

Nuclear and Radiological Preparedness: Central and Regional Organisation

Royal Decree of 23 August 2013

Revised as of January 2017



Statens strålevern
Norwegian Radiation Protection Authority

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This booklet describes the Norwegian Nuclear Emergency Response Organisation and the organisation's commission and authorization.

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Statens strålevern

Norwegian Radiation
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Foreword

In March 2011 the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response acknowledged the need for crisis management in Norway even when a nuclear accident occurs far away, like the Fukushima disaster in Japan. In recent years, the Crisis Committee has drafted a new, comprehensive threat assessment (StrålevernRapport 2008: 11). In addition to incidents and accidents that directly impact Norway, the threat assessment includes accidents that take place far away, but that nonetheless represent a challenge for Norwegian authorities because Norwegian citizens and Norwegian interests are affected. The threat assessment has been followed up by a separate assessment of the roles and responsibilities in nuclear and radiological preparedness (StrålevernRapport 2012: 5). Both reports have been processed by the government. The government discussion formulated six dimensioning scenarios as a basis for establishing a set of plans, and emphasised the sector-wise responsibility for nuclear and radiological preparedness and the need for good, intersectoral cooperation.

The Royal Decree of 17 February 2006 has been updated so as to take new experiences into consideration. The Ministry of Foreign Affairs and the Norwegian Coastal Administration are new members of the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response. This booklet presents an abridged version of the original Royal decree. The mandate for nuclear and radiological preparedness and the delegation of the King's executive power to the Crisis Committee have in their entirety been decided by the King-in-Council. We have also added an organisational chart that shows which actors cooperate on nuclear and radiological preparedness in Norway.

The Royal Decree of 23 August 2013 also applies to Svalbard and Jan Mayen. It came into effect 1 September 2013.

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1 Introduction

Nuclear and radiological preparedness was first established by the Royal Decree of 12 March 1993 Concerning Nuclear Accident Preparedness, before continuing without major changes through the royal decrees of 26 June 1998 and 17 February 2006. This royal decree replaces the Royal Decree of 17 February 2006 Concerning Nuclear and radiological Preparedness – Central and Regional Organisation.

The current organisation was confirmed by the government in 2010 in connection with the presentation of a new threat assessment in the nuclear and radiological field. It features a separate Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response (*Kriseutvalget for atomberedskap*), chaired by the Norwegian Radiation Protection Authority and supported by external advisors. The government also established six dimensioning scenarios for nuclear and radiological preparedness that the Crisis Committee is expected to manage. Nuclear and radiological preparedness is also described in Report to the Storting no. 29 (2011–12), which particularly emphasises the principle of collaboration in addition to the other principles of preparedness. Collaboration is a principle that has underlain the organisation of nuclear and radiological preparedness since the very beginning, along with the other general principles of preparedness.

In 2012 the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response released the report *Roller, ansvar, krisehåndtering og utfordringer i norsk atomberedskap* (Roles, responsibilities, crisis management, and challenges in Norwegian nuclear and radiological preparedness), as a follow-up to the new threat assessment. The plan for how to follow up this report was agreed by the government through discussions in winter 2013. The Report to the Storting no. 21 (2012–13) also presents important preparedness measures and an overarching strategy against terror. The Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response has resources at its disposal that can be important in the efforts to prevent and reduce the consequences of acts of terrorism, in line with the proposed strategy.

The Royal Decree of 15 June 2012, “Instruction Concerning the Ministries’ Work on Civil Protection, the Ministry of Justice and Public Security’s Coordinating Role, Supervisory Function, and Central Crisis Management”, will also be pertinent during a nuclear and radiological incident. There are three central elements in this instruction: the lead ministry’s responsibility for crisis coordination; crisis coordination through the Crisis Council (*Kriserådet*); and the auxiliary functions provided by the Crisis Support Unit (*Krisestøtteenheten*) to the lead ministry and the Crisis Council.

