



Distribution Management Plan Guide 2.0

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FEMA

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Chapter 1: Organization

1. Purpose

The *Distribution Management Plan Guide 2.0 (DMPG 2.0)* provides actionable guidance for state, local, tribal, and territorial (SLTT) agencies, private-sector and nonprofit partners, and the Federal Emergency Management Agency (FEMA), to effectively and efficiently distribute critical resources to disaster survivors in the community. Collaboration among these stakeholders supports supply chain augmentation during a response operation.

The DMPG 2.0 introduces the concept of distribution management, guidance for developing and maintaining a Distribution Management Plan (DM Plan), and the components of DM Plans. The organization of the DMPG 2.0 includes:

- [Chapter 2: Introduction to Distribution Management](#)
- [Chapter 3: Introduction to Distribution Management Plans](#)
- [Chapter 4: Components of a Distribution Management Plan](#)

The actions described in the DMPG 2.0 will not necessarily be completed in every incident, nor does it exhaustively describe every activity that may be required. Local, state, tribal, and territorial officials and nonprofit and private sector partners must use judgment and discretion to determine the most appropriate actions at the time of the incident.

2. Background

In 2019, the program requirements for the Emergency Management Performance Grant (EMPG) were updated to require that recipients' Emergency Operations Plans include a DM Plan. The DMPG 2.0 provides information on how to develop a DM Plan, the key components of a DM Plan, how to review and update a DM Plan, and how FEMA reviews and evaluates DM Plans. Lessons learned during the unprecedented Coronavirus (COVID-19) pandemic, 2019 and 2020 hurricane seasons, and recent wildfires illustrated the complexity of planning for and establishing temporary distribution management systems that can rapidly source, track, transport, stage, and distribute critical emergency supplies to disaster survivors.

3. Supersession

The DMPG 2.0 replaces the existing *Distribution Management Plan Guide* published in 2019. The revised DMPG incorporates lessons learned and best practices from recent response operations and provides new tools to assist with distribution management.

4. Document Management and Maintenance

The FEMA Office of Response and Recovery (ORR), Office of Doctrine and Policy is responsible for the management and maintenance of this document. Comments and feedback from FEMA personnel and stakeholders regarding this document should be directed to the Office of Policy and Doctrine at FEMA HQ at FEMA-ORR-Doctrine@FEMA.DHS.gov.

Chapter 2: Introduction to Distribution Management

This chapter describes the concept of distribution management and the various coordination opportunities that exist to share information and engage SLTTs.

Overview

Distribution management is an activity that encompasses all organizations, processes, systems, and tools used to move commodities from one location to another to quickly deliver resources to disaster survivors. Large-scale disasters often disrupt normal supply chains, triggering the need for temporary relief supply chains that address critical emergency supplies such as food, water, and fuel. This temporary distribution management system is managed by SLTT agencies or voluntary, faith-based, or community-based organizations. Distribution management at the SLTT level includes:

- End-to-end commodity and resource management.
- Warehouse and transportation operations to effectively and efficiently distribute supplies to staging areas and distribution points.
- Provision of equipment and services to support operational requirements.
- A mechanism for supplies and commodities to be provided to survivors.

As with disaster response, distribution management is locally executed, state-managed, and federally supported. SLTT governments play a large role in establishing and maintaining logistics capacity to effectively manage and employ FEMA resources.

The distribution management function is used to move commodities and resources to prepare for, respond to, recover from, and mitigate the effects of an incident; enable restoration of private sector distribution; and supplement or augment a relief supply chain. FEMA's distribution management function supports SLTTs in closing gaps and building capabilities. At the Federal level, distribution management includes:

- Managing a comprehensive relief supply chain, including warehouse operations where FEMA receives, stores, and issues commodities and equipment; and transportation operations to effectively distribute supplies, equipment, and services in response to domestic disasters and emergencies.
- Establishing commercial contracts and agreements with multiple public and private sector partners to provide additional support.
- Setting up incident support bases and federal staging areas to quickly deliver resources to disaster survivors.

- Coordinating situational awareness of disaster impacts to supply chain networks to aid in developing interventions to expedite restoration of private sector distribution and target emergency management efforts.

FEMA's DMPG 2.0 enables unity of effort among resource coordination and movement from the incident, regional, and national levels.

1. Intra-agency Coordination

FEMA's Logistics Management Directorate (LMD) collaborates extensively with other FEMA components to provide opportunities for SLTT engagement and information sharing. Through this process, FEMA components provide technical expertise and logistical support for EMPG recipients. Table 1 highlights examples of types of support between LMD and other FEMA components at different points during the distribution management process.

Table 1. Examples of Intra-agency Distribution Management Coordination

<i>FEMA Component</i>	<i>Coordination Opportunities</i>
FEMA Regions	<ul style="list-style-type: none"> ▪ Provides technical assistance to improve emergency management capabilities. This technical assistance includes in-person workshops and opportunities for peer-to-peer learning on emerging, cross-cutting, or complex topics.
FEMA Integration Teams (FIT)	<ul style="list-style-type: none"> ▪ Provides technical and training assistance on the Federal Emergency Management Agency's (FEMA) programs and continuous on-site support to the state. FIT represents FEMA's commitment to reducing the complexity of FEMA programs through direct staff engagement on emergency management with the state.
Office of Business, Industry, and Infrastructure Integration (OB3I)	<ul style="list-style-type: none"> ▪ Supports coordination with private sector partners and resources. ▪ Supports lifeline stabilization and access to critical services. ▪ Provides situational awareness of ongoing efforts to engage the private sector through the National Business Emergency Operations Center. ▪ Cultivates and advocates for private sector integration with FEMA and SLTTs.
Field Operations Directorate (FOD)	<ul style="list-style-type: none"> ▪ Coordinates effective and efficient availability and deployments to ensure FEMA is able to help people before, during, and after disasters. ▪ Organizes the incident workforce and provides field leadership. ▪ Ensures training and qualifications of the incident workforce,

FEMA Component	Coordination Opportunities
National Exercise Division (NED)	<ul style="list-style-type: none"> Provides exercise assistance to Regions, to help state, local, tribal and territorial (SLTT) partners in designing, developing, and exercising exercises to test Distribution Management Plans (DM Plans).
National Integration Center (NIC)	<ul style="list-style-type: none"> Provides planning technical assistance, to include supply chain collaborative technical assistance that helps local emergency managers explore and understand supply chains and support private-public collaboration for catastrophic incidents.
Office of the Chief Counsel (OCC)	<ul style="list-style-type: none"> Provides subject matter expertise for creating memorandums of understanding (MOU).
Office of the Chief Procurement Officer (OCPO)	<ul style="list-style-type: none"> Coordinates with contracted private sector partners.
Office of External Affairs (OEA)	<ul style="list-style-type: none"> Develops appropriate messaging to answer stakeholder and media questions around distribution plans happening in responses.
Recovery Directorate	<ul style="list-style-type: none"> Supports recovery support function (RSF) operations. Promotes resource capabilities identified by SLTT and private sector partners. Promotes increased situational awareness through established communications channels with SLTT and private sector partners. Coordinates with Disaster Survivor Assistance (DSA) to address the needs of disproportionately impacted populations and disaster survivors.
Response Directorate	<ul style="list-style-type: none"> Provides expertise on distribution management needs and capabilities to support lifeline stabilization.
Office of Policy and Program Analysis (OPPA)	<ul style="list-style-type: none"> Provides support to direct Defense Production Act (DPA) resources. Provides support to identify partners interested in the DPA. Provides support for updating LMD policies and strategies.

Chapter 3: Introduction to Distribution Management Plans

This chapter contains an introduction to DM Plans, including the guiding principles for development. These tools assist SLTTs and their partners to better understand the needs and gaps of their communities to create a more effective DM Plan.

Overview

A DM Plan establishes strategies, functional plans, and tactical guidance for SLTT logistical response operations. These plans cover staging sites and operations, logistical support services and personnel, information management, transportation of resources to point of need, commodity points of distribution (C-PODs), inventory management, resource sourcing, and demobilization.

DM Plans include sections with information on the following seven components:

1. [Define Requirements](#)
2. [Order Resources](#)
3. [Distribution Methods](#)
4. [Inventory Management](#)
5. [Transportation](#)
6. [Staging](#)
7. [Demobilization](#)

Submission

Per the 2021 Preparedness Grants Manual, EMPG recipients are required to submit their DM Plan to the Regional Grants Office along with the Q3 (quarter ending September 30) Periodic Performance Report (PPR) of their most recent EMPG award. The Regional Grants Office coordinates with Regional Logistics Staff to review and evaluate the DM Plan using the standard criteria in Appendix H. Regions provide recipients with additional feedback and technical assistance as necessary to ensure continual progress and improvement of the DM Plan for the next annual submission.

Guiding Principles

Guiding principles for DM Plan development enable SLTT partners to strengthen capabilities before a disaster, which enhances the effectiveness of resource distribution to survivors after a disaster.

Having distribution procedures ready minimizes the time required to distribute commodities to survivors. When developing a DM Plan, consider the guiding principles outlined in Table 2.

Table 2. Guiding Principles for Distribution Management Plan Development

Guiding Principles for Distribution Management Plan Development	Description
Remain SLTT focused	<ul style="list-style-type: none"> State, local, tribal and territorial (SLTT)-led distribution management provides clear direction and expected outcomes. Emergency management is locally executed, state managed, and federally supported when requested and appropriate.
Collaborate with the whole community	<ul style="list-style-type: none"> Partnership between SLTT partners, private sector, the Emergency Management Assistance Compact (EMAC), and nonprofits can bridge gaps until normal supply chain systems are restored. Improved communication among all responsible parties mitigates the risk of artificial demand and ensures that the jurisdictions place teams and critical commodities in areas that support survivors and communities. Involving the whole community will most effectively re-establish the normal supply chains, minimizing the dependence for relief supply chains.
Equity for underserved communities	<ul style="list-style-type: none"> Work with whole community partners to identify resource gaps for underserved and historically marginalized people. Develop strategies for making sure critical commodities and resources are distributed equitably.
Explore and develop best practices to get resources directly to survivors	<ul style="list-style-type: none"> Consider implementing new ways to establish Commodity Points of Distribution (C-PODs), identify ingress and egress routes, and leverage traffic patterns. Develop innovative messaging to inform the public of resource locations. Identify isolated populations and develop creative solutions to deliver supplies. Develop innovative and accessible messaging to inform the public of resource locations.
Identify gaps and shortfalls	<ul style="list-style-type: none"> Consider conducting a risk analysis within each DM Plan component to identify gaps and shortfalls that may emerge during an incident. Analyze emerging risks from climate change that are causing larger and more frequent disaster incidents.

1. Technical Assistance Resources

Several resources and tools already exist to help develop a DM Plan. These include the *Supply Chain Resilience Guide* and the Logistics Capability Assistance Tool 2 (LCAT2). Additionally, specific functional guides cover staging operations, transportation management, C-POD operations, inventory management, and tracking and acquisition are also available. **Appendix C** provides a complete list of available resources and technical assistance.

1.1. Supply Chain Resilience

FEMA's *Supply Chain Resilience Guide* provides emergency managers and planners at every level with a basic introduction to supply chains. Supply chain resilience is key to disaster response. Successful SLTT distribution management planning depends on a clear understanding of pre-incident private sector supply chain norms and flows. If emergency managers understand fundamental network behaviors, they can help avoid unintentional suppression and create intentional enhancement of supply chain resilience.

Supply Chain

The socio-technical network that identifies, targets, and fulfills demand. It is the process of deciding what, when, and how much should move to where.

Source: *FEMA Supply Chain Resilience Guide*

Understanding a jurisdiction's supply chain can have a great impact on emergency plans and planning. The *Supply Chain Resilience Guide* helps emergency managers think through the challenges and opportunities presented by supply chain resilience and provides specific suggestions on research, accessible outreach, and action.

SLTT emergency managers use the *FEMA Supply Chain Resilience Guide* to map, analyze, conduct outreach, take appropriate actions, and assess and refine private sector supply chain resilience activities. DM Plans should not detract from or impede recovery of surviving private sector capability. The relief supply chain efforts and supporting distribution plan should focus on filling the gaps in the private sector supply chains. **Appendix D** provides an example of the relief supply chain.

1.2. Logistics Capability Assistance Tool 2 (LCAT2)

The LCAT2 is a transferrable tool for use by SLTT governments that encourages collaboration among multiple stakeholders to assess core logistics functions, identify strengths and relative weaknesses, and focus efforts for continued improvement within disaster response logistics. The LCAT2 was designed by FEMA logistics experts to provide SLTT emergency managers with a comprehensive understanding of their logistics capabilities. LCAT2 is formatted as an Excel file within a web-based program that prompts a series of questions. The tool aggregate answers to produce a set of graphs that identify logistics strengths and opportunities for improvement.

SLTT governments have the option to participate in LCAT2 workshops. These workshops average 1.5-2 days in length and are held in person or virtually. Workshops are led by a facilitation team that includes staff from FEMA Regions Logistics Support and FEMA Headquarters ORR/Logistics Plans. Upon completion of the workshop, a FEMA team will assist with all administrative support and provide a confidential written Analysis Report based upon the assessment conducted during the workshop. The Analysis Report details the validated measurement criteria that the SLTT submitted during the assessment, which evaluated the SLTT's overall logistics capabilities in the preparedness and response and recovery areas. The Analysis Report documents a better understanding of the SLTT's readiness to respond to disasters, assesses strengths and weaknesses, and identifies areas for improvement.

The LCAT2 enables an unbiased assessment of the SLTT logistics capabilities, by:

- Evaluating current SLTT disaster logistics readiness.
- Identifying areas for targeted improvement.
- Developing a roadmap to mitigate weaknesses and further enhance strengths.

