

***Driv***ing Innovation in Crisis Management for ***E***uropean ***R***esilience

**SWEDEN**
Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response

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Scope and limitations

This study serves as supporting information for further work within DRIVER.

Only limited time and budget has been available for this first general survey, which needs to be considered in terms of scope and completeness of the respective studies.

The author/s of this study is/are responsible for its content and quality.

This report was revised at the end of 2015, reviewed internally by ATOS and amended according to reviewer's comments and recommendations upon the decision of the author/s.

# Overview

**Sweden has three level of governance:**

* Local level with 290 municipalities
* Regional level with 21 counties. County boards are the government´s regional representatives. County Councils are independent elected bodies
* National level with the Swedish parliament and the government

All three levels have their own elected political assemblies. One level has no jurisdictions over another.

**Three main principles:**

*The responsibility principle*

The persons or organisations that are responsible for an activity under normal conditions are also responsible for such operations in an emergency situation.

*The equality principle*

Operations should, as far as possible, be organized in the same way during emergency situations as under normal conditions.

*The proximity principle*

Emergencies should be handled at the lowest possible level in society. On a central level the Government is the body responsible for this area, on the regional level it is the County Administrative Board and on the local level it is the municipalities.

**First responders**

Each of the three first responder organisation have their respective mandate and responsibility during an incident. They are obliged to cooperate with other organisations when deemed necessary.

*Police*

The Police are a Governmental organisation and responsibility, which is also represented at the regional level. The Police´s responsibilities include to prevent and detect criminal activity and other disruptions of public order or safety, monitor the public order and security and intervene when disturbances have occurred, investigation and prosecution of criminal offences which fall within the General prosecution, provide public health, information and other assistance, when such assistance is best given by the police.

*Fire and Rescue service*

The Fire and Rescue Service are a local and municipality responsibility. Some municipalities cooperate and have a common Rescue Service. The incident commander has the mandate to call in all the resources that he or she needs to handle the incident to save life, environment and properties as long as it is in proportion to the incident.

*Ambulance and healthcare*

Health care is a County councils responsibility.

*MSB´s role*

MSB is responsible for issues concerning civil protection, public safety, emergency management and civil defence as long as no other authority has responsibility. Responsibility refers to measures taken before, during and after an emergency or crisis

The Swedish structure for civil emergency planning is coordinated by the MSB, which holds the mandate for a holistic and all hazards approach to emergency management. This includes the entire spectrum of threats and risks, from everyday accidents up to major disasters.

Civil protection is defined as public safety in the form of protection from incidents, accidents and other types of emergencies and disasters. The Swedish emergency preparedness system aims to protect life and health, critical infrastructure and fundamental values from all types of hazards and risks through a comprehensive, risk-based, emergency preparedness programme including prevention, planning, preparedness, response and recovery.

MSB works:

* via knowledge enhancement, support, training, exercises, regulation, supervision and our own operations
* in close cooperation with the municipalities, county councils, other authorities, the private sector and various organisations
* to achieve greater security and safety at all levels of society, from local to global level

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## List of Abbreviations

|  |  |
| --- | --- |
| Abbreviation / acronym | Description |
| ABBR | Spell the abbreviation here  |
| MSB | Swedish Civil Contingencies Agency |
| JRCC | Joint Rescue Coordination Centre |
| SSRS | Swedish Sea Rescue Organisation (Society) |
| SSM | Swedish Radiation Safety Authority |
| LEH | Periods of Heightened Alert |
| LSO | The Civil Protection Act  |

# Policy

## Risk Assessment

Risk assessments are done by all public sectors.

Local level: 290 municipalities

Regional level: 21 County Boards, 21 County Councils and 21 Regional Police authorities

National level: 250 governmental agencies

Risk assessments are also done by the private sector in sectors that can affect the population like Seveso and Energy sector.

## Policy and Governance[[1]](#footnote-1)

Three main principles roll the Swedish way to handle an incident. It can be small or a large scale incident.

**The responsibility principle**

The person who is responsible for an activity under normal conditions should also be responsible for such operations in an emergency situation.

**The equality principle**

Operations should, as far as possible, be organized in the same way during emergency situations as under normal conditions.

**The proximity principle**

Emergencies should be handled at the lowest possible level in society. On a central level the Government is the body responsible for this area, on the regional level it is the County Administrative Board and on the local level it is the municipalities.

**Handling the incident**

The incident commander at the local The Fire and Rescue Service has the mandate to call in all the resources that he or she needs to handle the incident to save life, environment and properties as long as it is in proportion to the incident. If more than one municipality are affected, the Incident commanders can ask the Regional County Board to appoint a common incident commander for the major incident.

### Strategy scope and focus

All citizens, public and private sector are obliging by law, to prevent, prepare, response and recover from accidents and incidents. It is an all hazardous approach. On the other hand the quality is entire up to each and every one. The municipality have the main responsibility for the people staying in their area, permanent and temporary. They also audit the private sector to ensure that they have sufficient CM.

