



Directorate for
Civil Protection and
Emergency Planning

ANNUAL REPORT

A SAFE AND ROBUST SOCIETY – WHERE EVERYONE TAKES RESPONSIBILITY

ABOUT DSB

OPERATIONAL CONCEPT

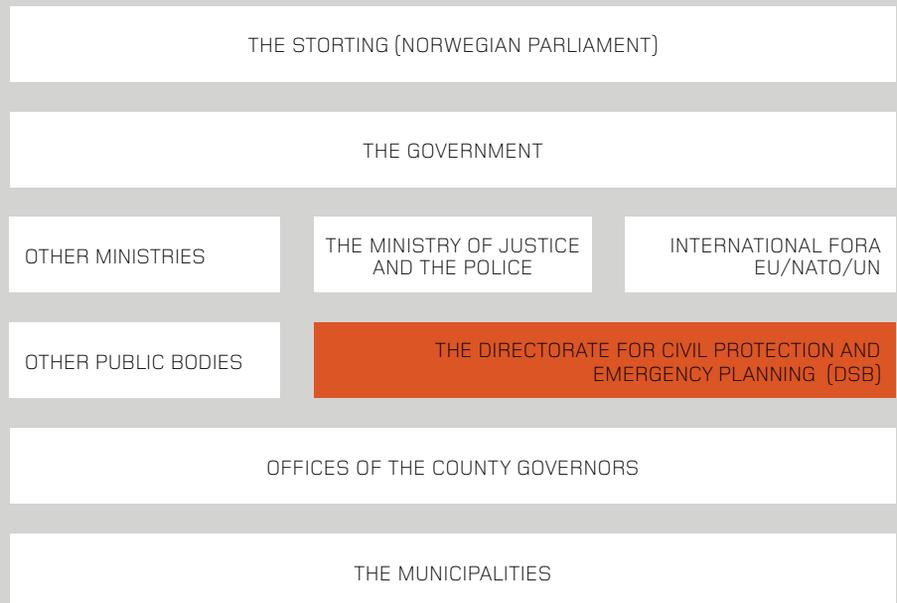
The Directorate for Civil Protection and Emergency Planning (DSB) shall maintain a full overview of risk and vulnerability in society in general. We promote measures, which prevent accidents, crises and other undesirable incidents. We shall ensure sufficient emergency planning and efficient management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

DSB'S SOCIETAL TASKS

Based on a full overview of risk and vulnerability in society in general, the Directorate for Civil Protection and Emergency Planning (DSB) shall ensure that good preventive work is carried out, and that society has sufficient emergency preparedness to meet and properly handle any undesirable incidents that may occur.

In order to accomplish this, DSB shall coordinate with other responsible bodies, and if necessary, shall initiate this coordination. Whilst communicating candidly with respect to the challenges we perceive we shall naturally listen to relevant standpoints.

DSB shall raise issues but not assume control.



THE DIRECTORS REPORT



Foto // Kai Myhre

→ Jon A. Lea, Director General, DSB

On 1 September 2008, we marked the occasion of the new Directorate's fifth anniversary. At the celebration, the Minister of Justice stated that establishing DSB had provided better coordination of the work to ensure societal security. "It takes time to establish a new organisation, but I consider that DSB's role and function have gradually emerged. I have noted that the Directorate has become more distinct and more professional," the Minister stated. I appreciate and concur with the Minister of Justice's perception of the results that have come from the establishment of the Directorate, and can confirm that we have managed to deliver results in accordance with the expectations of our responsible Ministry, even during the period of reorganisation.

In its spring session, the Storting considered Report no. 22 to the Storting (2007-2008): On Societal Security. The report provides the status for important areas and sets the course for further efforts. I would like to mention two areas that will be especially significant and challenging in the time to come.

The Report to the Storting points out the need to strengthen and clarify the coordinating and supervisory role of the Norwegian Ministry of Justice and the Police. DSB will be important in this work. The Ministry expects DSB to "concern ourselves with" all aspects within the area of societal security. The Royal Decree of 25 June 2005 concerning DSB's coordinating role provides us with the legal authority to do just this. Nonetheless, we are aware that executing this coordinating role entails a fine balance, and that some may perceive that we take up issues unnecessarily. This we are prepared to meet.

