CRITICAL RESOURCE LOGISTICS AND DISTRIBUTION

Capability Definition

Critical Resource Logistics and Distribution is the capability to identify, inventory, dispatch, mobilize, transport, recover, and demobilize and to accurately track and record available human and material critical resources throughout all incident management phases. Critical resources are those necessary to preserve life, property, safety, and security.

Outcome

Critical resources are available to incident managers and emergency responders upon request for proper distribution and to aid disaster victims in a cost-effective and timely manner.

Relationship to National Response Plan Emergency Support Function/Annex

The capability supports the following Emergency Support Functions (ESFs):

ESF #1:	Transportation
ESF #2:	Communications
ESF #3:	Public Works and Engineering
ESF #4:	Firefighting
ESF #5:	Emergency Management
ESF #6:	Mass Care, Housing, and Human Services
ESF #7:	Resource Support
ESF #8:	Public Health and Medical Services
ESF #9:	Urban Search and Rescue
ESF #10:	Oil and Hazardous Materials Response
ESF #11:	Agriculture and Natural Resources
ESF #12:	Energy
ESF #13:	Public Safety and Security
ESF #14:	Long-Term Community Recovery and Mitigation
ESF #15:	External Affairs

Preparedness Tasks and Measures/Metrics

Activity: ***Develop and Maintain Plans, Procedures, Programs, and Systems***	
Critical Tasks	
Res.B1d 1	Develop plans, procedures, and protocols for resource management in accordance with the National Incident Management System (NIMS), and include pre-positioning of resources to efficiently and effectively respond to an event
ResB1d 1.1	Establish plans and systems for resource identification, typing, and inventorying

ResB1d 1.2	Establish plans and systems for acquiring and ordering resources
ResB1d 1.3	Establish plans and systems for mobilizing and allocating resources
ResB1d 1.5	Establish plans and systems for resource recovery and reimbursement
Res.B1d 1.6	Establish plans and procedures for coordinating with non-governmental and private sector organizations for obtaining resources
Res.B1d 1.3.2	Develop plans for the establishment of logistic staging areas (LSAs) for internal and external response personnel, equipment, and supplies
ResB1d 1.4.1	Establish a national resources tracking and reporting system that can integrate with state/local systems
Res.B1d. 1.4.2	Establish resource tracking system or resource inventories at the state and local level

Preparedness Measures	**Metrics**
Plans and procedures address activation of the resource management system	Yes/No
Plans and procedures address management of supplies (e.g., secure and appropriate storage, transportation through restricted areas, etc)	Yes/No
Plans and procedures include communications requirements (e.g. jurisdiction requests are monitored to track inventory, transportation vendors can maintain contact during distribution).	Yes/No
Tracking and recording systems for resources are developed and tested	Yes/No
Resource and vendor lists are in place	Yes/No
Resource lists are updated as required or every 12 months	Yes/No
Critical resource management plans are supported by standing contracts and/or emergency purchase mechanisms such as credit cards or debit cards (e.g. rapid purchasing mechanisms are in place for specialized resources such as GIS and cell providers).	Yes/No
Pre-negotiated vendor contracts for critical resources and essential services are in place and maintained	Yes/No
Plans, procedures, and systems to pre-position resources in order to efficiently and effectively respond to an event are in place	Yes/No
Processes and procedures to ensure that resource providers are reimbursed in a timely manner are in place	Yes/No
Plans and procedures address unused resources and disposal of waste materials generated by logistics operations.	Yes/No

Activity: *Develop and Maintain Training and Exercise Programs*	
Critical Tasks	
ResB1d 2.1	Develop and implement resource logistics and distribution training programs
ResB1d 2.1.1	Develop and implement training in emergency logistics that incorporates linkages among damage/needs assessment, logistics management, and volunteer/donations management

Res.B1d 2.2.1	Validate resource logistics, distribution plans, and training programs using exercises ranging from tabletop to full-scale

