

# **CHATHAM COUNTY EMERGENCY OPERATIONS PLAN**

**SUPPORT ANNEX D**

# **LOGISTICS AND RESOURCES COORDINATION**

JUNE 2009

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## **FOREWORD**

The Chatham County Emergency Management Agency (CEMA) is continuously striving to improve emergency response plans throughout Chatham County. These efforts include the publication of this Logistics Support Annex to the County's Emergency Operations Plan.

This Annex is a "Living" document and CEMA acknowledges there will be additional issues identified dealing with emergency planning Logistics Support and Resource Management. These issues when identified will be incorporated as needed, and when appropriate, into revised editions of this annex.

Comments or questions concerning this plan should be addressed to CEMA at (912) 201-4500.

Clayton S. Scott  
Director

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## ACRONYMS

B	Base (Symbol is a “B” inside a circle)
C	Camp (Symbol is a “C” inside a circle)
CEMA	Chatham Emergency Management Agency
DGC	Donated Goods Center
EM	Emergency Manager
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FOB	Forward Operating Base
GEMA	Georgia Emergency Management Agency
GPS	Global Positioning System
H	Helibase (Symbol is an “H” inside a circle)
H <sub>3</sub>	Helispot #3 (Symbol is an “H” with a number designation inside a circle)
IC	Incident Command
ICS	Incident Command System
IMT	Incident Management Team
IRR	Immediate Response Resources
JFO	Joint Field Office
LSA	Logistical Support Area
MACS	Multi-Agency Coordination System
MOA	Memorandum of Agreement
NIMS	National Incident Management System
OCGA	Official Code of Georgia Annotated
OSHA	Occupation Safety and Health Administration
POD	Point of Distribution
RFA	Request for Assistance
RSOI	Reception, Staging, Onward Movement and Integration
S	Staging Area (Symbol is an “S” inside a circle)
SOC	State Operations Center
TRP	Temporary Refueling Point
USACE	US Army Corps of Engineers

## DEFINITIONS

**Base** - The location where primary Logistics functions for the incident are coordinated and administered.

**Camp** - A geographical site within the general incident area equipped and staffed to provide sleeping, food, water, and sanitary services to response personnel.

**Donated Goods Center (DGC)** - A temporary logistical facility established to receive, sort, manage, and distribute unsolicited donated goods.

**Forward Operating Base (FOB)** - A location serving as a support and staging area for emergency workers in isolated areas.

**Helibase** - A facility specifically from which rotary winged aircraft conduct air operations supporting disaster area response and recovery efforts.

**Immediate Response Resources (IRR)** - Supplies such as bottled water, emergency meals, ice, and tarps, delivered to meet immediate needs of disaster victims. IRR may include portable electric generators.

**Logistical Staging Area (LSA)** - A temporary logistical facility where the County receives, stores, and distributes incoming resources for distribution to requesting County agencies, departments, and municipalities.

**Logistics Support** - That part of the resource management process involving the planning, implementing, and managing the procurement, receipt, storage, dissemination, and maintenance of resources required to support response and recovery operations during an event.

**Point of Distribution (POD)** - A temporary site operated by the County or a municipality for the distribution of Immediate Response Resources (IRR) items to the effected population. A Logistics POD is not to be confused with a medical POD established by Public Health to distribute pharmaceuticals and medical prophylaxis (preventive medicines and vaccines).

**Reception, Staging, Onward Movement and Integration (RSOI)** - RSOI are the in-processing and out-processing procedures used for civilian and military (National Guard) personnel arriving from outside of Chatham County assisting with disaster response and recovery.

**Request for Assistance (RFA)** - The administrative procedure use to request additional resources.

**Resources** - People, Places, Things, and Services.

**Resource Management** - Resource management includes processes for: categorizing, ordering, dispatching, tracking, and recovering resources. It also includes the appropriate processes for resource reimbursement.

**Staging Area** - A location established where resources are on standby (mission ready) and prepared to respond to work assignments.

**Temporary Re-fueling Point (TRP)** - A site where portable fuel tanker trucks and/or trailers are used to re-fuel emergency worker vehicles.

**Temporary Logistical Facilities** - All facilities temporarily established to provide the logistical infrastructure required to support response and recovery operations during an event.

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## **I. INTRODUCTION**

- A. Logistics support and resource management for emergency responders within Chatham County are ultimately the responsibility of the affected jurisdiction. This support is primarily provided by assets available within the jurisdiction and through mutual aid agreements with adjacent jurisdictions, municipalities, and agencies. Logistics planning and operations are conducted through established procurement and accountability procedures.
- B. Once a local jurisdiction finds itself overwhelmed by an event and in need of resources not available or inadequate to support the situational requirements, the Chatham Emergency Management Agency (CEMA) may provide support to the municipalities by the most efficient and effective means; including on-site support or through the activation of the County Emergency Operations Center (EOC).