For more information on the LCAT2, contact your FEMA Regional Logistics Branch Chief.

1.3. FEMA Regional Technical Assistance

FEMA Regions support SLTTs through various forms of technical assistance including, periodic engagement sessions to discuss DM Plan requirements, logistical support, in-person workshops, and opportunities for peer-to-peer learning on emerging, cross-cutting, or complex topics.

For example, Region IV conducts monthly logistics calls and focus groups with states to discuss challenges in a group setting. Although solutions are often state specific, the goal is to create or identify shared solutions that can be captured in DM Plan development.

Other forms of technical assistance include reviewing past After-Action Reports (AAR) from previous incidents to incorporate best practices and/or assigning a Lead Logistics Planner to each state or territory.

2. Exercising a DM Plan

Exercises help build preparedness for threats and hazards by providing a low-risk, cost-effective environment to test and validate plans, policies, procedures, processes, and capabilities. Exercises also enable participants to identify resource requirements, capability and accessibility gaps, strengths, areas for improvement, and best practices. Conducting exercises provide SLTTs with an opportunity to test and validate their DM Plans. FEMA offers design, development, facilitation, and evaluation support for individual exercises to SLTT and other whole community partners.

Exercising DM Plans creates an opportunity for SLTTs to determine how effective the plan is, identify any gaps, and validate if the DM Plan is realistic enough to implement. Best practices for designing an exercise to test DM Plans include:

- Conducting workshops and facilitated discussions on how to create and validate DM Plans and training, review existing plans, and discuss ways to improve the DM Plan
- Coordinating with FEMA Integration Team (FIT) personnel
- Incorporating the use of private sector resources
- Providing DM Plan samples and examples to support DM Plan development

▪ **Joint Full-Scale Exercise: State of Ohio and FEMA**

- The State of Ohio has exercised side by side with FEMA in the full-scale exercise Eagle Rising to Point of Distribution Operations downstream of a Federal Staging Area practicing the receipt of commodities and establishment of burn rates. The state invited FEMA regional logistics to observe State Staging Areas exercising with public-private partnerships to supply local PODs.

Collaborating with the National Guard

Louisiana conducts statewide Point of Distribution (POD) exercises to train the Louisiana National Guard (LANG) on how to operate both a POD and the state component of the supply chain, in a robust and effective manner. LANG controls the state's supply chain as it relates to C-PODs, staging areas, and distribution management. LANG has organic capability to develop and execute annual exercises and conduct internal training to prepare units for upcoming hurricane seasons.

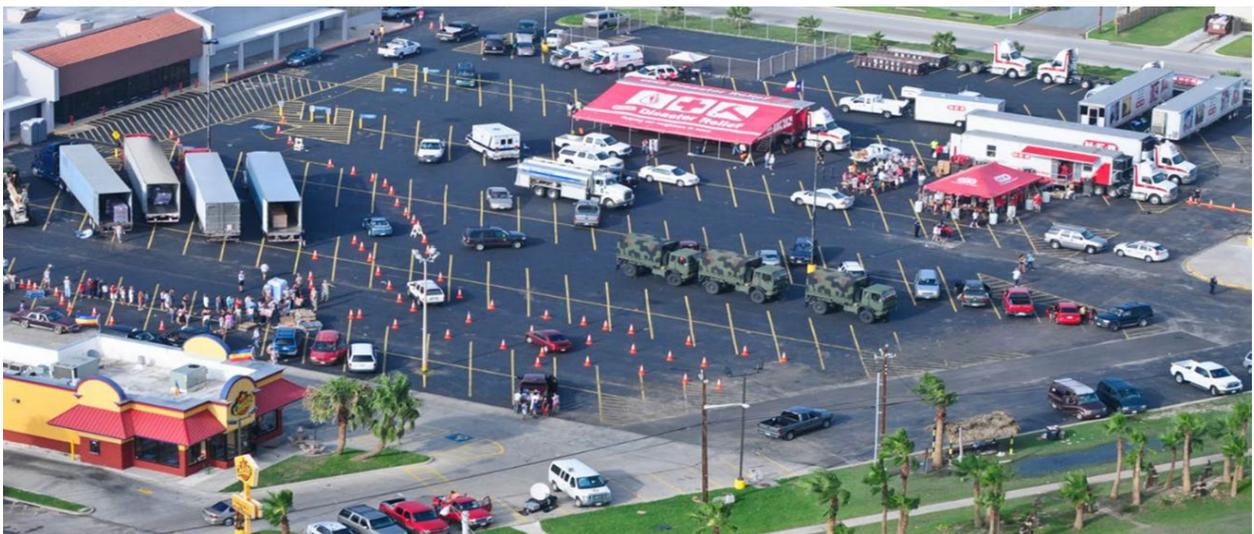


Figure 1. C-POD Layout

Chapter 4: Components of a Distribution Management Plan

This chapter provides detailed information on the main components of a Distribution Management Plan.

Overview

This section provides detail on the seven components of a DM Plan:

- 1) Define Requirements
- 2) Order Resources
- 3) Distribution Methods
- 4) Inventory Management
- 5) Transportation
- 6) Staging
- 7) Demobilization

1. Define Requirements

Some requirements can be identified prior to an incident based on the jurisdiction's hazard analysis, previous situations and operations, demographic profiles, communities' data, and modeling. Planning models and matrices help determine the resources necessary to assist affected populations.

Resource requirements may exceed a jurisdiction's capability to manage resource distribution. A best practice is to order the number of resources that align with a jurisdiction's ability to store and distribute them because sending too many resources into a disaster area can hamper the response. While generic planning factors may be used initially, jurisdictions should refine the requirement based on demand for meals, water, mass care supplies, transportation of the resources, and an understanding of private sector capacity and capabilities.

To ensure response efforts do not impede rapid recovery, engaging with the private sector helps understand the established baseline (blue sky) norms, pre-disaster supply chain flow, and how disasters impede this flow.

SLTT agencies can leverage data sets such as FEMA's LCAT2 to identify potential requirement needs. Additionally, the DM Plan evaluation criteria can serve as a checklist for meeting plan requirements. For example, following the severe winter storm in 2021, Texas worked with Region VI to review what occurred during the winter storms versus what was outlined in the state's DM Plan. This opportunity allowed Texas to examine transportation shortfalls, major chokepoints, and secondary sites selections.

1.1 Research Pre-existing Data

A critical first step in developing a robust distribution plan is to conduct an unbiased assessment of the SLTT logistics capabilities. For example, leveraging the Department of Homeland Security's Cybersecurity and Infrastructure Security Agency's (CISA) supply chain vulnerability assessments and the Supply Chain Analysis Network (SCAN) can help to identify potential challenges in distribution planning.

The following sources and tools, although not required, provide mechanisms to research and collect pre-existing data:

- **LCAT2:** LCAT2 helps SLTT organizations conduct self-assessments to determine their readiness to respond to disasters. The survey-style tool provides a detailed assessment of core logistics functions, helps jurisdictions identify specific strengths and weaknesses, and constructs a systematic roadmap for SLTTs to improve current logistics processes and procedures.
- **Deliberative Plans and Historical Data:** Models or scientific data for planning factors may already be used by your jurisdiction; these agreed-upon factors provide realistic information for resource requirements. Data models and planning factors should account for the emerging risks of climate change which amplifies the impacts of annual planning threats. Reviewing previous distribution and burn rates, after-action reports, and lessons learned reports may provide insight to developing resource requirements.
- **Threat and Hazard Identification and Risk Assessment (THIRA):** The THIRA helps communities understand their risks and determine the level of capability that they need to address those risks. The outputs of this process lay the foundation for determining a community's capability gaps as part of the Stakeholder Preparedness Review. Comprehensive Preparedness Guide (CPG) 201 provides guidance for conducting a THIRA and Stakeholder Preparedness Review.
- **Hazard Identification and Risk Assessment (HIRA):** A HIRA provides the factual basis for activities proposed in the strategy portion of a hazard mitigation plan. An effective risk assessment informs proposed actions by focusing attention and resources on the greatest risks. The four basic components of a risk assessment are 1) hazard identification, 2) profiling of hazards, 3) inventory of assets, and 4) estimation of potential human and economic losses based on the exposure and vulnerability of people, buildings, and infrastructure. For more detailed guidance on the process to complete a multi-hazard risk assessment, work with your State Hazard Mitigation Officer or see FEMA's State Mitigation

Plan Review Guide, Tribal Mitigation Plan Review Guide, Local Mitigation Plan Review Guide, or Local Mitigation Planning Handbook.

- **Regional Resiliency Assessment Program (RRAP):** Managed by the Department of Homeland Security (DHS), the RRAP is a voluntary, non-regulated interagency assessment of critical infrastructure resiliency in a designated geographic region. Each year DHS, with input and guidance from Federal and state partners, selects several projects for the RRAP that focus on specific infrastructure sectors within defined geographic areas and address all-hazard threats that could result in regionally and/or nationally significant consequences.
- **FEMA Flood Map Service Center (MSC):** The FEMA Flood Map Service Center (MSC) is the official public source for flood hazard information produced in support of the National Flood Insurance Program (NFIP). Use the map service enter to find official flood map, access a range of other flood hazard products, and take advantage of tools for better understanding flood risk.
- **County, Municipality, or Parish Profiles:** County, municipality, and parish profiles are a compilation of selected economic, geographic, and demographic data that can be utilized to determine resource needs. These profiles typically provide a statistical snapshot of information related to development tracking, employment, transportation, and community resources.

1.2 Conduct Incident-Specific Analysis

Based on demographics and impacted populations, the initial distribution network should effectively support and distribute resources to survivors in the jurisdiction. An overall 72 or 96-hour requirement drives the scale and scope of the SLTT staging areas, transportation requirements, and C-PODs. Jurisdictions develop initial distribution network requirements by using the pre-existing data and various tools to conduct incident-specific analysis. Some tools include the private sector/Business Emergency Operation Centers (BEOCs), modeling tools, and geo-enabled tools (e.g., geographic information system [GIS]).

1.3 Generic Planning Factors

If deliberate plans are not available, generic FEMA planning factors of two meals and three liters of water per person of the impacted population each day can be used. Customize the planning factors based on impact population (e.g., 10, 20, or 75 percent) relative to the characteristics and/or intensity of the incident (e.g., hurricane, earthquake, flood). Other FEMA generic planning factors can be coordinated through the Regional Logistics Section and Recovery.

1.4 Considerations for Refining the Requirement

Additional considerations that make sense for the community should be used to adjust the planning factors used in developing requirements. Each jurisdiction needs to look at their historical and current data if any exists. For example, population zones and storm strengths can alter generic planning considerations.

In addition to the considerations listed below, other types of resources that may be considered for distribution include propane, gas stoves, flashlights, blankets, and bug spray.

- **Meals:** Incorporate community preferences (e.g., cultural, dietary, age) within reason and practicality into the type of meals stocked and ordered. For example, if your community has a large population that culturally eats a specific food, then the plan should include reasonable storage and procurement capabilities for that specific food.
- **Water:** As units of measure (e.g., gallons, liters) vary, develop consistent language in planning, ordering, and reporting processes to reduce confusion among stakeholders. Suggest using liters as the standard unit of measure, as that is FEMA's standard. When determining how much bottled water to distribute, consider other available sources of potable water and identify efforts (e.g., installation of generators at water plants) that could be taken to back up local water systems.
- **Mass Care Supplies:** These are unique to each incident. Some commonly used supplies include shelter items (e.g., cots, blankets), among others (e.g., camp stove, lanterns, flashlights). Consulting community data can inform supply requirements, such as accessibility requirements.
- **Support/Transportation:** The geography of the jurisdiction may drive diverse transportation strategies and requirements (e.g., ground, air, sea).
- **Capability and Capacity of Distribution Network:** Identify what is possible for the jurisdiction during the planning stage and understand the limitations of the disaster supply chain nodes. The number of resources ordered should not exceed the distribution network's capacity (e.g., the maximum storage and throughput capabilities of the on-ground staging areas and C PODs).
- **Private Sector Capability versus Requirement:** Revise planning factors based on understanding the status of private sector supply chains, time to restoration, and how this will impact the duration of the requirement for critical emergency supplies. Monitor the private sector's ability to re-establish its supply chain, which may reduce the response requirements for emergency commodities and resources. Leverage the private sector to assist with the response (e.g., transportation, supplies, food, water).
- **Climate Change Impacts:** Challenges posed by climate change, such as more intense storms, frequent heavy precipitation, heat waves, drought, extreme flooding and higher sea levels could significantly alter the types and magnitudes of hazards faced by communities. More intense disasters could impact distribution of resources and delivery methods. Consider the impacts of climate change on distribution planning assumptions.

2. Order Resources

Sourcing resources relies on establishing organic capabilities and capacity to provide commodities and equipment to disaster survivors based on the pre-identified jurisdictional requirements. Establishing multiple sourcing mechanisms mitigates supply chain risk. Thus, building existing

internal capability and stocks is paramount to effective distribution management. For example, SLTTs can establish standing, spot, or contingency contracts for resources, vendor-managed inventory (VMI), logistics services, warehousing, and coordinating with nonprofit and other government partners (e.g., Voluntary Organizations Active in Disaster [VOADs], Emergency Management Assistance Compact [EMAC], etc.).

Engaging and leveraging a whole community approach initiates an effective and beneficial path of success in implementing a DM Plan. This approach creates an informed and shared understanding of community needs and capabilities, greater empowerment and integration of resources from across the community, establishment of relationships that facilitate more effective response and recovery activities, and a stronger and greater resiliency at the community level. Partnerships with residents, local businesses and agencies, EMAC, private sector personnel, and Federal government agencies allows for consistent coverage across all levels of response and a decrease in the chance for gaps in resource delivery and recovery.