I believe that communication is the key to success in the execution of our role. This applies to communication between different authorities, between the authorities and other bodies and, not least, between the authorities and the public. An increased knowledge of the risks that exist in the local environment, and an increased knowledge of how to address these should an incident occur, are important success criteria for good preventive work and successful crisis management when an incident occurs.

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A prerequisite for coordinated action in connection with managing incidents is that the players concerned know one another. This can be ensured by establishing professional fora, by collaborating on planning and through cross-sectoral training. DSB's efforts to produce an overview of national risks, threats and vulnerability, and to establish areas of cooperation within sectors in society that have the potential for large-scale accidents, are also important for ensuring better communication and interaction.

In November 2007, I presented a Study of the Civil Defence's Societal Task to the Minister of Justice. The Study describes the Storting's expectations of the Civil Defence and what it actually delivers, the lag that exists in relation to framework conditions, the relevant redistributions within the given framework and recommendations for non-recurring invest-

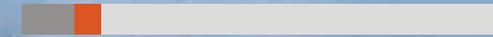
ments. The Study is my professional advice with respect to the development of the Civil Defence. The advice given in the Study was supported by the Storting in 2008. The reorganisation of the Civil Defence has begun. We note that there are budgetary challenges related to non-recurring investments necessary to achieve the future Civil Defence described in the Report to the Storting. The goal is gradual implementation, adapted to the economic framework conditions that are provided.

In closing, I would like to mention the work we have done on a new strategic plan for the period 2009-2012 as an important process that has been carried out in DSB during 2008. Although the course that was set out for the previous period remains, the new plan entails a clarification of strategies and initiatives to achieve the objectives during the period.



Jon A. Lea
Director General, DSB

OUR STRATEGIES



1-6.

STRATEGY 1 

DSB shall systematically identify and draw attention to risk, vulnerability and emergency preparedness in society

DSB shall establish an overview of national risks, threats and vulnerabilities to ensure a common basis for planning preventive and emergency preparedness initiatives nationally, regionally and locally. Furthermore, the Directorate shall create arenas in which areas of responsibility may be clarified and cross-sectoral measures initiated – including areas in which collaboration can take place. DSB shall contribute to the identification of pre-requisites for robust, vital public functions, and shall carry out exercises and audits at central and regional levels. The Directorate shall map and analyse risk in the areas of fire and electrical safety, the handling of hazardous materials, the on-land transport of dangerous goods and safety related to products and consumer services.

STRATEGY 2 

DSB shall endeavour to ensure that systematic health, safety and environmental work provides the basis for preventive efforts

DSB shall work to ensure that the authorities at all levels attend to considerations of societal security in all planning efforts. The Directorate shall develop further systematic efforts to reduce the risk of fire, especially for dwellings. DSB shall make use of electrical audits to ensure safe and robust power supplies and the secure operations of electrical installations. DSB shall ensure good solutions to tasks in the area of preventive work carried out by the Fire Services and local electrical authorities (DLE). Furthermore, the Directorate shall ensure that the commercial handling of dangerous goods and hazardous materials is lawful and proper. DSB shall also ensure that manufacturers,

importers and distributors of products and those who offer consumer services attend to consumer safety in a systematic way, and that the regulations are appropriate.

STRATEGY 3 

DSB shall strengthen national emergency preparedness and crisis management capabilities

DSB shall develop frameworks and coordinate the planning (guidelines) and training concepts, and shall ensure systematic learning based on incidents, audits and exercises. DSB shall strengthen expertise on societal security and emergency preparedness nationally, regionally and locally. The Directorate shall contribute to ensuring that the Fire Services have appropriate competencies and are correctly dimensioned. DSB shall also contribute to the development and implementation of the new digital telecommunications network system for the emergency services. Furthermore, DSB shall be conducive to the establishment and further development of special emergency preparedness schemes and support systems (including the development of the incident response command system for the Fire Service and the Civil Defence) in order to strengthen emergency preparedness. The Directorate shall strengthen knowledge about the handling of dangerous goods and hazardous materials and shall contribute to good emergency preparedness in industry through its cooperation with the Norwegian Industrial Safety and Security Organisation (NSO). DSB shall develop systems for good communication among authorities and between authorities and the public during crises. DSB shall contribute capacities that strengthen the emergency services and other authorities when needed.

