

# ANNUAL REPORT 2006 SUMMARY

■ ■ ■ ■ A SAFE AND ROBUST SOCIETY – WHERE EVERYONE TAKES RESPONSIBILITY

# DIRECTORATE FOR CIVIL PROTECTION AND EMERGENCY PLANNING (DSB), NORWAY



## VISION:

A safe and robust society - where everyone takes responsibility

## OPERATIONAL CONCEPT:

The Directorate for Civil Protection and Emergency Planning (DSB) shall maintain a full **overview** of risk and vulnerability in society in general. We promote measures, which **prevent** accidents, crises and other undesirable incidents.

We shall ensure sufficient **emergency planning** and efficient **management** of accidents and crises.

## Main Strategies

1. DSB shall systematically identify and draw attention to hazards and vulnerability in society, especially in areas of critical importance for society.
2. DSB shall reduce the risk of loss of life, damage to health, the environment, vital public functions and material assets through preventive work.
3. DSB shall take initiatives to strengthen society's ability to handle accidents and crises and also lead and further develop the Civil Defence as a national reinforcement resource.
4. DSB shall be an unambiguous and guiding partner for other stakeholders in the field of civil protection and emergency planning.
5. DSB shall contribute to placing Norway in a visible position in the international field of civil protection and emergency planning.



The Directorate for Civil Protection and Emergency Planning (DSB) shall maintain a full overview of risk and vulnerability in society in general. We promote measures that prevent accidents, crises and other undesirable incidents. We shall ensure sufficient emergency planning and efficient management of accidents and crises. The Directorate's work throughout 2006 reflects these primary goals.

## DIRECTOR'S REPORT

# WORKING TO IMPROVE CIVIL PROTECTION

### NORWAY – A SAFE COUNTRY TO LIVE IN

2006 witnessed world wide a long list of accidents, crises and catastrophes. In February more than 1000 people died in a ferryboat accident in the Red Sea. In the earthquake in Indonesia in May more than 6000 people lost their lives. By comparison Norway appears to be an extremely safe country to live in, even though we also have experienced several undesirable incidents. A strong contributing factor towards Norway avoiding large-scale damage and destruction resulting from accidents or wind and weather is a general concept of good preventive work. Good emergency planning and response in the Police Force, the Municipal Fire Services, Health Authorities and in other areas enables us to handle undesirable incidents.

### MUNICIPALITIES HAVE THE KEY ROLE

The consequences of climate change and how these are dealt with may, in the future, be the greatest challenge for the civil protection efforts. Our ability to adjust society, in regards to both infrastructure, spacial planning and urban development, to the increas-

ing incidence of extreme weather conditions will be decisive for the extent of damage which may be caused by climate change. The local municipalities will bare a great responsibility for this undertaking being the bedrock of our national emergency preparedness and response. DSB undertakes an annual monitoring of the municipalities' work in the area of civil protection and preparedness and response throughout the country. The 2006 report shows that by far the majority of municipalities have contingency plans for crisis management. However, too many have still not completed risk and vulnerability analyses during the course of the last four years. This gives cause for concern, especially considering the increased challenges we may be confronted with in years to come.

### "EXERCISE OSLO"

Exercises are important for testing the overall system of crisis management and for training all those who have responsibility during a real situation. "Exercise Oslo" tested out how the operative ministries and other participants handled a large-scale

crisis situation. We saw the extent to which local, regional and central authorities were capable of handling a large-scale crisis situation. I would especially like to draw attention to two areas of potential improvement: the necessity of sharing information at all levels and the effective utilization of all available capacity. We all have the tendency to underestimate the need to share information in times of crisis. Exercises are an important tool for learning lessons and thereby making improvements.

### AUDITS LEAD TO INCREASED AWARENESS

On behalf of the Norwegian Ministry of Justice and the Police DSB conducts annual audits at the Ministries. The audits verify increased awareness of civil protection and emergency preparedness at ministerial level. Exercises are carried out far more often than previously. A central Emergency Support Unit has also been established. At the same time we see that there is room for obvious improvements. Focus must be concentrated on risk, vulnerability

and scenarios within the individual Ministry's field of responsibility. We also register inadequate transfer of experience between the Ministries.

#### **THE ELDERLY – AN OVER-REPRESENTED GROUP IN FIRE STATISTICS**

The 2006 Fire Statistics show that almost half of those who died in fires were over 67 years of age. The number of deaths has slightly increased in the last two years, and especially amongst the elderly. Many municipalities have implemented measures for better fire safety for vulnerable groups, but a survey reveals that almost 30 percent of municipalities still offer housing facilities without satisfactory fire protection. In a coming White Paper on fire prevention several new measures for better fire safety will be presented.

