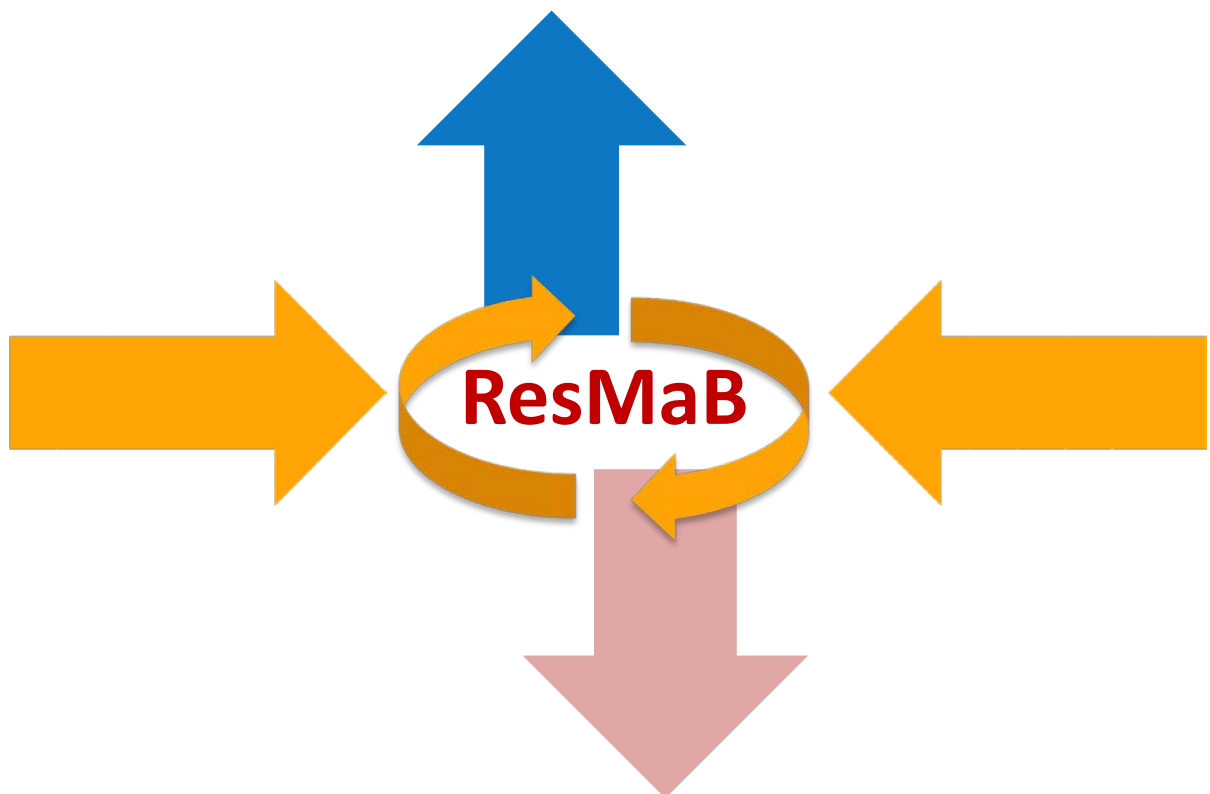




Hans Guggisberg, Project Leader

Management of Civil Resources at Federal Level (ResMaB)

Overview



Final version : 29.06.2017

Management of Civil Resources at Federal Level (ResMaB)

Contents

Contents 2

1	Preamble	3
2	Introduction.....	3
3	Mission and objectives.....	4
4	Target situation.....	5
4.1	Vision.....	5
4.2	Underlying conditions.....	5
4.3	Limitations.....	5
5	Organisation.....	6
5.1	General framework	6
5.2	Staffing and structure of the NOCC.....	6
5.3	NOCC activities	6
5.4	Operational aspects of the NOCC.....	7
5.5	Composition of the NOCC.....	7
5.5.1	Permanent members	7
5.5.2	Occasional members	7
5.6	Resources.....	8
6	Cooperation.....	8
7	(Project) risks.....	9
8	Next steps.....	10

1 Preamble

The following text is not intended as a replacement for existing documentation relating to (Civil) Resources Management at Federal Level (ResMaB). Rather, its intended purpose is to provide a brief introduction to this mechanism.