The following changes have been made since the previous royal decree on Norwegian nuclear and radiological preparedness:

- The Ministry of Foreign Affairs and the Norwegian Coastal Administration have been included as new members of the Crisis Committee.
- The reservations that measures pursuant to the Police Act can only be carried out with the approval of the Ministry of Justice and Public Security have been removed from the decree, as they no longer correspond with the current roles of authority.
- If necessary, the Crisis Committee's resources can be used in efforts to uncover and prevent acts of terrorism.
- Updated references to information preparedness in case of a nuclear and radiological incident to better reflect the organisation of information preparedness in the event of crises.
- It clarifies that if necessary, the Norwegian Radiation Protection Authority, as head of the Crisis Committee, has the authority to make decisions until the committee is assembled.

The Crisis Committee's authority to initiate mitigating measures during an acute phase of a nuclear and radiological incident (cf. the Radiation Protection Act, section 16, second and third paragraphs) is continued in this royal decree. The organisation of the national nuclear and radiological preparedness remains the same, on both the central and regional levels. The Crisis Committee will however be expanded to include representatives from the Ministry of Foreign Affairs and the Norwegian Coastal Administration. The reasons for this expansion are as follows.

First, a nuclear incident in a foreign country will as a rule affect Norwegians and/or Norwegian interests. Moreover, such an incident might have implications for Norwegian citizens travelling to and from areas either in or nearby the incident. This suggests a close and continuous dialogue with the Ministry of Foreign Affairs, which can best be achieved by having the Ministry of Foreign Affairs represented in the Crisis Committee. The need to include the Ministry of Foreign Affairs in the Crisis Committee became especially clear during Norway's national management of the Fukushima disaster in March 2011. The disaster emphasised the need for closer contact and dialogue between the Crisis Committee and the Ministry of Foreign Affairs.

Second, the need to include the Norwegian Coastal Administration in the Crisis Committee arises from the recent increases in the number of marine transports of radioactive material and traffic of civilian reactor-driven ships along the Norwegian coast. Moreover, the Norwegian Coastal Administration attends to the state's responsibility for preparedness against all other forms of severe pollution than radioactive contamination. The Norwegian Coastal Administration is tasked with preventing and identifying severe pollution and seeing to that the responsible polluter or municipality carries out the

necessary measures when severe pollution occurs. After the Pollution Control Act came into effect for radioactive contamination from 2011, the Norwegian Radiation Protection Authority has been charged with similar tasks and the same authority pursuant to the Pollution Control Act, to initiate mitigating measures against severe radioactive contamination. It is therefore crucial to ensure good, effective management of an incident causing both radioactive contamination and other types of pollution, and representation in the Crisis Committee will allow for a far better coordination with the Norwegian Coastal Administration.

The changes came into effect 1 September 2013.

2 The mandate and composition of the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response with advisors, including the County Governors' mandate

2.1 Introduction

The preparedness organisation consists of the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response and its advisors and secretariat, with the County Governors acting as the committee's regional representatives.

The nuclear and radiological preparedness organisation has been established in order to have expertise available in order to manage nuclear and radiological incidents and to ensure the swift implementation of measures that aim to protect life, health, the environment, and other important public interests. Nuclear and radiological incidents include accidents as well as incidents that follow from intended actions in peacetime, from security crises, and from armed conflict.

If a nuclear and radiological incident has either occurred or cannot be ruled out, and such an incident can affect either Norwegian territory or Norwegian interests, the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response shall ensure that the incident is addressed with coordinated measures and information. During the acute phase of a nuclear and radiological incident, the Crisis Committee is authorised to initiate certain more closely specified mitigating measures.

In addition, the Crisis Committee performs tasks in the continuous work on preparedness and shall act as an advisor for the authorities in the later phase of a nuclear and radiological incident.

The Crisis Committee's advisors shall have tasks both during the continuous work on preparedness and in connection with the management of a nuclear and radiological incident.

The Crisis Committee's mandate also includes incidents that take place outside of Norway and that do not directly affect Norwegian territory, if the incident affects Norwegians or Norwegian interests. The Crisis Committee's mandate and powers (cf. appendix II) apply as far as they are suitable to such incidents.