#### **"ZERO TOLERANCE PROJECT" – AIMING AT FIRE FREQUENCY REDUCTION**

Four out of ten fires in Norway are, in some way or other, connected to electricity. Investigations made by DSB reveal that on average almost half of all new electrical installations are faulty. Some of the faults may lead directly to fatalities. In cooperation with the local electrical supervisory authorities (DLE), the Association for Electrical and IT Business (NELFO) and Norwegian Electricity Industry Association (EBL), DSB has established the "Zero Tolerance Project". One of the intentions is to remove unprofessional operators from the market and to follow up unsafe installations which may cause accidents and fires. The new framework conditions for DLE, which will be implemented in 2007, will constitute a sound foundation for an unbiased and well-defined role. This is an important contribution in the effort to save lives and avoid personal injuries and material damages.

#### **INDUSTRIAL SAFETY**

DSB is particularly concerned that safety in industry and commerce is established and maintained at the highest possible level and that dangerous substances do not fall into the wrong hands. We cooperate closely with relevant enterprises and their organizations to seek satisfactory solutions that both fulfil safety and security requirements and at the same time are flexible enough for the enter-

prises' practical application. Inspection and control is conducted parallel to this to ensure that requirements are complied with. Municipalities are required to consider which risks are posed by, amongst other, enterprises with the potential of causing major-accidents, gas plants and explosives storages when conducting land use planning. They must establish and maintain adequate safety distances as well as establishing satisfactory preparedness measures.

#### **NEW MEASURES BRING ABOUT INCREASED EFFICIENCY**

When major incidents occur it may be necessary to deploy all available resources in order to save lives, and limit damage to health, the environment and material assets. During 2006 DSB has initiated a pilot project, National Resource Register for Rescue and Emergency Preparedness (NARRE), in the county of Hordaland in close collaboration with the Police, Municipal Fire Services, Health Authorities and voluntary organizations. The project will be evaluated after the first half of 2007 before deciding on extending the register to encompass the entire country.

In December the Storting (Norwegian Parliament) resolved to develop a new emergency telecommunications network system, a modern digital radio link safe from wiretapping, for the emergency services in 54 municipalities in Eastern Norway. The objective is to finally cover the whole country. I am well pleased that this work has now commenced and believe this measure, together with the National Resource Register, will result in increased efficiency when managing critical rescue operations.

#### **HIGH NUMBER OF CALL-OUTS FOR THE CIVIL DEFENCE ORGANIZATION**

The Civil Defence, as the national reinforcement resource, is often an important part of rescue operations. During 2006, the Civil Defence units were called out 373 times to over 300 incidents. This is a higher rate than ever before. The manner in which Norway deploys the Civil Defence in peacetime is unique. Around 10 000 personnel have mandatory operational service in the Civil Defence.

#### **COOPERATION – THE KEY TO BETTER CIVIL PROTECTION**

This Annual Report reflects DSB's extensive portfolio and the variety of professional fields within civil protec-

tion that are under our administration. In addition, the Directorate has the responsibility for the coordination of inspection and supervision of enterprises and activities with the potential for large-scale accidents. I wish to underscore the importance of the close and good cooperation we have with other supervisory authorities which enables us to fulfil our role. It is essential that all measures for the betterment of civil protection are based upon knowledge. DSB therefore aims to have an extensive cooperation with research environments in universities and colleges in order to stimulate development and understanding for the challenges that lie ahead. It is also important that we continue to further develop training and educational courses at our own training centres and colleges.

#### **SUCCESSFUL ORGANIZATIONAL ADAPTATION**

2006 was the last year of DSB's organizational adaptation process that has continued over a period of 3 years since DSB was established on 1st September 2003. I am pleased to ascertain that DSB in the main has managed to meet the professional demands expected of us during this adaptation period.

#### **DSB – A DRIVING FORCE FOR A SAFE AND ROBUST SOCIETY**

Authorities at all levels have a responsibility to align society in a manner that protects individual members of the public from being exposed to unnecessary risk in everyday life. Authorities must also ensure that society's infrastructure and other functions are robust and can tolerate extraordinary strain. DSB shall be a driving force for these commitments.

However, it is individual behaviour and individual daily choices that are generally decisive for the level of risk to which we expose ourselves. This is also reflected in our vision "A safe and robust society – where everyone takes responsibility".