The County Board is responsible for auditing Seveso plants and other more dangerous industries in their geographical area including the municipalities to ensure that they have sufficient CM.

MSB, as a governmental agency audit the county boards and also arrange exchange of experience activities among the county boards.

### Monitoring and analytical support to policy making; R&D[[2]](#footnote-2)

Monitoring and analytical support is organised at respective level and actor. In the public sector there are channels for reporting incidents from the municipalities to the County Board to MSB to the Ministry of Interior and the Prime Ministers Crisis Coordination Secretariat. Every national agency reports to their respective ministry. If any actor in an incident needs help they just need to ask for it.

Examples of funding opportunities:

* from MSB funding for research project in the area of Crisis Management, approx. 2 m€/year.
* from MSB project funding for national agencies and county boards aiming to improve cooperation and methods to improve the ability to coop with major incidents, approx. 100m€/year.

### Policy for Prevention[[3]](#footnote-3)

**Public Sector**

*Local level:*

The 290 municipalities are responsible to do preventive action and ensure common safety for the population. The area of responsibility goes from safe drinking water, sanitation, schools, elder care, local roads to Fire and Rescue Services. The municipalities are also responsible to audit the private sector.

*Regional level:*

The 21 County Councils are responsible to do preventive action and ensure common safety for the population in the area of health care.

The 21 County Boards are responsible to audit the municipalities within the county and the private sector that has a higher risk category like Seveso plants. They are also responsible to help and support the municipalities and coordinate prevention action in the region.

The Police are a Governmental organisation and responsibility, which is also represented at the regional level. The Police´s responsibilities include to prevent and criminal activity

*National level:*

The 250 national agencies are responsible for their respective area of responsibility. In all agencies that affect or can affect the environment, people or properties shall have implemented activities that aim to reduce the risks.

**Private sector**

All companies and organisation that affect or can affect the environment, people or properties shall have prevention activities that aim to reduce the risks.

**Voluntary sector**

All organisations that affect or can affect the environment, people or properties shall have prevention activities that aim to reduce the risks from their activities. Some voluntary organisations are active in preventing activities towards the general public such as giving first aid courses, swimming lessons and safety on water.

### Policy for Preparedness[[4]](#footnote-4)

**Public Sector**

Local level:

The 290 municipalities are responsible to do preparedness action and ensure common safety for the population. The area of responsibility goes from safe drinking water, sanitation, schools, local roads to Fire and Rescue Services. The municipalities are also responsible to audit the private sector.

Regional level:

The 21 County Councils are responsible to do preparedness action and ensure common safety for the population in the area of health care.

The 21 County Boards are responsible to audit the municipalities within the county. They are also responsible to help and support the municipalities and coordinate prevention action in the region.

The Police are a Governmental organisation and responsibility, which is also represented at the regional level. The Police´s responsibilities include detecting criminal activity and other disruptions of public order or safety.

National level:

The 250 national agencies are responsible for respective area of responsibility. All agencies and that affect or can affect the environment, people or properties shall have activities that aim to reduce the risks. All agencies are responsible in their respective are

**Private sector**

All companies and organisation that affects or can affect the environment, people or properties shall have activities that aim to reduce the risks and have preparedness to handle known risks.

**Voluntary sector**

All organisations that affects or can affect the environment, people or properties shall have preparedness activities that aim to reduce the risks and handle the consequences. Some voluntary organisations are prepared to act in case of emergency both with personal and other recourses like SSSR, Swedish Sea Rescue Organisation that handle 70% of the rescue operations at sea in Sweden.

### Policy for Response[[5]](#footnote-5)

**Public Sector**

Local level:

The 290 municipalities are responsible to respond to accidents and incidents Fire and Rescue Services.

Regional level:

The 21 County Councils are responsible to respond to accident and other health related issues and incident to ensure the emergency capacities for the population.

The 21 County Boards are responsible to audit the municipalities within the county. They are also responsible to help and support the municipalities in the region during an incident.

The Police are a Governmental organisation and responsibility, which is also represented at the regional level. The Police´s responsibilities include monitor the public order and security and intervene when disturbances have occurred, provide public health, information and other assistance, when such assistance is best given by the police.

National level:

The 250 national agencies are responsible for respective area of responsibility. All agencies and that affect or can affect the environment, people or properties shall have activities that aim to reduce the risks. All agencies are responsible in their respective area.

**Private sector**

All companies and organisation that affects or can affect the environment, people or properties shall have activities that aim to reduce the risks. Seveso plants needs to be able to respond to known risks. It can be organised like as a rescue service brigade in the industry.

**Voluntary sector**

All organisations that affects or can affect the environment, people or properties shall have ability to handle known risks that their own activity causes. Some voluntary organisations act in response to emergency both with personal and other recourses like SSSR, Swedish Sea Rescue Organisation that handle 70 % of the rescue operations at sea in Sweden.

