



# Catastrophic Incident Annex (CIA)

## Tab H: Logistics and Supply Chain Management

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### Purpose

This tab is intended to provide detailed information on the Logistics and Supply Chain Management core capability and reflects the catastrophic planning that has taken place across the state for its associated Critical Tasks.

### Strategic Goals

#### *Life Safety*

##### **Priority Routes**

1. Align routes used to move resources with Priority Route<sup>1</sup> planning.

##### **Evacuation**

1. Provide resource support for local evacuations from heavily impacted areas and other areas which threaten life safety.

#### *Incident Stabilization*

##### **State Staging Areas**

1. Establish and sustain State Staging Areas.
2. Establish connections with Federal Staging Areas and Local Staging Areas.

##### **Resource Request**

1. Establish prioritization methodology for the distribution of limited and scarce resources.
2. Identify supply chain disruptions for requested resources.

### Situation Overview

#### General

A catastrophic incident will place some degree of strain on the ability to move resources. The nature and degree of the disaster will determine the specific impacts and subsequent considerations that will factor into what resources are needed and the ability to move them. Logistics and Supply Chain Management is at the center of disaster operations that require resource support to impacted jurisdictions. Logistics operations are not limited to the Logistics Section of the SEOC as resource coordination and movement can occur within any section and from other state agencies and departments deploying resources in accordance with their own plans and procedures that do not necessarily require the coordination or support of the SEOC.

Pre-incident planning has identified the routes most critical for local jurisdictions to utilize during a catastrophic incident to maintain access throughout jurisdictions; however, each type of catastrophic disaster will present unique considerations for these routes. It is likely that not

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<sup>1</sup> Priority Routes are described within Tab A: Critical Transportation.



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all routes will be available for use if the incident causes physical damage to the transportation system, so the identified routes will consist of only a selection of those routes which are useable. Resource movement along these transportation will seek to establish a linkage from Federal to State to Local/Tribal Staging Areas.

Some jurisdictions rely on very few routes to maintain connection with the overall state transportation system, and following a disaster that breaks this connection, alternative methods of moving lifesaving and sustain resources will have to be employed until those connections are available.

Many resource which may be requested during a catastrophic incident could be out of the ability of the state and local jurisdictions to procure. Resources in high demand and in short supply will continually present themselves from the early response activities all the way through Recovery operations. It will be essential for those operating within the sphere of logistics at all levels to be aware of these resources before and throughout the incident in order to conserve available resources and to also not rely on a request to be immediately filled. While the preferred method is for resource requests to request a capability rather than an exact resource, this practice will be even more important during periods of resource deficiencies as resource may have to be adapted from the original or typical uses to fit the need of the incident.

### **Planning Assumptions and Response Considerations**

#### General

- Local and regional supply chains and infrastructure have been significantly disrupted, destroyed, or over-extended.
- Demand may exceed supply, evidenced through shortages of response teams, first responders, equipment, and supplies. A viable resource allocation and adjudication system must be immediately in place to get the maximum benefit of critical resources.
- Early in a catastrophic incident, critical resources will be “pushed” directly into the impacted areas via a coordinated federal response.
- As the incident matures, logistics flow will transition from “pushed” to “prioritized pull” system and eventually reestablish pre-incident supply chains.
- Operations should closely coordinate logistics activities with partners to identify and overcome logistical deficiencies and restrictions.
- To sustain and effectively manage the logistics supply chain in catastrophic incident the requirement (the location and extent of need) and the source (the quantity and provider of the resources needed) and the control movement (the origin and destination location and times, and the means of transport) must be considered.



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- Requests for resources can be expected to exceed all available sources and will include requests for resources that the state does not have access to or typically utilizes in a response.
- Commodity Points of Distribution (CPODs)<sup>2</sup> are not identified for many jurisdictions throughout the state.
- Maritime considerations for commodity distribution have not been factored into the planning process.
- Air transportation logistics are limited by ground connections.
- Donations are managed at the local level and if state assistance is requested, the state will utilize VOADs, contracts, or mutual aid to facilitate management of storage and distribution centers.