STRATEGY 4 

DSB shall lead and develop the Civil Defence as a government reinforcement resource

DSB shall ensure that the Civil Defence's operative forces have the relevant competencies and necessary materials and are appropriately organised. DSB shall also strengthen the collaboration and cooperation among the Civil Defence, the emergency services, the county governors and the municipalities in general. The Directorate will follow up the Civil Defence's protective measures for public warnings and shelters, and shall adapt the Civil Defence's school activities to training needs.

STRATEGY 5 

DSB shall be an unambiguous leading force and partner in the field of societal security and emergency preparedness

DSB shall support the Ministry of Justice and the Police's coordinating role and initiate cooperation across different societal sectors to identify grey zones and to clarify responsibility. The Directorate shall coordinate and cooperate with other bodies in the field of preventive public safety work, and shall be instrumental in ensuring that the county governors become visible participants in the safety and emergency preparedness work regionally and locally. DSB shall ensure a unified, comprehensive management of the authorities' follow-up of systematic HSE and security work linked to the Norwegian regulation concerning large-scale accidents, the transport of dangerous goods and the cooperative area of hazardous materials.

STRATEGY 6 

DSB shall attend to Norwegian interests and commitments in the field of societal safety in international cooperative organisations and shall provide disaster assistance internationally

DSB shall attend to Norwegian interests within the field of societal safety and emergency preparedness work in NATO, the European Union (EU), the United Nations (UN) and other relevant organisations. The Directorate will manage national contact with the EU and NATO in the area of civil emergency preparedness. DSB shall attend to Norwegian interests in the development of regulations regarding products and electrical safety, the transport of dangerous goods and the handling of hazardous materials in the UN, the EU, the Organisation for Economic Development and Co-operation (OECD), the Organisation for the Prohibition of Chemical Weapons (OPCW) and other relevant organisations. Furthermore, the Directorate shall contribute to the professional development of the rescue services in general and the Fire Services and the Civil Defence specifically through participation in international cooperative fora. DSB shall maintain a good operational emergency preparedness for international humanitarian response and disaster relief.

THE NATIONAL VULNERABILITY AND EMERGENCY PREPAREDNESS REPORT

DSB compiles a National Vulnerability and Emergency Preparedness Report (NSBR) every year, the purpose of which is to draw attention to and disseminate knowledge about hazards, vulnerability and emergency preparedness. The report is twofold: one part consists of an overview and the other addresses various topics.



The NSBR 08 overview examined key challenges related to vulnerability based on different incidents (for example, the electrical power failures in the municipality of Steigen and at the train and public transport station Oslo S, large amounts of snowfall on the south coast of Norway, the tank explosion at Gulen and flooding in Buskerud). These incidents indicate a need for measures and initiatives to prevent accidents from occurring, as well as a need to strengthen and coordinate crisis management once an incident has occurred. NSBR 08 also looked at the challenges involved in a possible pandemic, focusing on the loss of manpower in various sectors. Manpower is a critical response factor for many vital public functions, and the sectors would in turn be very dependent on each other to maintain adequate operations during a possible pandemic. The report concludes that a common overview of risk areas, planning, crisis management and available resources such as materials, personnel and expertise, would be able to reduce the societal consequences of a pandemic.

The NSBR overview shall contribute in the long term to a picture of hazards, threats and vulnerability in Norway. The purpose is to strengthen the work of societal safety and emergency preparedness. In future reports, the hazard, threat and vulnerability picture will be discussed and developed in close dialogue with other key players. NSBR 09 will examine the hazards, vulnerabilities and emergency preparedness in the northern areas.

To draw attention to and disseminate knowledge about hazards, vulnerability and emergency preparedness

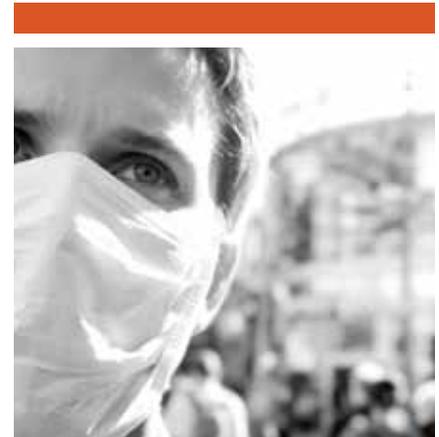


Photo // Scanpix

FIREWORKS PROHIBITION REDUCES PERSONAL INJURIES BY HALF

The prohibition against the use of stick rockets by private citizens has cut the total number of personal injuries by half. At the last New Year celebrations, 61 people were injured by fireworks compared with 155 the previous year. The number of fires and other damages was also drastically reduced.



