

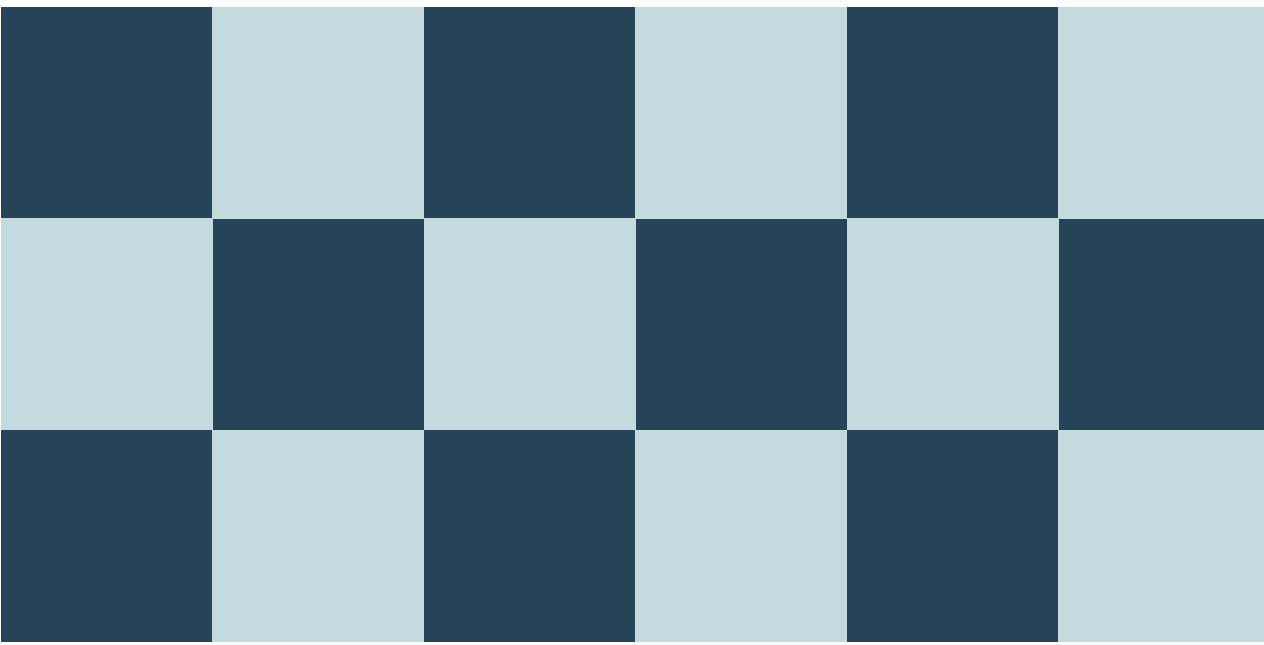


Myndigheten för
totalförsvarsanalys

Appendix

Development of the preparedness sectors

Interim report 4 of the government assignment to evaluate the implementation of the new structure for civil defence and societal crisis preparedness



Swedish Agency for Defence Analysis

Appendix – Development of the preparedness sectors

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About this appendix

This is an appendix to the main report titled Development of the preparedness sectors. The main report and the appendix constitute interim report 4 of the government assignment to evaluate the new structure for civil defence and societal crisis preparedness.

The appendix provides the empirical basis for the conclusions presented in the main report.

1. Historical background to the preparedness sectors

To place the introduction of preparedness sectors in a wider context, we provide a brief historical review in which we describe the 1986 reform with functional responsibilities and the 2002 reform with collaborative areas.

1.1 1986 – functional responsibilities

A system of civil defence command and coordination was introduced on 1 July 1986, based on geographically delimited area responsibilities and thematically focused functional responsibilities.¹ The 1986 system was designed to cope with an armed attack on Sweden.

A function was defined as a societal activity of particular importance for total defence and requiring some form of central government control. A function covered all societal activities within the societal area in question that were of relevance to total defence. There were 18 functions at the time when the system was discontinued.

Table 1. The 18 functions of civil defence, 2001².

Labour force	Supply of industrial goods	Psychological defence
Civil protection and rescue services	Healthcare, medical care, etc.	Taxation and revenue collection systems
Civil leadership	Landscape and property information	Social security, etc.
Energy Supply	Food supply, etc.	Telecommunications, etc.
Financial Services	Security, law and order, etc.	Transport
Refugee activities	Postal services	Foreign trade

A functionally responsible agency was designated within each function. However, this did not have a decision-making mandate in relation to the function's activities, either in peacetime or during periods of heightened preparedness. Instead, the agency had a coordinating and orienting role for preparedness within the function. One overall aim of the functional division was to facilitate overview and coordination in respect of activities involving a very large number of actors.

¹ The description is mainly taken from SOU 2001:41 *Säkerhet i en ny tid*, pp. 113 et seq.

² National Agency for Civil Emergency Planning, *Årsbok civilt försvar 2001*, 2002.

1.2 2002 – collaboration areas

The security situation changed radically in the 1990s. Within the civil component of total defence, this meant that activities aimed at preparing society to face a large-scale armed attack being scaled down.³ Instead, greater emphasis was placed on peacetime crises, and the new concept of crisis preparedness was introduced.

The collaboration areas were introduced in 2002 because the government realised that the existing system for command and coordination of civil defence was not adapted to the changing threat scenario. Some elements of the system – such as functional responsibility and functional division – were regarded as outdated and difficult to adapt to the new conditions. The system of functions was also considered to have weaknesses in terms of society's ability to manage complex crisis situations.⁴ Particular emphasis was then placed on cross-sectoral coordination and geographical area responsibility. The concept of sectoral responsibility was used, but not regulated. Sectoral responsibility generally referred to the responsibilities of individual agencies.

Instead of the previous functional responsibility, a system of collaboration areas was introduced as of 1 July 2002.⁵ A number of central government agencies – known as agencies with monitoring responsibilities – were assigned specific responsibility for making the necessary preparations to deal with severe stresses on society in peacetime and prior to periods of heightened preparedness. The agencies with monitoring responsibilities were divided into six collaborative areas: Economic Security, Dangerous Substances, Geographical Area Responsibility, Technical Infrastructure and Transport. Initially, the agencies shared responsibility for ensuring planning within their collaborative areas. No one agency was identified as being responsible for overall planning within each area. This was reflected in aspects such as the rotating chairmanships in the collaboration areas.

The system of collaboration areas was adjusted over time. The Swedish Civil Contingencies Agency (MSB) took over the chairmanship of all the collaboration areas towards the end of the collaboration areas' lifetime. At the same time, activities in several of the collaboration areas declined in favour of cooperation in other combinations. In 2018, MSB established new

³ SOU 2001:41 *Säkerhet i en ny tid*, p. 16.

⁴ SOU 2001:41 *Säkerhet i en ny tid*, pp. 16 et seq.

⁵ Prop. 2001/02:158 *Samhällets säkerhet och beredskap*, pp. 37 et seq.

forums for work on total defence development in seven priority areas.^{6 7} In 2017, the agencies conducted an inquiry relating to the responsibilities in the Transport collaboration area and concluded that there was a lack of clear regulatory responsibility for several vital societal functions, such as ports, airports and regional public transport.⁸ As a result of this inquiry, the Swedish Transport Administration was assigned a form of sectoral responsibility in respect of all transport sector actors in 2017.⁹

1.3 2022 – preparedness sectors

In its 2017 report *Motståndskraft* [Resilience], the Committee on Defence assessed that the system of collaboration areas had a number of disadvantages.¹⁰

- The collaboration areas were used for planning for crisis preparedness rather than for heightened preparedness and war. The areas had no function during periods of heightened preparedness, nor did they have any decision-making powers.
- The areas were fairly broad and included diversified activities.
- No agency had a regulated, designated responsibility for overall planning in the collaboration areas; rather, the agencies shared joint responsibility for ensuring planning in each area.

In 2018, the government appointed the civil defence inquiry, which was tasked with providing proposals for a structure with central government agencies divided into sectors and sector-responsible agencies. The inquiry submitted its report SOU 2021:25 *Struktur för ökad motståndskraft* [Structure for increased resilience] to the government in 2021. In May 2022, the government adopted the Ordinance on the preparedness of central government agencies (2022:524) (hereinafter referred to as the Preparedness Ordinance). This ordinance introduced preparedness agencies, which were organised into preparedness sectors.

⁶ Swedish Civil Contingencies Agency, *Kommande arbete med totalförsvarsutveckling inom sju prioriterade områden*, 2018.

⁷ These seven priority areas were Energy Supply, Financial Services, Health, Medical Care and Welfare, Information and Communication, Food (including drinking water), Safety and Security, and Transport.

⁸ Swedish Transport Administration, *Tydligare ansvar och roller – anseende transportsektorns krisberedskap samt anseende arbete inför och vid höjd beredskap*, 2017.

⁹ Ordinance (2017:842) amending the Ordinance containing instructions for the Swedish Transport Administration (2010:185).

¹⁰ Ds 2017:66 *Motståndskraft – Inriktningen av totalförsvaret och utformningen av det civila försvaret 2021–2025* and Dir. 2018:79 *Ansvar, ledning och samordning inom civilt försvar*.

2. Policy proposals relating to the preparedness sectors

This chapter describes current inquiries and policy initiatives that may affect the structure involving preparedness sectors.

2.1 Proposals for new sectors

The Committee on Defence has proposed new preparedness sectors for

- foreign trade
- supply of industrial goods
- labour supply
- planning, leadership capability and coordination.¹¹

The government addressed the latter two proposals in its bill *Totalförsvaret 2025–2030* [Total defence 2025–2030]¹². According to the government, labour supply, planning, leadership capability and coordination span all preparedness sectors and geographical levels, and so are difficult to define as individual preparedness sectors. The government intended to return to the issue of how these overall functions for the coordination and orientation of these areas should be organised.¹³

The inquiry into the business sector's security of supply has proposed a new preparedness sector for Industry, Construction and Trade, the Swedish Agency for Economic and Regional Growth being the sector-responsible agency. The National Board of Housing, Building and Planning and the Geological Survey of Sweden are to be included in the sector as preparedness agencies.¹⁴

2.2 Proposals concerning existing sectors

There are also proposals to include more agencies in existing sectors. The Committee on Defence has proposed that the Swedish Migration Agency should be formally included in the Security, Law and Order preparedness sector.¹⁵ Furthermore, a government inquiry has proposed that the Swedish

¹¹ Ds 2023:34 *Kraftsamling*, pp. 115–116.

¹² Prop. 2024/25:34 *Totalförsvaret 2025–2030*, p. 115.

¹³ Prop. 2024/25:34 *Totalförsvaret 2025–2030*, p. 115.

¹⁴ SOU 2024:19 *En ny beredskapssektor – för ökad försörjningsberedskap*.

¹⁵ Ds 2023:34 *Kraftsamling*, p. 276.

Unemployment Insurance Inspectorate should become a preparedness agency and be included in the Economic Security sector.¹⁶

Changes in the regular agency structure also has an impact on the sectoral structure. In March 2025, for example, the Swedish Post and Telecom Authority (PTS) and the Agency for Digital Government (Digg) reported on a government assignment to examine the transfer of Digg's activities to PTS. The agencies assess that a transfer would strengthen work in the Electronic Communications and Postal Services preparedness sector.¹⁷ However, the Provision of Core Data sector, which currently includes Digg, will be affected.

2.2.1 Proposals for new tasks and mandates for sector-responsible agencies

An inquiry is also looking at the tasks and mandates of the sector-responsible agencies.

The government has announced that it intends to appoint a special investigator to consider the need to modernise and expand the regulatory or decision-making powers of sector-responsible agencies and county administrative boards responsible for civil areas in the event of war and the threat of war.¹⁸

The inquiry into national coordination of security of supply has proposed that six of the sector-responsible agencies should be tasked with conducting supply analyses for their sectors.¹⁹

The inquiry into the business sector's security of supply has proposed that sector-responsible agencies should provide documentation and support to MSB for its work on establishing a general prioritisation scheme for security of supply and, upon request from public and private actors, assist with

¹⁶ SOU 2024:49 *Arbetslöshetsförsäkringen vid störning, kris eller krig*, p. 113.

¹⁷ Swedish Post and Telecom Authority and Agency for Digital Government, *Redovisning av uppdrag att lämna förslag på organisationsförändring*, 2025.

¹⁸ <https://www.regeringen.se/pressmeddelanden/2025/01/regeringen-har-gett-53-beredskapsmyndigheter-i-uppdrag-att-starka-sin-beredskap/> Accessed on 9 June 2025.

¹⁹ SOU 2023:50 *En modell för svensk försörjningsberedskap*, and Swedish Civil Contingencies Agency and National Board of Health and Welfare, *Nationell försörjningsanalys – modell och genomförande*, 2024.

assessments of appropriate prioritisation and allocation of available public resources in the event of serious supply disruptions.²⁰

There are also more sector-specific proposals. It has been proposed that the role of the Swedish Food Agency as a sector-responsible agency should be clarified by assigning it explicit responsibility for leading efforts to coordinate food preparedness measures.²¹ Another example is a proposal to examine how issues relating to the use and management of water resources can be incorporated into the work of the Food Supply and Drinking Water preparedness sector.²² The Riksbank has raised the possibility that it could take over sectoral responsibility from the Swedish Financial Supervisory Authority in the Financial Services sector.²³

2.2.2 Government policy initiatives

The government has made a number of statements regarding preparedness sector orientation.

In 2024's *Nationell säkerhetsstrategi* [National security strategy], the government indicates that it intends to go on developing the system involving preparedness sectors so that it will increasingly be used operationally in crises and to address hybrid threats.²⁴

In the government bill *Totalförsvaret 2025–2030* [Total Defence Bill 2025–2030], the government states that command of civil defence at times of heightened preparedness and, ultimately, in wartime should be exercised by actors responsible for geographical areas.²⁵

Finally, the Ministry of Defence writes in *Sveriges försvars- och säkerhetsstrategi för rymden* [Sweden's defence and security strategy for space] that Sweden will work to ensure that actors in the preparedness sectors build up knowledge about dependence on space-based services and carry out comprehensive risk and vulnerability analyses in each sector.²⁶

²⁰ SOU 2025:60 *Nya samverkansformer, modern byggnads- och reparationsberedskap – för ökad försörjningsberedskap*.

²¹ SOU 2024:8 *Livsmedelsberedskap för en ny tid*.

²² SOU 2024:82 *Ökad va-beredskap*, s. 30.

²³ Sveriges Riksbank, *Redogörelse om Riksbankens verksamhet inom krisberedskap och civilt försvar*, 2024, p. 23.

²⁴ Skr. 2023/24:163 *Nationell säkerhetsstrategi*, p. 26.

²⁵ Prop. 2024/25:34 *Totalförsvaret 2025–2030*, p. 111.

²⁶ Ministry of Defence, *Rymdens roll i ett nytt säkerhetspolitiskt läge – Sveriges försvars- och säkerhetsstrategi för rymden*, 2024, p. 21.

3. A description of the sectors and their agencies

This chapter provides an overview of the preparedness sectors and their various conditions and characteristics. The role of vital societal functions in the work of the sectors is developed further in chapter 4.

3.1 The division of agencies into sectors

A total of 60 agencies are represented in the ten preparedness sectors, including the 21 county administrative boards.²⁷ Table 2 lists the agencies included in the different sectors. It should be noted that the sector-responsible agencies are also preparedness agencies in their sectors.

Table 2. Preparedness sectors and agencies included.²⁸

Sector	Sector-responsible agency	Other agencies included in the sector
Economic Security	Swedish Social Insurance Agency	Swedish Public Employment Service* ²⁹ Swedish Pensions Agency Swedish National Debt Office Swedish Tax Agency National Government Service Centre* Swedish Payments Agency*
Electronic Communications and Postal Services	Swedish Post and Telecom Authority	Swedish Civil Contingencies Agency Svenska kraftnät Swedish Transport Administration
Energy Supply	Swedish Energy Agency	Swedish Energy Markets Inspectorate* Swedish Radiation Safety Authority

²⁷ This figure includes the Swedish Migration Agency, which participates as a co-opted member of the Security, Law and Order sector. In addition, the Riksbank, which is an agency under the Riksdag, participates in the Financial Services sector but is not formally part of it.

²⁸ Ordinance on the preparedness of central government agencies (2022:524), Annex 2.

²⁹ An asterisk (*) denotes an agency that did not have monitoring responsibilities previously, before the introduction of the reform.

		Svenska kraftnät
Financial Services	Swedish Financial Supervisory Authority	Sveriges Riksbank ³⁰ Swedish National Debt Office
Provision of Core Data	Swedish Tax Agency	Swedish Companies Registration Office* Lantmäteriet* (the Swedish mapping, cadastral and land registration authority) Agency for Digital Government*
Health, Care and Welfare	National Board of Health and Welfare	Swedish eHealth Agency Public Health Agency of Sweden Swedish Medical Products Agency
Food Supply and Drinking Water	Swedish Food Agency	Swedish Board of Agriculture County administrative boards ³¹ Swedish Environmental Protection Agency* Swedish Veterinary Agency
Security, Law and Order	Swedish Police Authority	Swedish National Courts Administration* Prison and Probation Service* Swedish Coast Guard Swedish Migration Agency ³² Swedish Security Service Swedish Customs Swedish Prosecution Authority*
Rescue Services and Civil Protection	Swedish Civil Contingencies Agency	Swedish Coast Guard County administrative boards ³³ Swedish Police Authority Swedish Maritime Administration Swedish Meteorological and Hydrological Institute*

³⁰ The Riksbank, which is an agency under the Riksdag, is not formally part of the Financial Services sector but participates voluntarily in its work.

³¹ All 21 county administrative boards are part of the Food Supply and Drinking Water sector. However, they are represented in the sector by one or two county administrative boards.

³² Co-opted participant in the sector.

³³ All 21 county administrative boards are part of the Rescue Services and Civil Protection sector. However, the collective of county administrative boards has mainly been represented by a representative from the County Administrative Board of Gävleborg, and sometimes by a representative from the Örebro County Administrative Board.

		Swedish Radiation Safety Authority
Transport	Swedish Transport Administration	Swedish Civil Aviation Administration Swedish Maritime Administration Swedish Transport Agency

3.1.1 Most preparedness agencies are relatively large

Most of the agencies included in the preparedness sectors are relatively large in terms of staff numbers. Of the 38 agencies that are not county administrative boards, 28 have more than 500 employees. This may be compared with the fact that only 70 of the country's 367 central government agencies have more than 500 employees.³⁴ Although most preparedness agencies are relatively large in terms of staff numbers, there are also major differences between various agencies in the sectors in this regard. In turn, this means that relative sizes may differ in different sectors:

- The agencies in three preparedness sectors are roughly equal in size (Financial Services, Health, Care and Welfare and Food Supply and Drinking Water).
- There are major variations in agency sizes in the other seven preparedness sectors, with one or more agencies employing many thousands more staff than other agencies. The sector-responsible agency is the largest in most cases.

3.1.2 Most agencies are experienced in the field of preparedness

Most of the agencies in the preparedness sectors were also agencies with monitoring responsibilities in the earlier Crisis Preparedness Ordinance.³⁵ However, 12 of the agencies had no such role: the Swedish Public Employment Service, the Swedish Companies Registration Office, the Swedish National Courts Administration, the Swedish Energy Markets Inspectorate, the Prison and Probation Service, Lantmäteriet (the Swedish

³⁴ The information on the total number of agencies and the distribution of staff numbers among them is taken from the Swedish Agency for Public Management and refers to 1 January 2024. <https://www.statskontoret.se/fokusomraden/fakta-om-statsforvaltningen/> Accessed on 21 November 2024.

³⁵ Ordinance on crisis preparedness and measures by agencies with monitoring responsibilities during periods of heightened preparedness (2015:1052).

mapping, cadastral and land registration agency), the Agency for Digital Government, the Swedish Environmental Protection Agency, the Swedish Meteorological and Hydrological Institute, the National Government Service Centre and the Swedish Prosecution Authority. The Swedish Payments Agency³⁶ was designated as a preparedness agency when the agency was established. The number of agencies in the sector that are new preparedness agencies in this sense varies between preparedness sectors, as follows:

- Four sectors have no new preparedness agencies: Electronic Communications and Postal Services, Financial Services, Transport and Health, Care and Welfare. However, Health, Care and Welfare includes the Swedish eHealth Agency and the Swedish Medical Products Agency, which became agencies with monitoring responsibilities as recently as 2020.
- Three sectors have one new preparedness agency: Energy Supply, Food Supply and Drinking Water, and Rescue Services and Civil Protection.
- Three sectors have three new preparedness agencies: Economic Security, Provision of Core Data and Security, Law and Order.

3.1.3 Agencies may be included in two sectors

The agencies included in the preparedness sectors usually belong to *one* preparedness sector. However, ten of the agencies belong to two sectors each: the Coast Guard, the county administrative boards (as a group), the Swedish Civil Contingencies Agency, the Swedish Police Authority, the Swedish National Debt Office, the Swedish Maritime Administration, the Swedish Tax Agency, the Swedish Radiation Safety Authority, Svenska kraftnät and the Swedish Transport Administration. Of these, MSB, the Swedish Police Authority, the Swedish Tax Agency and the Swedish Transport Administration are sector-responsible in one of the two sectors.

3.1.4 There are variations in the forms of operation and funding for the preparedness agencies

Most commonly, the preparedness sectors consist only of administrative agencies under the government and are mainly funded by appropriations. However, several sectors have agencies with different forms of operation and funding:

³⁶ The Swedish Payments Agency was established on 1 January 2024.