## **II. PURPOSE**

- A. The purpose of this Annex is to provide an overview of disaster logistics support and resource management activities and how CEMA performs its EOC Logistics mission in accordance with the County Emergency Operations Plan (EOP).
- B. This Annex:
  - 1. Provides a framework through which logistics procurement, distribution, and resource management functions are conducted during an emergency.
  - 2. Describes how the EOP and Emergency Support Functions (ESFs) interact to provide logistical support to the incident response effort.
  - 3. Outlines logistics management functions and specific roles and responsibilities when operating in accordance with the EOP.
  - 4. Provides guidance to Chatham County and municipal jurisdictions concerning logistical support and resource management activities following the onset and/or occurrence of an emergency or disaster affecting the government, public, or private sectors within their jurisdictions.

## **III. SCOPE**

- A. This Annex is comprehensive to the range of threats identified through the hazard identification and risk assessment process utilized by Chatham County. Hazards by nature are unpredictable and vary in size, scope and magnitude. Chatham County recognizes the potential variations and has

developed this Support Annex to address methods of providing support during an emergency or disaster.

- B. This Annex also:
1. Identifies the components of the County logistics management structure.
  2. Provides a concept of operations for logistics management in support of the EOP.
  3. Describes how CEMA coordinates County Logistics operations with the Georgia Emergency Management Agency (GEMA), other counties, municipal governments and agencies, volunteer organizations and the private sector in response to a municipal and/or County emergency, a County Commissioner's or Governor's State of Emergency, Presidential Emergency or Disaster Declaration, or another Incident of Critical Significance.

#### **IV. AUTHORITIES**

- A. Chatham County has adopted the United States Department of Homeland Security "National Incident Management System (NIMS), dated March 2004", established under Homeland Security Presidential Directive 5; and the Unified Command System established under Official Code of Georgia, Annotated (OCGA), 38-3-57, as its system of preparing for and responding to disaster incidents and directs all incident managers and response organizations in Chatham County to train in and use these systems in their response operations. As such, all emergency operations within Chatham County will be managed and conducted in accordance with NIMS and applicable Municipal, County, State, and Federal rules, laws, and regulations. In addition, operations will be consistent with the Chatham County EOP, as amended.
- B. Logistics support and resource management during EOP implementation are managed primarily within the Incident Command Logistics Section and coordinated through ESF-7 - Resource Support.
- C. Statutory References:
1. Amendment to Chatham County Code, Chapter 4, Article III, Emergency Management (Civil Defense).
  2. OCGA, Title 38, Chapter 3, Emergency Management, "Georgia Emergency Management Act of 1981," and its Enabling Act, Georgia Laws 1984, pp. 5050-5076, as amended.
  3. The Georgia Constitution, Article 9, Section II, Paragraph 1, Home Rule for Counties.

## **V. ASSUMPTIONS**

- A. An emergency situation or catastrophic incident may occur with little or no advance notice.
- B. County and Municipal resources will be exhausted quickly in a catastrophic event.
- C. Resource requirements under emergency conditions will be required for an extended period of time.
- D. There will be communications problems.
- E. All logistic facilities will require security.
- F. The Chairman of the Chatham County Commission will declare a Local State of Emergency either prior to, during, or shortly following an emergency or disaster event.
- G. In conjunction with the designation of a Local State of Emergency, a Governor's Emergency and/or State Disaster Declaration may be issued.
- H. An event that is projected to be catastrophic or a Disaster Declaration allows State assistance to be integrated into the preparedness phase of operations. Municipal and County government resources may be overwhelmed. This will require the use of existing mutual aid agreements, commercial resources, and the submission of official Requests for Assistance (RFA) to the State through GEMA.
- I. Multiple events may occur simultaneously or following the initial incident that adversely affects the availability of resources, personnel, and commodities for a response effort.
- J. A partial or general evacuation of the population may have county wide, regional, or national implications, necessitating temporary emergency, short, or long-term sheltering and housing assistance.
- K. Response timing will be affected by the availability of ground and air transportation assets, and by the post-event condition of the transportation infrastructure.
- L. Widespread structural damage could result in significant and long-term disruptions of critical infrastructure such as health and medical services, utilities, transportation networks, and communications.
- M. Environmental impacts resulting from a catastrophic event may impact the response and recovery effort.
- N. Commercial services and facilities providing lodging, food services, and fuel, near the affected area and along evacuation routes may be closed,

have limited supplies and resources, or be overwhelmed with civilian customers. These facilities may not be capable of supporting response workers and critical work force.