Use of the Defense Production Act

In response to the COVID-19 global crisis, the Defense Production Act (DPA) was used by the presidential authority to expedite and expand the supply of materials and services from the United States industrial base. DPA authorities are available to support: Emergency preparedness activities conducted pursuant to Title VI of the Stafford Act; protection or restoration of critical infrastructure; and efforts to prevent, reduce vulnerability to, minimize damage from, and recover from acts of terrorism within the United States. See **Appendix E** for additional information.

The following sources of supply are listed in a suggested order of consideration that supports the optimal framework (where emergency management is locally executed, state managed, and federally supported).

2.1 Existing Internal Capability and Stocks

A standing inventory of critical emergency supplies can be drawn upon in response to an incident; this is a logical first source for meeting immediate needs of a time-sensitive nature. This standing inventory may include items such as medical supplies or commodities (e.g., meals and water). Leveraging the capacity of other stakeholders can bolster the SLTT jurisdiction's ability to support logistical requirements (e.g., schools, universities, meals on wheels).

2.2 Vendor-Managed Inventory (VMI)

Vendor Management Inventory (VMI) is a network of business models in which the buyer of a product provides certain information to a supplier of that product (vendor), and the supplier takes full responsibility for maintaining an agreed-upon inventory of the material.

On occasion, vendors may hold a portion of inventory in their warehouses to more effectively rotate stock, though they may charge associated holding costs, regardless of the rate of consumption. Although this method is available, it may be less cost effective to house and stock your own warehouse.

VMI can be utilized during small and large-scale disasters allowing SLTTs to defer manpower, resources, and response efforts to different parts of an incident.

Using Vendor Managed Inventory (VMI)

The State of Indiana uses VMI to store meals and water in the Marengo caves. Vendors can manage shelf life by obtaining state permission to rotate product toward other customer disaster needs, later backfilling the items drawn from inventory saving replenishment costs.

2.3 Partnership

Partnerships require an understanding of steady-state operations and available capabilities. For example, consider identifying SLTT institutions that order and buy meals and water regularly, such as schools and universities, correctional facilities, and other community infrastructures.

2.4 Contracting

The optimal time to prepare contracts is before an incident occurs. This includes assessing capabilities during steady-state and anticipating potential resource requirements to determine contracting needs. Know the key vendors, suppliers, and manufacturers that can provide the needed capability. Contracts can address needs for the following resources and capabilities:

- Life-sustaining commodities (e.g., water, meals, cots, blankets, tarps).
- Critical emergency supplies (e.g., generators, fuel, sandbags, pumps).
- Transportation (e.g., air, sea, ground, multimodal).
- Third-party logistics (e.g., warehouse management, inventory tracking).

Some additional considerations when preparing contracts include the following:

- **Legislation:** Consider whether applicable laws and regulations governing procurement may permit or hinder standing contracts with private vendors for commodities and/or logistics services, early commodity acquisition, and warehousing. Contingency contracts established prior to an incident may accelerate response time. Also, spot contracts may be required in a relatively short period of time to source immediate needs. Pre-scripting a statement of work for anticipated requirements can help jurisdictions move quickly to establish a new contract.
- **Existing Contracts:** Inventory existing jurisdictional contracting vehicles and business capability in advance of an incident. Ensure logistics personnel understand the established supply chains and vehicles. Adding capacity to an existing contract can accelerate ordering.

- **Staffing:** In most cases, existing purchasing capability and authorized offices for purchasing and contracting will be leveraged. During disaster response, staff must be flexible and have a sense of urgency, allowing jurisdictions to scale operations with an adequate number of trained personnel. Consider which personnel have the requisite contracting skills, which agencies staff may be drawn from, or what agencies may need to be assigned this role. As with other aspects of emergency management, it is important to practice actions planned and validate staff capability.
- **Vendor Deconfliction:** Cross-walking suppliers with neighboring counties, municipalities, parishes, SLTT agencies, and Federal partners ensures that you have different vendors and suppliers. Confirm that vendors committed to multiple entities have the capacity to service all commitments simultaneously.
- **Redundancy:** Establishing relationships and vehicles with multiple vendors is useful as a contingency. Multiple options eliminate the dangers of single-point failure, making the supply chain more resilient.
- **Purchase Cards:** Each jurisdiction establishes unique requirements on who can use government purchase cards, for what purpose, and any thresholds on spending. Understanding these limitations and knowing these parameters in advance ensures purchase cards are clear for end users.
- **Exercises:** SLTT governments should hold periodic exercise or training sessions with their contractors. Contractors may need to be available 24/7 before and during disasters. Exercises help clarify the requirements and the urgency of disaster responses, equipping contractors to be readily available when every hour is critical.

States are able to use existing Federal contract schedules during an emergency, such as the General Services Administration's (GSA) Disaster Purchasing Program. Other national programs are available through the Department of Agriculture (USDA), the Department of Health and Human Services (HHS), and other Federal agencies. [Note: this is separate from Direct Federal Assistance that becomes available during a declared disaster with a cost-share where applicable.]

When considering these tools, be cognizant of speed and cost. They cannot replace effective market research or existing capabilities.

2.4.1 SECONDARY CONTRACTING

Certain supply nodes may be overseas, across the country, or in hazardous areas and could have potential incidents that impact supplier production (e.g., extreme weather or natural disasters, political upheaval, national holidays). Establishing secondary contracts with alternative suppliers would ensure the acquirement and delivery of resources in situations where primary contracts may not have the necessary amount or capability to provide supplies.

2.5 Voluntary Organizations Active in a Disaster (VOADs)

Establishing a relationship with national and state VOAD members to harness effective and targeted operations can help deliver critical emergency supplies to disaster survivors. A state VOAD representative needs a seat in the state Emergency Operations Center (EOC) to coordinate with the liaison officer. For more information on national and state VOAD contacts, visit the National VOAD website.

2.6 Faith-based and Community Organizations

Faith-based and community organizations offer a wide variety of human and material resources that can prove invaluable during and after a disaster has occurred. These organizations can be points of distribution for emergency commodities and supplies, provide staging areas and reception sites for emergency services, and/or support mobile feeding and transportation services. Many faith-based and community organizations are connected to the national and state VOADs and engage in disaster activities in preparedness and during operations. For more information on engaging these organizations, see the Engaging Faith-based and Community Organizations Planning Considerations for Emergency Managers guide.

2.7 Interstate Request Process

Through EMAC, states can support each other with resources, commodities, teams, or services. EMAC enables assistance during governor-declared states of emergency or disaster through a responsive, straightforward system that allows states to send personnel, equipment, and commodities to assist with response and recovery efforts in other states. Determine what resources and capabilities (e.g., equipment, transportation, lodging, warehouse) are available for the state to use and are needed to deploy staff.

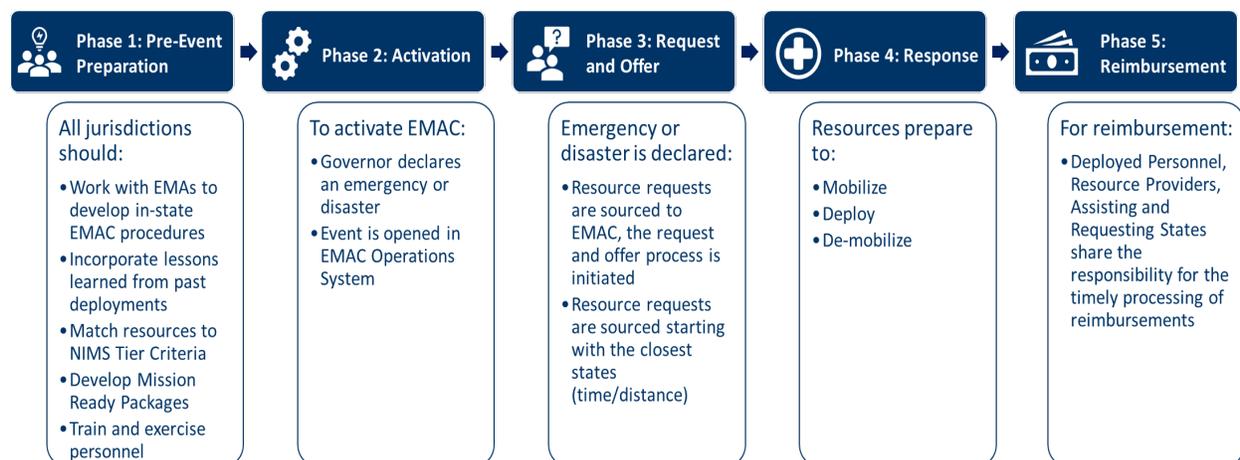


Figure 1. EMAC Activation Process

2.8 Donations

Donations can be of national or international origin. International donations can come to an SLTT jurisdiction via two different routes and are handled differently.

- For international donations provided directly to the SLTT partners, collaboration with the Department of State, Customs and Border Protection, and appropriate regulatory agencies is necessary.
- FEMA may accept international donations in support of survivors and will work directly with SLTT partners to facilitate rapid acceptance and distribution as necessary. In general, FEMA does not accept and warehouse donations in its supply chain.
- Direct donations to FEMA will be managed by FEMA International Affairs Division (IAD) to the maximum benefit of the SLTT partners. IAD works to promote international coordination to establish and maintain partnerships with capable international responders and implement arrangements for cross-border mutual assistance to build a more resilient Nation

SLTT partners should consider their donation strategy for disaster operations, especially for unsolicited donations. Coordinate with communications or media teams on messaging, specifically on the donation requirements, pickup/drop-off logistics, private sector donations, storage/warehouse/equipment needed, solicited/unsolicited donation practices, and direct deployment. The Department of State can ensure this information is disseminated globally, minimizing negative impacts to the logistics supply chain.

FEMA can provide technical assistance for donations, such as the layout of the warehouse management plan or leasing of the warehouse or equipment.

2.9 Federal Request Process

When a state exhausts its resources, it turns to FEMA for assistance. A state may make an official request for direct Federal assistance once a presidential emergency or disaster declaration has been issued for that state. This request must be submitted to FEMA through the Agency's web-based Emergency Operation Center (WebEOC), on an official document known as the Resource Request Form (RRF).

A state may request technical assistance at any time regardless of declaration status. Aligning state processes with FEMA processes for Federal resource requests streamlines resource delivery directly to survivors.



Figure 2. Federal Request Process

3. Distribution Methods

Methods of distribution describe how commodities are provided directly to the impacted communities. The planned distribution includes robust yet scalable methods to accommodate any level of disaster and support the characteristics of the affected communities. Two common methods include:

- **Direct distribution:** Supplies are initially moved to a central location for staff to collect and redistribute through “door-to-door” residential delivery.
- **Commodity Points of Distribution (C-PODs):** Initial (accessible) point(s) where survivors can obtain emergency relief supplies. C-PODs can be in accessible open areas or existing community infrastructures (e.g., schools, athletic facilities, community centers) or accessible care facilities (e.g., shelters, food banks, cooling/warming stations, feeding kitchens).

The following sections discuss each of these methods in greater detail.

3.1 Direct Distribution

Supplies can be delivered directly to a survivor’s residence through direct distribution. Supplies may be initially delivered to a central location for personnel to provide “door-to-door” residential delivery. First, consider the populations that need to be served (e.g., people with disabilities, highly dispersed populations or populations with no means to travel that may live in nursing homes, hospitals, or remote homes). Then identify ways to reach these populations, including equipment, types of delivery vehicles, and cross-docking needs. Implementing these mechanisms may require identifying and partnering with the following existing community organizations or activities:

- **Health and Welfare Checks:** Leverage these checks to enable employees to deliver supplies.
- **National Guard:** Enable military members to deliver supplies when conducting house-to-house visits.
- **Mass Care:** Leverage multiple delivery mechanisms:
 - Contract for food resources (e.g., grocery boxes)

- Coordinate delivery of resources at their facilities (e.g., shelters, food banks, cooling/warming stations, feeding kitchens, and responders [e.g., search and rescue teams, state police, EMTs])
- Collaborate with Meals on Wheels, Food Banks, and School Districts.
- **Marinas and Private Airports:** Understand their steady-state capabilities and coordinate requirements for use of special vehicles (e.g., vulnerable populations, high-water, rotary-wing, boats, trains, all-terrain) for distributing resources to isolated communities.
- **Mobile Delivery:** Use their vehicles to drive into an affected area and provide commodities at different drop locations or where the need is identified. This type of distribution is common in rural areas and where roads are damaged.

3.2 Commodity Points of Distribution (C-PODs)

A C-POD establishes an initial accessible point(s) where the public can obtain life-sustaining emergency relief supplies. These facilities must serve the population until no longer needed; this may be indicated when power is restored, traditional facilities reopen (e.g., retail establishments), fixed and mobile feeding sites and routes are established, and/or relief social service programs are in place.

The following subsections discuss considerations for establishing C-PODs.

3.2.1 TRAINING

FEMA offers comprehensive C-POD training to help develop actionable plans for emergency distribution and understanding associated challenges. The IS-26: Guide to Points of Distribution Course, including an explanatory DVD, C-POD guide, and online exam, is available on the Emergency Management Institute (EMI) website.

Additional training measures include train-the-trainer courses to customize C-POD training for jurisdictions within SLTT governments and conducting full-scale exercises that test C-POD's capability. When providing training, it is important to include all participating groups and organizations that would be activated upon implementation of a DM Plan. These participating groups can include the National Guard, local emergency responders, volunteer organizations, and Community Emergency Response Team (CERT) members. Incorporating these groups into training exercises generates a full understanding of their roles and responsibilities during an incident and how they fit into the DM Plan at large. This requires the need for training materials that are accessible for people with disabilities as well as available for people with particular language needs.