### Policy for Relief and Recovery[[6]](#footnote-6)

**Public Sector**

Local level:

The 290 municipalities are responsible to have pre planned actions and ensure common safety for the population after an incident. The area of responsibility goes from safe drinking water, sanitation, elder care, schools, local roads to Fire and Rescue Services. The municipalities are also responsible to audit the private sector that can affect the population and nature negative, for example Seveso plants. Temporary shelters or housing to the effected and help for recovery are also part of the responsibility of municipalises.

Regional level:

The 21 County Councils are responsible to do preventive action and ensure common safety for the population in the area of health care.

The 21 County Boards are responsible to audit the municipalities within the county. They are also responsible to help and support the municipalities and coordinate prevention action in the region.

The Police are a Governmental organisation and responsibility, which is also represented at the regional level. The Police´s responsibilities include to investigate and prosecution of criminal offences which fall within the General prosecution.

National level:

The 250 national agencies are responsible for respective area of responsibility. All agencies and that affect or can affect the environment, people or properties shall have activities that aim to reduce the risks. All agencies are responsible in their respective are

**Private sector**

All companies and organisation that affects or can affect the environment, people or properties shall have activities that aim to reduce the risks.

**Voluntary sector**

All organisations that affects or can affect the environment, people or properties shall have prevention activities that aim to reduce the risks.

## Financing[[7]](#footnote-7)

### Investing in preparedness

At the national level the investment in preparedness is mostly done by education, training and pre-arranged cooperation, as well as the sharing of knowledge. The states own material resources have been phased out to a large extent. Some of the agencies have duty officers that can be reached 24/7, like the police and 112 –Alarm Centres.

At the local level the investment in preparedness is in the Rescue services and the technical department, to be prepared to deal practical to incidents.

### Investing in consequence management

The management of the consequences of incidents is a logical part of being prepared. The major responsibility is at the local level in the municipalities and the rescue services. The investments are in the employees and the resources they need, to be able to handle the risks that exists in the municipality. Exercise and training is the main tool to be prepared.

## Policy review, Evaluation & Organisational Learning

### Post-Disaster Assessment

Individuals receive help from the municipality and the county council. POSOM groups and other personal help are organised so that, if need, the affected get for example a temporary shelter and psychosocial support.

### Departmental Lessons Learned systems

The municipalities and county council have a common organisation the share different experience.

### Centralised (national) Lessons Learned system

There is not one centralised system. Every sector and agency has their own responsibility. SCB, Statistics Sweden, is the national agency that collects statistics from a variety of sectors. Some sectors like dangerous goods have several agencies and actors that collect statistics and experiences. Below are some examples.

In the spectra of social and health care there is a national lessons learned system, both for the municipalities and county councils.

To investigate major accidents and incidents there is a special agency, Swedish Accident Investigation Authority. They provide reports and recommendation to improve and provide opportunities for lessons learnt.

MSB has a project going on called After Action Revue towards the Rescue Service Sector, which has been well received. The result will be voluntary for the municipalities to implement.

### International exchange for Lessons Learned

Some examples:

MSB, together with other governmental agencies, arrange observation studies when they identify incidents of interest to learn from.

The Nordic countries have ongoing cooperation in different areas. Nordred Agreement, HAGA declaration, Nordhels are some of them.

CTIF is an international organisation that has national sub-organisation. The purpose is to learn from each other and incidents that has append, from fire to hazardous materials. http://ctif.org/

### Regular policy reviews

After every election there is a review of the Risk and vulnerability analysis and action program. The level of ability is then reviewed and the new policies are set at the local level.

## Resilience

The implementation of the concept resilience is done in Sweden.

Responsible for working with the protection of vital services and critical infrastructure rests in accordance with the principle of responsibility of each sector, as well as the owners and proprietors of businesses.

At the national level a national strategy and action plan for the protection of vital infrastructure as well as guidelines has been produced. A committee has also been established with representatives from local, regional and national level to share experience and evolve the resilience in the society.

Swedish Standard Institute SS-ISO 22301 decision in SIS/DK 494 based on ISO 22301 has been adopted as a Swedish standard.

## Information sharing and data protection

### Information classification – a support for information sharing

Central government authorities are required to introduce a management system for information security (LIS). This process consists of several components, including the operational analysis, which is of directly beneficial when sharing information. This operational analysis should contain: information identification, requirements identification and information classification. Both information identification and information classification can serve as a support when working out whether or not certain information is protected by secrecy. In the event of societal disruptions, all information is not always classified, but classification should still be able to provide good support in many contexts where information is shared.

Personal information Law (PUL) and Inspire directive are implemented.

Each municipality have responsibility to ensure the safety of it citizens. The Social office, in the municipality is always involved when evacuation needs to be done.

Each sector is responsible to arrange within the law how information can and need to be chaired.

Even when there is a crisis the sharing of personal data is still restricted. There for the responsible agency is a vital actor in the handling the incident.

Each citizen has the right to know what kind of threats that normally exist within the municipality, like the risks for flooding or Seveso plants.

### Registration of volunteers

 Every Voluntary organisation in itself has its own register of members.

