Sweden

Interim national progress report on the implementation of the Hyogo Framework for Action

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Strategic goals 1

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement:
Natural hazards and environmental risk management have been considered in Sweden for several decades. The report, Sweden facing climate change – threats and opportunities, from the Government Commission on Climate and Vulnerability and the governmental bills expected to follow will highlight this even more.
As part of the European Union, Sweden will stress the need for streamlining and coordination of EU and UN initiatives in the area of disaster risk reduction. During the Swedish presidency of the European Union, the second half of 2009, climate change will be one of the prioritized topics along with disaster risk reduction.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement:
At the national level three authorities: the Swedish Rescue Services Agency (SRSA), the Swedish Emergency Management Agency (SEMA) and the National Board of Psychological Defence (SPF) will fuse into one new authority called the Swedish Civil Contingencies Agency (MSB). This change will take place on January the 1, 2009 and the new agency is expected to improve and strengthen risk management, capacities and mechanisms at the national level. The contacts and communications to and from subordinated levels are also expected to benefit from the fusion.
The Government Commission on Climate and Vulnerability suggests that the county administrative boards should be given a key role in climate adaptation efforts.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement:
The municipalities have the key role in risk reduction. The Civil Protection Act requires the municipalities to develop programs of and identify measures for emergency prevention and emergency response. The Swedish Rescue Services Agency supports the municipalities by collecting risk data, collating statistics, publishing research results and developing methods and tools.
Because building knowledge and awareness is crucial the Swedish Rescue Services Agency plan and carries out training within the field of civil protection. These courses are designed for municipalities, authorities, national and international organizations and the private sector. In the future training should include more topics related to natural hazards (e.g. geology, hydrology, climate change).
The Swedish Emergency Management Agency supports municipalities, county councils and government authorities in their work to reduce vulnerability and improve the capability to manage emergencies. Municipalities and county administrative boards receive support for developing their emergency

management capacity and managing their geographic area responsibility. This support includes training and exercises as well as methodology for risk and vulnerability analysis.

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Swedish authorities have been involved in disaster risk reduction work for several decades. One major milestone was a large landslide in 1977 that caused the loss of several lives and destroyed 65 houses. In the aftermath of the landslide the Swedish Geotechnical Institute (SGI) was given the task to perform stability mappings. Since 1986 the Swedish Rescue Services Agency (SRSA) has the responsibility to carry out general stability mapping in areas with existing buildings. The maps show areas that are susceptible to landslides and areas that are in need of a detailed geotechnical survey to elucidate ground stability. Since 1998 the SRSA has been commissioned to compile and maintain general flood inundation maps. These are created as basic data for disaster prevention work. The local municipalities in turn have the responsibility to create detailed maps for their risk areas.

Climate change has again put natural hazards on the agenda. The Government Commission on Climate and Vulnerability presented their report, Sweden facing climate change – threats and opportunities, in October 2007. The report contains a number of proposals including commissions to authorities and changes in legislation.

Context & Constraints:
Most of the proposals in the report from the Government Commission on Climate and Vulnerability are still proposals. The government bill on Climate and energy, to be released late 2008, is expected to commission different authorities to handle most of the proposals from the report.

Disaster risk reduction is a cross cutting issue that requires interagency and interdisciplinary efforts. This is sometimes a challenge in a country with well established and independent authorities. However present efforts show the benefits of cooperation and coordination among authorities.

The authorities, organisations and the public are aware of, and have knowledge about, climate change. However, regarding natural hazards the knowledge and awareness is much lower, especially among the public.

One of the greatest challenges is the contradictory interests between different groups and organizations. On example is the development of water front areas. Residents wish to live close to rivers, lakes and ocean shorelines despite the risk for flooding of these areas.

Legislation and tools are in place for land use planning of new areas, but existing developed areas are

more difficult to handle, especially under the threat of climate change.

Related links:
Sweden facing climate change - threats and opportunities http://www.regeringen.se/sb/d/108/a/94595

Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The National Board of Housing, Building and Planning (Boverket) is the central government authority for planning, land management, water resources, urban development and building. Boverket monitors the function of the legislative system under the Planning and Building Act and related legislation and proposes regulatory changes if necessary. To ensure effective implementation Boverket also provides information to those engaged in planning, housing, construction and building inspection activities.

At the regional level the county administrative boards advise on the planning level and supervise the process. The county administrative boards also exercise control and enforcement based on the Planning and Building Act.

The actual land use planning is the responsibility of the 290 municipalities in Sweden. General land use planning covers the entire municipality while detailed plans cover specific areas. The municipalities also grant building permits for new houses and other constructions but also for renovations. There are a number of different networks at regional and national level for coordination and cooperation. One example is the establishment of river groups. These groups are a forum for collaboration between and coordination of concerned stakeholders located within the drainage basin of a river. Collaboration increases knowledge about the responsibilities, function and capacity of the stakeholders concerned. The county administrative board for the geographical area convenes and chairs the river groups.

At the national level there are six co-ordination areas, under the responsibility of the Swedish Emergency Management Agency (SEMA), forming the basis of the national emergency management system. Each co-ordination area contains a number of central governmental authorities and agencies that share responsibility for planning and co-ordinating security and emergency measures within their specific sector. These authorities also involve other parties in the preparedness work, e.g. county administrative boards, municipalities, county councils, organisations and companies. The six co-ordination areas are:
• Technical infrastructure
• Transport
• Spreading of toxic substances
• Economic security
• Co-ordination, interaction and information by area
• Protection, rescue and care

Some or all of these areas can be involved in matters related to natural hazards, especially if developed into a serious emergency.

The Swedish Rescue Services Agency (SRSA) has an appropriation to assist municipalities with

preventive measures against disasters. The appropriation applies to existing building development. Applications for grants from the municipalities are assessed by the SRSA with support from the Swedish Meteorological and Hydrological Institute and the Swedish Geotechnical Institute. Approved projects are funded for up to 80 per cent of the cost. Applications that do not fulfil the criteria's for grant are rejected. As applications exceed the sum available, this can also lead to rejection or reduction of the amount applied for.

Context & Constraints:
Resources are often limited at local and regional level. That includes both funding and employees dedicated for the issues.
The burden on the appropriation for preventive measures is proposed to be reduced by taking out large-scale projects. A specific appropriation is proposed to be established for large-scale projects. The criteria for the appropriation and the application process are also proposed to be improved.

Related links:
The Swedish Rescue Services Agency
http://www.raddningsverket.se/templates/SRSA_default____20877.aspx
The Swedish Emergency Management Agency http://www.krisberedskapsmyndigheten.se/
The National Board of Housing, Building and Planning
http://www.boverket.se/templates/Page.aspx?id=1697&epslanguage=SV

Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Authority is based on the principle of proximity which means that major emergencies should be managed locally where they occur. Authorised public personnel at the lowest possible decision making level handles the emergency and is only supported at the regional or national levels when the event exceeds the geographical responsibility of the local authority.

Another key element is the principal of maintained responsibility. Whoever is responsible for an activity in normal conditions should assume the same responsibility during major emergencies.

At the local level the municipalities are fully responsible for land use planning.
During major emergencies the state can, through the Swedish Rescue Services Agency (SRSA), support municipalities with specific extra resources (e. g. sandbags, temporary flood barriers and water pumps, generators, specialists). The incident commander can request for resources via the SRSA's duty officer.

Context & Constraints:
For most municipalities issues regarding natural hazards and disaster risk reduction have low priority. Matters such as schools, child care, care of old people, building development, employment and being attractive as a place to live, are considered much more urgent.
Resources at local level are often limited.

Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
Under the supervision of representatives from the Ministry of Foreign Affairs and the Ministry of Defence, the Swedish national platform was formally established in September the 13th 2007. The platform is coordinated by the Swedish Rescue Services Agency. The structure of the platform consists of:
• Steering committee
• Network of representatives
• Working groups
The National platform is constituted of an open network of authorities and organisations. Current members are:
• Swedish Rail Administration
• The National Board of Housing, Building and Planning
• Swedish Emergency Management Agency
• National Land Survey of Sweden
• National Food Administration
• Swedish Energy Agency
• Swedish Environmental Protection Agency
• Swedish County Administrative Boards
• Swedish Rescue Services Agency
• Swedish International Development Cooperation Agency
• Swedish Forest Agency
• Swedish Meteorological and Hydrological Institute
• Swedish Geotechnical Institute
• Swedish National grid
• Geological Survey of Sweden
• Swedish Association of Local Authorities and Regions
• National Road Administration

Context & Constraints:
The Swedish national platform is a forum for cooperation and coordination between authorities. During the first year in operation the main task for the platform has been to establish ways of working and the role of the platform.
The main challenge for the platform is now to move into action and make visible contribution to the work with disaster risk reduction.

Related links:
Swedish platform http://www.raddningsverket.se/templates/SRSA_Page____22478.aspx

Priority for action 2

Identify, assess and monitor disaster risks and enhance early warning

Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Local level:
The Civil Protection Act demands the municipalities to develop programs for emergency prevention and emergency response. The municipalities are enforced, by law, to perform risk and vulnerability analysis. Detailed investigations, based on stability mappings and general flood inundation maps, are performed at the local level.
Regional level:
The county administrative boards supervises the programs and analysis. Risk and vulnerability analysis are compiled at the county level.
National level:
All authorities are commissioned to perform risk and vulnerability analysis within their area of responsibility.
The Swedish Rescue Services Agency (SRSA) supports the municipalities by collating statistics and providing data for risk analyses. The Swedish Centre for Learning from Incidents & Accidents (NCO), hosted within the SRSA, is a national resource for cross-sector cooperation surrounding the data and development of methods and systems for the prevention and analysis of incidents, accidents and other emergencies and the description of the consequences.
The Swedish Rescue Services Agency's work with stability mapping and general flood inundation maps continues for the remaining risk areas.
The Swedish Emergency Management Agency (SEMA) is responsible for co-ordinating the planning and for following up and evaluating the national emergency preparedness. From an emergency management perspective, some societal functions are more important than others. SEMA has produced criteria that help identify these functions. Criteria that govern preventive work are impact criteria and criteria that govern response are capability. Studies have also been conducted and critical infrastructure identified within different sectors regarding dependencies and the critical functions, essential assets, services and systems. Every year a report is compiled regarding the countries capability of emergency management and the progress of the work performed within the area.

The Swedish National Audit Office (SNAO) published in June 2008 a report on society's capability of handling drinking water supply in case of serious emergencies. The municipalities have the full responsibility for the drinking water supply and the awareness of emergency preparedness has increased over the last years, mainly due to the work performed by the National food administration. The report states that the municipality's ability to handle serious emergencies are limited. The drinking water supply faces a number of risks and some of them will increase due to the expected climate change.

The Swedish Geotechnical Institute (SGI) is a government agency dealing with geotechnical research, information and consultancy. SGI has particular responsibility as a governmental expert body for safety issues relating to landslides and coastal erosion. The institute publishes yearly a large number of reports related to different projects. In 2006 SGI published a report regarding natural hazards and climate change. The conclusion was that already today additional measurers are required in order to reduce risks and prevent damages. The need for action will increase with the expected climate change.

The Swedish Environmental Protection Agency (EPA) and the Swedish Meteorological and Hydrological Institute (SMHI) are highly involved in climate studies and research. EPA´s key tasks are to present proposals for environmental policy and legislation to the Swedish Government and ensure that environmental policy decisions are implemented. This will also impact the work related to disaster risk reduction.

Context & Constraints:
High attention is paid to climate change, risks and vulnerability at the national level. The regional and local level is however not yet fully prepared and equipped to address the issues with the same attention.

Risks related to natural hazards are not always visible in the programs and risk and vulnerability analysis. Existing knowledge (i.e. stability mappings, general flood inundation maps) is not always utilized at the municipality level due to low priority and limited resources.

Related links:
The Swedish Environmental Protection Agency http://www.naturvardsverket.se/en/In-English/Menu/
The Swedish Geotechnical Institute http://www.swedgeo.se/default____126.aspx?epslanguage=EN
The Swedish National Audit Office
http://www.riksrevisionen.se/templib/pages/NormalWithIntrosPage____881.aspx
The Swedish Emergency Management Agency
http://www.krisberedskapsmyndigheten.se/defaultEN____224.aspx
The Swedish Meteorological and Hydrological Institute
http://www.smhi.se/cmp/jsp/polopoly.jsp?d=103&l=en
The Swedish Rescue Services Agency
http://www.raddningsverket.se/templates/SRSA_default____20877.aspx

Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The Swedish Meteorological and Hydrological Institute (SMHI) provides services such as general forecasts and weather warnings, industry-specific services, simulations and analyses, statistics, climate studies and contracted research are some examples. Warnings are issued to public and authorities regarding extreme weather (e.g. extreme rainfall, storm, avalanche risk)

A warning system for the risk for forest and vegetation fire has been in operation for about 10 years. The system has been improved during the last years. Aerial monitoring of forest and vegetation fire is in operation from 2007 after being discontinued for a couple of years.

Sweden participates in the EU-project Preview (Prevention and Early Warning).

Context & Constraints:
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Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
Meteorological, hydrological and oceanological warnings are issued 24 hours before the expected incident. Warnings are issued as level 1, 2 or 3 depending on expected consequences, and published

via radio TV and the SMHI home page. Warnings are also sent directly to concerned authorities.

The development of the spring flood is monitored by collating information from the county administrative boards. The information is compiled on a weekly basis and submitted to the Ministry of Defence.

Some areas with high risk for natural hazards are monitored (e.g. risk for landslides in the valley of the river Göta älv).

The user group for the system, “Important public announcement”, has been expanded with enterprises operating power transmission and electronic communications.

A project regarding dam safety and warning has started. The aim of the project is to investigate the need for specific warning systems and how they should be designed.

Context & Constraints:
Natural hazards in Sweden are mainly geological, meteorological and hydrological. The need and requirement for warning systems is mainly enhanced and more precise forecasts.

Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The local level has the main responsibility to develop programs for emergency prevention and emergency response, and to perform risk and vulnerability analysis. The county administrative boards supervise the process and compile the result at county level.

Context & Constraints:
There is a need for more, and more detailed, information at local and regional level regarding climate change scenarios and expected changes and deviations in extreme weather events etc.

In order to run simulations and perform more precise risk mappings a better elevation database is required. The grid and mean error in the current database is not sufficient. The Government Commission on Climate and Vulnerability has proposed that the National Land Survey should be commissioned to develop a new elevation database. The database should be generally available and free of charge. The National Land Survey has started the preparatory work.

Priority for action 3

Use knowledge, innovation and education to build a culture of safety and resilience at all levels

Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through netwoirks, development of information sharing systems etc)

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial

resources and/ or operational capacities

Description:
The Swedish Emergency Management Agency (SEMA) has developed a national, Internet-based information system, called WIS. The system is created to facilitate information sharing between players in the national emergency management system before, during and after emergencies.

The Swedish Rescue Services Agency (SRSA) was a couple of years ago commissioned, in collaboration with other concerned authorities, to create a database of statistics that provide an overall picture of natural disasters in Sweden. The database was put in operation in October 2007 and contains information of different types of natural disasters in Sweden, such as landslide, avalanche, storm, erosion, flooding, extreme precipitation and forest fires.

During recent years a number of web-based portals, related to planning and climate change, have been developed. The Swedish Emergency Management Agency has, in collaborated with other authorities and actors responsible for emergency management, set up a national internet portal for emergency information, directed at the general public and the media.

Information is also shared at local, regional and national level through projects, specific activities and seminars.

Context & Constraints:
Data collection is resource consuming.
Participation in information sharing activities is mainly on a voluntary basis. To achieve attention for natural hazards and disaster risk reduction in competition with many other urgent and important tasks is a great challenge.

Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Educational material covering risk and safety exists for the compulsory school. The material contains some information regarding natural hazards.

Context & Constraints:
The content and scope of the curriculum and school material is on level with the national prerequisites.

Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strenghtened.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Methods and tools for multi-risk assessments and cost-benefit analysis are available. However, they are not tailored specifically for natural hazards and disaster risk reduction methods.

The ability to utilize existing methods and tols at local and regional level is limited.

Research and development is ongoing (e.g. cause-effect relationships, water front development models).

Context & Constraints:
Additional research and development is required. Identification of areas in need for knowledge is ongoing.

Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The knowledge about the environment and sustainable development is high among politicians, authorities, organisations and the public. The knowledge and awareness of climate change is also high. Regarding natural hazards the knowledge and awareness is much lower, especially among the public. The awareness among the public is mostly related to recent emergencies such as flooding, storm and forest fire.

A large number of conferences and seminars have been arranged on the topic natural hazards. The target group is usually local, regional and national authorities, not the public in general.

Context & Constraints:
An increased dependency of electrical power and electronic communications increases the vulnerability – especially in urban areas. People in rural areas are more prepared to handle black outs and other consequences of emergencies. The major challenge is to reduce vulnerability in urban areas.

Priority for action 4

Reduce the underlying risk factors

Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
The Planning and Building Act requires that natural hazards and related risks should be elucidated in land use planning at the general level.
The Planning and Building Act is under redraft. For the coming years changes concerning water front development, environment and climate can be expected.

According to the Environmental Code the risks for landslides are one of the factors considered for operations that impact on the environment.

Context & Constraints:
Other interests (than considering risks related to natural hazards) have often higher priority in land use planning and development.

Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The emergency planning and preparedness within the county councils regarding groups most at risk (e.g. elderly, hospitalized) is proposed to be investigated.

The surroundings to the Lake Vänern are at risk for flooding. An agreement has been reached between Vattenfall Sweden (electricity provider and dam owner) and the county administrative board. The agreement allows additional lowering of the lakes water level in order to reduce the risk for flooding.

Context & Constraints:
Populations most at risk should be identified in the programs for emergency prevention and emergency response. This is not always the case as the focus often is on the traditional risks (e.g. fire, releases of hazardous substances, traffic accidents, etc.).

Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The Swedish Energy Agency has developed information on how to prevent and reduce the effects of interruptions in the supply of electricity.
Increased demands on compensation from power suppliers after interruptions have been an incitement to secure the electricity network.

Context & Constraints:
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Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial

resources and/ or operational capacities

Description:
The National Board of Housing, Building and Planning is the central government authority for planning, the management of land and water resources, urban development, building and housing.

A fundamental requirement in the Planning and Building Act is that land has to be suitable for building development from a general point of view. In examining building permits, the municipality has to take account of whether the land is suitable for development in consideration of the health and safety of the residents.

In the field of planning and urban development the Board is responsible for ensuring that ecological, economic, cultural and social aspects are taken into account in planning. The focus of planning is increasingly turning to regional development and sustainable urban development by introducing new planning methods. In the field of building, the Board is responsible for developing design and building regulations and other regulative measures for construction as well as implementation measures concerning EC directives. The Board supports the development of cost and energy efficient, healthy and sustainable buildings as well as accessible public spaces.

The Board is responsible for the Environmental Quality Objective "A Good Built Environment":

"Cities, towns and other built-up areas must provide a good, healthy living environment and contribute to a good regional and global environment. Natural and cultural assets must be protected and developed. Buildings and amenities must be located and designed in accordance with sound environmental principles and in such a way as to promote sustainable management of land, water and other resources."

The Planning and Building Act is under redraft. For the coming years changes concerning water front development, environment and climate can be expected.

Context & Constraints:
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Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Risk reduction measures and projects have been initiated as a consequence of natural disasters (e.g flooding, storms, landslides).

A couple of severe storms during the last years caused major power failures in large parts of Sweden. It is mostly the local networks that are susceptible to high winds, mainly because of wind-felled trees. When repairing and rebuilding the local networks, measures to secure the networks such as cabling and trenching, have been taken.

Rules and advice on regulation of dams and locks for high discharge in connection with extreme precipitation has been developed.

Context & Constraints:
Risk reduction measures are often extensive. They take a considerable time to implement, are complex, costly and often requires legal action (e.g. affects the environment, land use plans, individuals etc.).

Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Existing procedures and frame work is mainly focused on environmental issues. Some factors related to natural hazards are included in the Environmental Code.

Context & Constraints:
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Priority for action 5

Strengthen disaster preparedness for effective response at all levels

Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
According to the principle of proximity emergencies should be managed locally where they occur by authorised public personnel at the lowest possible decision making level, only supported by regional and national levels when necessary.

Municipalities cooperate at the local and regional level with neighbouring municipalities in order to have access to additional resources. For large emergencies the cooperation might be nation-wide. Guidelines and resources can be requested via the Swedish Rescue Services Agency's duty officer. Also international support can be requested via the "MIC" (the EU Monitoring and Information Centre).

Authorities such as the Swedish Emergency Management Agency, the National Food Administration, the Swedish Rescue Services Agency, the Swedish Meteorological and Hydrological Institute and the Swedish Geotechnical Institute support the local and regional level with specialists.

Context & Constraints:
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Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
Emergency management plans are in place at local, regional and national level. Regular training is performed at all levels. Plans and training is mostly based on general emergency management. The scenarios used sometimes include natural disasters.

Context & Constraints:
There are a large number of emergencies to plan and train for. Natural disasters are one of them. Available time for training is often limited.

Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
The existing national system for covering costs in case of large emergencies is only valid for emergency response operations. A review of the disaster compensation scheme for the municipalities has been made by the Ministry of Defence. The proposed system is insurance based and should also include more long term operations such as response to, and recovery from, natural disasters.

Context & Constraints:
No decision on a new compensation system has yet been made by the Government.

Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:
4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:
An emergency management function has been established in the Governments Office. In the event of a serious crisis, the Swedish Emergency Management Agency (SEMA) should give support to other public actors, i.e. municipalities, county councils and government authorities. SEMA should also assist the Government Offices with updated situation reports. To carry out this task, the authority has an established network of county administrative boards, central authorities and others that may be affected by, or have knowledge of, an emergency situation.

SEMA has developed a national internet-based information system, WIS, which can be used for information sharing between actors in the national emergency management system before, during and

after emergencies.

After a crisis, authorities such as the Swedish Emergency Management Agency and the Swedish Rescue Services Agency often takes the initiative in follow-up and evaluation activities so that actors in society can learn from the events that has occurred. This may involve quick studies, investigations or more in-depth research work. Follow-up and evaluation is normally conducted in co-operation with the relevant authorities and municipalities involved.

The county administrative board coordinates at the regional level during and after hazard events.

Context & Constraints:
Natural disasters should be handled with existing systems for risk and emergency management, cooperation and coordination.

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:
Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:
Yes

If yes, are these being applied to development planning/ informing policy?:
Yes

Description (Please provide evidence of where, how and who):
The key driver for multi-hazard approach is the debate and activities related to adaptation to climate change. The lead is taken by the Ministry of the Environment and the Swedish Environmental Protection Agency. Other ministries and agencies follow.
Multi-hazard approach to disaster risk reduction should be implemented at the general and detailed levels of land use planning.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):
National:
Gender perspective in disaster risk reduction and recovery is generally low. Gender is not (yet) considered as an issue in this area. Gender equality is defined by law and considered to be high in Sweden.
But in specific areas there is still a lot to achieve. On example is within the fire and rescue services. The proportion of women employed by the services is very low (ca 1% women employed in the full-time services, ca 3% in the part-time services).
International:

Gender issues are an important part of the Swedish International Development Cooperation Agency's and the Swedish Rescue Services Agency's international work for humanitarian assistance, reconstruction and development.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

High attention is paid to technology transfer, research, information exchange and development of networks.

Capacity for risk reduction at local and regional level is limited. The key driver for improving the capacity is local and regional political attention which requires public awareness. If the voters regard reduction efforts as important the politicians will act.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Human security and social equity is defined by law and taken for granted. However the individuals' responsibility to insure property is the key element of recovery. Key drivers are:

- The awareness of the individual of her responsibility.
- The insurance market and it's will to provide insurance with no or little differentiation of risk
- Changes in insurance policies in order to promote risk reduction measures

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

The capabilities for disaster risk reduction and recovery historically have mainly been an issue for authorities and, in the case of recovery, for the insurance business.

Some efforts have been spent in order to involve NGOs and to establish public-private partnership. In some areas NGOs play an important role especially during and in the recovery phase of an emergency (e.g. logistics, manpower).

Public-private partnerships are relatively untested. Most cooperation is based on a traditional buyer-vendor concept. However some examples exist, for instance, the co-operation in the wake of the severe storm Gudrun in 2005.

The main driver for progress is the Governments wish for a broader implementation of public-private partnerships. This is due to the fact that more and more critical infra structure is operated by the private sector.

f) Contextual Drivers of Progress

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):
This survey intends to monitor the progress in implementation of the Hyogo Framework for Action. National platforms are supposed to be the main tool and driver in order to achieve the goals outlined in the HFA.
The Swedish national platform was established in 2007. Very little of the progress documented in this report has been achieved directly due to the national platform. Progress has been achieved by authorities and organisation working inline with the intentions in the HFA, with or without being aware of the HFA! The important thing however is the progress itself, not the one accountable.
The ultimate driver for progress is to have disaster risk reduction as an integral part in all relevant work in the public sector as well as in the private sector and among the public.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:
Disaster risk reduction is not the highest priority at local and regional level. It has to compete for resources (people and funding) with many other important issues.

Future Outlook Statement:
An integral approach should be taken. Adaptation to climate change, disaster risk reduction, critical infrastructure protection, technological hazards, social and economical aspects should be managed in an integrated way.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:
The current situation with two authorities (SEMA and SRSA) responsible for matters regarding vulnerability, risk and safety is not optimal for the local and regional level. It sometimes induces additional work and not all guidelines are coordinated.
Education and training within the area of risk and safety has little of geology, hydrology, climate change etc. This lack of knowledge is probably one of the reasons for the limited resources and low attention for disaster risk reduction at local and regional level.

Future Outlook Statement:
Replacing the three authorities: the Swedish Rescue Services Agency (SRSA), the Swedish Emergency Management Agency (SEMA) and the National Board of Psychological Defence (SPF) with one new authority, the Swedish Civil Contingencies Agency (MSB), should improve communication at all levels. Legislation and guidelines concerning risk and vulnerability should bee streamlined and coordinated.

Disaster risk reduction should be an integral part of the training offered by the Swedish Civil Contingencies Agency. Courses should have additional elements of geology, hydrology and climate change. Tailored courses should also be developed. This should also be promoted in education and research at universities.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:
It is not mandatory to include disaster risk reduction into the municipalities programs for emergency prevention and emergency response.
Structured cooperation and coordination at national level regarding disaster risk reduction is still at its beginning. Disaster risk reduction some times involves the six co-ordination areas handled by the Swedish Emergency Management Agency. The national platform on the other hand is handled by the Swedish Rescue Services Agency.

Future Outlook Statement:
The start of the Swedish Civil Contingencies Agency gives the opportunity to merge the requirements on programs for emergency prevention and emergency response with the requirements of risk and vulnerability analysis.
The responsibility and cooperation between co-ordination areas and the national platform should be clarified. As all the areas from 2009 will be under the Swedish Civil Contingencies Agency prerequisites for improvement exists.