- A few of the preparedness sectors have a mix of administrative agencies and enterprises (Energy Supply, Rescue Services and Civil Protection, and Transport).
- One preparedness sector has a mix of agencies under both the government and the Riksdag³⁷ (Financial Services).
- Several preparedness sectors have a mix of agencies that are mainly funded by appropriations and agencies that are mainly funded by fees.³⁸ Revenues for the fee-funded agencies may fluctuate more than for agencies funded by appropriations.

3.1.5 The types of activities conducted by the agencies in the sectors varies

The sectors differ, but often so do agencies within the same sector. Some of the different types of activities conducted by the agencies in the sectors are set out below.

- A few of the sectors have agencies that provide emergency response activities in the event of emergencies. Two examples are the Swedish Police Authority and the Coast Guard, both of which are included in Security, Law and Order and Rescue Services and Civil Protection.
- Several agencies also conduct operational activities that are not as event-driven, such as the Prison and Probation Service and the Swedish Migration Agency in Security, Law and Order.
- Several sectors have agencies that manage and operate physical or digital infrastructure, such as
 - the Swedish Transport Administration and the Swedish Maritime Administration in Transport
 - Svenska kraftnät in Energy Supply
 - the Swedish Social Insurance Agency in Economic Security
 - the Swedish eHealth Agency in Health, Care and Welfare.
- In some sectors, most agencies carry out administrative processes. The agencies in the Economic Security and Provision of Core Data sectors

³⁷ The Riksbank is not a preparedness agency, but participates in the work of the Financial Services sector on a voluntary basis.

³⁸ This applies to the Energy Supply, Health, Care and Welfare, Rescue Services and Civil Protection, and Transport sectors.

provide various types of administrative services and data for citizens, companies and agencies. This also applies, for example, to the Swedish National Courts Administration in Security, Law and Order and the Swedish Board of Agriculture in Food Supply and Drinking Water.

- Several sectors include agencies whose activities largely involve regulation, licensing and supervision, such as:
 - the Swedish Energy Markets Inspectorate and the Swedish Radiation Safety Authority in Energy Supply
 - the Swedish Financial Supervisory Authority in Financial Services
 - the Swedish Medical Products Agency in Health, Care and Welfare
 - the Swedish Post and Telecom Authority in Electronic Communications and Postal Services
 - the Swedish Transport Agency in Transport.
- Several sectors also include agencies that are heavily involved in knowledge-based governance, such as the Swedish Food Agency in Food Supply and Drinking Water and the National Board of Health and Welfare and the Public Health Agency of Sweden in Health, Care and Welfare.

Many sectors include agencies that have different types of roles. One example is Security, Law and Order, where the Swedish National Courts Administration has a more administrative role, while the Swedish Police Authority, Swedish Customs and the Coast Guard have more operational roles. In many cases, an agency may even include several different types of roles within its own organisation. For instance, Swedish Customs is involved in both operational law enforcement field activities and administrative management of customs matters.

3.1.6 Who performs societally vital activities in the sector's area of responsibility?

The extent to which the sectors and agencies themselves carry out the vital societal activities that underpin the sector's vital societal functions varies across sectors and between agencies. In some sectors, several of the agencies are themselves actively involved in carrying out societally vital activities – either independently or in collaboration with others. This is the case, for example, in the Security, Law and Order, Economic Security and Provision of Core Data sectors.

In other sectors, the agencies' role is mainly to define rules, provide knowledge and support and carry out supervision, while the actual societally vital activities are mainly carried out by other societal actors. Some examples of this are:

- **Health, Care and Welfare**, where the agencies do not provide health, medical and social care services themselves; instead, these are provided by municipalities, regions, companies and civil society actors.
- **Electronic Communications and Postal Services**, where private or publicly owned companies provide most of the infrastructure and, as operators, also offer services of various kinds.
- **Financial Services**, where most operational activities in the sector are carried out by private companies.

The above categorisation is not always straightforward, however, and the allocation of roles is more mixed in some cases. Electronic Communications and Postal Services is one example. The Swedish Post and Telecom Authority, which is the sector-responsible agency, does not own or manage infrastructure, nor does it provide services. However, the other three preparedness agencies in the sector (MSB, Svenska kraftnät and the Swedish Transport Administration) – which mainly participate in this sector as network operators or network owners – do. Another example is Energy Supply, where the preparedness agency Svenska kraftnät manages Sweden's electricity transmission network, while other operational activities in the sector are largely carried out by private and publicly owned companies. The Rescue Services and Civil Protection sector mainly includes agencies responsible for state rescue services. However, many of the activities within the sector's area of responsibility are carried out by municipalities.

4. How have the preparedness sectors interpreted the assignment?

Different interpretations of the preparedness sectors' operational management role are presented in section 6.6.

4.1 The sectors have plenty of scope for interpretation of the assignment

The Preparedness Ordinance does not specify which tasks the agencies included in a preparedness sector should jointly perform as a sector. As there have been no explanatory memoranda setting out the government's aims and considerations, this has created significant scope for interpretation, with the preparedness sectors themselves largely being able to define their assignments. A number of agencies argue that this has meant that the preparedness sectors have had to spend a great deal of time interpreting and defining the meaning of sectoral responsibility. These include aspects such as the purpose and goals of the sectors, as well interpretation of the wording of the Preparedness Ordinance. This also concerns whether actors other than the designated agencies can be regarded as forming part of the sector; and if so, which actors these are.

Most³⁹ of the sectors have codified these interpretations in overarching documents referred to as foundational documents, orientation documents or agreements. Such documents define a sector's area of responsibility, purpose and goals, for example, as well as regulating the division of roles and labour between the sector's agencies. The documents take the form of agreements between the agencies at Director-General or management level.

4.1.1 Sector names are not fixed

Opinions on sector names have been provided in two sectors. The Swedish Social Insurance Agency argues that Economic Security [*Ekonomisk säkerhet*] is in fact misleading, and that Economic Security [*Ekonomisk trygghet*] would be more accurate. In the Provision of Core Data sector, it has been argued

³⁹ Foundational documents have been adopted in seven of the sectors. A foundational document is being prepared in the Economic Security sector. The Provision of Core Data sector is considering whether to produce a foundational document. The Financial Services sector is not planning to develop any such document at the present time.

that the term ‘core data’ is misleading, and that the sector should refer to societally vital information instead.

4.2 Areas of responsibility of the preparedness sectors – the vital societal functions

The civil defence inquiry based its definition of the preparedness sectors’ areas of responsibility on vital societal functions.⁴⁰

The Preparedness Ordinance defines the preparedness agencies on the basis of their responsibility for one or more vital societal functions.⁴¹ However, these vital societal functions are not specified. The ordinance makes no reference to vital societal functions in respect of the preparedness sectors. Only the names of the preparedness sectors and the agencies included in them are indicated.

The preparedness sectors mainly focused on the vital societal functions when defining their areas of responsibility. For instance, the Swedish Police Authority noted that there was a lack of detailed guidance on the area of responsibility when the preparedness sectors were introduced. As several of the agencies in the Security, Law and Order sector are included in several sectors, the interpretation was that it was not possible to consider the overall activities of all agencies as the area of responsibility of the sector. The definition selected – and which is still being trialled – is that the area of responsibility is primarily made up of the three vital societal functions for which the sector is designated as the primary base.

4.2.1 MSB’s list of vital societal functions

MSB’s list of vital societal functions⁴² has provided an important starting point for the sectors’ work on interpreting the area of responsibility. This list is linked to the preparedness sectors, but also includes societal areas other than those covered by the sectors. According to MSB, this list is intended to serve as a starting point for all actors in the preparedness system in terms of preparedness planning, collaboration and coordination among and between actors, situation reporting and prioritisation of resources in the event of incidents, for example. The list was produced in collaboration with the agencies in the sectors, which often proposed the functions themselves.

⁴⁰ SOU 2021:25 *Struktur för ökad motståndskraft*.

⁴¹ Section 18 of the Ordinance on the preparedness of government agencies (2022:524).

⁴² Swedish Civil Contingencies Agency, *Lista med viktiga samhällsfunktioner*, 2023.

The vital societal functions are specified at different levels of aggregation. For instance, the functions in the Energy Supply sector are highly aggregated, while those in the Food Supply and Drinking Water sector are more detailed and specific.

Table 3 shows which vital societal functions – according to MSB’s list – are mainly based in each preparedness sector.

Table 3. Preparedness sectors and vital societal functions⁴³.

Preparedness sector	Vital societal functions
Economic Security	Funding of public activities Payments of state benefits
Electronic Communications and Postal Services	Digital platforms, services and information systems Electronic communications networks and services and other radio use Post
Energy Supply	Fuels and liquid fuels Electricity Energy gas District heating and district cooling
Financial Services	Payment processing Financial stability Insurance Savings, funding and financial risk management
Provision of Core Data	Core data
Health, Care and Welfare	Supply of healthcare products Health and medical care Supply of pharmaceutical products Infection control – humans Social services Dental care
Food Supply and Drinking Water	Waste disposal Sewerage Animal health and medical care Drinking water supply Food distribution Food safety including drinking water Food production Meal services

⁴³ Swedish Civil Contingencies Agency, *Lista med viktiga samhällsfunktioner*, 2023.

	Primary production Infection control – animals
Security, Law and Order	Monitoring and physical protection of societally vital activities Control, protection and surveillance of Sweden's borders The criminal justice system
Rescue Services and Civil Protection	Emergency service Civil protection
Transport	Public transport Land transport Air transport Maritime transport Terminals

The ten preparedness sectors include a total of 40 vital societal functions. MSB also includes in its list around 20 other vital societal functions that are not mainly based in a preparedness sector. These are listed under three societal areas that do not currently constitute preparedness sectors (Democracy and Preparedness, Preschool, Education and Research, and Construction, Trade and Industry), as well as one other category.

A number of the sectors are satisfied with the outcome for their sector. However, some agencies argue that when compiling the list, MSB did not clearly communicate the purpose of the list and how it would be applied. Several sector-responsible agencies have expressed the need for the list to be reviewed, and this took place under the auspices of MSB in the spring of 2025.⁴⁴

Interviewees have stated that MSB's list is a recommendation, and that they perceive it to be an essential tool. In some sectors, it has been noted that the emphasis on functions has led the agencies to move away from their silo-based thinking and look beyond their own agency's area of responsibility. However, there are also examples of how the allocation of functions between sectors has reduced collaboration between agencies that now belong to different sectors.⁴⁵

⁴⁴ Swedish Civil Contingencies Agency, *Remiss avseende översyn av Lista med viktiga samhällsfunktioner*, 2025.

⁴⁵ Includes infection control, which is split between Health, Care and Welfare (human infection) and Food Supply and Drinking Water (animal infection).

However, the above does not mean that all sectors have applied MSB's list in full in all respects. Some sectors have excluded activities from the list in their interpretation of the assignment. Examples include:

- **Electronic Communications and Postal Services:** The sector does not work with the Digital platforms, services and information systems function. PTS argues that the function does indeed fit in well with the sector's area of responsibility, but that it does not clearly form part of its sectoral responsibility. Nor does the agency have the resources to work with this function.
- **Rescue Services and Civil Protection:** The sector has used a description of the functions that differs to an extent from the information provided in MSB's list. Collaboration between the emergency services has been included⁴⁶ in the Rescue Services function.

It may also be noted that not all sectors have begun working with all vital societal functions as yet, although they do intend to do so in the future. In some cases, only one agency in a sector is working with a vital societal function. In this case, there is a risk that the function could end up on the periphery of the sector.

In a few cases, agencies argue that they need an extended mandate to be able to work effectively with a function. The Swedish Financial Supervisory Authority has stated that they need regulatory powers with respect to private actors so as to be able to define preparedness requirements similar to those that the Riksbank is able to define within the Payment processing function. In the autumn of 2024, PTS stated that they needed regulatory support to be able to provide grants to actors within the Post function, which they subsequently received.⁴⁷

4.2.2 Examples of sectors where additional functions could be included

Some agencies interviewed have expressed the view that their sectors could potentially be expanded with activities beyond those included in MSB's list. A few examples:

⁴⁶ Collaboration between the emergency services was included in the description of the sector in SOU 2021:25 *Struktur för ökad motståndskraft* [Structure for increased resilience], but it is not included in MSB's list of vital societal functions.

⁴⁷ The Ordinance on state aid for robust and reliable electronic communications (2018:1300) will be amended on 1 June 2025, so that companies in the postal sector can also receive grants.

- **Health, Care and Welfare:** The National Board of Health and Welfare, which is the sector-responsible agency, has indicated that the handling of deceased persons perhaps ought to be included in the sector.⁴⁸
- **Economic Security:** The Swedish Social Insurance Agency is the sector-responsible agency and has stated that the functions of Government-provided secure IT operations and Service centres perhaps ought to be included in the sector's work.

The agencies in a preparedness sector determine the scope of the sector's area of responsibility, and so they can broaden the area of responsibility as well. However, the agencies that have indicated that such an expansion might be justified have generally been reluctant to take such initiatives in the sector, or prevented from doing so. The agencies prefer to receive explicit guidance from the government in order to add new vital societal functions.

4.2.3 The vital societal functions do not cover all agency activities

The preparedness agencies in a sector do not necessarily work solely with the vital societal functions included in the sector. The sector's vital societal functions frequently do not include the agency's entire assignment. In the Security, Law and Order sector, the vital societal function involving the most agencies in the sector is the criminal justice system. However, this function impacts only a small part of the activities of the Swedish Security Service and the Swedish Migration Agency, for instance. The Swedish National Courts Administration works with both general courts and administrative courts; but only the general courts are linked to the criminal justice system. Therefore, the administrative courts are not included in the work of the sector.

There has been some discussion within the Economic Security sector on whether the Swedish Public Employment Service's activities within the Personnel supply function during periods of heightened alert should be included in the sector. Several actors have argued that personnel supply ought to be included in the sector, as it forms part the activities of the Swedish Public Employment Service. However, the Swedish Public Employment Service itself argues that the function has nothing to do with Economic Security, but is a broader issue.

⁴⁸ MSB does in fact refer to the handling of deceased personal and funerals in its list of vital societal functions, but under the heading Other rather than under the Health, Care and Welfare preparedness sector.

4.3 The purpose of the work of the preparedness sectors

Five of the sectors have adopted purpose statements for their respective sectors in their foundational documents. Moreover, the Food Supply and Drinking Water sector and the Transport sector have formulated objectives that partly resemble the purposes adopted by other sectors. These are presented in Table 4.

Several of the sectors have indicated in different ways in their purposes and objectives that cooperation among the preparedness agencies is a way of strengthening the actors' capabilities.

Table 4. The preparedness sectors' formulations of purpose, objectives or vision for the sector's activities.

Preparedness sector	Purpose, objective or vision
Electronic Communications and Postal Services	The purpose of the preparedness sector's work is to help to maintain electronic communications and postal services under all societal conditions. This will be achieved by establishing forms of collaboration and strengthening the ability of actors within the preparedness sector to prevent and manage both peacetime crisis situations and situations involving heightened preparedness. ⁴⁹
Energy Supply	The purpose of the preparedness sector's work is to prepare the sector's actors so that they can operate during periods of heightened preparedness and in peacetime crisis situations, and to work to maintain the energy supply as a whole. A further purpose is to promote cooperation in the preparedness sector. ⁵⁰
Health, Care and Welfare	The overall purpose of the joint work is for the agencies in the Health, Care and Welfare preparedness sector to collectively build capability within the framework of civil preparedness and total defence. ⁵¹
Food Supply and Drinking Water	Objective: For everyone in Sweden to have access to enough safe food, safe drinking water and functioning waste and wastewater management in times of crisis, heightened preparedness and, ultimately, war. The agencies in the Food Supply and Drinking Water preparedness sector create favourable conditions for public and private actors to be able to maintain their societally vital activities and contribute to the supply of food and drinking water, as well as waste and wastewater management in times of crisis, heightened preparedness and, ultimately, war. Our collective actions in the preparedness sector enhance capability through coordinated action. ⁵²

⁴⁹ Electronic Communications and Postal Services preparedness sector, *Överenskommelse för beredskapssektor Elektroniska kommunikationer och post*, 2025.

⁵⁰ Energy Supply preparedness sector, *Inriktningsdokument beredskapssektorn Energiförsörjning*, 2024.

⁵¹ Health, Care and Welfare preparedness sector, *Överenskommelse för arbetet i beredskapssektorn Hälsa, vård och omsorg*, 2024.

⁵² Food Supply and Drinking Water preparedness sector, *Gemensamt grunddokument för beredskapssektorn Livsmedelsförsörjning och dricksvatten*, 2024.

Security, Law and Order	The work in this preparedness sector aims to create the ability to maintain the criminal justice system, control, protect and monitor Sweden's borders, and monitor and physically protect societally vital activities during both peacetime crisis situations and periods of heightened preparedness and, ultimately, war. ⁵³
Rescue Services and Civil Protection	The purpose of within the framework of the preparedness sector is to strengthen the ability to carry out rescue operations and protect the civilian population across the full spectrum of threats; primarily to ensure the survival of people, and secondly to limit damage to property and the environment. ⁵⁴
Transport	The agencies in the Transport preparedness sector have created the conditions for actors in the preparedness sector to be able to maintain societally vital transport under all societal conditions. ⁵⁵

4.4 Various interpretations of what a preparedness sector includes

The agencies apply different interpretations to the scope of the sector concept. The definition of a sector appears to be both clear and unclear, as follows:

- All the agencies we interviewed are fully aware of what constitutes a preparedness sector according to the Preparedness Ordinance and which actors – that is, the agencies designated in the ordinance – are included in each sector.
- However, the agencies interviewed also agree that the work of a preparedness sector must take place in interaction with the actors within the sector's area of responsibility, not least because in practice, most societally vital activities in most sectors are carried out by actors other than the agencies that are included in the sector.

One reason as to why the boundary between the sector and its environment appears to be slightly unclear in some cases is that there is variation in how explicitly the sectors have actually chosen to include actors such as the business sector, municipalities and regions in their definition of the sector. In our interviews, several sector-responsible agencies (including the Swedish Energy Agency, the Swedish Food Agency, the Swedish Post and Telecom Authority, the National Board of Health and Welfare and the Swedish Transport Administration) were clear that the role involves influencing the area of responsibility as a whole, not just the central government agencies.

⁵³ Swedish Police Authority, *Beredskapssektor Ordning och säkerhet – Grunddokument*, 2025.

⁵⁴ Rescue Services and Civil Protection preparedness sector, *Om beredskapssektorn Räddningstjänst och skydd av civilbefolkningen – Grunddokument*, 2023.

⁵⁵ Transport preparedness sector, *Struktur för aktörsgemensam samverkan i beredskapssektor Transporter*, 2023.

Instruments such as regulations and financial contributions – tools that are beyond the scope of sectoral responsibility – are used to achieve this.

4.5 The Swedish Transport Administration exercises sectoral responsibility at a regional level

Most preparedness sectors operate mainly at a national level. In practice, only in the Security, Law and Order and Transport sectors do the sector-responsible agencies have a regional organisation that could be used for sectoral responsibility. In the Security, Law and Order sector, a decision has been made, following work on an inquiry in the autumn of 2023, not to carry out sectoral work at a regional level. A primary reason for this is that the other agencies in the sector are not organised regionally, nor do they have the resources to participate in regional sectoral work. This means that when the police regions collaborate with the county administrative boards responsible for civil areas, they are operating on the basis of their role as a preparedness agency and not as a sector-responsible agency.

Only the Swedish Transport Administration exercises sectoral responsibility at a regional level. On 1 January 2024, the Swedish Transport Administration adapted its regional division so that its regions correspond to the six civil areas in geographical terms. The regions exercise the regional element of the Swedish Transport Administration's sectoral responsibility and have begun establishing regional preparedness units for this purpose. This work includes establishing regional collaboration forums which include ports, airports, logistics centres, public transport agencies and industry organisations. It also includes the county administrative boards responsible for civil areas and, to some extent, the sector's preparedness agencies as well. However, the fact that the other preparedness agencies in the Transport sector do not have regional organisations corresponding to that of the Swedish Transport Administration does constitute one difficulty in this respect. This poses certain challenges for sectoral work at a regional level. The Swedish Transport Agency has provided the following statement:

There are expectations on the part of the Swedish Transport Administration at the national level that other preparedness agencies should engage with the Swedish Transport Administration at the regional level, but the preparedness agencies wish to collaborate with an agency at the national level.⁵⁶

⁵⁶ Committee on Defence, *Uppföljning av det civila försvaret – erfarenheter från tre beredskapssektorer*, 2024, p. 87.

This situation also illustrates the issue of whether the purpose of the sectors in the first instance is to coordinate the central government agencies, or to influence actors responsible for vital societal functions. If the emphasis on the central government agencies, the regional application of sectoral responsibility appears to be less relevant. If, instead, the focus is on actors within the vital societal functions, it appears reasonable that the Swedish Transport Administration should also operate at a regional level.

4.6 Interpretation of tasks and roles within the sector

4.6.1 The sector-responsible agencies have a clear understanding of their role

Our evaluation shows that all sector-responsible agencies have a clear understanding of what their role as a sector-responsible agency involves.

Several of the agencies interviewed point out that persuading external actors to understand the role in which an agency does different things can sometimes present a pedagogical challenge. Who is taking action in a given situation: is it the individual preparedness agency, the sector-responsible agency representing the preparedness sector, the whole sector acting collectively?