Preparedness Measures	Metric
Training in emergency logistics that incorporates linkages among damage/needs assessment, logistics management, and volunteer/donations management has been developed according to established standards for logisticians	Yes/No
Frequency with which personnel testing and training on tracking and recording systems is verified (including as required or necessary)	Every 18 months
Frequency with which resource and logistic tracking and recording systems are exercised (including during other exercises)	Every 12 months

Performance Tasks and Measures/Metrics

Activity: *Direct Critical Resource Logistics and Distribution Operations*

Definition: In response to an incident or situation that may require outside resource support, provide management and coordination for the Critical Resource Logistics and Distribution capability, from activation through demobilization

Critical Tasks	
Res.B1d 3.1.1	Establish communication between EOC and Incident Management Team to determine resource needs to support incident response and operations
Res.B1d 3.2.2	Identify existing internal, jurisdiction-specific resources available to support response and recovery operations
Res.B1d 3.1.2	Make a determination regarding the need for additional external resources and the implementation of a critical resource logistics and distribution plan
Res.B1c 3.5	Provide logistical support for the operation and requests of the IC/EOC
Res.C2a 3.1.1	Coordinate distribution of stockpile assets
Res.B3a 3.5.1	Coordinate the handling and transporting of affected persons requiring assistance
Rec.C1a 3.2.5	Provide and coordinate the use of emergency power generation services at critical facilities

Performance Measures	Metric
Time in which the multi-agency coordination system is activated following the request for critical resources needed for the incident	Within 2 hours of request
Time in which it is determined that there is a need to supplement internal resources by implementing critical resource logistics and distribution operations	Within 8 hours of incident
Time in which requests for critical resources are processed and approved	Within 1 hour of receipt of request
Determination is made regarding whether assistance from outside jurisdictions (i.e. mutual aid, Emergency Management Assistance Compact (EMAC)) is needed	Yes/No
Assistance from outside jurisdictions is tracked to certify performance	Yes/No

Activity: *Activate Critical Resource Logistics and Distribution* **Definition: In response to activation, initiate the resource logistics and distribution process, including identifying and establishing a logistics staging area (LSA)**	
Critical Tasks	
Res.B1d 4.1	Initiate resource logistics and distribution support for incident response operations according to the Incident Management Team (IMT) assignments in the Incident Action Plan (IAP)
Res.B1d 4.2	Implement plans and procedures for establishing a logistics staging area (LSA) for internal and external response personnel, equipment, and supplies
Res.B1d 3.2.4	Meet ongoing resource support needs through appropriate procurement sources from the EOC/MACC/IOF
Res.B1d 6.3.2	Provide facilities, transportation, supplies, equipment/equipment maintenance, fueling, food service, and communications through the logistics staging area (LSA)
Res.B1d 4.3	Implement a resource-tracking system
Res.B1b 8.1.1	Report and document the incident by completing and submitting request forms, reports, documentation, and follow-up notation.
Res.B1d 4.4	Plan and prepare for the demobilization process well in advance in accordance with NIMS in order to facilitate accountability and make transportation of resources as efficient as possible
Performance Measures	**Metric**
Time in which logistics staging area (LSA) is opened	Within 8 hours of incident
Critical resources are accurately tracked and recorded	Yes/No

Activity: *Respond to Needs Assessment and Inventory* **Definition: Based on tasking from the EOC/MAC per field needs assessments, determine types of resources needed to support response operations.**	
Critical Tasks	
Res.B1d 5.1	Determine additional human and material resources needed to support response
Res.B1d 5.3	Request needed resources from EOC/MACC/EOC/IOF
Res.B1d 5.2	Identify and inventory by type and category all resources available to support emergency operations, including facilities, equipment, personnel, and systems
Res.B1d 5.2.2	Determine availability of supplies stocked in distribution facilities, national stockpiles, and customer supply centers
Performance Measures	**Metric**
Time in which logistics staging area (LSA) responds to EOC tasking for resource support	Within 1 hour from request

