

Logistics Management Support Annex

Coordinating Agency:

Department of Homeland Security/Emergency
Preparedness and Response/Federal Emergency
Management Agency

Cooperating Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Department of the Interior
Department of Transportation
Department of Veterans Affairs
General Services Administration
National Aeronautics and Space Administration

Introduction

Purpose

The Logistics Management Support Annex provides an overview of the framework through which the overall logistics management function operates for Incidents of National Significance and describes how Federal resources fit into this framework. It also describes how the National Response Plan (NRP) Emergency Support Functions (ESFs) interact to provide support to the affected population as well as support to the incident management effort. This annex provides an overview of logistics management functions, roles, and responsibilities.

Scope

This annex:

- Identifies the components of the Federal logistics delivery structure;
- Provides a concept of operations for logistics management in support of the NRP; and
- Describes how Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA) coordinates logistics management with other Federal agencies; State, local, and tribal governments; and the private sector during an Incident of National Significance.

Policies

General

Logistics management during NRP operations is conducted primarily within the Logistics Sections of the various National Incident Management System-based organizational elements detailed in the NRP Base Plan (i.e., Joint Field Offices (JFOs), mobilization centers, Regional Response Coordination Centers (RRCCs), and the National Response Coordination Center (NRCC). The logistics management function is an element of ESF #5 – Emergency Management. ESF #5 provides staff for the Logistics Section Chief for managing the control and accountability for Federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and information technology systems services and other administrative services. The Logistics Section coordinates closely with ESF #7 – Resource Support and implements the procedures of this annex.

Materiel Management

- Logistics personnel find appropriate, time-sensitive, and cost-effective ways to fill the materiel requirements developed by operations personnel. Equipment and supplies are provided from current Federal stocks or, if necessary, from commercial sources.
- Nationally, ESF #7 operates under the direction of the Director, General Services Administration (GSA) Office of Emergency Management (OEM). The OEM represents GSA in its dealings with the NRCC.
- GSA is the central procurement authority for the Federal Government. All procurement actions are made in accordance with current Federal laws and regulations. (See ESF #7 – Resource Support for more details.)

Personal Property Management

- All Federal departments and agencies acting within the scope of the Robert T. Stafford Disaster Relief and Emergency Assistance Act account for personal property in accordance with the Federal Management Regulations (41 CFR 102) and existing agency property management policies. This occurs whether property is acquired from an agency's own stock or from available Federal excess, or purchased with money from the Disaster Relief Fund (DRF).
- If other Federal agency property is used for incident management operations and this property is lost, damaged, stolen, or consumed, the agency is reimbursed for the cost of property if the required documentation is provided to DHS. Required documentation is outlined in DHS/EPR/FEMA Manual 6150.1, Personal Property Management Program. The process for requesting reimbursement is detailed in the Financial Management Support Annex.

- DHS/EPR/FEMA directs the disposition of all property organically owned, including items held by organizations that intend to request reimbursement for the item from the DRF. Disposition could include transfer to DHS/EPR/FEMA, retention by the agency, donation to State/local government, or excess, disposal, and reutilization action through GSA.
- Information systems and communications devices purchased through the DRF are retrieved and returned following each operation to the DHS/EPR/FEMA Disaster Information Systems Clearinghouse (DISC). The DISC rehabilitates and repackages items for reuse in other disaster operations.
- Other equipment and supplies purchased with DRF money and issued to support responders and field facilities is retrieved and returned following each operation to one of the DHS/EPR/FEMA logistics centers. Returned items are coordinated with DHS/EPR/FEMA Headquarters Logistics. The logistics centers rehabilitate and repackage equipment and supplies for reuse. The exceptions (which must be coordinated with DHS/EPR/FEMA Headquarters Logistics) are:
 - Rapid-response equipment and supplies used by the Advance Element of the Emergency Response Team (ERT-A), which may be retrieved and stored in DHS/EPR/FEMA Regional Offices; and
 - Nonstandard or non-mission-capable items that will be excessed or disposed of at the incident site.
- Property procured with funds from the DRF may be used only in support of disaster response and recovery activities, not for non-disaster-specific operations.

Facility Management

All facilities and related support necessary for operations are sourced through the following ESFs when they are activated and requested to do so:

- ESF #7 – Resource Support supports the requirements for obtaining NRP facilities, facility setup, space management, building services, and general facility operations.
- ESF #3 – Public Works and Engineering provides operational support for mobilization centers, staging areas, and distribution sites for all infrastructure and engineering service commodities (supplies and equipment) required to support assigned Federal and direct-support missions.
- ESF #2 – Communications supports emergency telecommunications and information technology services for Federal, State, tribal, and local incident managers.
- ESF #8 – Public Health and Medical Services supports public health and medical services for Federal, State, tribal, and local incident managers.