In addition to traditional C-POD training and the above alternatives, initiating a Regional Logistics SLTT Outreach Program allows for each state to identify critical counties, municipalities, or parishes for their most common hazard(s).

3.2.2 MINIMUM REQUIREMENTS

Regardless of the methods used, the DM Plan should be feasible—within the capabilities, limitations, restraints of the community being served—and include the following information:

- The site location(s).
- Individuals or groups responsible for managing the C-PODs (e.g., National Guard, SLTT employees, volunteers, schools); may include the Adopt-a-POD model.
- Equipment resourcing methods.
- Operations (e.g., hours of operation, reporting, safety, accountability, basis of issue, security, commodities to be disbursed).
- Demobilization plan (more information in Section 7. Demobilization.).
- Accountability and management of empty trailers.
- Reporting system and reporter(s).
- C-POD wraparound support contracts (e.g., portable toilets, light tower maintenance and fueling, security, solid waste removal).

3.2.3 OPERATIONS

Within the C-POD operations section of the DM Plan, consider alternate methods (e.g., Adopt-a-POD, pop-up PODs, churches, VOADs, businesses) and their impact on the disbursement of commodities (e.g., burn rate, accessibility requirements). Address how response logistics leverage pop-up PODs and VOAD kitchen operations. Every food bank system has a feeding distribution plan that should be capitalized on. Develop a good working relationship with these groups to quickly expand a distribution network in a disaster environment.

3.2.4 URBAN OPERATIONS

C-POD operations differ in an urban environment, which might include cross-docking, foot traffic, and public transportation aspects. Find the existing infrastructure of community hubs that are easily accessible, especially by foot, to establish C-PODs. Pedestrian PODs (P-PODs) may include athletic facilities or fields for distribution points. Explore potential partnerships with grocery delivery services. Consider access to the C-POD and that public transportation nodes (e.g., metro, bus stop, and traffic circles) can be possible distribution locations. More C-PODs are usually needed if the public transit system is not fully operational.

3.2.5 RURAL OPERATIONS

In a rural environment, C-POD operations may require increased distance and delivery times. Consider using data analytics to identify population locations and common commodities. Explore opportunities to outsource distribution to third parties.

3.3 Transition Plan

The DM Plan should include considerations for transitioning from emergency shelf-stable meals to feeding kitchens (hot rations) to demobilization. As a general rule, this transition should take place within ten days of the response, if not sooner.

4. Inventory Management

Inventory management addresses the number of commodities and equipment that an organization physically has on hand. Managing the acquisition, use, distribution, storage, and disposal of commodities and equipment is vital to identifying available resources, controlling costs, and improving the efficiency and readiness of an organization. Ineffective inventory management may result in a shortage or surplus of resources. For an example inventory management form, see **Appendix F**.

Effective inventory management starts with a plan that incorporates proper assessment of needs, regular accounting of resources, standard, consistent, and understandable policies and procedures, and industry best practices. Inventory management properly prioritizes matching requirements with available resources and the order of execution.

4.1 Resource Tracking

Resource tracking is critical to inventory management. It is a standardized, integrated process conducted throughout the life cycle of an incident to provide a clear picture of where resources are located and help staff prepare to receive them. It should include procedures to track resources continuously from mobilization through demobilization and display real-time information in a centralized database, allowing total visibility of assets.

SLTTs should develop and maintain resource tracking systems as a baseline for inventory management in a DM Plan. Resource inventories should be adaptable and scalable. While a resource inventory can be as simple as a paper or electronic spreadsheet, many resource providers use information technology (IT) based inventory systems. For example, some states use Excel spreadsheets to track inventory by sorting information based on active C-PODS. Additionally, some states utilize the reports generated from FEMA's Logistics Supply Chain Management System (LSCMS) to track and manage material and equipment.

The Incident Resource Inventory System (IRIS) is a distributed software tool, provided at no cost by FEMA. It is standards-based and allows for the seamless exchange of information with other instances of IRIS and other standards-based resource inventory and resource management systems. IRIS allows users to identify & inventory their resources, consistently with National Incident Management System (NIMS) resource typing definitions, for mutual aid operations based on mission needs and each resource's capabilities, availability, and response time. IRIS automatically uses the national NIMS resource typing definitions cataloged in the Resource Typing Library Tool (RTLTL). IRIS stores data locally on the user's computer or the user's network if configured during installation.

Please note IRIS is not a database centrally managed by FEMA. Users and their respective agencies are responsible for their data.

4.1.1 FORECASTING DEMAND BASED ON CONSUMPTION RATE

Resource tracking provides information and usage data that enables a jurisdiction to forecast demand and cross-level remaining assets, while simultaneously working with FEMA to ensure inbound commodities reflect need.

5. Transportation

This function enables the relief supply chain, through coordinated transportation nodes and modes, to effectively deliver goods and services in an expeditious and efficient manner. Capacity, capability, speed, cost, resiliency, reliability, and robustness of transportation all contribute to a supply chain's ability to respond to demand or changes in demand while meeting mission requirements.

Jurisdictions should describe transportation architecture (e.g., key routes and nodes) and inbound and outbound flows. Inbound flows may include commodities, equipment, and teams; outbound flows may include retrogrades and redeployments.

Many aspects of transportation influence success or failure during a response. Assessing SLTT capability and requirements is necessary to evaluate the organic capability and identify where potential shortfalls exist. Capability can be difficult to identify and goes beyond an emergency management agency's current equipment or contracting capacity. True capability lies within the transportation solutions and operations SLTT agencies are already engaged in, even if they are separate from obvious emergency management connections.

Government institutions and contracts may already exist to move resources and people for routine daily operations, such as moving commodities for population and business operations. It may be possible to leverage that capability for emergency transportation, as a separate or additional source for capacity. Additionally, government agency agreements and contract line-item numbers (CLINs) could be added to provide for emergency response support, even vendors fulfilling requirements that are seemingly unrelated to emergency response.

Assess what internal capabilities exist and what other non-emergency capacity can be leveraged (e.g., SLTT agencies, private sector, nonprofit organization) by cataloging current transportation capabilities. Then determine how robust and resilient the capability is, what redundancy is available and can be developed, lead and cycle times with variance, and scalability and limits.

Once main supply chain routes are identified and their resiliency capability determined, alternative routes should be established. These alternative routes allow for additional delivery of resources, access to debris impacted areas, and various modes of transportation to pass through that main supply chain routes could not provide (e.g., height for roads under bridges, debris, noise restrictions). Regions encourage EMPG recipients to identify all forms of transportation and alternative routes, if possible, based on previous shortfalls and best practices learned from previous executions of their

DM Plan. Geographic diversity can make this difficult but exploring robust transportation options and developing and focusing on a whole community approach could prove to provide realistic alternatives. EMPG recipients can also work with their local Emergency Support Function (ESF) 1: Transportation Annex, Department of Transportation, representative, or a point of contact with their local transportation companies to establish alternative routes and modes of transportation. Such alternative modes of transportation can include ferries, small aircraft, and tourism-based vessels.

5.1 Modes of Transportation

Given priorities established by the operations and SLTT leadership, determine a plan for tasking, managing, and prioritizing transportation requirements from all modes: ground, air, water, and rail. All will have unique transit, lead, and cycle times along with a degree of reliability of those times. Multiple methods are often combined as intermodal movements.

5.1.1 GROUND

Transporting resources by truck is an often-used capability. Tractor-trailers are the most common method for quickly moving substantial quantities of resources in the Continental United States (CONUS). Ground transportation also includes specialty vehicles, such as high-water, off-road, box trucks, and lift gates. Combined with other transportation methods, ground capabilities provide operational control and redundancy in case of failure or obstacles but may require other support such as dispatching. Ground transportation capability may exist internally and/or require contracting through pre-existing or spot contracts. Additionally, ground transportation must consider size of operations and geographic access. Utilizing mixed loads in smaller quantities may make sense based on access and population served.

5.1.2 AIR

Transportation by air can be sourced from the National Guard, the private sector, or Federal capabilities. Determine a plan for how operations should occur, accounting for perceived capability and actual capacity. Transport by air is often the most expensive, and while can be the quickest from point A to B, prioritization and backlog of requested items may make other types of transportation more feasible and timelier. Also, consider wraparound support services and agreements for operations and services. To reach remote access point, sling loading may be necessary. Planning for this in advance will ensure your plan has accounted for all populations and into areas with minimal access whether normal or created by a disaster.

5.1.3 WATER

Transportation by water (e.g., barge or boat) is typical for movement outside the Continental United States (OCONUS). Address various modes of transportation required in OCONUS areas to transport resources and commodities for the last mile. If the jurisdiction being served has islands, it is important to make sure the methodology for serving those populations is included in the DM Plan. Especially in the case of a no-notice incident or if evacuation is not possible.

5.1.4 RAIL

Transportation by rail may provide a sustained supply of commodities. Establish the capacity and capability of current private sector rail operations.

5.2 Strategic Considerations

Match distribution requirements with transportation capacity, including tracking of orders throughout the supply chain lifecycle. This includes not only the commodity or resource, but the vehicle utilized (e.g., trailer, container, vessel, aircraft).

Address OCONUS considerations and challenges as part of the DM Plan. Stress the importance of and variability of lead, transit, and cycle times. Both time and variability will be more extensive than most CONUS operations.

Other methods and sources can augment known or predictable requirements; developing a consistent plan to execute those solutions is important. This can be achieved through a checklist with options, an order of addressing options, and decision-making criteria.

5.2.1 MOVEMENT OF RESOURCES

Determine a plan for moving commodities and resources between staging areas, warehouses, and C-PODs. Explore transportation as an overall lifecycle of the incident (i.e., round trip) or as segmented requirements (i.e., each leg of the route).

Determine a list of available transportation operators who are authorized and/or cleared to transport materials to staging areas. Availability of transportation operators may require specific considerations for various supply chains (e.g., strict rules in healthcare supply chains on who can transport certain products and requirements for temperature and environmental controls) and often rely heavily on information technology and communications to direct their movements and deliveries. Disasters on a larger scale may diminish available transport staff and alternative staff may need to be utilized.

Determine available options (e.g., contracts, National Guard, spot contracts, EMAC), if funding methods are in place, to acquire additional support to move resources and the cost and feasibility of executing them. Determine possible courses of action for meeting shortfalls and an order of execution that is scalable to cover unforeseen circumstances.

5.2.2 TRACKING MATERIAL AND EQUIPMENT

Determine the best way to track operations and measure performance, including triggers to indicate when tactical corrections are needed. The measurement system should be repeatable, understood by all actors, and lead to achieving mission goals.

Identify how transportation providers will enter disaster areas, especially evacuated areas, and areas with limited and strained infrastructure. These items are often tracked:

- Methods of control.
- Identification and validation.
- Procedures.
- Routes.
- Entry during contraflow.

5.3 Empty Trailer Management

Planning and executing the return of equipment aids the response by reducing total units required, reallocating resources more effectively, and preventing field operations from outgrowing their required footprint. Tracking returned trailers needs to be a part of the SLTT jurisdiction's transportation management plan. A recovery system for empty trailers is simple to teach, socialize, and integrate into existing procedures and methodology with partners. It should leverage current common industry practices, including nomenclatures that identify the trailer number, tag number, state, transponder number, and trailer owner.

5.4 Shuttle Fleet

Staging and distribution may utilize a shuttle fleet. At the Federal level, this consists of multiple trucks (e.g., bobtail tractors with drivers) to transport commodities and freight to the Federal staging area.

The typical zone of operation is an area with an "X"-mile radius. In general, a shuttle fleet can transport commodities and equipment to any point operationally necessary for the mission within a functional limit based on geography, contract limits, or time.. Each jurisdiction should consider its geographic area, along with fleet capability, to establish its practical limit. This includes transporting to state or local staging areas, C-PODs, other sites, and volunteer groups. Some jurisdictions manage effective cross-dock operations where larger shipments and pallets are reconfigured into smaller "box trucks" or custom loads.

For staging and warehousing, proper command, control, and coordination of logistics resources with requirements are needed. For example, shuttle fleet management should be close to the command center while ensuring drivers and dispatch maintain a safe distance from the flow of traffic. A company representative on-site ensures communication flow, including mission status, timely updates on the shuttle fleet, and dispatch status. A best practice is for staging-site staff to maintain a log of all drivers, including time and attendance, and any other supporting actions, such as authorized emergency repairs and other logistics support.

Suggested aspects of a shuttle fleet include:

- Preestablished operating procedures for staging area operations and integrating movement control.
- Identified and qualified sources and vendors.

- A clear statement of work (SOW) with responsibilities and appropriate flexibility (with oversight) to meet objectives.
 - Immediately available shuttle leadership (but not so engaged that that operation interferes with decision making, command and control, or ability for oversight).
- Separate mustering of drivers, away from command and control and government operations.

5.5 Cross Docking

FEMA will utilize cross-dock capability to transfer commodities/equipment from commercial trailers to DHS owned trailers or to support multi-modal operations. Planning and executing a cross dock operation aids the response by reducing the total number of commercial trailers that FEMA is holding and increasing the commercial availability of assets for SLTT use. Cross docking increases commercial availability for the civilian trucking industry. Further, cross docking reduces detention and relocation costs of commercial trailers.

6. Staging

A staging area is a designated temporary site established in the community to receive and distribute emergency relief supplies (e.g., water, food, cots, blankets, tarps, generators) following an incident. A staging area consolidates commodities and resources to a location suitable for supporting disaster response, enabling:

- Accountability of all government resources.
- Proximity placement for fast and efficient service to survivors.
- Better coordinated planning and management of the response effort.

