



Norwegian Ministry
of Justice and Public Security

Executive Summary

Meld. St. 10 (2016–2017) Report to the Storting (white paper)

Risk in a Safe and Secure Society

On Public Security



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Translation from the Norwegian. For information only.

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1 Background and scope for the white paper

One of the eight key focus areas highlighted in the Government's political platform was 'security in everyday life and strengthened emergency preparedness'. This white paper presents the Government's policy on public security efforts and constitutes the Government's public security strategy in a four-year perspective.

This white paper must be viewed in connection with the Government's other policies on public security and national security, not least the Ministry of Defence's Proposition 151 S to the Storting (2015–2016) *Capable and Sustainable: Long Term Defence Plan*.

1.1 Trends

Norway is one of the safest countries in the world to live in. We have a stable and democratic society and a low level of conflict.

That said, Norway experience serious incidents that can have devastating effects on individuals and serious consequences for society. Powerful storms destroy houses, damage important infrastructure, and in some cases cause loss of human life. Large landslides and avalanches regularly strike local communities. People intent on inflicting injury and creating fear among us are able to have an impact. The acts of terror committed on 22 July 2011 remain a tragic reminder of this.

Public security is influenced by trends that are global in nature. The world is becoming increasingly interconnected. Developments and conflicts in other parts of the world have ramifications for our own security.

The digitalisation of society is giving rise to new solutions, but also to dependencies and vulnerabilities that cut across sectors, areas of responsibility and national borders. Today no sector, and few countries, can control their digital vulnerability alone. Cyberspace is a global phenomenon,

and allows ‘anyone’ to attack electronic targets anywhere in the world. A hacker can sit thousands of miles away and steal sensitive information from Norwegian users. Critical societal functions such as energy supply, electronic communication and financial services are dependent on long digital value chains that leave us vulnerable. An accident in a data centre in Sweden can create serious problems for Norwegian enterprises.

The Long Term Defence Plan provides a picture of how the security policy situation has changed in a relatively short space of time. We are witnessing a build-up of forces in the High North and greater security challenges in our vicinity than existed only a few years ago. The combination of overt and covert military and non-military means – known as hybrid means – challenges the distinctions between peace, security crisis and armed conflict. It can be difficult to determine whether a threat situation is civil or military in character. Targeted cyber operations in social media can influence a population, exemplifying the sort of actions that challenge established defence thinking. Open societies based on trust can be vulnerable when faced with crises in the grey area between war and peace.

Conflicts and unrest in other parts of the world have ramifications for our own national security. Destabilised states and conflicts in North Africa, the Middle East and Southwest Asia create humanitarian crises. Such crises are tragic for those affected, can give rise to migration, and can create breeding grounds for violent extremism, also in Europe, including Norway.

As a result of globalisation the movement of people and goods is increasing. We travel more frequently and more extensively. This heightens the risk of Norway being affected by serious contagious diseases that originate in other parts of the world. The incidence of antibiotic-resistant bacteria poses serious challenges for our modern health service.

Crime in Norway is also affected by globalisation and technological developments. Measured by number of offenses, the level of conventional crime for gain has decreased in recent years. Concurrently, other types of crime have increased, such as cyber crime and cross-border economic crime. If serious crime becomes widespread, it could impair citizens’ trust in government and gradually pose a threat to national security.

A changing climate could lead to more frequent and more serious natural hazards in Norway, not least in the form of floods, landslides, avalanches and extreme weather. Areas previously considered safe may become vulnerable. Climate change may also have indirect consequences; for example, melting of the Arctic ice could lead to the establishment of new shipping lanes between Northeast Asia and Europe, with all the emergency preparedness challenges that would entail.

From a global perspective, natural hazards could give rise to shortages of water and food, more frequent disease outbreaks, political unrest, crime and migration. New trends are often interrelated and can reinforce one another. Such interconnections heighten uncertainty over what changes will occur and how seriously they will affect us.

1.2 A resilient society

The authorities have a special responsibility to ensure the safety and security of the population, and public resources and efforts constitute the core of public security activities. However, a society's ability to prevent and manage crises depends on more than public resources and efforts. Contributions from the private sector, non-governmental organisations (NGOs), local communities and individuals are also important. Norwegian society is rich in material, economic and human resources. This provides a sound basis for its work in pursuit of public security.

The level of trust between government and citizens is high in Norway compared with many other countries. Public security also hinges on the citizenry experiencing that the authorities are capable of resolving the fundamental challenges facing society.

Local knowledge, local creativity and local networks have often proved important in managing major and unforeseen incidents. They are fundamental to a sense of neighbourhood, solidarity and caring. It is important to maintain and develop emergency preparedness and the ability to endure crises and stresses at local level. Individuals and companies both have a shared responsibility for their security. We must all accept responsibility for how our own actions can affect the security of others.

1.3 What is public security?

Safety, security and a stable society are basic preconditions for us to be able to live a good life. The purpose of our civil protection efforts is to contribute to this.

Public security is society's ability to protect itself against, and manage, incidents that threaten fundamental values and functions and that put lives and health in danger. Such incidents may be caused by nature, by technical or human error, or by intentional acts.

