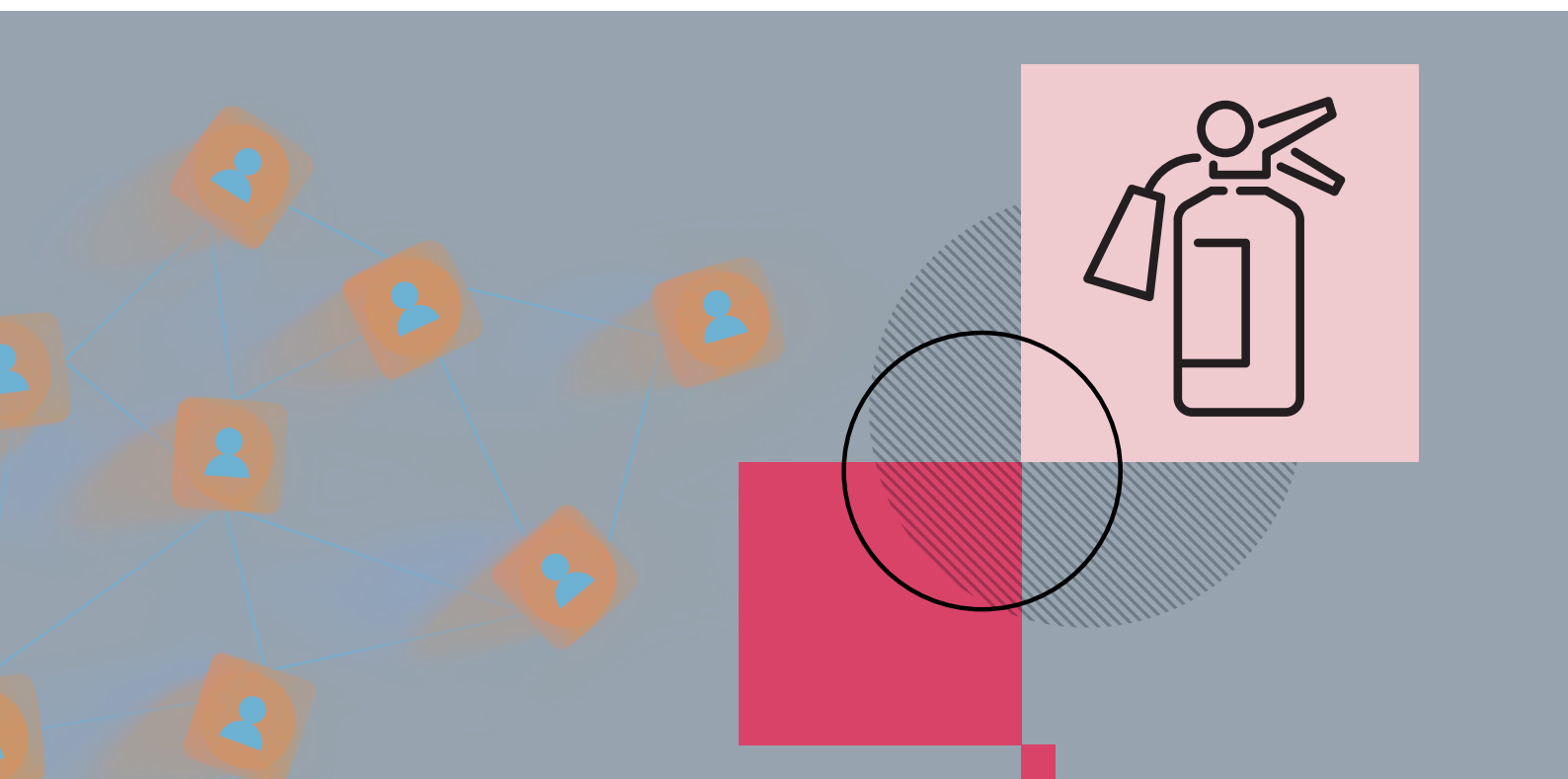


**BACKGROUND NOTE FOR THE 24TH PA SECURE
STEERING GROUP MEETING, DECEMBER 2025**

MAPPING OF CIVIL PROTECTION AND RELATED AUTHORITIES IN THE BALTIC SEA REGION



The views and opinions expressed in this publication do not necessarily represent the positions of all members of the EUSBSR Policy Area Secure Steering Group, the CBSS Member States, or the individual authorities and organisations mentioned in the document.

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Compiled by: Amy Delis, CBSS Secretariat.

INTRODUCTION

This mapping of civil protection and related authorities in the Baltic Sea Region is a background note prepared as a follow-up to the discussion held during the 24th PA Secure Steering Group meeting in Krakow, Poland, in December 2025. It was developed at the request of the members of the CBSS Civil Protection Network and the EUSBSR Policy Area Secure Steering Group.

The document was compiled by the Council of the Baltic Sea States (CBSS) Secretariat. Its purpose is to provide a practical overview of national civil protection structures and key authorities in the Baltic Sea Region, with a focus on responsibilities relevant to civil protection, disaster risk reduction, preparedness, emergency response, citizens' awareness, volunteerism, civil-military cooperation, shelters, resilience building, mass-evacuation and other topics.

