to tackle critical situations. The Norwegian Food Safety Authority supervises that waterworks comply with regulations.

4.7.5 The Ministry of Climate and Environment

The Ministry of Climate and Environment is responsible for emergency preparedness against acute radioactive pollution in accordance with the Pollution Control Act. This includes both radioactive emissions and radioactive waste. The Norwegian Environment Agency will assist the Norwegian Radiation Protection Authority with measurements in nuclear events. The Norwegian Environment Agency and the Norwegian Polar Institute have advisory roles in the Nuclear Emergency Preparedness Committee.

In accordance with the Pollution Control Act, the environmental authorities are responsible for setting requirements to municipalities' and private enterprises' emergency preparedness for acute pollution events and for ensuring that they are adhered to. The Norwegian Polar Institute sets emergency preparedness requirements for acute pollution, and life and health in the conduct of activities in Antarctica. The Ministry of Climate and Environment, and its subordinate agencies, have an advisory role in providing information on environmental values and assessing environmental impacts during state actions against acute pollution.The Norwegian Meteorological Institute is a subordinate agency to the Ministry of Climate and Environment. The Meteorological Institute is the official meteorological service for civilian and military purposes in Norway and is thus responsible for the meteorological service to the Norwegian Armed Forces. The meteorological service to the Norwegian Armed Forces in peacetime is mainly integrated into the general weather forecasting service and flying weather service at the Meteorological Institute's headquarters and regional centres, while the local weather service at some of the Air Force bases primarily supports the Norwegian Armed Forces. A position has been created as Senior Adviser for Defence Affairs as part of the Meteorology- and Climate Director's staff. The Institute offers extended meteorological support in the event of crisis and war, as well as during major military exercises. On several occasions, the Meteorological Institute has also contributed with support in connection with Norway's involvement in international operations, including with deployed personnel.

Together with the Ministry of Cultural Affairs, The Ministry of Climate and Environment is responsible for emergency preparedness in respect of cultural monuments of national importance. The Directorate for Cultural Heritage prepares and implements the securing of material cultural values in cooperation with the Ministry of Cultural Affairs.

4.7.6 The Ministry of Local Government and Modernisation

The Ministry of Local Government and Modernisation is responsible for emergency preparedness related to pricing (price freeze) as well as responsibility for the national administration. As lead Ministry for the Ministries' Safety and Service Organisation and the Directorate of Public Construction and Property Management, the Ministry has special responsibility concerning the securing of government buildings (with the exception of the MOD and the Prime Minister's Office (at its current address) and the Government's Representation Rooms.

The Ministry of Local Government and Modernisation has a special responsibility to work for a stronger and more comprehensive approach to information security in the national government administration. However, the sectoral ministries have overall responsibility for ensuring the security of the their sector's ICT infrastructure, and for ensuring that preventive information security is satisfactory.

The Norwegian Mapping Authority cooperates closely with the Norwegian Armed Forces' Military Geographic Service on map data and navigation services for use both at sea and on land. Applications are also covered in the Norwegian air space over land- and sea areas. This collaboration is regulated in agreements that are updated regularly. The Norwegian Mapping Authority has no direct operational role in a crisis situation, but provides geographical information that supports activities in many units that have an operational responsibility.

4.7.7 The Ministry of Cultural Affairs

The Ministry of Cultural Affairs is responsible on behalf of the State for its ownership of the Norwegian Broadcasting Corporation. The Broadcasting Corporation's responsibility in respect of emergency preparedness and in war is governed by the Regulation of October 6, 1989.[54] One of the Corporation's duties is to take measures to ensure that information from the Government reaches the population during emergencies and war.

The Norwegian Broadcasting Corporation has an emergency preparedness responsibility to allow the authorities to reach the population with information via the broadcasting network in the event of national crises and disasters. The channel P1 covers the entire population and is designated as the emergency channel. The P1, together with the Civil Defence public warning service, will ensure that information quickly reaches the population.

4.7.8 The Ministry of Agriculture and Food

The Ministry of Agriculture and Food has a special responsibility for emergency preparedness for plant- and animal health (land animals). In cooperation with the Ministry of Health and Care Services, the Ministry of Agriculture and Food is responsible for emergency preparedness in respect of Zoonosis[55], and for safe food production in collaboration with the Ministry of Health and Care Services and the Ministry of Trade, Industry and Fisheries. The Ministry of Agriculture and Food also has partial responsibility for nuclear preparedness and bioterrorism. The Ministry of Trade, Industry and Fisheries has coordination responsibility for food supply preparedness, whereas the Ministry of Agriculture and Food has partial responsibility within its sector. The Ministry of Agriculture and Food is responsible for contributing to satisfactory food supply preparedness for Norwegian citizens by safeguarding the production base, facilitating continuous production, and contributing to the necessary supplementation to Norwegian production through imports. The Ministry of Agriculture and Food's subordinate agencies - the Norwegian Food Safety Authority, the Norwegian Agricultural Agency, the Veterinary Institute, and the Institute of Bioeconomy Research - will have the most important functions in emergency preparedness and crisis management.

For example, the Food Safety Authority has emergency preparedness for outbreaks of serious infectious diseases in plants, animals and fish, as well as for findings of infectious matter and foreign matter in animal feed, food and drinking water. To deal with all such events, the Food Safety Authority can request the assistance of the Police, the Customs Authorities, the Coast Guard and

54 FOR 1989-10-06 no. 4154 Regulations relating to the activities of the Norwegian Broadcasting Corporation during emergency preparedness and war.

55 Zoonoses are infectious diseases that can be communicated between animals and humans. The diseases are caused by various types of infectious material such as viruses, bacteria, fungi, parasites and prions.

PHOTO: Torgeir Haugaard/ Forsvarets Mediesenter

municipalities (cf. the Food Act section 23). The five regions of the Food Safety Authority have also close contact with the Civil Defence and the Council for Building Preparedness that will assist with serious events in respect of animal health where there may be considerable logistical challenges. Furthermore, the Veterinary Institute has premises for the analysis of infectious matter relevant for use in bioterrorism.

4.7.9 The Ministry of Trade, Industry and Fisheries

The Ministry of Trade, Industry and Fisheries' sectoral emergency preparedness responsibility is related to ensuring that business and industry is capable of supplying the goods and services that society needs also in crisis situations. Responsibility does not include businesses and industries for which that other ministries are responsible. The Ministry of Trade, Industry and Fisheries has emergency preparedness arrangements particularly related to food supply, building- and construction, shipping and State insurance of goods under transport against war. From January 1, 2017, the ministry took over responsibility for fuel supply from the Ministry of Petroleum and Energy. The Ministry of Trade, Industry and Fisheries is responsible for the value chain starting from the refinery industry and up to the retail sale of fuel. Industry- and transport emergency preparedness aims to secure supplies to the population throughout the country, and also includes the needs of the Norwegian Armed Forces and the Civil Defence. The ministry's responsibility for civil protection and emergency preparedness encompasses a wide range of goods and services such as food, building- and construction services and shipping capacity. The business- and industry emergency preparedness of today is pre-planned to a very limited extent, and is built on cooperation with the relevant businesses and industries.

Stocks of industrial raw materials, both for the foodstuff industry and other production, have practically been phased out. However, the Ministry of Trade, Industry and Fisheries still has smaller stocks of emergency rations.

In addition to formalized cooperation arrangements in the areas of food supply, building- and construction preparedness, shipping readiness and insurance for transport of goods against war, the Ministry of Trade, Industry and Fisheries also has cooperation agreements with the information offices for agricultural products, the Seafood Council and the ForMat Project, among others.

4.7.10 The Ministry of Petroleum and Energy

The Ministry of Petroleum and Energy is responsible for emergency preparedness related to power

supply and the management of water resources. Moreover, the Ministry has sectoral responsibility for the oil and gas activity on the continental shelf, pipeline transport and processing facilities on land directly related to the production of oil and gas.

The Ministry of Petroleum and Energy is the main ministry responsible for power supply[56] within the energy- and water resource sector, and has emergency preparedness tasks related to floods, landslides, dam breaches and other accidents in the country's water systems. The operational responsibility for power supply, including power supply readiness has been delegated to the Water Resources and Energy Directorate, which is a readiness authority according to Chapter 9 of the Energy Act. The Water Resources and Energy Directorate leads the Power Supply Preparedness Organization, which is made up of the Water Resources and Energy Directorate and agencies that own or operate facilities that are of significant importance for the operation, repair or security of production, conversion, transmission, sales or distribution of electric power or district heating.[57]

The municipalities are primarily responsible for the prevention of flood- and landslide damage. At the same time, it is necessary that the State also contributes to this work in order to obtain good results. The Water Resources and Energy Directorate assists municipalities in preventing damage from floods and landslides, and in dealing with events.[58]

The regulation on preventive security and emergency preparedness in the energy supply (Emergency Preparedness Regulation) came into force on January 1, 2013. The regulation applies to the prevention, handling and limitation of impacts of extraordinary events that may affect the energy system.

The Ministry of Labour and Social Affairs has the overall responsibility for the working environment and security, whereas the Ministry of Transport and Communications is responsible for oil pollution preparedness in the petroleum industry. In turn, 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, oil companies and Gassco AS are responsible for supply security for gas. The oil companies' ability to secure supplies is related to both individual fields on the continental shelf, the companies' total field portfolio and their ability to secure themselves downstream with commercial arrangements, gas stocks and more.

4.7.11 The Ministry of Transport and Communications

The Ministry of Transport and Communications has sectoral responsibility for security and preparedness within aviation, port operations, roads, railways, electronic communications (Ekom) and postal services, as well as preventive maritime security and preparedness against acute pollution. Furthermore, the ministry has responsibility for the regulations related to security against terror in ports and port terminals "International Ship and Port Facility Security Code" (ISPS), as established in IMO (International Maritime Organization) and EU regulations, as well as the responsibility for the regulations associated with security against terror in aviation, which are also established in EU regulations.

The Ministry of Transport and Communications' subordinate agencies and affiliated companies have an independent responsibility for security and emergency preparedness within their own sector and organization. The Civil Aviation Authority of Norway ensures that relevant security and emergency preparedness plans are being adhered to by actors within aviation, and has a coordinating role in security events, including as head of the Security Council for Aviation. Avinor AS is responsible for providing aircraft security services and for maintaining an appropriate level of security at government airports. Bane NOR SF is the infrastructure administrator in accordance with railway legislation and has primary responsibility for providing functioning railway infrastructure to the train companies, and is responsible for ensuring that it is safe and accessible for traffic. Bane NOR SF is responsible for the coordination of security work within the sector and has operational

56 White Paper No. 1 S (2017-2018) The Ministry of Justice and Public Security, table 1.6.
57 Regulations of January 1, 2013 on preventive security and emergency preparedness in the energy supply, chapter 3.
58 The White Paper No. 10 (2016-2017–2017) *Risk in a safe and secure society*.

responsibility for the coordination of emergency preparedness and crisis management. The Railway Authority ensures that relevant security- and emergency preparedness regulations are adhered to. The Public Roads Administration has a general responsibility for security and contingency planning in the roads sector. The Norwegian Communications Authority is responsible for following up security and contingency planning in the electronic communications network- and services, including the Internet. The Norwegian Communications Authority provides advisory services and oversees that laws, regulations and licensing terms are adhered to. The Norwegian Communications Authority also leads the Electronic Communications Security Forum with the participation of security authorities and the main providers of electronic communication networks. Furthermore, the Norwegian Communications Authority also operates EkomCERT which is a response function that deals with events in the electronic communications network- and services.

The Coastal Administration has the operational responsibility for preventive maritime security, port security, and governmental preparedness against acute pollution. In accordance with delegated provisions of the Pollution Control Act and the Svalbard Environmental Protection Act, the Coastal Administration prevents and identifies acute pollution at sea and on land, as well as ensuring that the responsible municipality or polluter implements necessary measures when acute pollution occurs. If the responsible party does not implement adequate measures, the Coastal Administration will itself take action on behalf of the responsible party, if this is deemed necessary according to the scope of the pollution.

The Coastal Administration operates five vessel traffic centres that regulate and monitor shipping traffic in defined geographical areas along the Norwegian coast. The vessel traffic centres are to oversee vessels with hazardous cargo and to initiate immediate measures in the event of deviations or events in Norwegian seas. The Coastal Administration is also responsible for national emergency towing preparedness in Norway.

4.7.12 The Ministry of Foreign Affairs

The MFA has a main responsibility for maintaining Norway's foreign- and security policy interests and will have the overriding responsibility for coordinating the handling of crises affecting Norway's foreign- and security policy interests. In the event of security policy crises, the MFA will, among other things, be responsible for diplomatic measures and issues relating to international law, dialogue with allies and other states, follow-up and handling in NATO, the United Nations and other multilateral organisations, and in close consultation with other affected ministries.

The MFA will normally be the lead Ministry in emergency situations abroad where Norwegian citizens are affected. The MFA's responsibility for dealing with crises abroad involving Norwegian citizens is based on the Foreign Service Act and the Foreign Service Instructions[59], and is embodied in the White Paper to the Storting no. 37 (2004-2005) and White Paper to the Storting no. 12 (2010-2011)[60]. The host country's authorities are responsible for the safety of everyone staying on their territory and consequently for dealing with crises. Norwegian government assistance will thus be a supplement to the local authorities' own efforts, and assumes the consent of the host country.

The MFA has established a special crisis-and emergency preparedness organisation to assist Norwegian citizens abroad in crisis situations. All foreign service missions regularly prepare risk analyses and have their own crisis- and emergency preparedness plans that are updated annually or more frequently. The MFA's crisis staff has its own Emergency Response Unit, which can assist foreign missions in dealing with extraordinary events. Police- and health personnel are permanent members of the Emergency Response Unit, while professional military personnel will be involved as needed. Depending on the scope and nature of the crisis, other ministries and agencies will support the MFA's handling of the crisis. The MFA's crisis management organisation is well trained on interacting with national resources, principally in the areas of health, the Police and the Norwegian Armed Forces. It

59 Act of May 3, 2002 no. 13 on the Foreign Service and Foreign Service Instructions of December 13, 2003.
60 The White Paper to the Storting no. 12 (2010-2011) on *Assistance to Norwegians abroad.*

may be appropriate for the Norwegian Armed Forces to assist with military capabilities, such as air transportation.

NATO and EU are our most important partners in international cooperation on civil protection, emergency preparedness and crisis management. NATO's civil preparedness efforts are focused on coordinating and improving the efficiency of national civilian resources (see further discussion of this work in Chapter 7). Norway participates with the EU in various types of civilian cooperation and has been an active contributor to the EU's civilian and military crisis-management operations for several years. Our participation in EU operations is regulated in a framework agreement from 2004. Cooperation on security and contingency planning is also high on the agenda in the Nordic cooperation, the Barents cooperation and the Arctic cooperation, among others (cf. Chapter 7).

PHOTO: Lars Magne Hovtun / Hæren / Forsvarets Mediesenter

5. THE ROLE OF THE DEFENCE SECTOR IN THE TOTAL DEFENCE

5.1 Security- and defence policy objectives and the defence sector's role in the total defence

5.1.1 Security- and defence policy objectives

The primary purpose of Norwegian security- and defence policy, is to secure Norwegian sovereignty, territorial integrity and political freedom of action. The mainstays of Norwegian security policy are the NATO alliance and the transatlantic security partnership. Norwegian contributions is aimed at assisting in the prevention of armed conflict and ensuring that peace and stability are safeguarded within a global, multilateral legal system based on the principles embodied in the UN pact.

The Norwegian Armed Forces are a fundamental and decisive security policy instrument in securing Norwegian sovereignty and Norwegian rights, and in preserving Norwegian freedom of action.

The Norwegian Armed Forces, together with allies, will contribute to deterrence so thatany gain from threatening or challenging Norwegian security cannot compare with the costs it entails. The Norwegian Armed Forces will contribute to ensuring that military threats against Norway do not occur.

The Norwegian Armed Forces, together with allies, will secure the collective defence of Norway and its allies against threats, plots and attacks. Through participation in international operations and capacity building in certain countries, the Norwegian Armed Forces will prevent war and contribute to security and stability.

The Norwegian Armed Forces will contribute to civil protection by support to, and cooperation with, civil authorities in connection with terrorist attacks

and other major incidents, accidents and natural disasters.[61]

5.1.2 Security- and defence policy priorities

Norwegian security and defence policy must increasingly relate to the fact that changes to our security policy environment can occur very rapidly. Challenges to European and transatlantic security must be responded to with cooperation, determination and predictability. Security policy developments have implications for our operative ambitions, the commitment to the Norwegian Armed Forces and international cooperation. Norway must be capable of taking greater responsibility for its own security.

In the long-term plan for the defence sector, the priorities of further development of the Norwegian Armed Forces are presented as follows (ibid, p. 18):

- Strengthening the defence of Norway
- Strengthening NATO's collective defence
- Contributing to international efforts
- Develop the total defence

5.1.3 Tasks of the Norwegian Armed Forces

The tasks of the Norwegian Armed Forces are defined from the Storting and the Government overall mission for the Norwegian Armed Forces. The Armed Forces structure and operational capabilities are to be developed in order to carry out tasks within this framework. The tasks are summarized as follows (ibid, p. 22):

1. Ensure credible deterrence based on NATO's collective defence
2. Defend Norway and its allies against threats, plots and attacks, within the framework of NATO's collective defence
3. Avert and deal with episodes and security policy crises using national resources, including facilitating allied involvement
4. Ensure a national decision-making basis through surveillance and intelligence
5. Assert Norwegian sovereignty and sovereign rights
6. Assert exercise of authority in limited areas
7. Participate in multinational crisis management, including peacekeeping operations
8. Contribute to international cooperation in the security- and defence policy area
9. Contribute to the safeguarding of civil protection and other key societal functions

Duties 1 – 7 are defining for the Armed Forces. This means that the Norwegian Armed Forces must be equipped, manned and led specifically to solve these tasks. Since the Armed Forces support to civil society is task no. 9 it is basically not a defining task. However, it is also stated in the long-term plan for the defence sector that support to civil society to a greater extent will be guiding for the organisation and defining of certain capabilities in the Armed Forces (ibid, p. 22).

In order to carry out their tasks, certain divisions of the Armed Forces have a short reaction time, whereas others have longer reaction time and their forces need to be built up to full operational capability. The total operational capability, including ability to react, is adapted to the current security policy situation and economic frameworks.

Following is a brief overview of the different elements of the defence sector, with focus on their role in the total defence.