Public security is influenced by three factors:

- the values we seek to protect, and their vulnerabilities
- the dangers and threats we are confronted with
- our ability to prevent and manage

In Norway, work on public security and civil protection is based on four fundamental principles: responsibility, similarity, proximity and cooperation.



Figure 1.1 Forest fire

Photo: Arne Bratlien, Sivillforsvaret.

Principle of responsibility: that the organisation responsible for an area on a day-to-day basis is also responsible for the necessary emergency preparedness preparations and for managing extraordinary incidents in that area.

Principle of similarity: that the organisation one operates with during a crisis should be as similar as possible to the day-to-day organisation.

Principle of proximity: that crises should be handled organisationally at the lowest possible level.

The principle of cooperation: that authorities, enterprises or agencies have an independent responsibility to ensure the best possible cooperation with relevant parties and enterprises on work related to prevention, emergency preparedness and crisis management.

Systematic work is important to achieving a high level of civil protection. Our skill level in one aspect of the work affects other aspects. Our work on civil protection is therefore structured like a chain. This chain consists of: (1) knowledge development, (2) prevention, (3) emergency preparedness, (4) recovery after incidents, and (6) learning from incidents and exercises.

1.4 Living with risk

The work of public security has to do with the type of society we want to develop and live in. For example, while we want to prevent serious crime, we do not want a society based on wide-scale surveillance of private or public spaces. Such dilemmas exist, and often cannot be removed. In a society undergoing change, we must always identify the dilemmas confronting us and determine how they should be addressed. A 100 percent secure society is neither realistic nor desirable.

Working with public security means managing uncertainty. It can be difficult to assess what incidents will occur in the future or how serious they will be. An incident that may come as a complete surprise given the knowledge we have at the time may nonetheless be explainable retrospe-

ctively. Incidents like these are often referred to as ‘black swans’.¹ The benefit gained from public security efforts is the ability to prevent incidents or to better manage incidents and reduce the damage they cause. However, we cannot predict everything; black swans will still occur. Such occurrences do not mean that our work in pursuit of public security has been unsuccessful. The work may actually have prevented other incidents, reduced their scope, or improved our ability to manage the black swan – the incident that came as a surprise.

Performing a cost-benefit analysis can prove challenging in the area of public security because the benefit can be difficult to ascertain. It is partly a function of consequences – the effectiveness of a measure in either preventing a negative incident or mitigating its consequences. The benefit must also be weighed against the likelihood of a certain type of incident ever occurring. Threat awareness as regards intentional negative acts, such as terror and armed conflict, can change quickly. However, countermeasures must be planned over a long time. When considering investments in security measures, the benefit must be assessed in the usual manner as far as possible – that is, with a cost-benefit analysis that compares alternative uses of resources. Uncertainty about future developments, potentially long investment times and the fact that measures may also have a preventive effect all present specific challenges when analysing the costs and benefits of many security measures. Such challenges must be taken into account when measures are assessed.

Measures can have effects that are difficult to assess in monetary terms. An example would be the influence on people’s perception of safety and on citizens’ trust in public authorities.

Some risks exist because we choose to live with them. For example, Norway supports an open, free and independent internet because it is good for communication, value creation and our prosperity. However, this also means that we expose ourselves to risk, because the internet exposes ICT systems to cyber attack.

The Government will work to attain a secure society. However, there are limits to security measures, and some degree of risk must be accepted.

¹ Taleb, N. N. (2007): *The Black Swan: The Impact of the Highly Improbable*. Random House.

2 Eight core areas in the Government's work on public security

This white paper discusses eight core areas that are highly significant for public security. Four of them concern specific threats and risks in the area of public security. These challenges are cross-sectoral and global in nature; they can lead to serious crisis and will require broad, long-term efforts:

- digital vulnerabilities and ICT security
- natural hazards
- serious crime
- contagious diseases and hazardous substances – improved CBRNE preparedness

Four areas concern different aspects of the work to improve public security and management ability, independent of concrete risks. These are:

- our ability to manage contingencies
- civil-military cooperation and total defence
- attitudes, culture and leadership for effective public security
- learning from exercises, incidents and crisis

2.1 Our ability to manage contingencies

As a society, we must be prepared to manage contingencies, including large-scale crisis that pose a major challenge to our emergency preparedness. Sound management requires the coordinated efforts of many actors: the emergency services, municipalities, state agencies, NGOs and the private sector.

The Government's work on improving emergency preparedness is closely linked to the lessons learned after the terror attacks of 22 July 2011. A number of significant measures are being implemented to strengthen operative preparedness. The Government will:



Figure 2.1 Norwegian Civil Defence during a fire in Rogaland
Photo: Haga foto

Ensure ample police capacity and professionalism in emergency preparedness and crisis management

A police reform was passed on 10 June 2015 and is currently in the implementation phase. The overarching purpose of the reform is to make local police forces more operative, visible and available, with the capacity to prevent, investigate and prosecute criminal acts and to provide for citizens' security. A more competent and effective local police will be developed along with specialised groups with solid expertise that are equipped to meet current and future crime-related challenges. Under the reform the number of police districts was reduced from 27 to 12 with effect from 1 January 2016.