Staging area sites should be predetermined and listed in the DM Plan including addresses, acreage, and capacity. Once sites are predetermined, sites should be assessed for accessibility, equipment, staff, contracts, and other support needs. Sites may also be used to support and stage disaster relief personnel/equipment (e.g., search and rescue teams, damage assessment teams, security teams) for deployment in affected areas. The same should apply to state warehouses that are used for assisting with the relief supply chain.

The state staging area is the focal point in the supply chain for resources to be delivered from multiple sources to survivors in a community:

- Federal resources move from FEMA incident support bases (ISBs) or Federal staging areas.
- States move inventory from state distribution centers or state partners.
- Private sector resources originate from commercial contracts or donations.
- Resources move from state staging areas to county, municipality or parish staging areas or commodity points of distribution.

Figure 3 illustrates the role of the staging area in moving resources.

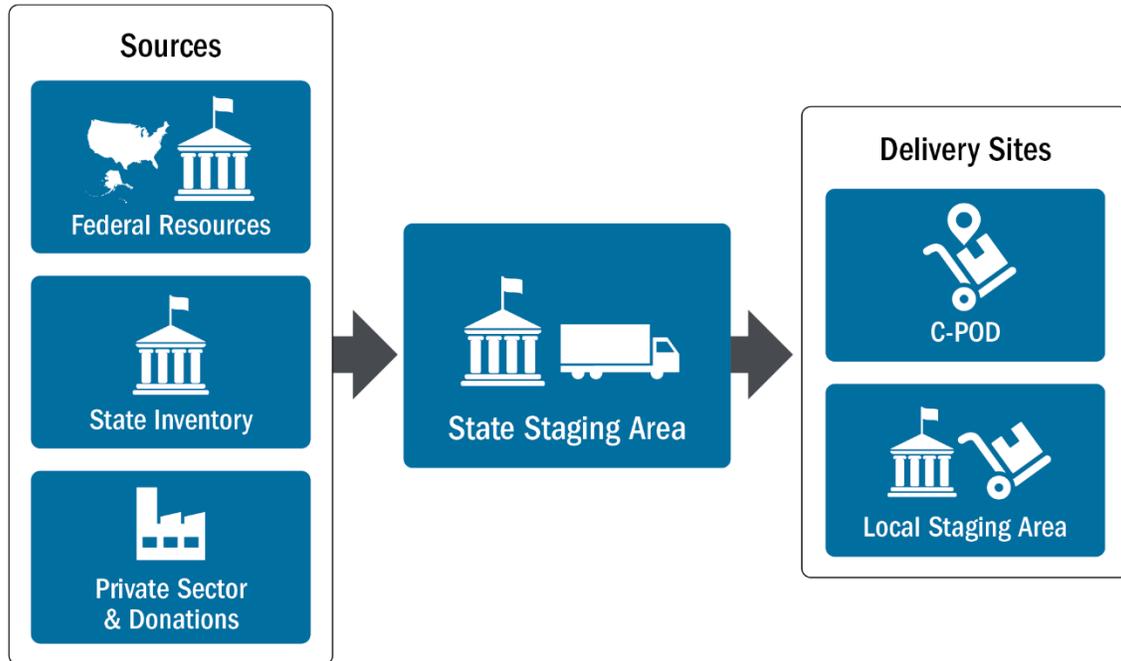


Figure 3. Movement of Resources to Staging Areas and then to Sites to Distribute Supplies Directly to Survivors

6.1 Models

6.1.1 HUB-AND-SPOKE MODEL

In most cases, an SLTT jurisdiction operates a central fixed location to dispatch commodities to the locally operated C-PODs, like the traditional hub-and-spoke model. A good site is near a major highway or interstate for access to ground transportation, ideally co-located with an operational airport, and near the impacted area (e.g., within an hour) without impeding response efforts.

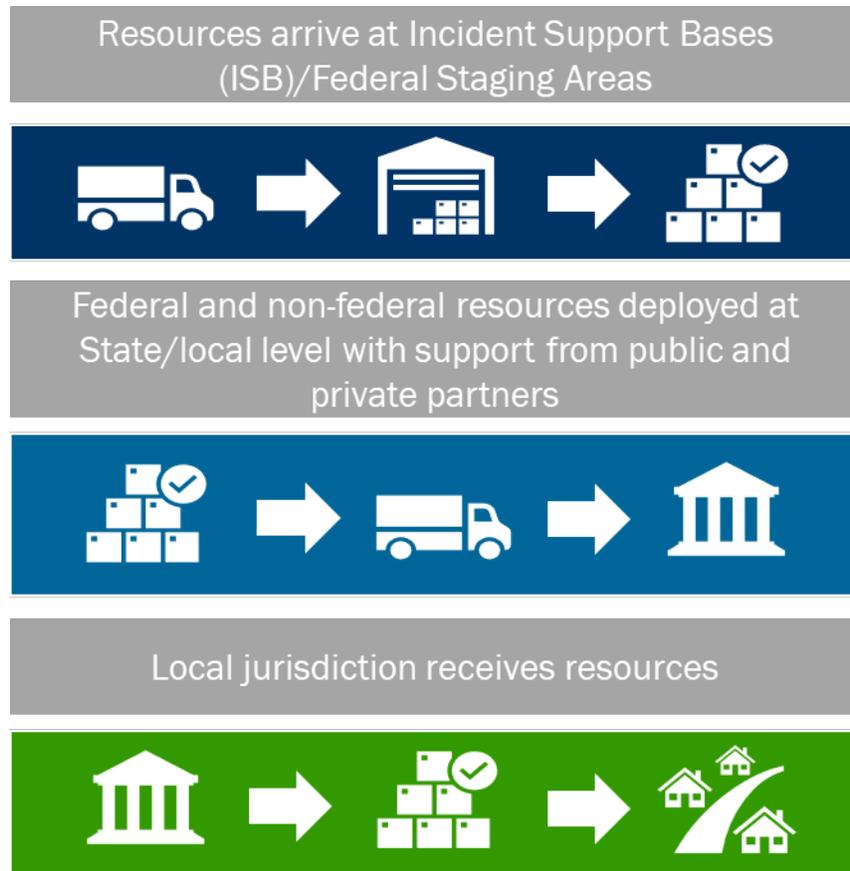


Figure 4. A Hub and Spoke Model Receives and Distributes Shipments for Delivery

6.1.2 FIXED SITE

Operational requirements may in some cases necessitate the SLTT jurisdiction operating a fixed location such as a warehouse to receive, store, and cross-dock resources. A third-party logistics provider or state-run warehouse may be needed for temperature control or inventory management during unloading from trailers. Figure 5 is an example of a fixed site model.

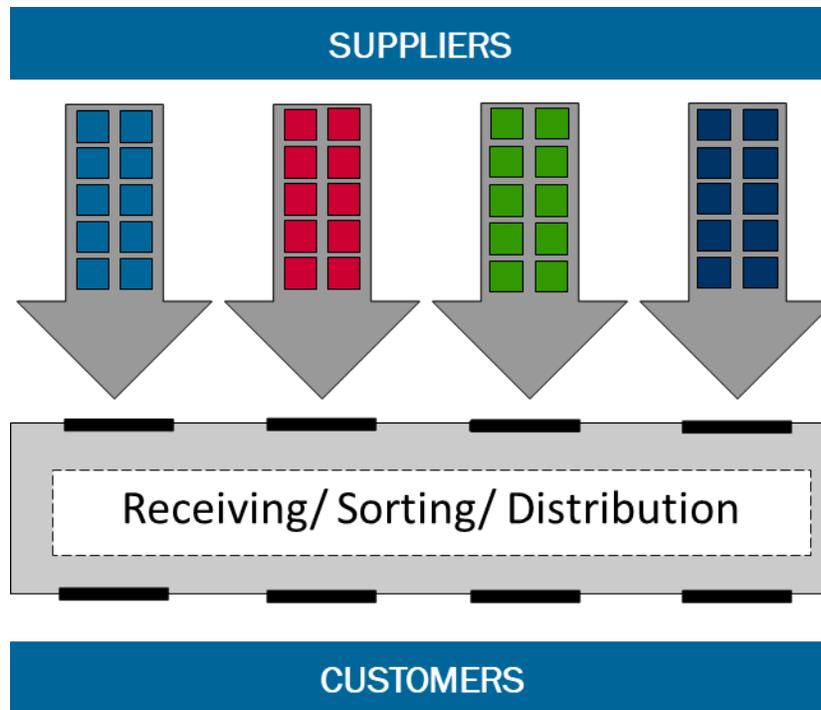


Figure 5. A Fixed Site Staging Center Receives and Distributes Incoming Shipments

6.1.3 CROSS-DOCKING

Cross-docking optimizes the delivery size of shipments (see Figure 6). Commodities may arrive in shipments that require reconfiguration. In some cases, optimizing resources in smaller delivery quantities, the layout of the receiving C-PODs, or transportation constraints dictate a smaller conveyance for distribution. Figure 6 is an example of how to execute a cross-docking model.

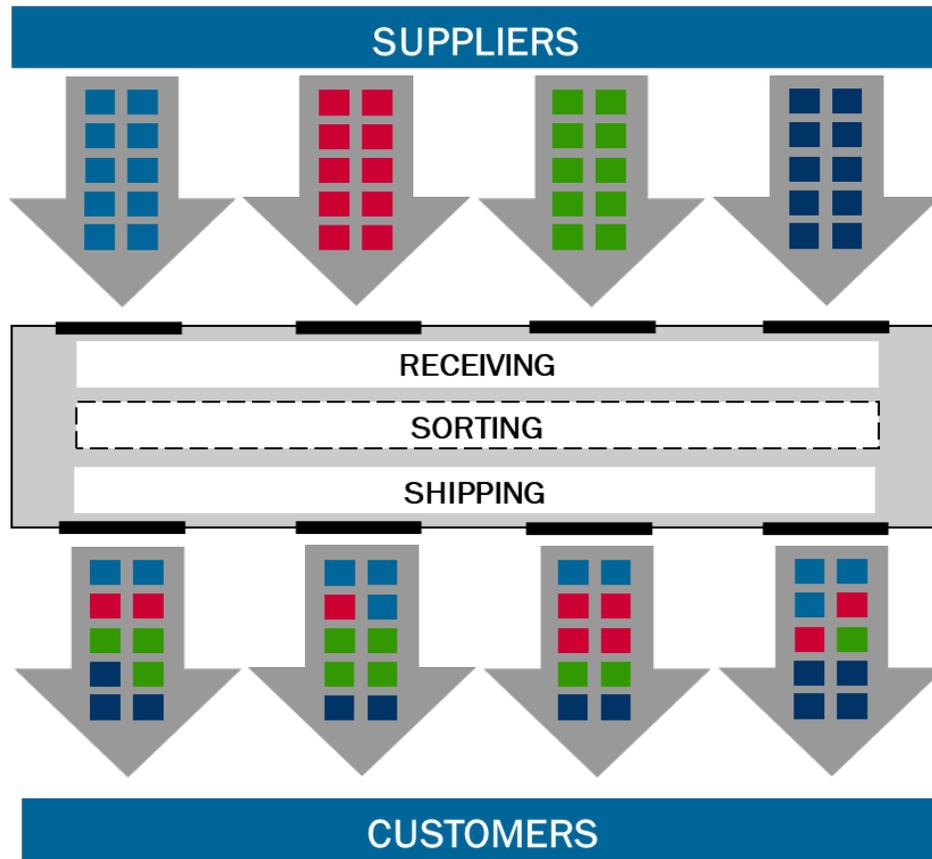


Figure 6. A Cross-Docking Terminal Receives and Sorts Incoming Shipments for Delivery

6.2 Types of Staging Areas

Staging areas come in many shapes and sizes, normally limited by geography rather than the mission. However, a staging area must be the right size for the anticipated mission. As primary and secondary staging sites are selected, coordination between FEMA, SLTTs, and private sector partners is paramount to ensuring the effective establishment and implementation of staging sites.

6.3 Establishing a Staging Site

When establishing a staging site, select and assess a location that is convenient for operation, security, and meets accessibility requirements. Leveraging site survey forms and GIS maps can help SLTTs assess and select locations. Developing and using a checklist for selecting sites provides operational consistency.

6.3.1 CRITERIA

Disruptions to supply chains can significantly diminish public access to life-sustaining commodities, supplies or equipment and the required staging of incoming support resources is beyond the capacity of one or more affected SLTT government(s) within an operational area. When determining

the location and model of a staging site, the following criteria should be considered as the minimum requirements for establishing a staging area.

- Determine staging area location, model, and layout.
- Ensure location is outside Special Flood Hazard Area (SFHA)
- Identify any support needs for equipment, feeding, sanitation, security, and accessibility.
- Confirm process for requesting additional resources for staging.
- Determine the types and numbers of resources to be maintained in staging.
- Maintain staging area in orderly condition.
- Confirm process for reporting status changes.
- Confirm process for demobilization.

6.3.2 CONSIDERATIONS

When activating staging area, SLTTs should consider the following:

- Existing or expected unmet resource needs for response and recovery operations.
- Current or anticipated resource requests with no SLTT sources of supply.
- Sustained damage to critical infrastructure that is expected to influence public and private sector sourcing mechanisms, including:
 - Scope and duration of disruptions to a jurisdiction’s utilities (e.g., water supply, electric grid, natural gas supply, fuel distribution, and telecommunications systems).
 - Damage or destruction of critical warehouse, production, and distribution facilities.
 - Anticipated cascading effects to local, state, and national supply chains.
- Overall needs for resources compared against available supply.
- Accessibility of staging areas.

6.3.3 REQUIREMENTS

The following minimum requirements for establishing a Federal staging base or ISB can help SLTT partners develop minimum requirements for their staging sites:

- Five acres for parking and staging commodities.
- Another five acres to support generators, support operations, and mission and support personnel.
- Communications support and viability.
- Access to fuel and other support services.
- Ability to segregate commodities, resources, and staff for the operation and from other activities and entities.