5.2 The Ministry of Defence

The Ministry of Defence (MOD) is responsible for the formulation and implementation of Norwegian security and defence policy. The Minister of Defence leads the MOD and is constitutionally responsible for the activities of the defence sector. The MOD is responsible for the strategic leadership and control of the Norwegian Armed Forces and the other agencies within the sector.

MOD's strategic responsibilities include planning and leading the Armed Forces long-term development, managing and following up the Ministry's subordinate agencies, supporting the Minister's daily activities, planning for- and managing the main aspects of the Armed Forces operations in peacetime, crisis and armed conflict, as well as maintaining capacity for strategic crisis management where military force could be applicable. The MOD controls strategic crisis management through the Analysis- and Coordination Group. In addition, MOD contributes to cross-ministerial cooperation

61 White Paper No. 151 S (2015-2016) Capable and Sustainable, p. 17.

on total defence- and emergency preparedness issues, and follows up contingency planning in the defence sector. Furthermore, MOD is responsible for international cooperation on defence- and security policy.

The Ministry represents the political-strategic level of the defence sector's operational activities and crisis management. This level provides political guidance for the Armed Forces operational activities. MOD assesses the security policy development, including coordinating with other Ministries and allied countries. MOD also deals with security policy issues within the framework of international organisations such as NATO and the UN. As needed, MOD determines and implements necessary measures within the defence sector.

MOD develops and issues the Emergency Preparedness System for the Defence Sector. This is part of the National Emergency Preparedness System discussed in more detail in Chapter 3.

5.3 Defence sector agencies

5.3.1 The Norwegian Armed Forces

The Armed Forces are MOD's largest subordinate agency with the Chief of Defence as head of the agency and leader of operations. The Chief of Defence is the country's most senior military official and is the Government and Minister of Defence's adviser in military affairs. The Chief of Defence has total command of Norwegian military forces.

The Norwegian Defence Staff

The Defence Staff is part of the Chief of Defence's support apparatus. The Head of Defence Staff supports the Chief of Defence in the role of head of department and acts as the Chief of Defence's deputy when he/she is prevented from carrying out his/her official duties. The head of Defence Staff is delegated authority by the Chief of Defence to lead the Armed Forces' operations. The departments and secretariat within the Defence Staff form part of the agency management.

In its support function to the Chief of Defence, the Defence Staff represents the military-strategic level of the Armed Forces' operational activities and crisis management. Within this framework,

PHOTO: Forsvaret

the Defence Staff deals with episodes and minor crises on a daily basis. In situations requiring reinforced efforts, the Defence Staff crisis organisation is established, designated as the Strategic Plan Group. The Strategic Plan Group is a situation-oriented leadership- and staff unit that can attend to the Defence Staff military strategic role, responsibility, authority and tasks on a continuous basis.

The Defence Staff is to attend to the Chief of Defence's responsibility for control of the daily operations of the Armed Forces. The Defence Staff tasks include effectuating cross-prioritization and management by objectives and results. It is responsible for checking that assigned funds are effectively utilized, including ensuring that the Armed Forces have the best possible operational capability in relation to designated tasks and assigned resources.

The Norwegian Joint Headquarters

The operational lines of control run from the Chief of Defence, via the Defence Staff, to the Chief of the Norwegian Joint Headquarters (NJHQ)[62]. NJHQ represents the operative level of the Armed Forces operational activities and crisis management. The Chief of NJHQ is responsible for planning and leading the Armed Forces operations in peacetime, crisis and armed conflict, and is assigned operational command of the force structure to carry out operations. All operational activities are controlled from NJHQ, based on political and military strategic guidance. The headquarters is also responsible for the allocated Norwegian force contributions to operations abroad. NJHQ plans and conducts most of the major military joint exercises in Norway and facilitates allied training, according to guidelines from the Chief of Defence.

On a daily basis, NJHQ continuously monitors the situation within Norwegian areas of interest on land, sea and air, and obtains a timely basis for national decision-making. NJHQ leads the daily assertion of sovereignty through territorial surveillance and military presence along Norwegian land-, air- and maritime borders. Air sovereignty is handled on behalf of NATO, and nationally, through the control- and warning system with combat aircraft on high readiness.

NJHQ handles the daily management of the Armed Forces tasks related to legal authority in certain areas. Today, the Armed Forces legal authority is effected mainly by resource control and other controls at sea and border surveillance along the Norwegian-Russian border. This is done primarily by the Coast Guard and Border Guard.

62 This does not apply to intelligence operations, where the lines of control go from the Chief of Defence to the Head of the Intelligence Service.

NJHQ plans and coordinates the Armed Forces support to the Police and other civilian authorities and agencies. NJHQ has at all times an overview of the military assets that may be requested to assist the Police or other civilian authorities. In accordance with instructions,[63] NJHQ is responsible for dealing with requests for assistance to the Police. For further description of procedures for request for assistance, see point 5.5.

The Intelligence Service

The Intelligence Service is the country's national, cross-sectorial civilian and military foreign intelligence service. The Chief of the Intelligence Service has coordination- and advisory authority on behalf of the Chief of Defence for all civilian and military intelligence operations in the Armed Forces. The Chief of the Armed Forces Military Geographic Service and the Chief of the Armed Forces Intelligence College are subordinate to the Chief of the Intelligence Service.

The main task of the Intelligence Service is to obtain information on conditions outside of Norwegian borders. The Intelligence Service collects, processes and analyses information such as other countries' social development, military forces and intentions that may potentially pose a risk to national security, in order to provide a necessary basis for decision-making r national authorities in matters related to foreign-, security- and defence policy.

Several of the tasks the Intelligence Service performs are important contributions to civilian authorities, such as the collection of information on international terrorism, international environmental problems and information on the manufacture and dissemination of weapons of mass destruction.

The Intelligence Service possesses its own collecting capacity. If needed, the Service can also make use of the established cooperation with the services of other countries. Given the competence of the Service in respect of processing and evaluating large volumes of information, it could make a substantial contribution to a common, national situational understanding of incidents and crises abroad. Such a common understanding is particularly important in the early phases of crisis management.

The Intelligence Service cooperates extensively with the Norwegian Police Security Service[64].This cooperation, and a smooth and rapid exchange of information between the Intelligence Service and the Police Security Service in the area of counter-terrorism is essential in order for the services to be able to employ their total resources effectively and to carry out their social responsibilities.[65]

The Joint Counter-Terrorism Centre is manned with personnel from both the Police Security Service and the Intelligence Service. The mandate of the Joint Count-Terrorism Centre is to strengthen the Service's capacity to share information as the basis for problem solving, to produce analyses that provide a relevant basis for decision-making and to ensure rapid and relevant information exchange in counter-terrorism operations.

The Norwegian Armed Forces Security Department

The Norwegian Armed Forces Security Department has overall responsibility for the exercise of the preventive security service in the Armed Forces. The function of the Security Department is to ensure that the Armed Forces activities are organised, carried out and revised in accordance with the Security Act[66].

The Armed Forces Security Department maintains an oversight of the security risk picture affecting the Armed Forces and Norwegian military activity both at home and abroad. The Armed Forces Security Department is also the Chief of Defence's and subordinate leaders' adviser in the area of preventive security. The Department will represent the Chief of Defence, in cooperation with the Norwegian Police Security Service and the National Security Authority in matters related to preventive security. The Armed Forces Security Department also represents the Chief of Defence in national and international cooperating agencies in the area of security service.

63 The Royal Decree of June 16, 2017 on the Instruction for the Norwegian Armed Forces' assistance to the Police (The Assistance Instruction).

64 Royal Decree of October 13, 2006 on instructions for the cooperation between the Intelligence Service and the Norwegian Police Security Service.

65 See for example, The White Paper No. 10 (2016-2017) Risk in a safe and secure society p.93.

66 Law on Preventive Security Service of July 1, 2001.

The Armed Forces Security Department is the central clearance authority for personnel in the Norwegian Armed Forces, and exercises military counter-intelligence. The Department reports to the Chief of the Norwegian defence staff.

Tactical commanders and operational capacities

The commanders of the Army, Navy, Air Force, Home Guard, Special Forces and other operational units in the Armed Forces are responsible for the production of operational capacities within their respective areas. The production of operational capacities includes the development of materiel, tactics, organisation and personnel as well as education and training. This applies to both operational capacity and readiness, nationally and internationally. Military commanders also have responsibility for operational leadership of their own forces at the tactical level.

The Army's tasks:

- Most conflicts require territorial control with the presence of soldiers on the ground, and it is here that the Army has the most important role.
- The Army is a guarantor for Norway being able to maintain its international obligations in respect of NATO and the United Nations in international operations. The Army is also the main supplier of soldiers and divisions to the norwegian deployment in Afghanistan.
- In peacetime, the Army is responsible for having at least one force in national readiness at any given time, i.e. the force can come into action at very short notice. Other regular, daily tasks are to control border areas with Russia and to guard the Royal Family.

The Navy's tasks:

The Navy is comprised of the Fleet and the Coast Guard

- The primary function of the Fleet is to be able at all times to secure the military defence of Norwegian maritime areas if necessary. This responsibility also involves maintaining Norwegian freedom of action against military and other pressures and ensuring free access to Norwegian territorial waters and ports.
- The Coast Guard's main tasks are to monitor the territorial waters, assert Norwegian sovereignty and put in effect Norwegian authority. The Coast Guard carries out a number of important tasks relating to customs supervision, environmental supervision, rescue missions and port control. The Coast Guard has legal authority with legal basis in the Norwegian Coast Guard Act.

The Air Force's tasks:

- Continuous state of readiness for air surveillance, exercise of authority and assertion of sovereignty.
- To operate the rescue helicopters in addition to tasks related to resource- and environmental surveillance missions, and search and rescue operations
- To support all of the Norwegian Armed Forces with helicopters, transport aircraft and combat aircraft.
- Contribute internationally with aircraft, helicopters and personnel in operations led by NATO and the UN.

The Home Guard tasks:

- The Home Guard acts as a rapid mobilization force for the Norwegian Armed Forces and with its local connections it is an important link to civilian society and a number of emergency preparedness agencies.
- The Home Guard has local territorial responsibility on behalf of the Chief of NJHQ. Based on their local territorial responsibility, the district commanders of the Home Guard handle the daily coordination and interaction with civilian actors in the country's counties and municipalities. The Home Guard has a presence throughout the country and has very good local knowledge, making the Home Guard an important resource in norwegian security- and emergency preparedness efforts.
- The main tasks are guarding and securing important military and civilian objects, national crisis management, assistance to the Police in accordance with instructions and other support to civil society

The Norwegian Special Forces

The Special Operations Command consist of the Special Operations Commando and the Naval Special Operations Commando and are assembled in a joint division led by the Special Forces staff which coordinates operations. The Special Operations Command has rapid reaction ability

and undertakes both national and international missions. The commandos are capable of gathering information and offensive operations on hostile territory. In peacetime, the commandos are prepared to support the Police in combating terrorist acts on offshore installations, vessels in Norwegian waters and onshore installations."

The Special Operations Command is in a state of readiness at all times to provide assistance to the Police, including hostage rescue and counter-terrorism. In addition, the commando has capacity to carry out hostage rescue and rescue of personnel overseas. The commando has capacities within the whole range of special force tasks.

The Armed Forces Cyber Defence

The Armed Forces Cyber Defence main task is to operate and develop the Armed Forces' ICT infrastructure and to support the Armed Forces' operations both nationally and internationally. Freedom of action in the cyber domain is essential for the exercise of command and control in the conduct of military operations. Similarly, this access is essential for the operational logistics and administrative support functions of the Armed Forces' overall operations. One particularly important task is to secure and protect the Armed Forces' computer systems, networks, and high-tech platforms from cyber attacks. Cyber Defence operations in the digital space are of a defensive nature.

The Cyber Defence function is to manage the Armed Forces total information infrastructure and to lead the development towards a network-based defence, also in a civil-military context. Network-based defence involves the use of information technology to link capacities and actors together in a network, both across the branches of the military service and at different levels of the organization.

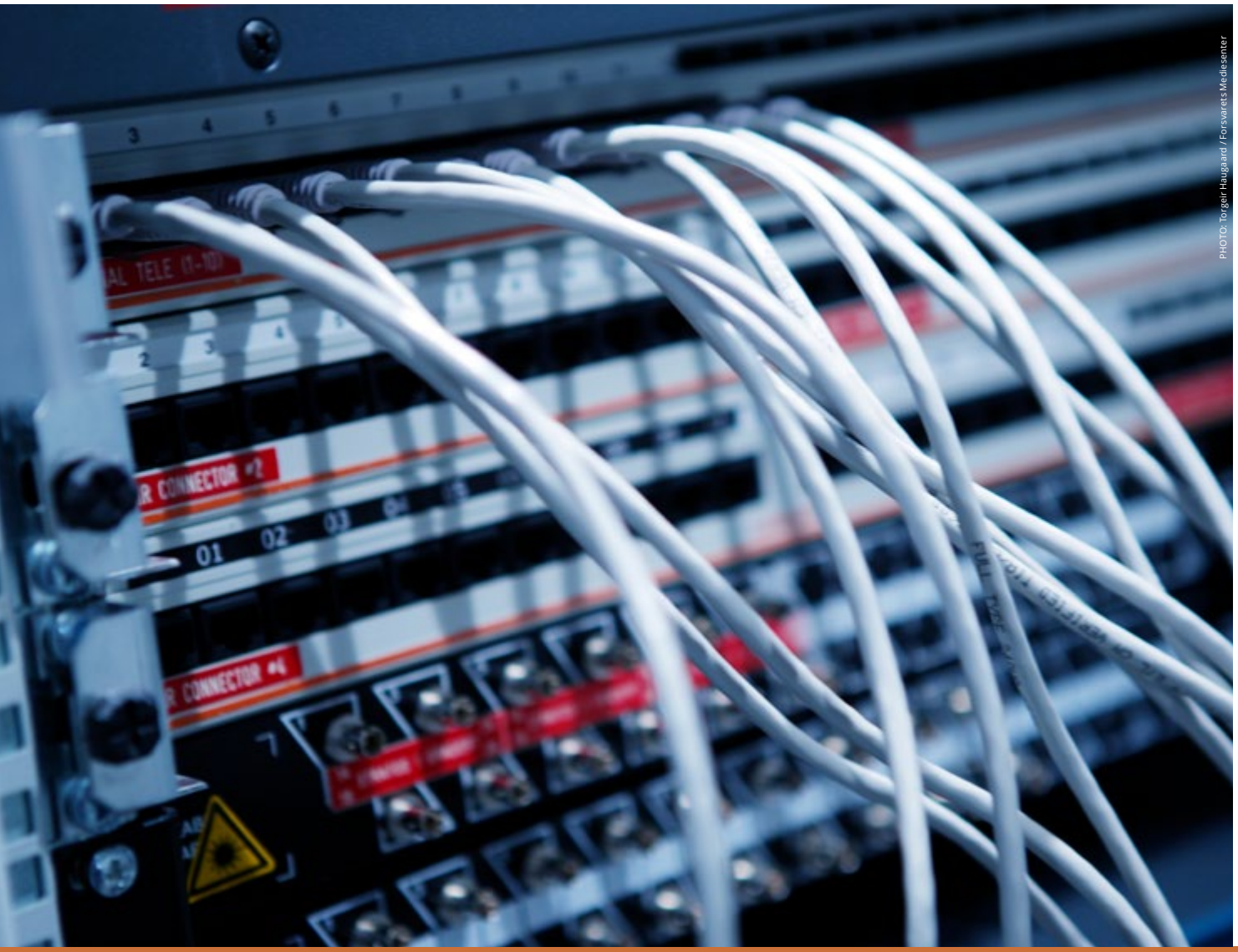

PHOTO: Torgeir Haugaard / Forsvarets Mediesenter

The intention is, inter alia, to provide the most up-to-date and complete decision-making basis. National network solutions must be grounded within the framework of the total defence to ensure the best possible utilization of available resources.

The Armed Forces, if requested, can provide assistance to civilian authorities at major cyber incidents in accordance with applicable principles and regulations for the Armed Forces' assistance to the Police and other civilian authorities. This may, for example involve technical advice, support from units with special competence, assistance with communication network recovery and support with more general expertise such as security, protection and transport to assist in dealing with cyber-attacks and any resulting consequential damages. Assistance related to civilian operators' handling of major data attacks must be coordinated with the National Security Authority.

The Norwegian Defence Logistics Organisation

The Norwegian Defence Logistics Organisation is the sector authority for logistics in the Armed Forces and the Chief of the Logistics Organisation is the Chief of Defence's closest logistics adviser. Logistics are critical to the Norwegian Armed Forces' operational capability in the context of building practical military strength, the build-up of forces and carrying out of operations. The Logistics Organisation is responsible for the supply of logistics to the Armed Forces' divisions in peacetime, security policy crisis and armed conflict, including:

- Logistics concepts for the Armed Forces divisions, and entering into readiness agreements with civilian suppliers of logistics services on behalf of the Armed Forces.
- Planning, coordination and leadership of joint operational logistics and the Armed Forces Joint Medical Services, as well as coordination of host nation support.
- Operational procurement of goods and services by carrying out purchasing, managing contracts and framework agreements with Norwegian and foreign suppliers.
- General responsibility for supplies to the Armed Forces divisions.
- Heavy maintenance of materiel.
- Transport of personnel and materiel

The Logistics Organisation is responsible for concluding agreements with civilian authorities and contractors to address the Armed Forces logistics needs related to readiness, build-up of forces and operations. For reasons of readiness, the Chief of the Logistics Organisation will use as much as possible the same civilian suppliers in peacetime, including in exercises, as in crisis and armed conflict.

The Norwegian Armed Forces Joint Medical Services

The Armed Forces Joint Medical Services is the Armed Forces' competent authority for all medical- and veterinary services. The Chief of Joint Medical Services will ensure that the Armed Forces have a thorough, operational and sustainable medical service available at all times to support the Armed Forces operations in all aspects of the conflict spectrum before, during and after operations.

The Joint Medical Services is responsible for the build-up of operational strength of medical service capabilities for joint operational use, including strategic air evacuation. The Joint Medical Services provides specialised medical services within disciplines such as traumatology, aeronautical medicine, diving medicine, military psychiatry and stress management, general medicine and medical testing for selection of military personnel, dental health including support to the Criminal Police Centre in identification, epidemiology, microbiology and competence in biological warfare agents. The Joint Medical Services operational provision of joint resources must be seen in the context of the branch of the military services integrated medical services.

The Veterinary Inspector of the Armed Forces is responsible for the sector, and for the Joint Medical Services division for veterinary operations and services. The Veterinary Inspector acts as technical adviser and is responsible for the development of capacity in the field of food hygiene, animal health, animal welfare and biological import protection. In addition, the Veterinary Inspector supports the Armed Forces operations in the field of medical force protection.