Activity: *Acquire Resources* **Definition: Request and acquire resources from local, State, Federal, or private providers.**	
Critical Tasks	
Res.B1d 6.1	Implement plans, procedures, and protocols for resource acquisition and management in accordance with NIMS
Res.B1d 7.4	Provide support from EOC/MACC/IOF to IC with human and material resource needs
Res.B1d 6.3.4	Track/record resource movement in and out of the logistics staging area (LSA)
Res.B1d 6.3.3	Obtain supplies stocked in distribution facilities, national stockpiles, and customer supply centers

Performance Measures	**Metric**
Percent of resource movement tracked/recorded	100%
Time in which the resource is available for deployment	Within 2 hours from arrival
Time in which critical resources from the State (within the State) are delivered	Within 12 hours from approval of request
Time in which critical resources from the State (State-to-State)/EMAC are delivered	Within 24 hours from approval of request
Time in which Federal critical resources are delivered	Within 24 hours from approval of request
Time in which private sector is tasked to inventory and identify available assets	Within 2 hours from determination of need for private sector involvement
Time in which all large-space facility structures within 250 miles of the incident venue(s) that could be made available for use as needed are inventoried and identified to ESF-7	Within 6 hours from request
EOCs and Incident Management Teams follow standard interagency mobilization guides at the national, regional, State, tribal, and local levels	Yes/No

Activity: *Transport, Track, and Manage Resources* **Definition: Once a resource request has been filled, deploy the resource to the incident through the logistics staging area (LSA) and in coordination with EOC.**	
Critical Tasks	
Res.B1d 7.1.4	Mobilize transportation to distribute resources
Res.B1d 7.2	Deploy and transport resources to appropriate, pre-determined locations
Res.B1d 7.3	Track the deployment, movement, and transportation of resources prior to and during an incident
Res.B1d 7.5	Request State critical resources
Res.B1d 7.6	Request Federal critical resources

Performance Measures	Metric
Private sector linkages are activated to inventory and identify available transportation assets, potential mass shelters facilities and medical facilities, personnel, equipment, and supplies	Yes/No
Sufficient transportation assets are established to transport critical human and material resources throughout incident management phases	Yes/No
Time in which resources received at logistics staging area (LSA) are available to support response and recovery operations	Within 8 hours from receipt at LSA
Critical resources are managed and inventoried to ensure sustained operations	Yes/No
All required procedures for acquiring and managing resources, including reconciliation, accounting, auditing, and inventorying, are followed	Yes/No
Percent of approved resource requests met and filled accurately during the incident	100%
Time in which actions to deploy Pre-Positioned Disaster Supply (PPDS) containers are initiated	Within 24 hours from identification of need
Time in which actions to deploy additional Pre-Positioned Disaster Supply (PPDS) containers are initiated	Within 48 hours from identification of need
Time in which backfill of Pre-Positioned Disaster Supplies (PPDS) containers is initiated	Within 72 hours
Resource status changes are recorded and reported as they occur	Yes/No

Activity: *Maintain and Recover Resources*

Definition: Recover all resources deployed for response and recovery support, rehabilitate and re-supply all resources, rest and recuperate all personnel, review tracking system, and retrace all resources back to original provider. The recovery process involves the final disposition of all resources

Critical Tasks	
Res.B1d 8.1.1	Cycle personnel to allow for rest and recuperation
Res.B1d 8.1.2	Cycle resources to allow for rehabilitation and/or re-supply efforts
Res.B1d 8.2.2	Rehabilitate and/or re-supply all expendable and nonexpendable resources
Res.B1d 8.2.3	Recover all deployed resources that are salvageable
Res.B1d 8.2.4	Return resources to issuing location
Res.B1d 8.4.2	Account for all resource use and expenditure
Res.B1d 8.3.1	Use established regulations and policies to deal with resources that require special handling and disposition, such as biological waste, contaminated supplies, debris, and equipment
Res.B1d 8.3.2	IC/UC, EOC, and LSA make a joint determination that equipment and resources/supplies are no longer needed to support operation