In accordance with the sector principle, the ministries are responsible for ensuring that preparedness within their own sector is satisfactory and coordinated with other sectors.

In case of a nuclear and radiological incident, the individual ministries and authorities are responsible for initiating measures not delegated to the Crisis Committee. The relevant ministries' cooperation during the continuous work on preparedness is organised by the Civil Service Group for Coordinating Nuclear and radiological Preparedness (*Embetsgruppen for koordinering av atomberedskapen*), which is led by the Ministry of Health and Care Services.

The County Governors are responsible for coordinating preparedness at the regional level.

At the central level, the Crisis Committee shall immediately alert the Ministry of Health and Care Services, other ministries concerned, and the Office of the Prime Minister about serious nuclear and radiological incidents. The Crisis Council will ensure coordination at the ministerial level through the lead ministry.

2.2 The Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response

The following agencies shall appoint a representative and a deputy representative to the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response:

- the Norwegian Radiation Protection Authority
- the Norwegian Directorate for Civil Protection
- the Norwegian Armed Forces
- the Norwegian Police Directorate
- the Norwegian Directorate of Health
- the Norwegian Coastal Administration
- the Norwegian Food Safety Authority
- the Norwegian Ministry of Foreign Affairs

The representatives shall be appointed from among the agencies' senior management.

The Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response is chaired by the director general of the Norwegian Radiation Protection Authority. Additionally, the Norwegian Radiation Protection Authority is represented by an ordinary member in the Crisis Committee.

During the acute phase of a nuclear or radiological incident, the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response is authorised to make decisions on initiating mitigating measures, pursuant to the Radiation Protection Act (section 16, second paragraph). These measures are specified in appendix II concerning delegated powers during the acute phase of a nuclear and radiological incident. When permitted by the situation and the time constraints, the Crisis Committee shall contact the

responsible ministries, provide information, and discuss the decisions that must be taken. The Crisis Committee itself decides whether the situation and the time constraints allow for such consultations with the ministries. Measures that involve military affairs and operations, however, shall always be cleared with the Ministry of Defence. The Crisis Committee is obliged to inform the responsible ministries about decisions it has taken and measures it has initiated.

During the acute phase of a nuclear or radiological incident, the Crisis Committee can use its powers as it deems necessary to protect life, health, environment, or other important public interests.

2.3 The Crisis Committee's advisors

The following institutions appoint advisors and their deputies:

- the Norwegian Institute of Bioeconomy Research
- the Directorate of Fisheries
- the Norwegian Defence Research Establishment
- the Institute of Marine Research
- the Institute for Energy Technology
- the Norwegian Meteorological Institute
- the Norwegian Environment Agency
- the Norwegian Institute of Public Health
- the Norwegian Geological Survey
- the Norwegian Polar Institute
- Oslo University Hospital, Ullevål (National Centre for CBRNe Medicine)
- the Norwegian University of Life Sciences
- the National Veterinary Institute

Changes in the composition of the Crisis Committee's advisors can be proposed, for example in light of new experiences, organisational changes in the civilian preparedness, and/or changes in the threat assessment. Such proposals can be submitted by the institutions represented or by the ministries concerned. Proposals are considered by the Crisis Committee and submitted to the Ministry of Health and Care Services, which will make a decision in consultation with other ministries concerned.

The Crisis Committee can as required include advisors from other agencies or institutions when called for by the situation.

2.4 Procedures of the Crisis Committee and its advisors

2.4.1 *During the acute phase of an incident*

With support from its advisors, the Crisis Committee shall

- issue coordinated orders, pursuant to the Radiation Protection Act (section 16, second paragraph), with the intent of protecting life, health, environment, and other important public interests;
- obtain and analyse information and measurement data, if necessary through ordering private and public enterprises, providing the best overview as possible of the situation, as well as prognoses for how the situation will develop, and
- ensure coordinated information to authorities, the general public, and the media (cf. section 3.5).