### **Capability Targets**

*Placeholder*

### **Non-Standardized Targets**

*Placeholder*

## **Concept of Operations<sup>3</sup>**

### **General**

The state resource request process is sufficient to handle All-Hazards incidents which involve incident types that are routinely experienced in Washington State (e.g., seasonal weather, flooding, localized fires, etc.); however, a catastrophic incident will require resource support beyond the traditional methods typically employed (i.e., EMAC, minor agency-to-agency coordination, etc.). Catastrophic incidents will not only present extreme resource requirements but will also likely have an impact on the ability to move resources. This situation necessitates a more complex level of coordination from internal SEOC operations, state agency partners, and local jurisdictions to effectively provide the right resources at the right time to the right locations.

### **Priority Routes**

Incidents which cause widespread and significant damage to the transportation system will necessitate the prioritization of both local and state routes to facilitate a timely response with limited resources in a time sensitive environment. Response operations conducted by the state

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<sup>2</sup> Planning may also refer to CPODs as “Community” instead of “Commodity” Points of Distribution.

<sup>3</sup> Refer to the ESF 7 Annex of the CEMP or the Distribution Management Plan for specifics on how logistics involving WAMAS, EMAC, or PNEMA are conducted.



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should utilize the Priority Routes that have been established during pre-incident planning to move resources

### WebEOC<sup>4</sup>

Overall coordination for the resource request process is established and maintained through WebEOC. For incidents requiring federal resource support, FEMA maintains its own instance of WebEOC which does not allow for cross-system connection. Designated federal personnel can be granted access to WebEOC to share resource request information to overcome this barrier and establish a bridge between systems.

### Contracts

The Washington Emergency Management Division has pre-existing contracts for Base Camp Operations with vendors outside of the region and the SEOC initiates most resource contracts in disaster response. Standing contracts exist for all government agency use. Contracts cover fuel, water and basic lifesaving/sustaining commodities.

Legislation and Military Department Contracting Policies, Existing Contracts	Memorandums of Understanding (MOU), Memorandums of Agreement (MOA)
Staffing	The SEOC Logistics Section and the Finance and Administration Section prepares contracts
Vendor Deconfliction	The Department of Enterprise Services (DES) holds the master contract for state-use procurement and contract policy, in addition to the internal contract staff at the Washington Military Department.
Redundancy	Ensure different state agencies do not have contracts with the same vendor.
Purchase cards	The Finance and Administration section has access to all purchase cards. The SEOC has access to one purchase card, and the Mutual Aid Unit has access to five purchase cards.

*Figure 1 - Additional Considerations for Contracts*

### Federal Request Process

All resource requests from the state or local level for federal assistance will go through the Logistics section and be approved by the State Coordinating Officer (SCO) and Governors

<sup>4</sup> Not all stakeholders in the state utilize WebEOC on a routine basis and may require training in its use.



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Authorized Representative (GAR). Requests from Federally recognized Tribes can be submitted to local and state level emergency managers or can be submitted directly to the federal level. Common federal requests are listed below:

- Commodities
- Meals
- Cots/Blankets/other
- POD/Staging Support
- IMTs
- Technical Assistance
- Medical Supplies

### **Staging Areas**

#### **State (SSA)**

State Staging Areas are pre-determined locations (airports) across the state that are capable of receiving, storing, and moving resources to impacted areas. SSA's are vulnerable to the same impacts as the surroundings areas, and damage to the transportation system or airport facilities (to include key infrastructure) can limit or prevent some locations from being utilized. SSAs located in or near an impacted area can be expected to require additional work to be performed to make it useable, such as:

- Enabling access from the SSA to transportation networks
- Repairing onsite infrastructure (power, communications, runways, etc.)
- Moving resources to the site to establish and sustain operations
  - Notably, to include transportation resources to move outgoing resources when transportation impacts may limit the ability of large vehicles to move into and around the area

To increase the efficiency of operations, increase coordination, and reduce the delay in the transfer of federal resources to state control, whenever possible SSA's are co-located with Federal Staging Areas (FSA). Although neither party is obligated to do so, co-location provides the opportunity to share site equipment, infrastructure, and personnel during peak activity periods.