The Joint Medical Services is responsible for contributing to the development of the military medical field of expertise both in a NATO context and in the context of total defence. In this

connection, the Joint Medical Services cooperates with the health- and veterinary authorities. The Chief of the Joint Medical Services is deputy chair of the Health Emergency Council, see Chapter 6.

The Norwegian Armed Forces HR and Conscription Centre

The Armed Forces HR and Conscription Centre is responsible for conscription to the Armed Forces. The Chief of the HR and Conscription Centre is the Chief of Defence's closest adviser in matters related to conscription and is responsible on his behalf for joint conscription administration. HR and Conscription Centre is to ensure optimal manning of all units in the Armed Forces organisation in both peacetime and war by effective use of the conscription force. On behalf of the Chief of Defence, the Chief of HR and Conscription Centre has executive responsibility for administration of the scheme for exemption from compulsory service in the Armed Forces during security policy crises and armed conflict (the exemption scheme) to cover other areas of the total defence's need for personnel.

The HR and Conscription Centre is the recruitment unit for all military personnel and carries out the drafting of allocated personnel in force build-up.

5.3.2 The Norwegian Defence Estates Agency

The Defence Estates Agency is a subordinate agency to MOD. The Estates Agency function as administrator is to safeguard the owners' interests and responsibilities associated with the management of the property of the defence sector, building and construction, gunnery ranges and training fields) as well as for the removal and disposal of hazardous waste. The MOD is the owner of estates on behalf of the State. The estates agency is the defence sector estates technical adviser on behalf of the owner and users. The Armed Forces are its largest and most important partner in the defence sector, but the estates agency also has customers in other public sectors.

The Estates Agency has an independent readiness responsibility associated with supporting the Armed Forces' operational activities in peacetime, during security policy crises and armed conflict. This includes responsibility for participation in the planning, preparation and implementation of contingency measures for estates, and critical infrastructure related to the Armed Forces operations, as well as coordination with civilian agencies by contributing to reserve solutions for the supply of electricity, water and the like. The Agency has a corresponding responsibility and tasks in the establishment of Norwegian forces in international operations. The estates agency is to ensure that the Armed Forces' operations have access to the right solutions for the protection of infrastructure both in Norway and abroad.

The National Competence Centre for Securing of Buildings is organized as a unit in the estates agency, and is established to meet the state's overall need for services in the protection and securing of property, buildings and installations. The Centre is dependent on governmental cooperation and joint utilization of resources. The Centre is a commission-funded advisory centre and complements National Security Authority's role as adviser and guide in security of vital and important objects.

5.3.3 The Norwegian Defence Research Establishment

The Defence Research Establishment is a civilian research institution, organized as an administrative agency with special powers, and directly subordinate to the MOD. The purpose of the research establishment is to carry out applied research and development to meet the needs of the defence sector. To the extent that it is consistent with its purpose, the research establishment is to contribute to civil protection, industrial and technological developments in Norway, including taking on assignments for civilian authorities, industry and business. Particular emphasis is placed on its contribution to the development of better cooperation between civilian and military resources in crises and armed conflict. The research establishment also carries out assignments for the justice sector and other civilian authorities and is an active participant in several international research projects through NATO, the European Defence Agency and the EU Framework programmes for research in protection and civil protection.

ICT security is becoming increasingly important for the production of most services from critical

societal infrastructures. Since 1997, the research establishment has been carrying out research on the dependence on ICT systems within the main societal functions, and how information security in these ICT systems will help increase robustness and a reduced risk to society.

The research establishment operates the defence sector's environmental database which is central to the sector's eco-management. The research establishment provides advice to the sector in environmental issues and has its own R & D activity on the sector's environmental impact and mitigating measures. The research carried out in this area is to a great extent transferable to civil society.

The research establishment deals with threat awareness, vulnerability analyses, protection- and readiness measures against conventional weapons and chemical (C) and biological (B) agents and weapons, radiological (R) agents, nuclear weapons (N), against non-military explosives (E) and other hazardous substances in the event of emission through intentional actions or unintentional incidents. The work in the field of CBRN agents/ weapons is based on the threat assessment of such agents/weapons which includes how the substances are spread in the environment, the consequences they entail, the impact they have on the environment and the individual, and the methods that can be used to clean up CBR-contaminated areas and personnel. Furthermore, measures are deduced that can be implemented to prevent use and minimise damage from all of these weapons and hazardous substances. The research establishment acts as adviser to the Nuclear Emergency Preparedness Crisis Committee, and in addition contributes to scientific and technical knowledge in support of national authorities export control and preventive work.

The research establishment has the only national integrated laboratory for receiving, handling and analysing samples with possible content of CBRE-agents alone or in combination. The research establishment has signed an agreement with the Ministry of Justice and Public Security, the Ministry of Health and Care Services and the Ministry of Defence for its function as "Emergency Preparedness Laboratory for CBRE samples". The agreement regulates the research establishment function as an emergency preparedness laboratory for samples with unknown content, a potential combination of unknown chemical, biological and radiological substances, and/or explosives in the same sample and particularly hazardous chemical substances. The agreement allows for the research establishment capabilities being made available to civilian- and readiness agencies.

The research establishment has been conducting research on civilian readiness and the vulnerability of society since 1994 in the research programme "Protection of Society". The program has a long-term goal to contribute to a thoroughly prepared concept for the protection of the population and society in general, as well as to support the continuing prioritization of readiness- and protection measures. The eighth project in the program is intended to contribute to better civil-military collaboration within the framework of the total defence, with particular emphasis on civilian support to the Norwegian Armed Forces.

5.3.4 The Norwegian National Security Authority

The National Security Authority is a civilian directorate subordinate to MOD. National Security Authority reports to MOD for assignments on behalf of the defence sector and to JD for assignments in the civilian sector. National Security Authority is mandated to exercise overall and cross-sectoral responsibility on behalf of the MOD and the Minister of Justice and Public Security for preventive security service in accordance with the Security Act[67]. The Chief of National Security Authority is the closest adviser to the Minister of Defence and the Minister of Justice and Public Security on questions related to preventive action against security-threatening activities that can affect national and societal values.

National Security Authority is to support the Ministry of Justice and Public Security MOJ in the Ministry's coordination role and act as prime mover for civil protection in the civilian sector. In a situation where a ministry other than MOD or MOJ is given responsibility for crisis management, the

67 Crown Prince Regent's Resolution of July 4, 2003 – Distribution of responsibility between the Preventive Security Service and the Norwegian National Security Authority.

Chief of National Security Authority also provides expert reports on the situation to this Ministry, with subsidiary reports to the MOD and MOJ.

National Security Authority is the cross-sectoral authority for the preventive security service in Norway. The Directorate is responsible for coordinating preventive security measures and controls the security situation of entities covered by the Security Act. This includes state- and local government administration and private enterprises that provide classified procurements to the public sector.

National Security Authority is the competent authority for the development of preventive security measures. National Security Authority is a supervisory authority and has legal authority to ensure compliance with the Security Act with regulations and the Defence Secrets Act. National Security Authority works closely with the Intelligence Service and the Norwegian Police Security Service within several fields of expertise. Furthermore, National Security Authority participates in national and international committees and working groups, and has security cooperation with relevant countries and international organisations.

MOD has administrative responsibility for the Security Act with complementary regulations. In March 2018, the Storting adopted a new law on National Security (the Security Act) which will replace today's Security Act (planned for January 2019). The purpose of the regulation is for it to help safeguard norwegian sovereignty, territorial integrity and democratic form of government and other national security interests. It is intended to prevent, uncover, and counteract security-threatening activities, and will ensure that security measures are implemented in accordance with basic legal principles and values in a democratic society. The new law has a wider scope of impact and is more focused on civil protection in general in contrast to the current act's focus on national security ("Security of the Realm"). This will mean that more enterprises than today will be subject to the law. Some of these will be private. The regulations govern all measures to secure protected information, information systems, objects or infrastructure that are crucial to basic national functions. See also the discussion of security of vital and important objects in Chapter 4.

National Security Authority is a national warning-, information-sharing and coordination agency for cyber-attacks against critical societal infrastructure and information. The National Security Authority NorCERT (Norwegian Computer Emergency Response Team) operates the Digital Infrastructure Warning System (VDI), which is a national sensor network with the objective of detecting attempted cyber-attacks against critical societal functions.

The function of National Security Authority is to maintain a comprehensive overview of the ICT risk picture. Within its scope of responsibility, National Security Authority acts as the national contact point for warning of cyber-attacks to and from relevant nations, NATO and other relevant international organisations. National Security Authority represents Norway in NATO's Security Committee and Capability Panel 4 on Information Assurance and Cyber Security.

National Security Authority leads the Joint Cyber Coordination Centre, which also comprises the Norwegian Intelligence Service, the Norwegian Police Security Service and National Criminal Investigation Service. The Joint Cyber Coordination Centre is a permanent and co-located specialist environment, consisting of permanent representatives from each agency[68]. The Centre is not an independent body and does not have independent decision-making authority.

The Joint Cyber Coordination Centre scope of action covers major incidents in cyber space. The Centre's functions are in the fields of analysis, information exchange, crisis- and contingency plans, enhancement of competence, product development in all three branches, coordination of handling of incidents, and coordination of collaboration with joint partners. Coordination takes place within the framework of the EOS Services and the National Criminal Investigation Service areas of responsibility and therefore does not apply to all handling of ICT security incidents. Nor is the Centre an agency from which enterprises can request assistance with ICT incidents.

68 Mandate for FCKS in "Guidelines for Cyber Cooperation" from 2017.

PHOTO: Torbjørn Kjosvold / Forsvarets Mediesenter

5.3.5 The Norwegian Defence Materiel Agency

The Defence Materiel Agency is responsible, on behalf of the Government/MOD, for the procurement, management and disposal of materiel for the Armed Forces and other operations in the defence sector. The Materiel Agency is responsible for the administration of the Armed Forces materiel throughout its lifetime in order to maintain performance, technical availability and security in accordance with legislation, regulations and other requirements. The Materiel Agency is the competent technical authority for all materiel in the defence sector and is responsible for the maintenance of technical availability and for meeting operational requirements throughout the lifetime of the materiel.

The responsibility for planning and executing investment projects was transferred from the Armed Forces to the Materiel Agency on its establishment. In addition, several tasks related to international materiel cooperation were delegated from MOD.

In addition to planning, procurement and administration of materiel, the Materiel Agency also has a considerable responsibility to support the Armed Forces build-up of forces and readiness, as well as to carry out readiness activities within its own agency.

5.4 The Norwegian Armed Forces support to civilian society

In its handling of the long-term plan for the defence sector, the Storting has agreed that the Armed Forces should primarily prioritize their main military tasks, but that the Armed Forces available resources should be able to assist in civilian crisis management, dependent on the actual situation and the needs of the civilian authorities.[69] The Armed Forces contribute to civilian society in a very broad spectrum of situations. Some contributions are of a routine nature, while others are of an ad hoc nature. There is a long tradition for the Armed Forces to provide assistance to civilian crisis management. The Armed Forces primary mission is to defend Norway from external attacks and assert norwegian sovereignty and sovereign rights. However, today's complex threat picture and global development tendencies also lead to an increased need for good civilian-military cooperation to ensure civil protection.

The Armed Forces structure is dimensioned to accomplish the primary tasks, i.e. tasks 1 – 7 cf. Chapter 5.1.3. Nevertheless, the support to civilian society should be determining to a greater extent for the constitution and dimensioning of the Armed Forces capabilities in certain areas. This is relevant when planning dedicated missions, stand-by orders, localization, training requirements, exercises and training, as well as the ability to interact with agencies outside of the defence sector (ibid p.22).

The Armed Forces primary tasks and ability to resolve them must form the basis of the assistance tasks. It is a principle that the Armed Forces support should lie within the scope of the available capabilities at any time. As a general rule, no new military capabilities or structures should be procured for supporting civil society (ibid, pp. 46 and 49).

Although the structure and operational capabilities are primarily developed to address military tasks, certain capabilities are also relevant to, and therefore oriented towards, assistance to civilian authorities. The special forces and their helicopter services have dedicated missions and readiness, which means that the Police's need for assistance is to a certain extent determining for the organization, equipping, manning and training of these capabilities. This also applies to some degree to the Home Guard. Also other selected units stand on crisis- and readiness alert. This requires suitable operational capability and response time in order to rapidly resolve specific tasks related to crisis management and assistance to civilian authorities (ibid, p. 48).

If requested, the Armed Forces can assist the Police and other civilian authorities with civil protection when civilian resources are inadequate, e.g. in the event of natural disasters, accidents and criminal acts such as terrorism. The Police and other civilian authorities are responsible for dealing with such incidents, and therefore the Armed Forces only have a supporting role. The Armed Forces are alone responsible for the military defence of the nation. Military operational capabilities must not be tied up to civilian readiness in a way that it reduces their ability to address their military duties, unless otherwise decided (ibid, pp. 47 and 48).

5.5 The Norwegian Armed Forces support to the Police

If requested, the Armed Forces may provide support to the Police. Support from the Armed Forces is regulated by special instruction[70]. The instruction establishes conditions for the Armed Forces assistance to the Police, and provides the Armed Forces and the Police with guidelines for procedures, collaboration and requests for assistance.

The instruction ensures that decisions on assistance from the Armed Forces to the Police can be taken as quickly as possible in crisis. All decisions regarding request for, and granting of, assistance are taken by government agencies, usually by NJHQ and in the relevant police district or by the National Police Directorate. The Chief of Police in the relevant district considers the need for support from the Armed Forces. The responsible Chief of Police assesses which capabilities it is most

69 White Paper No. 151 S (2015-2016) Capable and Sustainable, p. 26.

70 The Royal Decree of June 16, 2017 on the Instruction for the Norwegian Armed Forces' assistance to the Police.

appropriate to employ in any given situation. The Ministries exercise reactive control.

Society need for rapid response will be guiding for both the Police and the Armed Forces in the face of incidents, plots and accidents that threaten the life and health of the population or critical societal interests. The Police are responsible for resolving their tasks using their own resources. In situations where their own resources are considered to be inadequate or are not available, the Police should as soon as possible consider requesting assistance from the Armed Forces according to the rules established in this instruction. At the request of the Police, the Armed Forces should provide assistance as far as possible, without it being at the expense of pressing military tasks that are more important than those to which the request applies. The Armed Forces may set operational conditions for the support.

Personnel in the Police and the Armed Forces are obliged to arrange for, and contribute to, assistance being provided as quickly and efficiently as the situation requires.

5.5.1 Relationship to Section 101 of the Constitution

Section 101, third paragraph, of the Constitution establishes restrictions to the use of military power against citizens of the State. If military force is to be used, it must have authority in law or it must be applied against types of rebellion that cannot be stopped by other means. This provision basically affects all direct use of military personnel in the exercise of power, even if they are unarmed.
In this context, the order of command is of no importance. In accordance with the wording and intentions of the Constitution , the primary aim of the provision is to limit the executive branch's access to the use of military force outside of the Storting's control. The Armed Forces assistance to the Police is embedded in law through the provision in the Police Act (section 27a) and the Constitution's requirement to legal authority for the Armed Forces use of force against citizens with assistance of the Police, are thus safeguarded.

5.5.2 Procedures for request for assistance

A request for assistance may be presented in writing by the Chief of Police, the National Police Directorate or the Police Security Service to NJHQ, which informs of its decision to the requesting agency. In specific cases, duplicates of the request and decision are to be sent immediately to the Ministry of Justice and Public Security (MOJ) and MOD, which exercise general executive prerogative. In critical situations, a request for assistance may be presented and decided verbally, and confirmed in writing.

Early warning of a possible need for such assistance is essential in order to start the necessary preparations and reduce the response time. Therefore, the Armed Forces and the Police have a mutual obligation to establish immediate dialogue as soon as there arises a situation that may necessitate assistance from the Armed Forces.

5.5.3 The Role of the Norwegian Police and the Norwegian Armed Forces in Terror Readiness

The terrorist attacks of July 22, 2011, and the political follow-up on national emergency preparedness, have clarified the responsibilities and roles of the Armed Forces and Police in the national terrorism readiness and the need for the Armed Forces to be prepared to assist the Police and other civilian authorities.

The Police have the responsibility for preventing and fighting crime, including terrorism, through national justice policy measures and international police cooperation[71]. This means that the Police have primary responsibility for preventing, averting and combating terrorist acts in peacetime, crisis and armed conflict.

In turn, the Armed Forces have the primary responsibility for asserting norwegian sovereignty and sovereign rights, and for defending the country from external attacks (national security).

There may be gliding transitions between terrorism as a form of crime, and terrorist attacks that are of such a nature as to cause them to be regarded as armed attacks on the nation in accordance with the UN pact. The Police are primarily responsible for preventing and fighting terrorism. The Armed Forces are responsible for dealing with an armed

71 The Police Act of August 4,1995 section 2.

PHOTO: Kystvakten / Sjøforsvaret / Forsvarets Mediesenter

attack on Norway. The Government determines whether a terrorist attack is to be considered an armed attack. The Armed Forces also have an independent responsibility for dealing with situations whereby a civilian aircraft, through its pattern of operation, raises suspicion that it may be used as a weapon in a terrorist attack. Such situations are time-critical, and only the Armed Forces possess the capabilities to deal with these threats.

5.5.4 The Norwegian Armed Forces support to the Police in terrorist attacks

Although responsibility for the prevention and fight against crime lies with the Police, the Armed Forces have an important supporting role in accordance with the prerequisites and principles outlined in the assistance instruction.

Some of the Armed Forces capabilities are particularly relevant and are specifically trained and equipped to assist the Police in a terrorist situation.

The Norwegian Special Operations Command and the Armed Forces helicopter services have dedicated missions and readiness, which means that the Police need for assistance is to a certain extent determining for the organization, equipping, manning and training of these capabilities. This also applies to some extent for submarines, Coast Guard and the Home Guard.

The Special Operations Command was established in 1982 with a special mission to be prepared to assist the Police in the event of counter-terrorism operations at sea. If requested, the division can also assist the Police with terrorist incidents on land. At Rygge, two Bell 412 helicopters remain on permanent emergency standby with rapid reaction times, and these can provide both general- and emergency assistance to the Police. At Bardufoss, there are two helicopters on standby, which, if requested, can provide general assistance to the Police.