Transportation Management

- ESF #1 – Transportation serves as the point of contact for requesting transportation assistance in support of agencies under the NRP, including requests for military transportation. ESF #1, in coordination with DHS/EPR/FEMA Logistics, determines the mode and carrier for all transportation requests. Other ESF representatives coordinate transportation requirements with ESF #1.

- DHS/EPR/FEMA Headquarters controls movement of Initial Response Resources (IRR) items. The affected DHS/EPR/FEMA region, in coordination with DHS/EPR/FEMA Logistics, selects the IRR items to be moved and establishes the order of movement based on priority of the mission assignment. The ESF #1 Emergency Transportation Center (ETC), in coordination with the NRCC, determines the best mode and source of transportation.
- ESF #1 remains operational until the coordination for the movement of resources can be transitioned to DHS/EPR/FEMA Logistics. The decision to transition is made in agreement with the DHS/EPR/FEMA Operations Section, DHS/EPR/FEMA Logistics, the Federal Coordinating Officer (FCO)/Federal Resource Coordinator (FRC), and the Principal Federal Officer (PFO), as appropriate. The ESF #1 ETC continues to arrange transportation in support of Logistics or other Federal agency retrograde operations until deactivated.
- The Department of Transportation (DOT) maintains a national transportation contract capable of providing ground, rail, marine, or aviation assets. If necessary, DOT, through its modal agencies or its support agencies, has the capability to contract additional resources. If commercial transportation is not available, DOT requests Department of Defense (DOD) support through the Defense Coordinating Officer or the DOD liaison at the NRCC.

Concept of Operations

Logistical Response Operations

The structure for Federal NRP logistics depends on logistics partners that provide resources to support incident-related operations. Logistics support is provided for prevention, preparedness,

response, and recovery actions during all phases of incident management. Effective logistics management contributes to mission success while ensuring all functions are executed in a unified manner to reduce costs, ensure appropriate support actions, and increase response capability.

When DHS requires logistics support from the partner Federal agencies, any or all of the following ESFs may be activated:

ESF #1	Transportation	DOT
ESF #2	Communications	DHS
ESF #3	Public Works and Engineering	U.S. Army Corps of Engineers (USACE)
ESF #7	Resource Support	GSA
ESF #8	Public Health and Medical Services	Department of Health and Human Services (HHS)

The DHS/EPR/FEMA mobilization center, when established, is the focal point for pre-positioning, receipt, and distribution of supplies. Forward movement of teams, supplies, and equipment is managed by the Mobilization Center Manager and coordinated with the Logistics and Operations Sections. Deployed resources are further processed and forwarded by the Logistics Section to one of three locations: the incident logistics base, an Operations Section staging area, or a State/Federal-controlled distribution point.

Initial Actions

- Interagency logistics providers are alerted and logistics teams are selected to provide staff for the NRCC, RRCC, and JFO. Logistics reservists are alerted and deployed as required.
- Logistics personnel assigned to the NRCC, RRCC and JFO perform the following functions:
 - Participate, with operations and other contingency staffs, in coordination and decisionmaking meetings, situational

awareness coordination, incident action planning, and conference calls;

- Translate operations-generated requirements into incident- or contingency-specific logistics plans for leadership approval;
- Establish communications and coordination among Federal logistics partners to locate and stand-up mobilization centers;
- Begin transporting resources with Movement Coordination Center (MCC) support. Coordinate deployment support of IRR items and other response resources to the mobilization centers and other points;
- Provide resource tracking; and
- Analyze requests for Federal resources to determine cost-effective and timely means to meet requirements.

Ongoing Actions

- Logistics personnel transition into logistics management activities. They execute logistics functions as follows:
 - The Materiel Management function provides supplies and equipment to the incident(s). After coordinating with internal Federal sources, GSA procures supplies and services needed. The goal is to provide supplies and equipment at the location and in the quantities required in the most timely and cost-effective manner and track all resources.
 - Property Management accounts for personal property at all operational levels. The Federal Government retains title to accountable property unless it is transferred to State or local governments. Several agencies have the capability to establish receiving and distribution operations at the mobilization centers and support property management teams by maintaining property accountability on items stored at or issued from these locations.
- The NRCC, RRCC, and JFO logistics roles and responsibilities focus on providing and coordinating delivery of required resources to sustain operations.