The information was collected through desk research, primarily based on publicly available sources, and, in some cases, through input provided by members of the EUSBSR Policy Area Secure Steering Group and the CBSS Civil Protection Network. The mapping is not intended to provide a comprehensive legal analysis of national systems. Rather, it is meant to provide a quick practical overview of who does what in civil protection and related areas across the Baltic Sea Region, and to support mutual understanding of how responsibilities are organised across the region.

It is meant to be a working document that can support regional dialogue, strengthen cooperation among relevant authorities, and help identify possible areas for further exchange and coordination in the Baltic Sea Region. The mapping may be updated as national structures evolve or as additional information is provided by national authorities and experts.

OVERVIEW

Country	Authority	Falls under
Denmark	Danish Emergency Management Agency	Ministry of Resilience and Preparedness
	Danish Resilience Agency	
Estonia	Estonian Rescue Services Agency	Ministry of the Interior
Finland	Department for Rescue Services	Ministry of the Interior
Germany	Federal Office for Civil Protection and Disaster Assistance	Federal Ministry of the Interior
Iceland	National Commissioner of the Icelandic Police, Civil Protection Department	Ministry of Justice
Latvia	State Fire and Rescue Service	Minister of Internal Affairs
Lithuania	Fire and Rescue Department	Ministry of the Interior
Norway	Norwegian Directorate for Civil Protection	Ministry of Justice and Public security
Poland	National Headquarters of the State Fire Service	Minister of Interior and Administration
	Government Centre for Security	Council of Ministers
Sweden	Swedish Civil Contingencies Agency (MSB) From 01.01.26 Swedish Civil Defence and Resilience Agency (MCF)	Ministry of Defence

DENMARK

The Danish Resilience Agency (DRA)

The Danish Resilience Agency (*Styrelsen for Samfundssikkerhed*) is responsible for societal resilience and civil protection, and is a key player in areas such as preparedness, critical infrastructure and information- and cybersecurity. The agency works across sectors and in collaboration with public authorities and the private sector. DRA is also responsible for the coordination of the National Operational Staff and the Central Operational Communications Body, during a national crisis situation. DRA is an agency under the Ministry of Resilience and Preparedness.

Danish Emergency Management Agency (DEMA)

Danish Emergency Management Agency (*Beredskabsstyrelsen*) is the responsible authority for emergency response in Denmark. DEMA is an agency under the Ministry of Resilience and Preparedness and works on emergency communication, state rescue response, prevention of accidents and crises, safety at sea and supervises, advises and assists the municipal emergency response. DEMA also works on training of community emergency response actors and volunteers and assists internationally with humanitarian or civil protection support to major accidents or protracted crises, such as Ukraine.

Further information:

- Ministry of Resilience and Preparedness <https://mssb.dk/>
- Danish Resilience Agency <https://samsik.dk/>
- Danish Emergency Management Agency <https://www.brs.dk/>

ESTONIA

Estonian Rescue Services Agency

The Estonian Rescue Services Agency (*Päästeamet*) is the main responsible authority for civil protection in Estonia. The Agency works on crisis preparedness, rescue operations, and emergency response and planning. Through campaigns, strategic communication activities and its website olevalmis.ee, the agency further increases awareness and preparedness with for example guiding materials and trainings. The agency also plays an important role in developing and managing the EE-ALARM public warning system and promoting societal engagement through its work with volunteer rescue brigades. Next to the preparedness of citizens, the Agency also supports municipalities in developing their crisis preparedness through various trainings and seminars. Municipalities are for example responsible for local resilience centres where residents can receive information, advice, and assistance during a crisis.

Next to the Estonian Rescue Services Agency, the Government Office is responsible in implementing inter-agency cooperation in the various planning processes of national defence, including civil defence and civil support in military action, and its Communication Unit supports the dissemination of awareness campaigns through the website *Kriis.ee*.

Further information:

- Estonian Rescue Services Agency: <https://www.rescue.ee/en>
- <http://www.olevalmis.ee/> for guiding materials, information, and trainings

Participants in Civil Protection

Government Office

Coordinator of Comprehensive National Defence

- Crisis situation and National Defence Act (draft)
- Policy of Critical Services
- Investment plan of Comprehensive National Defence

Ministry of Social Affairs

Responsible for Civil Protection Policies within its area of governance:

- First Aid, Disaster Medicine
- Emergency Social Assistance
- Psychological Crisis Support

Ministry of the Interior

Civil Protection Policy Authority

- Civil Protection Action Plan
- Amendments to the Emergency Act
- Minister of the Interior as the Minister of Civil Protection

Local Governments

Participation in Civil Protection activities

- Mass evacuation
- Sheltering
- Emergency Social Assistance
- Resilience Centres
- Continuity of Local Government Operations

Estonian Rescue Services Agency

Civil Protection (Implementing) Agency

- Civil Protection Plan
- Rescue operations, demining, public warning, mass evacuation, sheltering
- Supporting local governments through coordinating activities
- Regional Crisis Committees

Other Institutions and Partners

- Emergency Response Centre (112)
- Health Board
- Social Insurance Board
- Estonian Stockpiling Agency
- Defence League, incl Women's' Voluntary Defence Organization
- Volunteer Rescuers and Volunteer Maritime Rescuers
- Other Volunteers
- Churches

Organisational chart of civil protection in Estonia.

FINLAND

Ministry of the Interior

The main authority responsible for civil protection in Finland is the Ministry of the Interior. The Ministry of the Interior Department for Rescue Services directs, guides and oversees rescue services and maintains oversight of their coverage and quality, has charge of the organisation of rescue services at national level, and coordinates the activities of various ministries and sectors in the field of rescue services and their development. The Department for Rescue Services also makes decisions on providing international rescue assistance abroad.