Authorities responsible for following up the decisions made shall notify the Crisis Committee of their implementation. Involved authorities that have relevant information about the situation in their respective areas shall, without undue delay, convey such information to the Crisis Committee.

2.4.2 *In the later phase of an incident*

In the later phase, the Crisis Committee, with support from its advisors, shall provide expert, coordinated advice on more long-term mitigating measures, for example further systematic measurements and restrictions in the production and trade of foodstuffs. During this phase, the Crisis Committee may also summon the relevant authorities to conferences where the measures can be coordinated.

2.4.3 *During the continuous work on preparedness*

The Crisis Committee and the advisors shall

- take the initiative to establish, maintain, and coordinate the preparedness organisation, materials, and services, in order to ensure that measures taken during a nuclear or radiological incident are as effective as possible;
- keep in contact with the responsible authorities at all levels, and provide information and advice in connection with preparedness issues;
- serve as a forum for the continuous, mutual exchange of information between the member agencies and institutions;
- maintain a continuous overview of current threats;
- help to prevent and reduce the consequences of acts of terrorism by ensuring that nuclear and radiological preparedness resources, including measurement resources, can be mobilised; and
- drill and exercise, also in cooperation with other agencies as required.

During the continuous work on preparedness, the Chair of the Crisis Committee summons the members of the Crisis Committee, the advisors, and the County Governors to meetings or drills and exercises as required.

The Crisis Committee shall be kept informed on measures taken by responsible authorities to develop and maintain their own emergency preparedness,

The Crisis Committee is responsible for developing and maintaining an emergency preparedness manual, to include items such as the following:

- a description of preparedness levels, with clear procedures for alerting or convening the Crisis Committee and its advisors, the responsible authorities, and other concerned parties;
- clear routines for cooperation between the Crisis Committee, the Crisis Committee's secretariat, the Crisis Committee's advisors, and the County Governors both during nuclear or radiological incidents and during the continuous work on preparedness;
- a description of the obligations and responsibilities in work on preparedness, and of the distribution of tasks among the agencies/institutions; and
- routines that ensure that the ministries concerned are quickly alerted and continuously kept informed about how the crisis is unfolding.

The individual member agencies and institutions are required to develop preparedness manuals in their given areas, so that they become part of a coordinated set of plans.

2.5 Convening the Crisis Committee and its advisors

The Crisis Committee follows the principle of a tiered preparedness scale. In consultation with the secretariat, the Crisis Committee's Chair determines the preparedness level in a given situation.

When an incident or a possible incident becomes known, the preparedness organisation shall be alerted according to established procedures.

The Crisis Committee convenes when so required by either the Chair or one of the members. The Chair decides which of the Crisis Committee's advisors should also convene. The Crisis Committee shall convene as long as necessary. Leaves may be granted as required.

Upon being alerted and ordered to convene, the Crisis Committee shall assemble immediately, and no later than two hours after being alerted, in the Crisis Committee's operations centre, unless otherwise specified.

2.6 The Crisis Committee's secretariat – tasks

The Norwegian Radiation Protection Authority serves as the Crisis Committee's secretariat.

The Norwegian Radiation Protection Authority is the national and international Contact point. As the secretariat, it shall maintain a round-the-clock on-call system so as to be able to convene the Crisis Committee. The secretariat alerts the Crisis Committee's Chair, members, advisors, information officers, as well as the County Governors, ministries, and other relevant authorities or enterprises.

During incidents encompassed by the Crisis Committee's mandate, the secretariat shall

- assist the Crisis Committee make its assessments,
- assist institutions and authorities at all levels address relevant issues,
- manage lesser incidents in line with guidelines provided by the Crisis Committee, and
- run the operations centre and its communications and IT-systems.

During the continuous work on preparedness, the secretariat shall

- facilitate the Crisis Committee's activities,
- facilitate the practical execution of the Crisis Committee's tasks,
- disseminate information,
- assist institutions and authorities at all levels address relevant issues,
- represent the continuous work on preparedness and serve as a coordinating link in such work, and
- facilitate and participate in drills and exercises, and also follow up the experiences from such drills and exercises.