5.6 The Norwegian Armed Forces support in security of vital and important objects with security forces

In the instruction on securing and protecting objects[72] , provisions are established for responsibility and cooperation between the Police and the Armed Forces for security of vital and important objects using security forces. The Police are to act to protect objects from situations that threaten the general security of society, iaw. the Police Act. The Police's responsibility for the protection of objects against attacks of a criminal nature, which is limited in respect of the Armed Forces responsibility to protect objects from attacks of a military nature, does not change in principle during crisis and armed conflict.

The Armed Forces can assist the Police with security of vital and important objects according to the provisions of the assistance instruction. Any need that the Police may have for pre-planned assistance from the Norwegian Armed Forces in security of vital and important objects, and the objects to which this applies, should be communicated to the Norwegian Armed Forces. The Police and the Armed Forces should collaborate in planning the securing of these objects. The Police decide which objects to pre-designate and for which plans should be made. The Police decide whether to implement securing and whether the Armed Forces should be asked for assistance.

The Home Guard is a key resource in supporting the Police's guarding and securing of important objects. This is because the Home Guard operates nationwide, and because the forces also have special expertise in security of vital and important objects, since this is also one of their primary military tasks during armed conflict. Home Guard assistance to the Police's security of vital and important objects will primarily be of a preventive nature, and will mainly be relevant in connection with situations where extensive security of vital and important objects is implemented and/or where the need for protection could extend over a longer period of time so that Police resources are inadequate. The Defence Act[73]is the legal basis for calling up Home Guard, both in peacetime and when there is a threat of war. The civilian service duty of Home Guard soldiers in peacetime is embodied in section 17 of the Defence Act.

Another important resource for security of vital and important objects, and particularly in the national capital, is His Majesty the King's Guard. The Guard should be able to provide rapid assistance to the Police with security assignments within the framework of the assistance instructions.

5.7 The Norwegian Armed Forces' support to other public authorities

The Armed Forces can assist other public authorities in addition to the Police.[74] The same principles apply for such assistance as for the Armed Forces assistance to the Police. It will not be relevant to provide assistance involving the execution of power to other public authorities than the Police. There is work in progress developing a specific regulation aimed at regulating assistance to public authorities other than the Police.

72 The Royal Decree of August 24, 2012 on the instruction for the securing and protecting of objects by the use of security forces from the Norwegian Armed Forces and the Police in peacetime, crises and war.

73 The Act on compulsory military service and service in the Norwegian Armed Forces, etc. of August 12, 2016.

74 The White Paper No. 10 (2016-2017) Risk in a safe and secure society p.111.

Next to the Police, the County Governor is an important player in the local and regional civilian-military cooperation (ibid, p. 161). The County Governor is given coordinating responsibility during major incidents, including floods and other natural disasters[75]. This responsibility for readiness applies to incidents in peacetime, crisis and war. The County Governor is responsible for coordinating the regional crisis management during major incidents and for coordinating assistance from the Armed Forces to civilian society and vice versa. It is the County Governor's responsibility to coordinate the civilian sector of the Total Defence and to ensure that the collective resources are utilized in the most appropriate manner. The County Emergency Council has been established to support the County Governor's readiness responsibility. See also Chapter 6.

5.8 Other Norwegian Armed Forces support to civil society

Provisions on civil-military cooperation have legal authority in the following laws, among others:

- The Defence Act
- The Customs Act
- The Intelligence Services Act
- The Security Act
- The Coast Guard Act

Civil-military cooperation encompasses all forms of cooperation between the Norwegian Armed Forces and civil society.

Following is an explanation of the support the Armed Forces provide to civil society within a broader civil-military framework. Some aspects of this support are of a routine nature and are included as defined tasks for the Armed Forces.

5.8.1 Access to support

In general, the Armed Forces are not imposed an obligation to support civil society. It is usual for the Armed Forces to be given access to support civil society in specific areas. A notable exception is the Armed Forces participation in the rescue service, which is based on the collaboration principle[76]. The Customs Act[77] section 20 is an exception, in that it is determined that the military authorities are obliged to provide the customs service with necessary assistance and protection in the execution of customs tasks. Moreover, the Coast Guard Act has certain obligating provisions.

5.8.2 Support regulated by agreement

Support to civil society may be regulated by agreement in some areas. Such regulation by agreement must naturally lie within the framework of relevant regulations. In some cases, regulation by agreement will be required in particular if there is a significant risk that, without such an agreement, the Armed Forces may incur liability for damages by such support.

The Armed Forces' overall documentation of regulations, instructions and directives is collected in a database of documents that also have to do with the total defence. Typical document types are agreements, Royal Decrees, instructions, plans, mandates and more. Currently, the total defence segment of the database contains almost 300 documents, and is available on a National RESTRICTED network.

By compiling all total defence documents electronically, this will ensure that anyone with an official need obtains speedy and easy access to the necessary documents in crisis, in peacetime or in war. Ministries and underlying agencies assist in keeping the database updated and relevant by submitting new documents for publication, and removing expired documents.

The database is administrated bythe Armed Forces Joint Services/Regulatory Unit.

5.8.3 The Defence Act

The Defence Act deals with the national service of conscripts and civilian service duty. Conscripts who are called in for ordinary service in peacetime, i.e. compulsory national service and refresher training, may be required to provide support to civil society if

75 Royal Decree of June 19, 2015 on Instructions for the County Governor's and the Governor of Svalbard's work on civil protection, readiness and crisis management (the County Governor's Civil Protection Instructions).

76 In this context, the collaboration principle of the rescue service is understood to imply that all government agencies with resources suitable for search and rescue are obliged to participate in the rescue service. The term, as used here, should not be confused with the overall national security and readiness principles: "Responsibility, proximity, equality and cooperation".

77 Act on customs and carriage of goods of December 21, 2007.

this is deemed necessary, and is not implemented in a planned scope that is in conflict with the primary purpose of the compulsory national service.

In addition, conscripts can be called in for so-called extraordinary service. This involves special exercises to strengthen the Armed Forces, extraordinary security and service required to maintain law and order, and civilian work when important societal interests make it necessary, as well as emergency services when the Armed Forces or any part of them are ordered to be placed on a war footing for readiness purposes, cf. The Defence Act section 17. For example, what is included in the concept of "important societal interests" must be determined in each case. The authority's perception of the situation will normally have decisive significance.

5.8.4 The Customs Act

In the Customs Act[78] section 12-3, it is stated *that "the Police and military authorities will provide the customs authorities with the necessary assistance and protection in the execution of the customs service".* The Coast GuardCoast Guard and the Customs Service have entered into a collaboration agreement, which further regulates Coast Guard Coast Guard as the observing, controlling and action-taking unit for the Customs Service at sea[79].

5.8.5 The Intelligence Service Act

According to the Intelligence Service Act[80] , the intelligence service is to assist in registering and counteracting external threats to the independence and security of the Realm and other important national interests.

In accordance with the law, the Intelligence Service has the responsibility to gather, process and analyse information pertaining to Norwegian interests in relation to foreign countries, organizations or individuals, and on this basis develop threat analyses and intelligence assessments to the extent they can help secure important national interests. The relationship with civilian delegating authorities and users of the service is regulated in the Instructions for the Intelligence Service[81].

78 Act on customs and carriage of goods of December 21, 2007.
79 The collaboration agreement between the Coast Guard and the Customs Service of June 6, 2005.
80 The Intelligence Service Act of March 20, 1998.
81 Instructions of August 31, 2003 no. 1012 on the Intelligence Service

5.8.6 The Security Act

A key purpose of the Security Act is to allow for effective counteraction of threats to the independence and security of the Realm and other vital national security interests. The law applies to all governmental, regional and municipal agencies, and to suppliers of goods or services in connection with classified procurements. The Ministries will also be able to make decisions stating that the law will also apply to other non-public agencies. A Ministry will be able to make decisions, within its remit, that the law in whole or in part will apply to agencies that process classified information, have control of information, information systems, objects or infrastructure that have decisive importance for fundamental national functions, and operate activities that have decisive significance for basic national functions.

National security interests are defined as national sovereignty, territorial integrity and democratic form of government as well as security policy interests related to operations at the highest level of government, security and freedom of action, defence, security and readiness, relationship with other states and international organisations, economic stability and freedom of action, fundamental societal functions and the fundamental security of the population.

Fundamental national functions means services, production, and other forms of activity of such importance that an entire or partial loss of the function will have implications for the state's ability to protect national security interests.

Preventive security work means planning, facilitating, implementing and controlling preventive measures against activities that threaten security and the consequences of such activity.

Security-threatening activities are defined as deliberate acts that, directly or indirectly, may harm national security interests.

The Ministries are responsible for preventive security work within their areas of responsibility and for identifying and maintaining an oversight of fundamental national functions, identifying and maintaining an oversight of operations that

have a significant impact on fundamental national functions, making decisions that the Security Act should apply in whole or in part to specific operations within its own sector, and reporting their oversight to the National Security Authority

Security of vital and important objects regulations came into force on January 1, 2011[82]. The regulation expands on the Security Act's regulations on Security of vital and important objects, and provides further rules on how responsibility for the protection of securable objects (buildings, installations and other objects that must be protected from security- threatening activities for reasons of security of the Realm or of Allies, or other vital national security interests) is taken care of to reinforce these against security-threatening activities. The regulation sets out in further detail how the designation and classification of objects, and the planning of security measures, should be done. It is up to the individual sector Ministry to designate and determine the classification level of securable objects, but then normally according to proposals from the agency that controls the object.

Although measures already exist, the regulation will help to harmonize the designation and classification of objects across the sectors of society. The National Security Authority, as the overall regulatory body according to the Security Act, will thus obtain a real opportunity for advice and guidance in the area. The object owner is obliged to protect the securable object in accordance with its stipulated classification, including allowing for the security forces to prepare, rehearse and carry out measures on and at the object in order to protect it. The regulation has the same purpose and scope as the Security Act.

See also Chapter 4 on object securing.

5.8.7 The Coast Guard Act

Coast GuardCoast Guard tasks listed in the Coast Guard Act[83]. It states that Coast Guardis responsible for asserting Norwegian sovereignty in Norwegian territorial waters and sovereign rights in seas under Norwegian jurisdiction. This entails surveillance, inspection and control in the Norwegian economic zone, the fishery protection zone around Svalbard, in the fishery zone of Jan Mayen and on the Norwegian continental shelf. In addition, Coast GuardCoast Guard performs tasks related to assistance to the fishing fleet, port control, assistance to customs surveillance, environmental surveillance and readiness to combat oil pollution. Coast Guard also has limited police authority pursuant to the Coast Guard Act to carry out the tasks the Coast Guard has been given in accordance with the law. In these cases, the Coast Guard is neither led by the Police, nor is deemed to assist the Police in the sense of the assistance instruction.

Coast Guard also has a statutory duty to participate in, and conduct, search- and rescue operations at sea, as well as to report on and render harmless drifting objects. The Coast Guard Act further gives authority to Coast Guard to provide assistance to the Police and other government agencies in need of vessels in the performance of their operations.

5.8.8 The Border Guard

The Police- and customs authorities are primarily responsible for the border control. However, border surveillance along the 196 kilometre-long Norwegian-Russian border in Finnmark (i.e. outside of the permanent Storskog border crossing), has been taken care of by the Border Guard since1959. In this area, the Border Guard is assigned limited police authority. In addition, Border Guard carries out a military duty in terms of asserting Norwegian territorial sovereignty along the border. Border Guard assistance to the Norwegian Border Commissioner and the Police is regulated in the instructions on border surveillance.[84]

5.8.9 The Norwegian Armed Forces support in connection with air transport and medical aircraft evacuation

By means of an "agreement between the Directorate of Health and the Armed Forces operational headquarters concerning mutual assistance", dated December 7, 2011, civilian health authorities can make use of the Norwegian Armed Forces air transport capabilities. This could be

82 FOR 2010-10-22 no. 1362: Regulations on object securing, established by Royal Decree October 22, 2010.
83 Act of June 13, 1997 no. 42 on the Coast Guard.
84 Royal Decree of August 5, 2005 on the instruction for cooperation on surveillance of the land border between Norway and Russia.

transportation of critically ill people, transport of body organs and ambulance readiness. Such use of the Armed Forces resources should not compete with civilian resources, and the support to the Air Ambulance Service is implemented only if the Armed Forces have available capacity for this type of mission.

The Armed Forces have an agreement with Scandinavian Airlines for medical evacuation by air of Norwegian patients from abroad in specially-equipped aircraft. The agreement applies to repatriation of injured Norwegian citizens and can be used both by the Armed Forces and civilian health services. According to the agreement, the airline makes aircraft available and the Armed Forces provide medical personnel and materiel. It would be most relevant to make aircraft available in extraordinary situations with a larger number of injured persons, and not in cases where it would be natural to use the ordinary systems for air transport of patients.

5.8.10 The Norwegian Armed Forces role in the coastal readiness

The Ministry of Transport and Communications is responsible for the national readiness against acute pollution, with the Norwegian Coastal Authority as executive agency. The Armed Forces are an important contributor to readiness against acute pollution.

The cooperation between the Coastal Authority and the Armed Forces ensures rapid presence at the injury site and the implementation of necessary action. Based on a readiness cooperation between the Armed Forces and the Coastal Authority the Armed Forces have the authority to exercise action leadership in situations requiring immediate action implementation. This means that the Armed Forces are able to act until the Norwegian Coastal Authority, as the main responsible agency, is ready to take over and lead the action. Thus this cooperation is no substitute for, but comes in addition to, other agencies' readiness organizations.

The collaboration between the Armed Forces and the Coastal Administration is regulated in a separate cooperation agreement.[85]

The Coastal Administration is working on establishing a common superstructure for agencies and authorities that have a responsibility or role in actions against acute pollution. Its purpose is to ensure holistic planning and follow-up.

85 The main Cooperation Agreement between the Norwegian Armed Forces and the Norwegian Coastal Administration of May 10, 2007.

PHOTO: NATO

6. CENTRAL CRISIS MANAGEMENT AND COOPERATING AGENCIES WITHIN THE TOTAL DEFENCE

"An effective defence of our country will [...] not be possible without a well-organized and as efficient as possible top management." [86]

6.1 Central crisis management- and cooperating agencies within the total defence

The central crisis management and coordination agencies are:

- The Storting
- The Government
- The Government Security Committee
- Office of the Prime Minister
- The Ministries
- The Emergency Council
- The Lead Ministry
- The Emergency Support Unit

86 The Defence Commission of 1946, part 3, p. 5.

6.1.1 The Storting

The Storting establishes important frameworks for the military and civil readiness, such as readiness legislation and the annual budgets.

The Extended Foreign- and Defence Committee is tasked with discussing with the Government key foreign policy-, security policy-, defence policy and readiness issues. The Committee consists of the ordinary members of the Foreign- and Defence committee, the President of the Storting and the leaders of the party groups. The leader calls the Committee together whenever deemed necessary or when the Prime Minister, Foreign Minister or a third of the Committee's members request it. The

same applies when the Minister of Defence requests on important readiness issues, or when the Minister of Justice and Public Security requests a discussion of questions related to readiness against terrorism. The negotiations in the Committee are secret unless otherwise expressly stated.[87]

6.1.2 The Government

The Government has the supreme responsibility for the emergency preparedness in Norway, including the overall political responsibility for both the control and management of preventive readiness efforts and individual crises that arise. The Government deals with a number of readiness cases, both through the budget process and the discussion of other issues in Government conferences and in the Government's security committee. According to our parliamentary system, each Cabinet Minister has the constitutional responsibility for his or her sector, within the laws and appropriations given by the Storting. This means that the individual Cabinet Minister also retains his or her constitutional responsibility in a crisis situation.

6.1.3 The Government's Security Committee

If the Prime Minister so wishes, a question may be dealt with in the Government's Security Committee, rather than in plenum by the Government. This will primarily be applicable when the question is of defence- or security policy importance, and the information is of such a confidential nature that it cannot be discussed by the Government in plenum. The composition of the Committee may vary slightly from government to government, but the Prime Minister, the Foreign Minister, the Justice Minister, the Defence Minister and the Finance Minister are normally permanent members of the Security Committee.[88]

6.1.4 Office of the Prime Minister

The Prime Minister leads and coordinates the work of the Government. These are tasks that the Prime Minister will also have in a crisis situation. The Prime Minister will also play a central role in respect of external communication, contact with other countries' heads of government, international organizations, the parliamentary leaders in the Storting, the Royal Family etc. The Prime Minister's involvement in each crisis will depend on the nature and scope of the crisis etc. In crises that fall within the scope of emergency legislation, the Prime Minister is delegated special powers in situations where it is unavoidably necessary to make decisions to safeguard the interests of society.

The Office of the Prime Minister must plan for the Prime Minister and the Government to be able to perform their duties also in crisis situations and to enable the office to carry out its duties as the 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 contribute with advice.

6.1.5 The Ministries

Each Government Minister also retains his or her constitutional responsibility in a crisis situation. In the event of crises, Ministries must obtain situation reports from their own operational activities and be able to identify and make decisions on necessary actions within their own area of responsibility to deal with the particular situation, including elaborating the basis for decisions and providing overriding policy clarifications where necessary. The ministries are to ensure that operational agencies have the necessary powers, and assess the need for international assistance in their own sector. Furthermore, the ministries must be able to deal with communication with the media and the public. This work must be coordinated with other ministries and especially with the ministry that is designated as the Lead Ministry.

6.1.6 The administrative apparatus for coordination of national crisis management

The administrative apparatus for national crisis management is an extension of the main principle of readiness in Norway (the principle of responsibility). The ministry that is responsible for a sector on a daily basis is also responsible for contingency planning and actions in a crisis situation. This structure applies in principle to all types of crisis situations, from crises in peacetime, such as natural disasters and pandemics, to security policy crises and war. The administrative coordination apparatus in connection with national crisis management is based on three

87 The Storting's Rules of Procedure of November 12, 2013, section 16.
88 Report to the Storting No. 29 (2011-2012) on *Civil Protection*, Chapter 6.1.

main elements: The Emergency Council, the Lead Ministry and the Emergency Support Unit.

The Emergency Council

The Emergency Council is the highest administrative coordination body at the ministerial level, and it is established to reinforce the central coordination.[89] The Council has five permanent members: the Secretary to the Government at the Prime Minister's Office, the Secretary General at the Ministry of Foreign Affairs (MFA) and the Permanent Undersecretaries of the Ministry of Justice and Public Security (MOJ), the Ministry of Health and Care Services and the Ministry of Defence (MOD). If necessary, the Council may be extended to include all the other ministries and representatives of subordinate agencies and environments with special competence.

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

- Securing strategic assessments.
- Considering questions related to the Lead Ministry.
- Ensuring the coordination of actions implemented by different sectors.
- Ensuring the coordination of information to the public, the media and others.
- Ensuring that questions that require political clarification are quickly presented to the political leadership of the ministries or the Government, including the clarification of powers and budget.