4.6.2 Principles for the work of the sector

Several sectors have formulated principles for their work. Some sectors emphasise the fact that the principle of responsibility is applicable, and that each of the preparedness agencies retain their areas of responsibility. In the Rescue Services and Civil Protection sector, it is stressed that collaboration should never be an end in itself, but should aim to achieve shared results.⁵⁷ The Security, Law and Order sector stated in an earlier version of its foundational document that sectoral responsibility must not become a bottleneck for the collaboration.⁵⁸

The Food Supply and Drinking Water sector has established seven different criteria for determining whether an issue should be addressed jointly within the sector.⁵⁹ These are:

- Statutory provisions impose direct requirements for coordination.

⁵⁷ Rescue Services and Civil Protection preparedness sector, *Om beredskapssektorn Räddningstjänst och skydd av civilbefolkningen – Grunddokument*, 2023.

⁵⁸ Swedish Police Authority, *Beredskapssektor Ordning och säkerhet – Grunddokument*, 2024, p. 15.

⁵⁹ Food Supply and Drinking Water preparedness sector, *Gemensamt grunddokument för beredskapssektorn Livsmedelsförsörjning och dricksvatten*, 2024.

- A joint approach is required in order to comply with statutory obligations.
- Several agencies within the sector engage with the same actors.
- The agencies within the sector benefit from learning from one another.
- The agencies within the sector each hold different pieces of a puzzle that need to be put together.
- Others require the sector-responsible agency to represent the preparedness sector.
- Coordinated communication is effective, provides clarity and fosters trust.

4.6.3 Interpretation of the agencies' responsibilities

Commitments for both sector-responsible agencies and other preparedness agencies are listed by some of the sectors in their foundational documents. The lists are based on the information contained in the Preparedness Ordinance, but this has been expanded to include items such as relations within the sector and specific responsibilities incumbent upon the sector-responsible agencies in particular. It is stressed that the preparedness agencies should proactively contribute to the work of the sector in various ways.

4.6.4 On which areas do the sectors collaborate?

In the Health, Care and Welfare sector, the agencies have jointly agreed on the main areas on which the sector is aiming to collaborate.⁶⁰ It is stated that the preparedness agencies within the sector will collaborate

- on the development of capability assessment, capability planning, shared situation reports and exercises in order to strengthen capability within the sector
- on the budget documents for civil defence
- on issues related to NATO
- regarding communication within and outside the sector, so that joint messages are communicated
- with regard to protective security issues.

As the list shows, collaboration within the sector largely concerns the preparation of supporting material. NATO has also been included in the

⁶⁰ Health, Care and Welfare preparedness sector, *Överenskommelse för arbetet i beredskapssektorn Hälsa, vård och omsorg*, 2024.

collaboration, which is an area not explicitly referred to in the Preparedness Ordinance.

We have not found a corresponding framework for overall areas for collaboration in other sectors' foundational documents. That said, the sectors' annual work plans include lists of more specific areas for collaboration.

4.6.5 The term 'civil preparedness' is used by several sectors

Three preparedness sectors use the term *civil preparedness* to describe their activities: the Energy Supply, Financial Services and Transport sectors.

5. Resource-related conditions for the preparedness sectors

This chapter describes conditions for the preparedness sectors in terms of finance and human resources. We review aspects such as the funds allocated to the preparedness sectors' areas of responsibility, to dedicated preparedness appropriations and to sector-responsible agencies.

5.1 Increasing resources for civil defence

In the Total Defence Bill for 2025–2030, the government announces substantial annual increases in civil defence funding, with the total civil framework for 2030 expected to amount to SEK 15 billion. The allocated funds are distributed over a total of sixteen areas, ten of which are designated in the same way as the ten preparedness sectors.^{61 62} The fact that ten of the areas are designated in the same way as the preparedness sectors does not mean that these funds are earmarked for the work of the preparedness sectors. The funds generally relate to administrative appropriations and policy appropriations within the sectors' areas of responsibility. However, the preparedness sectors have participated in the preparation of supporting material for the Total Defence Bill and so have been able to influence the resources allocated to the sectors' areas of responsibility.

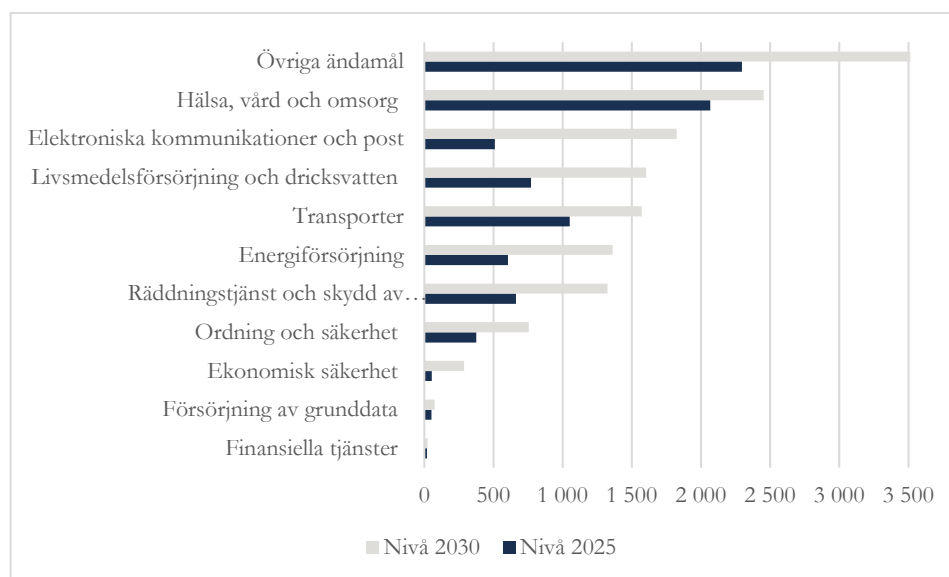
The allocation of resources to a sector's area of responsibility impacts the possibilities for preparedness agencies to implement preparedness measures, either individually or jointly, and to fund measures among the sector's actors, such as the business sector and municipalities.

The investments made within the preparedness sectors' areas of responsibility vary considerably in terms of scope. Therefore, Figure 1 shows how much of the total framework for 2025 (SEK 8.5 billion) and 2030 (SEK 15 billion) has been allocated to each area. The shares for the other six purposes are presented jointly in the figure: by far the largest items in these cases are Coordination and Leadership and Future Initiatives.

⁶¹ The other six purposes are Coordination and Leadership, Knowledge and Research, Protection of Cultural Heritage, Voluntary Defence Organisations, Other and Future Initiatives.

⁶² Prop. 2024/25:34 *Totalförsvaret 2025–2030*.

Figure 1. Funding allocated to different civil defence areas in 2025 and 2030 (SEK million).⁶³



The sector allocated the most resources is Health, Care and Welfare, with almost SEK 2.5 billion in 2030. As a share of the total, however, Health, Care and Welfare funding will decrease by 2030 – from 24 per cent in 2025 to 16 per cent in 2030. The largest increase in share by 2030 is for Electronic Communications and Postal Services: from 6 per cent of the total in 2025 to 12 per cent in 2030.

The sectors receiving the least resources are Economic Security, Provision of Core Data and Financial Services (less than 2 per cent of the total for each sector in 2030). For Financial Services, the annual appropriations for 2030 have increased by SEK 15 million per year.

5.2 Dedicated preparedness appropriations

There are dedicated preparedness appropriations in several of the preparedness sectors that the government uses to channel funds to agencies or other actors within the sectors' areas of responsibility. Svenska kraftnät and PTS have managed such appropriations for many years. Several new preparedness appropriations have been created in recent years. Table 5 describes these preparedness appropriations.

⁶³ Prop. 2024/25:34 *Totalförsvaret 2025–2030*, pp. 162–163.

Table 5. Dedicated preparedness appropriations by sector in the Budget Bill for 2025.
Amounts are stated in SEK million.⁶⁴

Preparedness sector	Appropriations	2025	2026	2027
Electronic Communications and Postal Services	2:5 Reliable and accessible electronic communications	819	1,344	2,019
Energy Supply	1:10 Energy preparedness	198	398	651
	1:11 Electricity preparedness	733	705	854
Health, Care and Welfare	1:14 Civil defence in health and medical care	1,733	1,733	1,733
Food Supply and Drinking Water	1:27 Preparedness measures in the field of food and drinking water	356	496	802
Rescue Services and Civil Protection	2:4 Crisis Preparedness <i>Rescue services – civil defence</i>	67	85	187
	2:4 Crisis Preparedness ☐ <i>Parked funds Rescue Services and Civil Protection</i>		87	300
Transport	1:1 Development of the state transport infrastructure ⁶⁵ ☐ <i>Civil defence</i>	618	515	616

The following sectors have no dedicated preparedness appropriations:
Economic Security, Financial Services, Provision of Core Data, and Security,
Law and Order.

Several of the sector-responsible agencies regard the preparedness appropriations as a success factor in the exercise of their sectoral responsibilities. There are examples of investment programmes being developed within the framework of the sector. The agencies in the Food Supply and Drinking Water sector are working jointly on an investment

⁶⁴ Prop. 2024/25:1 *Budgetpropositionen för 2025*.

⁶⁵ Appropriation item 9 under appropriation 1:1 Development of the state's transport infrastructure may be used for expenditure on measures for preparedness and civil defence in the field of transport, as well as associated administrative costs. There are a number of other appropriation items under this appropriation that mainly fund investments in transport infrastructure.

programme for food and drinking water preparedness, including waste and wastewater, which has become operational in 2025.⁶⁶

Statutory support is required for central government agencies to be able to provide grants to companies. The absence of such ordinances may therefore hinder impede the agencies' efforts to strengthen actors' capabilities. For instance, the Swedish Energy Agency has had to focus its energy preparedness grants on municipalities, as it lacks regulatory support to provide grants to companies. Until recently, PTS was unable to provide grants to postal service actors, but this option is now available to them⁶⁷. Several new ordinances have been adopted to allow grants to be provided to municipalities and regions.⁶⁸

Specific funds are also allocated to agencies to administer grants to actors. The Swedish Food Agency has established a dedicated unit for its investment programme for food and drinking water preparedness.⁶⁹ PTS has received a SEK 35 million increase in funding for 2025 for managing preparedness measures for electronic communications and postal services.⁷⁰

5.3 Funds for sector-responsible agencies

As of 2023, sector-responsible agencies have received a permanent increase in funding of SEK 7.5 million for sectoral responsibilities.⁷¹

Few sector-responsible agencies received any new funding for civil defence in the Budget Bill for 2024. Only the National Board of Health and Welfare received funds explicitly intended for sectoral responsibilities, but this funding was provided via preparedness appropriation 1:14.

⁶⁶ Swedish Food Agency and Swedish Environmental Protection Agency, *Investeringsprogram – Beredskapssektorn livsmedelsförsörjning och dricksvatten – Redovisning av regeringsuppdrag*, 2025.

⁶⁷ The Ordinance on state aid for robust and reliable electronic communications (2018:1300) was extended in the spring of 2025 to include postal services. The amendment to the ordinance entered into force on 1 June 2025.

⁶⁸ Examples of ordinances that allow grants to be provided to municipalities and regions include the Ordinance on government grants to regions for measures to increase the operational reliability of health and medical care properties (2023:30), the Ordinance on government grants to regions for healthcare preparedness (2023:489) and the Ordinance on government grants to municipalities for social services and healthcare preparedness (2023:490).

⁶⁹ <https://www.livsmedelsverket.se/beredskap/livsmedelsberedskap-for-offentliga-aktorer/investeringsprogram-for-sveriges-livsmedels-och-dricksvattenberedskap> Accessed on 28 March 2025.

⁷⁰ Prop. 2024/25:1 *Budgetpropositionen för 2025*.

⁷¹ Prop. 2022/23:1 *Budgetpropositionen för 2023*.

In the Budget Bill for 2025, several of the sector-responsible agencies are allocated resources relating specifically to work in the preparedness sector. In the case of the Swedish Post and Telecom Authority, the Swedish Tax Agency, the National Board of Health and Welfare and the Swedish Food Agency, these resources also relate to the work of the preparedness agency. Table 6 shows the increases in appropriations made with specific reference to sectoral responsibilities.

Table 6. Resources allocated specifically for sectoral responsibilities, SEK million.⁷²

Sector-responsible agency	2023	2024	2025	2026	2027
Swedish Social Insurance Agency	7.5	7.5	7.5	7.5	7.5
PTS	7.5	7.5	17.5 ⁷³	20.5	24.5
Swedish Energy Agency	7.5	7.5	7.5	7.5	7.5
Swedish Financial Supervisory Authority	7.5	7.5	7.5	7.5	7.5
Swedish Tax Agency	7.5	7.5	18.5 ⁷⁴	20.5	24.5
National Board of Health and Welfare	7.5	10.7 ⁷⁵	18.5 ⁷⁶	20.5	24.5
Swedish Food Agency	7.5	7.5	17.5 ⁷⁷	20.5	20.5
Swedish Police Authority	7.5	7.5	7.5	7.5	7.5
Swedish Civil Contingencies Agency	7.5	7.5	7.5	7.5	7.5
Swedish Transport Administration	7.5	7.5	7.5	7.5	7.5
Total	75	78.2	117	127	139

In addition to directed funding for the sectoral responsibilities themselves, several sector-responsible agencies have also received increased resources for their work on civil defence. In several cases, these resources can also be

⁷² Prop. 2022/23:1 *Budgetpropositionen för 2023*, Prop. 2023/24:1 *Budgetpropositionen för 2024* samt Prop. 2024/25:1 *Budgetpropositionen för 2025*.

⁷³ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'For the implementation of measures within the framework of the role of PTS as a sector-responsible preparedness agency in civil defence, the appropriation is increased by SEK 10,000,000 for 2025.'

⁷⁴ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'For the Swedish Tax Agency to be able to fulfil its responsibility in the field of civil defence as a preparedness agency and sector-responsible agency for the provision of core data, the appropriation is increased by SEK 11 million for 2025.'

⁷⁵ Ministry of Social Affairs, *Regleringsbrev för budgetåret 2024 avseende anslag 1:14 Civilt försvar inom hälso- och sjukvård*, S2023/03257 (in part), 20 December 2023. SEK 3.2 million is allocated for 'tasks linked to the agency's responsibilities as sector-responsible preparedness agency.'

⁷⁶ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'The appropriation is increased by a further SEK 11 million for 2025 for work carried out in the capacity of a sector-responsible agency.'

⁷⁷ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'To intensify the re-establishment of civil defence with a view to strengthening overall total defence capability, the government considers that funds to increase the agency's own capability as a preparedness agency and sectoral agency should be transferred to the appropriation from appropriation 1:27.'

utilised by the agencies for their sectoral responsibility work. Table 7 shows the increases in administrative appropriations in respect of civil defence.

Table 7. Increases in administrative appropriations in respect of civil defence in relation to 2023 appropriations, SEK million.⁷⁸

Sector-responsible agency	2024	2025	2026	2027
Swedish Social Insurance Agency	0	11 ⁷⁹	13	17
PTS	0	35 ⁸⁰	37	45
Swedish Energy Agency	0	0	0	0
Swedish Financial Supervisory Authority	0	5 ⁸¹	5	5
Swedish Tax Agency	0	0	0	0
National Board of Health and Welfare	0	6	6	6
Swedish Food Agency	120	133	148	161
Swedish Police Authority	0	86 ⁸²	156	217
Swedish Civil Contingencies Agency	130.2 ⁸³	257	270	261
Swedish Transport Administration	0	0	0	0

It is partly unclear which funds are allocated to sector-responsible agencies for their sectoral responsibilities, and which funds are allocated to the agencies for other purposes. Furthermore, it is difficult to track all funding streams. For instance, in 2023, the National Board of Health and Welfare received around 65 per cent of its funding for tasks relating to civil defence from policy appropriations, and the rest from the administrative

⁷⁸ Work related to sectoral responsibilities may be included in these amounts in certain respects.

⁷⁹ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'To strengthen civil defence efforts, the appropriation is increased by SEK 11,000,000 for 2025.'

⁸⁰ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'For PTS's work on administering, planning, developing and leading the work on measures to strengthen the resilience, reliability and security of the infrastructure for electronic communications and postal services, the appropriation is increased by SEK 35,000,000 for 2025.'

⁸¹ Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'Capability building in the field of civil defence'.

⁸² Prop. 2024/25:1 *Budgetpropositionen för 2025*. 'To strengthen civil defence capabilities, the appropriation is increased by SEK 86,000,000 for 2025.'

⁸³ MSB received increased appropriations in respect of various activities. The increases related to rescue services and civil protection are presented here.

appropriation.⁸⁴ The Swedish Transport Administration also receives a substantial share of its resources for civil defence from policy appropriations.

5.4 What costs are incurred by the sector-responsible agencies?

In March 2025, MTFA conducted a survey among the sector-responsible agencies in order to obtain an overview of the costs they incur for their sectoral responsibilities. We requested information on the total costs of sectoral responsibility in terms of staff, premises, IT, consultants, investments and overheads.

Several of the agencies found it difficult to present comparable data on costs relating to sectoral responsibility, as these costs are not generally reported separately in their financial systems. Several agencies also state that other parts of the agency contribute to the sectoral responsibility, but that it has been difficult to cost this. In several cases, they also indicate difficulties in distinguishing between costs relating to sectoral responsibilities and costs relating to the agency's general preparedness work. Hence, there is a large degree of uncertainty in the data presented in Table 8.

Table 8. Costs for sectoral responsibilities, SEK million.⁸⁵

Sector-responsible agency	2023 outcome	2024 outcome	2025 budget
Swedish Social Insurance Agency	4	4.5	5
PTS	7.5	7.5	17.5
Swedish Energy Agency	9.9	11.3	16.4
Swedish Financial Supervisory Authority ⁸⁶	15.6	15.6	16.7
Swedish Tax Agency	1.65	2.2	3.3
National Board of Health and Welfare	5.1	4	5.7
Swedish Food Agency	7.2	15.9	17.5

⁸⁴ Swedish Agency for Public Management, *Myndighetsanalys av Socialstyrelsen. Slutrapport*, 2025, p. 53.

⁸⁵ MTFA survey of sector-responsible agencies, March 2025.

⁸⁶ The Swedish Financial Supervisory Authority's relatively high costs for sectoral responsibility in 2023 and 2024 are due to the fact that they report most of the agency's costs for crisis preparedness and civil defence as falling within the scope of sectoral responsibility.

Swedish Police Authority⁸⁷	5	5	5
Swedish Civil Contingencies Agency	4.6	6.4	8.9
Swedish Transport Administration⁸⁸	8.4	9.3	11
Total	68.95	81.7	107

Several of the sector-responsible agencies have budgeted for a significant increase in ambition for sectoral responsibilities in 2025. However, the difference between the agencies investing the most and those investing the least is increasing.

The costs for sectoral responsibilities can be viewed in relation to the number of full-time equivalents that the agencies reported assigning to sectoral responsibilities in 2024. These are presented in Table 9.

Table 9. Full-time equivalents assigned to sectoral responsibilities among the sector-responsible agencies in 2024.⁸⁹

Sector-responsible agency	Full-time equivalents for sectoral responsibilities, 2024
Swedish Social Insurance Agency	4
PTS	5
Swedish Energy Agency	5.8
Swedish Financial Supervisory Authority	5
Swedish Tax Agency	2.2
National Board of Health and Welfare	2
Swedish Food Agency	6.9
Swedish Police Authority	5
Swedish Civil Contingencies Agency	4.4
Swedish Transport Administration⁹⁰	5.7
Total	46

⁸⁷ The figures for the Swedish Police Authority are an estimate based on salary costs and does not include overheads.

⁸⁸ The figures for the Swedish Transport Administration include their work with BT POS, but not the work with sectoral responsibility carried out by the Swedish Transport Administration's regions.

⁸⁹ MTFA survey of sector-responsible agencies, March 2025.

⁹⁰ The Swedish Transport Administration has included its work with BT POS, but not the work with sectoral responsibility carried out by the Swedish Transport Administration's regions.

In 2024, work on sectoral responsibilities consumed an average of 4.6 full-time equivalents. The total number of full-time equivalents was 46. There are some differences in the deployment of staff by the sector-responsible agencies. We know that several of the agencies have had a high turnover of staff in the sector administrations, which has probably impacted the staffing situation. However, we also believe that the way in which the agencies have reported their full-time equivalents is also a factor. Finally, funding and the agency's ambition with regard to its sectoral responsibility are also likely to play a role.

5.5 Use of resources by the preparedness agencies for their work in the preparedness sectors

In the interviews, we asked the preparedness agencies to estimate how many full-time equivalents they devote to sectoral work, and the responses we received ranged from 0.25 to 1.5 full-time equivalents per agency.

The preparedness agencies provide different overviews of the extent to which the allocated preparedness funds are sufficient for work within the preparedness sectors. Some preparedness agencies with limited preparedness resources devote a larger share of their human resources to work in the preparedness sector. One example is the Swedish National Courts Administration, which has two employees working on preparedness: they devote about 30 per cent of their time to sectoral work.