- Ability to meet all accessibility requirements.
- Ability to establish a traffic pattern that supports the mission and minimizes impact on the installation and immediate area.
- Hours of operations (activation timeline).

6.3.4 EQUIPMENT AND SUPPLIES

A staging area may require equipment such as a trailer, safety kits, two-way radio, forklifts, pallet jacks, rope, truck seals, tape, strapping, banding machine, stretch wraps, pallet puller, fire extinguisher, chain sling, chain hooks, chain(s), wheel chocks, reflective safety vest, rainwear apparel, gloves, earplugs/hearing protection, portable light sets, shelf-stable meals and bottled water for staff, portable toilets, generator, surveyor's tape, duct tape, road cones and barriers, dumpster, satellite phone, and flashlight with batteries.

In addition to identifying equipment, determine a daily maintenance schedule, a breakdown protocol, and refueling procedures.

6.4 C-POD Operations

Resources are moved from staging areas to C-PODs. C-PODs are generally open to the public during daylight hours, especially in no power/no lighting situations, to encourage public safety. Resupply is conducted when the C-POD is closed.

6.4.1 PERSONNEL/STAFFING

Establishing the number of staff required is one of the more difficult parts of determining support requirements. Positions include C-POD manager, support team leader, loading team leader, traffic controller, pallet jack operator, forklift operator, loader, and site security officer. Shuttle fleet drivers may either be assigned to or pass through the site.

The C-POD Manager manages the staff, including breaks, meal breaks, and whether food is provided; determines traffic flow and check-in procedures, site services, security, and stocking requirements; and manages reports and maintains records. Specific suggestions on these aspects can be found in the C-POD training (mentioned in **Appendix C**).

7. Demobilization

Demobilization is when resources are retrieved, rehabilitated, replenished, disposed of, and retrograded. The DM Plan should incorporate a demobilization plan and address how the jurisdiction conducts property reconciliation and an organized shutdown of the response. Within a DM Plan, SLTTs should include a broad orientation on the procedures to be used in the demobilization process. This includes the responsibilities for initiating the plan and specific responsibilities by function for various implementation activities. A DM Plan should establish a chain of command and outlines the activities at specific locations. As a best practice, EMPG recipients should prioritize the

demobilization of resources whether the order was placed through the jurisdiction. See **Appendix G** for an example demobilization checklist.

7.1 Triggers and Indicators

Indicators that a distribution system can be shut down include restoration of the power grid, reopening of retail stores, operable point-of-sale systems, restoration of traditional transportation systems (e.g., seaport, airport, or rail stations), diminishing population in shelters, and decreased demand for resources at C-PODs.

7.2 Property Reconciliation

Property reconciliation starts with an established property accounting system. The C-POD Manager and the SLTT distribution manager should assign a property officer(s) to track the influx and changes of property. Once the SLTT jurisdiction is satisfied that all assets assigned to or purchased for response operations have been accounted for, an orderly disposition can be accomplished. If an SLTT uses a single source entity to manage resource tracking and ordering, the SLTT should coordinate with that entity when demobilizing.

Suggested Steps to Ensure Accurate Property Reconciliation

- C-POD/SLTT manager(s) assigns a property officer at the beginning of the incident.
- Property officer monitors receipt of all commodities and accountable property received.
- Property officer inputs all property data into the jurisdiction's approved inventory tracking system.
- Property officer amends the inventory system with the release of commodities and receipt of additional quantities.
- Property officer updates inventory daily.
- C-POD/SLTT manager instructs property officer to initiate property reconciliation.
- Property officer returns/retrogrades commodities back to the source and returns accountable property to warehouses.
- Property officer forwards the final report to C-POD/SLTT manager, to be forwarded to the jurisdiction's procurement office to verify commodities purchased.

7.3 Right-Sizing the Mission

Evaluate C-PODs throughout the operation, and as power is restored, adjust the quantity, location, and size of C-PODs in consideration of closing, consolidating, or right-sizing the staging areas. Screen assets to determine whether they will be needed elsewhere in theater and transfer those items to the appropriate location in accordance with local policy. Return the remaining items to their place of origin or other appropriate locations.

7.4 Organizational Shutdown

Once the physical assets of the facility are planned for and/or disposed of and all other documentation such as records and reports have been completed, the remaining staff can begin to stand down or transition into operations at an alternative C-POD location. Do not release personnel to other assignments until all tasks in the demobilization plan have been accomplished. An essential part of the organizational shutdown is retrofitting and rehabilitating the facility used during the operation to the satisfaction of the property owner.

7.5 Reimbursement

Processes and procedures exist to reimburse resource providers in a timely manner. Tracking helps establish and maintain the ability to obtain reimbursement, which is critical to reestablishing and maintaining the readiness of resources for future incidents. A jurisdiction's DM Plan should include the roles and responsibilities around maintaining detailed records, which are important for accountability, particularly if an audit is conducted.

7.6 Final Records and Reporting

Final reports (e.g., on distributed and returned supplies, number of survivors served, and staff activity) provide a comprehensive view of operations at the distribution site. No standardized final reporting template has been designed but several reporting mechanisms have been reported as best practices. These reporting mechanisms include utilizing reports generated by the Logistics Supply Chain Management System (LSCMS); used for reporting on commodities ordered per site as well as retrograded back to the distribution centers. Individual Assistance (IA) also generates reports which could be used to indicate information such as the number of survivors served. Utilizing reports from areas with more routine experiences, like hurricane regions, could prove to provide robust templates based on repetitive application of lessons learned.

7.7 Clean and Replenish Kits

Cleaning, inventorying, and replacing equipment, supplies, and C-POD kits ensures everything is in good working order for the next use.

Appendix A. Acronym List

AAR	After-Action Reports
BEOC	Business Emergency Operations Center
CERT	Community Emergency Response Team
CISA	Cybersecurity and Infrastructure Security Agency
CLIN	Contract Line-Item Numbers
CONUS	Continental United States
CPG	Comprehensive Preparedness Guide
C-POD	Commodity Point of Distribution
COVID-19	Coronavirus Pandemic
DC	Distribution Center
DHS	Department of Homeland Security
DMPG	Distribution Management Plan Guide
DPA	Defense Production Act
EMAC	Emergency Management Assistance Compact
EMI	Emergency Management Institute
EMPG	Emergency Management Performance Grant
EOC	Emergency Operations center
ESF	Emergency Support Function
FIT	FEMA Integration Team
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
GSA	General Services Administration

HIRA	Hazard Identification and Risk Assessment
HHS	Department of Health and Human Services
IA	Individual Assistance
IAD	International Affairs Division
IRIS	Incident Resource Inventory System
ISB	Incident Support Base
JFO	Joint Field Office
LCAT2	Logistics Capability Assistance Tool 2
LMD	Logistics Management Directorate
LSCMS	Logistics Supply Chain Management System
MOU	Memorandum of Understanding
NIMS	National Incident Management System
OCONUS	Outside the Continental United States
ORR	Office of Response and Recovery
P-POD	Pedestrian Point of Distribution
POD	Point of Distribution
RRAP	Regional Resiliency Assessment Program
RRF	Resource Request Form
RSF	Recovery Support Function
RTL	Resource Typing Library Tool
SCAN	Supply Chain Analysis Network
SLTT	State, Local, Tribal, and Territorial
SOW	Statement of Work
SSA	State Staging Area

STOS	Standard Tender of Service
THIRA	Threat and Hazard Identification and Risk Assessment
USDA	United States Department of Agriculture
VMI	Vendor-Managed Inventory
VOAD	Voluntary Organizations Active in A Disaster
WebEOC	Web-based Emergency Operations Center

Appendix B: Glossary

Comprehensive Preparedness Guide 101 (CPG 101): Provides guidance for developing emergency operations plans (EOP) and promotes a common understanding of the fundamentals of risk-informed planning and decision making to help planners examine a hazard or threat and produce integrated, coordinated, and synchronized plans

Commodity Points of Distribution (C-POD): Locations where life-sustaining commodities are distributed to members of the public following a catastrophic incident.

Emergency Management Assistance Compact (EMAC): A national interstate mutual aid agreement that offers assistance during governor-declared state of emergency or disaster through a responsive, straightforward system that allows states to send personnel, equipment, commodities, and other necessary resources to assist with response and recovery efforts in other states during times of disaster.

Emergency Management Performance Grant (EMPG): Provides state, local, tribal and territorial emergency management agencies with the resources required for implementation of the National Preparedness System and works toward the National Preparedness Goal of a secure and resilient nation.

Emergency Operations Center (EOC): Provides multiagency coordination of information and resources to support incident management.

Emergency Support Functions (ESF): ESFs are the primary mechanism for grouping federal functions most frequently used in emergency management as outlined in the National Response Framework. ESFs provide the structure for organizing, planning, and deploying federal partner support to domestic disasters and emergencies.

Hazard Identification and Risk Assessment: Describes what hazards may affect the state, where they may occur, and how frequently they may happen to identify risk-informed mitigation actions.

Incident Resource Inventory System (IRIS): IRIS features the capability for users to inventory resources and share resource information with other agencies. Users are able to define non-typed resources and select specific resources for mutual aid purposes based upon mission requirements, the capability and availability of resources, and desired response times.

Individual Assistance (IA): Provides financial assistance and direct services to eligible individuals and households who have uninsured or underinsured necessary expenses and serious needs.

International Affairs Division (IAD): Defines and manages international partnerships to enhance the Agency's disaster readiness; strengthen regional, hemispheric, and global emergency management capabilities; and support U.S. Government homeland security priorities.

Logistics Supply Chain Management System: An internet-based software system that FEMA uses to manage certain transportation functions

Memorandum of Understanding (MOU): MOUs are documents that describe a bilateral agreement between parties. It expresses a convergence of will between the parties, indicating an intended common line of action, rather than a legal commitment. MOUs describe very broad concepts of mutual understanding, goals, and plans shared by the parties; it does not create duties or legally enforceable liabilities or obligations for any party that is involved.

Points of Distribution (POD): Centralized locations in an impacted area where survivors pick up life-sustaining relief supplies following a disaster or emergency.

Recovery Support Function (RSF): The coordinating structure for key functional areas of assistance in the National Disaster Recovery Framework (NDRF).

Threat and Hazard Identification and Risk Assessment (THIRA): A three-step risk assessment process that helps communities understand their risks and what they need to do to address those risks.

Web Emergency Operations Center: A system that supports emergency management processes and functions by providing multitiered situational awareness of incident support and management activities for FEMA headquarters and regions, as well as for federal, state, territory and tribal partners.

Appendix C. Technical Assistance and Resources

Technical assistance is available for developing a Distribution Management Plan. FEMA Regional Logistics staff and/or FEMA Integration Teams (FITs), where applicable, will work with EMPG recipients to provide technical assistance, including the resources below, to develop and maintain a Distribution Management Plan. SLTT partners should contact their respective FEMA Regional Logistics Branch to learn more about these programs and tools:

- **Community Lifelines Implementation Toolkit:** Provides whole community partners the information and resources to understand lifelines, coordinate with entities using lifelines, and serve as basic guidance for how to implement the lifeline construct during incident response.
- **Community Preparedness Toolkit:** Comprehensive distribution management resource for training and planning.
- **Comprehensive Preparedness Guide 101 (CPG 101), Developing and Maintaining Emergency Operations Plans:** CPG 101 provides guidance on how to incorporate logistics into Emergency Operations Plans and is available on the FEMA website.
- **ESF #7- Logistics Management and Resource Support:** The IS-807 familiarizes participants with the function and composition of ESF #7- Logistics Management and Resource Support. This independent study online course details key points on major topics including the purpose and scope of ESF #7, logistics management and primary and supporting agencies, logistics management activities and national logistics staging areas. Resource support and the primary and supporting agencies who provide that support, resource support activities, and GSA resources are also discussed. More information on the content of this course and when it is available can be found via the course catalog on EMI's website.
- **FEMA Technical Assistance:** FEMA provides specialized expertise to SLTT partners to improve emergency management capabilities.
 - FEMA's National Integration Center provides planning technical assistance, to include supply chain collaborative technical assistance that helps local emergency managers explore and understand supply chains and support private-public collaboration for catastrophic incidents. Email FEMA-TARequest@fema.dhs.gov for more information.
 - FEMA's Regional Logistics Branches provides technical assistance to improve emergency management capabilities in terms of logistics. This technical assistance includes in-person workshops and opportunities for peer-to-peer learning on emerging, cross-cutting, or complex topics. Contact your Regional Logistics Branch for more information.
- **Interagency Logistics Training:** The L854: Basic Interagency Logistics Course familiarizes participants with interagency logistics concepts of planning and response. It provides an overview of interagency logistics partner disaster response organizations, discusses

parameters for logistics support coordination, and creates a whole community forum to exchange best logistics practices. More information on the course is available via the course catalog on the Emergency Management Institute's (EMI) website.