Its three key duties are:

- drafting of legislation concerning the police, rescue services, Emergency Response Centre operations, border guarding, maritime search and rescue, and migration,
- performance management of agencies and institutions in the ministry's branch of government, and
- dealing with international and EU affairs that fall within its remit.

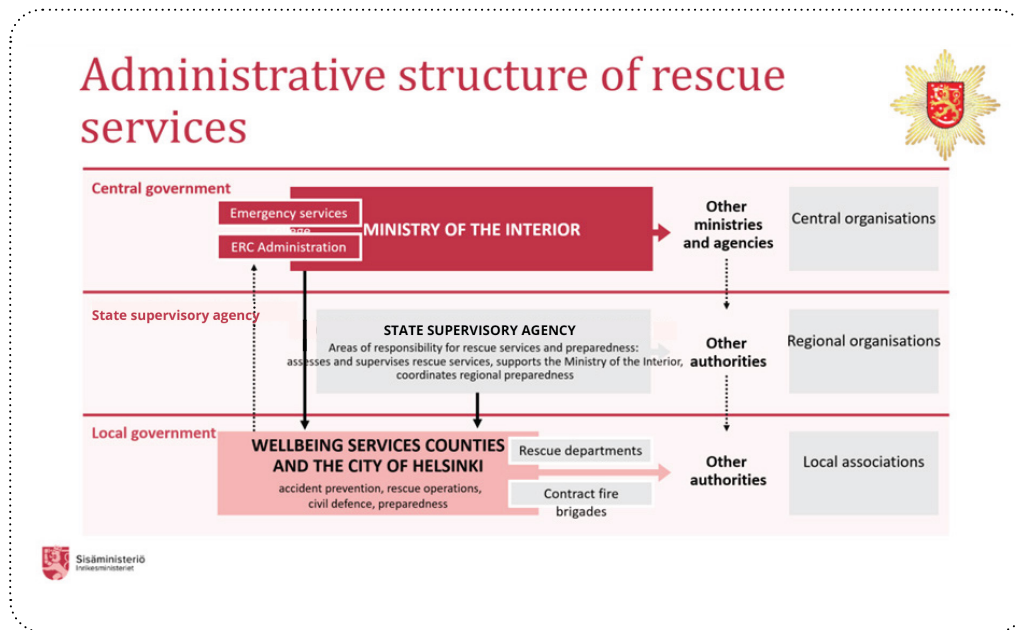
The Ministry's vision is for Finland to be the safest country in the world.

The Department for Rescue Services works on topics of citizens' preparedness and safety, preventing hazardous situations and preparing to operate in times of crisis. The Ministry likewise oversees the Emergency Services Academy and guides and directs emergency response centre operations and prepares related legislation. The aim is to build a safe and crisis-resilient Finland. There are well-being services counties, which are responsible for 21 regional rescue departments, which carry out rescue service duties in their regions.

The cooperation is based on a comprehensive security network-model engaging authorities, civil society and organisations, private sector and research, and development and innovation.

Further information:

- Ministry of the Interior, Department for Rescue Services: <https://pelastustoimi.fi/en/home> and <https://intermin.fi/en/rescue-services>



Organisational chart of civil protection in Finland. Source: Department for Rescue Services of Finland

GERMANY

In the Federal Republic of Germany, the protection of the civilian population is divided into civil protection, i.e. protecting the population from war-related dangers, and disaster management i.e. protecting the population in peacetime. The responsibility for civil protection lies with the federal government and the responsibility for disaster management with the federal states.

The two pillars of Baltic Sea Cooperation in Germany are the Federal Office of Civil Protection and Disaster Assistance (BBK) and the Hamburg Fire and Rescue Services (HFRS).

The HFRS is the second-largest fire service in Germany and has practical expertise in urban emergency response, maritime safety, and many years of experience in Baltic Sea projects. As a federal state, Hamburg is responsible for non-police emergency response. Fire protection, technical assistance, and rescue services (EMS) are provided by the HFRS, which is part of the Ministry of the Interior and Sport. Disaster management is handled, with the involvement of the HFRS, both within the Ministry of the Interior and Sport and at the level of the seven districts of the Free and Hanseatic City of Hamburg.

Federal Office for Civil Protection and Disaster Assistance

The Federal Office of Civil Protection and Disaster Assistance (BBK) is the main civil protection authority in Germany. The BBK falls under the Federal Ministry of the Interior who coordinates inter-ministerial collaboration and is generally responsible for national/internal security.