**JON A. LEA**  
DIRECTOR GENERAL



PHOTO: ROY LARSEN, BRANNMANNEN

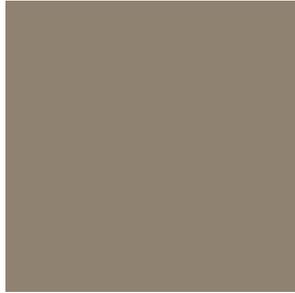


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## 2006 IN BRIEF

### **CAMPS IN PAKISTAN DONATED TO THE WORLD FOOD PROGRAMME**

For almost 6 months DSB has operated three camps for accommodating relief workers from UN and other organizations in the earthquake-hit area of Pakistan. The engagement in Pakistan was decidedly the greatest humanitarian foreign effort ever carried out by DSB with over 20 000 overnight stays and almost 100 000 meals served. On 2 April the camps were donated to the World Food Programme (WFP). By agreement with WFP the personnel from DSB's Norwegian Support Team, together with local employees, continued the further operation of the 3 Norwegian camps and also a Danish camp.

### **FIRST NATIONAL EXERCISE CONFERENCE**

The Norwegian Ministry of Justice and the Police has requested that DSB arrange annual exercise conferences focusing upon civilian led exercises. The first was held in Oslo on 19 - 20 April. New and complex emergency challenges bring to the fore the need to discuss and plan how we shall meet these. Exercises are, amongst other, important in this respect. Almost 100 delegates from ministries, directorates, the Police, the Norwegian Defence and other interested parties within the area of emergency preparedness and response met to discuss scenarios, exercise models and forms of cooperation, as well as the planning of exercises for 2007.

### **MINISTRIES EXERCISED IN CRISIS MANAGEMENT**

The annual NATO exercise "Crisis Management Exercise" (CMX) which involves certain ministries and underlying institutions was held in March 2006. The purpose is to exercise specified procedures for crisis management. DSB held the coordinating role for civilian participation from Norway on behalf of the Norwegian Ministry of Justice and the Police.

### **FOREST FIRES IN HEDMARK CALLED FOR EXTENSIVE RESOURCES**

The Civil Defence organization, as the national reinforcement resource, assisted at several large-scale forest fires in the county of Hedmark. Over 400 mandatory operational personnel from the counties of Oslo and Akershus, Oppland, Buskerud, Vestfold and Østfold participated in the extinguishing operation in addition to units from Hedmark. Permanent and support staff in the Civil Defence organization put in over 700 hours overtime. Material and equipment from large areas of Eastern Norway, including 13 kilometres of fire hose, was used. It was the biggest Civil Defence effort since the flood of 1995.

### **PROPOSAL FOR A SAFER NEW YEAR CELEBRATION**

A working group headed by DSB proposes a number of measures to reduce the number of accidents and fires from New Year celebrations. One proposal is to forbid the sale of rockets for use by private persons, but to continue the sale of pyrotechnical combination batteries to persons over the age of 20 years. Fireworks were the cause of injury to 128 persons during the 2006/2007 New Year celebrations. Worst injuries were to the eyes, face and hands and were caused by the incorrect use of fireworks.

### **AWARD-WINNING CONCERTED EFFORT FOR IMPORTANT LEGISLATION**

In 2006 the "regelhjelp.no" website received the "Beacon of the Year" award in the field of public administration. The website shall facilitate HES search in legislation relating to work environment, fire and explosion prevention, electrical safety, pollution, industrial protection, food safety, products and consumer services. For instance, farmers, school heads and renovators throughout the country are amongst the many diverse professions that can now quickly access HES regulations that apply to their own field of work. Professionals from the Norwegian Labour Inspection Authority, the Norwegian Food Safety Authority, the Norwegian Industrial Safety and Security Organisation, the Norwegian Pollution Control Authority and DSB, are collectively responsible for the website, and are continuously making improvements to include yet more occupational groups. Statens Dataforum present the award to institutions that distinguish themselves in information and communication technology and stand out as a good example to others.

### **TESTED OSLO'S ABILITY TO RESPOND TO TERROR ATTACK**

The full-scale exercise "Exercise Oslo 2006" was carried out during 17 - 18 October. The purpose of the exercise was to train and develop society's ability to meet extensive terror incidents and catastrophes. All levels were tested from operative personnel to strategic decision-makers at ministerial level. The capital city was marked by the event in the duration of the exercise. DSB had the administrative responsibility for the planning and leadership of the exercise. The evaluation report was issued in March 2007.

#### **NEW EMERGENCY TELECOMMUNICATIONS NETWORK SYSTEM SHALL STRENGTHEN PREPAREDNESS AND RESPONSE**

On 18 December the Storting (Norwegian Parliament) resolved to develop a new emergency telecommunications network system for 54 municipalities in police districts in Østfold, Follo, Oslo, Romerike, Asker and Bærum and Southern Buskerud. This development for the emergency and preparedness services is the largest and most comprehensive national investment ever in modern digital radio link which is safe from wiretapping. The goal is to extend the network system throughout the whole country following evaluation of the first stage. DSB assists the Norwegian Ministry of Justice and the Police in this development work.