One factor influencing the adequacy of resources is the extent to which an agency's sectoral work aligns with its regular activities. If sectoral work corresponds closely to the agency's regular activities, there are opportunities for resource efficiency by allowing material produced as part of their regular activities to be used in sectoral work, for example; and vice versa. Several agencies have stated in the interviews that they have been able to do this. For instance, MSB states that its work in the Electronic Communications and Postal Services sector has not involved any additional tasks, and that its sectoral work reinforces its regular activities. Similarly, the Riksbank argues that the resources it devotes to sectoral work would have been required for collaboration anyway, under its mandate in the Riksbank Act.

5.6 Grants from appropriation 2:4 Crisis Preparedness

Agencies may apply for grants for development projects in the field of crisis preparedness and civil defence from appropriation 2:4 Crisis Preparedness, which is administered by MSB. Cross-sectoral work to safeguard vital societal functions in the ten preparedness sectors is one area for which the appropriation is to be used in 2025.⁹¹

In 2024, SEK 292 million was distributed over a total of around 80 projects. Of the sector-responsible agencies, PTS was by far the largest recipient of grants for development projects (SEK 59 million), while the Swedish Food Agency received SEK 15.6 million and the Swedish Police Authority SEK 14.5 million.⁹²

⁹¹ Ministry of Defence, *Regleringsbrev för budgetåret 2025 avseende MSB*, 2024.

⁹² Swedish Civil Contingencies Agency, *Årsredovisning 2024*, 2025, p. 136.

An investment has also been made in strengthening new preparedness agencies, with the Swedish Companies Registration Office, the Agency for Digital Government, the Swedish Environmental Protection Agency and the National Government Service Centre being allocated funds.⁹³

It is worth noting that despite the substantial increases provided to the administrative appropriations of many preparedness agencies, as well as to dedicated preparedness appropriations, several agencies still perceive a need to apply for funds from appropriation 2:4 Crisis Preparedness. In the Food Supply and Drinking Water sector, coordination of applications for 2:4 funds forms part of the sector's annual process.⁹⁴ In the Economic Security sector, the agencies have submitted a joint application for funds from appropriation 2:4.

5.7 Observations on resource-related conditions

In our interviews, most of the sector-responsible agencies stated that they devote more resources to the work on sectoral responsibility than the SEK 7.5 million they have been allocated for that purpose. However, the survey responses present a different picture of the situation to some extent, with several agencies stating that they spend less than the SEK 7.5 million.

Some of the sector-responsible agencies state that a lack of resources has not yet presented an obstacle to the work of the sector. Other sector-responsible agencies that have received smaller increases in new resources argue that limited resources have presented an obstacle to the work of the sector.

There are significant differences in the size of the sector-responsible agencies' organisations, which affects their ability to absorb the costs of necessary investments and support functions. The Swedish Financial Supervisory Authority, for instance, which employs around 650 staff, has expressed difficulties in funding some of the investments required for its assignment.

The Swedish Food Agency is often highlighted as a sector-responsible agency that has achieved great results within its area of responsibility.⁹⁵ It should be noted that the Swedish Food Agency has been allocated

⁹³ Swedish Civil Contingencies Agency, *Årsredovisning 2024*, 2025, p. 72.

⁹⁴ Food Supply and Drinking Water preparedness sector, *Gemensamt grunddokument för beredskapssektorn Livsmedelsförsörjning och dricksvatten*, 2024.

⁹⁵ See, for example, Swedish National Audit Office, *Den statliga styrningen av det civila försvarets uppbyggnad*, 2025.

substantial financial resources for its civil defence work for a number of years, which has enabled it to gradually build up capability.

The potential workload within a preparedness sector is influenced by the presence and scale of actors from the business sector, municipalities and regions in the sector's area of responsibility. For sectors such as Economic Security and Provision of Core Data, the role of the business sector is very limited. In other sectors, the situation is very different. One example is the Transport sector, where more than 30,000 companies operate within the sector's area of responsibility. This should be taken into account when considering the level of funding provided for sectoral responsibilities.

A further observation is that more general economic conditions impact activities within the preparedness sectors. The substantial cost increases that have occurred in recent years have, to some extent, cancelled out the increases in appropriations in the field of preparedness. Several agencies have also highlighted the fact that the general savings imposed on central government administration in 2024 have impacted the agencies' general financial resources.

Some revenue-funded agencies such as the Swedish Maritime Administration and the Swedish Civil Aviation Administration have struggled with declining revenues in recent years as a result of reduced transport within their respective modes of transport. The agencies' preparedness work is funded through appropriations. While the Swedish Maritime Administration has been allocated new preparedness funding through appropriations, it has considered closing helicopter bases due to reduced revenues, which would impact the agency's civil defence capabilities.

6. On work in the preparedness sectors

This chapter describes the process of establishing the preparedness sectors, how they are organised and what documents they have produced. We also describe how the sector-responsible agencies interpret and perform their tasks. We also describe some activities carried out by the sectors. Finally, we highlight a number of development needs identified by the agencies.

6.1 How has the establishment of the sectors been implemented?

Our interviews have shown that some sectors – such as Security, Law and Order and Rescue Services and Civil Protection – began their establishment work as early as the spring of 2022. Similar work had also already been carried out in some sectors. For instance, the Swedish Post and Telecom Authority (PTS) had for several years been developing orientation documents and a training and exercise strategy for the field of electronic communications within the framework of the National Telecommunications Cooperation Group (NTSG).

Together with the agencies, MSB developed a guiding framework for the implementation of the new civil preparedness structure early on in the process. This has had an impact on the establishment of the sectors in that similar allocations of roles and responsibilities and meeting structures were established in all sectors, for example. What the framework specifies for the preparedness sectors is set out in Fact Box 1.

6.1.1 Similar development process within the sectors

The establishment of the preparedness sectors has generally taken place in similar ways. Initially, the sectors worked on building internal collaboration within the sectors, before then broadening the perspective to endeavour to achieve increased collaboration with other sectors and civil areas, for example.

At the outset, some sector-responsible agencies needed time to recruit staff to work on sectoral responsibilities on a long-term basis.

The start-up of the preparedness sectors included establishing meeting structures, working groups and networks, as well as creating basic procedures for the work of the sector. Interpreting the sector's assignment has often been a time-consuming task. Moreover, sector-responsible

agencies have provided support to new preparedness agencies which previously held no monitoring responsibilities.

Fact Box 1. Framework for the implementation of the new civil preparedness structure.⁹⁶

Prior to the launch of the system on 1 October 2022, the sectors were expected to have

- produced an initial text on tasks and roles within the sector
- made an initial assessment of which actors need to be involved in the sector's work, based on their respective areas of responsibility
- developed an initial plan for how work within the sector should be conducted
- initiated a protective security analysis and a plan for information exchange within the sector
- reviewed and, where necessary, adapted working methods for operational work, including situation reporting and forums, in order to achieve orientation and coordination
- familiarised themselves with the basics of existing working methods for collaboration and command, recognised that the consequences of societal disruptions are, by definition, cross-sectoral, and continued to contribute to the further development of the document titled 'Gemensamma grunder för samverkan och ledning' [Common principles for collaboration and command].

For work in 2023, the framework was developed to also include the following:

- Each respective preparedness sector is established. There is a basic ability to perform the tasks according to the Ordinance on the preparedness of central government agencies (2022:524).
- Agencies that did not hold monitoring responsibilities before 1 October 2022 have a basic ability to operate as preparedness agencies.
- There is consensus between the agencies within the sectors regarding the allocation of responsibilities and how collaboration should take place.
- A basic reporting capability in accordance with statutory provisions and decisions has been developed and is used.

⁹⁶ Swedish Civil Contingencies Agency, *Målbild för implementering av en ny struktur för civil beredskap*, 2023. The framework also includes corresponding objectives for the civil areas, but these have been omitted here.

- There is an established meeting structure at senior management level, which includes the purpose and who participates in each meeting format.
- MSB's coordinating role in relation to the sector-responsible agencies has been clarified.

All sectors are still working on developing procedures for day-to-day work within the sector. Most sectors are also engaged in identifying areas within the sector around which collaboration should take place. Interpretation of the sector's assignment remains a work in progress in many cases. A lot of time has been spent on producing orienting documents of various kinds.

Most sectors are also working on creating forms of collaboration with external actors, such as representatives of the business sector, civil areas and other preparedness sectors. Furthermore, the sectors are engaged in developing joint activities in which all or some of the sector's agencies participate.

The Swedish Energy Agency writes in its annual report for 2024:

Much of the work carried out within the energy sector in relation to civil defence during the year may be regarded as capability-building in nature.⁹⁷

The Swedish Food Agency describes 2024 as follows:

In 2024, the Food Supply and Drinking Water preparedness sector moved from a phase of role clarification to planning joint actions to increase Sweden's food and drinking water supply in peacetime crises and, ultimately, war.⁹⁸

We have received similar descriptions of sectoral work during 2024 from several other sectors. We can probably expect to see more implementation of measures within the sectors in 2025.

Our overall assessment is that the sector-responsible agencies have been the driving force in establishing the sectors. However, the overall impression is that the establishment of the sectors has been a team effort, with the agencies building the sectors together.

⁹⁷ Swedish Energy Agency, *Arsredovisning 2024*, 2025.

⁹⁸ Swedish Food Agency, *Arsredovisning 2024*, 2025.

6.1.2 Collaboration is facilitated by other and previous collaborative relationships

Our view is that collaboration is generally working well in most of the sectors. One of the reasons for this is the fact that collaboration between agencies and other actors is not new. Historical forms of collaboration have influenced the starting point for the implementation of the structural reform. The precise nature of these forms of collaboration varies. In some instances, the agencies within a preparedness sector previously formed part of the same collaboration area. However, there are also several other significant forms of collaboration, such as bodies for public-private cooperation within some agencies (see also section 7.4). Regardless of their form, such previous collaborative relationships appear to have facilitated work within the sectors. However, there are also examples of sectors that do not have this tradition, but where collaboration nevertheless works well. Familiarity between actors is no guarantee that sectoral work will deliver desirable effects.

In some sectors, the work has been facilitated by the recent need for agencies to collaborate when dealing with major incidents. The clearest example relates to the Health, Care and Welfare sector, where agencies collaborated at all levels during the pandemic.

There are generally cooperation bodies other than the sector itself within the preparedness sectors' areas of responsibility. In turn, these cooperation bodies may be important for the sector's work. In addition to direct sectoral collaboration, therefore, it is common for the actors concerned to meet in other combinations, such as various forums linked to the activities of individual agencies. Although these are usually forums focusing on matters other than preparedness, it is common for preparedness issues to be brought up when such meetings take place.

6.2 How the sectors are organised

6.2.1 There are both similarities and differences in the agencies' organisation of sectoral work

In recent years, a number of sector-responsible agencies have experienced strong growth in resources in the fields of security and preparedness. Half of the sector-responsible agencies have established dedicated preparedness divisions employing between 30 and 70 staff.⁹⁹ However, in several instances

⁹⁹ These are the Swedish Energy Agency, the Swedish Food Agency, the Swedish Post and Telecom Authority, the National Board of Health and Welfare and the Swedish Transport Administration.

these also include supervisory units for the NIS Act¹⁰⁰, the Protective Security Act and sector-specific preparedness legislation. Our view is that sectoral responsibilities are facilitated by these larger preparedness divisions, as they provide greater access to expertise and support resources within the organisation.

All sector-responsible agencies have a function that is responsible for coordinating the work of the preparedness sector. Some sector-responsible agencies (such as the Swedish Food Agency, MSB and the National Board of Health and Welfare) refer to this function as a sectoral administration. In some instances, a separate unit has been established for sectoral responsibilities which is distinct from the unit that coordinates the agency's own preparedness work. In other cases, sectoral responsibilities are managed at the same unit as the agency's other preparedness work.

The scale of preparedness organisations varies among other preparedness agencies:

- One agency – Svenska kraftnät – has its own preparedness division.
- Most of the preparedness agencies have an preparedness unit.
- Some agencies (such as the Swedish National Courts Administration and the National Government Service Centre) have only a few preparedness officers who are part of another unit.

In both sector-responsible agencies and other preparedness agencies, divisions responsible for policy also work on preparedness issues, in addition to the tasks handled by the agencies' preparedness functions.

6.2.2 A meeting structure with hierarchical levels

All sectors have a three-tier meeting structure, which is consistent with the structure used in MSB's meeting series for civil preparedness.

- **Head of agency level:** Comprises Directors-General and has an orienting or steering and evaluating function for the preparedness sector. This group makes decisions in some sectors, while in others it is more of a forum for information and support. Heads of agencies often have to ensure that there is consensus on what needs to be done and what resources this will require. The frequency of meetings varies between sectors and ranges from one to four times a year.
- **Senior management level:** Usually comprises managers (heads) who are responsible for preparedness issues at the various agencies. In a few

¹⁰⁰ Information Security for Essential Services and Digital Services Act (2018:1174).

sectors, representatives of other actors have also been co-opted into the group. This level may also have an orienting, steering, decision-making and prioritising role. In several sectors, the annual work plan is decided at senior management level. The frequency of meetings varies between sectors, from twice a year to once a month.

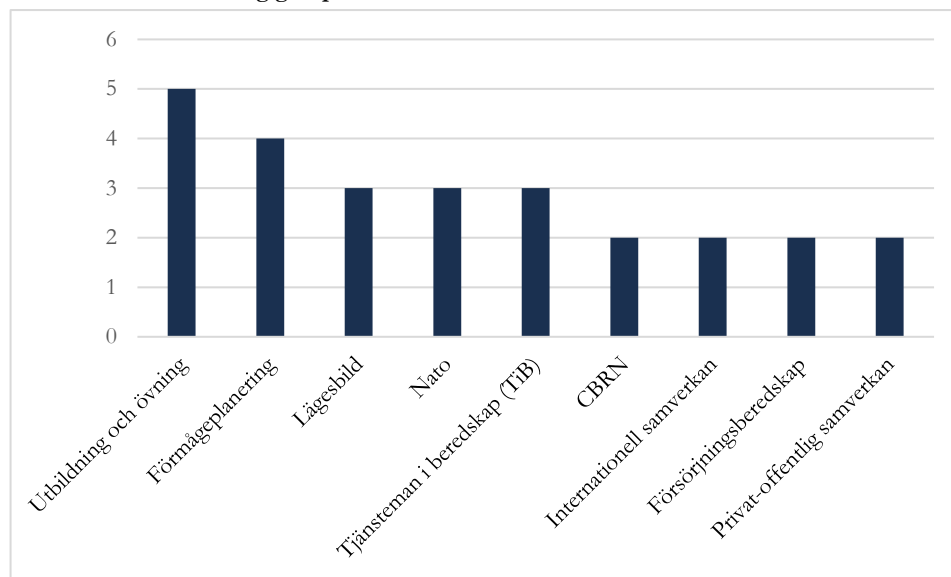
- **Administrator level:** Comprises administrators or heads of unit. They generally have a coordinating and implementing role, and prepare material for the senior management levels. The frequency of meetings varies between sectors, from four to twelve times a year.

In the Financial Services sector, the meeting structure is partially integrated into the structure of the Financial Sector Public-Private Cooperation (FSPOS).

6.2.3 Working groups

All sectors have some form of working group. Much of the sector-wide work is carried out within these working groups. Figure 2 shows the most common themes for such working groups.

Figure 2. Themes for working groups in the preparedness sectors. Indicates the number of sectors that have working groups on the basis of each theme.



The working groups may be permanent or temporary. The number of working groups per sector varies between one and nine. There are also about twenty different themes for working groups, often relating to sector-specific activities such as postal issues or maritime security.

6.2.4 Networks

Seven of the sectors also have networks. The purpose of the networks is to share intelligence and carry out joint development work in a specific area, such as law. A network does not necessarily have a clear end date, but operates continuously over time. The most common theme for networks is communication, which is found in seven sectors. Furthermore, there are networks on the following themes in two sectors each: legal, protective security and Duty Officer. In the Economic Security and Security, Law and Order sectors, which have several new preparedness agencies, we get the impression that the networks have provided useful support to them.

6.2.5 Other related forums

Several of the sectors have built their organisational structures in ways that are closely linked to other existing or new forms of collaboration. Section 7.4 describes such structures for public-private cooperation. However, there are also forums that focus on collaboration among public actors that are closely linked to the preparedness sector. This is the case for the Rescue Services and Civil Protection sector, for example, which relates to the Rescue Services Council, the Civil Protection Council and the Nuclear Preparedness Forum, among others.

In several cases, it is not entirely clear to agencies and actors how these forums should relate to the activities of the preparedness sectors.

6.2.6 Co-opted members rare

For most sectors, there are agencies that do not form part of the sector, but whose activities are related to those of the sector. SOU 2021:25 *Struktur för ökad motståndskraft* [Structure for increased resilience] argued that other agencies and organisations beyond those formally included in a preparedness sector could be co-opted to the sectors, if necessary. However, co-opted participants in the work of the sectors are rare. Here are the examples we have found:

- **Financial Services:** The Riksbank participates in the work of the sector on a voluntary basis, but there is no decision on co-option.
- **Security, Law and Order:** The Swedish Migration Agency is co-opted into the sector. In practice, the Swedish Migration Agency participates in the work of the sector in the same way as other preparedness agencies, although their participation and reporting take place on an entirely voluntary basis.

- **Rescue Services and Civil Protection:** The Swedish Association of Local Agencies and Regions, the Greater Stockholm Fire Brigade and SOS Alarm Sverige AB are co-opted members.

The Swedish Armed Forces are not co-opted into any sector. However, the agency does participate in collaborative structures in sectors such as Electronic Communications and Postal Services and Transport.

6.2.7 Sectoral work and supervisory tasks are kept separate in organisational terms

There are some sectors where either the sector-responsible agency or one of the preparedness agencies holds supervisory responsibility that affects the other agencies in the sector or other actors that are part of the sector's area of responsibility. This may concern the Protective Security Act, the NIS Act or sector-specific preparedness legislation. However, supervision that is not linked to preparedness is also conducted.

In cases where supervision of agencies occurs within the preparedness sectors, our interviews have found no indication that this is perceived as a major problem in practice. In general, the supervisory agencies concerned deliberately separate their preparedness and supervision roles by placing them in different organisational units, for example.

It is worth noting the Swedish Financial Supervisory Authority's approach to merging supervisory and sectoral responsibilities, as it believes that this may increase efficiency for both agencies and companies within the sector. The authority regards its supervisory activities as an important source of knowledge for work on situation reports. Some of the regulatory frameworks that the agency is tasked with supervising involve capacity building within companies. However, the Swedish Financial Supervisory Authority perceives challenges in working to promote collaboration with the business sector in its role as sector-responsible agency, while at the same time supervising the same actors.

6.3 Documents in the preparedness sectors

There are no statutory requirements indicating which documents preparedness sectors should adopt. Table 10 presents some of the key documents on which the sectors have worked.

Table 10. Documents held by the preparedness sectors.

	Foundational/orie ntation documents	Ten-year plan	Annual work plan 2025	Training and exercise strategy
Economic Security	Prep	Prep	Documents available	Prep
Electronic Communications and Postal Services	Documents available	Prep	Documents available	Documents available
Energy Supply	Documents available	Prep	Documents available	Prep
Financial Services	No plans to produce	Documents available	Documents available	Documents planned
Provision of Core Data	Documents under consideration	Documents available	Documents available	Documents available
Health, Care and Welfare	Documents available	Prep	Prep	Prep
Food Supply and Drinking Water	Documents available	Documents available	Documents available	Documents available
Security, Law and Order	Documents available	Documents available	Documents available	Documents available
Rescue Services and Civil Protection	Documents available	Prep	Documents available	Prep
Transport	Documents available	Prep	Documents available	Documents available

6.3.1 Foundational documents, orientation documents or agreements

Seven out of ten sectors have some form of agreement between the agencies within the sector, setting out the conditions for the sector's work. Items that are commonly included in the documents are:

- the purpose and objectives of the sector's work
- the assignments of the participating agencies in the sector
- links with other actors and collaboration forums
- the sector's vital societal functions
- the annual work process
- the sector's organisation and meeting arrangements
- commitments for participating agencies
- principles for the sector's work.

Two of the sectors have not started work on a foundational document. Working arrangements are established in these sectors as well, but they have not been formalised in an agreement between the agencies.

We assess that foundational and orientation documents are important for the work of the sectors. The agencies use these documents to ensure that they do actually agree on the purpose of the sector's work, and also on how the work should be conducted.

6.3.2 Ten-year plan

MSB advocates that preparedness agencies should produce ten-year plans as part of their capability planning.¹⁰¹ Several sectors have adopted this approach. However, only four sectors had completed such plans as of March 2025, while six sectors were in the process of preparing their documents. Two of the sectors use as their ten-year plan the system documentation that is to be submitted annually to MSB.

The Swedish Food Agency reports that the ten-year plan is expected to contribute to more strategic work in the preparedness sector.¹⁰²

6.3.3 Annual work plan

All sectors have produced or are planning to produce an annual work plan for 2025. These plans specify aspects such as priority issues that the sector has to address, as well as which working groups are to be established and the tasks to be performed by them.

6.3.4 Training and exercise strategy

Most sectors have or are preparing some form of exercise strategy or plan, which often includes training as well. The documents relate primarily to sector-wide training and exercise activities. The strategies are often conceptual and focus on needs and target groups, and on how to address those needs at a general level. The plans contain more specific descriptions of the activities to be implemented.

The Financial Services sector has chosen not to produce a document for the agencies within the sector, as there is already an exercise strategy for the Financial Sector Public-Private Cooperation (FSPOS) which includes the agencies within the sector. Moreover, exercise activities are conducted for the agencies within the framework of the assignments performed by the Riksbank and the Swedish National Debt Office.