Performance Measures	Metric
Resources and personnel are cycled per the IAP	Yes/No

The recovery and disposition of resources is tracked and documented	Yes/No
Resources are returned to original provider	Yes/No

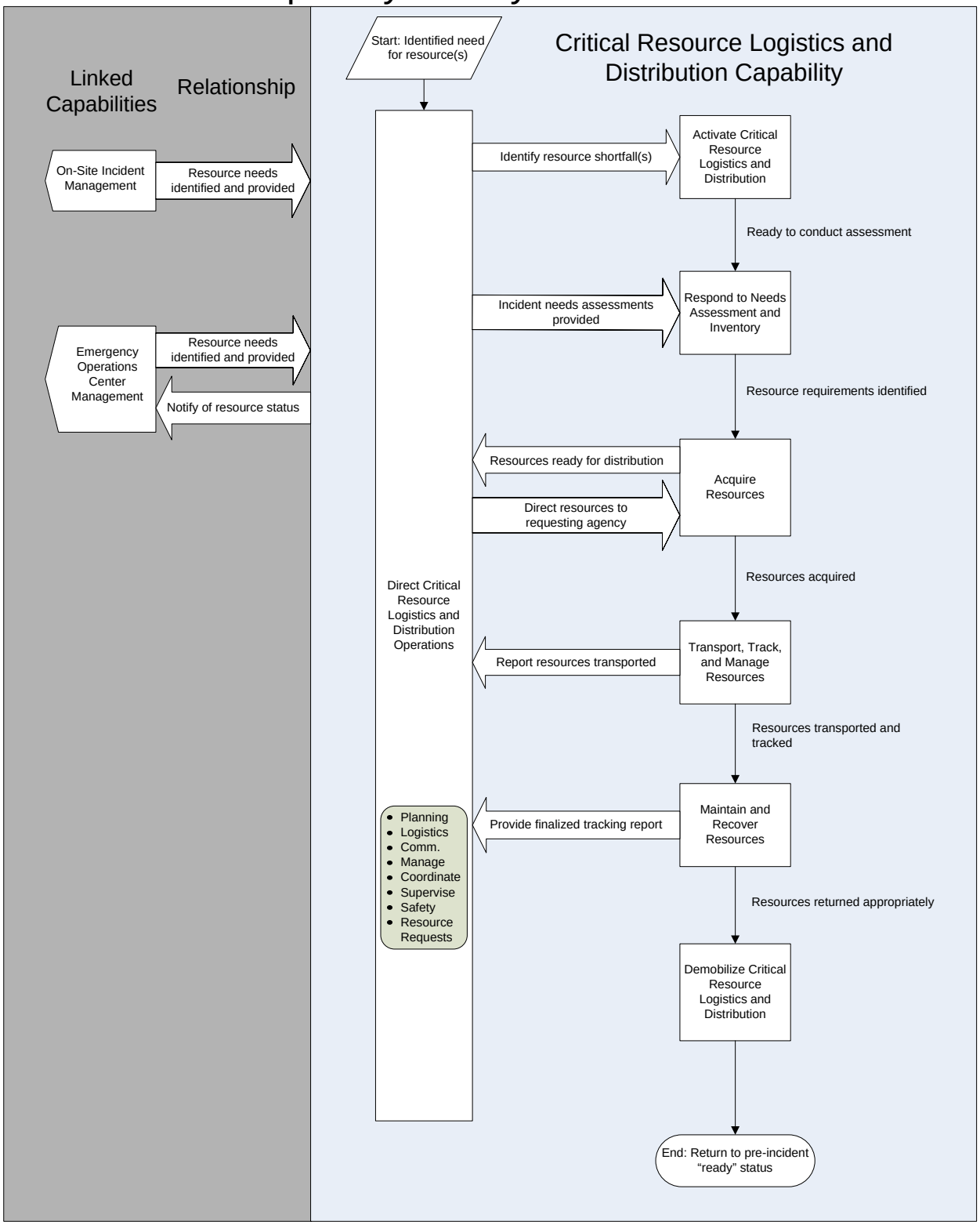
Activity: *Demobilize Critical Resource Logistics and Distribution*	
Definition: Upon completion of assigned duties or as directed by superiors, shut down the logistics staging area and return to pre-incident readiness	
Critical Tasks	
Res.B1d 9.2	Determine that equipment and unused resources/supplies are no longer needed to support operation
Res.B1d 9.3	Implement demobilization and deactivation procedures