#### **MORE ELDERLY DIE AS THE RESULT OF FIRES**

The number of deaths resulting from fires has increased during the past two years, particularly the number of elderly people. During 2006, 43 percent of these fatalities were amongst those over the age of 67 years. A total of 65 people died in 57 fires in the course of the year. This is one person less than in 2005. 36 men, 27 women and 2 children died in 2006. Out of these, 48 perished in fires in dwellings. The use of open flame or the incorrect use of electrical equipment are frequent causes of fires in dwellings.

#### **COORDINATING THE EFFORTS IN THE AREA OF CIVIL PROTECTION**

During 2006, DSB explored how to improve coordination of the cross-sectoral ongoing efforts in the area of civil protection. The aim is to strengthen the Government's overview of the challenges society faces regarding vulnerability, and how to better coordinate measures to reduce vulnerability and thereby the potential for major disasters. In the first instance, we propose to establish so-called cooperative groups concentrating upon the areas of dangerous substances, incidents triggered by natural causes and protection of infrastructure.

#### **PREPARING NORWAY FOR CLIMATE CHANGE**

DSB collaborates with research institutions and authorities both at local, national and international levels to increase knowledge of future climate change challenges. During 2006, DSB focused on how civil protection and awareness and preparedness at local and regional levels may be adjusted to climate change. The annual National Vulnerability and Preparedness Report (NSBR) issued by DSB draws special attention to challenges that may be expected from incidents triggered by natural causes such as the effects of climatic change and extreme weather.

#### **SUPERVISION AND MARKET CONTROL**

DSB's activity in the area of inspection and control was intensified during 2006, and covers both public administration, industry and commerce, electrical installations, service production and products. In all, 1200 inspections were conducted in the past year. Almost 200 of these were market controls of products at enterprises.

#### **TEACHING FIRE PREVENTION TO THE HOME HELP SERVICE**

A new electronic educational concept shall teach fire prevention to the municipal Home Help Service, thereby strengthening the efforts to prevent fires in the homes of the elderly and persons with reduced operability. The teaching concept has been developed by DSB, the Directorate for Health and Social Affairs and the Norwegian Association of Fire Officers. It is distributed on the Internet and is also available to all municipalities as a CD-ROM, free of charge.

#### **CONSUMER SERVICES WITH RISK POTENTIAL**

Consumers are offered an increasing number of services with a risk potential which in the worst instance may lead to death or serious injury. DSB now draws attention to the bidders' duty of care through the introduction of a new guideline for risk analysis focusing on the consumer service suppliers' responsibilities in the areas of rafting, mountain climbing and the like.

#### **STRICTER REQUIREMENTS FOR THE STORAGE OF EXPLOSIVES**

In 2006, DSB introduced more stringent requirements for securing explosive storages. Amongst other, older storages were obliged to upgrade by 1 January 2007. The new requirements distinguish between explosive storages for over and below 250 kilos. Storages containing above 250 kilos shall be fitted with an alarm, and those below shall be inspected on a daily basis.

#### **NEW NATIONAL REGISTER FOR RESCUE AND EMERGENCY RESOURCES (NARRE)**

DSB heads the development of a national register which shall supply an overview of all available rescue and emergency preparedness resources in Norway. The register shall be Internet-based and list contact persons and available resources. In 2006, a pilot project was started in the county of Hordaland and according to plan the project will be expanded to other parts of the country in 2007.

#### **MORE TASKS AND HIGHER CALL-OUTS**

Intermunicipal and municipal fire services throughout the country have experienced an increasing number of call-outs to traffic accidents during the last few years. Statistics for 2006 show that, for the third consecutive year, fire services' turned out to more than 4500 traffic accidents. In addition, there has been an increase in call-outs to other types of emergency tasks, for example relating to acute pollution, forest fires and security alarms in dwellings.

#### **THE CIVIL DEFENCE ORGANIZATION**

In the course of this year, a number of natural causes have posed great challenges for the emergency and rescue services. The Civil Defence was deployed over 370 times, a higher rate than ever before. The forest fires in the county of Hedmark during June saw the biggest turn-out since the flood of 1995. Personnel with material and equipment from six counties in Eastern Norway participated. The Civil Defence also assisted at the heather and forest fires in Western Norway, the storm "Narve" in Northern Norway, the flood in Trøndelag and problems related to the extensive amounts of snow in Southern Norway.

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