It is worth noting that PTS had already adopted training and exercise strategies for electronic communications and postal services before it became a sector-responsible agency.

6.3.5 Other documents produced by the sectors

- **Documents on collaborative structure:** Several sectors have produced documents on their collaborative structures with the business sector and

¹⁰¹ Swedish Civil Contingencies Agency, *Vägledning – Planering för civil beredskap*, 2023.

¹⁰² Swedish Food Agency, *Årsredovisning 2024*, 2025, p. 41.

other actors. For instance, there is an agreement between the actors involved in the Transport Preparedness Sector Public-Private Cooperation (BT POS). The Health, Care and Welfare sector has signed an agreement with the county administrative boards responsible for civil areas regarding the principles and forms of their collaboration.

- **Procedure for joint situation reporting:** A few sectors have produced procedures for joint situation reporting, and several sectors are working on such procedures.
- **Procedure for joint case preparation:** We have reviewed two documents that include procedures for the sector's preparation of joint cases. Three of the sectors are working on such procedures. However, it is worth noting that five of the sectors have no plans to produce such procedures, given the amount of time the preparedness sectors appear to spend on preparing common documentation.
- **Protective security agreement:** A few sectors have produced a protective security agreement for the sector's work. The agreement we have reviewed regulates how classified information is to be shared within the sector. Four sectors are preparing similar agreements or contracts, while the same number have no plans to produce such documents.
- **Risk and vulnerability assessment:** The Swedish Transport Administration and the Swedish Financial Supervisory Authority have produced open versions of risk and vulnerability assessments that also cover their respective preparedness sectors. The Swedish Financial Supervisory Authority's risk and vulnerability assessment describes the sector's societally vital activities, as well as the sector's planned actions going forward. In its risk and vulnerability assessment, the Swedish Transport Administration describes priority development proposals for the sector. The Swedish Food Agency also has a risk and vulnerability assessment for its sector.
- **Threat and risk profile:** The Transport and Energy Supply preparedness sectors have produced open threat and risk profiles. These documents are aimed at both public and private actors. One purpose of having documents containing open information is to reduce unnecessary exchange of sensitive information. Three other sectors are preparing similar documents.

- **Other documents:** Other documents that have been produced or are being prepared by individual sectors include procedures for duty officers and communications security. One sector is developing sector-wide planning assumptions.

6.4 How do the sector-responsible agencies interpret and perform their tasks?

This section reviews the work related to the tasks of the sector-responsible agencies in respect of collaboration within the sector. Chapter 7 describes collaboration with external actors.

In our interviews, preparedness agencies in most sectors have indicated that the sector-responsible agency in their sector is doing a good job. Or, in a few cases, that the sector-responsible agency is at least doing the best it can under the circumstances.

What has emerged about each task in the Preparedness Ordinance is set out below.

6.4.1 Leading efforts to coordinate actions

Within their individual preparedness sectors, sector-responsible agencies must lead efforts to coordinate measures prior to and during peacetime crisis situations and periods of heightened preparedness.¹⁰³

The preparedness agencies generally believe that, while the sector-responsible agency should be proactive and drive the work forward, the work of the sector should nevertheless essentially be based on collaboration between agencies – and not on the sector-responsible agency taking the lead. This view is also generally shared by the sector-responsible agencies.

Several of the sector-responsible agencies note that there is a lack of clarity in the wording of the task, requiring them to lead the work – but that they have no leadership mandate over other agencies. In practice, the task is interpreted as requiring them to take the initiative in fostering collaboration.

In our interviews, the working methods of the sector-responsible agencies are described as taking the initiative to produce orientation documents and multiannual work plans.

¹⁰³ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

Besides capability planning, the task also includes a more operational management role in peacetime crisis situations and during periods of heightened preparedness. This aspect has not been brought up particularly frequently in our interviews. We develop this issue further in section 6.6.

6.4.2 Driving work within the preparedness sector

Sector-responsible agencies are also required to drive work within their preparedness sectors.¹⁰⁴ In practice, this task appears to overlap to a large extent with the task of leading efforts to coordinate actions. The same type of activities are referred to for both tasks, such as producing orientation documents. Several sector-responsible agencies receive positive assessments from the preparedness agencies for the way in which they are driving the work forward.

One sector-responsible agency describes this as working from administrator level up to the Director-General level when driving work forward among the other agencies in the sector. Another sector-responsible agency notes that the agencies in the sector have different strengths, and that they take it in turns to drive the work forward.

The preparedness agencies in a few sectors report that sector-responsible agencies have begun taking more initiatives in 2024 than in 2023, but that a lot of work still remains to be done.

Several sector-responsible agencies have received relatively substantial increases in resources for their preparedness work, but this is not true of all preparedness agencies. According to one sector-responsible agency, a balancing act is therefore required to ensure that other agencies do not exceed the limits of their resources.

6.4.3 Supporting the preparedness agencies

Sector-responsible agencies must support the preparedness agencies.¹⁰⁵ However, our overall assessment is that most preparedness agencies do not consider themselves to be in need of support. In the Health, Care and Welfare sector, for instance, the preparedness agencies indicate that they do not need support, but that there is a substantial need for support among the regions. The same is true in other sectors too, albeit with regard to private actors.

¹⁰⁴ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

¹⁰⁵ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

However, those preparedness agencies that did not hold monitoring responsibilities previously have needed support during the first few years. They have generally received such support from their sector-responsible agency, too. There has been a need for support in the fields of communications security and duty officer organisation. However, support is not just provided by sector-responsible agencies. The networks that have been established in several sectors are described as useful forums for drawing on the expertise of other agencies.

6.4.4 Ensuring that tasks and roles are clarified within the preparedness sector

Sector-responsible agencies must ensure that tasks and roles are clarified within the preparedness sector.¹⁰⁶

This task has been interpreted in two different ways in our interviews. Firstly, it may involve the allocation of roles for the actual sectoral work. In practice, the agencies concerned have jointly discussed the allocation of labour and roles within the sectors, although the sector-responsible agency has usually held responsibility for driving the work forward and preparing the documentation.

Secondly, the task may involve clarifying responsibilities between agencies and in respect of the business sector. In the Energy Supply sector, the Swedish Energy Agency argues that it is primarily the preparedness agencies themselves that are working to clarify unclear responsibilities. This is applicable to responsibility for electricity and gas trading from a preparedness perspective, for example. In this respect, the Swedish Energy Markets Inspectorate is the actor that primarily engages in dialogue with the Government Offices of Sweden and the relevant agencies on the allocation of responsibilities. A similar picture emerges in the Security, Law and Order sector. In this context, the Coast Guard in particular is working to clarify its role during periods of heightened preparedness, although it will receive support from the Swedish Police Authority, the sector-responsible agency, if necessary.

In the Transport sector, discussions include the agency with which local transport actors are to collaborate. With regard to the maritime freight market, the Swedish Maritime Administration has clarified the fact that it does not work with this, but argues that the BT POS forum can be used to

¹⁰⁶ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

resolve such issues.¹⁰⁷ This illustrates the fact that there are many activities in the business sector for which no clear regulatory responsibility has been designated.

The Swedish Energy Agency argues that the further work progresses in the preparedness sector, the more questions about responsibilities and roles are revealed.¹⁰⁸

6.5 Situation reporting needs to be developed

A number of regulated tasks relate to the preparedness sectors and reporting.

Prior to and during peacetime crisis situations and periods of heightened preparedness, preparedness agencies that are part of a preparedness sector must provide the sector-responsible agency with the information needed for the sector-responsible agency to fulfil its tasks.¹⁰⁹

In the event of a peacetime crisis situation or heightened preparedness, sector-responsible agencies must

- keep the government informed of developments, the situation, anticipated developments and available resources within its area of responsibility, and also of measures undertaken and planned
- provide supporting material to the government on the prioritisation and allocation of resources in the preparedness sector, if necessary
- provide MSB with the information needed to allow the agency to fulfil its tasks.

This information must also include the situation in the preparedness sector's area of responsibility.¹¹⁰

Prior to and during periods of heightened preparedness, sector-responsible agencies must

- provide supporting material to the county administrative boards responsible for civil areas to enable them to fulfil their tasks¹¹¹

¹⁰⁷ Committee on Defence, *Uppföljning av det civila försvaret – erfarenheter från tre beredskapssektorer*, 2024, p. 85.

¹⁰⁸ Committee on Defence, *Uppföljning av det civila försvaret – erfarenheter från tre beredskapssektorer*, 2024, p. 54.

¹⁰⁹ Sections 22 and 25 of the Ordinance on the preparedness of central government agencies (2022:524).

¹¹⁰ Section 25 of the Ordinance on the preparedness of central government agencies (2022:524).

¹¹¹ Section 22 of the Ordinance on the preparedness of central government agencies (2022:524).

- provide the Swedish Armed Forces with the supporting material needed to allow the agency to fulfil its obligation to provide information to the government.¹¹²

This information must also include the situation in the preparedness sector's area of responsibility.¹¹³

The preparedness sectors' foundational documents indicate that several of the sectors have taken the view that the sector's area of responsibility is made up of vital societal functions. On this basis, the documentation submitted to the government should include information on the situation with the vital societal functions, and not just the situation with the sector's agencies.

This section focuses on the information sharing that takes place on a regular basis or in connection with incidents and during periods of heightened preparedness, commonly referred to as situation reporting.

6.5.1 Sectors report regularly to MSB

Since the start of the pandemic in 2020 and Russia's full-scale invasion of Ukraine in 2022, situation reporting by agencies has become more continuous, in line with the arrangements applicable during peacetime crisis situations. Sector-responsible agencies submit monthly written situation reports on their sectors to MSB. The preparedness agencies provide material for these reports to their sector-responsible agencies. In several sectors, material is also collected from the business sector, as well as from activities within municipalities and regions.

Moreover, MSB arranges a collaboration conference at a national level every week. Preparedness agencies are the primary participants. The sector-responsible agency represents the sector at these collaboration conferences, but other agencies also attend and give their opinions on issues that concern them. In several sectors, preparedness agencies submit weekly reports to the sector-responsible agency prior to the collaboration conferences.

In the event of incidents, MSB may arrange special collaboration conferences, and the sector-responsible agencies may also receive requests from MSB to provide material on the situation in their respective sectors.

¹¹² Section 8 of the Ordinance on total defence and heightened preparedness (2015:1053).

¹¹³ Section 25 of the Ordinance on the preparedness of central government agencies (2022:524).

Most sectors have an established procedure for situation reporting, or are in the process of preparing such a procedure. For most sector-responsible agencies, the sector's situation report is managed by the agency's regular situation report function. However, PTS has started establishing a dedicated function for the sector's situation reporting.

Three sectors have working groups for situation reports and reporting. The working group for the Energy Supply sector has been focusing on how the sector could report under disrupted conditions.

6.5.2 Several challenges and development needs remain

In their 2024 report *Pröva förmågan avseende rapportering under höjd beredskap* [Testing reporting capability during periods of heightened preparedness], the Swedish Armed Forces and MSB have identified a number of challenges related to reporting by sector-responsible agencies. The challenges we have identified in our survey also include a number of these:

- to date, the potential of a sector-wide situation report has not been fully incorporated into the sectors. Several agencies have stated that the sector's aggregated situation report to date mostly involves juxtaposing the constituent agencies' own situation reports. Going forward, these respondents would like the sectors' situation reporting to be developed so that the agencies' own situation reports can be shared more effectively and analysed collectively in order to produce a more interesting aggregated report.
- Several new preparedness agencies have not yet fully developed the capability to produce situation reports. The Prison and Probation Service, for instance, has more than 110 sites, which places substantial demands on the agency in terms of implementing methodology, developing reporting support systems and arranging access to secure communications. New preparedness agencies also have questions about what types of information are relevant to report upwards within the system.
- Some agencies do not have a mandate to request information from the relevant agencies for their vital societal functions (such as the Swedish National Courts Administration in relation to the general courts).
- Several sectors currently base much of their reporting on material from companies and activities within municipalities and regions. Companies often submit their situation reports via trade organisations. This is true of the Transport, Energy Supply and Food Supply and Drinking Water sectors, for example. Agencies in several sectors, or parts of sectors, lack

a mandate to demand reporting from companies, municipalities and regions, although these often submit reports on a voluntary basis.

- The current reporting structure involves a risk of activities within municipalities and regions being expected to report to both county administrative boards and central preparedness agencies. This means that there is a risk of the same information being reported twice by both the sector-responsible agency and the county administrative board.
- A few sector-responsible agencies note that the actors who report information for the situation reports also expect some form of feedback. Some agencies perceive difficulties in sharing aggregated information with private actors. However, PTS has introduced a procedure for providing feedback on situation reports to actors submitting reports, which is appreciated by the actors in question.
- Some agencies perceive a tendency for the threshold for raising and reporting incidents within sector-based situation reporting to be higher than when reporting came directly from individual agencies.
- The lack of shared technical systems for secure communication for the preparedness system is cited by many agencies as an obstacle to their situation reporting work.
- Activities that do not fall within the preparedness sectors' vital societal functions risk being excluded from situation reporting. This is also true of some activities among agencies included in sectors.

6.5.3 Reporting to and from the civil areas

Most of the sector-responsible agencies plan to be able to implement reporting to the county administrative boards responsible for civil areas. There are exceptions, however. The Security, Law and Order sector has chosen not to send any reports to the civil areas, as the sector is active only at a national level. However, the sectors' preparedness agencies operating at a regional level can report to their own civil areas. This is true of the Swedish Police Authority's regions, for example. Other sectors are also struggling with the issue of relevance and feasibility when it comes to disaggregating regional situation reports from national agencies.

The Rescue Services and Civil Protection sector perceives a challenge in the fact that there is no obligation for county administrative boards responsible for civil areas to report to sector-responsible agencies. The sector-responsible agency MSB notes that it will be difficult to exercise a coordinating role during periods of heightened preparedness if there is no information from the civil areas.

6.5.4 Project to map and streamline information provision

MSB is planning a project in dialogue with sector-responsible agencies and county administrative boards responsible for civil areas in order to map and streamline information provision for the needs of total defence. Among other things, MSB will map how needs can best be met by preparedness agencies, preparedness sectors, actors responsible for geographical areas, regions and private actors. The project also includes reviewing how information collection can be streamlined by coordinating working methods, procedures, reporting rhythm and question templates.¹¹⁴

6.5.5 Providing supporting material to the government on the prioritisation and allocation of resources is deemed demanding

Sector-responsible agencies must be able to provide supporting material to the government on the prioritisation and allocation of resources in the preparedness sectors. Our assessment is that the sectors have not yet made much progress in their preparations for this task. In some cases, there is also a lack of clarity about what resources could be prioritised and allocated. Several of the sector-responsible agencies perceive the task as challenging:

- The **Swedish Police Authority** argues that this task places the most stringent demands on both resources and sectoral expertise within the sector-responsible agency. The agency must have the ability to coordinate, request, compile, analyse, visualise and report on the situation in the sector.
- **MSB**, in its role as a sector-responsible agency within Rescue Services and Civil Protection, perceives challenges in providing documentation to the government for prioritising resources in a sector that is highly decentralised.
- The **Swedish Food Agency** notes that the task of prioritising resources requires a great deal of preparation. Exercises regarding prioritisation of resources have begun in the Food Supply and Drinking Water sector.

Belonging to two preparedness sectors may present challenges in terms of documentation for prioritisation. One example is the Coast Guard, which is part of the Security, Law and Order and Rescue Services and Civil Protection sectors. If both sector-responsible agencies were to submit documentation to the government on the prioritisation and allocation of

¹¹⁴ Swedish Civil Contingencies Agency, *Vägledande principer för fortsatt utveckling av förmåga till ledning och samverkan inom civilt försvar – Fortsatt arbete*, 2025.

resources, there is a risk that two sectors would prioritise the same resources within the Coast Guard.¹¹⁵

6.6 Different views on the operational management role of the preparedness sectors

In this context, operational management refers to all tasks assigned to sector-responsible agencies during a peacetime crisis situation and heightened preparedness. Section 6.5 describes the preparedness sectors' situation reporting and their work on the task of submitting documentation to the government regarding prioritisation and allocation of resources within the preparedness sector. Besides these tasks, the Preparedness Ordinance requires that a sector-responsible agency within its preparedness sector to lead efforts to coordinate measures during peacetime crisis situations and periods of heightened preparedness.¹¹⁶

In the national security strategy, the government has indicated that it intends to go on developing the system involving preparedness sectors so that it can increasingly be used operationally in crises and to address hybrid threats.¹¹⁷

MSB has specified in regulations that the sector-responsible agencies are to carry out preparatory planning and compile plans covering the tasks involved in being a sector-responsible agency.¹¹⁸

There are varying interpretations of the reach of the sector-responsible agencies' coordination responsibilities. Several sectors appear to have interpreted the task as meaning that the preparedness sectors should primarily operate at a strategic level and not be involved in the coordination of specific operations. However, other interpretations are applied in sectors with different conditions. In the Electronic Communications and Postal Services sector, the sector-responsible agency PTS coordinates the specific operations of the NTSG actors during peacetime crisis situations and periods of heightened preparedness. This may, for example, involve coordinating actors' use of repair resources.

¹¹⁵ In the case of the Coast Guard, there is an additional factor: the agency's resources may come under the command of the Swedish Armed Forces during periods of heightened preparedness. See the Ordinance on the utilisation of the Coast Guard within the Swedish Armed Forces (1982:314).

¹¹⁶ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

¹¹⁷ Skr. 2023/24:163 *Nationell säkerhetsstrategi*, p. 26.

¹¹⁸ Section 6 of MSBFS 2025:4 MSB:s föreskrifter och allmänna råd om statliga myndigheters uppgifter inför och vid höjd beredskap.

All sectors plan for an operational role, to some extent. Most sectors conduct training and exercise activities for operational management of incidents. Several of the sectors also have networks of communication officers working with aspects such as crisis communication. However, only three sector-responsible agencies indicate that they have some form of orientation and coordination function (ISF) for the sector:

- The **Swedish Police Authority** has established an ISF for the Security, Law and Order sector that has undergone training and exercises. This was deployed, for example, during the Eurovision Song Contest in Malmö in the spring of 2024 in order to create an aggregated situation report relating to the potential secondary effects of the event on the agencies in the sector. However, the preparedness sector had no role to play in the actual operation on the ground in Malmö.
- The **Swedish Post and Telecom Agency's** forum National Telecommunication Cooperation Group (NTSG) is used as the ISF for the Electronic Communications and Postal Services sector. NTSG was most recently exercised during the Telö24 sectoral exercise.
- The **National Board of Health and Welfare** has a crisis management organisation that also functions as ISF support for the Health, Care and Welfare sector.

In the Transport sector, development work on collaboration and command in the event of disruptions is being carried out within the sector. Work is also in progress on clarifying the management role within the BT POS collaborative structure.

There are also sectors that have adopted a more cautious approach. The Swedish Energy Agency argues that the principal orientation is that the Energy Supply preparedness sector should focus on planning, while operational capability should remain with preparedness agencies and companies. The operational role of the preparedness sector is thus to be able to collaborate in conferences, and also to produce situation reports and report these within the preparedness system.

The issue of the operational role of the sector has been discussed at length and in depth within the Rescue Services and Civil Protection sector. The agencies within the sector assess that it would create inefficiencies in the system if the sector were to constitute a parallel operational structure alongside established structures that are tried and tested. There is consensus among all actors in the sector that the sector cannot have a prominent operational role. MSB has written to the government about this:

MSB assesses that the current wording of the ordinance risks creating inefficiency due to unclear boundaries between sectoral responsibility on the one hand and geographical area responsibility and the responsibilities of the state preparedness agencies on the other. There may also be a lack of clarity between the role of sector-responsible agencies as coordinating actors in the event of incidents and MSB's coordination role under section 7 of the agency's instructions. MSB argues that the Ordinance on the preparedness of central government agencies may need to be reviewed in order to reduce the risk of unclear roles and responsibilities in the management of societal disruptions.¹¹⁹

The Swedish Financial Supervisory Authority notes that the primary focus in the field of financial services to date has been on reducing vulnerability and strengthening the capabilities of the sector's actors. However, representatives of the business sector and several studies emphasise the need for a clearer crisis management function for the sector. An inquiry proposal from the Ministry of Finance suggests such a function; not within the sector-responsible agency, the Swedish Financial Supervisory Authority, but at the Riksbank.¹²⁰ Given this proposal, the Riksbank has indicated that assigning the Riksbank the role of sector-responsible agency, through regulation in the Riksbank Act, would be a potential solution to the overlapping responsibility between the agencies.¹²¹

MSB, in cooperation with the sector-responsible agencies, is in the process of initiating efforts to review the exercise of sectoral responsibility, including its operational management elements.¹²² Our overall assessment is that the sectors have mainly focused on capability planning at this stage, but that several sectors are also working on preparatory planning. However, the sectors have differing views on what constitutes the operational management role.

6.7 Which activities are carried out within the framework of the sectors?

This section reviews some of the activities carried out by the preparedness sectors.

¹¹⁹ Swedish Civil Contingencies Agency, *Årsredovisning 2024*, 2025, p. 28.

¹²⁰ Ministry of Finance, *En ny funktion för krishantering vid allvarliga driftstörningar i den finansiella sektorns digitala infrastruktur*, 2024.

¹²¹ Sveriges Riksbank, *Redogörelse om Riksbankens verksamhet inom krisberedskap och civilt försvar*, 2024, p. 23.