Any of the ministries can take the initiative to convene meetings of the Emergency Council. The Lead Ministry leads the Council's meetings. The Council is led by the MOJ unless otherwise determined. The Emergency Support Unit is the permanent secretariat for the Council. A system has been established for regular, periodic meetings of the Council for the purpose of discussion, clarification of the main readiness and crisis management challenges, and for the review of relevant events and exercises.

The Lead Ministry

The MOJ is designated the permanent Lead Ministry in the event of civil national crises, unless otherwise determined.[90] The Ministry's responsibility for coordination, and for the majority of the civilian rescue- and readiness resources in Norway, means that the MOJ will always have a central role in most cross-sectoral national crises. In a number of situations, and in the case of events that primarily affect one particular sector, it would be natural for the relevant ministry to have the lead ministry role, rather than the MOJ. In the event of a security policy crisis and armed conflict, the MOD and the MFA, by virtue of their sector responsibility, will have a special responsibility for dealing with defence-, security- and foreign policy issues. The Emergency Council is granted authority from the Government to decide which ministry should be the Lead Ministry in a particular crisis, and the Council will decide whether the MOJ or another ministry should be the Lead Ministry. In the event of doubt or disagreement in the Emergency Council, the choice of Lead Ministry is decided by the Prime Minister in consultation with the affected Ministers

The designation of a Lead Ministry does not entail changes to constitutional responsibilities, and all Ministries retain the responsibility and decision-making authority for their respective sectors.

In a crisis situation, the Lead Ministry will carry out the following:

- Develop overall situation reports, based on information from other ministries, subordinate agencies and the media situation, amongst others.
- Identify and evaluate the need for measures at the strategic level.
- Provide for the necessary coordination of measures within their own area of responsibility, and with other ministries and agencies.
- Arrange for coordinated information to be provided to the media and the population in general.

The Emergency Support Unit

The Emergency Support Unit is organised as part of the MOJ, and is intended to support the Lead Ministry and the Emergency Council

89 Royal Decree of September 1, 2017 on Instructions for the Ministries' work on civil protection (The Civil Protection Instruction), Chapter VII.

90 Ibid, Chapter VIII.

in their coordination functions and to act as the permanent secretariat for the Emergency Council. The Emergency Support Unit has competence in strategic crisis management as well as infrastructure capabilities. This includes support for analyses, the preparation of overall situation reports and the establishment of shared situational awareness. Mobile technical solutions form part of the infrastructure.

The Norwegian Civilian Situation Centre is organized as part of Emergency Support Unit and is the permanent point of contact for information to and from the MOJ during extraordinary events and crises.

6.2 Cooperation- and readiness agencies within the total defence

There are a number of cooperation- and readiness agencies within the total defence. The main agencies are discussed below, arranged in alphabetical order under each Ministry. The following summary includes cooperation- and readiness agencies that do not work together on a daily basis, but are called in as needed.

6.2.1 The Ministry of Finance

The Financial Infrastructure Readiness Committee

The Financial Infrastructure Readiness Committee was established by a decision of Norge's Bank's Executive Board on October 11, 2000. The Committee is composed of representatives of government agencies and key actors in the financial sector. The Norwegian Financial Supervisory Authority acts as the leader and secretariat of the Committtee.[91]

The Financial Infrastructure Readiness Committee coordinates measures to prevent and resolve crisis situations and other situations that may result in major disruptions to the financial infrastructure. In an emergency situation, the Committee will notify and inform concerned parties and authorities of the problems that have arisen, the consequences of the problems, and the actions taken to address the problems. Furthermore, the Committee will conduct the necessary coordination of readiness issues within the financial sector, including coordinating the preparation and implementation of warning plans and readiness measures in the event of security policy crises and war. The forum has operational functions, but not decision-making authority.

6.2.2 The Ministry of Defence

The National Total Defence Forum

The National Total Defence Forum was created by Royal Decree on September 23, 2005. The Forum is a cooperating body made up of the leaders of the most important agencies and directorates within the total defence. The MOD, the MOJ and the Ministry of Trade, Industry and Fisheries are permanent observers. The Forum is intended to be a meeting place for mutual orientation, coordination and overall coordination of relevant total defence-related problems and issues related to civil-military cooperation and civil protection. The leadership of the Forum alternates every second year between the Chief of Defence and the Directorate for Civil Protection.[92] The National Total Defence Forum has neither decision-making authority nor operational functions.

The Coast Guard Council

The Coast Guard Council is a cooperation and contact body that is intended to deal with and advise on issues relating to the Coast Guard's operations pursuant to the Coast Guard Act. The Council also acts as a forum for mutual contact and information.

The Coast Guard Council is an advisory body to the MOD and is intended to advise on issues affecting the Coast Guard's operations, including input to long-term plans and annual budgets, with the aim of contributing to good use of resources within the applicable framework.

The Coast Guard Council is composed of representatives from the MOD, the MFA, the MOJ, the Ministry of Trade, Industry and Fisheries, the Ministry of Climate and Environment, the Ministry of Transport and Communications, the Directorate of Fisheries, the Directorate of Customs and Excise, the Police Directorate, the Coastal Administration,

91 Mandate for the Financial Infrastructure Readiness Committee

92 Royal Decree of September 23, 2005 on the establishment of the National Total Defence Forum, with subsequent amendments.

Rogaland Regional Public Prosecution Office, the Petroleum Safety Authority, the Nature Inspectorate, the Joint Rescue Coordination Centre, the Norwegian Joint Headquarters and the Chief of the Coastal Administration. Also representatives of Norwegian business and industry and other organizations whose interests are affected may be invited to the Coast Guard Council. The MOD acts as the leader and secretariat of the Coast Guard Council.[93] The Coast Guard Council has neither decision-making authority nor operational functions.

6.2.3 The Ministry of Health and Care Services

Nuclear Preparedness Crisis Committee

The Nuclear Preparedness Crisis Committee and its advisers has been established to provide expertise in the handling of nuclear events, and to provide rapid implementation of measures to protect life, health, the environment and other important societal interests. Nuclear events include both accidents and events resulting from intentional acts in peacetime, in security policy crises or armed conflict.

The nuclear preparedness is organised in the Nuclear Preparedness Crisis Committee , the Nuclear Preparedness Crisis Committee's advisers, the Nuclear Preparedness Crisis Committee's secretariat (the Norwegian Radiation Protection Authority), together with the County Governors and the Governor of Svalbard.[94] The Nuclear Preparedness Crisis Committee is made up of the following national authorities: The Norwegian Radiation Protection Authority, the Directorate for Civil Protection, the Norwegian Armed Forces, the Police Directorate, the Directorate of Health, the Food Safety Authority, the Coastal Administration, and the MFA.

The Radiation Protection Authority is the leader and secretariat of the Committee. The secretariat notifies the Committee's, members, advisers and, where appropriate, information officers from other agencies, as well as county governors, ministries and other relevant authorities or organisations. The Committee has been established to achieve a coordinated, effective and rapid handling of the acute phase of nuclear events, to advise ministries and other authorities in the latter phase of an event, and to provide professionally satisfactory support to the ongoing preparedness work. The main objective is to protect life, health, the environment and other important societal interests.

In the acute phase of an event, the Nuclear Preparedness Crisis Committee is responsible for coordinated information to national government and partners at home and abroad, the county governors, the media and the public in general. The Committee can implement appropriate action during the acute phase of a nuclear accident. Whenever the situation and time allows, the Committee should first contact the responsible sector ministries. Measures that affect military situations and operations must always be clarified with the MOD. The measures are implemented by the member agency in the Crisis Committee authorized to do so. The Radiation Protection Authority is the authority and the sector agency for radiation protection, and is the national and international point of contact in nuclear events. In the case of minor events with radioactive sources, the Radiation Protection Authority handles the situation. Locally, the Police coordinates the emergency services' operational handling of the situation at the site of the event. The National Radiation Protection Authority has the expertise and equipment to be able to assist in dealing with such situations.

The Counties Governor is the Committee's regional link and leads the County's Nuclear Preparedness Committee. During a nuclear event, the Counties Governor will arrange coordination and contribute to the implementation of coordinated measures regionally and locally. This applies to both protection measures and the dissemination of information to the press and the public.

93 FOR 1999-11-05 no. 1146, Instructions on the Coast Guard Council's composition, duties and activities. Established by Royal Decree November 5, 1999.

94 Regulation 1023 of August 23, 2013 Mandate and composition of the Nuclear Preparedness Crisis Committee with advisers, as well as the mandate to the County Governor and Regulation 1024 of August 23, 2013 Delegation of the King's authority according to the Radiation Protection Act section 16, second paragraph, to the Nuclear Preparedness Crisis Committee.

The Cross-sectorial Group for Coordination of Nuclear Preparedness

The Ministry of Health and Care Services leads the Cross-sectoral Group for Coordination of Nuclear Preparedness, which is made up of representatives from central ministries. In accordance with the principle of responsibility, the ministries are responsible for ensuring that the emergency preparedness of its own sector is satisfactory and is coordinated with other sectors. In the case of any nuclear events, the individual ministries and competent authorities are responsible for measures where authority has not been given to the Crisis Committee. The cooperation of relevant ministries in the ongoing preparedness work is organised through the cross-sectoral group for coordination of nuclear preparedness.

The Health Emergency Council

The purpose of the Health Emergency Council is to enable the civilian and military sectors to resolve important health tasks related to civil-military planning and cooperation during crises in peacetime and war, and to ensure efficient utilization of the resources in the field of health preparedness in close cooperation between the Norwegian Armed Forces and the health service.

The Health Preparedness Council is led by the Director of the Health Directorate. Other participants are the Chief of the Norwegian Armed Forces Joint Medical Services (deputy leader) the directors of the National Institute of Public Health and the Norwegian Radiation Protection Authority, the chiefs of the Norwegian Armed Forces' Logistics Organisation, the NJHQ and a representative of the Directorate for Civil Protection.[95] Other agencies may be called in when needed. The Council is advisory and has no operational function.

The Pandemic- and Epidemic Committee

The Pandemic and Epidemic Committee is an advisory body for the Health Directorate and the Institute of Public Health and gives advice on measures before, during and after any outbreak of pandemic influenza. The Health Directorate leads the Committee while the Institute of Public Health has the secretariat. The Committee is an advisory body with no operational function.

95 Royal Decree of November 19, 2004 on the Health Emergency Council, changes to mandate and composition.

6.2.4 The Ministry of Justice and Public Security

The Ministerial Advisory Board for Public Security

The Ministerial Advisory Board for Public Security is a forum for information- and experience exchange between the ministries in their work related to civil protection. The Advisory Board comprises representatives of all ministries and the the Office of the Prime Minister and is to discuss overall guidelines and frameworks for the work of civil protection, as well as any need for clarification of responsibilities. The Advisory Board has no operational duties in a crisis.

The Counter-Terrorism Contact Group

The Contact Group is led by The Police Security Service and comprises representatives from both government agencies and private enterprises. It is intended to help strengthen the mutual information exchange and contact between the participants by informing on and discussing the consequences to Norwegian interests of changes to the national and international threat picture, informing on and exchanging views on relevant measures to prevent terrorism, as well as informing on and discussing changes to the threat picture in a longer perspective.

The Police Security Service will report to the MOJ on the activities of the contact group in accordance with the instructions for the service. The counter-terrorism contact group is a preventative forum for information exchange and has neither decision-making authority nor operational functions.

The Cooperation Area for Chemical- and Explosive Preparedness

The Cooperation Area for Chemical- and Explosive Preparedness is comprised of a governmental group at the directorate level, an advisory group and a secretariat. The Directorate for Civil Protection leads both the Governmental Group and the Advisory Group, and takes care of the secretariat function.

The main purpose of the Cooperative Area is to support the coordination role of the MOJ in the area of chemicals and explosives. By this means,

the Cooperative Area will contribute to a cross-sectoral, holistic and coordinated effort in the area of chemical- and explosive preparedness at the directorate levels, and provide good technical advice at the local, regional and central levels with undesirable events, accidents and intentional actions throughout the entire crisis spectrum.

The Cooperative Area will also contribute to a coordinated risk- and threat understanding, clarify roles, identify deficiencies and weaknesses, establish best practices for communication, exercises, propose actions, exchange experiences and learning and arrange regional cross-sectoral readiness preparations.

The Natural Disaster Forum

The Natural Disaster Forum has replaced the former cooperation area for nature. The network is an arena for efforts to strengthen cooperation between different agencies in respect of natural hazards, and will have the status as Norway's national platform for the implementation of the Sendai framework.[96]

The Natural Disaster Forum is intended to facilitate cooperation between different national, regional and local agencies to reduce our vulnerability to undesirable natural events. A steering group has been established comprising the Directorate for Civil Protection, the Norwegian Water Resources and Energy Directorate, the Norwegian Public Roads Administration, Bane NOR SF, the Ministry of Agriculture and Food, the Association of Local and Regional Authorities, the Environment Agency, and a representative of the county preparedness managers.

The Coordination Group for the Major Accident Regulations

The Directorate for Civil Protection is responsible for coordinating the authorities' compliance with regulations of June 3, 2016 on measures to prevent and limit the consequences of major accidents in operations where hazardous chemicals are involved (the major accident regulations).[97] The Directorate performs the coordination role through its administration of a special coordination group. In addition to the Directorate for Civil Protection, the group consists of representatives from the Labour Inspection Authority, the Environment Agency, the Industrial Safety Organisation and the Petroleum Safety Authority Norway.

The Coordination Group ensures that all participating authorities deal with and evaluate incident reports in accordance with applicable legislation and major accident regulations. Feedback to companies and businesses is prepared by a consolidated coordination group. The group has neither decision-making authority nor operational functions.

The County Civilian Readiness and Emergency Planning Councils

A Civilian Readiness and Emergency Planning Council is established in each county to discuss preparedness issues and otherwise act as a forum for mutual orientation on emergency readiness and planning work within the various sectors, cf. Instructions for the Counties Governor and the Governor of Svalbard's work on civil protection, emergency preparedness and crisis management.[98]

The Civilian Readiness and Emergency Planning Council is headed by the Counties Governor and will be made up of representatives of regional actors responsible for critical infrastructure and critical societal functions, leaders of the Police and other emergency agencies, the Norwegian Armed Forces, the Civil Defence, voluntary organisations, the county administration and government agencies that have significant emergency preparedness duties in the county.

The Counties Governor may also include business owners or other actors in the council. In practice, the Norwegian Armed Forces are represented by the chief of the relevant Home Guard district or a representative designated by the chief of the Home Guard district. The Council has a function related to emergency preparedness planning and supports the County Governor's coordination function during crises. The Civilian Readiness and Emergency Planning Council has an operational function in that it will contribute to coordination

96 The Global Framework for Disaster Prevention (2015-2030) enacted at the UN World Conference for Disaster Prevention in Sendai, Japan in March 2015.

97 Established by Royal Decree June 3, 2016.

98 Royal Decree of June 19, 2015 - Instructions for the County Governor's and the Governor of Svalbard's work on civil protection, emergency preparedness and crisis management.

during undesirable events, but the Council does not have decision-making authority beyond the decision-making authority of individual members within their area of responsibility.

The Svalbard Civilian Readiness and Emergency Planning Council is led by the Counties Governor and consists of representatives from all the emergency services, major institutions and companies on Svalbard, and Longyearbyen Red Cross.

Network for National ICT Security

The Network for National ICT Security is a meeting venue that is intended to ensure that strategic issues relating to national ICT security and international cooperation in this field, are discussed and coordinated between ministries. The Network is to be a venue for the MOJ's coordination responsibilities in the civil sector, for the MOD on civil-military issues relating to ICT security and for the MFA in its coordinating role for Norwegian positions in international Cyber policies. The Network does not make binding decisions on behalf of the participating ministries. The MOJ leads the Network and holds the secretariat function by virtue of its coordination responsibility in the area of ICT security in the civilian sector.

6.2.5 The Ministry of Local Government and Modernisation

Emergency Preparedness Digital Forum in Norway

Civil protection and emergency preparedness are some of the most important areas of use of geographical information. The Emergency Preparedness Forum is intended to contribute to raising the national, regional and local preparedness by facilitating for more and better use of geographical information in the prevention, planning, analysis, handling and reporting of events. The information is to be used both in everyday life and during events in crises. The Forum will contribute to the safe and rapid access to geographical information for the emergency preparedness agencies and facilitate a common geodata foundation. This includes base map data, theme data, resource registers, and any new needs that the emergency preparedness agencies might have. The Forum meets at least twice a year and has a number of civilian participants as well as participation from the Norwegian Armed Forces.

6.2.6 The Ministry of Trade, Industry and Fisheries

The Council for Building and Construction Preparedness

The Council for Building and Construction Preparedness is an advisory body to the Ministry of Trade, Industry and Fisheries. The Council is part of the Ministry's emergency preparedness organisation.

The Council is appointed by the Ministry of Trade, Industry and Fisheries and consists of representatives of the nationwide building contractors and industry associations. The Council's duties are described in the regulation of June 28, 2013 no. 807 on building and construction preparedness. The Council is to assist the Ministry with advice when needed, assess critical situations and identify the resources needed. The nationwide companies that are represented in the Council are also to assist the Ministry by placing resources at their disposal. The Council has operational functions in an emergency.

The Food Preparedness Council

The Food Preparedness Council was originally formally established in 2003 as an advisory and operational body for the Ministry of Trade, Industry and Fisheries for contingency planning and emergency situations.

The Food Preparedness Council consists of representatives of NorgesGruppen ASA, Rema Distribusjon Norge AS, Coop Norge Handel AS, Tine SA and Servicegrossistene. Leadership of the group alternates between the members.

The Council is to provide the Ministry of Trade, Fisheries and Industry with advice on the supply- and logistics situation in the grocery industry, as well as to deal with, and present, proposals for appropriate action. In emergencies, the Council will assist public authorities with supplies to the Norwegian Armed Forces and the civilian population. The Council has operational functions in an emergency.

The NORTRASHIP Management

The NORTRASHIP Management (Norwegian Shipping and Trade Mission) is a cooperative- and readiness body established by the Ministry

of Trade, Industry and Fisheries in December 2002. The Management is intended to promote cooperation between the authorities and the shipping industry in order to obtain the best utilization of civilian resources in shipping.