One example is FRG, Voluntary Recourse Group, that organizes several voluntary organisations in each municipality. Local FRG have signed an agreement with 125 of the 290 municipalities. The agreement is about how and when the FRG group can assist during an incident.

### 1.6.3 Information gathering on social media

There is no national plan to gather information during crisis from social media. Krisinformation.se that MSB host does however use scanning as a way to update the information on the web site on regular bases.

# Legislation

## Crisis (emergency, disaster) management concept

### Summary

The following is a summary of the central regulations in the area of emergency preparedness and other regulations that are relevant to the management of societal disruptions; the latter is here referred to as sectoral legislation. Sectoral legislation comprises regulations concerning a specific area such as emergency services, social services or police activities. With some of the regulations, there are also descriptions of central terms. In addition to that a set basic principle has been developed to guide the actors on how to act.

#### Basic principles

The Swedish system for civil contingencies is fundamentally regulated by the principles of responsibility, proximity and similarity. This is evident in various official reports, preparatory works and government bills, but the principles as such are not defined in law. They should instead be understood as a background to the current regulatory framework and the actors' missions and mandates.

**Principle of responsibility**

The principle of responsibility means that those actors who are responsible for a certain activity under normal circumstances retain this responsibility in the event of societal disruptions. The Government has made it clear that the principle of responsibility also means that all actors affected either directly or indirectly by a disruption that have the capacity to assist in managing its consequences have a responsibility to act, even in uncertain situations. The principle of responsibility also means that actors are obliged to support and collaborate with each other. This has come to be called the “expanded principle of responsibility”.

**Principle of proximity**

The principle of proximity means that societal disruptions are to be managed where they occur and by those actors most closely affected and responsible.

**Principle of similarity**

The principle of similarity means that actors are not to make changes to their organisational structure that are more substantial than the situation demands. Accordingly, in the event of societal disruptions, operations are to continue to function as they do under normal circumstances, to the extent possible.

### Regulations

#### The Instrument of Government (1974:152)

The Instrument of Government contains regulations on how Sweden is governed, on the central actors and their function and mandates, and on the regulations concerning fundamental rights and freedoms. The Instrument of Government is one of Sweden's fundamental laws and therefore takes precedence over all other provisions. Two central themes in the Instrument of Government particularly affect the management of societal disruptions, namely the principle of legality and the role of the Government.

The principle of legality means that all exercise of public power shall ultimately be supported in law. In practice, this means that all public-sector actors must have constitutional support in order to act. This also applies to decisions by the Government.

The role of the Government is to have the highest executive power in the country. The Government has primary responsibility for the structure of state administration building and decides, among other things, on the conditions for each authority's activities. However, it is not permitted for the Government to interfere in authority matters concerning the exercise of authority or the application of law.

#### Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism

The EU's new civil protection legislation entered into force in December 2013. It thus replaces the earlier decision on the Community's civil protection mechanism from 2007 and the decision on the financial instrument from the same year. The new legislation captures recent years' developments in the area of civil protection, which covers such things as an increased focus on preventive measures and risk management. Civil Protection Cooperation today covers the entire disaster management cycle, including preparatory measures in the form of training, exercises and a programme for experience feedback. Response cooperation has also undergone development, and the new legislation establishes, among other things, a new initiative in the form of a voluntary pool of response capacities (modules) and of experts that are pre-committed by Member States for operations inside and outside the Union. Sweden intends to register a number of modules for the new pool.

#### The Act (1992:1403) concerning Total Defence and Heightened Alert

The Act concerning Total Defence and Heightened Alert regulates, among other things, what total defence and heightened alert are, and establishes that total defence resources are to be designed in a way that can also strengthen society's capability to prevent and manage severe stresses on society. In a state of heightened alert, municipalities and county councils are to take special measures to complete their total defence tasks under the prevailing circumstances.

#### The Emergency Management and Heightened Alert Ordinance (2006:942)

The Emergency Management and Heightened Alert Ordinance (the Emergency Management Ordinance) regulates, among other things, how central government authorities are, through their activities, to reduce society's vulnerability and develop a good capability to manage their tasks, both during crisis situations in peacetime and during periods of heightened alert.

An appendix to the Emergency Management Ordinance states which central government authorities have a special responsibility for emergency preparedness, before and in a state of heightened alert, respectively. According to this, every central government authority whose area of responsibility is affected by a crisis situation is to take the measures necessary for managing the consequences of the crisis situation. The authorities are also to collaborate and support each other in such a crisis situation.

The Emergency Management Ordinance also establishes the geographical responsibilities of the county administrative boards and the obligation of the authorities to provide information to the Government and MSB in a crisis situation.

According to the Emergency Management Ordinance, *emergency preparedness* is the capability to prevent, resist and manage crisis situations through training, exercises and other measures and through the organisation and structures created before, during and after a crisis. The term crisis is not defined in the Ordinance, but an explanation is given in preparatory works.