#### *Establishing New State Staging Areas*

Site selection begins by evaluating potential sites against established criteria. In order to maintain flexibility in logistics operations in Washington State, there are no minimum and maximum requirements for SSAs and any site is usable if it can support the response. The primary attribute that reflects maximum capacity for a staging area is the road network around the site. If staging area traffic interferes with local or emergency response traffic on a



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continuing basis, there will be consideration for opening additional sites. Site visits are necessary to assess the actual or potential for use of identified sites.

### State Staging Area Activation Process

The authority for opening a SSA lies with the SEOC and UCG. Once approved, the SEOC Logistics Section coordinates activation and operation of the staging area site. Under ideal conditions, the state would require 24-hours to establish and implement the initial capability for the disaster resource movement process. The SEOC Logistics Section Chief (LSC) determines the need for one or more staging areas and selects the best potential site(s) based on the location, size of the site versus anticipated resource quantities, population of the affected area, the condition of local infrastructure, and transportation corridors for material traveling in and out of the site(s). If a site has not been prescreened and designated, then coordination with the Department of Enterprise Services (DES) must be initiated to contract a location. Once selection is finalized, the Local Emergency Management Agency (LEMA) is notified of the pending SSA activation. A catastrophic disaster is likely to require more than one SSA.

### Staging Area by Airport Location



Figure 2 – All-Hazards State Staging Areas Locations





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### **Federal (FSA and APOD)**

Several sites around the state have been designated either as Federal Staging Areas or Aerial Points of Debarkation for a CSZ incident<sup>5</sup>. These locations are notable because they:

- Have the capability to receive large aircrafts and capacity to have multiple aircraft on the ground at any given time
- Have the capacity to store large amounts of commodity resources (FSA ONLY)
- Are located near major transportation corridors
- Are located near an SSA

Aerial Points of Debarkation are only intended to be delivery points of resources and do not possess the capacity to stage resources. Resources delivered to APODs will be moved to FSAs or SSAs.

The establishment of a federal site would require an initial assessment on the status of the location to determine its feasibility and functionality. For sites not already included in planning efforts, FEMA would work through the General Services Administration (GSA) to look for and contract with any other suitable location as dictated by the event.

### **Supporting Core Capability**

#### **Logistics and Supply Chain Management**

##### *Objective:*

Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.

##### *Critical Tasks:*

1. Mobilize and deliver governmental, nongovernmental, and private sector resources within and outside of the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and facilitate the integration of recovery efforts, to include moving and delivering resources and services to meet the needs of disaster survivors.
2. Enhance public and private resource and services support for an affected area.

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<sup>5</sup> While these locations could potentially be used for other catastrophic incidents, planning has only occurred under the context of a CSZ incident and has not yet addressed other disasters at this time. These locations are identified in Appendix 1: Cascadia Subduction Zone.



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### Organization

#### Mobilization

The Washington Emergency Management Division's Logistics Program and the Department of Enterprise Services comprise both the Logistics Section of the SEOC and ESF 7 and perform many of the actions which maintain and sustain the Logistics and Supply Chain Management core capability. Incidents which include federal government resource and logistical coordination are performed through the External Resources Branch of the Logistics Section. The establishment and operations of Staging Areas is covered within the ESF 7 Annex (Appendix 2: State Staging Areas) of the CEMP. Private sector participation during a catastrophic incident will not only occur organically, but also through the purposeful and intentional interaction with all levels of emergency management. Incorporation of their activities will be essential in responding quickly and effectively throughout a response.