It should be noted that changes in the underlying conditions mean that certain adjustments were made to the ResMaB sub-processes. The general principles regarding the provision of incident response assistance to partners, however, remain the same.

2 Introduction

Managing the response to extraordinary situations like widespread flooding, power shortages and earthquakes presents the affected communities with an enormous challenge. Before long, the human and material resources at the disposal of the cantonal, regional and communal executive staff will be overstretched.

Responsibility for mobilising the partner organisations of the Swiss civil protection system lies with the cantons. **This guideline conclusively governs how responsibilities are assigned.** Nonetheless, the Confederation can be a source of targeted support for the cantons, as demonstrated by the responses to previous major incidents.

Cantonal executive staff (KFO) and the Confederation have reached an arrangement whereby additional resources will be mobilised to assist incident response efforts according to the following levels of escalation:

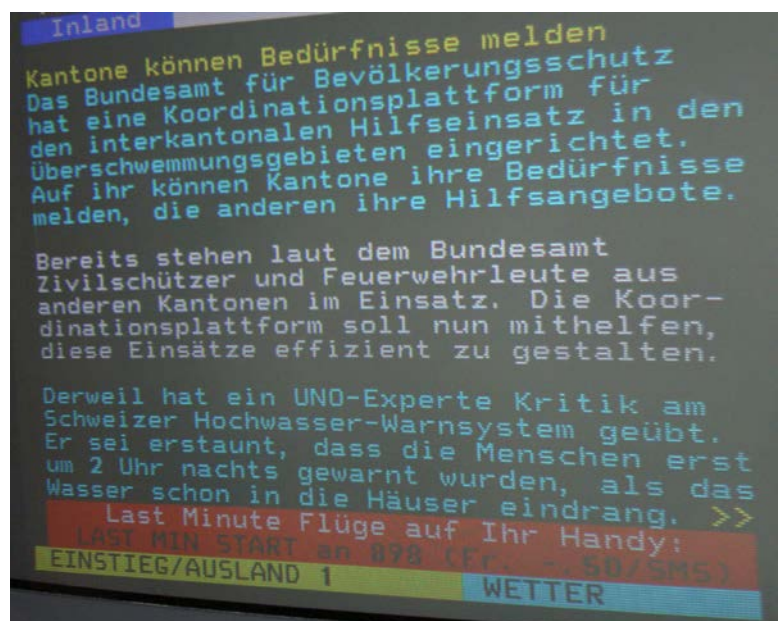
1. The affected canton is able to manage the incident singlehandedly;
2. Unaffected neighbouring cantons assist the affected canton;
3. Other cantons and the border region provide support;
4. Resources Management at Federal Level provides the cantons with subsidiary support.

Experience shows that incidents do not always escalate strictly in this order.

Federal assistance is divided into two categories: provision of military resources and provision of civil resources. Military assistance refers to the provision of military assets and services by the Swiss Armed Forces; civil assistance refers to the provision of civil assets and services by the communes, the cantons, the Confederation and international organisations. Requests for both types of assistance also pass through their own separate channels. This is an approach that has worked well in practice and has become well-established over time.

(Civil) Resources Management at Federal Level, **which was still in its infancy at the time**, was severely tested during the floods of 2005. The Federal Office for Civil Protection (FOCP) had established an *Anlaufstelle Katastrophenhilfe* [round-the-clock disaster relief contact point] and worked closely with the Armed Forces Joint Staff (AFJS). One of its primary tasks was to coordinate the operational deployment of human and material resources (see the teletext page opposite).

Past experience has made it possible to identify the following ground rules for ResMaB:



- *We provide resources and services where they are needed.* This principle still holds true today and informs the planning activities of the ResMaB.
- *The role of the Confederation is to unburden not burden the cantons.* This concern, which was raised repeatedly by the cantons in connection with federal post-incident support, must be taken seriously. It points to the fact that to maximise their effectiveness, processes adopted during operations must be simple and straightforward.
- *The mobilisation threshold must be low.* This will make it possible to regularly test and refine the processes and forms of cooperation provided for in such situations. In doing so, the foundations will be created for building trust. Furthermore, the primary focus of ResMaB should not be on preparing for events that are likely to happen only once every few hundred of years.

Initial discussions began on possible cooperation with civil partners. Last year, the needs of the KFO were identified during a workshop, and the first set of ResMaB training courses were held in the cantons. In addition, ResMaB processes were tested and verified during a number of training exercises.