#### The Act (2006:544) on municipal and county council measures prior to and during extraordinary events in peacetime and during periods of heightened alert

The Act on municipal and county council measures prior to and during extraordinary events in peacetime and during periods of heightened alert (LEH) regulates, among other things, how municipalities and county councils are to reduce the vulnerability of their activities and establishes that they are to have a good capability to manage crisis situations in peacetime. In doing so, municipalities and county councils are also to achieve a basic capability for civil defence. LEH also establishes the geographical responsibilities of municipalities and their reporting obligation to the county administrative board in an extraordinary event.

According to LEH, an *extraordinary event* is such an event that deviates from the normal, entails a serious disruption or imminent risk of a serious disruption in important societal functions and requires urgent action by a municipality or a county council.

#### The Ordinance (2006:637) on municipal and county council measures prior to and during extraordinary events in peacetime and during periods of heightened alert

The Ordinance on municipal and county council measures prior to and during extraordinary events in peacetime and during periods of heightened alert contains, among other things, more detailed provisions on how municipalities and county councils are to report prior to and during extraordinary events.

#### The Civil Protection Act (2003:778) (LSO)

The Civil Protection Act (LSO) regulates, among other things, the responsibility of municipalities and central government to carry out rescue operations. LSO also contains special mandates for emergency service bodies, the right to encroach on the rights of others, the right to compel individuals to help in an operation through the duty to serve and emergency service bodies' right to request central government and municipal assistance. The Act also contains provisions on emergency services during heightened alert.

According to LSO, *emergency services* are the rescue operations for which municipalities and central government are responsible in accidents and the imminent danger of accidents in order to prevent and limit harm to people, property or the environment.

#### The Civil Protection Ordinance (2003:789)

The Civil Protection Ordinance contains, among other things, more detailed provisions about which actors are responsible for central government emergency services and emergency services upon the discharge of radioactive substances and remediation. The Ordinance also regulates when the county administrative board may assume responsibility for rescue operations in municipal emergency services.

#### The Police Act (1984:387)

The Police Act establishes, among other things, that the police service is to work to maintain public order and safety, and otherwise ensure the general public protection and other assistance to promote justice and security. The police also to collaborate with other authorities whose operations concern police activities. This particularly applies to social services authorities.

#### The Social Services Act (2001:453)

The Social Services Act is the legislation that ultimately regulates people's right to basic needs such as a roof over their head, food and water. The Social Services Act states that the municipality has the ultimate responsibility for persons that are in the municipality. This means that the municipality's responsibility is thus not limited to residents of the municipality, but covers all those who for some reason are in the municipality.

#### The Health and Medical Services Act (1982:763)

The Health and Medical Services Act regulates the tasks and obligations of health care providers to offer care. Under the Act, it is the county council's responsibility to offer good health and medical care to its residents and to plan its health and medical care so as to maintain disaster medicine preparedness.

#### The Swedish Local Government Act (1991:900)

The Swedish Local Government Act regulates, among other things, the forms for the organisation of municipalities and the activities they may conduct (*municipal competence*).

#### The Ordinance (2007:825) with Instructions for the County Administrative Boards

The Ordinance with Instructions for the County Administrative Boards regulates the general tasks and mandate of the county administrative boards. The county administrative boards have, among other things, tasks that have to do with civil protection, emergency preparedness and civil defence. The instruction also establishes the geographical responsibilities of the county administrative boards under the Emergency Management and Heightened Alert Ordinance (2006:942).

#### The Swedish National Board of Health and Welfare's regulations and general advice (SOSFS 2013:22) on disaster medicine preparedness

These regulations state, among other things, which capability the county council is to have in a serious event, that each county council is to have a disaster medicine preparedness plan and the functions of duty officer (TiB) and special health care command.

### The terms crisis, accidents and extraordinary events

The central regulatory frameworks for crisis management and sectoral legislation regulate partly different societal disruptions, and the regulatory frameworks also use different terms. The Emergency Management Ordinance speaks of “crisis”, while LEH speaks of “extraordinary events”. In addition to this, the sectoral legislation regulates various events, such as the LSO term “accidents”. When referring to specific legal regulation, it is important to use its terminology. This also applies to this material, which means that terms such as “crisis” and “emergency preparedness” are used when referring to a specific regulation or a preparatory work in which these terms appear. The term societal disruptions, in turn, is not a legal term but is used to encompass the various events that the regulations might cover.

## General crisis (emergency, disaster) management law

Please refer to Section 2.2.

## Emergency rule

Municipalities’ Rescue Services always have to have an incident commander. The incident commander has, according to Extra Civil Protection Act, LSO, far reaching powers to engage people and resources that he/she need to handle the incident, but not without paying for it.

The County Councils’ representative in the health care authorities during a pandemic or for specified dangerous diseases also have far reaching powers to for example isolate people.

## Specific, department/agency-level legal arrangements and regulations on emergency and disaster management

During peacetime the society’s institutions have the same mandate regardless if it is a crisis, large scale incident or a minor incident.

## Specific to the regional and local authorities legal arrangements and regulations on emergency and disaster management

During peacetime the society’s institutions have the same mandate regardless if it is a crisis, large scale incident or a minor incident.