#### Structure

Logistics and Supply Chain Management is at the center of disaster operations that require resource support to impacted jurisdictions. Logistics operations are not limited to the Logistics Section of the SEOC as resource coordination and movement can occur within any section and from other state agencies and departments deploying resources in accordance with their own plans and procedures that do not necessarily require the coordination or support of the SEOC. For example:

- An agency or department that is performing a statutory responsibility for their own agency with their own resources or through their own procurement
- An ESF which is coordinating voluntary resources which do not require support
- Private sector partners not involved in a coordinated response

While the examples above may not require direct involvement from SEOC operations, they are part of Logistics and Supply Chain Management capability and information on resources should be shared to maintain situation awareness and contribute to the Situational Assessment core capability.



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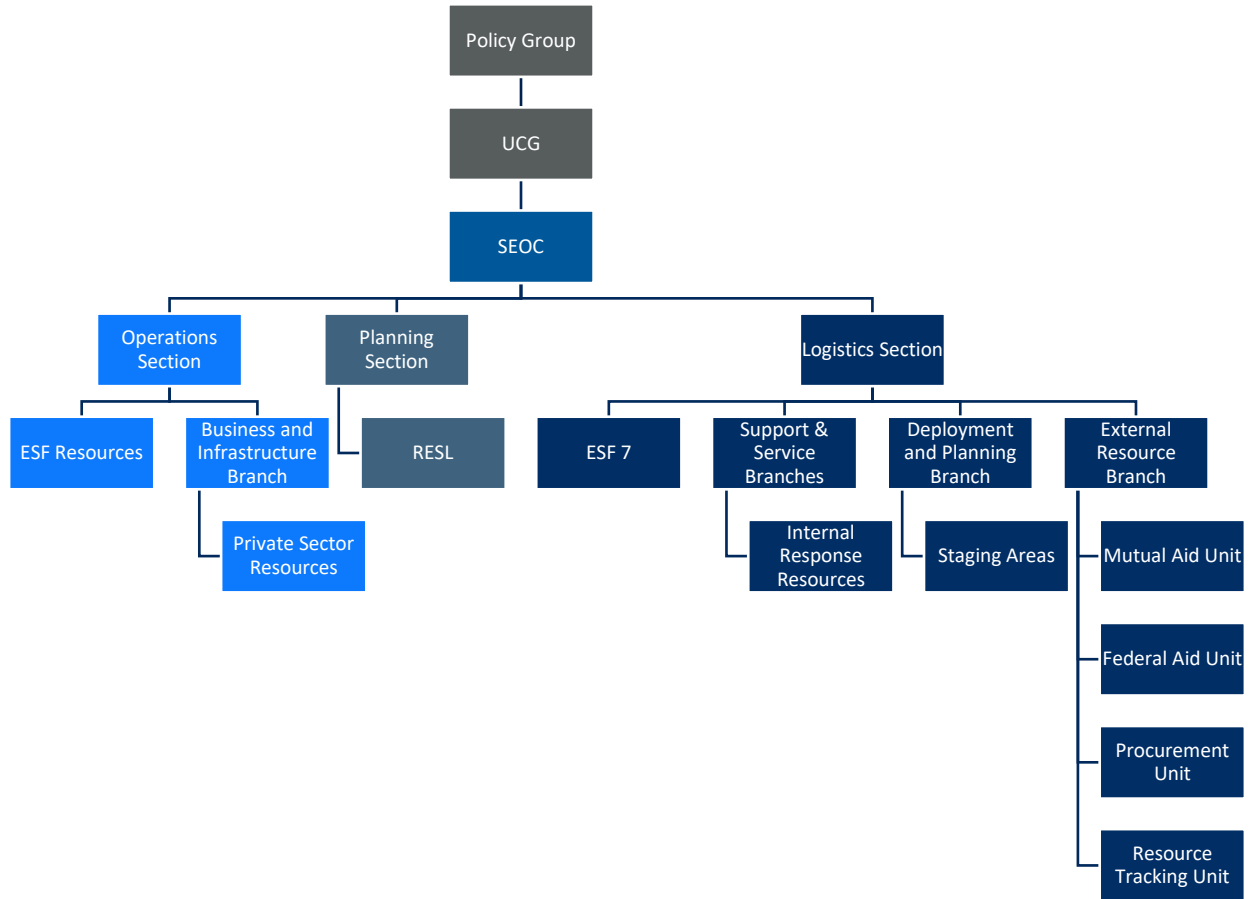