The NORTRASHIP Management consists of representatives of shipowners, the Norwegian Shipowners' Mutual War Risks Insurance Association, the MOD, the Nordic Shipowner's Association and the employees' organisations. The Ministry of Trade, Industry and Fisheries MoDhas the secretariat function for the NORTRASHIP Management, in cooperation with the Norwegian Shipowners' Association. The Management meets twice a year or as often as the situation requires.[99]

In a normal situation, the NORTRASHIP Management has a mainly advisory function, but in the event of a major crisis or war, it will lead the Ministry of Trade, Industry and Fisheries' preparedness organisation for shipping (Norwegian Transport Preparedness for Shipping). The Management has operational functions in emergency preparedness and in the event of war, and, among other things, will prepare and possibly implement the operation of requisitioned ships on authority from the Ministry.

The Maritime Safety Committee for International Shipping

In 2007, the Ministry of Trade, Industry and Fisheries established the Maritime Safety Committee for International Shipping as a forum for the discussion of security-related issues for Norwegian vessels in international shipping.[100] The Forum is led by the Ministry, with participation from relevant authorities, the shipping industry and seamen. The Safety Committee is an informal committee, but it can be called together in a crisis. In recent years, the threat posed by pirate attacks has been central to the committee's work. The Forum has neither decision-making authority nor operational functions.

Insurance Forum Related to the Statutory Readiness Scheme for State Insurance of Goods under Transport

The Ministry of Trade, Industry and Fisheries has established an Insurance Forum Related to the Statutory Readiness Scheme for State Insurance of Goods under Transport. The Forum is primarily a network group that has an advisory role.
The Forum is part of the Ministry's total crisis organisation and is intended to act as a source of information and be a link between the authorities, the insurance environment and the users of the State Insurance of Goods under Transport.

The Forum is comprised of representatives of Finance Norway/The Nordic Association of Marine Insurers, The Norwegian Shipowners' Mutual War Risks Insurance Association, The Confederation of Norwegian Enterprises, The Enterprise Federation of Norway and insurance companies. The Ministry of Trade, Industry and Fisheries has the role of observer in the forum. The Norwegian Guarantee Institute for Export Credits acts as the secretariat for the scheme and for the forum. In emergencies, the Forum is to keep the Ministry informed at all times of risk assessments.[101] The Forum has neither decision-making authority nor operational functions. These are handled by an appointed board.

The Council for Fuel Preparedness

After the Ministry of Trade, Industry and Fisheries took over responsibility for fuel supply, the Ministry continued the Forum for Fuel Supply which consists of representatives of the two refinery owners (Statoil and Esso Norge) and the three largest petrol station chains (Uno-X, Circle K and ST1). In addition, the Forum has been extended with the addition of BP Airfuel Norway since the company has a critical role in the supply of aviation fuel and Bunker Oil as they supply fuel to a major part of the coastal fleet.

The Council is to act as an advisory body for the Ministry in contingency planning and a forum for information exchange on matters of importance to the fuel supply in the country or parts of the country. It is intended to formalize cooperation with the fuel industry in a separate regulation.

99 Instructions for NORTRASHIP Management, established by NHD in November 2013.
100 cf. Report to the Storting no. 22 (2007-2008) *Civil Protection*, p.50.
101 The mandate for the "Insurance Forum" linked to the statutory preparedness scheme for State Insurance of Goods under Transport, established by NHD on June 25, 2004.

6.2.7 The Ministry of Petroleum and Energy

The Power Supply Preparedness Organisation

The Water Resources and Energy Directorate is responsible for contingency planning and is to lead the country's power supply during emergency preparedness and in war. For this purpose, a nationwide organisation has been established the Power Supply Preparedness Organization which is made up of the Water Resources and Energy Directorate and agencies that own or operate facilities that are of significant importance for the operation, repair or security of production, conversion, transmission, sales or distribution of electric power or district heating.

The Power Supply Preparedness Organization will be able to carry out tasks in peacetime in the event of damage to power plants as a result of natural conditions, technical failures, terrorist- or sabotage actions and in connection with rationing according to the Energy Act. When the Power Supply Preparedness Organization takes over responsibility for the country's power supply in the event of war preparedness, all power supply companies are obliged to abide by directives from the senior authority in the Organization, without this resulting in changes to the company's ownership or responsibility.[102]

The Power Supply Central Management consists of the readiness authority (the Water Resources and Energy Directorate) and the system administrator (Statnett). The Director of the Water Resources and Energy Directorate, or another authorized director, leads the Power Supply Preparedness Organization. It is established in the contingency plans of the Water Resources and Energy Directorate that the Norwegian Armed Forces could designate liaison from the NJHQ to the Power Supply Central Management and, correspondingly, that the Water Resources and Energy Directorate should be able to designate liaison to NJHQ.

102 Regulation of January 1, 2013 on preventive security and contingency planning in power supply, chapter 3 and NVE's home pages on the Internet https:/www. nve.no/damsikkerhet-og-energiforsyningsberedskap/energiforsyningsberedskap/organisering-av-energiforsyningsberedskap/kraftforsyningens-beredskapsorganisasjon-kbo/.

6.2.8 The Ministry of Transport and Communications

The Civil Transport Readiness Advisory Forum

The Civil Transport Readiness Advisory Forum is part of the national transport readiness structure that was established on the introduction of the civil transport readiness regulation of June 14, 2005[103]. The Forum is an arena for cooperation and contingency planning between the transport authorities and the industry in the road-, rail-, maritime and aviation sectors. In the event of major civilian or military crises, the Forum is to assist the Ministry of Transport and Communications with traffic management in the transport sector and by providing transport support to other authorities[104]. The Forum is led by the Ministry of Transport and Communications and consists of representatives from the subordinate transport agencies- and companies, national transport associations, the County Council and the MOD. Other ministries and actors may be invited to participate as observers in the Forum's meetings subject to the theme and needs.

In accordance with the regulation for civil transport readiness, the County Council has a special responsibility for organizing the regional transport readiness in the event of major crises in peacetime or readiness and war. This means registering the county's transport readiness needs, keeping an overview of the main transport operators in the county and preparing emergency- and contingency plans for the handling of unwanted regional transport crises in cooperation with the relevant authorities.

The Security Council for Aviation

The Security Council for Aviation was created by Royal Decree on July 4, 1991 as an advisory body for affected authorities for the purpose of preventing attacks directed at civil aviation. The Council is to be updated on the risk picture and advise on the security of civil aviation, so that attacks can be prevented. The Council will contribute by influencing regulations by means of proposals for amendments to security requirements and regulations. Furthermore, the Council will exchange information between the

103 FOR 2005-06-14 no. 548: Regulations for civil transport readiness
104 Mandate for the civil transport readiness advisory forum of September 1, 2017

individual actors, as well as help the relevant aviation operators to know each other's roles. The Council can set up expert groups that can assist in areas of expertise which the Council itself does not possess.

The Council is led by the Civil Aviation Authority (CAA) and is made up of members of the Ministry of Transport and Communications, the MFA, the MOJ, the MOD, the National Police Directorate, the Police Security Service and the National Security Authority. The Council meets at least four times a year. In the event of situations with severe changes to the threat picture, the Council can be summoned at short notice to provide advice to affected authorities.[105] The Council has neither decision-making authority nor operational functions.

The Coordination Group for Airspace Restrictions

The Coordination Group for Airspace Restrictions is a cross-agency working group under the Flexible Use of Airspace Advisory Expert Group (FUA RE) whose task is to bring about the fast, efficient and coordinated establishment of airspace restrictions as a result of Police needs. In particular, this will apply to events where, in the Police's opinion, there is a need for airspace restrictions. In the event of accidents and acute situations, the Police applies section 7 of the Police Act for the establishment of airspace restrictions. The Group is led by the Civil Aviation Authority of Norway, and is also made up of representatives from Avinor's headquarters, the Norwegian Armed Forces Aerial Operations Supervisory Authority, the National Police Directorate, Oslo Police District, the NJHQ and Avinor's Control Centre at Røyken.

The Coordination Group for Airspace Restrictions is to provide advice and recommendations to the decision-making authority in the Police or the Civil Aviation Authority of Norway on the establishment of airspace restrictions, including the extent, design, duration, conditions and consequences. FUA RE summons the Coordination Group for Airspace Restrictions to an annual meeting. At the request of the Police, FUA RE can summon the Coordination Group for Airspace Restrictions to meetings, in addition to the annual meeting, in order to secure the need for airspace restrictions. The Coordination Group has neither decision-making authority nor operational functions.

The Security Forum for Electronic Communication

In 2014, the Norwegian Ministry of Transport and Communications and the National Communication Authority established the Security Forum for Electronic Communication, the "Ekom Security Forum". The Forum consists of the National Communications Authority, representatives of selected providers[106], the National Security Authority, the Police Security Service and the Intelligence Service. Meetings of the Forum are conducted at fixed intervals and as needed. The Forum is to be a common arena for the confidential exchange of information. The Forum provides both providers and the Norwegian Secret Services with good and relevant threat information for the preventive security work. The Ekom Security Forum has neither decision-making authority nor operational functions.

6.2.9 The Ministry of Foreign Affairs

The Steering Group and the Operational Group of the Proliferation Security Initiative

The Proliferation Security Initiative (PSI) is an international partnership for the prevention of the proliferation of weapons of mass destruction. Norway participates in the cooperation.

At the national level, a Steering Group has been established at the ministerial level to ensure a coordinated input to discussions and assistance in exercises, clarification in relation to national and international legislation, as well as any efforts to prevent attempted proliferation. The Contact Group is headed by the MFA. Particularly involved ministries are the MOD, the MOJ, the Ministry of Transport and Communications, the Ministry of Trade, Industry and Fisheries and the Ministry of Finance. The Operative Group is summoned to assist with the interception of any attempted proliferation. The forum does not have decision-making authority, but has operational functions in

105 The Mandate attached to SD's letter to FD and others of August 11, 2004 on the appointment of members to the Security Council for Aviation.

106 As of 10.07.2017, Telenor, Telia, Ice, Broadnett, the Norwegian Cyber Defence Force and the Norwegian Public Safety Network are appointed as members of the forum. The composition is changed as necessary.

proliferation issues affecting Norway. This group is also summoned if needed under the leadership of the MFA.[107]

The Advisory Committee for Nuclear Safety

The Committee was created to support the implementation of the Government's Action Plan for 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 to prevent radioactive and fissionable material from going astray. The geographical impact area is primarily northwest Russia. The MFA leads the work and is responsible for designing strategies and establishing priorities within the framework of the action plan. In order to ensure a broad foundation, all relevant issues are discussed in an advisory committee. The nuclear security cooperation with Russia is funded by earmarked funds from the budget of the MFA, which are used for the implementation of bilateral- and multilateral projects in Russia.

The MOD, the Ministry of Health and Care Services, the Ministry of Climate and Environment and the Ministry of Trade, Industry and Fisheries, as well as the Institute for Energy Technology, the Radiation Protection Authority, and the Norwegian Armed Forces Research Institute participate in the committee. The forum has neither decision-making authority nor operational functions.

107 The White Paper No. no. 5 (2017-2018) p. 24, and Report to the Storting no. 39 (2003-2004) on *Civil protection and civil-military cooperation*, p.42 as well as the PSI Manual (2015), chapter 3.

7. CIVIL-MILITARY COOPERATION IN AN INTERNATIONAL CONTEXT

7.1 Civil-military cooperation in the UN, NATO, EU and OSCE

Norway has a long tradition of civil-military cooperation nationally. Norway has also participated to a considerable extent over many years with military and civilian contributions to international operations. In addition, Norway is a contributor to international organisations including through programme work and the development of regulations, standards and guidelines.
The rationale for Norwegian participation in international organisations and operations is both as part of Norwegian aid policy, but it also has a national readiness aspect. For example, by the dispatch of Norwegian personnel and equipment, we are able to train with national resources, and expenses can be covered for equipment that can also be used in Norway. Through participation in some of the international organizations, we also ensure that other states will come to Norway's aid should a crisis arise and we are not capable of handling this alone.

Norwegian participation in various operations outside Norway requires good dialogue, training and cooperation between involved civilian contributors, and between civilian and military actors in the field of operations. The best possible coordination, distribution and understanding of roles both in the planning phase and during the operation are critical. Where appropriate, such cooperation can be ensured based on the arrangements and mechanisms established to secure civil-military cooperation nationally.[108]

108 The White Paper No. 10 *Risk in a safe and secure society* (2016-2017) p.111.

International organisations define civil-military cooperation slightly differently. It is therefore useful to be aware of the applicable principles and concepts within the civil-military cooperation in organizations such as the United Nations, the North Atlantic Treaty Organization (NATO), the European Union (EU) and the Organisation for Security and Cooperation in Europe (OSCE). Thereafter follows a description of Norwegian civil crisis- management resources that can be used for crisis management outside Norway.

When participating in international peace- and stabilisation operations, Norwegian personnel (and other civil support) will be subordinate to multinational command- and coordination mechanisms. The command of the Norwegian Armed Forces' divisions will usually be transferred to the international organization (UN, NATO or the EU) who will lead the operation. Norwegian civil support will usually be coordinated by the host country, possibly with the support of relevant international organisations, usually the UN. The aim is to view Norwegian military and civilian contributions in a broader context, so that they can best complement each other and create synergy with other nations' contributions, and are also coordinated with the needs of the host country. As a rule, this means that it will be less relevant with *direct* cooperation between Norwegian civil- and military contributions, as coordination of the various countries' individual contributions takes place between the international organisations involved and the host country. In many of today's conflicts, humanitarian efforts take place side by side with peace- and reconciliation efforts, development aid, international policing and military operations.

In an Article 5 situation (collective defence), in principle all of NATO's total crisis-management resources could be applied. The mechanisms of civil-military cooperation, which will have a natural and important role in dealing with a situation in which the NATO Pact's Article 5 is applicable, are not discussed specifically in the following. Military assets and personnel for operations outside Norway are put together as needed, and are therefore not discussed further.

7.2 UN

The United Nations (UN) is an international intergovernmental organization established after World War II. 51 countries signed the UN Pact, a treaty describing how to work to ensure peace between nations, equalize economic and social differences in the world and ensure all people the same rights.

The UN currently has 193 Member States, all of which have one vote in the UN supreme body, the General Assembly. Issues relating to peace and security, including the use of force, are handled by the Security Council. The Security Council determines whether the UN should implement peacekeeping operations, as well as their size and mandate. The Security Council consists of 15 members, of which the United States, France, China, Russia and the United Kingdom are permanent members. The permanent members have the right of veto and can thus block proposed decisions. The other ten members of the Council are so-called non-permanent members, which are elected for two years at a time.

A number of sub-organizations and other special bodies are covered by the UN umbrella. These include the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), The United Nations Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR), the UN High Commissioner for Human Rights (OHCHR), the World Food Programme (WFP) and the United Nations Office on Drugs and Crime (UNODC).

With active Norwegian support, the UN has further developed more aspects of current peace operations, based on an integration of the political-, military-, humanitarian- and developmental instruments.[109]

As an organisation, the UN is particularly suited to the conduct of integrated peacekeeping operations, since the UN system covers the full range of necessary capabilities, including development aid and humanitarian assistance as well as military- and law enforcement resources.

109 The White Paper No. 33 (2011-2012) *Norway and the United Nations: Common future, common solutions*, p. 37.

PHOTO: Forsvarets Mediesenter

The UN is experienced in cooperating closely over time with host countries and the local population.

The UN currently conducts two main types of operations to help prevent conflict and preserve peace: political missions and peacekeeping operations. The political missions are led by the UN Political Department (DPA). UN peacekeeping operations are led by the UN Department of Peacekeeping Operations (DPKO). Both types of operations are supported with practical organization by the Field Support Division (DFS). Normally, a peacekeeping operation will consist of both a military force and a policing component, in addition to a civilian component. Political missions consist mainly of civilian components, but they could have military- and law enforcement personnel with liaison functions.

DPKO's principles and guidelines are embodied in the United Nations Peacekeeping Operations Principles and Guildelines ("Capstone Document") from 2008.[110]

110 The United Nations Peacekeeping Operations Principles and Guidelines ("Capstone Document"), 2008, pp. 53-54.

«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».

In line with this concept, the UN Secretary-General will send a Special Representative (SRSG) to lead the mission and who is also responsible for the coordination and targeting of the civil reconstruction. One example of such an integrated operation is the UN operation MONUSCO in the Democratic Republic of the Congo.[111] A note from the Secretary-General on integrated operations establishes the concept as a guiding principle for future peacekeeping operations.[112]

The key guidelines for military support in

111 The United Nations Security Council resolution 1925 of May 28, 2010

112 The 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 on February 9, 2006.

humanitarian crises are "Guidelines on the Use of Foreign military and Defence Assets in Disaster Relief" (Oslo Guidelines) for use in natural disasters, "Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies and "Use of Military or Armed Escorts for Humanitarian Convoys – IASC Discussion Paper and Non-Binding Guidelines." These guidelines are administered by OCHA. Common to the guidelines is an establishment of humanitarian principles, recognition of the UN's overall coordinating role, as well as the use of military contributions in humanitarian crises primarily when there are no corresponding civil resources available.

Central to these is the "United Nations Humanitarian Civil-Military Coordination (UN-CMCoord) Concept" which is intended to facilitate effective cooperation between humanitarian, governmental and military actors at all levels.

There is an important distinction between development aid and humanitarian assistance. Development aid is aimed at assisting recipient countries' social and economic development, while humanitarian assistance is aimed at saving lives, limiting human suffering, and maintaining and protecting human integrity during and after crises and disasters. Humanitarian assistance is built on the principles of humanity, neutrality, impartiality, and independence, both in conflict and with natural disasters.[113] Based on the humanitarian principles, there must be a clear distinction between the humanitarian- and military roles and purposes in an area of conflict.

7.3 NATO

NATO is a defensive alliance built on the Atlantic Pact of 1949. The core of the agreement is Article 5 of the Pact, which states that an armed attack against one or more of the Pact's members is considered to be an attack on them all. NATO is to secure fundamental values relating to democracy, individual freedom and the rule of law. NATO's most important task is to ensure peace and stability in the North Atlantic area. This takes place through a close military- and political cooperation between the member nations. NATO is also engaged in international peacekeeping operations.

Crisis management is one of NATO's three core tasks, the others being collective defence and security through cooperation. In a NATO context, a crisis-management operation is a military operation not derived from Article 5, i.e. operations not defined as collective defence against attack or aggression against one or more of the members of the alliance. Such crisis-management operations may be peacekeeping and enforcement operations, but also conflict prevention, reconciliation- and peace-building operations, as well as humanitarian operations (e.g. following natural disasters). Crisis management involves the use of various methods for dealing with the crisis. The way crises are handled will depend on their nature, scope and severity. Some crises could be prevented through diplomacy or other means, while in other crises there is a need for more robust measures such as military intervention.