- O. Some disaster events in the County may not reach the threshold for a pre-disaster or disaster declaration, requiring a response using only county, municipal, commercial, and mutual aid resources.
- P. Shipments of Immediate Response Resources (IRR) into the County may become lost, pilfered, hijacked or otherwise delayed or compromised, preventing the IRR from reaching its destination in the time and/or quantity intended.
- Q. Department of Defense (Military Reserve, National Guard, and/or State Defense Force) resources may not be available to support operations due to other state and/or national security mission requirements.
- R. Expedient field logistic staging areas, temporary operations centers, emergency worker living and support accommodations will be required to support relief efforts.

## **VI. IMPLEMENTATION**

- A. The County's logistics community and resources are brought together when an event, or the threat of an event, triggers a request for support from a local municipal jurisdiction or upon implementation of the County EOP.
- B. Logistics support and resource management are executed continuously during all phases of an event. When activated, logistics and resource personnel are typically the first involved and the last to leave.

## **VII. CONCEPT OF OPERATIONS**

- A. Planning Function Organization
  - 1. During an emergency event, Logistics provides the affected jurisdiction's Incident Command (IC) with services, support, and resources needed to save lives, minimize human suffering, and protect property and the environment. The goal is to restore essential services and critical infrastructure of County and municipal governments to pre-event status, and to generally help victims and communities return to normal following the emergency event.
  - 2. Emergency Support Function-7 - Resources
    - a. Resources are defined as the supplies, materials, equipment and personnel necessary to support the community before,

during and after an event of local, State, or National significance.

- b. This includes but is not limited to supplies, facilities, office equipment, fuel, contracting services, personnel, and heavy equipment.

3. Resources versus Logistics

- a. Logistics is the systems that support the community, the responders and the EOC in assuring each have the necessary resources to respond and recover from any emergency or disaster adversely impacting the community. Resources are the supplies, materials, equipment, and people that are requested and are managed through the logistical system. Regardless of the emergency, the scale of support and management requirements depend on the level at which the IC is established and the unmet needs identified by that command. Depending on the situation, a response from the County's emergency responders may be called, and a Level I or Level II Activation of the EOC may occur.
- b. Since resources are the people, supplies, and materials that enter into the Logistics system, it is imperative that the system ensures a smooth and seamless flow of information. In addition it is critical that the Logistics system anticipates needs of the responders and the community to ensure a continuity of supply.
- c. Many times the movement and reception of resources overwhelms the Logistics system. This is due to factors including unsolicited or unrequested flow of donated goods or services. By contrast, if the logistics system fails to anticipate needs of the responders or community, a severe shortage of critical items can occur.

4. Resource Data Base

- 1) The Chatham County Purchasing Department maintains a resource database which is updated annually.
- 2) The database list is provided in Annex-D / Appendix-2 / Tab-C of the EOP.

B. Response Organization and Coordination

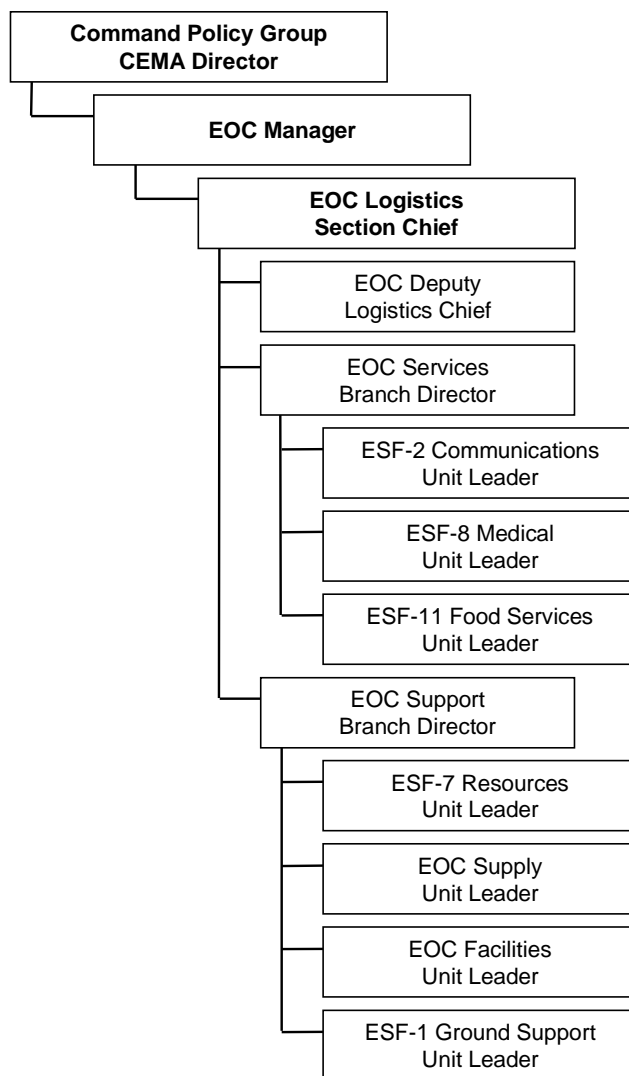
- 1. Multi-Agency Coordination System: The determination for level of activation and structure fall within the purview of ESF 5. If activation