Figure 3 - Response Structure for Incident Involving Logistics and Supply Chain Management



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### Direction, Control & Coordination

#### General

Many hazard and incident types will present significant and unique challenges and considerations to perform resource ordering, movement, and tracking. Incident which impact the transportation system pose the risk of producing the greatest impact in the ability to provide initial and sustained logistical support for disaster response operations. As resource do begin to move, the first challenge will be to identify how resources move into staging areas at all levels to provide a sustained response. Once the resources are able to move into these staging areas, they will require direction in order to proceed to their areas of operation.

#### **Unified Coordination Group and Policy Group**

The UCG and Policy Group will be responsible for providing the overall direction of scarce resource allocation and the authorization of funding to support established strategies and objectives.

Through the information dissemination of the UCG, all horizontal response operations involving the logistical movement of resource should be coordinated and shared to the maximum extent possible to achieve unity of effort.

### Information Collection, Analysis, & Dissemination

The following section outlines the Essential Elements of Information (EEI) needed to determine the effects on Community Lifeline subcomponents. The status of lifeline subcomponents directly affects the condition of the main lifeline. After the lifeline conditions are assessed, they can be used to inform activated ESFs to determine impacts and develop courses of action for an operational period's objectives. The conditions of the lifelines can also be developed into Senior Leadership Briefs (Tiers 1 & 2) to inform response personnel and senior leadership/decision-makers.



Figure 4 - Information Collection and Dissemination



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### Information Collection

#### General Essential Elements of Information (EIs)

Community Lifeline	Lifeline Component	Lifeline Subcomponent	Essential Element of Information
All	All	All	<ul style="list-style-type: none"> <li>• Actual or potential resource shortfalls for impacted jurisdictions</li> <li>• Resources availability and location</li> <li>• Burn Rates</li> <li>• Deployment time required for resources</li> <li>• Location of activated Staging Areas</li> <li>• Location of activated CPODs and other PODs</li> <li>• Status of donations management operations</li> <li>• Deliveries confirmed received</li> <li>• Anticipated requirements and shortfalls of federal resources</li> <li>• Amount of FEMA provided commodities that have been ordered, received, distributed</li> <li>• Coordination with the Private Sector for resource support</li> </ul>

### Information Analysis

All ESFs and response operations share a relationship with Logistics and Supply Chain Management. Information collected through impacts to Community Lifelines should be analyzed by ESFs to inform new or ongoing response objectives which involvement the identification, request for, or movement of resources.

### Information Dissemination

Information analysis will result in contributions to the Tier 1: Disaster Summary, Senior Leadership Brief (SLB) provided to the UCG. Additionally, the more detailed information not necessary for executive level response decision making will be supplied for the creation of the Tier 2: Lifeline Overview SLB for use in tracking conditions and informing response personnel.



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### Responsibilities

The table below outlines the responsibilities of the entities involved with this Tab. These actions are tied to executing the Critical Tasks noted in the Concept of Operations section, which contribute to the primary and supporting Core Capabilities.