Professionalise the fire and rescue service through improved training and more systematic, risk-based fire prevention

The Government will pursue and strengthen the ability of the municipalities to have effective fire and rescue services, with the capability to manage

major and demanding incidents. To improve fire and rescue preparedness, the Government is currently working to:

- establish a new training model for fire and rescue service personnel. The new model will consist of a two-year state-run tertiary vocational education programme for fire and rescue personnel and a bachelor-level programme to train leaders in the fire and rescue service
- facilitate reorganisation of the fire and rescue service
- establish systematic, risk-based fire prevention activities
- consider imposing new regulatory requirements appropriate for increased cooperation between regional fire and rescue services, and a new training model.

Contribute to improved cooperation between emergency services

The Government will strengthen cooperation between the emergency services by, among other things, co-locating the operations centres of the fire and rescue emergency service and the police. A strengthened emergency communications system for the three emergency services will be established. The Government will also consider the possibility of improving fire and rescue service coordination within the outer boundaries of the new police districts.

Work to ensure that society's need for emergency and preparedness communication be addressed in the long and short term

Nødnett (Norwegian Public Safety Network) was launched nationwide in autumn 2015. Nødnett has provided Norway with an effective and mobile communication system for emergency response. By connecting Nødnett with RAKEL, Sweden's emergency communication system, management of major incidents requiring cooperation across the national borders was strengthened and simplified.

Facilitate and plan for delivery of 16 new search and rescue helicopters

In 2013 the Government signed a contract with AugustaWestland (now Leonardo Helicopters) for delivery of 16 new search and rescue helicopters. The first helicopters will be delivered in 2017 and commissioned in 2018.

Help ensure that NGOs maintain and strengthen their position in Norwegian rescue preparedness

The Government will be in close dialogue with NGOs that engage in rescue and preparedness work regarding framework conditions and measures that can enhance coordination between NGOs and other rescue service actors.

2.2 Digital vulnerabilities and ICT security

Norway is one of the most digitalised countries in the world. The benefits derived from ICT are significant for the whole of society, and digital advances play a decisive part in driving our value creation and growth. Digitalisation has at the same time led to a change in society's risk situation.

Enterprises and private individuals must be able to trust systems and networks to work as intended and protect the privacy of individuals. Sound ICT security is a prerequisite for gaining that trust. In addition, we must have sufficient national capability to detect and manage cyber attacks. This white paper gives special consideration to the main recommendations of the official Norwegian report on digital vulnerabilities.² The Government will:

Ensure that preventive ICT security efforts are integrated and systematic

The Government will consider establishing national regulations that provide for unified, cross-sectoral regulation in the area of ICT security. This work must be seen in connection with the EU's NIS Directive, and with the assessments of the Security Committee.³ The Government will prepare a new national strategy for ICT security, an action plan with goals and strategic priorities for ICT security, and a white paper dealing specifically with following up the Committee of Digital Vulnerabilities in Society's report (NOU 2015:13)².

² NOU 2015: 13 (Official Norwegian Report) *Digital sårbarhet – sikkert samfunn* (Digital vulnerability - Secure society).

³ NOU 2016: 19 (Official Norwegian Report) *Samhandling for sikkerhet – beskyttelse av grunnleggende samfunnsfunksjoner i en omskiftelig tid* (Cooperation for security: Protection of fundamental societal functions in shifting times).

Strengthen our national capability to detect and manage cyber attacks

The Government will further develop Norway's national capability to detect and manage cyber attacks, including its Early Warning System for Digital Infrastructure, and establish a national framework for cyber incident management. The purpose of the framework is to determine and clarify the responsibilities and responses of relevant actors in the event of a cyber attack. Several private and public enterprises contribute to this work.

Strengthen ICT security skills at all levels in society

Norway has a growing need for manpower and skills in the area of ICT security. Both educational capacity and research commitment have been inadequate to meet this need. The Government will facilitate long-term development of ICT security skills by developing a national skills strategy for ICT security. This measure will also entail activities to raise awareness among citizens and enterprises in general.

It is important to develop and maintain a high-quality, accessible knowledge base that enables individuals, enterprises and government authorities to find the right measures. To this end, the Norwegian National Security Authority's report on Norway's comprehensive risk situation, *Helhetlig IKT-risikobilde*, will be further developed. The Government will heighten the ICT security expertise of sector-based supervisory authorities. The Norwegian National Security Authority (NSM) will establish a common arena where the sector-based supervisory authorities can coordinate planned supervisory activities and exchange what they learn in the area of ICT security.

Ensure the ICT infrastructure is safe and reliable

Several fundamental societal functions are contingent on an ICT infrastructure that works practically anytime and anywhere. The Government will strengthen security and robustness of electronic communication networks. The Norwegian Communications Authority (Nkom) will assess measures to reduce vulnerability associated with dependence on Telenor's core infrastructure, and how different transport networks and international connections can be combined to enhance national capability and security.

The Government will clarify which authorities have responsibility for security in Norwegian space activities. Most critical societal functions

depend on satellite-based services, and it is vital that the security aspect be protected.