In October 2008, the purchase and use of rockets by private persons in Norway was prohibited, and the sale or supply of this type of fireworks to private consumers is no longer allowed. The prohibition also includes the sale of fireworks that resemble toys. The private use of firework batteries is however still allowed.

In 2008, a total of 79 injuries of various types were reported that were directly caused by fireworks. This is the lowest number of injuries recorded in at least 12 years. Four major fires and nine smaller fires were reported, compared to ten and 48 respectively in the previous year.

In addition to the reduction in the number of personal injuries, the injuries appear to have been less serious than previously. Rockets have previously been the cause of approximately 70 per cent of the injuries. Despite the prohibition, rockets are still used in some places. The use of illegal rockets led to 20 injuries at the beginning of this year. The use of other illegal products, such as emergency flares and modified firework batteries, resulted in personal injuries and fires. In total, the use of illegal products was responsible for about 45 per cent of the injuries.

Most injuries occurred where fireworks were discharged by children or intoxicated persons. A large number of the injured were under the age of 18, which is the age limit for use of most types of fireworks.

All large cities reported a significant decline in all types of injuries. In Oslo, the number of personal injuries was reduced by two-thirds, and in Stavanger by half. For the first time since recording began, Bergen can report that there was not one serious incident, although in the previous year ten people were injured.

The prohibition against the use of stick rockets by private citizens

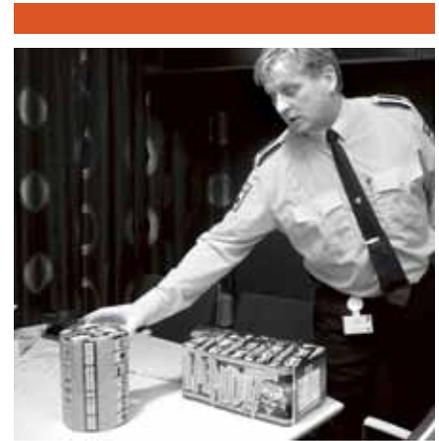


Photo // Scenpix

INCREASED SAFETY WITH RESPECT TO HAZARDOUS MATERIALS

Many authorities are professionally responsible for hazardous materials. The cooperative area of hazardous materials, established in November 2008, shall show if there are grey areas or if the division of responsibility is unclear. This will provide society with a total overview of the risk and a better basis for preventive work and emergency preparedness.



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In addition to being the professional authority, DSB has a cross-sector coordinating role for activities, objects and enterprises that have a potential for large-scale accidents. This is the background for the Directorate's initiative to establish a national cooperative area for hazardous materials involving 17 different authorities.

The cooperative area shall constitute an arena for the exchange of experience and cooperation, and shall contribute to discovering any areas in which the division of responsibility is unclear. This involves both preventive and emergency preparedness issues. The cooperative area shall be a formalised cooperative forum that shall ensure regular updates on the hazard and vulnerability picture. By 1 July 2009, a modified national risks, threats and vulnerabilities picture shall be compiled for hazardous materials in Norway. This overview will provide the basis for an evaluation of the need to carry out initiatives in this area.

The hazardous materials cooperative area shall emphasise safety in the field of dangerous chemicals that can lead to damage to health, the environment and property including vital infrastructure.

The cooperative area of hazardous materials shall show if there are grey areas or if the division of responsibility is unclear

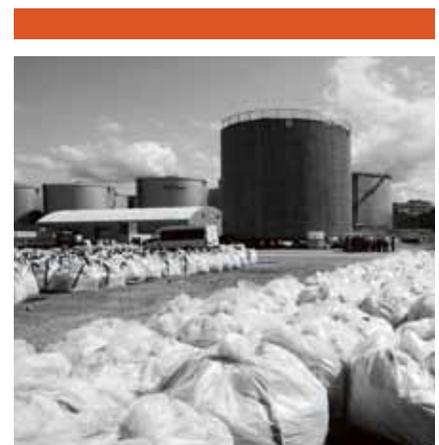


Photo // Scampix

ROCKSLIDE IN ÅLESUND

On 26 March 2008, a block of rock slid into an apartment building in Ålesund, causing it to collapse. Five people died and many were injured. DSB contributed to the rescue operations with professional gas expertise and participated in the evaluation of the accident.