The secretariat is responsible for ensuring that adequate information resources are available for managing incidents within the Crisis Committee's mandate. The secretariat shall seek cooperation with other agencies and directorates that have tasks within information preparedness, with the intent of organising and coordinating the information work within the various preparedness areas.

During an acute incident, the Crisis Committee can strengthen the secretariat's information unit by requesting professional assistance and supplement resources from the information pool set up and administered by the Directorate for Civil Protection. During an acute incident, the information unit shall

- assist the Crisis Committee by developing communication strategies adapted to the incident at hand,
- suggest and implement communication measures for the Crisis Committee in the various phases of the incident, and
- assist the Crisis Committee disseminate coordinated information to the general public and media.

In its continuous work, the secretariat shall

- assist the Crisis Committee develop information strategies,
- participate in the continuous work on preparedness of disseminating information,
- carry out measures to raise competency,
- draft standard information materials, and
- facilitate, participate in, and enable learning from drills and exercises.

Other agencies and institutions that send representatives or advisors to the Crisis Committee will be involved in this work as required.

2.7 Incident and Emergency centre

The Crisis Committee's incident and emergency centre will provide office space for the Norwegian Radiation Protection Authority.

The incident and emergency centre, complete with communications and computer systems, shall be established in partnership between the Crisis Committee, the Norwegian Radiation Protection Authority, and the Ministry of Health and Care Services. The secretariat at the Norwegian Radiation Protection Authority is responsible for maintaining and operating the systems.

2.8 Administrative position

The Crisis Committee is under the administration of the Ministry of Health and Care Services and addresses any administrative, organisational, or financial questions to this ministry. The Ministry of Health and Care Services shall be kept informed of all significant issues within the Crisis Committee's area of responsibility.

2.9 The County Governors

The County Governors shall establish the necessary regional forum for coordination, with participation from all the agencies concerned, and establish a set of plans for their functions in nuclear and radiological preparedness. The County Governors shall help ensure that regional and local agencies and services that sort under the County Governors' general coordinating and organisational responsibility have established satisfactory plans for nuclear or radiological incidents as part of a coordinated set of plans. They shall also regularly report about such planning to the Norwegian Radiation Protection Authority as the Crisis Committee's secretariat.

During a nuclear or radiological incident, the County Governors shall ensure coordination and assist implementation of measures regionally and locally. This applies both to protective measures and to disseminating information to the media and the general public. The Crisis Committee assigns duties to the County Governors, who ensure that necessary adjustments and prioritisations are made on the basis of regional factors. The County Governors report back to the Crisis Committee on the implementation of measures.

The Crisis Committee assists the County Governors with necessary guidance for fulfilling their obligations.

The County Governors shall notify the Crisis Committee of any relevant information from the region that might be significant for further decisions and measures.

2.10 Coming into effect

The changes come into effect from 1 September 2013.

3 Delegation of the King's executive power to the Crisis Committee pursuant to the Radiation Protection Act (section 16, second paragraph)

3.1 Introduction

The King's executive power is delegated to the Crisis Committee for Nuclear and Radiological Emergency Preparedness and Response pursuant to the Radiation Protection Act (section 16, second paragraph). During the acute phase of a nuclear or radiological accident or incident that might involve ionising radiation or the spread of radioactivity, the Crisis Committee can, without hindrance from any authority delegated by virtue of other acts, order: state and municipal agencies to carry out evacuations, limit access to designated areas, and implement measures related to safeguarding food, including potable water and livestock. Moreover, the Crisis Committee can order private and public enterprises to carry out analyses and obtain information in order to assess the situation. The Crisis Committee's decisions to implement measures require a consensus among the committee's members, and the committee's members are encouraged to help ensure that such consensus about the measures are reached. As the leader of the Crisis Committee, the Norwegian Radiation Protection Authority is authorised to decide mitigating measures on behalf of the Crisis Committee at the onset of a nuclear or radiological incident and until the Crisis Committee has assembled.