- **LCAT2:** LCAT2 helps SLTT partners conduct self-assessments to determine their readiness to respond to disasters. The survey-style tool provides a detailed assessment of core logistics functions; helps jurisdictions identify specific strengths and weaknesses; and constructs a systematic roadmap for SLTT partners to improve on current logistics processes and procedures.
- **National Incident Management System (NIMS) Incident Command System (ICS) All-Hazards Logistics Section Chief Course:** The E0967: NIMS ICS All-Hazards Logistics Section Chief Course provides local- and state-level emergency responders with a robust understanding of the duties, responsibilities, and capabilities of an effective Logistics Section Chief on an All-Hazards Incident Management Team (AHIMT). NIMS ICS Position Specific training is to be completed by personnel who will be required to gain a certificate of training and credentials to function in an ICS organization, such as an IMT, a member of the Command, General Staff or as a Unit Leader. More information on this course and the criteria to sign up can be found on EMI's website.
- **Points of Distribution (PODs) Training:** FEMA's comprehensive POD training helps SLTT partners develop actionable plans for emergency distribution and understand associated challenges. FEMA's Independent Study (IS) course IS-26: Guide to Points of Distribution Course, including an explanatory DVD, POD guide, and online exam, is available on the EMI website.
- **Regional Resiliency Assessment Program (RRAP):** Managed by DHS, the RRAP is a voluntary, non-regulated interagency assessment of critical infrastructure resiliency in a designated geographic region. Each year DHS, with input and guidance from Federal and state partners, selects several projects for RRAP that focus on specific infrastructure sectors within defined geographic areas and address all-hazard threats that could result in regionally and/or nationally significant consequences.
- **Special Directed Studies or Analyses:** FEMA will consider special case studies or analyses, such as the National Academy of Sciences 2017 Supply Chain Resilience Study and the *Supply Chain Resilience Guide*, particularly in advance of major disaster plans updates, that can contribute to Distribution Management Plan updates or development.

Appendix D. FEMA Relief Supply Chain Map

Emergency managers look at supply chains through two lenses: normal private sector supply chains that exist before an incident, and the relief supply chains that must be established until private sector supply chains recover. These relief supply chains, Continental United States (CONUS) and Outside the Continental United States (OCONUS) can be seen in Figures 7 and 8.

CONUS

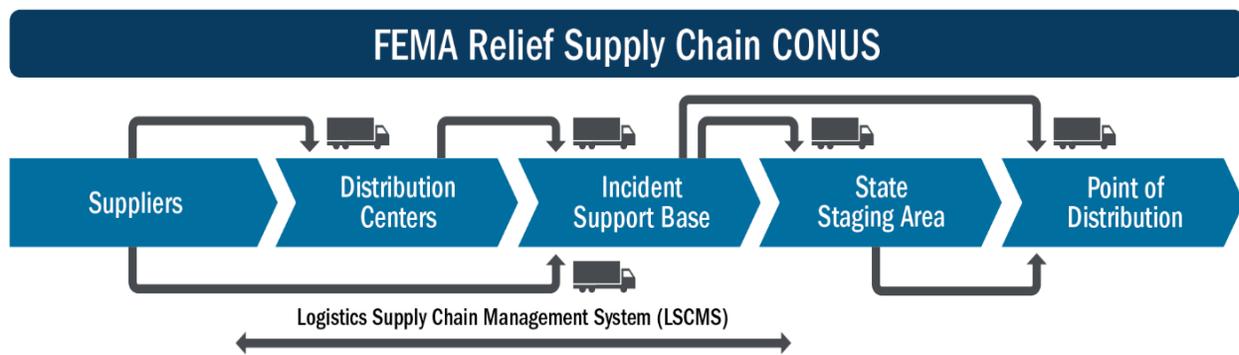


Figure 7. FEMA Relief Supply Chain - CONUS

Suppliers – Suppliers deliver supplies to the distribution centers to restock inventory and can deliver directly to the ISB. FEMA uses contract capacity and strategic partnerships to procure relief supplies. Quantities of selected supplies are stored in FEMA facilities. FEMA maintains Indefinite Delivery, Indefinite Quantity contracts and Pre-scripted Mission Assignments (PSMAs) with strategic partners to rapidly provide supplies during an emergency.

Distribution Centers (DCs) – FEMA manages four DCs that are regionally positioned in the Continental U.S. (California, Georgia, Maryland, and Texas) to rapidly provide supplies to disaster survivors. DCs stock meals, water, cots, blankets, infant and toddler kits, durable medical equipment and consumable medical supply kits, tarps, blue roof sheeting, and generators. These items are moved forward to an ISB or transported directly to the staging area if the situation dictates. FEMA maintains two storage locations for Manufactured Housing Units (MHUs).

Incident Support Base (ISB) – In anticipation of requests for assistance, FEMA moves commodities from the DCs closer to the probable impacted areas and establishes a temporary ISB where relief supplies are received, managed, and moved forward.

Logistics Supply Chain Management System (LSCMS) – LSCMS is the FEMA Information System that integrates initial requests for assets and commodities, orders to FEMA partners, transportation tracking, inventory management at FEMA locations, shipment, and receipt, and in transit visibility functions.

State Staging Area (SSA) – Staging area designated by the state to temporarily manage relief supplies for onward movement to points of distribution. FEMA considers the relief supplies expended when they are delivered to the SSA and no longer tracked in LSCMS.

Commodity Points of Distribution (CPOD) – Locations where life-sustaining commodities are distributed to members of the public following a catastrophic incident.

Points of Distribution (POD) – Locations in the impacted area where relief supplies are picked up by survivors.

Transportation – Commercial truck is the primary mode of transportation for a CONUS response; FEMA uses FEMA Standard Tender of Service (FEMA STOS) contracts.

Key Enablers/Choke Points – Aspects that may disrupt or assist supply chain flows in CONUS supply.

OCONUS

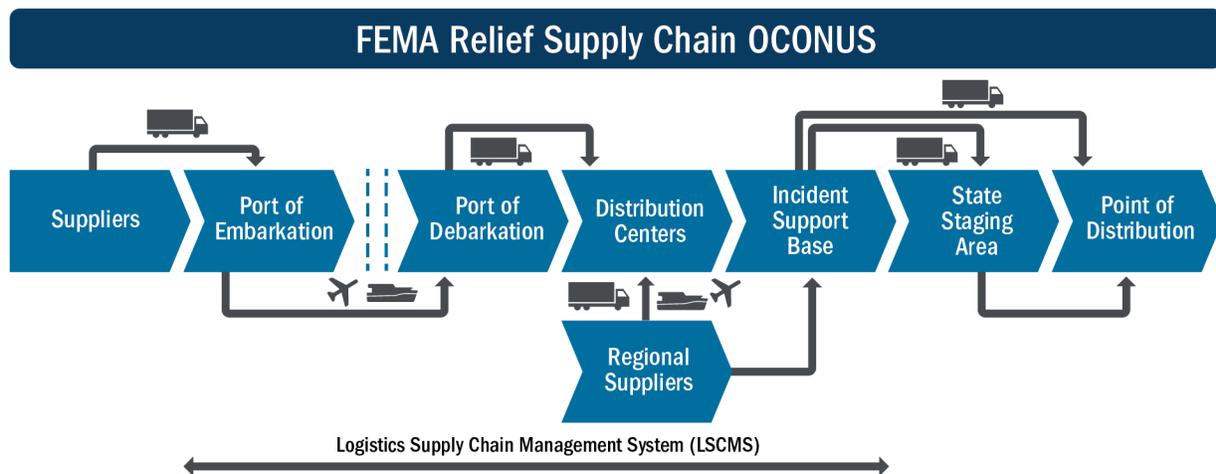


Figure 8. FEMA Relief Supply Chain – OCONUS

Suppliers – FEMA uses the same CONUS-based supplier model but looks for regional suppliers closer to the impacted area to minimize transportation time and cost and support the regional economy.

Sea and Air Ports of Embarkation and Debarkation – OCONUS transportation requires loading and unloading at commercial or military air or seaports. This process greatly increases the level of complexity. These ports create bottlenecks when relief supplies compete with commercial or military traffic.

DCs – FEMA manages three storage facilities in Puerto Rico, Hawaii, and Guam.

ISB – Same as CONUS.

LSCMS – Same as CONUS.

SSA or Territorial Staging Area – Same as CONUS.

PODs – Same as CONUS.

Transportation – In addition to FEMA STOS trucking to move supplies to the Port, the OCONUS supply chain can employ a combination of commercial and military aircraft, ships, and barges to move supplies forward.

Key Enablers/Choke Points – In addition to those mentioned for CONUS, aspects that may disrupt or assist supply chain flows in OCONUS supply chains include ports or legal (Trade Agreement Act, Jones Act, Berry Act).

Appendix E. Defense Production Act (DPA)

The Defense Production Act (DPA)¹ is the primary source of Presidential authorities to expedite and expand the supply of critical resources from the United States private sector to support national defense. The DPA broadly defines national defense to include emergency management preparedness, response, and recovery activities. Emergency preparedness activities, which are a component of national defense, include measures designed or undertaken to:

- Prepare for or minimize the effects of a hazard upon the civilian population;
- Deal with the immediate emergency conditions, which the hazard would create; and
- Effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities that the hazard destroyed or damaged.

DPA is a set of Federal authorities that states, localities, tribes, and territories can petition to use, and approval is considered on a case-by-case basis. Private sector critical infrastructure owners can also petition for DPA priority rating use to protect and restore their critical infrastructure. In times of disaster operations, they must coordinate their requests for rating orders of contracts using DPA authorities with their Federal Coordinating Officer (FCO) assigned to that disaster at their Joint Field Office (JFO) or at the FEMA Regional Office if the JFO is not operational at the time of inquiry.

DPA authorities are primarily used for prioritizing resources both in the planning process and in response and recovery activities. DPA priority ratings can be executed during the contracting process. DPA priority-rated contracts receive preferential treatment from contractors and supporting subcontractors and suppliers to meet needed delivery dates and quantities. This authority, in effect, places these rated contracts at the head of the line, in front of all unrated contracts.

DPA encompasses the term “critical infrastructure protection and restoration” in its definition of national defense. The DPA defines “critical infrastructure” to mean “any systems and assets, whether physical or cyber-based, so vital to the United States that the degradation or destruction of such systems and assets would have a debilitating impact on national security, including, but not limited to, national economic security and national public health or safety.”

Requesting DPA Priority Ratings

The process usually starts with a request from a state, local, tribal, or territorial government or owners and/or operators of private sector critical infrastructure for a priority rating based on an

¹ The Defense Production Act of 1950, as Amended (50 U.S.C. App. 2061 et seq.)
<https://www.fema.gov/medialibrary/assets/documents/108022#>.

identified obstacle to timely acquisition of a set quantity of a needed good or service. DPA requests can go to different organizations in various ways, but during Presidentially declared disasters, requests should go to the Federal Coordinating Officer at the Joint Field Office (JFO). The Federal Coordinating Officer will determine whether to support the request and initiate coordination accordingly. Outside of a disaster, such as preparedness planning, the state, local, tribal, and territorial governments should refer to the FEMA Regional staff to initiate coordination.

- **Step 1 (Request)** – The Federal Coordinating Officer should notify the supporting FEMA Region and the National Response Coordination Center (NRCC) of the request and provide comments on whether to approve the request or not. (e.g., whether alternative solutions exist or whether potential downstream consequences are known).
- **Step 2 (Operational Priority)** – The NRCS Chief, the Resource Support Section Chief, and the DPA HQ staff in the NRCC identifies the stakeholders who should work together to determine if this should be an operational priority. In conjunction with these stakeholders, the Federal Coordinating Officer, and the supporting FEMA Region, the Resource Support Section Chief and/or Deputy will determine if this request is an operational priority.
- **Step 3 (Approval)** – If the request is approved, FEMA works with the appropriate Federal resource department to obtain a priority rating. The Federal Coordinating Officer will provide the rating to the jurisdiction or private sector organization requesting the priority rating.
- **Step 4 (Implementation)** – The private sector organization or jurisdiction places the priority rating in its contracts in accordance with the applicable Federal statutes and regulations.

Establishing a Voluntary Agreement

Voluntary agreements allow key business sectors that are likely to be severely impacted by catastrophic disasters, or suppliers of critical materials or services for disaster response and recovery, to coordinate emergency preparedness plans and actions. A voluntary agreement allows cooperation among what otherwise may be business competitors to expedite or expand the supply of critical materials or services to meet national defense needs, including emergency preparedness, response, recovery, and mitigation activities and critical infrastructure protection and restoration. Sectors that could respond more effectively with coordinated emergency response plans might include, for example, data processing and storage for financial and other vital business records and construction for repair and rebuilding of damaged infrastructure.

The steps to establish a voluntary agreement at the JFO level include:

- **Step 1 (Request)** – Forward request for voluntary agreements to the Federal Coordinating Officer, the primary Federal interface with jurisdictions and private sector owner/operators of critical infrastructure. The Federal Coordinating Officer should notify the supporting FEMA Region and the Resource Support Section in the NRCC of the request and comment on whether to approve the request.

- **Step 2 (Sponsor)** – The process for establishing a voluntary agreement starts with identifying a Federal sponsor for the private sector organizations that the agreement will represent. Contact the FEMA Office of Policy and Program Analysis' DPA Program Division at FEMA-OPPA-DPA@fema.dhs.gov or (202) 212-2900 for assistance finding a sponsor.
- **Step 3 (Initial Approval)** – FEMA coordinates with the Department of Justice to obtain the initial approval from the Attorney General. This approval allows the sponsor to consult with private interests about establishing an agreement.
- **Step 4 (Meetings)** – Conduct publicly announced meetings to establish the agreement.
- **Step 5 (Final Approval)** – The Attorney General provides final approval to implement the agreement, along with a finding that a voluntary agreement is needed (See 44 CFR 332.2 for more details).

Appendix F. Inventory Management Form

Inventory management is a vital component of a Distribution Management Plan as it allows SLTTs to determine the quantity and availability of resources on deck for disasters and incidents. Below is an example of an inventory management form for tracking inbound and outbound resources and supplies.