Following the incident at Fjelltunvegen 31 in Ålesund, a panel was established to review the conditions that caused it. DCPEP was represented in the panel, which presented its report in November. The conclusions show that the slide was a direct result of a change in the terrain before the apartment house was built. The slope at Fjelltunvegen was unstable to begin with. The blasting carried out on the site entailed a changed in stability that led to the rockslide.

The panel also concluded that the incident was handled well and that more people could not have been saved. The complexity of such incidents requires efforts over time, with manpower and equipment that the emergency services do not necessarily have at their disposal. The local rescue services, including the Fire Service, police and health care services, received help from volunteers and personnel from Oslo's Fire and Rescue services. The Civil Defence was represented in the police's crisis staff and assisted with evacuation and roadblocks, and contributed tents and equipment to keep people warm. Over 100 personnel from the Civil Defence were present in round-the-clock shifts for a week.

The propane tank fire under the apartment building represented a danger of explosion and made rescue work difficult. As the professional gas authority, DSB sent experts to Ålesund to help the Fire Service with assessments related to handling the propane tank.

The complexity of such incidents requires efforts over time



Photo // Scampix

IN BRIEF 2008



CLIMATE ADAPTATION

DSB functions as the secretariat for Climate Adaptation Norway – the government’s focus on meeting the challenges of climate change.

The national secretariat shall coordinate efforts to reduce societal vulnerability to climate change and strengthen Norway’s ability to adapt. The main target group is Norwegian municipalities and counties.

One of the most important tasks in 2008 has been the dissemination of knowledge and information. Together with the National Emergency Planning College (NUSB), a series of courses about climate adaptation is being offered to planners and decision makers at municipal and county level. The Internet portal www.klimatilpasning.no will be launched in 2009. The portal will contain information about climate challenges and how various societal areas will be affected by climate change, and will give examples of municipal climate adaptation measures. DSB has also been involved in the

project ‘Cities and towns of the future’, in which 13 of Norway’s largest cities and towns are participating. The cities and towns have defined which measures to work with. An important requirement has been that the measures must be integrated in the plans and processes that the cities and towns are currently involved in, so that climate adaptation becomes a natural part of the cities’ or towns’ activities. The efforts spent shall provide measurable results and practical examples to benefit other towns and town regions.

DSB’S AUDITING ACTIVITIES

DSB conducts audits under and in pursuance of laws, regulations and Royal decrees. Audits of the Ministries’ and the County Governors’ societal safety work are not authorised by law.

The legal authorities for DSB’s auditing are:

- The Act relating to the prevention of fire, explosion and accidents involving hazardous substances and the Fire Service
- The Law of 24 May, 1929 regarding the supervision of electrical installations, with the supplementary laws of 1954



Foto // Paal-André Schwital

- The Act relating to the control of products and consumer services
- The Norwegian Civil Defence Act
- The Royal Decree of 3 November 2000 concerning instructions for the introduction of internal controls and audits of the civil emergency preparedness in the Ministries
- The Royal Decree of 26 June 2005 concerning general coordinating responsibility and responsibility for coordinating audits of activities, objects and enterprises with the potential for large-scale accidents

DSB'S INTERNATIONAL HUMANITARIAN EFFORTS

DSB participates in international humanitarian efforts together with similar organisations in several European countries, primarily by providing support to the UN under the motto "Help the helpers".

Since the 1990s, DSB has managed two concepts for international efforts: the Norwegian Support Team, which runs large tent camps for relief workers, and the Norwegian UNDAC Sup-

port, which provides ICT support to the UN's crisis evaluation team for humanitarian incidents. In 2008, DSB's team set up a camp for the UN relief workers in Somalia and provided assistance in connection with the hurricanes in the Caribbean.