Members of FOCP personnel were assigned to the National Operations and Coordination Centre (NOCC) and familiarised with the subject matter. Outstanding questions on the resources information system (iRES) were clarified and the procurement process (implementation phase) should get under way very soon.

3 Mission and objectives

The legal basis for ResMaB is Art. 5, para. 2, let. f of the Ordinance on the Organisation of NBC and Natural Disaster Intervention:¹ “It [the Federal NBCN Crisis Management Board ⇒ renamed **BSTB (federal civil protection crisis management board)**] coordinates the deployment of additional resources. The Federal Council tasked the FOCP with the implementation of Recommendation 5 on the Resources Management at Federal Level mechanism, issued as part of the final report on the 2014 Swiss Security Network training exercise.²

According to these documents, the objectives of the ResMaB are:

- to provide the cantons with prompt and appropriate resources and services by means of simple processes and tools that are tailored specifically to their needs.
- to offer the cantons free access to the iRES platform, where they can register the resources at their disposal and coordinate their deployment when needed.
- When federal assistance is requested or in the event of an incident response led by the federal government, the National Operations and Coordination Centre (NOCC), which is responsible for implementing ResMaB, will coordinate the deployment of the necessary additional resources and services and oversee cooperation between all partners involved.

¹ Currently under revision. The new ordinance is scheduled to enter into effect in 2018.

² Recommendation 5: Resources Management at Federal Level [DDPS/FOCP]: Resources Management at Federal Level must be straightforward, and its processes and decision-making powers must be transparent and based existing structures and processes. One point that must be factored in here is the challenge of reconciling the early and complete delegation of decision-making powers (faster procedure, lower acceptance) and sensitive decisions taken at the highest political levels (slower procedure, greater acceptance). Outstanding questions need to be clarified and resolved with the cantons, as do the legally binding nature of the matter, as well as coordination with the Swiss Armed Forces and other federal authorities. The Resources Management at Federal Level should be implemented by the end of 2016 and should be further tested during new training exercises before eventually becoming a standard process as of 2017.

4 Target situation

4.1 Vision

ResMaB is a tried and tested mechanism that relies on simple processes. It enjoys a high level of acceptance among all partners involved and considered an effective and flexible instrument. As such, it indirectly increases the acceptance, effectiveness and sustainability of the BSTB [**federal civil protection crisis management board**].

4.2 Underlying conditions

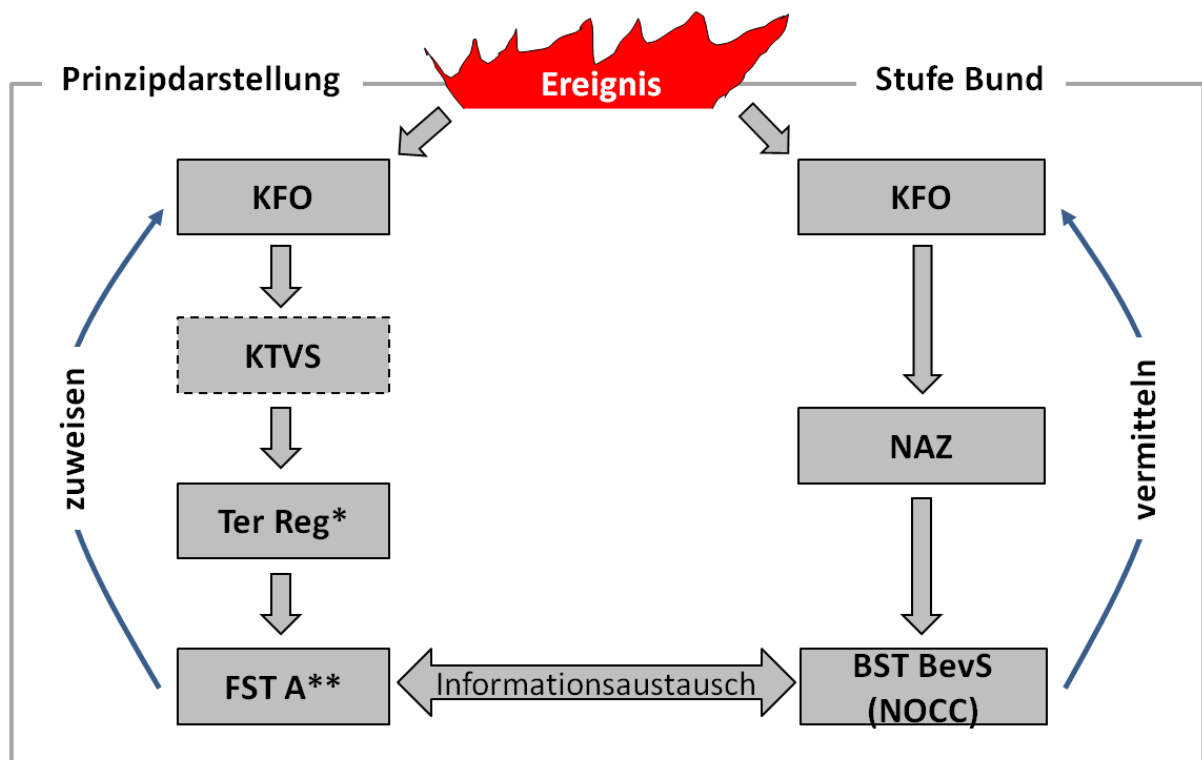
The ResMaB is subject to the following conditions:

- It must be incorporated in existing regulations on incident management as seamlessly as possible. To this end, account should be taken of agreements reached by the KFO and the Confederation.
- When an incident response is launched, the ResMaB mechanism becomes part of the BSTB. It is also legally enshrined in the Ordinance on the Organisation of NBC and Natural Disaster Intervention. In normal situations, however, ResMaB is attached to the Civil Protection Policy Division of the FOCP.
- In normal situations, the running of ResMaB requires only a skeleton staff. However, should an incident occur, staffing levels will be increased in a swift and well-planned manner.

4.3 Limitations

The limitations on ResMaB activities are:

- Despite frequent requests from the cantons, a single point of contact at federal level is simply not possible due to the way in which responsibilities are allocated. ResMaB oversees the management of civil resources but also regularly shares information with the army with a view to preventing needless overlaps and, where necessary, identifying and proposing new priorities to the BSTB.
- ResMaB is chiefly a support and coordination instrument but can also be used as a procurement tool, where necessary.

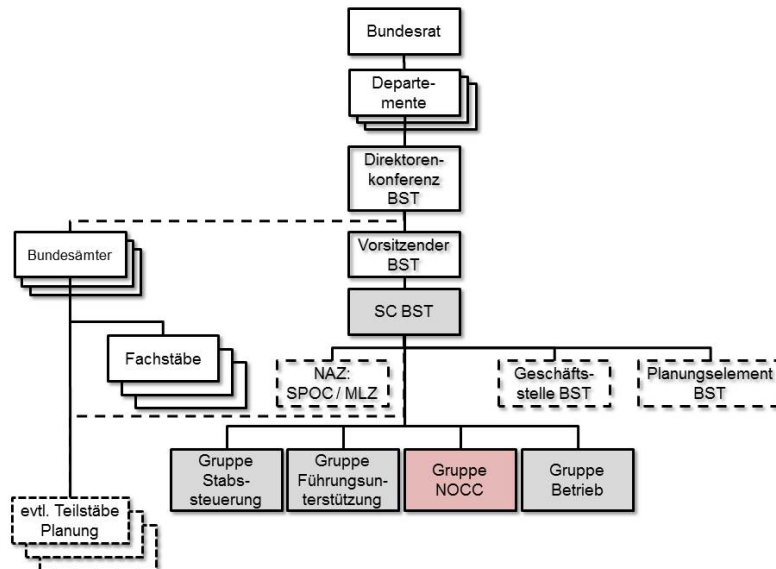


*Ter Divisions as of 1 Jan 2018

5 Organisation

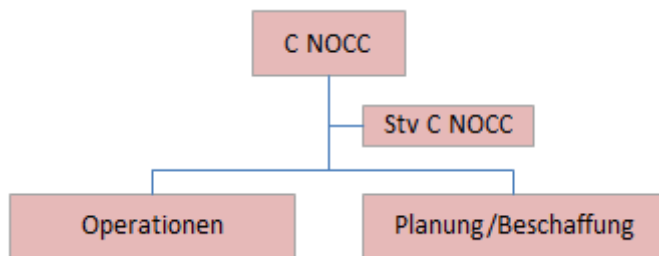
5.1 General framework

The following organisational chart shows where the NOCC fits in the general structure.



5.2 Staffing and structure of the NOCC

The NOCC is run by members of FOCP personnel. One part of NOCC personnel is charged primarily with handling offers and requests (Operations); the other part oversees operational planning and resource procurement.



5.3 NOCC activities

The NOCC performs the following:

- registering offers of and requests for resources received by the federal government;
- recording and tracking the resources that are currently available and identifying shortages early on;
- allocating available resources available in accordance with the allocation of responsibilities;
- working with partners to formulate proposals for how resource allocation should be prioritised;
- working with various partners to procure the additional resources required;
- running the iRES platform;
- providing partners with access to iRES;
- running Host Nation Support (HNS).

5.4 Operational aspects of the NOCC

In normal situations, the NOCC points of contact within the FOCP ensure that agencies that have requested support receive assistance, thereby guaranteeing a basic level of readiness. For minor incidents, the NOCC is able to respond with input from NEOC elements alone. This means that other members of the **BTSB** do not need to be mobilised.

To ensure that incident response assistance matches actual needs on the ground, NOCC personnel are divided into two categories: permanent and occasional.

NOCC permanent members are drawn from FOCP ranks. This ensures that the infrastructure is operationally ready within a very short space of time, and that initial offers and requests are processed.

The decision to involve external experts is taken by the Chief of the NOCC (C NOCC) in close consultation with the agencies concerned.

The NOCC can be activated as follows: by the National Emergency Operations Centre (NEOC), by the Chief of Staff of the BTSB or by external and occasional members of the NOCC, as per Section 5.2.2.

5.5 Composition of the NOCC

5.5.1 Permanent members

Basic readiness is guaranteed by the members of the Federal Staff and Precautionary Planning Division; all other members are drawn from FOCP ranks.

5.5.2 Occasional members

The table below lists the resource sectors and the agencies/organisations with the requisite expertise or appropriate network in the given sector.

Resource sector	Agencies/organisations	Fields of expertise (not exhaustive)
Energy	FONES; Energy and Industry Divisions	Electricity, petroleum products, natural gas, fuelwood
Industry	FONES; Energy and Industry Divisions	Machinery and material, chemicals, packaging
Food	FONES; Foodstuffs and Therapeutic Products Divisions	Production and processing, distribution
Medicines/therapeutic products	FONES; Foodstuffs and Therapeutic Products Divisions	Medicines, medicinal products, sanitary products
Logistics	FONES; Logistics and ICT Divisions	Air transport, maritime shipping, rail transport, national distribution
Information and communication technologies	FONES; Logistics and ICT Divisions	Service providers, critical infrastructure operators
Agriculture	FOAG	Food and fodder supply (incl. agricultural process monitoring)
Veterinary affairs	FSVO	Analyses, vaccinations
Public health	CSD, Coordinated Medical Services secretariat (CMedS)	Medical infrastructures, specialist personnel, transportation, blood supply (via FONES)
Traffic and transport	CTE	Road operation and management of traffic on national highways, rail

Resource sector	Agencies/organisations	Fields of expertise (not exhaustive)
		network
Search and rescue	SDC/FOCP/SRC secretariat	National and international aid
Hazardous materials response	FOCP	EEVBS
Care	SRC secretariat	<ul style="list-style-type: none"> - Reception and initial care - Tents - Basic medical care - Care - Clothes - Searches and reunification (establishing contact with family members)

The above list is provisional and is currently being reviewed. At the end of that process, any overlaps will be eliminated, with help from the partners concerned.

5.6 Resources

The FOCP provides an electronic platform to register the resources available. It operates within the iRES system, which itself operates within the procurement unit. The agencies concerned (Confederation, cantons, critical infrastructure operators) enter the resources available to them within the scope of their responsibilities that could be mobilised to respond to the given scenario. The body which entered the data is also in charge of managing it.

The FOCP clarifies the mobilisation of resources which have not been registered by the cantons or the critical infrastructure (CI) operators, or which are located in a border region (incl. access to resources provided for in the administrative arrangement with ECHO). The Swiss border cantons and the Swiss Agency for Development and Cooperation (SDC) also participate in this process.

6 Cooperation

The NOCC works in preparedness and in operations on the ground with various organisational entities (OE). These include the SDC, the Swiss army, various federal offices, different coordinated services, cantons, critical infrastructure operators and private-sector institutions. The table below provides an overview of their main tasks and the form that their cooperation with the NOCC take.