Demobilization

- As response operations begin to diminish, Incident Commanders demobilize Federal agencies from their respective operations.
- The Logistics Sections may remain active for several days following demobilization of the NRCC, RRCC, and JFO for the following closeout activities:
 - Coordinating and conducting activities associated with retrieving (or disposing of locally if no longer serviceable), refurbishing, and restocking all Federal assets used during the disaster operation;

- Ensuring that all equipment and supplies are accounted for in accordance with appropriate regulations, and resources tracking is completed and closed out; and
- Participating in internal and external Remedial Action Management Program reviews.
- Federal logistics partners begin preparation activities in anticipation of the next event. In the case of identified shortfalls in supporting the operation, the DHS/EPR/FEMA Logistics Branch may meet with other Federal logistics providers to develop a corrective action plan to improve the Federal logistics support structure and implementation.

Resources Fulfillment Cycle

This section of the annex addresses the overall methodology used to anticipate and subsequently fulfill requirements of victims during Incidents of National Significance.¹ The Federal logistics response to Incidents of National Significance is dependent upon many factors, but requires a continuing assessment that dictates the degree and scope of response.

Overview

- After the NRCC accomplishes an initial situational assessment (in coordination with the RRCC), DHS/EPR/FEMA decides whether to “push” response supplies, equipment, and teams to a location closer to the incident area. The purpose of this is to decrease the time it takes to fulfill a validated request for Federal assistance. Once this decision is made, a mobilization center(s) is activated near but not necessarily within the impacted area. This mobilization center(s) then serves as a forward logistics center to house and maintain Federal resources in anticipation of a validated request for Federal assistance. All Federal assets at the mobilization center(s) remain under the oversight of the Logistics Section of the NRCC when it is

¹ Certain Federal agencies have independent authority to respond to an incident site directly after notification of the incident. Once the ESFs are activated, those resources are provided in accordance with this annex.

activated and actively involved in brokering resources for the impacted area. When the NRCC is not activated, the mobilization center(s) is under the oversight of the Logistics Response Center of the DHS/EPR/FEMA Logistics Branch.

- The Mobilization Center Manager(s) is responsible for all life-support functions of the members of the team, as well as the life support for all responders who are awaiting entry to the impacted area. The Mobilization Center Manager(s) is also responsible for the safeguarding of all nonhuman resources that arrive at the center(s).
- The NRCC Director establishes an MCC when required. The MCC obtains transportation services and provides for oversight of transportation assets into and out of the incident area. All Federal agencies should notify the MCC when transportation arrangements are made, so that resources can be tracked and reception plans executed.
- Once the JFO is operational, the JFO staff receives and processes requests for Federal assistance. Those requests are validated at the beginning of the resource adjudication cycle. The process of meeting requirements, from the identification of the need to the delivery of the Federal resource, is explained below. In Federal response operations, the actual cycle starts when the State submits a request for Federal assistance and ends when the Federal resource is delivered to the State.

Process

The ordering, sourcing, transportation, issuing, and movement of Federal resources generally follows the procedural steps outlined below:

- Resources needed to provide relief to victims of an Incident of National Significance are identified. Resources can involve supplying equipment or services.

- The local jurisdiction attempts to fill the need from existing resources. If they do not have the resource, they pass the requirement on to their county or State jurisdiction.
- When the State receives the requirement, the State attempts to fill the need. This may be done from existing resources, through commercial sources, or through Emergency Management Assistance Compacts (EMACs) or mutual aid agreements. If the State cannot fill the need, it submits a request for Federal assistance to the JFO Operations Section.
- The JFO Operations Section determines if the resource is available in staging areas to fill the requirement. If the resource is not available, the requirement is passed through ESF #5 – Emergency Management to the Logistics Section.
- The Logistics Section Chief has several options available to fill requirements:
 - Fill the requirement from the resources located at the logistics base;
 - Fill the requirement by direct mission assignment to another Federal agency;
 - Prepare a requisition and recommend commercial sources for goods and services to the Finance/Administration Section as applicable; or
 - If the resource is still not readily available, the Logistics Section Chief passes the requirement through the RRCC to the NRCC.
- Once the NRCC receives the validated request for Federal assistance, the NRCC determines how and if the requirement can be fulfilled.

- Once the source is identified, the resource is delivered to the location specified by the Logistics Section Chief. The Logistics Section Chief is responsible for all transfer of Federal assets to State control. This may occur at the following locations:
 - Incident Command Post
 - Logistics base
 - Operations Section staging area
 - State staging area or distribution point
 - Directly where the resource is needed
- If the resource was filled from existing Federal resources, replenishment activities begin immediately to replace the resource.