The creation of a separate Crisis Committee helps ensure the optimal handling of a nuclear or radiological incident. During the initial phase, the right measures at the right time will be decisive for their efficacy. The optimal management of the acute phase requires

- an early and then continuously updated description of the situation,
- prognoses for how the situation, radiation doses, and risks will develop,
- measures during an acute phase, and
- information about the incident, consequences, and measures.

The Crisis Committee and its advisors have responsibilities in regard to all these points. Time permitting, the Crisis Committee shall inform the responsible ministry of any imminent measures, and discuss these measures, prior to their implementation. Measures that concern military affairs and operations, however, shall always be cleared with the Ministry of Defence.

The Crisis Committee shall be able to obtain information and data about the scope of the incident and be able to apply measures to reduce the consequences during an acute phase. These powers shall be duly taken into consideration when drafting detailed preparedness

manuals as well as any agreements to collaborate. As far as possible, well-defined decision-making criteria are to be established.

The following sections briefly specify both the individual elements involved in managing an acute phase as well as the powers invested in the Crisis Committee.

3.2 Early and then continuously updated descriptions of the situation

During a nuclear or radiological incident, the Crisis Committee and its advisors shall procure relevant information and data to establish the best possible basis for making assessments and decisions. This includes information about

- the accident site, incident, and emission source,
- the scope and composition of the emission, if relevant,
- meteorological conditions,
- radioactive substances in the air and as fallout on the ground,
- contamination of foodstuffs, potable water, and the environment, and
- other relevant information.

The Crisis Committee's authorisation to obtain information and data about an incident:

The Crisis Committee can order private and public enterprises to carry out tasks, and can request the Norwegian Armed Forces to do so. This might for example pertain to

- obtaining and analysing information and data,
- obtaining, transporting, and analysing test samples, and
- transferring information and data to the operations centre

3.3 Prognoses for how the situation, radiation doses, and risks will develop

During an acute phase the Crisis Committee and its advisors, in close cooperation with the Norwegian Radiation Protection Authority, will regularly provide updated risk assessments and estimates of radiation doses to exposed sections of the population. Prognoses for future risks and doses will also be made.

The Crisis Committee's authorisation to obtain prognoses:

The Crisis Committee can order public institutions and private enterprises to make prognoses about the unfolding situation and its consequences for their area.

3.4 Measures during an acute phase

A number of mitigating measures, if applied at the right moment, will be able to significantly reduce the consequences of an incident. During an acute phase, the Crisis Committee must be able to order such mitigating, cost-efficient measures without undue delay.

The Crisis Committee's authorisation to implement measures to reduce the consequences of an incident:

In order to protect lives, health, the environment, or other important public interests, the Crisis Committee can implement the following mitigating measures during an acute phase of a nuclear or radiological incident:

- order the cordoning of areas that either are or can be highly contaminated, for example by limiting access and traffic or by securing and removing radioactive fragments,
- order the acute evacuation of local communities in cases where the emission source, for example a local reactor, a wrecked vessel with a reactor, or satellite fragments, represents a direct threat to lives and health locally,
- order short-term measures or restrictions in the production of foodstuffs, for example by keeping domestic animals inside or postponing harvesting,
- order or advise the decontamination of affected people,
- advise the general public to keep indoors,
- advise the use of iodine tablets,
- provide nutritional advice, for example by advising people to refrain from consuming certain contaminated foodstuffs, and
- offer advice on other measures, including measures to prevent or reduce environmental contamination.

The Crisis Committee ensures that the measures listed above are addressed and disseminated through the authorities in the Crisis Committee that are delegated the legal powers to implement them.

3.5 Information about the incident, consequences, and measures

During an acute phase, the Crisis Committee will be responsible for the coordinated dissemination of information to the lead ministry, central authorities, domestic and foreign partners, the regional crisis management organisation, the media, and the public.

In consultation with the committee's members, the Chair of the Crisis Committee decides whether and when it is necessary to request assistance from the affiliated agencies to strengthen the secretariat's information unit.

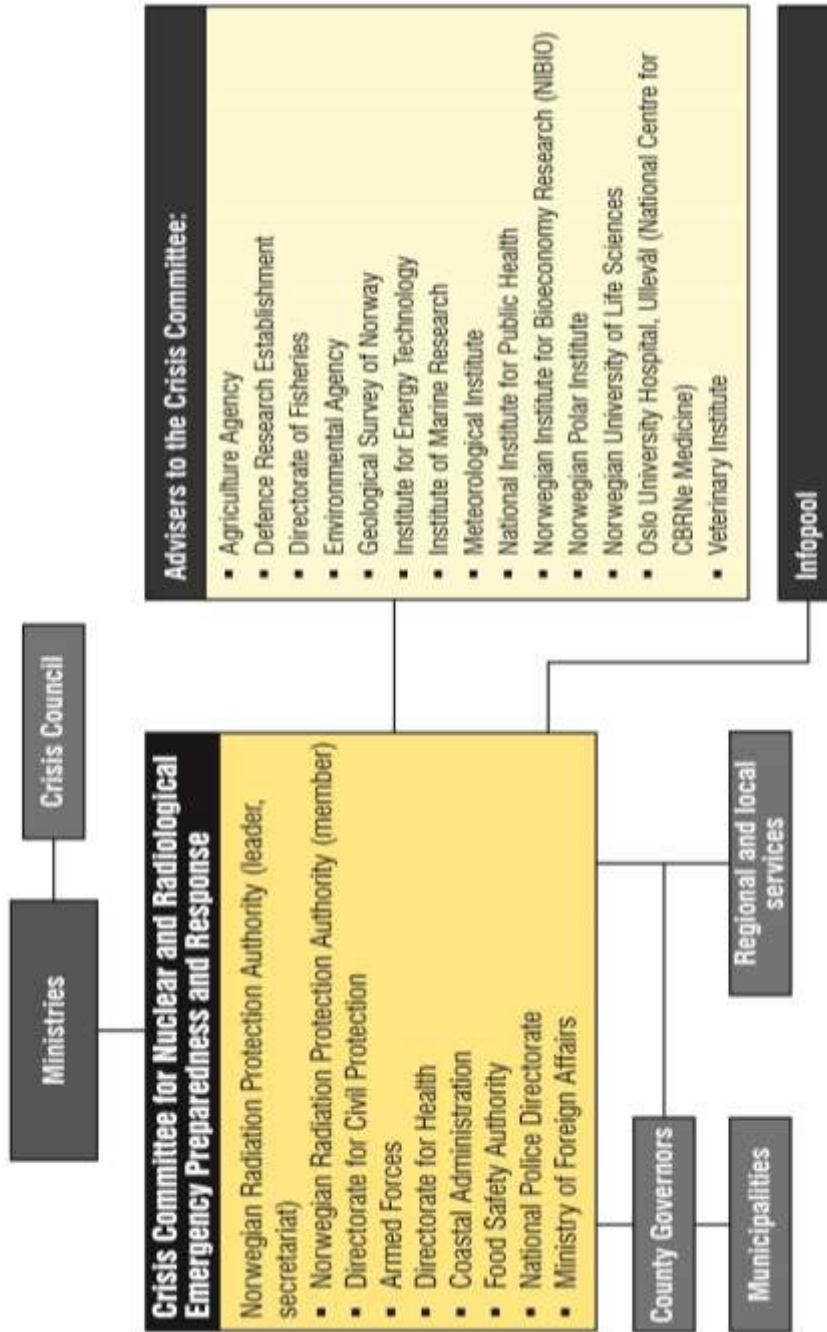
The Crisis Committee's authorisation to disseminate information:

During an acute phase, the Crisis Committee decides the content of the disseminated information.

3.6 Coming into effect

The changes come into effect from 1 September 2013.

4 Organisational chart for the Norwegian nuclear and radiological emergency preparedness and response organisation





Statens strålevern
Norwegian Radiation Protection Authority