Performance Measures	**Metric**
Time in which demobilization plan is fully implemented	Within 8 hours from decision to demobilize
Time in which deployed resources are recovered following the end of response/recovery operations	Within 72 hours from end of operations
Percent of requests for State and Federal reimbursement processed	100%
Percent of non-expendable resources fully accounted for at the incident site	100%
Percent of non-expendable resources fully accounted for upon return to the unit that issued them	100%

Linked Capabilities

Linked Capability	Relationship
On-Site Incident Management	On-Site Incident Management typically identifies the critical resources required to support an incident response
Emergency Operations Center Management	A resource needs assessment to support incident response will be provided by the Incident Commander or Incident Management Team to the EOC, which will coordinate the acquisition of the required resources. The EOC will also coordinate with the logistical staging area.

Capability Activity Process Flow



Resource Element Description

Resource Elements	Components and Description
Logistics Planning Manager	Type III or Type IV Planning Manager to create logistics management plans for area to assist operations during incident
National tracking system	National system that captures and tracks resource availability; includes locally managed tracking systems that feed into the larger system
Tracking system	Resource tracking systems or inventories maintained at the state and/or local level that feed into the national tracking system.
Rapid Needs Assessment Team (Type I)	NIMS Typed Resource. Per NIMS, provides a rapid assessment capability immediately following a major disaster or emergency. Team provides and collects information to determine requirements for critical resources needed to support emergency response activities.
Logistics response system	Per NIMS, part of the ICS logistics branch needed to manage critical resource logistics and distribution
Transportation Coordinator	Per NRP ESF#1, coordinates critical resource transportation needs between all organizations and among Federal, State, local, and private agencies and organizations.
Cargo Transportation Teams	Vehicles and staff necessary to move large amounts of critical resources (e.g. personnel and trucks, planes, boats, trains)
Evacuation Transportation Team	Vehicles (e.g. trucks, buses, planes, boats, trains) and staff to provide transportation to evacuees
Federal mobilization base camp	Locations at incident site to receive and house Federal assets
State staging area	Locations in base camps to house Federal assets transferred to the State.
Interagency warehouse	Location with appropriate material-handing equipment (e.g., fork lifts, pallet jacks) to receive and house critical resources transferred from the State and donated by nongovernmental organizations (NGOs) and the public
Evacuation Terminal	Location for affected evacuated personnel
Warehouse system for stockpiled resources	A system to track and house stockpiled resources.
Logistic staging area (LSA)	This term is used as a convenience to represent the reception area and staging/mobilization area defined in NIMS
Reception area	Per NIMS, a location separate from the staging areas where resources report in for processing and out-processing. This location also provides accountability, security, situational awareness briefings, safety awareness, and distribution of IAPs, supplies, equipment, feeding, and bed-down.
Staging area	Per NIMS, a temporary location established where available resources can be placed while awaiting a tactical assignment.
Incident base	Per NIMS, the location at which primary support activities are conducted. A single incident base is established to house all equipment and personnel support operations. The incident base should be designed to be able to support operations at multiple incident sites
Camps	Per NIMS, a location that is separate from the incident base and located in satellite fashion from the incident base where it can best support incident operations. Camps provide certain essential auxiliary forms of support, such as food, sleeping areas, and sanitation. It may also provide minor maintenance