INVENTORY MANGEMENT FORM

INCIDENT NAME: Name of Incident **DATE:** Dates of Incident

CATEGORY: Product Category

AGENCY NAME: Agency in Charge

IMPORT LOCATION/WAREHOUSE NAME: Location of Inventory

PRODUCT NAME/#	PRODUCT DESCRIPTION	COST	INITIAL QUANTITY INTAKE	IMPORT LOCATION (Where is it coming from)	INITIAL QUANTITY OUTTAKE	EXPORT LOCATION (Where is it going to)
Product Name/#	Description	\$\$	# Ordered	Click or tap here to enter text.	# Distributed	Click or tap here to enter text.
Product Name/#	Description	\$\$	# Ordered	Click or tap here to enter text.	# Distributed	Click or tap here to enter text.
Product Name/#	Description	\$\$	# Ordered	Click or tap here to enter text.	# Distributed	Click or tap here to enter text.
Product Name/#	Description	\$\$	# Ordered	Click or tap here to enter text.	# Distributed	Click or tap here to enter text.

SIGNATURE SIGN OFF: Signature of Individual Completing Form

DATE: Date Form Completed

Appendix G. Demobilization Checklist

As SLTTs prepare to demobilize, consider the example planning factors outlined in Table 3.

Table 3. Example criteria for demobilization

<i>Complete? Yes/No</i>	<i>General Information</i>
	<ul style="list-style-type: none"> ▪ Resources will be released after the agreed upon tour of duty, or at such time that the Requesting Jurisdiction’s Emergency Operations Center (EOC) determines a resource is surplus to current missions.
	<ul style="list-style-type: none"> ▪ Demobilization activities will be coordinated with the Requesting Jurisdiction EOC contact.
	<ul style="list-style-type: none"> ▪ Resources will not be released unless alternate arrangements are approved.
	<ul style="list-style-type: none"> ▪ No resources will de-mobilize until authorized to do so by the Requesting Jurisdiction.
	Requesting Jurisdiction Responsibilities
	<ul style="list-style-type: none"> ▪ Approve demobilization plans.
	<ul style="list-style-type: none"> ▪ Ensure coordination, and reporting of, demobilization activities with Federal authorities and other member jurisdictions of the system.
	<ul style="list-style-type: none"> ▪ Prepare and execute demobilization plan in coordination with Requesting Jurisdiction authorities.
	<ul style="list-style-type: none"> ▪ Debrief all personnel prior to release.
	<ul style="list-style-type: none"> ▪ Fully brief/debrief replacement staff of the resource and operations status
	<ul style="list-style-type: none"> ▪ Post final Situation Report as directed and other close out operations prior to departure as requested by the Requesting Jurisdiction.
	<ul style="list-style-type: none"> ▪ Debrief Requesting Jurisdiction personnel, complete and submit all demobilization documents.
	<ul style="list-style-type: none"> ▪ Return operations over to Requesting Jurisdiction
	<ul style="list-style-type: none"> ▪ Gather all hard copy and electronic documents and mission records and ensure copies are available to the Requesting and Responding Jurisdictions upon request.
	Responding Personnel Responsibilities

<i>Complete? Yes/No</i>	<i>General Information</i>
	<ul style="list-style-type: none">▪ Maintain contact with Requesting Jurisdiction Point of Contact for debriefing and other demobilization instructions as necessary.
	<ul style="list-style-type: none">▪ Inform Requesting Jurisdiction and Responding Jurisdiction of method of travel, point of departure, destination and estimated time of arrival at home station.
	<ul style="list-style-type: none">▪ Return any equipment checked out for use during deployment.
	<ul style="list-style-type: none">▪ Submit any documentation as needed or requested.
	<ul style="list-style-type: none">▪ Notify the Requesting Jurisdiction and Responding Jurisdiction of safe arrival at home station upon return.

Appendix H. Evaluation Sheet and Review Checklist

The Federal Emergency Management Agency (FEMA) Regional Logistics Branch uses the evaluation sheet on the following page to determine a baseline assessment of a Distribution Management Plan. It includes 13 questions to evaluate the inclusion of key components. The “Comments” column identifies areas or actions for improvement. Based on the results of the evaluation, the Plan is placed in one of three Tiers:

- Tier 1: Approved and complete.
- Tier 2: Approved with comments, action plan required.
- Tier 3: Received, technical assistance and action plan required.

After the initial assessment, an Emergency Management Performance Grant (EMPG) recipient is expected to make continued progress in subsequent years, working with the FEMA Regional Logistics Branch as necessary.

Distribution Management Plan Guide Review Checklist

The following checklist is provided to assist SLTTs and contains additional context for developing Distribution Management Plans.

- Did the EMPG recipient submit a Distribution Management Plan?
- Is the focus on SLTT distribution capacity, with the Federal Government only acting in a supporting role?
 - Have the SLTT's utilized a whole community approach before requesting additional assistance and resources from FEMA?
- Is there collaboration with the whole community including leveraging partnerships with SLTT partners, private sector, EMAC, nonprofits, and local and Federal partners?
- Does the plan address all seven components?
 - Requirement Defining
 - Does this section refine the requirement based on anticipated demand for meals, water, mass care supplies, and transportation of resources and to also include private sector capabilities?
 - Has research and analysis been conducted to determine distribution needs for the impacted population(s)?
 - Resource Ordering
 - Does this section include multiple sourcing mechanisms?
 - Have partnerships been developed to assist in gathering and distributing resources?
 - Are there main and secondary contracts developed and prepared?
 - Distribution Methods
 - Does this section include robust and scalable methods to accommodate any level of disaster?
 - Inventory Management
 - Does this section describe how the state will acquire, use, distribute, store, and dispose of commodities and equipment?
 - Is there a tracking system in place to track inbound and outbound resources and supplies consistently and accurately across all types of transportation and staging sites?
 - Transportation
 - Does this section describe transportation architecture (e.g., key routes and nodes) and inbound and outbound flows?
 - Does this section provide alternative routes for delivery of resources and supplies?
 - Staging
 - Does this section include information that predetermines and assess sites for equipment, staff, contracts, and other support needs?
 - Does this section establish staging sites that meet most, if not all, requirements?

- Has the appropriate number of supplies and resources been identified as well a daily maintenance schedules, breakdown protocols and traveling and refueling procedures?
- Demobilization
 - Does this section describe how the recipient will conduct a property reconciliation and organized shutdown?
 - Is there indication of which assisting parties demobilizes which resources and commodities?
- Identify and include any best practice solutions used during response and recovery efforts in the current version of the DM Plan.
- Based on the information provided in all seven components, have the appropriate representatives and personnel who will track and lead those services to full completion from Requirement Defining to Demobilization been identified?
- Have workshops been conducted with those identifiable personnel to confirm knowledge of job requirements, priorities, and information planning?
- Have tabletop exercises been conducted to practice the Distribution Management Plan to check for errors, gaps, and other needs of development or change?
- Have best practices been identified and tagged for future recovery and response efforts?
- Is the plan implementable?

Appendix I. Distribution Management Plan Template



DISTRIBUTION MANAGEMENT PLAN

(SLTT NAME)

as of *(Date)*



How to use this template

This is an optional template for developing a Distribution Management Plan for your jurisdiction. Please reference the Distribution Management Plan Guide available on FEMA.gov for more information about each of the sections. This template is organized with sections and descriptions of what to include. To use this template, insert information relevant to your jurisdiction under each section below and delete the reference text. Reach out to your FEMA Regional Logistics Branch for technical assistance with this template and distribution management plans.

Purpose

Explain the purpose of your jurisdiction's Distribution Management Plan. The purpose statement is a simple and general statement of what your Distribution Management Plan is meant to do by providing the framework for how you will manage the distribution of resources to survivors in your community after a disaster and who use the plan.

Scope

This section should explicitly state the scope of distribution (e.g., the number of regional staging areas, logistics staging areas, and/or state staging areas as well as commodity points of distribution) and the geographic areas to which commodities will be distributed. More importantly, the scope should address how the jurisdiction will collaborate with the whole community. As partnership with state, local, tribal, and territorial (SLTT) partners, private sector, the Emergency Management Assistance Compact (EMAC), and nonprofits can bridge gaps until normal supply chain systems are restored, this section should identify the entities involved in the distribution and how to coordinate with all applicable stakeholders.

Overview

This section clearly characterizes why a Distribution Plan is necessary. A Distribution Management Plan establishes strategies, functional plans, and tactical guidance for SLTT logistical response operations. The plan should 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. The plan should address all components of distribution management from defining requirements to demobilization and inventorying resources from small incidents to catastrophic incidents.

Assumptions

Assumptions identify what the SLTT considers to be facts for planning purposes to make it possible to execute the Distribution Management Plan. Regardless of the type of incident, certain fundamental assumptions about distribution should be made. Some suggested assumptions include:

- A detailed and credible common operating picture might not be achievable for 24-72 hours or longer after the incident. As a result, response activities will begin without the benefit of a detailed or complete situation and critical needs assessment.
- Local and regional supply chains and infrastructure will 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.
- Multiple jurisdictions will have to work together to share emergency commodities.
- Multiple incidents may occur simultaneously or sequentially in contiguous and/or noncontiguous areas. This will require prioritization of limited resources.

- The incident may result in significant disruptions (for an extremely long duration of time) of critical infrastructure including transportation, commodities, energy, telecommunications, public health, and medical systems.
- Normal forms of communications may be severely interrupted, if not destroyed, during the early phases of a disaster.
- Transportation to impacted areas may be disrupted due to damaged roads, bridges, rail, and airports. The limited capability to refuel delivery vehicles within an affected jurisdiction may become a critical factor in planning.
- Unaffected jurisdictions may be requested to provide personnel and equipment to the affected jurisdiction/region for distribution support.
- An area's response capabilities and resources, including resources normally available through EMAC, memorandums of understanding (MOUs) and/or memorandums of agreement (MOAs), may be insufficient and quickly overwhelmed. It is highly likely that local public safety personnel who normally respond to such situations may be among those affected and unable to perform their duties.
- An incident might result in such severe damage to a jurisdiction's infrastructure that habitation is not feasible during response operations. Consequently, mandatory evacuation may be ordered by appropriate authority. Distribution of commodities will decrease as the population shifts due to mandatory evacuation.
- The status of supply chains, infrastructure, fuel, transportation providers, material handling equipment, staffing, and other major systems will have to be evaluated on an on-going basis.

Technical Assistance

My jurisdiction has engaged in the following types of technical assistance. *Please check all that apply and indicate dates and details as appropriate.*

- Reviewed the Comprehensive Preparedness Guide 101 (CPG 101), Developing and Maintaining Emergency Operations Plans
- Participated in the DHS Regional Resiliency Assessment Program (RRAP)
 - Please provide the date and topic:

- Received FEMA Technical Assistance through the FEMA National Integration Center
 - Please provide the date(s):

- Received FEMA Technical Assistance through FEMA Regional Logistics Branches
 - Please provide type:

- Participated in Emergency Management Institute's Interagency Logistics Training and Staging Area Operations (e.g., L854 and L660 courses)
- Conducted the Logistics Capability Assistance Tool 2 (LCAT2)

- Please provide the most recent date:

- Participated in the Points of Distribution (PODs) Training (e.g., IS-26) and/or any other relevant training available
- Conducted Special Analyses or Studies on supply chain, logistics, and/or distribution
 - Please describe:

- Reviewed the Supply Chain Resilience Guide

Components

I. Define Requirements:

Define how your jurisdiction identifies and refines requirements to anticipate demand for meals, water, mass care supplies, and transportation of resources. Include how you integrate private sector capabilities in defining your requirements. Discuss your planning models and the assumptions behind how demand is forecasted.

II. Order Resources:

- a. Cite your resources ordering sourcing mechanisms, such as existing internal capability and stock, vendor managed inventory, partnerships, and contracts.
- b. Describe how you manage the resource request form (RRF) process for federal assistance and balance requests for federal resources with state capability and capacity.
- c. Indicate how you will incorporate key partnerships, such as private sector partners, nonprofit organizations, territorial and local governments, federal government, into how resources are ordered.
- d. Indicate who, in your organization, is the lead for resource ordering.

III. Distribution Methods:

Cite and describe your robust and scalable methods to accommodate any level of disaster. This includes direct distribution and establishing commodity points of distribution (C-PODs). When discussing C-PODs, include staffing (i.e., who by position and numbers of people) and equipment (e.g., gloves, traffic cones, chains, forklift, dumpster, lights, advertising signs) requirements, training, and the duration of operations. Indicate who, in your organization, is the lead for distribution.

IV. Inventory Management:

Describe how you will acquire, use, distribute, track, store, and dispose of commodities and equipment. Indicate who, in your organization, is the lead for inventory management.

V. Transportation:

Describe the transportation architecture (e.g., key routes and nodes), and inbound and outbound flows that will be used as part of the distribution process. Describe which transportation modes you will use (e.g., ground, air, water, rail, and intermodal) and how you will strategize the use of these modes to meet distribution requirements, including the identification of alternative transportation modes and nodes. This section is also used to discuss how you track the consumption rate of resources and use of material and equipment, how you manage empty trailers, and how you will use shuttle fleets, as applicable to your jurisdiction.

VI. Staging:

Cite the predetermined staging locations and what commodities and resources will be distributed at each location. Discuss how you conduct site inspections to determine the staging locations. Discuss how the sites will be used for operations, such as how you will receive federal commodities, inventory from state distribution centers or state partners, and resources from private sector through contracts or donations. Discuss how these staging areas will be used to move resources to and from county staging areas and commodity points of distribution. Finally, discuss who has the lead for each staging requirement in your jurisdiction.

VII. Demobilization:

Describe how property reconciliation and an organized shutdown will be initiated and conducted. Additionally, describe what mechanism final records and reports will be developed and ensure equipment and supplies have been cleaned, inventoried and replenished for future incidents and disasters. Indicate who, in your organization is the lead for demobilization.

VIII. Exercise Development and Implementation:

Describe how your Distribution Management Plan will be exercised and how often exercises will be conducted. Identify any gaps that require change and best practices that can be tagged for future response and recovery efforts.

Approval Signature

Signature

Title:

Date: