If there is a crisis or a war – a follow-up on efforts to inform the public on the responsibilities and preparedness of the individual
Foreword

According to the Civil Protection Act, the individual has a primary responsibility to protect his or her own life and property and not to cause accidents. It is only when the individual cannot manage to do this on his or her own that it becomes an undertaking of the public sector.

In 2012, the Government tasked the relevant authority, the Swedish Civil Contingencies Agency (MSB), to present how recurrent information could be given to the public in order to improve the individual’s awareness about responsibilities and possibilities during a crisis. In 2014, the agency was given the task of implementing information measures to the public, in cooperation with schools and voluntary organisations, in order to improve knowledge about crisis preparedness in society and to increase the individual’s ability to handle the consequences of a crisis by him- or herself.

The Committee on Defence has endorsed these initiatives by the Government. As part of the Committee’s follow-up and evaluation activities, the Committee on Defence decided to make a follow-up of its statements on this issue. The Committee wishes thereby to serve as inspiration for more in-depth discussion on the subject among the responsible actors.

The follow-up was designed in two steps: a mapping of information available to the public on the national, regional and local level, followed by questions to a selection of actors (e.g. on the responsibility to inform, and on the accessibility of the given information). The follow-up was carried out at the Evaluation and Research Secretariat of the Committee Services Division of the Swedish Parliament Administration, in close cooperation with the Secretariat of the Committee on Defence. This brochure is a summary of the research report 2015/16:RFR3, which can be obtained in full from the web site of the Swedish parliament (the Riksdag).
Results of the follow-up

Some actors provide information on the responsibilities of the individual
The follow-up by the Committee on Defence indicates that information to the public on the responsibilities and preparedness of the individual in crisis situations in society is provided by certain actors, in particular by the Swedish Civil Contingencies Agency (MSB) on the websites DinSäkerhet.se (“Your Safety”) and Krisinformation.se (“Crisis Information”). Half of the county administrative boards provide clear information on the responsibilities of the individual. A mapping of around forty municipality websites shows that a third of them state that the individual does have a responsibility. A third of them have included links to websites of authorities in which this message is conveyed, but the municipalities do not explicitly formulate information stating that the individual has personal responsibility for his/her own safety and should be prepared. Some actors in their crisis preparedness information mainly address other actors working in the field of crisis preparedness.

Information is conveyed mainly via the internet
Digital media channels are being used more and more and the information is communicated mainly via websites. There are special websites, podcasts, films on YouTube, Twitter feeds and blogs about crisis preparedness addressed to the public. Brochures are used to a certain extent, mainly at the local level. There are also special initiatives where information is given orally at trade fairs and shopping centres, and information is also included in teaching in schools and in courses aimed at the public.
The purpose is to give individuals the necessary understanding and enable them to prepare themselves

The message that the individual has a responsibility in a crisis situation has two objectives. It is partly a question of making the individual, particularly the city dweller, aware of the fact that in a crisis everyday life will not continue as normal, but that very many things that we take for granted will stop functioning. It is also partly a question of individuals having to prepare themselves for a situation in which they will have to manage to look after themselves and those closest to them, at least in the initial stage of a crisis. This means obtaining certain things and keeping a store of supplies. Check-lists have been produced for this purpose to guide them. The argument presented is that by preparing oneself in this way, public authorities can focus on helping vulnerable groups; those that need help the most.

It is difficult to draw the line between the responsibility of the individual and that of public authorities

The question of the responsibility of the individual means striking a balance between the responsibility of the individual for his/her life and property and that of public authorities for safeguarding the health and survival of the population. The dividing line for where the responsibility of the individual stops and where the responsibility of public authorities starts cannot be established precisely. It depends on many factors, the crisis scenario itself among them.

Information initiatives in the Nordic countries and North America

In the Nordic countries, the public is informed about the responsibility of the individual, but the extent and frequency this is done differs from country to country. In Norway and Denmark, the information is given in the same way as it is by MSB in Sweden and via special websites. Iceland has a well-developed crisis mind-set due to its geographical
circumstances. Information is supplied in various channels, with considerable scope and in great detail.

In both Canada and the USA, the public is informed of the importance of being prepared for crises and disasters, through several channels. The arguments for preparedness concern increasing the chances of survival and being able to cope with a crisis, extreme weather conditions, a terrorist attack or a natural disaster. The expectations placed on the individual are high. The focus is on the whole process of preparing oneself. The emphasis is not merely on the things that need to be obtained, but also on communication and planning.

**The Committee’s assessment**

*Increased focus on the responsibility and preparedness of the individual is in tune with the times*

In light of developments in Sweden and the world at large as regards such things as security policy, technology and climate change, the Committee on Defence considers that it is important to follow up the Committee’s previous statements on the necessity of providing the public with information on the responsibility and preparedness of the individual in the case of a crisis in peacetime, a state of heightened preparedness or war.

Traditionally, Sweden worked very much with information initiatives of this kind during the post-war period, when for example an information initiative entitled “If there should be a war” played a significant role in its time via brochures and telephone directories, but the reality of today implies new threats and – in particular – dealing with threats of a much broader nature. For this reason, the question of how to reach out with the message on the importance of crisis preparedness on the part of the individual deserves renewed commitment.

MSB has stated that the time is right to reach out broadly and in a coordinated fashion to involve and interest individual people in mat-
ters relating to our common security. They stress that insight into and understanding of crises in peacetime also provide the basis for improved capacity in the case of states of heightened preparedness and war. The Committee shares this view.

**The role and capacity of the individual should be strengthened further**

The Government and the Riksdag have during recent years attempted to clarify the role of the individual in crisis preparedness. This is further clarified by putting the individual at the centre of work on crisis preparedness. The Committee has previously expressed the view that safeguarding the health and security of the individual and of the population should be prioritised. Not until the individual is unable to protect his/her own life and property can it be a question of a commitment or obligation on the part of public institutions to intervene. The importance of knowledge flows on preparations for crises, and how they should be dealt with, therefore cannot be overestimated. In line with this, MSB’s proposed information initiatives have previously been welcomed by the Committee. These initiatives are intended to be made in collaboration with the relevant actors, including schools and voluntary organisations, in order to strengthen the capacity of the individual.

**Increased knowledge provides improved conditions for development**

Using the present follow-up of existing information initiatives, background material has been produced that in a snapshot describes the ways in which various actors work on increasing the risk awareness, responsibility and capacity of individuals. This follow-up helps to create favourable conditions for development.

With this, the Committee would like to help stimulate discussion and inspire central government agencies, local authorities and other actors to take further measures. A long-term objective – in competi-
tion with all other flows of information in society – is to be better at making the individual aware of what he or she should consider before or in a major crisis in which fundamental values are threatened. This may apply to peacetime, for example in the case of major accidents, severe natural disasters, electricity or internet stoppages or in the case of states of heightened preparedness or war.

It is a challenge to obtain an overall picture of all the information available in Sweden with the above-mentioned objective, but in the light of the background material, it may still be noted that it is clear that all the actors do not always manage to provide the public with necessary and clear information and that there is still much to be done, particularly at the regional and local level.

Although the status analysis in this report thus reveals several questions that need to be raised for more in-depth discussion, it also gives many interesting examples of information initiatives that can serve as inspiration for future work. The Committee would particularly like to highlight this.

**Modern technology has both advantages and disadvantages**

In the material as a whole, the Committee has found the internet to be the dominant information channel. Making use of all the opportunities provided by digital technology is positive; everything from being able to provide information in the form of a short film or by means of a game to a pedagogically designed website constitutes progress. Being able to use social media for fast and direct communication is also valuable, both as a preventive measure and during a crisis. The possibilities to adapt the information to various target groups increase as technologies are developed. The internet, for example, provides increased opportunities to provide information which, with the help of tools, can be adapted to various disabilities. However, there are risks associated with relying totally on modern information technology to get one’s message across. A power failure or deficiencies in information security
can mean that the flow of information quite suddenly can stop. This has to be taken into consideration when discussing information to the public on the responsibility and preparedness of the individual in a situation of crisis or war.

**There is potential for development**

As far as the content of the information that is supplied today is concerned, the Committee believes that it can be further developed, since it can be observed that it is not always easy to find information on websites of central government agencies, county administrative boards and municipalities, and sometimes they tend to address other actors working with crisis preparedness, not the public. Nor are all websites available in languages other than Swedish or have information in easy Swedish. In addition to this, in general some further thought should be given to the possibilities of older people or people with disabilities taking advantage of new technology.

One way of supplementing the increased use of the internet could be to publish informative brochures in the form of printed matter. Albeit in quite another context, but the way in which the Riksbank (Sweden’s central bank) has chosen to disseminate information about the introduction of new banknotes, which includes sending out brochures to households, has demonstrated the importance of using traditional ways of distributing information.

Certain municipalities still use brochures, for example, or other forms of printed matter as a way to reach out to their residents. Brochures that inform and give advice on individual security both in the case of crises on the personal level and crises in society also have a greater chance of being read and saved in the home than brochures that only deal generally with crisis situations in society. It should be further explored how this information is received, as well as how the production and the distribution of the information are to be financed.
There is a great need for information and education

The Committee notes that there is a great need for information and education and that both central government agencies and voluntary organizations, in cooperation with schools, have an important role to play in satisfying this need. It is important to be able to reach those who do not visit the MSB website and other regional and local websites. Being visible in free newspapers, at housing fairs or in shopping centres and speaking directly to individuals can also be a way of increasing knowledge of the vulnerability of society, and therefore one’s own vulnerability.

To aid planning and commitment on behalf of the individual, simple and positive messages should be important in this context. The 72-hour message is an example of one such message. Even though this period of time is sometimes subject to debate, the Committee, in common with MSB, considers that as the 72-hour message has already found such a foothold in Sweden, it would be difficult to abandon it. However, it needs to be filled with more content and be put into a broader context than what is the case today, for example from the perspective of a state of heightened preparedness or war.

Preparations for states of heightened preparedness and war require more developed information initiatives

The follow-up also shows that the direct needs of civil defence are rarely expressly taken into consideration in information flows, that is measures linked to states of heightened preparedness and war. Even though civil defence is largely based on today’s civil contingency activities, the Committee considers that there are more challenges specifically related to war that should be taken into consideration when planning information initiatives. This is partly due to the fact that a war would have a broader geographical scope and would have a more fundamental influence on people’s lives, health and property. It
is the Committee’s opinion that civil defence and total defence must be seen as a mainstay for the orientation of defence policy as decided by the Riksdag in 2015 (Govt Bill 2014/15:109, Committee Report 2014/15:FöU11, Govt Communication 2014/15:251). A renewed focus on civil defence in accordance with this decision should for example mean a clearer responsibility on the part of the county administrative boards in collaboration with other actors to satisfy the information needs of the public.

The limits of responsibility are not clear
Where the responsibility of the individual begins and where it ends is relatively clear when it comes to preventing and limiting the effects of fire and flooding or landslides on property, providing there is a local understanding of the extent of the risk involved. This reasoning is probably more difficult to apply to crisis situations, in which the individual is not in a position to prevent accidents or alleviate the effects of crises that have arisen, for example in the case of the failure of a nuclear reactor or a chemical spill. This is something that has to be taken into account when designing information campaigns.

From a constitutional perspective, the Committee further notes that there are regulations for information initiatives for the public in the case of a crisis, but the Committee would like to emphasise that it is necessary for the Government to further review the basis for these regulations, for example in connection with the responsibility of the individual prior to a crisis and the requirements regarding information on the part of government agencies before a crisis. Work on follow-up and evaluation in this connection must not be forgotten.

Coordination is of continued importance
It is important that the state should take its responsibility and be clear in its message concerning what is expected of the individual. In this
context, it is important that information to the public is better coor-
dinated. All the actors should have a common and clear approach to
which information should be supplied for preparatory purposes. One
complicating factor, however, is that threats are of a very broad nature.
Furthermore, it is the Committee’s opinion that the initiatives that
have been taken to develop the goals of crisis preparedness in society
should also have an impact on the information supplied to the public.

**There are plenty of interesting examples of information initiatives**

Despite the fact that certain deficiencies can be noted in the informa-
tion supplied, it is important to stress that there are several informa-
tion initiatives that the Committee would like to highlight, where text
and pictures interact to bring about an increase in risk awareness and
capacity on the part of the individual. The Committee welcomes, for
example, the initiatives taken locally, the experiences of which are
often generously shared between municipalities.

In order to stimulate discussion, the Committee would like to high-
light some of these information initiatives as examples of information
to the public on how it is possible for a private person to prepare him-
or herself and be able to cope in a crisis situation. The examples are
taken from municipal and county administrative board level and con-
tain advice based on both general and more specific crisis situations.
The Committee’s hope is that these examples can serve as inspiration
for the benefit of improved crisis preparedness for all people residing
in Sweden.
Examples of information initiatives

Så här klarar du dig i tre dygn – Förbered dig

Klara dig själv i tre dygn.
72 timmar

Sverige är ett modernt land där de flesta av oss lever ett säkert och tryggt liv med alla tänkbara besvärligheter. Men ett modernt samhälle är också ett särskilt samhälle. Hur beredet är du om något skulle hända?

Den svenska krisberedskapen bygger på att alla är ett gemensamt ansvar för att lands det och för att våga våra antagande säkerhet. Det egna ansveret innebär att du ska vara förberedd på att kunna hantera en såväl situation och klara de omedelbara behov som kan uppstå.

När detta innebär en sådana katastrof eller en mindre kris kan det ta dags innan vi är klara att samhällets service fungerar normal.