Resource Elements	Components and Description
	and servicing of equipment. Camps may be relocated to meet changing operational requirements.
Mobilization and staging areas	Per NIMS, staging areas will be established by the Operations Section Chief to enable positioning of and accounting for resources not immediately assigned. A staging area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment. Staging areas may include temporary feeding, fueling, and sanitation services. Personnel must check-in with the resources unit at the staging area, while supplies and equipment are checked in with the supply unit. If neither of these functions is activated, resources report to the Staging Area Manager for direction.
Critical Resources Unit Leader	Per NIMS, this position tracks and maintains the status and availability of critical resources assigned to each incident under the area command

Planning Assumptions

General

- The capability is constant across all 15 National Planning Scenarios; however, hazardous materials (HazMat) response incidents will require specialized, already established teams to assist with the incident. Regardless, this capability functions across all scenarios, adjusting to the needs of the incident.
- Significant, additional logistical support and coordination and public information systems will be required whenever a "shelter in place" or a "quarantine" order is implemented.
- The U.S. Department of Homeland Security (DHS) will likely raise the Homeland Security Advisory System (HSAS) to "red" status immediately following a terrorist attack for designated areas, if not the entire Nation. Depending on the location, scope, and magnitude of the event, this elevated status can prompt actions limiting the availability of air transportation within the United States. Such travel limitations can negatively impact the timely convergence at the disaster-affected area of needed personnel and material resources.
- Jurisdictions will identify where and how to replenish the depleted resources needed to further manage the incident.
- Development of plans, procedures, and protocols for resource management in accordance with the National Incident Management System (NIMS) will be outlined within the planning capability.
- Assistance from private contractors and voluntary agencies will be forthcoming to help the community during the incident. Pre-contracted services may be necessary and are encouraged through public and private sector organizations and partnerships.
- Resources are categorized by material or service provided. Per NIMS, resources are defined by the following status conditions:
  - Assigned resources -- the status condition where personnel, teams, equipment, or facilities are checked in or, in the case of equipment and facilities, receipted for and are assigned to support incident operations.
  - Available resources -- the status condition where personnel, teams, equipment, or facilities are checked in or, in the case of equipment and facilities, receipted for, assigned to an incident, and made ready for a specific work detail or function
  - Out of service resources -- the status condition where personnel, teams, equipment, or facilities are assigned to an incident but are unable to function for mechanical, rest, or personal reasons or because their condition makes them unusable

- Interstate and intrastate mutual aid agreements will be utilized (State, tribal, and local).
- Emergency Management Assistance Compact (EMAC) will be implemented based upon Federal declarations.
- Jurisdictions' emergency response plans should include pre-contracted services with public and private entitities.
- Most capability elements will be needed quickly; they must be available to respond in less than 1 hour from the initial incident to manage the scene. However, because this capability deals with critical resource logistics and distribution, the timeframe may be slightly longer (1-3 hours, depending on the resource) but still required locally.
- Warehouses will securely store and handle all stockpiled materials under appropriate conditions that will maintain their stability, integrity, and effectiveness while providing appropriate levels of physical security for all materials and facilities.

Scenario-Specific

- Based upon scenario conditions, a 7.2-magnitude earthquake with a subsequent 8.0 earthquake following occurs along a fault zone in a major metropolitan area, greatly affecting a 6-county region with a population of approximately 10 million people. Approximately 150,000 buildings are destroyed and 1 million buildings are damaged. All typed personnel are based on Federal Emergency Management Agency (FEMA) Typed Resource Definitions.
- Assume 300,000 people will need to evacuate area. Of this, 50 percent lack the capability to self-evacuate.

Planning Factors from an In-Depth Analysis of a Scenario with Significant Demand for the Capability

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Logistics Planning Manager	1 plan per jurisdiction affected	1 area affected	1 Type III Planning Manager
National tracking system	1 national system can find resources to support multi-county/region earthquake response operations		1 national tracking system
Tracking system	One system is needed for each area involved		One per state and one per jurisdiction
Rapid Needs Assessment Team	1 team (with backup) can assess 6-county area	6-county affected area	2 teams (1 in affected region; 1 as backup)
Logistics response system		Incident will require full activation of logistics branch to manage critical resource logistics and distribution	1 logistics response system
Transportation	1 coordinator per EOC	Scenario will require	1coordinator to sit in