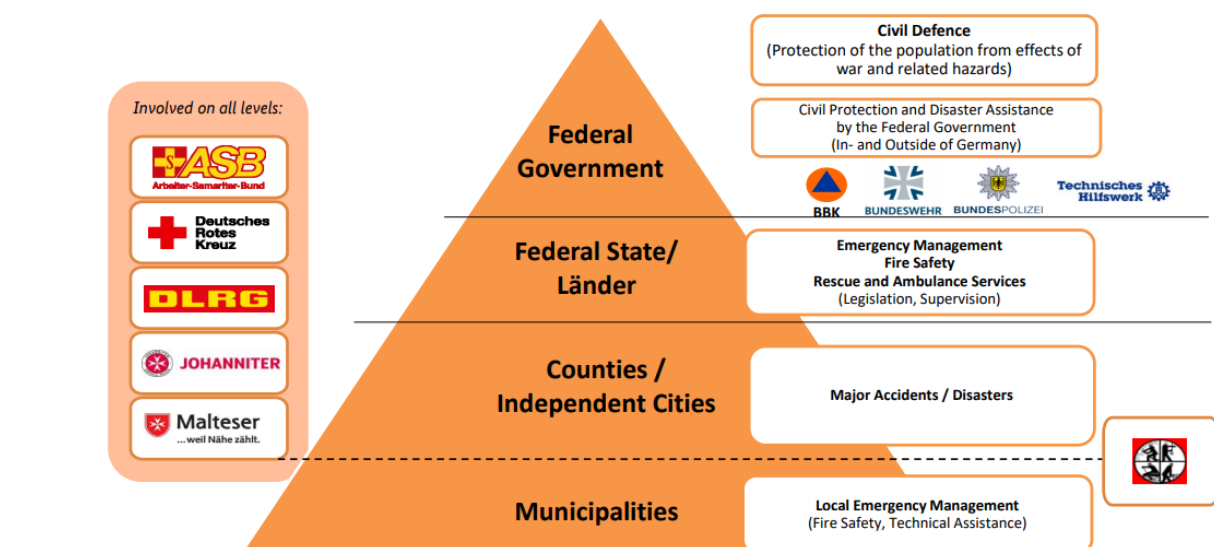
The BBK mostly operates on the policy-level, with very limited operational capacities. The operational capabilities, on the federal level, sit with the Federal Agency for Technical Relief, the Federal Police and the German Army together with the fire protection, police and emergency medical services on the local, federal state level.

The main tasks of the BBK include but are not limited to enabling self-protection and self-preparedness, public warnings, and disaster assistance. In addition, the BBK also attends to other topics such as Risk Assessments, Civil-Military Cooperation, Critical Infrastructure, International Cooperation in Civil Protection, Climate Change (Sendai), research and specialised training in the Federal Academy of Civil Protection. The BBK also hosts the German Joint Information and Situation Centre (GMLZ) which acts as the national point of contact for a range of national and international information or Requests for Assistance (RfA) such as the ERCC in case of the UCPM.

Further information:

- Federal Office of Civil Protection and Disaster Assistance https://www.bbk.bund.de/DE/Home/home_node.html
- Federal Agency for Technical Relief https://www.thw.de/DE/Startseite/startseite_node.html
- Federal Civil Protection and Disaster Relief Act: <https://www.gesetze-im-internet.de/zsg/index.html>
- Hamburg Fire and Rescue Services website: <https://www.feuerwehr.hamburg/> and the 2024 Annual report: <https://www.feuerwehr.hamburg/resource/blob/1106020/b0a5cc2880e453da46acd06270cf71ab/d-jahresbericht-2024-englisch-data.pdf>

Civil Protection in Germany on its different levels



Organisational chart of civil protection in Germany. Source: Federal Office of Civil Protection and Disaster Assistance (BBK)

ICELAND

National Commissioner of the Icelandic Police

Civil Protection and Emergency Management Department

The Civil Protection and Emergency Management Department of the National Commissioner of the Icelandic Police (NCIP/DCPEM) is the main civil protection authority in Iceland. The NCIP/DCPEM is responsible for the coordination of local civil protection plans and supervises their review and maintenance. They likewise analyse risks, inform the public, respond to emergencies, and coordinate operations with relevant partners to minimise damage caused by disasters. For emergency response, the NCIP/DCPEM maintains a National Crisis and Co-ordination Centre for Civil Protection.

In emergency situations, the work of the NCIP/DCPEM is supported by the Icelandic Search and Rescue and the Red Cross. For example, the Icelandic Red Cross takes care of shelters and relief centres, coordinates volunteers, and offers psychological support in case of disasters.

Further information:

- Civil Protection and Emergency Management department of the National Commissioner of the Icelandic Police: <https://www.almannavarnir.is/english/>
- Icelandic Civil Protection Act: <https://www.government.is/publications/legislation/lex/2017/12/21/Civil-Protection-Act-No.-82-2008/>
- The Red Cross on emergency preparation: <https://www.raudikrossinn.is/verkefni/innanlandsverkefni/hamfarir-og-neydaradstod/neydarvarnir/>

THE STRUCTURE OF THE CIVIL PROTECTION



Organisational chart of civil protection in Iceland. Source: European Civil Protection and Humanitarian Aid Operations. National Disaster Management Systems.

LATVIA

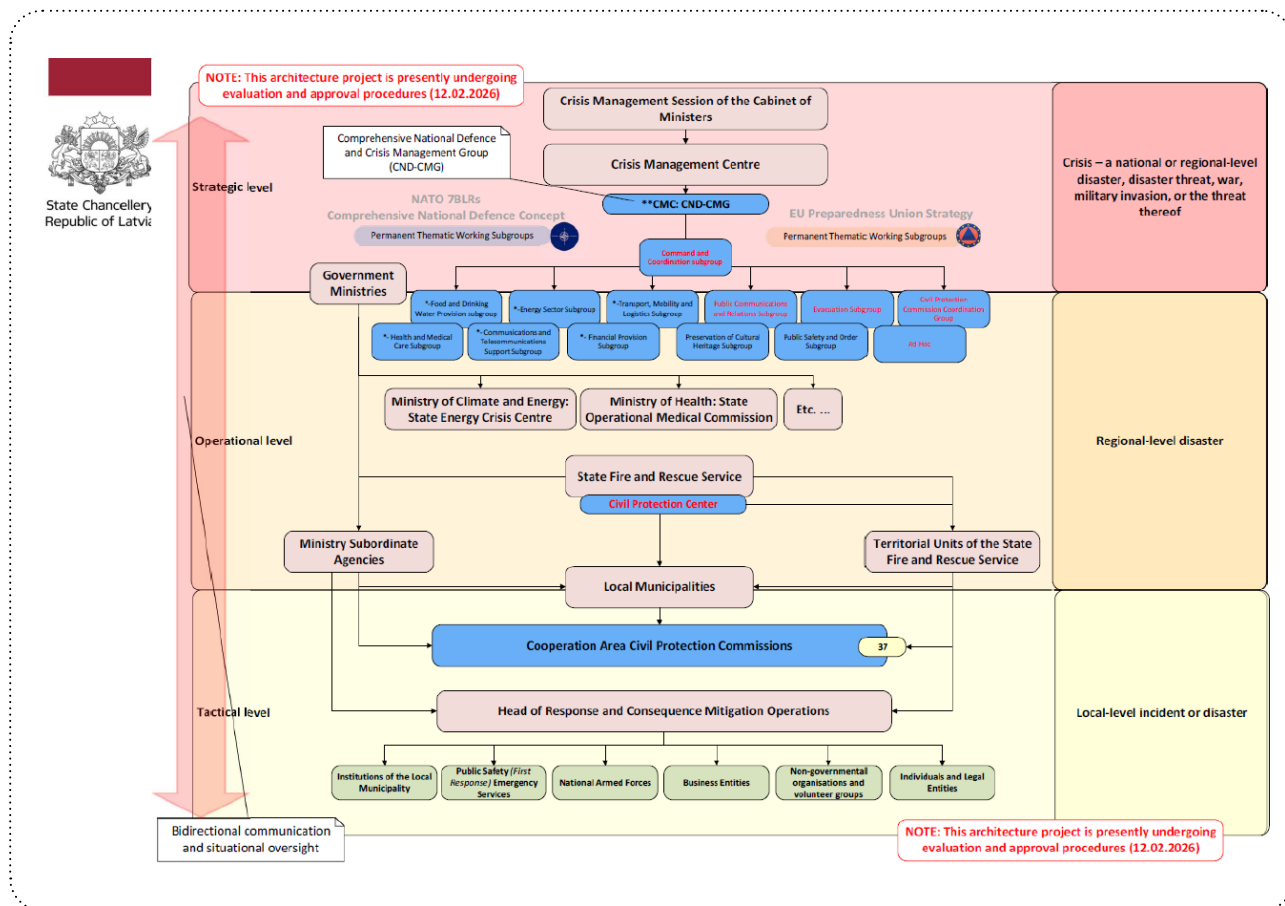
State Fire and Rescue Service

The State Fire and Rescue Services (*Valsts ugunsdzēsības un glābšanas dienests* – VUGD or SFRS in English) is the main authority for civil protection in Latvia. They fall under the Minister of Internal Affairs of Latvia and are responsible for the implementation of state policy in the field of fire safety and fighting, civil protection and the operation of the unified emergency call number. Furthermore, the SFRS oversees the Fire Safety and Civil Protection College.

Next to the SFRS, also the Latvian Ministry of Defence works on civil protection topics, most notably the information on preparedness through their website [Sargs.lv](https://www.sargs.lv) where citizens can find resources such as the handbook “How to act in case of war” or the brochure “How to proceed in the event of a crisis” and local authorities can access Guidelines for “Cooperation of Municipalities with the National Armed Forces and Action in the Event of War”. Furthermore, the Constitution Protection Bureau is responsible for critical infrastructure of information and communication technologies.

Further information:

- State Fire and Rescue Service, Civil Protection: <https://www.vugd.gov.lv/en/civil-protection>
- Ministry of Defence citizens' preparedness: <https://www.sargs.lv/lv>
- Constitution Protection Bureau and ICT critical infrastructure <https://www.sab.gov.lv/en/our-tasks/supervision-of-ict-critical-infrastructure/>



Organisational chart of civil protection in Latvia. Source: CBSS Civil Protection Network senior experts meeting, Warsaw Poland, February 20, 2026.

LITHUANIA

Fire and Rescue Department

The main public authority in Lithuania responsible for civil protection is the Fire and Rescue Department. The department falls under the Ministry of the Interior. Its main responsibilities are organising the prevention of emergencies, co-ordinating the activities in the sphere of civil protection and planning the Lithuania's preparedness in the event of an emergency. The department is further responsible for the General Help Centre, the Civil Protection Training Centre, the Fire Research Centre, and the Firefighters' School.

Next to the Fire and Rescue Department, also the Government Emergency Commission and the Ministry of the Interior, work on national preparedness and civil protection. They make strategic decisions on the implementation of civil protection measures. Other public authorities working in the field of civil protection are the country governors and municipal administrators, who are responsible for civil protection preparedness on the local level, most notably mass-evacuation and the National Crisis Management Centre in the office of the government.

Further information:

- Fire and Rescue Department: <https://pagd.lrv.lt/en/>
- Lithuanian Law on Civil Protection: <https://e-seimas.lrs.lt/rs/legalact/TAD/TAIS.281598/>

NORWAY

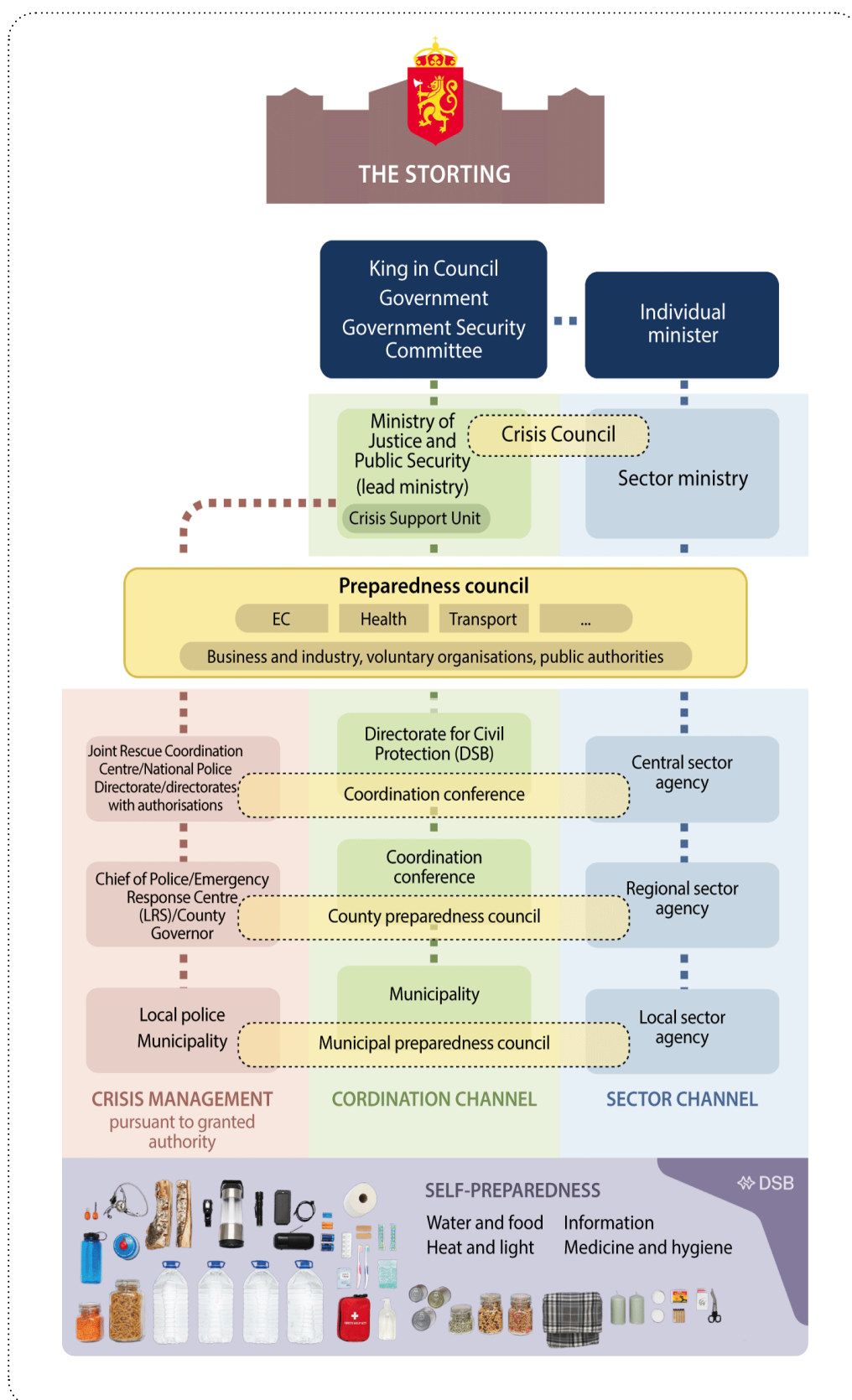
Norwegian Directorate for Civil Protection

The main authority for civil protection in Norway is the Norwegian Directorate for Civil Protection (*Direktoratet for samfunnssikkerhet og beredskap*- DSB). The DSB is a national agency under the Ministry of Justice and Public security, working on the evaluation risks and vulnerabilities in society and the prevention, preparation and management of crisis. The DSB is further in charge of *Nødnett*, the national emergency communication network, the Norwegian civil defence force, and the Fire and Rescue School. It is also responsible for operational support during crises and a national standard-setter in the field of crisis preparedness.

Next to the Directorate for Civil Protection, the Norwegian National Security Authority (*Nasjonal sikkerhetsmyndighet*- NSM) plays a role in some part of civil protection, complementing the work of DSB. The NSM falls under the Ministry of Justice and Public security, as some of its activities fall under the Ministry of Defence. The NSM works on Norway's ability to counter espionage, terrorism and hybrid threats which includes the protection of critical infrastructure.

Further information:

- Norwegian Directorate for Civil Protection: <https://www.dsb.no/en/>
- Nødnett: <https://www.dsb.no/en/nodnett/>
- Fire and Rescue School: <https://www.brsk.no/>
- Norwegian National Security Authority: <https://nsm.no/en/>



Organisation of preparedness work in Norway. Source: Norwegian Ministry of Justice and Public Security. Total preparedness

POLAND

National Headquarters of the State Fire Service

The National Headquarters of the State Fire Service (*Komenda Główna Państwowej Straży Pożarnej* - KG PSP) is part of the Ministry of Interior and Administration, and its Chief Commandant also acts as the Chief of the National Civil Defence. It is the main responsible authority for civil protection, it predicts, identifies and combats fires, natural disasters, and other local threats. The KG PSP likewise oversees national rescue operations and cooperates with relevant authorities on extraordinary crisis events such as terrorist threats and radiation emergencies. Moreover, the KG PSP is responsible for various educational academies and specialised fire and rescue units.

Government Centre for Security

The Government Centre for Security (*Rządowe Centrum Bezpieczeństwa* - RCB) falls under the prime minister's directive. The goal of the RCB is supporting the Council of Ministers in crisis management and building resilience of the state and its citizens. Its main tasks include, crisis prevention and management, threat assessments, cross-sectoral coordination during crisis, crisis communication, citizens awareness raising, and protection of critical infrastructure. Furthermore, the RCB cooperates internationally with NATO, the EU, and is the national focal point for the UN for the implementation of the Sendai Framework.

Further information:

- The National Headquarters of the State Fire Service: <https://www.gov.pl/web/kgpsp>
- The Government Centre for Security: <https://www.gov.pl/web/rcb/o-rcb2>

SWEDEN

Swedish Civil Contingencies Agency

The main authority on civil protection matters in Sweden is the Swedish Civil Contingencies Agency (*Myndigheten för samhällsskydd och beredskap*, MSB). The MSB falls under the Swedish Ministry of Defence and is steered through a body of instructions and annual appropriations by the Swedish Government. As of 1 January 2026, the MSB is now renamed to the Swedish Civil Defence and Resilience Agency (MCF). Its aim is to lead, prioritise, and coordinate work in the Civil Protection Sector. As part of these responsibilities, the MSB runs the [Krisinformation.se](https://www.krisinformation.se) website disseminating official warnings and incident information. Additionally, it super-vises the rescue services of Municipalities and County Administrative Boards.

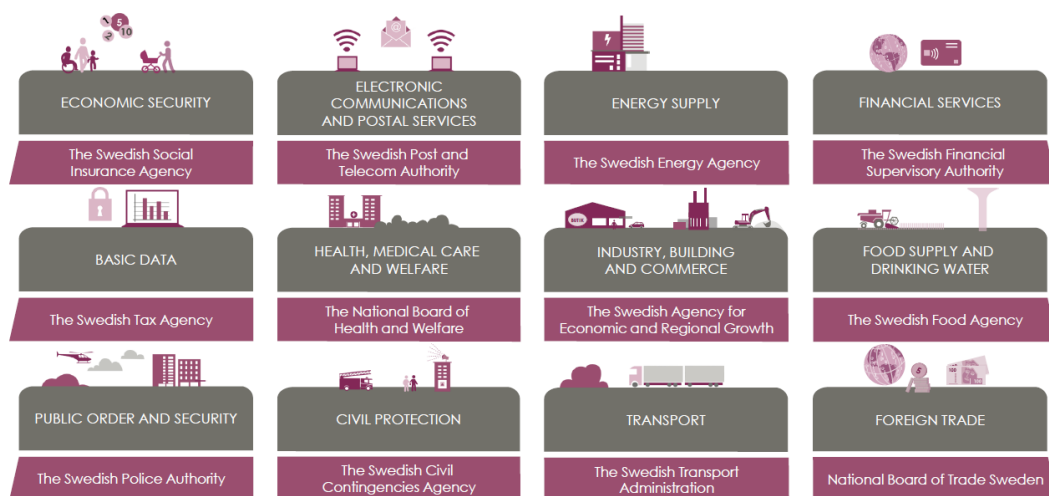
Other relevant authorities include the Psychological Defence Agency, which works on enhancing the capabilities for detecting and resisting malign information influence and the Swedish Agency for Defence Analysis, which is tasked with following up, analysing, and evaluating both military and civil defence activities.

Further information:

- The Swedish Civil Contingencies Agency: <https://www.msb.se/en/>
- The Swedish Civil Defence and Resilience Agency www.mcf.se
- The County Administrative Boards: <https://www.lansstyrelsen.se/english/society/safety-and-preparedness.html>
- An overview of Swedish emergency management: <https://www.krisinformation.se/en/finding-help-and-services/ten-sectors-for-unified-defence>

Civil preparedness

12 CIVIL PREPAREDNESS SECTORS



Within each sector, there is an agency with sectoral responsibilities for civil preparedness. This involves developing civil preparedness within the sector, supporting the national civil preparedness agencies and ensuring coordination and cooperation with other relevant actors.

*Sveriges riksbank, Sweden's central bank is not formally part of the sector, but participates as an authority under the Parliament.



Preparedness sectors in Sweden. Source: MSB. The governmental structure for Swedish civil defence

	DENMARK	ESTONIA	FINLAND	GERMANY	ICELAND
Protection of citizens	The Danish Resilience Agency Danish and the Danish Emergency Management Agency	Estonian Rescue Services Agency	Ministry of the Interior, Department for Rescue Services	Federal Office of Civil Protection and Disaster Assistance	National Commissioner of the Icelandic Police
Early warning systems	Danish Meteorological Institute and the Danish Emergency Management Agency	Estonian Rescue Services Agency	Finnish Meteorological Institute (FMI) for natural hazards, Seismological Institute, Radiation and Nuclear Safety Authority (STUK) and emergency warnings by situational centres of the regional rescue services	Federal Office of Civil Protection and Disaster Assistance, through their Joint Reporting and Situation Centre	National Commissioner of the Icelandic Police and Icelandic Meteorological Office in case of natural hazards
DRR/DRM	The Danish Resilience Agency	Estonian Rescue Services Agency	Ministry of the Interior, Department for Rescue Services	Federal Office of Civil Protection and Disaster Assistance and the Federal Agency for Technical Relief	National Commissioner of the Icelandic Police
Mass-evacuation	Danish National Police and the municipalities	Estonian Rescue Services Agency	Ministry of the Interior, department for Rescue Services and regional rescue services	States and municipalities	National Commissioner of the Icelandic Police
Critical infrastructure	Danish Resilience Agency	Information System Authority for cyber and information systems	Ministry of the Interior, Traficom under Ministry for Transport and Communication	Federal Office of Civil Protection and Disaster Assistance	...
Citizens' preparedness	The Danish Resilience Agency	Estonian Rescue Services Agency	Ministry of the Interior, Department for Rescue Services, National Emergency Supply Agency (NESA)	Federal Office of Civil Protection and Disaster Assistance	National Commissioner of the Icelandic Police
Citizens' awareness	The Danish Resilience Agency and Danish Emergency Management Agency	Estonian Rescue Services Agency and the Government Communication Unit	Ministry of the Interior, Emergency Response Centre Agency	Federal Office of Civil Protection and Disaster Assistance	National Commissioner of the Icelandic Police
Volunteerism	The Danish Emergency Management Agency	Estonian Rescue Services Agency	Wellbeing services and counties' rescue departments	Federal Office of Civil Protection and Disaster Assistance and the Federal Agency for Technical Relief	National Commissioner of the Icelandic Police
Civil-military cooperation	Danish Resilience Agency and Danish Emergency Management Agency	Government Office	Ministry of the Interior / Ministry of Defence	Bundeswehr Joint Force Command and the Federal Office of Civil Protection and Disaster Assistance	...
Shelters	The Danish Resilience Agency	Estonian Rescue Services Agency	Ministry of the Interior, Department for Rescue Services, Ministry of Economic Affairs and Employment	Municipalities	The Icelandic Red Cross
Education/ Resilience building	The Danish Resilience Agency and Danish Emergency Management Agency	Estonian Rescue Services Agency	The Emergency Services Academy and Helsinki Rescue School, Ministry of the Interior	Federal Office of Civil Protection and Disaster Assistance and the Federal Agency for Technical Relief	National Commissioner of the Icelandic Police

	LATVIA	LITHUANIA	NORWAY	POLAND	SWEDEN
Protection of citizens	State Fire and Rescue Service	Fire and Rescue Department	Norwegian Directorate for Civil Protection	National Headquarters of the State Fire Service and the Government Centre for Security	Swedish Civil Contingencies Agency
Early warning systems	State Fire and Rescue Service	Fire and Rescue Department	Norwegian Directorate for Civil Protection and to some extend the Norwegian National Security Authority	Government Centre for Security	Swedish Civil Contingencies Agency
DRR/DRM	State Fire and Rescue Service	Fire and Rescue Department	Norwegian Directorate for Civil Protection	Government Centre for Security	Swedish Civil Contingencies Agency
Mass-evacuation	State Fire and Rescue Service	County governors, municipal administrators and heads of economic entities and agencies	Norwegian Directorate for Civil Protection	Government Centre for Security	Swedish Civil Contingencies Agency
Critical infrastructure	Constitutional Protection Bureau is responsible for ICT critical infrastructure	The National Crisis Management Centre	Norwegian National Security Authority	Government Centre for Security	Swedish Civil Contingencies Agency
Citizens' preparedness	State Fire and Rescue Service and Ministry of Defence (Sargs.lv)	Fire and Rescue Department	Norwegian Directorate for Civil Protection	National Headquarters of the State Fire Service	Swedish Civil Contingencies Agency
Citizens' awareness	State Fire and Rescue Service	Fire and Rescue Department	Norwegian Directorate for Civil Protection	Government Centre for Security	Swedish Civil Contingencies Agency
Volunteerism	State Fire and Rescue Service	Fire and Rescue Department	Norwegian Directorate for Civil Protection	National Headquarters of the State Fire Service	Swedish Civil Contingencies Agency
Civil-Military Cooperation	State Fire and Rescue Service	Government Emergency Commission	Norwegian Directorate for Civil Protection	Government Centre for Security	Swedish Civil Contingencies Agency
Shelters	State Fire and Rescue Service	Fire and Rescue Department	Norwegian Directorate for Civil Protection	National Headquarters of the State Fire Service	Swedish Civil Contingencies Agency
Education/ Resilience building	State Fire and Rescue Service, more specifically the Fire Safety and Civil Protection College	Fire and Rescue Department	Norwegian Directorate for Civil Protection	Both the National Headquarters of the State Fire Service and Government Centre for Security	Swedish Civil Contingencies Agency and to some extend the Psychological Defence Agency and the Swedish Agency for Defence Analysis