Encryption is highly significant for ICT security, and supports secure electronic communication. The Government will therefore review Norway's national encryption policy.

Participate in and contribute to international efforts to resolve shared ICT security issues across national borders

International cooperation is important for developing global guidelines and specific measures to reduce and combat threats in cyberspace. The Government will participate in and contribute to resolving issues that countries share in common.

2.3 Natural hazards

Every year, natural hazards such as floods, landslides, avalanches and storms destroy valuable assets. These incidents cost individuals and society substantial sums of money. Climate change will most likely continue to result in warmer and wetter weather in Norway. The challenges associated with natural hazards will therefore likely increase in the coming years. Important ways of managing these challenges as effectively as possible include sound preventive efforts and active adaptation to a changed climate. The Government will:

Help ensure that municipal public security efforts in land use and community planning maintain a high standard

Appropriate land-use planning and community planning are basic preventive measures related to natural hazards. To strengthen municipal and regional efforts, the Government will, among other things:

- complete a national digital elevation and terrain model to provide municipalities with an important tool in their land-use planning and preparedness work
- strengthen the public mapping of areas exposed to flood and landslides in order to raise knowledge about danger areas
- implement municipal and regional government reforms to help bring about stronger centres of expertise



Figure 2.2 Flooding in the western part of Norway

Photo: Marit Hommedal

- gather and disseminate information on how climate changes will affect Norway in the coming decades, and propose specific climate adaptation measures in the municipalities

Contribute to flood and landslide impact mitigation

Municipalities have the main responsibility for efforts to prevent flood and landslide damage. But central authorities must also contribute to these efforts. The Norwegian Water Resources and Energy Directorate (NVS) will be a clear and unifying actor in respect of damage prevention. NVE provides mapping of danger areas, knowledge dissemination, input to municipal land-use planning, assistance with safety measures, monitoring and alert services, and assistance in the event of incidents.

Expand the natural damage insurance scheme to include plot costs

All buildings and movable property insured against fire damage are automatically insured against natural damage. This follows from the Act on Natural Damage Insurance. The Government proposes that this act be amended such that the market value of a plot is included is compensa-

tion assessments when homes are destroyed by natural damage. This amendment would give private individuals affected by natural incidents the option to move from locations exposed to risk.

Prevent damage to existing buildings caused by surface water

According to the official Norwegian report on surface water in towns and cities the estimated total damage caused directly or indirectly by surface water over the next 40 years will amount to between NOK 45 and 100 billion unless new preventive measures are implemented.⁴ The report was circulated for consultation in 2016, and the Government is currently following up the report and the comments received.

Actively contribute to EU and UN public security activities, and follow up the UN Sendai Framework for Disaster Risk Reduction 2015–2030

Norway is obligated to follow up the Sendai Framework targets on a national basis. The newly formed network *Naturfareforum* (Natural Hazard's Network) will act as Norway's national platform for implementing the Sendai Framework. *Naturfareforum* will establish and implement projects with participation from both public and private actors. All aspects of managing natural hazard risks will be covered by this work. This includes preparation of a knowledge base, land-use planning and prevention, and managing and following up incidents. *Naturfareforum* has a joint secretariat with participation by the Norwegian Directorate for Civil Protection, the Norwegian Water Resources and Energy Directorate and the Norwegian Public Roads Administration.

2.4 Serious crime

Crime is constantly changing. Today crime in general is becoming more technologically advanced, organised and global. Categories of crime that may be especially threatening to public security include violent extremism, intelligence conducted against Norway and Norwegian interests,

⁴ NOU 2015: 16 *Overvann i byer og tettsteder — Som problem og ressurs*

cyber crime, money laundering and terrorist financing, as well as workplace crime. The Government will:

Prevent radicalisation and violent extremism

The effort to prevent radicalisation and violent extremism at an early stage is an important social mission, with responsibility spread across many sectors. The Government will follow up measures contained in the Government's Action Plan Against Radicalisation and Violent Extremism and develop new initiatives in line with the risks observed in the field.

The Government has strengthened the Norwegian Police Security Service (PST) and will continue to strengthen PST's analytical capacity to enhance the agency's ability to combat acts of terrorism on Norwegian soil. PST will be facilitated in targeting its threat assessments increasingly towards those with responsibility and authority to implement measures during a crisis situation.

The Government will make it easier to deny a passport to potential foreign fighters and to establish a secure and effective identity management system based on biometrics, so that secure passports and national ID cards are issued with electronic ID (eID).

Intensify efforts to counter intelligence activity targeting Norway and Norwegian interests

A number of measures have been initiated to increase the exchange of information and expertise among Norway's intelligence and security services. The Norwegian National Security Authority, the Norwegian Intelligence Service and the Norwegian Police Security Service are cooperating in The Cyber Coordination Group. The cooperation will be further developed and a joint cyber coordination centre has been established.

Because it can be difficult to distinguish between intelligence activity and financial crimes, it is important that government agencies and private businesses cooperate effectively. The Government will continue efforts to strengthen cooperation between government agencies and the business community. A forum on electronic communication security – *Ekomsikkerhetsforum* – is an example of cooperation between public authorities and commercial providers of electronic communication services.