Resource Organization	Estimated Capacity	Scenario Requirement Values	Quantity of Resources Needed
Coordinator		resources from multiple jurisdictions to help support the incident, requiring the coordinator to monitor and troubleshoot movement of resources	Emergency Operations Center (EOC); (can be component Emergency Support Function (ESF) #1)
Cargo transportation teams	Volume capacity of vehicles will vary	Scenario will require at least: 550,000 gallons of water per day (1 gallon/person/day) for displaced persons; 2,750,000 pounds of ice per day (1 5-pound bag/person/day); Other critical incident-specific resources	Total volume of resources divided by the volume capacity of vehicle multiplied by amount of resource needed
Evacuation transportation Team	Carrying capacity of vehicles will vary	150,000 people will require assistance with transportation for evacuation; transportation assets can be recycled and used multiple times during an evacuation	Total number of evacuees divided by passenger capacity of vehicle
Federal mobilization base camp		Scenario will require large amounts of critical resources immediately	2 base camps to receive Federal assets
State staging area		Two staging areas per base camp	4 staging areas
Interagency warehouse	Location capacity will vary	Incident will require one location for critical resources to be delivered	1 warehouse
Evacuation terminal	Location capacity will vary	As designated in jurisdictional response plans	A number should be outlined in emergency response plans
Warehouse system for stockpiled resources		Each entity of government needs a warehouse system to track stockpiled goods	1 Federal, 1 State, and 1 Local.

Approaches for Large-Scale Events

The capability is not dependent on specification of an incident and will remain constant among the 15 National Planning Scenarios.

Target Capability Preparedness Level

Resource Element Unit	Type of Element	# of Units	Unit Measure (number per x)	Lead	Capability Activity Supported by Element
Logistics Planning Manager	Personnel	1	Per FEMA Region	Federal (DHS/FEMA)	Direct Critical Resource Logistics and Distribution
Logistics Planning Manager	Personnel	1	Per State and territory	States	Direct Critical Resource Logistics and Distribution
Type IV Logistics Planning Manager	Personnel	1	Per jurisdiction	Local	Direct Critical Resource Logistics and Distribution
National tracking system	Network	1	Nationally	Federal	Direct Critical Resource Logistics and Distribution
Tracking system	Network	1	Per state	State	Direct Critical Resource Logistics and Distribution
Tracking system	Network or data	1	Per jurisdiction	Local	Direct Critical Resource Logistics and Distribution
Rapid Needs Assessment Team	NIMS typed resource organization	1	Per FEMA Region	Federal (DHS/FEMA)	Direct Critical Resource Logistics and Distribution
Logistics response system	Resource Organization	1	Nationally	Federal	All Activities
Transportation Coordinator	Personnel	1	Per EOC	Federal/State/ Local	Transport, Track, and Manage Resources
Cargo Transportation Team	Non-NIMS Resource Organization	1	Per jurisdiction	Local	Transport, Track, and Manage Resources
Federal mobilization base camp	Non-NIMS Resource Organization		Not pre-established	Federal	Acquire Resources Transport, Track, and Manage Resources
State staging area	Non-NIMS Resource Organization	2	Per State and territory	State	Acquire Resources Transport, Track, and Manage Resources
Interagency warehouse	Non- Resource Organization	1	Per incident	Local	Acquire Resources Transport, Track,

Resource Element Unit	Type of Element	# of Units	Unit Measure (number per x)	Lead	Capability Activity Supported by Element
					and Manage Resources
Warehouse system for stockpiled resources	Non-Resource Organization	1	Nationally	Federal	Acquire Resources Transport, Track, and Manage Resources
Warehouse system for stockpiled resources	Non-Resource Organization	1	Per State and territory	State	Acquire Resources Transport, Track, and Manage Resources
Warehouse system for stockpiled resources	Non-Resource Organization	1	Per organization	NGO	Acquire Resources Transport, Track, and Manage Resources

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