OE	Tasks (excerpt)	Form of cooperation with NOCC
NEOC	<ul style="list-style-type: none"> - Alert centre BSTB - POC civil disaster relief in Switzerland 	<ul style="list-style-type: none"> - Mobilisation unit - Triage point
SDC	<ul style="list-style-type: none"> - POC and coordination point for offers of assistance from abroad - Advising the BSTB 	<ul style="list-style-type: none"> - Advising the NOCC - Setting up and running the Reception and Departure Centre (RDC) - Advising and allocating key resources provided by foreign partner organisations
Operations Command (Cmdt Op) as of	<ul style="list-style-type: none"> - The competent Territorial Division Command (Territorial Region until 31 December 2017) passes on requests for mil. disaster relief to the Cmdt Op (to the AFJS until 31 December 2017). 	<ul style="list-style-type: none"> - Exchange of liaison officers for certain procedural steps (no permanent service) - Supports the HNS where necessary

OE	Tasks (excerpt)	Form of cooperation with NOCC
1.1.18	<ul style="list-style-type: none"> - DDPS decides on requests for assistance; in urgent cases, the Chief of the Cmdt Op (until 31.12.2017 C AFJS) can order operations. - The commanding officer leads the units during the intervention, the civil authorities assign the mission to the CO - Advising the BSTB 	<ul style="list-style-type: none"> - Reciprocal, regular information sharing on assistance provided to the cantons
Federal offices	<ul style="list-style-type: none"> - POC for specific questions - Providing support within their fields of expertise/remit - Mapping and managing resources - Advising the BSTB 	<ul style="list-style-type: none"> - Advising the NOCC - Reciprocal, regular information sharing on assistance provided to the cantons - Advice and allocating resources
CSD	<ul style="list-style-type: none"> - POC and coordination point for medical services - Mapping and managing medical services' resources - Advising the BSTB 	<ul style="list-style-type: none"> - Advising the NOCC - Reciprocal, regular information sharing
Cantons	<ul style="list-style-type: none"> - Mapping and managing resources - Formulating resources requests and/or offers - Deciding on the provision of its own resources where requested - Leading with full responsibility incident response operations 	<ul style="list-style-type: none"> - Reciprocal, regular information sharing on assistance provided to the cantons - Advice and allocating resources
Critical infrastructure operators	<ul style="list-style-type: none"> - POC for specific questions - Providing support within their fields of expertise/remit - Mapping and managing resources - Advising the BSTB 	<ul style="list-style-type: none"> - Advising the NOCC - Reciprocal, regular information sharing on assistance provided to the cantons - Advice and allocating resources
Private-sector institutions	<ul style="list-style-type: none"> - POC for specific questions - Providing support within their fields of expertise/remit - Mapping and managing resources - 	<ul style="list-style-type: none"> - Advising the NOCC - Reciprocal, regular information sharing on assistance provided to the cantons - Advice and allocating resources

7 (Project) risks

- Experts from the resource sectors perform a multifunctional role: serving as occasional members of the NOCC alongside their day-to-day work within their own service. Special attention should be given to this aspect so as to ensure that all the services required can be provided.
- The fact that the cantons use all available channels to submit their requests for assistances means that the Management of Military and Civil Resources at Federal Level have to process the same demands. Appropriate measures should be taken to eliminate any unnecessary overlaps.

8 Next steps

What	Who	When	Remarks
Translation of overview	FOCP	July 17	Prioritise French translation
Submission of overview to COS KFO	FOCP	August 17	
Establish collaboration with partners (incl. clarification of points of detail)	Partner, NOCC management	March-December 2017	The full-scale emergency exercise, GNU 17 (26-28.09) serve as the touchstone
Launch iRES procurement process	FOCP	2017	Implementation 2019
Mapping of resources available in Switzerland	Cantons, federal offices, operators of CI of national importance	From June 2017	NOCC management monitor and assist this work
Mapping of resources in other countries	NOCC cantons, Swiss border cantons	From June 2017	Resource-related issues may mean delays. The Administrative Arrangement with ECHO means that CH can also access resources available in the EU area.

Federal Office for Civil Protection
Hans Guggisberg

Head of ResMaB implementation project
Dated 29 June 2017