*Note: While it may seem intuitive to associate Logistics and Supply Chain Management with the normal functions of the SEOC's Logistics Section and ESF 7, there are many activities which will be performed through the various Sections of the SEOC.*

### Phase 1 (Prepare)

Phase 1	
<b>Logistics and Supply Chain Management</b>	Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.
<ul style="list-style-type: none"> <li>• Support the identification of CPOD sites</li> <li>• Support the identification of Staging Areas (Federal, State, Tribal, and Local)</li> <li>• Maintain vertical coordination through the sustainment of the Distribution Management Plan (DMP)</li> </ul>	

### Phase 2a (Initial Response)

Phase 2a	
<b>Logistics and Supply Chain Management</b>	Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.
<ul style="list-style-type: none"> <li>• Activate any applicable memorandums of understanding (MOUs)/memorandums of agreement (MOAs) for chosen logistics sites</li> <li>• Initiate assessment of logistics sites</li> <li>• Establish and staff all logistics sites</li> </ul>	



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### Phase 2b (Employment Resources)

Phase 2b	
<b>Logistics and Supply Chain Management</b>	<p>Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.</p>
<ul style="list-style-type: none"> <li>• Provide a joint expeditionary capability to rapidly assess, establish, repair, and operate SSAs within and outside the affected area</li> <li>• In coordination with the UCG, and the Policy Group establish objectives and priorities for resource allocation</li> <li>• In coordination with ESF 13 and ESF 20, determine need for and request security for movement and staging of resources</li> <li>• In coordination with ESF 7, maintain coordination with the private sector to identify logistics shortfalls which the private sector can fill.</li> <li>• Site managers continue to maintain food, water, dumpsters, hand-washing stations, portable toilets, and fuel distribution sites at ISBs, FSAs, and RSCs.</li> <li>• In coordination with ESF 1, ESF 6, ESF 7, ESF 11, and ESF 20, identify resource requirements and support the transportation resource requirements for the evacuation of people, service animals, and household pets.</li> </ul>	

### Phase 2c (Transition to Recovery)

Phase 2c	
<b>Logistics and Supply Chain Management</b>	<p>Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.</p>
<ul style="list-style-type: none"> <li>• Demobilize resources external to the state when they are no longer required; this includes any EMAC, Pacific Northwest Emergency Management Arrangement (PNEMA), or federally mission assigned resources.</li> <li>• Continue to operate SSAs until their use is no longer beneficial and demobilize as necessary to maintain support to impacted areas.</li> <li>• Determine ongoing resource requirements to support responders/survivors and establish sustainable supply chain.</li> <li>• Maintain existing logistics operations and expand or contract to meet continued requirements.</li> </ul>	



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### References and Supporting Guidance

#### Washington State Distribution Management Plan (DMP)

This plan establishes strategies, functional plans, and tactical guidance for SLTT logistical response operations in order to ensure the providing of life-sustaining resources in a timely manner following a catastrophic incident. These plans cover staging sites and operations, logistical support including services and personnel, information management, transportation of resources to point of need, commodity points of distribution (C-PODs), inventory management, resource sourcing, and demobilization.

### Terms and Definitions

#### Base Camp Operations

Temporary locations where sustainment is provided for disaster response personnel.

#### EMAC

The Emergency Management Assistance Compact (EMAC) is an Inter-State mutual aid construct that can be used between members after a Governor's Proclamation of Emergency has been declared.

#### PNEMA

The Pacific Northwest Emergency Management Arrangement (PNEMA) is an International mutual aid construct that includes the member jurisdiction of Alaska, The Yukon Territory, British Columbia, Idaho, Oregon, and Washington. This mutual aid system is very similar to EMAC with the one exception that no Governors Emergency declaration is required to use; it can be used at the discretion of party members. An Authorized Representative or Designated Contact from Washington State must be involved in all aspects of the Request for Assistance process.

#### WAMAS

The Washington Mutual Aid System (WAMAS) is an Intra-State mutual aid mechanism, which all local jurisdictions are members. The State is not a member to this construct however it is a legal means for local emergency management to share and reimburse for resources.