## Legal regulations on the involvement of volunteers and specialised NGOs

There is no specific legislation regarding NGO´s involvement during a crisis. The municipalities and the volunteers can cooperate if they find a mutual understanding. There are many volunteer organisations in Sweden with a vast variety of capacities and interests. The municipalities have a good local knowledge and a lot of what the inhabitants do during their spare time is done in one of the local voluntary organisation.

## Legal regulations for international engagements of first responders and crisis managers

To engage first responders in the Nordic countries have already been dealt with threw multilateral agreements. Cross border cooperation is done on regularly bases directly between the municipalities and the County Councils. Some regions also have Cross boarder councils including County boards and municipalities, rescues services and healthcare.

Point of Contact for EU/ERCC is MSB and the Swedish Coast Guard. If an incident commander needs these recourses they need to contact MSB. MSB needs to inform the government before contacting ERCC.

If UN needs to be invited to assist Sweden, both of the government and the municipality needs to agree on the invitation.

The incident commander and the municipality still have the responsibility for the incident.

# Organisation

## Organisational chart

Figure 49: A schematic diagram of how a major rescue operation can be organised

* National/ IO authority for emergency and disaster management; chain of command and high-level decision-making:

The incident commander is the commander during a rescue operation. The Commander can request more recourses and help. All tactical and operational decisions rest at the local level even when there is a crisis. The politicians may need to make funding available to handle the incident.

* Interdepartmental (inter-ministerial) emergency and disaster management authority:

The ministries have a group to keep them informed. MSB and other affected agencies inform the government on regular base during a major incident. The government can decide, if needed, to allocate more resources, if necessary.

* National permanent emergency and disaster management unit(s)/ formations; first responders:

There are no national First responders, except for Special police forces, mountain rescue, sea rescue, nuclear plants accidents and maritime environment rescue operation.

* Planned/ anticipated use of specialised military assets :

Civil agencies and rescue service can ask for the recourses that the military have, but it needs to be approved by the military. The local first responder’s organisations may also have pre planned cooperation, and then the military, if they agree to help, is under the command of the incident commander.

* Departmental emergency and disaster management arrangements:

Each department need to have their own disaster management arrangement, including pre planned cooperation with others. It is each organisations own responsibility.

* Other national civil service organisations:

MSB is appointed to coordinate and encourage cooperation between national civil service organisations: special police forces, mountain rescue, sea rescue, nuclear plant accident and maritime environment rescue operation.



Figure 50: Organisational chart on the Crisis Management structure in Sweden

Source: VADEMECUM http://ec.europa.eu/echo/files/civil\_protection/vademecum/se/2-se-1.html#orga

* Provincial (regional) authorities and arrangements for emergency and disaster management (e.g. crisis HQ):

County Boards, Hospital Areas and municipalities are obliging to plan. Local (municipal, town) authorities have arrangements for emergency and disaster management County Boards, Hospital Areas and municipalities are obliging to plan. Local (municipal, town) authorities have arrangements for emergency and disaster management

* Local (municipal, town) authorities and arrangements for emergency and disaster management:

County Boards, County Councils and municipalities are obliging to plan. Local (municipal, town) authorities have arrangements for emergency and disaster management.

* Volunteers and volunteer organisations; specialised NGOs

FRG, Voluntary resource Group organises voluntary organisations, as well as voluntary civil defences group. They have capacity to be engaged in search and rescue operations both on land at sea. They also have flying capacities. SRSS handle 70 % of the sea rescue operations.

* Private businesses:

As private business you are obliged to protect yourself and your property. You are also obliged to prevent further damages, if possible.

In some sectors there are more regulations, transport of dangerous goods, Seveso plants, energy sector etc.

Below is a scheme of the society. The support is going towards the incident commander at the local level. The levels are not chain of command or a hierarchy it is a way of describing local, regional and national agencies and their respective responsibilities.

## Organisational cooperation

* Operational cooperation (e.g., coordinated CM operations planning and response at national level, cross-border operational cooperation, operational cooperation within the EU)

Each incident commander prioritises within the municipality. The County Board may priorities national and international recourses that is available.

Nordred agreement is a foundation for Nordic cooperation. The municipalities on both side of the border do in a practical way. Examples of local agreements and procedures are found at [www.nordred.org](http://www.nordred.org) MSB is the focal point to interact with EU civil protection mechanism.

* Cooperation and coordination in CM capability development (coordinated departmental CM capability planning, nationally centralized CM capability planning, multi-nation/ EU-level coordination of capability planning and capability development)

Cooperation is vital to handle all incidents. The incident commander is responsible to organise the cooperation and all parties are responsible to cooperate and make resources available for the incident commander. Every sector is responsible to handle their part of the incident. Cooperation is a vital part of the legislation in the Nordic countries legislation. The Nordred agreement and Haga declaration means that there exists several on gong cooperation, both at local regional and national level. CM is a challenge since the decentralised local CM system. There is an ongoing exchange of experience and sharing of knowledge.