Its main purpose is to serve as an arena, based on trust, for exchanging information about vulnerabilities and threats.

To increase society's knowledge and awareness of intelligence activities conducted against Norway, unclassified annual threat assessments are prepared. The Government is working to better coordinate the agencies' assessments, and to ensure that the information is made even more accessible to the public.

Follow up and develop the Ministry of Justice and Public Security's strategy to combat cyber crime

In June 2015 the Ministry of Justice and Public Security launched a strategy to combat cyber crime. Its measures are aimed at enhancing skills and capacity, accumulating knowledge, bolstering research, surveying technical systems and strengthening international cooperation and national legislation.

To help implement the cyber crime strategy, a special joint cyber crime threat assessment is prepared annually in the Ministry of Justice and Public Security's area of focus.

The Government will develop a highly skilled community of experts within the police to strengthen the fight against cyber crime. The police districts' basic skills and cyber crime teams will be strengthened, as will basic police training and further education in the field of cyber crime.

Strengthen efforts against money laundering and terrorist financing

The Financial Action Task Force (FATF) evaluated Norway in 2014. The report is critical in several areas, with Norway regarded as having followed up 22 of the FATF's 40 recommendations. The Government has accepted the FATF recommendations, and key measures have been implemented.

The Government will carry out a strategy to counter money laundering and terrorist financing, and will conduct a national risk analysis in this area. A contact forum has been established for combatting money laundering and terrorist financing.

2.5 Infectious diseases and hazardous substances: improved CBRNE preparedness

Increased global travel, climate change, increased prevalence of antibiotic-resistant bacteria and international trade in plants, animals and food may all increase the risk of infection and disease outbreaks in Norway. A severe pandemic could cause widespread sickness and death, and would challenge the capacity of infection control procedures, the health services and other important societal functions.

Business, industry, the transport sector and agriculture are totally dependent on a number of substances that could represent a hazard. Accidents or intentional acts involving such substances could have serious consequences.

‘CBRNE’ refers to chemical substances (C), biological agents (B), radioactive materials (R), nuclear materials (N) and explosives (E) with high hazard potential, capable of causing loss of life as well as damage to health, the environment, physical property and other societal interests. CBRNE incidents are potentially serious; they can be difficult to handle, and responding often requires specific equipment, skills and training. Improved preparedness against CBRNE contingencies is necessary. In the autumn of 2016 the Government therefore published a national strategy on CBRNE preparedness to serve as an important basis for the Government’s work ahead. The Government will:

Strengthen national preparedness against biological incidents

A cross-sectoral cooperative arena is being created at the directorate level for emergency preparedness against biological incidents. Also to be established is a national preparedness plan for managing serious infectious diseases, which will reflect lessons learned from the fight against Ebola in West Africa in 2014–2015 and other incidents.

Further develop efforts against pandemic influenza

The national preparedness plan against pandemic influenza provides direction for our work to further develop these efforts. International and national efforts are under way to improve prevention, monitoring, alerting, management and continuity planning.



Figure 2.3 Gas measurements at a food court in Oslo
Photo: Norwegian Defence Research Establishment (FFD).

Intensify efforts to combat antibiotic resistance

The authorities will work towards reduced, and more precise, use of antibiotics. The *National Strategy Against Antibiotic Resistance 2015–2020* lays out the Government's objectives and action areas. Antibiotics consumption by the health services in Norway is lower than in many other countries, but we can still improve. A goal has been set to reduce antibiotics use in the population by 30 per cent by the end of 2020.

Norway will be a driving force internationally for greater access to, and for responsible use and development of, new antibiotics, vaccines and improved diagnostic tools.

Contribute to comprehensive, coordinated, cross-sectoral work on chemicals and explosives readiness

The Ministry of Justice and Public Security is establishing a 'cooperative area on chemicals and explosives security' to help enhance comprehensive, cross-sectoral cooperation. The cooperative area will develop pro-

fessional expertise and an emergency preparedness network to provide guidance, and will be headed by the Directorate for Civil Protection.

The Government will strengthen efforts to prevent chemical and explosive contingencies, and will consider whether some fire and rescue services should develop specific capabilities to deal with CE incidents.

Strengthen international cooperation to prevent illegal access to weapons, explosives and explosives precursors

On 2 December the European Commission adopted an action plan against illicit trafficking in and use of firearms and explosives. The aims include strengthening cross-border operational cooperation, improving cross-border information collection and sharing, and improving cooperation with countries outside the EU and the EEA. In Norway, the National Criminal Investigation Service has been assigned the role of national contact point for bomb chemicals.

Strengthen science-based chemicals management

Technology is advancing quickly, and chemicals and explosives are being used in new products, work processes and applications. The use of research and development in preventative efforts related to chemicals and explosives should therefore be strengthened.

The Ministry of Justice and Public Security will evaluate the need for and possibilities of establishing a chemical institute to assist at the local, regional and national levels and to strengthen research and development.

The Government will formalise the Norwegian Defence Research Establishment's function as receiving laboratory for unknown CBRE samples. The Government also wishes to develop the civil-military cooperation in bomb preparedness and explosives clearance.

Expand the planning basis for nuclear preparedness

The Government wants to expand the planning basis for nuclear emergency preparedness by adding a scenario that includes use of nuclear weapons near or on Norwegian territory, and to design measures to be carried out in such an event.

2.6 Civil-military cooperation and total defence

The security situation in our part of the world is more demanding than it has been for a long time. For the Armed Forces to perform their tasks, cooperation is needed between public authorities and private actors within the framework of total defence. Civil crisis management and civil protection, for their part, will benefit from assistance from the Armed Forces. Mutual civil-military cooperation has gained urgency and must be strengthened in the years ahead, both nationally and within NATO. The Government will:

Improve civil society's support for the Norwegian Armed Forces

The Government will ensure that plans are established for civil society's support to the Norwegian Armed Forces, including allied reinforcements, in times of crisis and armed conflict. Continuous evaluation is needed as to whether the existing mechanisms used to prioritise between military and civil needs are sufficient. To help meet both known and unforeseen needs, the relevant cooperative and emergency preparedness bodies will be adapted to challenges associated with security crises and armed conflict. Civil society's support for the Armed Forces will become more integral to training activities and will be included in both civil and military training programmes and in national emergency preparedness plans.

Improve Armed Forces support for civil society

Within the framework of applicable regulations and principles, the Armed Forces in theory can make all their resources available, depending on what the civil authorities require in a crisis situation. The Armed Forces' primary tasks and their ability to fulfil them are the basis for the assistance provided.

New regulations concerning the Norwegian Armed Forces' assistance to the police will be prepared. To ensure that assistance is properly coordinated and of high quality, sufficient training in counterterror preparedness will be carried out. The police and military plans for securing critical objects reported by the police to the Armed Forces will be completed. Training in securing the objects shall also be carried out within available resource limits.

The Government will prepare regulations concerning assistance from the Norwegian Armed Forces to public authorities other than the police.



Figure 2.4 The Police and the Norwegian Armed Forces training counter-terror preparedness

Photo: Mats Grimsæth/Forsvaret.

Civil and military authorities will work together more closely on plans for civil-military cooperation. Mutual civil-military support and cooperation will be given priority in training programmes and, where appropriate, in procurement processes.

Support civil preparedness efforts in NATO and ensure that developments in NATO are reflected in Norway

Civil preparedness and civil-military cooperation have been given more attention within NATO. For many years Norway has worked to strengthen security in critical societal functions, and it is advocating this approach inside NATO. At the NATO Summit in July 2016 the member states pledged to strengthen national civil preparedness and to fulfil seven baseline requirements on resilience of essential societal functions. These are:

- assured continuity of government and critical government services
- resilient energy supplies
- ability to deal effectively with uncontrolled movements of people
- resilient food and water supplies

- ability to deal with mass casualties
- resilient communication systems
- resilient transport systems

The Government supports the Summit Declaration and its emphasis on resilience of essential societal functions. The Ministry of Justice and Public Security is establishing a programme to make sure there is a comprehensive approach to the further development of total defence and to the work of fulfilling NATO's seven baseline requirements. The aim is to develop a total defence suited to new challenges, conditions and prerequisites by the end of 2020, and to strengthen the resilience of essential societal functions to increase society's ability to withstand crises.

Norway will contribute to strengthen civil preparedness within NATO, update and harmonise national emergency preparedness planning with NATO on an annual basis, and contribute with civil expertise from both the public and private sectors.

Norway has contributed actively to NATO's development of a civil training and education programme as well as minimum standards and guidelines for protection of civil populations against chemical, biological, radiological and nuclear (CBRN) risks. This work will continue, helping to strengthen the Alliance's ability to manage the consequences of the use of weapons of mass destruction. It also constitutes a specific area of cooperation with Partner Countries.

Norway will continue its active participation in shaping NATO's cyber defence policy and the alliance's collective ability to meet threats in the digital realm. Norway will also contribute to NATO's efforts to advance political dialogue and practical cooperation on civil-military preparedness in the Nordic region.

2.7 Attitudes, culture and leadership for effective public security

Attitudes and culture affect security in society. Our approach to risk and our ability to manage crises are influenced by our attitudes and the culture we are part of. The quality of the leadership both in crisis and everyday

management is important for effective public security. The Government will:

Build a stronger culture of cooperation, results and execution in public administration

A programme to improve public governance and management was established in 2014 and is part of the Government's work to renew, simplify and improve the public sector. The main target group for the programme is public sector management, especially senior management. The programme is divided into five action areas with associated objectives: better management, better governance, better coordination, strategic ICT use and better grounds for decision making. A number of measures have been initiated within the various action areas.

Increased awareness and coordination of public security issues in the Government and public administration

The Cabinet holds regular emergency preparedness conferences dedicated to public security issues in order to ensure sustained focus on security and progress on matters of high priority. Challenges specific to public security will receive sufficient attention through the active use of cooperative arenas at all levels of public administration. Clearer demands – including changes in planning, supervision and the way exercises are followed up – are being set for managers and for management procedures in support of public security activities.

The Government will through a variety of measures encourage effective cooperation at the regional and national levels between the emergency services, between the relevant emergency preparedness actors, and with the business community and NGOs.

Develop a police service that produces good results in a culture of openness and trust

Good leadership and active employee teamwork are key factors in developing a police service that produces better results, in a culture of openness and trust. This work must start with the basic education provided by the Norwegian Police University College, and must be supported by efforts undertaken within the police service. As a result of the police reform,



Figure 2.5 Cooperation between emergency services

Photo: Fredrik Naumann.

the number of police districts was reduced significantly. This facilitates a smaller and more strategic leadership group, with closer cooperation and common approaches to similar cases across police districts. Good leadership must be clearly demonstrated in all parts of the police service, from street patrols to the national leadership group.

The Government will seek to ensure that the police cooperate effectively at regional and national levels with the other emergency services and with private and public bodies. The Norwegian Police University College will further develop joint education programmes for the emergency response and preparedness agencies.

Promote a good security culture in organisations and in society in general

Today, many of the circumstances that must be prevented are complex; they are rapidly changing and are often hard to understand. What constitutes good security is no longer intuitively clear. Keeping track of vulnerabilities has become more difficult.

With increasing digitalisation, society can be described as more alienated than before on matters of security. This increases the risk that undesirable attitudes and passivity set in. There is a risk of ‘digital indifference’ developing. Lack of interest combined with a feeling of being overwhelmed may lead to inattentiveness and unconcern, and ultimately to reckless behaviour, albeit unintentionally.

The Government will work to improve the security culture in organisations and society in general by carrying out measures to enhance expertise and risk awareness.

Promote good crisis management and an ability to ‘change gear’ during crisis

Major incidents demand something more of leaders and organisations than do the problems they face daily. An ability to ‘change gear’ is required. Good decision making in a crisis requires experience, expertise and preparation in a wide range of areas. When the incident is major, it is important that lines of responsibility are clear, roles are understood and procedures are fully thought out. Such clarity comes from practical experience, training, exercises and reflection on our own practices and those of others. A crisis can present surprises and challenges that prove highly demanding. Another important quality is therefore mental preparedness, including an attitude in which the actors are conscious of and, as far as possible, prepared for the unknown and the unmanageable.

Ensuring high-quality crisis management, in which roles, procedures and responsibilities are clarified and understood, is an ongoing process at various levels of public administration, with interaction between the levels and between the different actors and sectors involved.

2.8 Learning from exercises and incidents

Systematic follow-up and learning from exercises and incidents is important for improving the ability to handle future incidents. The scale of exercise activity in Norway today is considerable. In recent years a number of evaluations have been carried out of both exercises and incident responses. A key conclusion has been that the learning points keep recurring.



Figure 2.6 Exercise at the industrial area Sjursøya in Oslo
Photo: Fredrik Naumann.

This may indicate an insufficient ability to follow up systematically and learn from previous incidents and exercises. The Government will:

Introduce mandatory follow-up of findings from incidents and exercises

The Government wants to maximise the learning outcomes from exercises and incidents. In civil public administration, therefore, mandatory follow-up is being introduced with regard to the findings made after incidents and exercises involving public security. The new requirements will make sure that experiences gained and lessons learned are followed up systematically and appropriately at every level.

In principle, all incidents and exercises are to be evaluated. Findings and learning points will be followed up by means of an action plan based firmly in management procedures. Follow-up of exercises and incidents will not be considered complete until all the points in the action plan are followed up satisfactorily or checked off in an assessment. When exercises and incidents exceeding a certain size or severity have been followed up, the results must be reported to superior authorities.

3 Cross-sectoral public security

A number of challenges within the field of public security are cross-sectoral in nature and must be dealt with across sectors. Improving public security requires an overview of the cross-sectoral challenges. It is important to clarify the lines of responsibility and instruments of coordination required by the work in question. The Government will:

Improve the status overview of essential cross-sectoral societal functions

Fourteen societal functions and areas critical to the work of public security have been identified as cross-sectoral, meaning that responsibility is shared between several ministries and that the ministries may be reliant on one another. For each area, one ministry has been designated as having primary responsibility, with tasks related to the cooperation and coordination needed. The areas identified are: electronic communication networks and services (1), ICT security in the civil sector (2), satellite-based communication and navigation (3), power supply (4), water and sewerage (5), security of supply (6), transport (7), financial stability (8), health and care services (9), law and order (10), rescue (11), governance and crisis management (12), defence (13) and the environment (14).

A system has been established in the civil sector to prepare status evaluations of the 14 areas. Over the course of four years, reports will be generated for all functions. The ministries assigned primary responsibility will present the evaluations in an attachment to their respective budget proposals to the parliament. This work should be seen in the context of the efforts to meet NATO's baseline requirements for resilience in critical societal functions.