Krisläsa

Vatten och mat
- Vattendrinks
- Met som klarar numretempetatur
- Campinggad med brännäls
- Utrustar kan du använda en grill
- Värme och ljus
- Alternativa värmeapparater, om möjligt
- Fördämper med extra batterier
- Bensinluja, värmeapparat och strålklossar
- Värmekläder och filtar

Information
- Radio med batteri
- Tidningar på papper med viktiga nummer

Övrigt
- Huspapper med det viktigaste för dig
- Hygienmaterial
- Kontaktlistor

Checklista

Vid kris finns en risk att du måste kala dig utan till exempel värme, belysning, vatten och mycket annat. Här i samhället tje på hur du kan förebygga dig och var som kan vara bra att ha hemma.

City of Gothenburg
ÄR DU BEREDD NÄR DET HÄNDRAR?

OM DU ÄR FÖRBEREDD KLARAR DU ETT LÄNGRE ELAVBROTT!

Hur har du förberett dig för en kris eller katastrof?

VÅRA TIPS >>

- Var beredd på det oväntade så ökar du din förmåga att hantera kriser.
- Håll dig informerad. Skaffa en batteridriven radio med extra batterier.
- Se till att du har alternativa ljuskällor. Exempelvis batteridriva lampor.
- Ha filtär, liggunderlag, varma sockor och mössor hemma för att hålla värmen.
- Vatten och mat. Ha ett litet mat- och vattenförråd hemma som räcker i en vecka.

5 bra saker att ha hemma!

- Ficklampa
- Batteridriven radio
- Tändstickor/tändare
- Batteridriven radio
- Campingkök

Rücka av det finns hemma. Annars hamnar det på inköpslistan! Batterier, första-hjälpen väska, konserver, extra filtär, sousäck, känsliv- eller värmeljus och vatten på flaskor är saker som är bra att ha hemma för att klara exempelvis ett längre elavbrott.

Municipality of Ljusdal
Municipality of Borlänge (and other municipalities along the Dalälven river)
**Summary of follow-up report 2015/16:RFR3**

**KRISSLÅDA**

- **MAT & VATTEN**
  - □ Vatten, vattendunkar & vattenreningstablitter
  - □ Mat som klarar rumstemperatur (i e nästa sida)
  - □ Campingkök och bränsle

- **VÄRME & LJUS**
  - □ Extra element eller värmare
  - □ ficklampa med extra batterier
  - □ Stearinljus, värmeljus & tändstikor
  - □ Varma kläder och filtar

  För dig som bor på landet kan ett elverk vara bra att ha vid längre strömavbrott

- **INFORMATION**
  - □ Radio på batteri, solceller eller med vev
  - □ Telefonlista på papper med viktiga nummer

- **ÖVRIGT**
  - □ Husapotek med det viktigaste
  - □ Hygienartiklar
  - □ Kontanter

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**KRISSKAFFERI**

- □ Vatten.
  - En vuxen bör normalt få i sig ungefär tre liter vätska om dagen genom dryck och mat.

  Detta räcker för två personer i tre dagar:
  - 0,4 kg kaffe eller te
  - 0,5 kg tormylk
  - 1,0 kg kött- eller fiskskonserv
  - 0,5 kg pulverpotatismos
  - 0,5 kg pastat
  - 1,0 kg knäckebröd
  - 0,5 kg gryn och flingor
  - 0,5 kg smör
  - 0,5 kg hållbart pålägg
  - 0,5 kg frukt- eller bärkonserv
  - 0,5 kg pulversoppa
  - Några burkar grönsakskonserv
  - Torkat frukt
  - Fårggladad juice
  - Konserverkopp

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**NYTTIGA TELEFONNUMMER**

Nationalet informationsnummer vid kris ................. 113 13
Nödnummer (gäller i hela Europa) ......................... 112
Policen .................................................................... 114 14
Sjukvårdsrådgivningen ........................................... 117 7

- Alvesta kommun ............................................. 0472-150 00
- Lessebo kommun ............................................ 0478-125 00
- Ljungby kommun ............................................. 0372-78 90 00
- Markaryds kommun ......................................... 0433-710 00
- Tingsryds kommun .......................................... 0477-441 00
- Uppvidinge kommun ........................................ 0475-470 00
- Vaxjö kommun ................................................ 0470-410 00
- Almehulvs kommun .......................................... 0476-550 00

**VMA, VIKTIGT MEDDELANDE TILL ALLMÄNHETEN**

VMA (även kallad Hesa Fredrik) är en varningssignal som finns på många orter.

Varningssignalen hörs i 7 sekunder. Sedan följer 14 sekunders tystnad. Sedan låter den igen.

När faran är över hörs en längre signal i 30 sekunder.

Vad du bör göra när larmet går:
1. Gå inomhus!
2. Stäng dörrar, fönster, ventilor och fläktar.
4. Kolla på www.krisinformation.se

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www.hesafredrik.nu – The County Administrative Board of Kronoberg et al