On EU-level MSB is represented in the Module group discussing mainly HNS and the Voluntary Pool. MSb frequently engage itself in different EU-project with aim developing capabilities that are not only specific to the Swedish context.

MSB has an ongoing developing agreement with DHS in the USA.

# Procedures[[8]](#footnote-8)

## Standing Operating Procedures (SOPs) and Guidelines

Until recently a common SOP has not been implemented in Sweden, each and every actor has been responsible to implement SOPs within their own responsibility. During 2015 MSB has started to implement “Common Guidelines for Collaboration and Command in Societal Disruptions” as a foundation for joint SOPs between several actors.

## Operations planning

Depending on the risk and responsibility each organisation has its own operations planning. The auditing that the County Boards and MSB do of the plans for operation, highlight the organisations that don’t meet a minimum level of safety that the public can expect.

## Logistics support in crises

Depending on the risk and responsibility each organisation has plans for their own needs of logistics support.

## Crisis communication to general public; Alert system; Public Information and Warnings

Each municipality, county board and governmental agency has to plan and implement their own crisis communication plan.

At the local level, the municipality has a Crisis Board. They also have a command centre; witch can be used during a crisis.

At the regional level, the County Board has a command centre. The County Board have a telephone- or video conference with the municipalities in the region at regular intervals, to test the systems and to keep one on other informed.

Emergency alerts can be sent out threw the radio and television, both locally and nationally. MSB have a website for crisis communication and an e-mail tool to facilitate sharing of information.

MSB host a web site, with [www.krisinformation.se](http://www.krisinformation.se), collect information from the municipalities’ web pages. The web site can also host information during major incidents, to help municipalities and county boards since it is more robust and built to withstand crisis.

The local incident commander has access to use the emergency alert system via media. Alerts can be sent out through television and radio. The system is tested 4 times a year. (VMA – Warning Messages to the Public)

MSB and The Swedish Cost Guard is point of contact to EU/ERCC. MSB is also responsible to have equipment to facilitate telephone conference among effected agencies.

Other sectors have their respective focal point. For example is SSM focal point for new clear plants accident threw to IAEA and

# Capabilities

## Human resources

Each organisation is responsible oversee their own needs for competencies, there is no organisation responsible to have human resources in reserve. When a disruption causes strain on human resources different organisations volunteer to pool and share resources.

## Materiel (non-financial) resources

* What specific non-financial resources (dedicated equipment etc.) have been allocated to crisis management (central, regional, local preparedness and response)?

-All sectors and levels have their own pre planning to handle an emergency. Municipalities, county boards, county councils, emergency hospitals, appointed governmental agenesis; all have a secure command centre that can operate during a crisis.

Some examples:

- MSB has some specific recourse for flooding, forest fires, chemical accidents and oil spill.

-The energy sector has their recourses, like personnel on call.

* Permanent reserve stocks (fuel, food, medicines, tents, blankets, etc.)

- Stock of medicines (National founded)

- Municipalities and County Council may have their own.

* Planned /anticipated/ involvement of specific military assets (e.g. reconnaissance assets, search and rescue helicopters, fire-fighting planes/helicopters, CBRN, etc.)

-These assets exist among civil agencies like the Swedish Coast Gard, Police, and Swedish Maritime Administration. The military is not allowed to act in the civil domain.

* Is provision made for governments to mobilise or commandeer private assets during crises?

- No it is provision made for the local municipality and the incident commander during a rescue operation, to mobilise or commandeer private assets during crisis.

## Training

* National, local and departmental exercises:

-MSB organise a table top crisis management exercise every third? year for national agencies.

-Every County Board organise on regularly base table top exercise in their respective region.

-Every municipality organise on regularly base table top exercise in their respective region.

* Centralised specialist training:

-MSB organise training for UN, EU, Swedish national, regional and local agencies.

* Training of volunteers and NGO personnel

-FRG among other voluntary organisations organises training, with funding from MSB. SSSR have regular training for their volunteers.

* Cross-border and multinational training activities

-Barents Rescue is a major exercise between Sweden, Norway, Finland and Russia every third year. There are many exercises done every year.

* Is there a certification system? What standards are used to define specialists' training requirements?

 Sweden don´t have a certification system for specialists training requirement. The employer may implement ISO standards if they find it appropriate.

* Are there specialised training programmes for high-level decision makers?

One example is the course called “Solbacka kursen” that engage High Level decision makers in Crisis coordination and cooperation. http://www.fhs.se/sv/utbildning/uppdragsutbildningar/krishantering/solbackakursen/,

* Training centres

MSB have two training colleges. The Police College, Swedish Cost Guards training center and the national Defence College are some of the others.

## Procurement

### Procurement regulation

Procurement regulation in the public sector is strict. Best value for many is the basic rule. Cooperation between the different agenesis in the public sector is how ever encouraged

Procurement regulations at an EU-level:

All articles are implemented and needs to be followed. If it is a sudden unexpected crisis you are allowed to buy what you need to handle the situation.

### Procurement procedures

The public sector at all levels has their own procurement organisation that deals with procurements. Since 2011, certain public procurement activities have been centralized in an new agency, the National Procurement Services, which provides central government authorities coordinated framework agreements for goods and services of general use*[[9]](#footnote-9)*.

## Niche capabilities

JRCC has flying and sea going capacities for sea rescue operations.

The police have Special Forces for rescue operation in mountainous areas.

The Swedish Cost Gard has ships and flying capiases for environment operations at sea.

# Resources

## Legislative acts

Please refer to Section 2.2.

## Other normative acts

The national agenesis can wright normative act in their area of competence.

For example MSB gives out recommendations MSBFS:

https://www.msb.se/sv/Om-MSB/Lag-och-ratt/Gallande-regler/Skydd-mot-olyckor/MSBFS-20125/

Socialstyrelsen –The National Board of Health and Welfare has recommendation in a series SOSFS. <http://www.socialstyrelsen.se/sosfs>

## Official documents (white papers, strategies, etc.)

<http://www.sou.gov.se/> collects all the finished and ongoing policy investigation ordered by the government.

## Online resources (e.g. websites of key CM organizations)

[www.msb.se](http://www.msb.se)

<https://www.msb.se/en/Products/Support-systems-/>

www.socialstyrelsen.se

[www.polisen.se](http://www.polisen.se)

[www.skl.se](http://www.skl.se)

[www.government.se](http://www.government.se)

## Publications

Video and publication library:

<https://www.msb.se/en/Products/90-Sekunder/>

<https://www.msb.se/en/Products/Publications/>

Some examples of publications:

- A first step towards a national risk assessment

- Swedish national risk assessment 2012

(https://www.msb.se/en/Prevention/National-risk-and-capability-assessment/)

- Uncertain futures

- Five challenging future scenarios for societal security,

- Strategic challenges for societal security

https://www.msb.se/en/Prevention/Strategic-Foresight/

The Swedish model of government ([www.government.se/sb/d/2858](http://www.government.se/sb/d/2858))

How public agencies are governed (www.government.se/sb/d/575/a/127133)

Protection and preparedness for accident ([www.government.se/sb/d/12126/a/21967](http://www.government.se/sb/d/12126/a/21967))

Emergency preparedness ([www.government.se/sb/d/12126](http://www.government.se/sb/d/12126))

Who does what? ([www.government.se/sb/d/12127](http://www.government.se/sb/d/12127))

The national level- the Riksdag and Government ([www.government.se/sb/d/2858/a/16192](http://www.government.se/sb/d/2858/a/16192))

Crisis Management in the Swedish Government Office ([www.government.se/sb/d/12126/a/89625](http://www.government.se/sb/d/12126/a/89625))

The regional level ([www.government.se/sb/d/2858/a/16193](http://www.government.se/sb/d/2858/a/16193))

The local level ([www.government.se/sb/d/2858/a/16196](http://www.government.se/sb/d/2858/a/16196))

Local authorities ([www.government.se/sb/d/2102/a/20611](http://www.government.se/sb/d/2102/a/20611))

Crises and emergency management in Värmland ([www.lansstyrelsen.se/varmland/En/manniska-och-samhalle/krisberedskap/](http://www.lansstyrelsen.se/varmland/En/manniska-och-samhalle/krisberedskap/) )

The role of county councils and the region´s ([www.skl.se/tjanster/englishpages/municipalitiescountycouncilsandregions](http://www.skl.se/tjanster/englishpages/municipalitiescountycouncilsandregions) )

The role of the municipalities ([www.skl.se/tjanster/englishpages/municipalitiescountycouncilsandregions/theroleofthemunicipalities](http://www.skl.se/tjanster/englishpages/municipalitiescountycouncilsandregions/theroleofthemunicipalities))

National Guidelines for managing societal disruption, ISBN: 978-91-7383-507-7

## Expert interviews

5 different interviews with MSB experts (Swedish Civil Contingencies Agency)

1. National Guidelines for managing societal disruption, ISBN: 978-91-7383-507-7 [↑](#footnote-ref-1)
2. Publ.nr: MSB860, april 2015, www.msb.se/rsa [↑](#footnote-ref-2)
3. Publ.nr: MSB860, april 2015, www.msb.se/rsa [↑](#footnote-ref-3)
4. National Guidelines for managing societal disruption, ISBN: 978-91-7383-507-7 [↑](#footnote-ref-4)
5. National Guidelines for managing societal disruption, ISBN: 978-91-7383-507-7 [↑](#footnote-ref-5)
6. National Guidelines for managing societal disruption, ISBN: 978-91-7383-507-7 [↑](#footnote-ref-6)
7. www.msb.se [↑](#footnote-ref-7)
8. National Guidelines for managing societal disruption, ISBN: 978-91-7383-507-7 [↑](#footnote-ref-8)
9. Coordinated framework agreements in Sweden http://www.avropa.se/topplankar/In-English/ [↑](#footnote-ref-9)