Conduct audits of public security work by the ministries, and evaluate the third round of auditing

Auditing the public security and preparedness efforts of the ministries is a central aspect of how the Ministry of Justice and Public Security exercises its coordinating role. Its audits are intended to ensure that each minis-



Figure 3.1 The southern parts of Scandinavia at night
Photo: Sipa USA.

try is contributing, within its jurisdiction, to society's ability to prevent and respond to crises. Such audits test the work of each ministry in the chain of activities that make up public security. The audits was amended in 2014 by adding an assessment of whether the findings that are obtained constitute a violation of requirements. The Ministry of Justice and Public Security follows up its audits until all violations and substantial needs for improvement are resolved. The 2014 changes also resulted in the audit reports becoming public and the Cabinet being briefed on the results and follow-up of each audit.

In the autumn of 2016 an evaluation of the third round of auditing of the ministries' work on public security was initiated. The evaluation will provide the Ministry of Justice and Public Security with a good basis for further development of auditing as an instrument.

Provide for a better knowledge base for policy making and management, through active research in the field of public security

The Ministry of Justice and Public Security has prepared an R&D strategy for public security for the period 2015–2019. The strategy highlights the following knowledge needs:

- factors that strengthen society’s powers of resistance or resilience
- vulnerability in complex functions essential to society
- risk, risk understanding and risk acknowledgement
- governance, organisation, culture and leadership of public security efforts
- operative cooperation and coordination
- prevention of terrorism and other intentional acts with high potential to cause harm

Programme research directed by the Research Council of Norway, such as the program Societal Security (SAMRISK II), has been and remains a key tool for strengthening research into key aspects of public security. The Nordic countries face a number of common challenges and collaborate through the Nordic Societal Security Programme. The EU’s Horizon 2020 research programme is an important arena for the Norwegian research and business communities.

Of particular relevance to public security in the Government’s long-term plan for higher education⁵ are the focus on public sector innovation and enabling technologies and the prioritisation of under-researched but strategically important areas that cross sectoral lines. Practically inclined research should be strengthened as a basis for planning and for professional and service development.

The Ministry of Justice and Public Security is working actively and with a long-term perspective to strengthen research and education in the field of ICT security.

Develop a sound legal basis for preventive security services

Preventive security includes protection of information and of objects important to the country’s security and other vital national security inte-

⁵ Meld. St. 7 (2014–2015) *Long-term plan for research and higher education 2015–2024*.

rests. Such protection shall reduce vulnerability to espionage, sabotage and acts of terrorism.

Certain amendments to the Act relating to Protective Security Services (the Security Act) have been adopted. A reduction in the number of clearance authorities is a central measure. The amendment calls for one clearance authority in general to be created in the defence sector and one in the civil sector. The civil clearance authority will be a new agency under the Ministry of Justice and Public Security. The new clearance authority will be established in 2017 and operational from 2018. The change in the number of clearance authorities will make it possible to improve administrative procedures as well as to increase legal safeguards for individuals and ensure equality of treatment from case to case.

The Security Act revision is taking place in two phases. The second phase of the legislative work is currently in progress. The Security Committee submitted its report in autumn 2016.⁶ This report has been circulated for consultation. On the basis of the report and the input received in consultation, the Government will continue work on developing a sound legal basis for the preventive security services.

Actively contribute to international efforts

Efforts to enhance public security cannot be viewed in a limited national perspective. The threats and risks facing Norway are largely related to developments beyond our borders. It is necessary to work closely with other countries both to prevent challenges from arising and to handle them when they appear. Such cooperation occurs in a variety of fields and international contexts. For the Government it is important to emphasise the cooperation with our Nordic neighbours. The Government wishes to continue this productive Nordic cooperation, especially the Nordic cooperative platform for civil protection– the «Haga» cooperation (the Haga II Declaration).

The international cooperation in the High North, not least on search and rescue, is important.

NATO and the EU are key partners for Norway. The EU has extensive cooperation in civil protection, crisis management and emergency prepa-

⁶ NOU 2016: 19 (Official Norwegian Report) *Samhandling for sikkerhet – beskyttelse av grunnleggende samfunnsfunksjoner i en omskiftelig tid* (Cooperation for security: Protection of fundamental societal functions in shifting times).

redness. Norway participates in this cooperation both through the EEA Agreement and bilaterally with a number of countries. Norway will be an active participant in the EU's civil preparedness coordination mechanism. Within the framework of the EEA Grants, Norway will pursue cross-sectoral Norwegian participation in the new disaster prevention and preparedness programme area.

In a global context, the UN is a leading player. The UN is a key coordinator, for example, of humanitarian responses to natural disasters and complex emergencies, mainly through the UN Office for the Coordination of Humanitarian Affairs (OCHA). OCHA's programme to promote coordination between civil and military actors has acquired increased importance. The Government will help to revitalise guidelines on humanitarian-military cooperation under the auspices of the UN.

Published by:
Ministry of Justice and Public Security

Internet address:
www.government.no

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Photo 2: Search and rescue helicopter, Leonardo Helicopter

Photo 3: Flooding of the river Opo in Odda, 2014, Marit Hommedal / NTB scanpix

Photo 4: Civil-military exercise 2015, Erik-Anant Stedjan Narayan / Forsvaret

Photo 5: Demonstration at the National CBRNe-center at
Oslo University Hospital, Jon Olav Nesvold / NTB scanpix

Printed by: Norwegian Government Security
and Service Organisation – 04/2017