¹²² Swedish Civil Contingencies Agency, *Vägledande principer för fortsatt utveckling av förmåga till ledning och samverkan inom civilt försvar - Fortsatt arbete* (Case no. 2025-07752), 2025.

6.7.1 To date, the sectors have worked more on internal processes than on capability-building activities

Our information shows that most of the sectors have mainly focused on capability-building activities and, to a lesser extent, worked jointly on measures to strengthen capability among vital societal functions. This work has included establishing meeting structures, working groups and networks, creating procedures for the sector's work and producing steering documents of various types for the sector's work. The sectors have also been working to identify areas for further collaboration.

It should be noted that individual preparedness agencies may work extensively on capability-building activities. However, the work done within the framework of the sectors has focused mainly on creating the conditions for continued work.

In the Electronic Communications and Postal Services sector, PTS has placed significant emphasis on working with one of the sector's vital societal functions. Instead, preparedness agencies have expressed views that PTS's work on collaboration between agencies has fallen behind. PTS, for its part, argues that most of the sector's infrastructure and services are privately owned, which is why it is most effective to focus on these.

In the Food Supply and Drinking Water sector, several of the preparedness agencies have been working on joint government assignments to establish investment programmes for food and drinking water supply. The agencies argue that in the long run, these programmes will help to strengthen of societal capacity.

We also assess that the sectors have focused more on capability planning than on preparatory planning.

6.7.2 The sectors work with both crisis preparedness and civil defence, but with emphasis on the latter

The work of the preparedness sectors must relate to measures prior to and during both peacetime crisis situations and periods of heightened preparedness.¹²³ Our assessment indicates that most of the preparedness sectors are working on both crisis preparedness and civil defence, and that this is being done in an integrated fashion. However, it is evident that the preparedness sectors place strong emphasis on civil defence work. We identified few examples of activities specifically relating to emergency

¹²³ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

preparedness. One such example is that the Energy Supply sector is working on a climate and vulnerability analysis. However, all preparedness sectors engage in regular situation reporting, which may be regarded as a form of crisis preparedness.

There are examples of sectors in which it is emphasised that different demands are applicable to crisis preparedness and civil defence. In the health and medical care sector, for example, peacetime crises may give rise to needs that differ from those arising in wartime.

6.7.3 Preparation of joint documentation is working but can be developed further

Several preparedness sectors indicate that the preparation of joint matters is a relatively extensive and time-consuming activity. This mainly concerns material to be submitted to the government, MSB, the Swedish Armed Forces and NATO. Examples of such more extensive documentation are

- government assignments concerning the feasibility of proposed measures in the Committee on Defence's interim report Ds 2023:34 *Kraftsamling* [Concerted effort]
- MSB's system documentation for 2025
- government assignments relating to capability assessments for civil defence.

The preparedness sectors also receive both more general and sector-specific government assignments. MSB also collects material from the sectors so that it can respond to its own government assignments. There are also consultation documents that sometimes require responses from the preparedness sectors.

The preparedness sectors also produce joint documents and products on their own initiative. This includes ten-year plans, annual work plans, coordinated budget documents and applications for allocation 2:4 Crisis Preparedness, for example.

Two of the sectors have specific documents that include case management procedures, while another three sectors are preparing such procedures. PTS describes the sector's response to the government assignment on the proposed measures in *Kraftsamling*.

This work has deepened the agency's understanding of how the joint work of the agencies in the case of government assignments, for example, should function, which in turn has resulted in a proposal for a joint preparation procedure.¹²⁴

There are challenges, and there is also scope for the sectors to develop their arrangements for the preparation of joint documentation. Several agencies have indicated that the preparation of joint matters can be cumbersome and take a long time. Another problem is that the preparation process takes different amounts of time at different agencies, which creates imbalances within the process. In some cases, the sector-responsible agency needs a long time for its preparation process, which means that other agencies do not have much time in which to produce their documentation.

It is common for matters requiring preparation to be submitted at short notice, and with short processing times. This often means that there is not much time available for the agencies to work on the content of the documentation, and that most of that time is spent on administrative preparation by the agencies. This has an adverse impact on the quality of the data. This is particularly true if the agencies need to collect information from the business sector, municipalities or regions. Several agencies argue that better advance planning and scheduling that takes account of the sectors' preparation processes could improve the quality of the products.

A few sector-responsible agencies emphasise the fact that both government assignments and MSB's gathering of information from the preparedness sectors mainly request information about the central government agencies within the sector, rather than about the actors or the vital societal functions. As a result, the responses received may not provide the Government Offices of Sweden or MSB with a comprehensive overview of the situation in respect of the vital societal functions.

In one sector, concerns have been raised about how the sector-responsible agency handles dissenting views from agencies in sector-wide responses.

Overall, many of the agencies interviewed perceive the preparedness system to require a great deal of reporting and query the value of some of the reporting and data collection that takes place. One view expressed is that it would be better if some requests and assignments were to be addressed to all 61 preparedness agencies, instead of being channelled via the sectors. The quality of the documentation would then be improved, while the sectors could spend their time on other tasks. A further aspect is that when

¹²⁴ Swedish Post and Telecom Authority, *Ärsredovisning 2024*, 2025.

information is channelled via the sector-responsible agencies, they collect an unnecessary amount of security-sensitive data.

6.7.4 Sector-wide exercise activity is being developed

Sector-wide exercise activities are not an explicitly regulated task for sector-responsible agencies. However, exercises can be viewed as an important tool for addressing several of the sector-responsible agencies' tasks.

In some areas, sectoral exercises were conducted before the preparedness sectors were established:

- **Electronic Communications and Postal Services:** Since 2005, PTS has been running the Telö exercise series, conducted every two years, for the sector's actors. The sector's exercise activities mainly take place within the framework of the National Telecommunication Cooperation Group (NTSG). Telö 24 involved four exercise events, culminating in a final field exercise.
- **Financial Services:** Exercises have been conducted within the framework of the Financial Sector Public-Private Cooperation (FSPOS) for a long time. However, the preparedness sector does not conduct exercises specifically for the sector's agencies, as the agencies' collaboration is exercised in other forms.
- **Transport:** The sector has a history of joint exercises with representatives of the business sector; initially within the framework of TP SAMS, then under BT POS.

Most of the sectors have prepared or are preparing some form of training and exercise strategy or plan. Several sectors regularly conduct functional exercises and discussion-based exercises for senior managers and specific officials. The agencies also invite one another to participate in their own exercises. The sectors also participate in exercises conducted by the Swedish Armed Forces and MSB. Several sectors are running projects to prepare the sector's participation in MSB's Total Defence Exercise, which will be running between 2025 and 2027.

Our overall assessment is that most of the sectors conduct exercise activities to a degree, or are working on developing them. The level of ambition varies between sectors.

6.7.5 NATO membership also affects the work of the sectors

The Preparedness Ordinance does not specify a role for the sector-responsible agencies in relation to NATO membership. In practice,

however, the sectors are involved in NATO-related work, albeit to differing degrees.

One factor influencing the scope of NATO-related work is whether the sector's area of responsibility falls within the seven civil capabilities that NATO has identified as a particular priority for strengthening civil resilience.¹²⁵ NATO membership has a particularly major impact on agencies to which the government has explicitly assigned roles in participating in NATO's work on resilience and civil preparedness.¹²⁶ Nineteen of the agencies included in the preparedness sectors that have been assigned such roles. These agencies are distributed across seven different preparedness sectors.¹²⁷

PTS receives documentation from agencies within the Electronic Communications and Postal Services sector for its role in NATO's Civil Communications Planning Group (CCPG). In its sectoral agreement¹²⁸, the Health, Care and Welfare sector has identified NATO as one of the areas on which the sector's agencies are to collaborate. For Security, Law and Order, one of the priority objectives for the sector for 2024–2033 is for the preparedness sector to have adapted its activities on the basis of the requirements arising from NATO membership.¹²⁹ The Food Supply and Drinking Water and Rescue Services and Civil Protection sectors both have working groups dedicated to NATO issues.

¹²⁵ NATO Baseline Requirements for National Resilience (NBR). These include 1) Assured continuity of government and critical government services, 2) Resilient energy supplies, 3) Ability to deal effectively with uncontrolled movement of people, 4) Resilient food and water resource, 5) Ability to deal with mass casualties, 6) Resilient civil communications systems, and 7) Resilient civil transport systems.

¹²⁶ Ministry of Defence, *Instruktion för myndigheters verksamhet i Nato*. Regeringsbeslut, Fö2023/01701, 26 October 2023.

¹²⁷ The agencies concerned among those included in the preparedness sectors are Svenska kraftnät, the Swedish eHealth Agency, the Public Health Agency of Sweden, the Coast Guard, the Swedish Food Agency, the Swedish Civil Aviation Administration, the Swedish Medical Products Agency, the Swedish Civil Contingencies Agency, the Swedish Police Authority, the Swedish Post and Telecom Authority, the Swedish Maritime Administration, the National Board of Health and Welfare, the Swedish Energy Agency, the Swedish Board of Agriculture, the Swedish Veterinary Agency, the Swedish Radiation Safety Authority, the Swedish Security Service, the Swedish Transport Administration and the Swedish Transport Agency.

¹²⁸ Health, Care and Welfare preparedness sector, *Överenskommelse för arbetet i sektorn Hälsa, vård och omsorg*, 2024.

¹²⁹ Swedish Police Authority, *Grunddokument – Beredskapssektor Ordning och säkerhet*, 2025.

In our interviews, the Economic Security and Financial Services sectors have claimed to be affected by NATO membership to only a limited extent.

MSB has been tasked with maintaining an aggregated view of Swedish participation in NATO's civil preparedness work. Therefore, MSB has established a cooperation group for the agencies' work on NATO issues, which meets twice a year. The sector-responsible agencies are invited to attend these meetings. However, not all sector-responsible agencies are included in NATO planning groups.

The sector-responsible agencies have also established their own informal collaboration forum for NATO-related issues, which meets regularly.

6.8 On government steering

Our interviews show that the conditions for the work of the preparedness sectors may be influenced by whether all the agencies in a sector fall under the same ministry (which is the case for four of the sectors), or whether the agencies fall under different ministries (which is the case for six of the sectors).¹³⁰ According to our interviewees, steering with a bearing on sectoral work may vary slightly between different ministries. However, this does not appear to present a major challenge in practice.

The way in which the government generally steers the preparedness sectors' areas of responsibility varies, which may have implications for the conditions under which sectoral work is carried out. By way of example, the government tends to issue a lot of government assignments to the agencies concerned in some areas. This is particularly evident in the Health, Care and Welfare sector, where the National Board of Health and Welfare receives a large number of government assignments each year, many of which relate to preparedness issues.¹³¹ These government assignments often involve other preparedness agencies within the sector, and the assignments account for a substantial portion of the sector-wide work. Representatives of municipalities, regions and the business sector perceive problems with the

¹³⁰ Energy Supply, Financial Services, Health, Care and Welfare and Transport are the four sectors in which all agencies fall under the same ministry. In the other sectors, the agencies fall under either three ministries (Economic Security, Provision of Core Data, Food Supply and Drinking Water, and Security, Law and Order), four ministries (Electronic Communications and Postal Services) or five ministries (Rescue Services and Civil Protection).

¹³¹ For instance, across all areas for which the National Board of Health and Welfare is responsible, the agency had a total of 216 active government assignments in 2024. See Swedish Agency for Public Management, *Myndighetsanalys av Socialstyrelsen – Slutrapport*, 2025.

large volume of preparedness-related government assignments. They argue that the large number of government assignments means that preparedness work is fragmented and makes it difficult for the National Board of Health and Welfare to work strategically and in a long-term fashion.

Other sectors have also commented on the fact that large numbers of government assignments are issued, often simultaneously and with short response times. Agencies in multiple sectors also point out that there is duplication of work in reporting to both the Government Offices of Sweden and MSB.

We have been given the impression that it is unusual for the agencies within a preparedness sector to meet jointly with representatives of the Government Offices of Sweden. However, the agencies in the Food Supply and Drinking Water sector conduct operational dialogues with the responsible ministries twice a year. Joint meetings with ministries have also taken place within the Health, Care and Welfare, Security, Law and Order, and Rescue Services and Civil Protection sectors.

6.9 Additional development needs highlighted by the agencies

This chapter has outlined several development needs related to work with the preparedness sector that have been highlighted by agencies and other actors in our evaluation. A number of additional development needs that have been identified are presented here.

6.9.1 A small number of agencies are calling for regulatory powers over preparedness agencies within the sector

Most of the agencies we interviewed – both sector-responsible agencies and preparedness agencies – were sceptical about sector-responsible agencies being given regulatory powers over preparedness agencies within the sector. According to our interviewees, while it is easy to envisage situations in which this kind of stronger mandate for sector-responsible agencies would facilitate their work, the vast majority of interviewees nevertheless argue that the disadvantages would outweigh the advantages because such powers would be regarded as conflicting with the principle of responsibility, for example. Overall, the value of collaboration on a voluntary basis is emphasised instead.

However, the two sector-responsible agencies, the Swedish Energy Agency and the Swedish Transport Administration, have stated that regulatory powers would be desirable, but that the conditions would need to be

examined thoroughly first. The government has recently announced that it intends to appoint a special inquiry to review aspects such as the need for regulatory powers for sector-responsible agencies.

6.9.2 Agencies call for clarification of the term ‘prior to’

The Preparedness Ordinance contains provisions on the tasks that central government agencies under the government are to perform prior to and during peacetime crisis situations and periods of heightened preparedness. In the report on the establishment of the civil areas, MTFA pointed out that the term ‘prior to and during’ caused a degree of puzzlement in the system:

MTFA notes that *prior to* is interpreted differently by the relevant actors. The different interpretations concern whether this constitutes a preparatory task over time, or a state on a preparedness scale that is followed by heightened or maximum preparedness and, if so, Sweden’s position on that scale.¹³²

In this evaluation of the implementation of preparedness sectors, we have also encountered several sectors and agencies that consider the wording in the Preparedness Ordinance in respect of ‘prior to and during peacetime crisis situations and periods of heightened preparedness’ to be unclear. Requests have been made for the government to clarify what is meant by the term ‘prior to and during’ in the ordinance.

One of the agencies has put forward a proposal on how the obligation of the sector-responsible agencies to provide the necessary information to the county administrative boards responsible for civil areas prior to and during peacetime crisis situations and periods of heightened preparedness could be adjusted.¹³³ Quite simply, the wording ‘prior to and during periods of heightened preparedness’ could be deleted and replaced with wording stating that the county administrative boards responsible for civil areas may request the information that they need to carry out their tasks. A corresponding amendment could be made to the obligation to provide documentation to the Swedish Armed Forces.¹³⁴

6.9.3 Several agencies want the work to follow the calendar year

Finally, several sectors and agencies have expressed the view that preparedness work – regarding the reporting of risk and vulnerability assessments and MSB’s system documentation, for example – should be aligned with the government’s fiscal year and follow the calendar year

¹³² Swedish Agency for Defence Analysis, *Uppbyggnaden av civilområden*, 2024, p. 53.

¹³³ Section 22 of the Ordinance on the preparedness of central government agencies (2022:524).

¹³⁴ Section 8 of the Ordinance on total defence and heightened preparedness (2015:1053).

instead of running from October to September, as is currently the case in practice. The agencies perceive risks, including the fact that the system documentation may become a structure that runs in parallel with the agencies' budget documentation and is not synchronised with it.

7. Preparedness sectors' collaboration with external actors

This chapter discusses the preparedness sectors' external relations and the collaboration that takes place with other preparedness sectors, civil areas and the Swedish Armed Forces. We also address the sectors' interaction with the business sector, representatives of municipalities and regions, voluntary organisations and MSB.

7.1 Collaboration with other preparedness sectors

Sector-responsible agencies shall endeavour to ensure that the measures undertaken by the preparedness agencies within the preparedness sector are coordinated with the measures undertaken by other preparedness agencies.¹³⁵

7.1.1 The sectors' needs for mutual collaboration vary

Based on our interviews, together with information from the report by the Committee on Defence¹³⁶, we have compiled a list of the preparedness sectors with which most other sectors perceive a need to collaborate. The number of sector-responsible agencies that have identified each sector as a priority for collaboration is set out below:

- **Electronic Communications and Postal Services** is mentioned by six sectors.
- **Transport** is mentioned by five sectors.
- **Financial Services** and **Energy Supply** are mentioned by four sectors.

Other sectors have been mentioned by one or two other sector-responsible agencies. The figures do not describe the actual collaboration needs or what collaboration is intended to achieve, but they provide an indication of the collaboration needs identified by the actors themselves.

Collaboration between sectors does not necessarily have to involve the vital societal functions within the sectors. For instance, both the Swedish Energy Agency and the Swedish Police Authority, as sector-responsible agencies,

¹³⁵ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

¹³⁶ Committee on Defence, *Uppföljning av det civila försvaret – erfarenheter från tre beredskapssektorer*, 2024.

have established collaboration with PTS with a view to learning from their experiences of public-private cooperation.

7.1.2 Increased collaboration between preparedness sectors

Collaboration between preparedness sectors was limited until 2024. Contacts were mainly made in connection with MSB meetings. However, there was a great deal of bilateral collaboration between preparedness agencies in different sectors.

The preparedness sectors wish to establish more active collaboration with other sectors. Our view is that this has in fact occurred in late 2024 and early 2025. Several sectors have begun to establish more active collaboration with other sectors.

The Food Supply and Drinking Water sector organises every second meeting of heads of agencies together with representatives of other sectors. The Swedish Food Agency also maintains ongoing collaboration with the sectoral administration at the Swedish Transport Administration on aspects such as international collaboration. The sectors are planning a joint exercise in the autumn of 2025.

Several sectors have held bilateral co-planning meetings: Health, Care and Welfare, Food Supply and Drinking Water, Security, Law and Order, and Transport. These co-planning meetings involve the sectors meeting to identify bilateral collaboration needs between agencies. Further collaboration can then take place both across sectors and bilaterally between individual agencies without involving other agencies.

7.1.3 Informal networks between sector-responsible agencies

Coordinators at the sector-responsible agencies have formed an informal network for experience exchange purposes. For instance, tips are exchanged between the sectors in the network on how various issues have been addressed, and there is also collaboration on documentation prior to meetings convened by MSB.

There is also an informal collaboration forum for sector-responsible agencies relating to NATO issues, which meets on a regular basis.

Sector-responsible agencies also meet in smaller combinations. The sector-responsible agencies in the Economic Security, Financial Services and Provision of Core Data sectors have created an informal experience exchange forum. Administrators from the three sectors meet once a fortnight.

7.2 Collaboration with civil areas

Sector-responsible agencies shall endeavour to ensure that the measures undertaken by the preparedness agencies within the preparedness sector are coordinated with the measures undertaken by county administrative boards and county administrative boards responsible for civil areas.¹³⁷ Work on reporting between preparedness sectors and civil areas is described in section 6.5.3.

7.2.1 The sectors and civil areas present a similar picture of the collaboration between them

All civil area administrations have appointed administrators for each preparedness sector. The administrations have set up joint working groups for each preparedness sector with a view to facilitating the sectors' contact with the county administrative boards responsible for civil protection. Various civil areas are designated as conveners of meetings with the sectors. The sector-responsible agencies meet the respective working groups on a regular basis.

In an earlier interim report on this assignment¹³⁸, MTFA described how the collaboration between the preparedness sectors and the civil areas appears from the perspective of the latter. That report noted aspects such as the fact that the county administrative boards responsible for civil areas perceive the preparedness sectors to be at different stages of development, which affects the extent to which mutual collaboration has progressed. It was also noted that many questions on how responsibilities and roles are to be allocated and interpreted arise at the intersection between geographical area responsibility and sectoral responsibility.

Our interviews with the agencies in the preparedness sectors have provided a similar overview to that obtained from the civil areas. Several interviewees have stated that there needs to be clarification of the relationship at the interfaces between sector-responsible agencies and county administrative boards responsible for civil areas, as well as other county administrative boards.

MSB carried out work in the spring of 2025 on behalf of the Civil Preparedness Forum with a view to clarifying ambiguities in the interaction between sectoral responsibility and geographical area responsibility. MSB has developed proposed solutions that have been discussed by sector-

¹³⁷ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

¹³⁸ Swedish Agency for Defence Analysis, *Uppbyggnaden av civilområden*, 2024.

responsible agencies and county administrative boards responsible for the civil areas. The agencies concerned have agreed to proceed with further work, including a project on the further development of system coordination and forms of collaboration.¹³⁹

7.2.2 Collaboration has been limited

The overview provided by the agencies in the preparedness sectors indicates that to date, about half of the sectors have had limited collaboration with the civil areas; beyond the meetings they have with administrators at the civil area administrations.

We have found a few examples of specific collaboration between preparedness sectors and county administrative boards responsible for civil areas:

- **Energy Supply** has conducted a number of activities together with the county administrative boards responsible for civil areas. A series of visits to the civil areas will be taking place in 2025 with a view to identifying common challenges. Moreover, the Swedish Energy Agency – as the preparedness agency – maintains bilateral contacts with the county administrative boards.
- **Financial Services** has established a specific collaboration with the Eastern Civil Region in light of the fact that most banks and other financial actors have their headquarters in the Stockholm area.
- **Health, Care and Welfare** has entered into an agreement with the civil area administrations on the forms of their cooperation.¹⁴⁰
- **Food Supply and Drinking Water** has conducted a number of visits to civil areas for specific capability planning. There were two full days of discussion with civil areas and military regions in the spring of 2025 to discuss how their cooperation could be developed.