NATO's strategic concept from 2010[114] states that experience makes it clear that a holistic political-, civil- and military approach is necessary to ensure an effective crisis management.

Such a holistic approach, or comprehensive approach, requires the players to cooperate and coordinate their efforts. NATO increasingly emphasises the strengthening of cooperation with international and regional organisations such as the United Nations, the European Union and the African Union (AU), voluntary organisations, local authorities and the alliance's partner countries.

The term CIMIC (Civil-Military Co-operation) is used in NATO in respect of the coordination and cooperation between military forces and civilian actors, including the population in the area of operations, local authorities, international- and national organisations and agencies and NGO's (Non-Governmental Organisations), for the purpose of supporting the military mission.[115] In

113 White Paper No. 40 (2008-2009) *Norwegian humanitarian policy*, box 3.1 Humanitarian Principles.

114 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, Nov. 19, 2010.

115 The term CIMIC is defined in the Norwegian Armed Forces Joint Operational Doctrine page 141.

NATO operations, it is necessary to distinguish between civil support to military forces where the purpose is limited to support to the military operation (CIMIC)[116] and civil-military cooperation at the strategic level in which the military operation is a contribution along the lines of civilian contributions ("Comprehensive Approach"). CIMIC is intended to assist in the military objective of the individual NATO-operation being reached, whereas the purpose of "Comprehensive Approach" is to ensure that NATO's contribution to international crisis management is coordinated with other actors' contributions so that the international community's combined efforts have the greatest possible effect.

A change to the security policy picture has contributed to the shift of NATO focus in respect of Article 3[117], and increased emphasis on collective defence. This has resulted in major changes within NATO's civil preparedness work and the Alliance's expectations to the nations. Strengthening of civil resistance ability, the establishment of robust societal structures and the maintenance of good manageability are being required. This means that the nations, individually and jointly, are to maintain and develop their individual and collective ability to resist armed attacks using continuous and effective self-reliance and mutual assistance.

Military forces are dependent on the civil sector for, among other things, transport, communications and basic supplies such as food and water in order to carry out their missions. Military efforts to defend the Alliance's territory and the civilian population must therefore be supplemented with robust civil preparedness. However, civilian resources may be prone to external attacks and internal turmoil in both peacetime and war. Reducing national vulnerabilities in this area will reduce the risk that a potential attack could be carried out. In addition, the effect of any attack could be reduced, which could deter any potential adversary. A high level of resistance is therefore an important component of the Alliance's objective of a credible deterrence.

Each NATO Member State must be sufficiently robust and adaptable to be able to support the whole range of crises for which the Alliance is preparing. In this context, Article 3 complements the collective defence clause of Article 5, which states that an attack against an ally is an attack against all.

According to NATO, good civil preparedness is the foundation for a good collective defence. In this context, NATO has shown that 90 percent of all transportation for military forces is being carried out by using the open and commercial market. For example, over 50 percent of all satellite use for military purposes is provided by the commercial sector. Within the host nation's support for NATO operations, over 75 percent of all supplies are from local civilian services or civilian infrastructure.

NATO member states have aimed at creating a robust infrastructure and solid societal functions that can withstand the full range of threats. Therefore, the focus of NATO's civil preparedness efforts is directed at national planning. This is intended to contribute to the nations' efforts for continuity in national governance systems, continuity in key services to the population and civilian support to military operations.

On this basis, at the NATO Summit in Warsaw in July 2016, the member states committed themselves to strengthen the national readiness through the following seven basic expectations to resilience in critical societal functions:[118]

1. Security for continuity of national government and essential public services
2. Robust energy supplies
3. Ability to deal with uncontrolled movement of people
4. Robust food- and water supplies
5. Ability to deal with mass injuries
6. Robust communications systems
7. Robust transportation systems

116 Within the United Nations system, the term "Integrated Mission" is used. In the United Nations, there is no distinction between CIMIC and "Comprehensive Approach", as both are covered by the UN's integrated operations in which both military-, law enforcement and civilian resources are included.

117 According to Article 3 of the North Atlantic Treaty, all allies are committed to building resistance, which is a combination of civil preparedness and military capacity. The article has the following wording: "*In order more effectively to achieve the objectives of this Treaty, the Parties, separately and jointly, by means of continuous and effective self-help and mutual aid, will maintain and develop their individual and collective capacity to resist armed attack*".

118 NATO Commitment to Enhance Resilience, NATO Summit Declaration 8-9. July 2016.

In addition, the Heads of State and Government of member states are specifically committed to strengthening both the national and NATO protection against cyber threats through the cyber declaration (Cyber Defence Pledge).[119]

Within NATO's civil preparedness efforts and the work with the seven expectations, a number of activities are conducted under the leadership of the Committee for Civil Preparedness (Civil Emergency Planning Committee – CEPC). CEPC reports to NATO's permanent council (North Atlantic Council, NAC). Under CEPC there are four technical committees in which the relevant Norwegian sector authorities are represented:

- Civil Protection
- Transport (civil aviation, ocean shipping and inland surface[120])
- Public Health, Food and Water
- Industrial Resources and Civil Communications

The technical committees are made up of both national representatives and experts appointed from the Member States. The Ministry of Justice and Public Security (MOJ) is represented in the CEPC meetings and, with support from the Directorate for Civil Protection and the Norwegian delegation to NATO, has responsibility for following up the Norwegian activity. Other ministries and directorates are represented in the technical committees.

For many years, Norway has been working on strengthening security in critical societal functions and makes a great contribution in promoting this work in NATO. In NATO, the Norwegian civil-military cooperation and elements within the total defence are described as a prime example.

To ensure a holistic approach to the further development of the total defence and the work on NATO's seven baseline requirements, MOJ has established a cross-sectoral programme for further development of the total defence. The objective of the program is twofold: New challenges, framework conditions and assumptions have to be adapted, as well as strengthening of the robustness of critical societal functions to increase society's resilience to crises. The programme comprises various projects that are aimed at increasing the resilience of critical societal functions within the framework of NATO's seven baseline requirements, as well as projects for civil support to the Norwegian Armed Forces and the further development of the total defence. The programme is planned to be completed by the end of 2020.

CEPC has established its own crisis response pool in order to contribute expert competence to military operations or civilian authorities in a country. The Euro-Atlantic Disaster Response Coordination Centre (EADRCC) is intended to ensure coordinated civil efforts by allies, as well as from NATO's partners, in the event of natural disasters or other undesirable events. The Coordination Centre is located in NATO's headquarters in Belgium. The Directorate for Civil Protection is the national contact point for EADRCC.

7.4 EU

The EU grew from the European Coal and Steel Union from 1952. After the Maastricht Treaty came into force in 1993, the EU has had a common foreign- and security policy. In 1999, members decided to enter into a joint military cooperation, and since 2003 the EU has had a common security strategy.

The EU has a wide range of tools available for crisis management, including diplomatic, political, economic, military, and developmental instruments. The EU assists in international peacekeeping operations throughout the world. The EU has specifically contributed to policing operations (such as EULEX[121]) and the build-up of a judicial system.

In the European Security strategy of 2003, the need is emphasized for bringing together the various instruments and capacities of the EU, as well as the importance of enhancing cooperation with other countries and organizations.[122] This focus has become even more prominent in recent years.

119 The NATO Cyber Defence Pledge, declaration from the NATO summit of July 8, 2016.
120 Inland surface means transport by rail, road, lakes and rivers.
121 The European Union Rule of Law Mission in Kosovo.
122 European Security Strategy (2003), p. 13.

A holistic approach ("Comprehensive Approach"), that is the coordination of all EU mechanisms with EU involvement in crisis-hit regions, is a central theme in the EU's Common Security and Defence Policy (CSDP), which is part of the European Union's common Foreign and Security Policy (FUSP). In the EU revised crisis management concept from 2013, procedures have been included for ongoing consultations between the different institutions of the EU. This applies primarily between the European External Action Service (EEAS), which is the European Union's "MFA", and the relevant Directorate General of the European Commission, in the preparations for a crisis-management operation.

EU activities in crisis management and peacekeeping operations currently take place partly in cooperation with other organisations such as NATO and the UN, and partly in the form of autonomous EU operations. The greatest development occurs within autonomous operations in the South Caucasus, Africa and Asia.

The EU has also devised a "Comprehensive Planning" concept, inspired among other things by UN planning of "integrated missions".[123] The planning concept intends to involve all actors at an early stage in order to ensure the best possible civil-military cooperation through all phases of an operation.

7.4.1 EU's work in the area of civil protection

The EU is emerging as a key player for a close practical and operational cooperation in civil protection and preparedness. This involves joint exercises, education, cooperation on preparedness resources, facilitating information sharing and updated situation pictures during major undesirable events, support for air transportation costs and mechanisms for requesting assistance from other countries' preparedness resources. The European Union's civil protection efforts are founded on the Lisbon Treaty and operationalised through the work of the EU Civil Protection Mechanism (EU), in which Norway has participated through the EEA Agreement since 2002. The Directorate for Civil Protection is the Norwegian contact point for the EU civil preparedness scheme.

123 Joint Communication to the European Parliament and the Council. The EU's comprehensive approach to external conflicts and crises (2013/30 dated December 11, 2013).

The objective of the EU civil preparedness scheme is to facilitate widespread cooperation in Europe in the area of civil protection and preparedness. The EU civil preparedness scheme assumes that the participating nations join forces in making their resources available to disaster-inflicted countries, both inside and outside of Europe. A key element of the scheme is the development of a European disaster preparedness capacity (ERCC) in the form of a voluntary resource pool. These are national capabilities that are made available in advance to the European Commission, and registered in a special list in the European Commission's crisis management tool CECIS. These capabilities can be made available at short notice as a contribution to the European Union's civil preparedness scheme. The voluntary resource pool is also covered by a financial support scheme for adjustment costs. If needed, Norway can take advantage of these resources.

The scheme is managed at the European Commission by the EU Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO). The emphasis is on close cooperation between DG ECHO and the Directorate-General for Migration and Home Affairs (DG Home), the EU Military Staff and the European External Action Service (EEAS). The EU civil readiness scheme also allows UN agencies, as well as international organisations such as IFRC (the International Federation of Red Cross and Red Crescent Associations) and OPCW (the Organization for the Prohibition of Chemical Weapons), to solicit assistance on an equal basis with individual states in the event of major international crises.

The arrangement will further provide for increased standardization and harmonization ("consistency") with EEAS for operations outside the EU. Special emphasis is placed on systematic information sharing with the EEAS on the measures the arrangement implements on the civil side in ongoing crisis management in an affected third country.

The EU's civil preparedness system is intended to supplement and support national preparedness in the event of natural- or man-made disasters, acts of terrorism, technological accidents, radiation accidents or environmental accidents, including

accidental marine pollution, for which national resources are inadequate.

On November 23, 2017, the European Commission presented a proposal for the European Parliament- and Council's decision on amendment to the Union Civil Protection Mechanism, and a corresponding communication on strengthening of the EU's disaster management capabilities.

In 2012, the EU finalized a set of guidelines for host nation support (Host Nation Support[124]) aimed at improving participating countries' systems for the receipt of international assistance in a crisis situation. Host nation support is mainly aimed at eliminating legal-, financial- and administrative barriers related to border crossing for foreign personnel or equipment to Norway, for example, as well as arranging for the assistance to be quickly and effectively absorbed into coordinated efforts with national resources. Norway has developed a national guide for host nation support[125] in line with the EU guidelines. The guide is generic and serves as a supplement to the Norwegian sector authorities' own contingency plans. It is a step-by-step guide as to how an authority can solicit, receive, support, and finalize international assistance in a crisis situation. Norway also participates in a Nordic cooperation on host nation support.

7.5 The Organization for Security and Cooperation in Europe

The Organization for Security and Cooperation in Europe (OSCE) is the largest regional security organisation in the world, with 57 participating nations from Europe, the Caucasus, Central Asia and North America. OSCE works with conflict prevention through early warning, conflict-management and assistance with post-conflict reconstruction, among others.

OSCE has a broad approach to security that encompasses military-policy instruments such as arms control and confidence-and security-building measures, preventive diplomacy, the establishment of common standards for human rights and democracy/elections, as well as economic and environmental issues. OSCE is also a field organisation with more than 2,800 employees participating in 16 different operations in South-East Europe, Eastern Europe and Central Asia. OSCE is especially recognised for its standards and method related to the implementation and observation of elections in participating countries.[126]

7.6 Bilateral- and multilateral cooperation

In addition to the civil-military cooperation taking place within the framework of international organisations, Norway also has several bilateral and multilateral agreements for civil-military cooperation. Regular civil-military exercises are also carried out within this cooperation. The examples below are not exhaustive.

7.6.1 Nordic civilian-military cooperation

In 2009, the Nordic countries subscribed to a declaration in respect of readiness cooperation, the so-called "Haga Declaration".[127] The main objective of this cooperation is to strengthen the ability of the Nordic countries to prevent and reduce the impacts of major accidents, natural- and man-made disasters, as well as of other peacetime crises by means of joint projects and areas of focus. In 2009, on commission from the Nordic governments, Thorvald Stoltenberg prepared a report containing 13 proposals as to how Nordic cooperation in the area of security- and defence policy could be strengthened. The Nordic Foreign Ministers agreed to a joint Nordic solidarity declaration in 2011. This is reproduced below.

The Haga II declaration was adopted at a meeting of the Nordic Ministers responsible for civic protection and emergency readiness in June 2013. The basis was the need to create a more overarching political arrangement in the form of an updated and more ambitious Haga declaration. The revised declaration has the overriding objective of a robust Nordic region by means of preventing, dealing with and recovery from serious events.

124 EU Host Nation Support Guidelines (Brussels, 1.6.2012, SWD 2012 169 Final).
125 Guide to host nation support in Norway, published byThe Norwegian Directorate for Civil Protection N in 2014.
126 OSCE's website: http://www.osce.org/.
127 White Paper No. 10 *Risk in a safe and secure society* (2016-2017) p.170.

One of the objectives of the cooperation for civic protection and emergency readiness is to achieve a Nordic region without border barriers, in order to avoid bureaucratic and practical hindrances to cross-border cooperation.

The Nordic solidarity declaration
"The Ministers emphasized a 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 to 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 foreign- and security policy challenges in a spirit of solidarity. In this context, the Ministers discussed potential risks such as natural and man-made disasters, cyber- and terrorist attacks. Should one of the Nordic countries be affected, the other countries will, if requested, assist with relevant means. The intensification of the Nordic cooperation will be undertaken fully in line with each country's security- and defence policies and complement the established Euro-Atlantic cooperation."

7.6.2 International operations of the rescue service

The rescue service creates contact, confidence and cooperation over national borders. Each year, the Joint Rescue Coordination Centres are involved in several hundred rescue operations in international waters.

The organization plan for the rescue service is established by Royal Decree of June 19, 2015. This Royal Decree establishes the organisation and routines for cooperation, leadership, coordination, responsibilities and tasks. Its purpose is to provide an integrated rescue service based on a national collective voluntary effort and collaboration between government agencies, voluntary organisations and private actors.

In addition to this Royal Decree, the sea- and air rescue service is regulated by international covenants to which Norway is a party, including the SAR Convention (International Convention on Maritime Search and Rescue, 1979) and the ICAO Convention (Convention on International Civil Aviation 1944) with subsequent amendments.

The rescue service is an integrated service, which means that it encompasses all types of rescue operations related to land, sea and air rescue services.

7.6.3 Rescue cooperation in the north

The geographical scope of responsibility of the rescue service comprises, in addition to Norwegian territory including Svalbard, the sea- and ocean areas and airspace determined at any time by Norway in consultation with neighbouring states on the basis of international covenants whereby Norway has committed itself to provide a rescue service.

In addition to the international commitments Norway has undertaken through the SAR and ICAO conventions, Norway is a party to several bi-and multilateral rescue agreements. The following agreements have been entered into in respect of the northern regions:

- The 2008 agreement between the governments of the Euro-Arctic Barents region on cooperation in the field of prevention, emergency readiness and efforts directed at crisis situations. The other parties to the agreement are Sweden, Finland and Russia. The crisis concept is broadly defined and includes life, health, the environment and material values. The agreement applies to the northernmost areas of the territories of the three Nordic countries and the northwestern regions of Russia. The agreement is implemented by means of a series of training exercises entitled "Barents Rescue" which have been held every second year. As of 2019, Barents Rescue will be held every third year. The responsibility for conducting the exercise alternates between the four parties to the agreement.
- The 1995 agreement between Norway and Russia on search and rescue in the Barents Sea. Under the agreement, an annual series of exercises is held under the programme "Barents Exercise" and Norway and Russia take turns in arranging the exercises.

- The 2011 agreement between Norway, Canada, Denmark, Finland, Iceland, Russia, Sweden and the United States on search and rescue cooperation in connection with aviation and shipping in the Arctic Zone. The agreement is established under the auspices of the Arctic Council. Through the agreement, the Norwegian area of responsibility for search and rescue was extended further east towards the Russian area of responsibility and north of Svalbard, as far as the North Pole. The agreement is followed up internationally by the Arctic Council Working Group EPPR (Emergency, Prevention, Preparedness and Response). The agreement came into force on January 19, 2013 after it was ratified by each of the eight signatory states.
- The Nordic Rescue Service Agreement is an agreement between Denmark, Finland, Norway and Sweden on cross-border cooperation in the event of accidents in order to prevent or limit damage to people, property or the environment. Each country undertakes to provide necessary assistance in the event of accidents or with imminent danger of accidents, in accordance with their capabilities and the provisions of the agreement.

7.6.4 Coordination

The Joint Rescue Coordination Centres lead and coordinate all types of rescue operations (land-, sea- and air rescue service). This is implemented either directly from the Joint Rescue Coordination Centre Northern Norway or the Joint Rescue Coordination Centre Southern Norway, or is delegated to subordinate local rescue centres.

The Joint Rescue Coordination Centres carry out their operations from Bodø and Sola.

7.6.5 Governmental resources for civilian crisis management abroad

Norwegian Emergency Preparedness System

The Norwegian Emergency Preparedness System (NOREPS) is a partnership between the Ministry of Foreign Affairs (MFA), The Directorate for Civil Protection, Norwegian humanitarian agencies and Norwegian manufacturers of emergency aid materials. NOREPS contributes with personnel and stockpiles of emergency aid materials in international humanitarian crises. NOREPS is made up of Norwegian Capacity (NORCAP) (see mention under the Norwegian Refugee Council) and the Norwegian Support Team (NST) (see mention under the Directorate for Civil Protection 's operative international operations).[128]

The Norwegian Armed Forces

In many cases, the Norwegian Armed Forces will be able to provide assistance to international relief efforts. Any request for assistance from the Norwegian Armed Forces is assessed individually according to the situation. In principle, all of the Norwegian Armed Forces' capabilities could assist in international relief efforts, while certain capabilities stand out as being particularly relevant. Air transportation, sea transportation, engineers, field hospitals and medical services may be relevant. The Norwegian Armed Forces' support in connection with air transport and medical aircraft evacuation is discussed in more detail in Chapter 5.