International exercises

The Triplex exercises are arranged every other year by the International Humanitarian Partnership (IHP) and the UN Office for the Coordination of Humanitarian Affairs (OCHA). IHP is a network of national emergency preparedness organisations in Northern Europe, which coordinates international humanitarian action, especially with respect to the UN. Triplex 08 was carried out during the period 13-19 September in the border area between Kongsvinger and Arvika, arranged by DSB and the Swedish Rescue Services Agency. The exercise was the largest international humanitarian cooperative exercise ever carried out in Scandinavia. Triplex 08 gathered relief resources from over 20 countries and organisations and included about 300 participants. The scenario consisted of a flood disaster in a fictive third world country which received international humanitarian relief.



FOREST FIRES

In May 2008, the forest fire season began with little precipitation and a drought. From May to July, the forest fire hazard was great over large parts of Southern Norway, and in the first two weeks of June, several large forest fires raged simultaneously. The four largest were at Råde in Østfold, by Konnerud in Buskerud, at Nissedal in Telemark and at Froland in Aust-Agder.

The largest forest fire in recent times

The forest fire at Froland was the largest forest fire there has been in Norway in recent times. It raged for 13 days from 9 to 22 June, and involved large forces from the Fire Services, the Civil Defence and the Norwegian Armed Forces. In addition to the Østre-Agder Fire Service, nine other Fire Services, seven Civil Defence districts, five Home Guard areas, the Air Force and resources from the Armed Forces' leadership and support elements contributed.

A total of 22 holiday cabins and 475 acres of productive forest were lost. Strong winds made extinguishing the fires difficult.

Forest fire helicopters and efforts by the Civil Defence and the Armed Forces cost over NOK 22 million.

Joint response command system (EIS) to be introduced in 2009

In October 2008, a work group led by the County Governor of Hedmark proposed measures to strengthen forest fire preparedness. The need to strengthen the leadership of efforts to combat forest fires was emphasised, and DSB's current work to arrange for the introduction of EIS, the joint response command system, received support. The development under DSB of EIS has taken place throughout all of 2008, and the instructions for EIS and plans for training are completed. EIS provides common provisions for command and supervision in the Fire Services and Civil Defence, and will strengthen the ability to manage long-term, resource-demanding incidents such as forest fires. EIS will be introduced in the Fire Services in the beginning in 2009.



Foto // Scampix

ICT 08 EXERCISES

Every year, DSB carries out exercises in crisis management at national level, the Civil National Exercises (SNØ). In 2008, the SNØ/ICT exercises focused on the security and robustness of ICT systems, and management abilities linked to attacks on such systems. SNØ is carried out in two phases – one exercise for the Government's crisis council and one exercise for public and private activities (in 2008, the finance, petroleum, power and telecom sectors were involved). The background scenario is the same for both phases.

The aim of the ICT 08 Exercises was to practise and map societal abilities and capacities to discover and manage a massive attack on digital infrastructure in Norway. DSB was responsible for planning, while the National Security Authorities (NSM) maintained the professional ICT responsibility.

The scenario used in the exercises was a fictive situation in which Norway was attacked by several international crimi-

nal groups. In the background scenario, the organisations and network built up the capacity to carry out comprehensive data attacks over the Internet. The criminal environments were also assumed to have access to methods of exploiting vulnerabilities in computer systems. With respect to the incidents that were the basis for the exercises, it was said in the scenario that they could be triggered by the fact that political authorities in Norway have actively participated in the fight to control international Internet criminality.

CIVIL DEFENCE ALSO REORGANISING IN 2008

The *Study of the Civil Defence's Societal Task* from 2007 and the Storting's treatment of Report No. 22 to the Storting provided the basis for a decision to maintain an operative company of 8000 people in the Norwegian Civil Defence. These shall be organised in divisions with a troop size of 24, and shall be deployed nationwide.

Investments shall ensure HSE requirements, and shall increase mobility and the number of divisions in First Responders as well as strengthening the entire operative ability. The procurement of 5000 new helmets and 3200 boots for the troops is part of the HSE focus. In 2009, the procurement of new response uniforms for the troops will begin. As part of the reorganisation, work has begun to dispose of Civil Defence camps and other facilities and properties that do not contribute to emergency preparedness. Employees in the camps will be offered other positions in the Civil Defence. A decision was also made to combine the Civil Defence resource centres in Starum and Trondheim at Starum. The Civil Defence central storage facility will be established at Starum to strengthen the quality and efficiency in managing Civil Defence materials. The storage facility has three primary functions: daily administration, operative support to the districts in the case of large-scale incidents, and warehouse storage of wartime reserve materials.



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