Responsibilities

See Table 1 for agency roles and responsibilities.

Coordinating Agency: DHS/EPR/FEMA

- Delivers IRR items (food, water, power-generation equipment, temporary emergency shelters, comfort items, etc.) located at logistics centers and in Pre-Positioned Disaster Supply caches located nationwide.
- Possesses temporary (portable) housing located nationwide at logistics centers.
- Provides equipment caches for the following assets located at logistics centers and other locations nationwide:
 - Urban Search and Rescue Incident Management Teams
 - Mobilization centers
 - National Disaster Medical System response teams
 - Emergency Support Teams
 - Federal Incident Response Support Teams
 - Domestic Emergency Support Team
 - Mobile Emergency Response System teams consisting of personnel, life-support equipment, team and personal communications equipment, etc.
- Disaster medical supplies and equipment located at logistics centers and various locations nationwide
- MCC located at DHS/EPR/FEMA Headquarters
- Mobilization Center Manager
- Property Management Teams
- Logistics Resource Center located at DHS/EPR/FEMA Headquarters
- Logistics Closeout Assistance Teams

Cooperating Agencies

Department of Agriculture/ Forest Service (USDA/FS)	<ul style="list-style-type: none"> ▪ Provides staff for and support to mobilization centers when authorized by a DHS/EPR/FEMA mission assignment. ▪ Provides assistance for transportation tracking and supply accountability at the mobilization centers.
Department of Defense/U.S. Army Corps of Engineers	<p>Provides logistics resources to support the preparation and execution of ESF #3 – Public Works and Engineering activities. USACE may also provide staff for the mobilization centers when a mission is assigned by DHS/EPR/FEMA.</p>
Department of the Interior (DOI)	<p>The DOI bureaus provide management and support of DHS/EPR/FEMA mobilization centers when activated under a DHS/EPR/FEMA mission assignment. In addition, DOI provides assistance for transportation tracking and supply accountability at the mobilization centers.</p>
Department of Transportation	<p>Provides the resources for operating the MCC. It arranges for transportation services under a national emergency transportation contract.</p>
General Services Administration	<p>Contracts telecommunications support, arranges for the facilities needed by the Federal response teams, and requisitions or contracts for supplies and equipment as part of its ESF #7 responsibilities. GSA can provide a contract officer with unlimited warrant. GSA may also provide staff for the mobilization centers when mission assigned by DHS/EPR/FEMA.</p>
Other Federal Departments and Agencies	<p>Refer to Table 1 for a list of logistics activities undertaken by other Federal departments and agencies in support of the Logistics Management Support Annex.</p>

TABLE 1. Agency roles and responsibilities matrix

Federal Partner	ESF Coordinator	Logistics Functions										Comments			
		Subsistence	Energy (oil and electricity)	Administrative Supplies	Petroleum Products	Engineering and Construction Materials	Personal Demand Items (water and ice)	Major End Items: Mobile Units	Medical Materiel	Property Management	Facility Management		Telecommunications Mgmt.	Transportation Management	
DHS/EPR/FEMA	ESF #5	■		■	■	■	■	■	■	■	■	■	■	Responsible for NRP logistics planning and execution. When additional resources are needed, the other ESFs are activated through mission assignments.	
USDA/FS	ESF #4									■	■	■	■	Provides staff to mobilization centers when mission assigned.	
DOC											■	■		Provides technical expertise on structural surveys as well as the procurement of external consulting services.	
DOD		■		■	■	■	■	■	■				■	■	When requested through ESF #7 and approved by DOD.
DOD/USACE	ESF #3					■	■	■					■		Provides water, ice, construction materials, and engineering services when activated under ESF #3 and ESF #6.
DOE	ESF #12		■												In accordance with ESF #12, coordinates with energy industries to assist in meeting critical fuel, lubricant, and electrical power needs unable to be met by Federal or State actions.
HHS	ESF #8								■		■				Provides medical supplies and response teams when ESF #8 is activated. Also staffs field hospitals.
DOI										■	■	■	■		Provides management and support of DHS/EPR/FEMA mobilization centers when authorized by DHS/EPR/FEMA or when activated under mission assignment by ESF #7.
DOT	ESF #1													■	Staffs the MCCs and manages transportation resources when ESF #1 is activated.
VA		■		■		■	■		■		■				Provides technical assistance in identifying and procuring medical supplies and other medical services.
GSA	ESF #7	■		■	■	■	■	■	■		■	■	■	■	When activated, provides contracting, regional telecommunications, facilities, supplies, and other services.
NASA											■				Provides available space, buildings, airports, and telecommunications as may be required for emergency support operations.