7.3 Collaboration with the Swedish Armed Forces

Sector-responsible agencies shall endeavour to ensure that the measures undertaken by the preparedness agencies within the preparedness sector are coordinated with the measures undertaken by the Swedish Armed Forces.¹⁴¹ Prior to and during periods of heightened preparedness, sector-responsible

¹³⁹ Swedish Civil Contingencies Agency, *Vägledande principer för fortsatt utveckling av förmåga till ledning och samverkan inom civilt försvar – Fortsatt arbete* (Case no. 2025-07752), 2025.

¹⁴⁰ National Board of Health and Welfare and the county administrative boards, *Överenskommelse för arbetet mellan beredskapssektorn hälsa, vård och omsorg och civilområdeskanslierna*, 2024.

¹⁴¹ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

agencies must provide the Swedish Armed Forces with the supporting material needed to allow the agency to fulfil its obligation to provide information to the government.¹⁴² This information must also include the situation in the preparedness sector's area of responsibility.¹⁴³

In terms of capability development, the sector-responsible agencies mainly collaborate with the Swedish Armed Forces Defence Staff. Within the Defence Staff, there are no designated administrators per sector who maintain regular contact with them. Instead, collaboration mainly takes place as needed; in connection with government assignments, for example. The Swedish Armed Forces have been allocated a government assignment to assess the ability of civil defence to provide support to military defence.¹⁴⁴ The Swedish Armed Forces conducted workshops with the preparedness sectors in 2024 and 2025 in order to gain an overview of support capability. The Defence Staff also meets the sector-responsible agencies at the Supreme Commander's annual field exercise for senior leaders.

With regard to capability utilisation, the Swedish Armed Forces' operational command maintains regular contact with the agencies involved in basic operational planning, known as GROPS agencies. Several of these are sector-responsible agencies, and they usually represent both their own agency and their preparedness sector.

There is also a degree of collaboration between preparedness sectors and military regions. The Swedish Transport Administration exercises its sectoral responsibility at regional level, and each region has direct collaboration with the respective military region. Furthermore, the Food Supply and Drinking Water sector has established collaboration with military regions and civil areas jointly.

The Swedish Armed Forces participate in the collaborative structures of a few sectors. The Swedish Armed Forces Telecommunications and Information Systems Unit (FMTIS) is part of the National Telecommunication Cooperation Group. Similarly, the Swedish Armed Forces are part of the Transport sector's collaborative structure BT POS.

The Swedish Armed Forces consider that the sector-responsible agencies have interpreted the meaning of sectoral responsibility in different ways,

¹⁴² Section 8 of the Ordinance on total defence and heightened preparedness (2015:1053).

¹⁴³ Section 25 of the Ordinance on the preparedness of central government agencies (2022:524).

¹⁴⁴ Swedish Armed Forces, *Bedömning av det civila försvarets förmåga att lämna stöd till det militära försvaret*, 2025.

including in terms of how they have opted to organise for wartime. The Swedish Armed Forces argue that the different interpretations of sectoral responsibility create ambiguity and render collaboration difficult. Furthermore, the Swedish Armed Forces argue that collaboration with the preparedness sectors with a view to longer-term capability establishment should be developed, as current collaboration is primarily aimed at identifying measures that need to be undertaken in the immediate future.¹⁴⁵ We note that the Swedish Armed Forces Defence Staff collaborates with the preparedness sectors on the basis of its line organisation, and that it has no designated administrators for individual preparedness sectors who maintain ongoing contact with the sectors.

Our interviews with the preparedness sectors have given us the impression that the Swedish Armed Forces primarily collaborate with individual preparedness agencies. In cases where collaboration has taken place across sectors, for the most part it has involved the Swedish Armed Forces convening meetings in order to obtain information from the sector. The Swedish Armed Forces also participate in meetings with preparedness sectors in order to provide information on a particular issue. A few sectors feel that the needs of the Swedish Armed Forces are unclear, while the agencies say that they themselves could be better at providing information about what they are able to contribute.

7.4 Collaboration with the business sector

Sector-responsible agencies shall endeavour to ensure that there is collaboration with the business sector to the extent necessary.¹⁴⁶

7.4.1 Different levels of collaboration with the business sector between sectors

Several sectors of the business sector account for most societally vital activities in the sector's area of responsibility. The clearest examples of this are the Electronic Communications and Postal Services, Energy Supply, Financial Services and Transport sectors. The business sector also accounts for a large share of societally vital activities in the Health, Care and Welfare and Security, Law and Order sectors. The business sector plays a less prominent role in other sectors.

¹⁴⁵ Swedish Armed Forces, *Försvarmaktens redovisning av uppgift 9 i regleringsbrevet för budgetåret 2024 – Samverkan utifrån ny struktur för samhällets krisberedskap och civilt försvar*, 2024.

¹⁴⁶ Section 24 of the Ordinance on the preparedness of central government agencies (2022:524).

We have obtained the following overview of the sector-wide collaboration with the business sector in different sectors:

- Four sectors have little or no sector-wide collaboration with the business sector: Economic Security, Provision of Core Data, Health, Care and Welfare¹⁴⁷ and Rescue Services and Civil Protection¹⁴⁸. There are currently no plans in these sectors to develop collaboration with the business sector.
- The Security, Law and Order sector currently has limited collaboration with the business sector, but efforts to develop this are ongoing.
- Other sectors have more extensive collaboration with the business sector: the Electronic Communications and Postal Services, Energy Supply, Financial Services, Food Supply and Drinking Water and Transport sectors.

Collaboration with the business sector has often been pursued over a long period of time, in some cases for several decades, in the preparedness sectors where such collaboration is more extensive. However, both agencies and representatives of the business sector in these sectors emphasise the fact that collaboration with the business sector needs to be developed still further.

Fact Box 2 summarises the public-private cooperation forums that existed in May 2025. The clarity of the link between the forum and the preparedness sector varies.

It should be noted that these collaboration forums may also include agencies other than those included in the preparedness sector. One example is BT POS, which includes the Swedish Energy Agency, the Swedish Armed Forces, MSB and Swedish Customs.

For some sectors, public-private cooperation is every bit as important – or perhaps even more so – for preparedness development as collaboration between sector-responsible agencies. This has an impact on how the sectors view public-private cooperation. PTS, for instance, argues that NTSG is part of the preparedness sector, as the actors are obliged under the Electronic

¹⁴⁷ The sector previously included a number of industry organisations in its preparedness forum, but this initiative has now been discontinued. The National Board of Health and Welfare is the sector-responsible agency and describes itself how the sector's collaboration focuses on the regions, but states that it may be necessary in the long term to develop collaboration with the business sector.

¹⁴⁸ The sector has co-opted SOS Alarm Sverige AB, but otherwise has no developed collaboration with the business sector.

Communications Act to participate in the work of NTSG. Within Financial Services, the Swedish Financial Supervisory Authority has established a structure for collaboration with agencies and the business sector for the preparedness sector, which is partly shared with FSPOS. In the Transport sector, the Swedish Transport Administration reports that the sector is dependent on collaboration with the business sector, and that BT POS has therefore been the focus of the sector's work.¹⁴⁹

Collaboration with the business sector may involve both industry organisations and individual companies, but this varies between sectors. For instance, PTS collaborates directly with companies¹⁵⁰, while the Swedish Financial Supervisory Authority collaborates with both industry organisations and a selection of companies in the sector. The same is true of the Swedish Transport Administration's BT POS. The Swedish Police Authority primarily collaborates with industry organisations.

Fact Box 2. Public-private cooperation forum linked to the preparedness sector.

The following preparedness sectors have public-private cooperation forums (POS):

- **Electronic Communications and Postal Services:** National Telecommunication Cooperation Group (NTSG).¹⁵¹
- **Energy Supply:** Elsamverkan¹⁵² [Electricity Collaboration] and new sector-wide POS structure¹⁵³.
- **Financial Services:** Financial Sector Public-Private Cooperation (FSPOS).
- **Food Supply and Drinking Water:** Consultation group for crisis preparedness planning of food supply (SKAL), and the Water and Sewerage Public-Private Cooperation (VAPOS), which also includes waste issues.

¹⁴⁹ Committee on Defence, *Uppföljning av det civila försvaret – erfarenheter från tre beredskapssektorer*, 2024.

¹⁵⁰ With the exception of the municipal city networks, where PTS works via the Swedish Local Fibre Alliance, an industry organisation.

¹⁵¹ Since 1 May 2024, companies may be required to participate in NTSG. Participation was voluntary for companies in the past, but this collaboration has been made mandatory through amendments to the Electronic Communications Act (2022:482) and the Electronic Communications Ordinance (2022:511).

¹⁵² Swedenergy is the principal organisation responsible for Elsamverkan. Svenska kraftnät is part of Elsamverkan.

¹⁵³ The Swedish Energy Agency is currently establishing a sector-wide POS structure.

- **Transport:** Transport Preparedness Sector Public-Private Cooperation (BT POS).

The following preparedness sectors do not have forums for public-private cooperation: Economic Security, Provision of Core Data, Health, Care and Welfare, Security, Law and Order, and Rescue Services and Civil Protection.

7.4.2 Major differences in business sector structure

The conditions for collaboration between the sectors and the business sector are influenced by the structure of the business sector. For instance, the number of companies differs greatly between the preparedness sectors. In the Electronic Communications and Postal Services sector, for instance, a handful of companies account for 90–95 per cent of mobile telephone service and broadband subscriptions¹⁵⁴, even though there are 725 supervised entities under the Electronic Communications Act.¹⁵⁵ Compare this to the Transport sector, where more than 30,000 companies are active.¹⁵⁶ For the Transport sector, there are an estimated 750 or so supervised entities for the NIS2 Directive, which provides an indication of the number of companies that are of major importance to the sector.

7.4.3 Individual preparedness agencies may have extensive collaboration with the business sector

Individual preparedness agencies may have extensive collaboration with the business sector, even if there is limited sector-wide collaboration for a preparedness sector. This is true of the Health, Care and Welfare sector, for example, where the sector has little collaboration with the business sector, but where both the Medical Products Agency and the Swedish eHealth Agency have extensive collaboration of this kind.

7.4.4 Perceived lack of inclusion for the business sector

Our interviews with representatives of the business sector show that in most cases, they have a relatively positive view of how collaboration works with preparedness sectors, or with individual agencies; at least, in cases where collaboration with the business sector is on a larger scale.

¹⁵⁴ Swedish Post and Telecom Authority, *Svensk telekommarknad 2023, 2024*, p. 14 and p. 19.

¹⁵⁵ Swedish Agency for Public Management, *Tillsynsmyndigheternas kostnader till följd av NIS2-direktivet*, 2025.

¹⁵⁶ <https://www.transportforetagen.se/prioriterade-fragor/transportfakta/om-transportbranschen/> Accessed on 8 January 2025.

However, most of the representatives of the business sector that were interviewed also emphasised that it takes time for the agencies to approach the business sector, and that the business sector could be involved more in the work of the preparedness sectors, and at an earlier stage. Even in sectors where activities are largely carried out by companies, several of the interviewed representatives of the business sector describe the agencies are not making full use of the expertise available within companies.

Collaboration with the business sector is currently limited in the Health, Care and Welfare sector, and there is a desire from the business sector to become more involved in the work of the sector.

We have noted that it appears to be unusual for representatives of the business sector to be directly involved in the development of supporting material for major products. One exception is the Food Supply and Drinking Water sector, where industry organisations have been involved in the development of the sector's supporting material.

Several representatives of the business sector stress that confidentiality is a limiting factor for their participation in sectoral work, in terms of both planning and sharing of situation reports. Most of the sectors' collaborative structures currently lack protective security agreements. One representative of the business sector stresses that this also limits the information that they can share with agencies in the sector.

7.4.5 In several sectors, there are powers to issue binding regulations applicable to the business sector

In several of the preparedness sectors, preparedness agencies have some form of steering capacity in respect of companies and other actors operating within the sector's area of responsibility. This may take the form of regulatory instruments and grant funding, for example. The procedures for awarding grants are described in chapter 5.

In individual sectors, such instruments may be held by both the sector-responsible agency and other preparedness agencies. However, they are most commonly held by the sector-responsible agency.

Three examples of regulatory powers are as follows:

- **PTS** has regulatory powers in the field of electronic communications regarding aspects such as operators' preparations prior to heightened preparedness, as well as their participation in NTSG.¹⁵⁷
- **Svenska kraftnät** has regulatory powers in respect of electricity preparedness vis-à-vis actors in the field of electricity supply.¹⁵⁸
- The **Riksbank** has regulatory powers vis-à-vis companies of particular importance for the execution of payments during peacetime crisis situations and during periods of heightened preparedness.¹⁵⁹

Some sector-responsible agencies argue that they would need regulatory powers vis-à-vis the business sector to be able to exercise their sectoral responsibilities properly. This includes the Swedish Financial Supervisory Authority, which lacks the legal mandate required to prepare financial institutions for heightened preparedness and war.¹⁶⁰

7.4.6 Rare for the mandate as a total defence agency to be exercised

Under the Act on the obligation of businesses, labour market organisations, et al. to participate in total defence planning (1982:1004), total defence agencies – as they are known – are given the opportunity to require businesses to participate in total defence planning. All sector-responsible agencies and a number of preparedness agencies are designated as total defence agencies.¹⁶¹

The impression we have gained is that to date, no sector-responsible agency has made use of this possibility of requiring the participation of businesses in total defence planning. However, the Swedish Food Agency has applied the Act in a pilot project with a view to exploring whether it can be used in relation to work on wartime organisation and wartime service within private companies.

7.4.7 Companies with state ownership

SOU 2021:25 *Struktur för ökad motståndskraft* [Structure for increased resilience] emphasised the sectors' collaboration with the state-owned companies, while indicating that the companies cannot formally be included

¹⁵⁷ Electronic Communications Ordinance (2022:511).

¹⁵⁸ Ordinance on electricity preparedness (1997:294).

¹⁵⁹ RBFS 2023:3 Riksbankens föreskrifter och allmänna råd om företag av särskild betydelse för genomförandet av betalningar under fredstida krissituationer och vid höjd beredskap.

¹⁶⁰ Swedish Financial Supervisory Authority, *Årsredovisning 2024*, 2025, p. 63.

¹⁶¹ Ordinance on the obligation of businesses, labour market organisations, et al. to participate in total defence planning (1982:1005).

in the sectors. The new ownership policy for state-owned companies adopted by the government in 2025 states that these companies must help to strengthen Sweden's total defence effectively on market terms.¹⁶²

The state-owned company most involved in a preparedness sector is SOS Alarm Sverige AB, which is co-opted and included in the meeting structure for Rescue Services and Civil Protection. Additionally, several companies form part of the sectors' collaborative structures. Teracom and Telia Company are part of the NTSG, Swedavia is part of BT POS, and Vattenfall is part of Elsamverkan.

Teracom has been awarded a comprehensive preparedness assignment by PTS and is responsible for providing backup resources that can be used by actors in the field of electronic communications. Teracom believes that it would be beneficial to the sector as a whole if the company were included among the sector's preparedness agencies. When Teracom was established, the Government Bill stated that the company should be regarded as an agency in the context of preparedness.

7.4.8 Several general needs highlighted within the business sector

Representatives of the business sector in several sectors have highlighted a lack of clarity on whether public service obligations can be applied to staff within companies. One company states that ministries and sector-responsible agencies give differing messages regarding expectations and legal conditions. In this regard, industry organisations are calling for general solutions for the business sector in all sectors. In the Security, Law and Order sector, the security industry is also calling for the option of applying civil conscription. As of May 2025, civil conscription is activated only in the areas of electricity supply and rescue services. The inquiry SOU 2025:6 *Plikten kallar!* [Duty calls!] has submitted proposals on the application of both public service obligations and civil conscription for companies.¹⁶³

Representatives of the business sector in several sectors also emphasise the general need for security services during periods of heightened preparedness. Drivkraft Sverige, among others, argues that there is a need for a national support function applicable to all sectors for repair and security resources, for example.

¹⁶² Ministry of Finance, *Statens ägarpolicy*, 2025.

¹⁶³ SOU 2025:6 *Plikten kallar! En modern personalförsörjning av det civila försvaret*, p. 543.

7.5 Collaboration with municipalities and regions

The Preparedness Ordinance does not explicitly require sector-responsible agencies to take action to ensure there is collaboration with representatives of municipalities and regions, unlike the requirement applicable in respect of the business sector.

The activities of municipalities and regions account for a substantial share of vital societal functions within the areas of responsibility of several sectors (see Table 11).

Table 11. Examples of municipal and regional activities by sector.

Sector	Activity
Economic Security	Administration of income support.
Electronic Communications and Postal Services	Municipal urban networks.
Energy Supply	Production and distribution of district heating, district cooling, electricity, biogas.
Health, Care and Welfare	Health and medical care, dental care, social services, infection control, etc.
Food Supply and Drinking Water	Drinking water and wastewater services, waste management, meal services, supervision, etc.
Rescue Services and Civil Protection	Municipal rescue services, civil protection.
Transport	Municipal streets, public transport, ports, airports, air ambulances, etc.

Municipalities also conduct activities within the areas of responsibility of several other sectors, but the scope of their activities is not as extensive in this regard.

Our assessment is that the preparedness sectors have generally had limited collaboration with representatives of municipalities and regions to date. Examples of collaboration with representatives of municipalities and regions are presented below:

- **Rescue Services and Civil Protection:** This sector has the most formalised collaboration, with representatives from the Swedish Association of Local Agencies and Regions (SALAR) and the Greater Stockholm Fire Brigade Association co-opted into the sector's meeting structure. However, there is no protective security agreement between

central government agencies and municipal representatives, which means that the latter are unable to participate in all collaborations. Work is in progress on developing a multilateral protective security agreement for collaboration with all actors in the sector.

- **Health, Care and Welfare:** This sector used to have a preparedness forum, which included SALAR and regional and municipal representatives. However, the National Board of Health and Welfare has discontinued the forum and replaced it with a major preparedness conference for the sector. There is also ongoing collaboration with representatives of municipalities and regions.
- **Energy Supply:** The Swedish Energy Agency, the agency responsible for the sector, collaborated with SALAR in 2023 and 2024. As SALAR primarily raised issues relating to specific project and grant arrangements, the Swedish Energy Agency chose instead to continue its collaboration with SALAR in its role as a preparedness agency.
- **Food Supply and Drinking Water:** This sector channels most of its contact with municipalities through the county administrative boards that form part of the sector.

Several sectors have involved municipal companies, municipal associations and industry for municipal activities in their structures for public-private cooperation. Examples include:

- **Food Supply and Drinking Water:** Avfall Sverige – Swedish Waste Management and the Swedish Water & Wastewater Association.
- **Transport:** SALAR, Svenska Regionala Flygplatser and the Swedish Public Transport Association.
- **Electronic Communications and Postal Services:** Swedish Local Fibre Alliance.¹⁶⁴

7.6 Collaboration with voluntary organisations

Our survey shows that the preparedness sectors have very limited collaboration with voluntary organisations. We have only come across a few examples of sector-wide collaboration with volunteers. For instance, the Swedish Women's Voluntary Defence Organization assists by providing administrative resources to the National Telecommunication Cooperation Group. Furthermore, representatives of the Swedish Red Cross and the Swedish Civil Defense League have been involved in the now defunct

¹⁶⁴ The Swedish Local Fibre Alliance administers and implements various preparedness measures on behalf of PTS.

preparedness forum within the Health, Care and Welfare sector. It is more common for individual preparedness agencies to collaborate with voluntary organisations as part of their regular activities. Each agency in the Food Supply and Drinking Water sector has agreements with voluntary organisations. However, the agencies intend to coordinate within the framework of the sector so as not to compete for the voluntary resources.

7.7 Collaboration with MSB

In our interviews with agencies, we asked about their views on MSB's role in aspects such as supporting the preparedness sectors and maintaining a meeting structure for sector-responsible agencies and county administrative boards responsible for civil areas. Our findings are summarised below.

7.7.1 The view of MSB's supporting and coordinating role is mainly positive, although there is some criticism

Our survey shows that the preparedness sectors' contacts with MSB are now largely channelled via the sector-responsible agency. Overall, other preparedness agencies within the sectors appear to have less contact with MSB today than they used to. MSB's support to the sectors is largely involves meetings and supporting documents. Most sectors have chosen to follow MSB's guidance in their operations, partly because it is easier if everyone in the system uses the same definitions of terms. MSB also provides more specific support. In 2024, the agency prioritised support to the leadership facilities of the sector-responsible agencies.¹⁶⁵

In the spring of 2025, MSB also adopted a regulation on the tasks of central government agencies prior to and during periods of heightened preparedness, which includes tasks for sector-responsible agencies.¹⁶⁶

In our interviews, MSB receives both positive and negative feedback from the preparedness sectors. Examples of positive feedback include the following:

- MSB is generally considered to play an important role in the preparedness system and is doing a good job in respect of the preparedness sectors; or at least, the agency is doing the best it can given its complex and difficult assignment.

¹⁶⁵ Swedish Civil Contingencies Agency, *Årsredovisning 2024*, 2025.

¹⁶⁶ MSBFS 2025:4 MSB:s föreskrifter och allmänna råd om statliga myndigheters uppgifter inför och vid höjd beredskap.

- MSB is generally said to have a good attitude towards the agencies. Most sector-responsible agencies feel that MSB is responsive and takes into account any comments received. For instance, they have adapted their meeting structure on the basis of feedback from the sector-responsible agencies.
- MSB's guidance is used to varying degrees in all sectors to support sectoral work. This support is said to work well for the most part.

Examples of negative feedback include:

- Many agencies interviewed consider that MSB makes too many requests to the agencies to provide documentation. According to the agencies, responding to these demands very labour-intensive and time-consuming.
- Several agencies also report that they often have little time to prepare documentation for MSB. This is even more evident in those sectors where actors in the business sector deliver societally vital functions and hold information that has to be incorporated into the material submitted to MSB.
- Some interviewees emphasise that requests from MSB often have a one-sided focus on central government agencies, and that insufficient attention is paid to the fact that private actors or municipalities and regions are responsible for most societally vital activities in several sectors. In some cases, this means that the material submitted to MSB does not provide a comprehensive overview of the facts.
- MSB has a broad mandate, and several of the agencies interviewed consider that MSB lacks internal coordination at times. For instance, different parts of MSB may provide differing opinions on the facts and ask the agencies the same questions on different occasions.
- MSB's guidance is said to be of varying quality, and not always entirely consistent. Guidance documents and other information are extensive, and several agencies describe this as an overload of available information that sometimes overlaps and is not organised hierarchically.
- Sectors involving activities that are more administrative in nature, such as Economic Security, Financial Services and Provision of Core Data, argue that MSB does not understand their activities as well as those sectors where the agencies are involved in more specific activities, such as Security, Law and Order or Transport.

7.7.2 The agencies regard the meeting structure as reasonable, although there are many meetings

The central meeting series is a key part of MSB's system management work. In some cases, these meetings take place in a smaller format with sector-responsible agencies, county administrative boards responsible for civil areas, the Swedish Psychological Defence Agency and the Riksbank. In other cases, the meetings involve all the preparedness agencies and the Riksbank. Meetings are held within a three-tier structure. The primary meeting formats in the smaller format are listed in Table 12.

Table 12. Primary meeting formats for sector-responsible agencies.

Designation	Level
Civil preparedness council (CBR) – in smaller format	Heads of agencies
Civil Preparedness Forum (FCB)	Heads of Department
Expert meeting for civil preparedness (XCB)	Experts and heads of unit

Besides CBR, FCB and XCB, there are a number of other meeting formats based on the smaller format. These include:

- forum for heads of operations
- forum for heads of communication
- preparedness forum for chief legal officers
- forum for reporting
- forum for communications security
- for premises and technology for leadership and collaboration
- coordination group for sector-responsible agencies in respect of training and exercises
- forum for NATO coordination.¹⁶⁷

The sector-responsible agencies generally consider the MSB meeting structure in itself to be reasonable. However, a majority of sectors have expressed the view that there are too many meetings, which is perceived as onerous. The meeting structure also presupposes that sector-responsible agencies coordinate with other agencies within their sector both before and

¹⁶⁷ Swedish Civil Contingencies Agency, *Mötesdatum 2025 – Forum på central nivå för att uppnå inriktning och samordning i beredskapssystemet*, 2024.

after meetings. The volume of meetings means that these consultations are also time-consuming.

However, MSB argues that there is a need for the agencies to allocate resources to functions working with collaboration and information sharing. According to MSB, the increased level of ambition requires them to spend more time on collaboration, meetings and reporting.

7.7.3 MSB runs project on the exercise of sectoral responsibility

In the spring of 2025, MSB – together with sector-responsible agencies – initiated a project to review the exercise of sectoral responsibility. This project aims to identify common denominators in sectoral responsibility. Wherever possible and appropriate, working practices should also be standardised in relation to the tasks of the sector-responsible agencies.¹⁶⁸

7.7.4 MSB has investigators attached to the preparedness sectors

There is an investigator assigned to MSB for each preparedness sector. Initially, these investigators worked in completely different ways in relation to their sectors. Staff turnover among investigators was high, too. MSB recruited several new investigators in the autumn of 2024. At the same time, work began on developing an operational plan and a job description for investigators. MSB has described the role of investigators as providing a point of contact for the sectors within MSB. The investigators are supposed to support work in the sectors, including in connection with MSB's system documentation and applications for appropriation 2:4 Crisis Preparedness.

The picture emerging from our interviews is that there has been high staff turnover among these investigators for several sectors, and that the positions have remained vacant for a long time in some cases. Therefore, MSB's investigators do not appear to have made much of an impact for several sectors. At the same time, however, a few sectors have testified to the usefulness of investigators in sectoral work. A few sector-responsible agencies would like investigators to be used more extensively as a resource in sector-related activities.

¹⁶⁸ Swedish Civil Contingencies Agency, *Vägledande principer för fortsatt utveckling av förmåga till ledning och samverkan inom civilt försvar – Fortsatt arbete* (Case no. 2025-07752), 2025.

8. An international comparison

This chapter provides a general comparison between Sweden's classification of preparedness sectors and a selection of sectoral classifications in other countries.

8.1 The starting point for other countries' sectors has often been shaped by protection against terrorism

Several NATO and EU countries have some form of sectoral classification for vital societal functions. In their current form, these arrangements have often existed since the early 2000s and are generally based on the concept of Critical Infrastructure Protection (CIP). CIP is essentially an American concept based primarily on protection against terrorism, following the attacks of 11 September 2001. For instance, the US has sectors for publicly accessible commercial spaces and public facilities and environments, where the emphasis has been on protection against terrorism. Over time, climate-related threats have also been incorporated into critical infrastructure work. In several cases, there has been a shift from scenario-based *Protection* to *Resilience*, reflecting a broader threat scenario than just terrorism. In Finland and Switzerland, the sectoral approach has instead been based on the work on security of supply from the perspective of armed attack.¹⁶⁹

In our experience, sectors in other EU and NATO countries are primarily used for planning; but not for operational incident management. The US has Sector Risk Management Agencies, most of which are ministries. These have twelve specific tasks to perform. Most of these relate to analysis, collaboration, information sharing, implementation of risk management measures and support to actors within the sector. However, one task involves acting as the coordinating federal agency in the event of incidents of certain types.¹⁷⁰

8.2 A comparison with Swedish preparedness sectors

A review of the sectoral classifications of eight countries shows that the number of sectors varies between 10 and 16 (see Table 13). The Swedish

¹⁶⁹ Swedish Defence Research Agency, Per Larsson, *Arbete med skydd av samhällsviktig verksamhet i andra länder*, Presentation slides, 2015.

¹⁷⁰ The White House National Security Council, *National Security Memorandum on Critical Infrastructure Security and Resilience*, 2024.

sectoral classification focuses on the organisation of central government agencies. In the eight countries studied, the emphasis is instead on activities and actors within the sectors. Responsibility for coordination within the sectors often rests not with agencies, but with ministries. Sweden's administrative model, with its large and independent agencies, differs from several other countries in Europe, where ministries often have agency-type functions.

Table 13. Number of critical infrastructure sectors in eight countries.

Country	Number of sectors
Australia ¹⁷¹	11
Canada ¹⁷²	10
Netherlands ¹⁷³	10
Norway ^{174 175176}	14
Poland ^{177 178}	11
Germany ¹⁷⁹	10
UK ¹⁸⁰	13
US ¹⁸¹	16

A comparison between the Swedish preparedness sectors and the sectoral classifications in eight countries reveals a number of similarities (see Table 14). All the countries studied have some form of sector for electronic communications, energy supply, financial services, drinking water supply and transport. However, none of the countries studied have sectors that clearly correspond to Economic Security, and only Australia, the Netherlands and Norway have an equivalent to the Provision of Core Data sector.¹⁸²

¹⁷¹ <https://www.cisc.gov.au/legislation-regulation-and-compliance/soci-act-2018> Accessed on 15 May 2025

¹⁷² Public Safety Canada, *National Strategy for Critical Infrastructure*, 2009.

¹⁷³ BBK, *10 years of the CIP Strategy*, 2020.

¹⁷⁴ Prop. 1 S (2023–2024) *Proposisjon til Stortinget for budsjettåret 2024*, Ministry of Justice and Public Security, pp. 183–184.

¹⁷⁵ Norway uses the term Nødvendige samfunnsfunksjonane. Sektor refers to the regular responsibilities of the ministries.

¹⁷⁶ Norwegian Directorate for Civil Protection, *Samfunnets kritiske funksjoner*, 2016.

¹⁷⁷ <https://www.gov.pl/web/rcb-en/critical-infrastructure> Accessed on 27 May 2025.

¹⁷⁸ Poland uses the term Critical Infrastructure Systems.

¹⁷⁹ BBK, *10 years of the CIP Strategy*, 2020.

¹⁸⁰ <https://www.npsa.gov.uk/critical-national-infrastructure-0> Accessed on 15 May 2025

¹⁸¹ <https://www.cisa.gov/topics/critical-infrastructure-security-and-resilience> Accessed on 15 May 2025

¹⁸² Netherlands: The sector is referred to as Digital Government.

Table 14. Comparison of Swedish preparedness sectors with sectors in other countries.

Preparedness sector in Sweden	Corresponding functions are covered by other countries' sectors (may be split into different sectors)	Number of countries
Economic Security		0
Electronic Communications and Postal Services¹⁸³	Australia, Canada, the Netherlands, Norway, Poland, Germany, the UK, the US	8
Energy Supply	Australia, Canada, the Netherlands, Norway, Poland, Germany, the UK, the US	8
Financial Services	Australia, Canada, the Netherlands, Norway, Poland, Germany, the UK, the US	8
Provision of Core Data	Australia ¹⁸⁴ , the Netherlands, Norway	3
Health, Care and Welfare	Australia, Canada, Norway, Poland, Germany, the UK, the US	7
Food Supply and Drinking Water	Australia ¹⁸⁵ , Canada, the Netherlands ¹⁸⁶ , Norway ¹⁸⁷ , Poland, Germany, the UK, the US	8
Security, Law and Order	Canada, the Netherlands, Norway, the UK, the US	5
Rescue Services and Civil Protection¹⁸⁸	Canada, Norway, Poland, the UK, the US	5
Transport	Australia, Canada, Germany, the Netherlands, Norway, Poland, the UK, the US	8

8.2.1 Other countries have sectors that do not exist as a separate sector in Sweden

Table 15 lists a number of sectors that exist in other countries but do not have a dedicated preparedness sector in Sweden. (However, in some cases the function may be addressed within another sector.) The sectors are labelled in English, as most of the countries have published their sectoral classifications in English. The names are not entirely consistent across countries in some cases, but the content of the sectors has been interpreted. The purpose of the table is not to provide a precise representation of the

¹⁸³ Postal services are generally not included in other countries' electronic communications sectors.

¹⁸⁴ Australia: Referred to as Data Storage and Processing, and covers both public and commercial data.

¹⁸⁵ Australia has a Water and Sewerage sector and a Food and Grocery sector.

¹⁸⁶ The Netherlands has a sector for drinking water, but not for food supply.

¹⁸⁷ Norway has a separate function for water, but not for food supply. However, food supply is included in the Security of Supply function.

¹⁸⁸ Civil protection is not explicitly included in the five countries' sectors.

countries' sectoral classifications, but to point out interesting differences from the Swedish sectoral classification. This table is not to be perceived as normative in any respect.

Table 15. Sectors that exist in other countries but do not have a dedicated sector in Sweden.

Sector	Available in other countries	Status in Sweden
Chemicals	Separate sector in the Netherlands ¹⁸⁹ , the UK and the US.	Not a separate sector.
Chemical and Radioactive Substances	Separate sector in Poland ¹⁹⁰ .	Not a separate sector.
Civil Nuclear	Separate sector in the UK and the US.	Included in Energy Supply, as well as in Rescue Services and Civil Protection.
Commercial Facilities	Separate sector in the US. ¹⁹¹	Not a separate sector.
Dams	Separate sector in the US and the Netherlands ¹⁹² .	Not a separate sector. ¹⁹³
Defence	Separate sector in Australia, the Netherlands, Norway and the UK.	Not a separate sector.
Defence Industrial Base	Separate sector in the US.	Not a separate sector.
Emergency Services	Separate sector in Canada ¹⁹⁴ , the UK and the US.	Not a separate sector. ¹⁹⁵

¹⁸⁹ Netherlands: Chemicals – large-scale production/processing and/or storage of chemicals and petrochemicals.

¹⁹⁰ Poland: Referred to as Production, storage, and handling of chemical and radioactive substances, including hazardous substance pipelines.

¹⁹¹ The Commercial facilities sector aims to protect environments open to the general public against coordinated attacks.

¹⁹² The Netherlands has the Water sector which refers to Flood Defences and Water Management. There is a separate sector for Drinking Water.

¹⁹³ Sweden: According to its instructions, Svenska kraftnät is tasked with promoting dam safety. However, this area is not mentioned in MSB's list of vital societal functions linked to the Energy Supply sector.

¹⁹⁴ Canada: Referred to as Safety.

¹⁹⁵ Sweden: The function is divided between Rescue Services and Civil Protection, Security, Law and Order, and Health, Care and Welfare sectors.

Food and Water	Separate sectors in Australia, Canada, the Netherlands ¹⁹⁶ , Norway, Poland, the UK, Germany and the US. ¹⁹⁷	A joint sector for Food Supply and Drinking Water.
Government	Separate sector in Canada, Norway, Poland ¹⁹⁸ , the UK and Germany.	Not a separate sector.
Government Facilities	Separate sector in the US. ¹⁹⁹	Not a separate sector.
Higher Education and Research	Separate sector in Australia.	Not a separate sector.
Information Technology	Separate sector in Germany ²⁰⁰ , Poland ²⁰¹ and the US ²⁰² .	Partly included in Electronic Communications and Postal Services.
Manufacturing	Separate sector in Canada and the US.	Not a separate sector.
Media and Culture	Separate sector in Germany.	Not a separate sector.
Municipal Waste Management	Separate sector in Germany.	Included in Food Supply and Drinking Water.
Nature and the Environment	Separate sector in Norway.	Not a separate sector.
Security of Supply	Separate sector in Norway. ²⁰³	Not a separate sector.
Space	Separate sector in Australia ²⁰⁴ , Norway ²⁰⁵ and the UK.	Not a separate sector.

¹⁹⁶ Netherlands: Referred to as Drinking Water.

¹⁹⁷ In several cases, Water does not involve drinking water alone, as is the case in Sweden.

¹⁹⁸ Poland: Referred to as Public administration continuity.

¹⁹⁹ US: Aims to protect public facilities and environment from attack and disruption.

²⁰⁰ Germany: Information Technology and Telecommunications: cable-based and wireless (also space-based) language and data transmission, data storage and data processing

²⁰¹ Poland: Referred to as IT networks.

²⁰² US: Refers to hardware, software, digital services, etc. There is a separate sector for electronic communications.

²⁰³ Norway: Referred to as Forsyningstryggleik.

²⁰⁴ Australia: Referred to as Space Technology.

²⁰⁵ Norway: Referred to as Satellittbasert navigasjon og kommunikasjon.

Several countries have sectors for the chemical industry, defence, the emergency services, public administration and information technology. Sweden does not have dedicated preparedness sectors for these areas, although they may be included in existing sectors to an extent. Furthermore, most of the countries studied have distinguished between food and water.

Several countries are now reviewing their crisis preparedness and civil defence work, including their work on critical infrastructure and sectoral classifications. Canada, for example, has produced a report proposing new sectors, as the current categorisation is not considered to meet all needs.²⁰⁶

²⁰⁶ Public Safety Canada, *Renewing Canada's Approach to Critical Infrastructure Resilience*, 2022.

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List of interviews

Economic Security		
Actor	Position ²⁰⁷	Date
Swedish Pensions Agency	Two security specialists	21 October 2024
Swedish Social Insurance Agency	Head of preparedness and sectoral responsibility; three operations development officers	23 October 2024
National Government Service Centre	Operations development officer	24 October 2024
Swedish Public Employment Service	Security specialist	25 October 2024
Swedish Payments Agency	Safety Manager	5 November 2024
Swedish Tax Agency	Two security specialists	7 November 2024
Swedish National Debt Office	Security analyst	27 November 2024

Electronic Communications and Postal Services		
Actor	Position	Date
Swedish Local Fibre Alliance	Head of development and security	17 September 2024
Swedish Post and Telecom Authority	Head of the preparedness unit; head of the resilience unit; staff at the preparedness unit	18 September 2024 24 September 2024
Teracom AB	Chief Executive Officer; Chief Operating Officer; Chief Financial Officer	20 September 2024
Swedish Civil Contingencies Agency	Head of unit; strategist	20 September 2024
Swedish Transport Administration	Two security strategists	23 September 2024
Svenska kraftnät	Two preparedness strategists	26 September 2024

²⁰⁷ 'Position' refers throughout to the position held at the time of the interview.

TechSverige, Confederation of Swedish Enterprise	TS: two experts on industrial policy; SN: officer responsible for security and defence policy	30 September 2024
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Energy Supply		
Actor	Position	Date
Drivkraft Sverige, Swedenergy Swedish Gas Association	DS: Head of the executive committee; EFS: officer responsible for security issues; EGS: Chief Executive Officer	20 January 2025
Swedish Energy Agency	Head of division; operations coordinator	3 February 2025

Financial Services		
Actor	Position	Date
Swedish Financial Supervisory Authority	Head of area; head of division; head of unit	25 November 2024
Swedish National Debt Office	Security analyst	27 November 2024
Sveriges Riksbank	Head of unit; preparedness specialist	28 November 2024
Swedish Bankers' Association, Insurance Sweden and Confederation of Swedish Enterprise	SB: advisor; SF: advisor; SN: officer responsible for security and defence policy	29 November 2024

Provision of Core Data		
Actor	Position	Date
Swedish Tax Agency	Analyst	2 December 2024
Lantmäteriet (the Swedish mapping, cadastral and land registration agency)	Acting head of preparedness	10 December 2024
Agency for Digital Government	Deputy head of security	10 December 2024
Swedish Companies Registration Office	Safety manager	8 January 2025

Health, Care and Welfare		
Actor	Position	Date
National Board of Health and Welfare	Coordinator for the preparedness sector; investigator	26 November 2024

Swedish eHealth Agency	Preparedness coordinator	28 November 2024
Swedish Association of Local Agencies and Regions	Team leader for civil preparedness; administrator	3 December 2024
Swedish Medical Products Agency	Acting director of security and preparedness; security and preparedness strategist	5 December 2024
Swedish Association of the Pharmaceutical Industry, Swedish Medtech, Swedish Pharmacy. Association, Association of Private Care Providers and Confederation of Swedish Enterprise	L: policy expert; SM: chief executive officer; SA: chief executive officer; V: head of industrial policy; SN: officer responsible for security and defence policy	11 December 2024
Public Health Agency of Sweden	Two investigators	18 December 2024

Food Supply and Drinking Water		
Actor	Position	Date
Avfall Sverige – Swedish Waste Management	Chief Legal Officer	21 January 2025
Swedish Water & Wastewater Association	Drinking water expert	22 January 2025
Swedish Food Retailers Federation	Preparedness officer	23 January 2025
Federation of Swedish Farmers	Coordinator	28 January 2025
Swedish Food Agency	Head of unit; lawyer	29 January 2025

Security, Law and Order		
Actor	Position	Date
Swedish National Courts Administration	Two preparedness specialists	21 October 2024
Prison and Probation Service	Head of development and security	22 October 2024
Swedish Customs	Head of preparedness	24 October 2024
Swedish Police Authority	Preparedness coordinator	7 November 2024
Swedish Prosecution Authority	Head of division; head of unit	11 November 2024
Bevakningsbranschens Yrkes- och Arbetsmiljönämnd (BYA,	BYA: Senior Advisor for Total Defence;	12 November 2024

Security Industry Vocational and Working Environment Committee), Swedish Security Industry Association, Confederation of Swedish Enterprise	SF: Head of industrial policy; labour law expert; SN: officer responsible for security and defence policy	
Swedish Civil Contingencies Agency	Two sector-responsible investigators	12 November 2024

Rescue Services and Civil Protection		
Actor	Position	Date
Swedish Maritime Administration	Director; Head of group	13 November 2024
Greater Stockholm Fire Brigade	Director	13 November 2024
SMHI	Operational manager for crisis preparedness	25 November 2024
Swedish Radiation Safety Authority	Head of division	28 November 2024
Swedish Coast Guard	Strategic advisor	3 December 2024
Swedish Civil Contingencies Agency	Head of unit; sector coordinator; administrator; research coordinator; operations manager	13 December 2024 18 November 2024
SOS Alarm Sverige AB	Head of preparedness	13 December 2024
Swedish Association of Local Agencies and Regions	Administrator	3 January 2025

Transport		
Actor	Position	Date
BT POS Maritime	Chairman	23 January 2025
Swedish Transport Administration	Head of division; head of security; two national preparedness planners;	24 January 2025
BT POS Air	Chairman	28 January 2025
BT POS Land	Chairman	30 January 2025

Other interviews		
Actor	Position	Date
Swedish Armed Forces, Total Defence Section	Strategist	8 April 2025
Administration for the South East Civil Area	Administration head	16 April 2025

Other meetings		
Actor	Position	Date
Confederation of Swedish Enterprise Crisis and Defence Group	Representatives of Confederation of Swedish Enterprise member organisations	26 August 2024
National advisor for strengthening public-private cooperation in total defence	Three inquiry secretaries	20 January 2025 7 January 2025