The Directorate for Civil Protection's international operative activities

The Directorate for Civil Protection has two main concepts for international operative activities, both developed in the Civil Defence within the "International Humanitarian Partnership" (IHP). IHP is an informal association of governmental emergency preparedness organisations in northern Europe.

The Directorate for Civil Protection's international support team "Norwegian Support Team" (NST), consists of eight to ten people recruited from the Civil Defence. In addition, it includes fire services, health services and others, which can be deployed within 24 to 48 hours with equipment for complete tent camps, in which aid workers from the United Nations and others can be accommodated during fieldwork in the event of a humanitarian disaster. NST is administered by the Directorate for Civil Protection and offers support services in catering, quartering, transportation, communications, office- and health services. The intention is to enable other aid workers to concentrate on their direct assistance to disaster victims.

Norwegian UNDAC Support (NUS) is the Directorate for Civil Protection's other international operative concept. NUS mainly provides specialised support services to the UN Team for Disaster Assessment and Coordination (UNDAC) in the area of telecommunications and IT. NUS has participated in humanitarian missions at a number of locations in Africa, Central America and Asia.[129]

Furthermore, the Directorate for Civil Protection has been delegated the Norwegian administration of the UNDAC (United Nations Disaster Assessment and Coordination) system, which is the UN rapid response team in the event of disasters. During major events, UNDAC assists the United Nations and local authorities in the disaster-afflicted country in determining the need for assistance as well as in the coordination of incoming relief efforts.

Civilian law enforcement in international peacekeeping operations.

Norwegian police personnel can participate in operations led by UN, EU and OSCE, among others. Participation from Norwegian police in international peacekeeping and peace-building operations is a significant contribution to assistance in reconstruction and establishment of modern and democratic forms of society in conflict-stricken countries. Such participation is an important part of the integrated approach to international operations, and may be decisive in resolving complex armed conflicts. At the same time, the objective of integrated operations is met. It has been decided that up to one percentage of the Norwegian police force can be designated for use in international operations.

128 Report to the Storting no. 40 (2008-2009) *Norwegian humanitarian policy*, box 3.3 Norwegian Emergency Preparedness System (NOREPS), as well as www.noreps.no.

129 White Paper No. 29 (2011-2012) *Civil Protection*, p.116.

The United Nations Interregional Crime and Justice Research Institute (UNICRI) is a UN organisation working in the field of prevention, security and the maintenance of law and order. The organisation works to prevent corruption, terrorism, organised crime and trafficking. Norway contributes with knowledge and expertise.[130]

The health sector's operative international operations

The Nordic Health Preparedness Agreement of June 2002 is intended to facilitate cooperation between the Nordic countries in preparing and developing health preparedness to deal with crises and disasters, including natural disasters and events (accidents and acts of terrorism), including radioactive radiation, biological- and chemical agents. The agreement relates to cooperation in preparation of contingency measures and assistance in the event of a country being affected by a crisis or disaster, and supplements the Nordic Rescue Service agreement.

Routines and procedures for the establishment and deployment of health teams with crises abroad were established on July 4, 2008, as part of the follow-up to the White Paper no. 37 (2004-2005) *The tidal wave disaster in South Asia and national crisis management.* The routines deal with civil-military cooperation as well as roles and responsibilities for involved parties regarding the preparation, establishment and deployment of health teams to assist in crises abroad. If needed, the routines can be used for the establishment and deployment of a health team as reinforcement in the event of crises in Norway. Routines have also been prepared for cooperation between Nordic countries in the event of crises in the Nordic region. This routine supplements the routine for cooperation in crises that occur outside of the Nordic countries. The routine was applied during the Ash Cloud crisis in 2011.

7.6.6 Emergency Medical Team

Following the handling of the Ebola outbreaks in 2014-2015, the European Commission asked Norway in August 2015 to contribute with Emergency Medical teams (EMT) as part of the capacity in the EU's civil preparedness arrangement. EMT is the EU's contribution to WHO.

130 White Paper No. 22 (2007-2008) *Civil Protection*, p.74.

In February 2018, the Norwegian EMT team received the necessary approval for contributions from the UN and the EU, and is thus ready to deploy at short notice. The team, totalling 20 people, is made up of doctors, nurses, paramedics and logistics personnel. A total of three teams will be trained.

Norway's EMT is established for international deployment and is also suitable for use in Norway, on Svalbard, in the Nordic countries and on the Northern Cap. The Norwegian EMT is the first team in the world that is also equipped to operate in cold and Arctic climates.

A team can handle up to 100 patients a day, ranging from simpler injuries, to births and stabilization of serious conditions. No later than 48 hours from notification, the mobile field hospital should be established and in operation, no matter which country in the world needs help. The team is self-sufficient for six weeks and only needs water and fuel access. The Norwegian Directorate for Civil Protection will manage the scheme and has the operational leadership on behalf of JD.

7.6.7 Major voluntary organisations' international operations

Non-governmental humanitarian organisations play a central role in the international humanitarian effort, and a large proportion of Norway's humanitarian assistance is channelled through such organizations. The following are the five major non-governmental humanitarian organizations in Norway that have a significant international commitment.

The Red Cross

The Red Cross in Norway is an emergency preparedness organisation which in peacetime provides assistance to exposed and vulnerable groups in society, both inside and outside of Norway. The Red Cross is based on voluntary membership and has activities within search, rescue, emergency preparedness and care work, amongst others. In war situations, the organisation is to provide protection and assistance to people who are victims of armed conflict. The Norwegian Red Cross is part of the Red Cross- and Red Crescent Movement. Most of the Norwegian Red Cross's overseas work is concentrated on aid relief, in both war and conflict situations and during natural disasters.

PHOTO: Sissel Amundsen / Forsvarets Mediesenter

In 1907 the Red Cross in Norway was authorized by the Ministry of Defence as a voluntary relief association to assist the Norwegian Defence Medical Service in the event of war. On August 21, 2009 the Red Cross in Norway was also recognized by the King in Council as a humanitarian support agency to Norwegian authorities in peacetime.

Norwegian People's Aid

Norwegian People's Aid is an organisation run by members and has approximately 12,500 members organised in local associations throughout Norway. First aid, mountain rescue and emergency preparedness are a central part of their activities. Other areas of activity are the operation of refugee reception centres and anti-racism work.

Internationally, Norwegian People's Aid is engaged in more than 30 countries and focuses on long-term development cooperation through local partners and local authorities. Norwegian People's Aid is one of the world's foremost organizations for humanitarian mine clearing.

The Norwegian Refugee Council

The Norwegian Refugee Council is the only Norwegian humanitarian organization that specialises in protection and assistance to displaced persons. The main activities of the organisation are food distribution, legal aid, information and advice, education, shelter and camp operations. The NRC has activities in more than 20 countries, and works closely with the United Nations and other relief organisations.

NORCAP is administered by NRC and is an emergency response force of approximately 600 qualified individuals who can deploy at 72 hours' notice to assist in humanitarian operations anywhere in the world. The emergency response force is made up of mechanics, teachers, doctors, lawyers, business leaders, telecommunications technicians, and other specialists.

Norwegian Church Aid

Norwegian Church Aid provides emergency relief during disasters, runs long-term development work and works to remove the root causes of poverty. Norwegian Church Aid has built up Norway's foremost specialist environment in the areas of water, sanitation and hygiene in disaster situations. In the Norwegian emergency preparedness system, NOREPS, a cooperation between the Ministry of Foreign Affairs, private enterprises and

humanitarian organisations, Norwegian Church Aid has the primary responsibility for securing expertise and equipment for water, sanitation and hygiene in acute situations throughout the world. It also has its own emergency response group, made up of engineers and healthcare professionals in Norwegian companies, that can travel to disaster areas at short notice.

Save the Children Norway

Save the Children Norway is part of Save the Children International which works in more than 120 countries and has a common global strategy. Save the Children's work is based on the UN Convention on the Rights of the Child. Save the Children fights for the rights of children, and so that all children may have a dignified life. Save the Children works both in Norway and internationally.

8. APPENDICES

8.1 Appendix 1

Critical societal functions and areas	Lead responsible Ministry	Executive agencies/ administrative levels	Other Ministries with responsibility
Electronic communications networks- and services	SD	National Communication Authority, Directorate for Civil Protection, The Norwegian Armed Forces, Ekom providers	MOJ, MOD
ICT security in the civil sector	MOD	National Security Authority, Center for Information Security, Data Protection Authority, National Communication Authority, Directorate for Civil Protection, owners of critically important ICT systems, digital records and archives, Agency for Public Management and eGovernment	SD, KMD, other Ministries
Satellite communication and navigation	SD	Space Centre, Coastal Administration, National Communication Authority, Mapping Authority	MOJ, MOD, KMD, NFD
Power supply	OED	Water Resources and Energy Directorate, The Power Supply Preparedness Organisation, Statnett SF, Statkraft, district heating companies, power- and network companies, Directorate for Civil Protection, Meteorological Institute	MOJ
Water- and sewerage	HOD	Food Safety Authority, Directorate of Health, Board of Health Supervision, National Institute of Public Health, Environment Agency, Radiation Protection Authority, waterworks owners (public and private waterworks), the Counties Governor, municipalities	KLD
Supply security	MOD	Agriculture Agency, Directorate of Fisheries, Directorate for Civil Protection, Petroleum Safety Authority Norway, the food industries, fuel industries, building- and construction industry, transport industry, Counties Governor, municipalities, The Norwegian Armed Forces	LMD, SD, HOD, ASD, MOJ, MOD, OED
Transport	SD	Roads Authority, Avinor, Bane NOR SF, Aviation Authority, Coastal Administration, Railway Authority Maritime Directorate, Ports Authority, The Shipowners' Association, Meteorological Institute, Directorate for Civil Protection, county municipalities, municipalities, transport companies	MOD, KD, MOJ, NFD
Financial stability	FIN	Central Bank of Norway, Financial Supervisory Authority of Norway, financial institutions, Banks	

Critical societal functions and areas	Lead responsible Ministry	Executive agencies/ administrative levels	Other Ministries with responsibility
Health and care services	HOD	Board of Health Supervision, National Institute of Public Health, The Directorate of e-Health, Radiation Protection Authority, Medicines Agency, Institute of Nutrition and Seafood Research, Food Safety Authority, Scientific Committee for Food Safety, the Veterinary Institute, Labour and Welfare Administration, Directorate of eHealth, Directorate for Civil Protection, Civil Defence, the regional health enterprises, health enterprises, Counties Governor, municipalities, The Norwegian Armed Forces	ASD, LMD, MOD, MOJ, NFD
Law and order	MOJ	Norwegian Police Directorate/the Police, Police Security Service, Directorate for Civil Protection, Civil Affairs Authority, Director of Public Prosecutions, Directorate of the Correctional Service, National Courts Administration, Data Protection Authority, Directorate of Immigration, The Directorate of Customs/Norwegian Customs Service, the Norwegian Armed Forces	FIN, MOD, KMD, HOD
Rescue Service	MOJ	The Joint Rescue Coordination Centres, Norwegian Police Directorate/the Police, Directorate for Civil Protection, Civil Defence, Directorate of Health, regional health enterprises, health enterprises, The Norwegian Armed Forces, Industrial Safety Organisation/ industrial safety, Directorate for Civil Protection, Avinor, rescue helicopter service, air ambulance services, Counties Governor, municipalities, voluntary organisations	MOD, HOD, SD
Management and crisis management	MOJ	Police Directorate/the Police, Police Security Service, The Norwegian Directorate for Civil Protection, National Security Authority, Directorate of Health, Radiation Protection Authority, the Norwegian Armed Forces, Norwegian Broadcasting Authority, Mapping Authority, other agencies, the Counties Governor, municipalities	SMK, MFA, MOD, HOD, KUD, KMD, SD, KMD, other Ministries
Defence	MOD	The Norwegian Armed Forces, National Security Authority, Defence Research Establishment, Defence Estates Agency, Defence Materiel Agency	MOJ, SD, OED, NFD, HOD, MFA
Nature and the environment	KLD	Directorate of Fisheries, Coastal Administration, Norwegian Environment Agency, Meteorological Institute, Water Resources and Energy Directorate, Geological Survey of Norway, Petroleum Safety Authority, Polar Institute, Radiation Protection Authority, Agriculture Agency, Institute of Bioeconomy Research, Institute of Nutrition and Seafood Research, Institute of Marine Research, Food Safety Authority, Veterinary Institute, Directorate for Civil Protection, The Norwegian Armed Forces, Counties Governor, municipalities	NFD, SD, OED, KD, ASD, LMD, MOJ, HOD, MOD

Table: Division of responsibilities between the Ministries for cross-sectoral areas in civil protection work

Abbreviations in appendix 1:

ASD: Ministry of Labour and Social Affairs
FIN: Ministry of Finance
HOD: Ministry of Health and Care Services
KD: Ministry of Education and Research
KMD: Ministry of Local Government and Modernisation
KLD: Ministry of Climate and Environment
LMD: Ministry of Agriculture and Food
NFD: Ministry of Trade, Industry and Fisheries
OED: Ministry of Petroleum and Energy
SD: Ministry of Transport and Communications
SMK: Office of the Prime Minister

8.2 Appendix 2

Collaborating- and emergency preparedness agencies within the total defence subordinate to Ministries

The Ministry of Finance
- The Financial Infrastructure Readiness Committee

The Ministry of Defence
- The National Total Defence Forum
- The Coast Guard Council

The Ministry of Health and Care Services
- The Nuclear Preparedness Crisis Committee
- The Cross-sectorial Group for Coordination of Nuclear Preparedness
- The Health Emergency Council
- The Pandemic- and Epidemic Committee

The Ministry of Justice and Public Security
- The Ministries' Coordination Council for Civil Protection
- The Counter-terrorism Contact Group
- The Cooperation Area for Chemical- and Explosion Preparedness
- The Natural Disaster Forum
- The Coordination Group for Major Accident Regulations
- The Civilian Readiness and Emergency Planning Councils
- Network for National ICT Security

The Ministry of Local Government and Modernisation
- Emergency Preparedness Digital Forum in Norway

Ministry of Trade, Industry and Fisheries
- The Council for Building- and Construction Preparedness
- The Food Preparedness Council
- The NORTRASHIP Management
- The Maritime Safety Committee for International Shipping
- The Insurance Forum Related to the Statutory Emergency Preparedness Scheme for State Insurance of Goods under Transport.
- The Council for Fuel Preparedness

The Ministry of Petroleum and Energy
- The Power Supply Preparedness Organisation

The Ministry of Transport and Communications
- The Civil Transport Readiness Advisory Forum
- The Security Council for Aviation
- The Coordination Group for Airspace Restrictions
- The Security Forum for Electronic Communication

The Ministry of Foreign Affairs
- The Steering Group and the Operational Group of the Proliferation Security Initiative

The Advisory Committee for Nuclear Safety

8.3 Appendix 3

Support and collaboration abbreviations

AU:	The African Union
BAS:	Protection of society
CAA:	Civil Aviation Authority
BFF:	Defence Sector Crisis Response System
CBRNE:	Chemical (C), Biological (B), Radiological (R), Nuclear (N) and Explosive (E)
CECIS:	Common Emergency Communication and Information System (EU)
CEPC:	Civil Emergency Planning Committee
CIMIC:	Civil Military Co-operation
CSDP:	The Common Security and Defence Policy (EU)
CYFOR:	The Norwegian Armed Forces Cyber Defence
DFS:	Department of Field Support (UN)
DG ECHO:	The Directorate-General for European Civil Protection and Humanitarian Aid Operations
DG Home:	The Directorate-General for Migration and Home Affairs
DPA:	Department of Political Affairs (UN)
DPKO:	Department of Peacekeeping Operations
EADRCC:	Euro-Atlantic Disaster Response Coordination Centre
EDA:	European Defence Agency
EEAS:	European External Action Service
EERC:	Emergency Response Coordination Centre
Ekom:	Electronic communication
EMT:	Emergency Medical Team
EOS:	Intelligence, surveillance and security (services)
EPPR:	Arctic Council Working Group
ETJ:	The Intelligence Service
EU:	European Union
EWRS:	Early Warning and Response System
UN:	The United Nations
FORF:	The Norwegian Voluntary Professional Rescue Organizations' Forum
FUA RE:	Flexible Use of Airspace Advisory Expert Group
CFSP	Common Foreign and Security Policy (EU)
ICAO:	International Civil Aviation Organization
IEA:	International Energy Agency
IFRC:	International Federation of Red Cross and Red Crescent Societies
IHP	International Humanitarian Partnership
IHR:	International Health Regulations
IMO:	International Maritime Organization
ISPS:	International Ship and Port Facility Security Code
KFG:	Crisis and hostage negotiator service

LRS:	Local rescue centres
MFA:	Ministry of Foreign Affairs
MJK:	Norwegian Naval Special Operations Command
MOJ:	Ministry of Justice and Public Security
MOD:	Ministry of Defence
NAC:	North Atlantic Council
NATO:	North Atlantic Treaty Organization
NBS:	National emergency preparedness system
NCRS:	NATO Crisis Response System
NJHQ:	Norwegian Joint Headquarters
NGO:	Non-Governmental Organization
NIS:	Norwegian International Ship Register
NKSB:	National Competency Centre for Securing of Buildings
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
NRPA	National Radiation Protection Authority
NST:	Norwegian Support Team
NUS:	Norwegian UNDAC Support
OCHA:	United Nations Office for the Coordination of Humanitarian Affairs
OHCHR:	United Nations Human Rights Office of the High Commissioner
OPCV:	Organisation for the Prohibition of Chemical Weapons
OSSE:	Organization for Security and Co-operation in Europe
PSI:	Proliferation Security Initiative
SØF:	Gunnery ranges and training fields
UNDAC:	United Nations Disaster Assessment and Coordination
UNDP:	United Nations Development Programme
UNHCR:	United Nations High Commissioner for Refugees
UNICRI:	United Nations Interregional Crime and Justice Research Institute
UN-CMCoord:	United Nations Humanitarian Civil-Military Coordination
UNODC:	United Nations Office on Drugs and Crime
VDI:	Warning system for digital infrastructure
WFP:	World Food Programme
WHO:	World Health Organisation
WTO:	World Trade Organisation

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