occurs and a Multi-Agency Coordination System (MACS) is utilized, the Logistics Section will organize in a manner to support the MACS and emergency responders.

2. **Municipal Logistics Responsibility:** During an event, the incorporated areas of the county are expected to provide initial logistical support for their response. However, when their local resources are exhausted or are unable to fill requests, all logistical support requests should go through the EOC and be routed through the Logistics Section.
3. **EOC Logistics Section:**
  - a. The EOC Logistics Section is responsible for providing all logistical needs of the EOC staff, the responders, and the community. This is accomplished through a system of close coordination and management.
    - 1) **Coordination and Management:** The coordination and management the logistics system requires individuals to be trained in Logistics systems operations. Additionally, ESF-5 determines to what extent the logistics system will be activated based on recommendations from the Logistics Chief.
    - 2) **Activation and Determination:** During any response, resources are requested, required and/or consumed. As a response grows in complexity, the responsibility for logistics tracking and requests may be carried out by a single resource. Once the response reaches a level that is beyond the scope of a single resources, the Logistics Section Chief should start making decisions as to how the Logistics Section will be staffed and organized.
    - 3) **Organization:** Logistics operations will be coordinated and managed by the Logistics Section (when established). The Section may consist of Branches and the Branches may be further broken down in to Functional Units. These Units may serve to support the EOC, the responders, or the community depending upon the complexity of the response.
    - 4) **Staffing and Support:** The Logistics Section Staff may consist of the Logistics Chief, Deputy Logistics Chief(s), and Support Staff. There are usually two Branches in a Logistics Section:

- a) Services Branch: The Services Branch includes Communications, Medical, and Food Service Units.
- b) Support Branch: The Support Branch includes Supply, Facilities, Ground Support, and Utilities Units.

Figure D-1



- b. Resources supporting Logistics operations will continue support as long as required through the response, recovery and demobilization phases. Upon completion of the need for non-expendable resources, they will be demobilized, rehabilitated, and returned to their appropriate owner(s).

4. Field Programs

- a. Depending upon the type and scope of the emergency event and the response required, various temporary County and municipal facilities may be established and operated as the logistical infrastructure field support to response and recovery operations.
- b. Depending on the availability of usable locations and staff required to perform logistics support functions, it may be necessary or even preferred to collocate logistical support facilities and combine operational functions.
- c. Safety, Security and Medical personnel should be assigned to all logistical support facilities. These personnel are responsible for overall security, fire prevention, emergency medical, and other life safety concerns including ensuring compliance with established The Occupation Safety and Health Administration rules and regulations.
- d. It is imperative that accurate records are maintained regarding the receipt, inventory, shipment and field movement of all resources used or passing through logistical support facilities. This includes accountability of all expendable and non-expendable property. These records and accountability procedures are required for eligibility in post incident cost recovery.
  - 1) Logistics Staging Area (LSA): The LSA is the primary incident facility for the reception, storage, distribution and recovery of resources for County agencies, departments, and municipalities. When necessary, the LSA is the primary transloading location for incoming IRR from State and Federal resources including food, water, ice, tarps, and electrical generators.
  - 2) Donated Goods Center (DGC): During large events, when it becomes apparent that an excess of unsolicited donated goods may begin arriving into the area as a result of an emergency event, a DGC may be established and staffed by ESF14 to manage those items. This should be a warehouse type facility located just outside of the affected area.
  - 3) Critical Workforce Base Camp:
    - a) A Critical Workforce Base Camp (Base) provides emergency responders with extensive

life support services including sleeping areas, food/water, and shower/restroom facilities, laundry, medical care, recreational and administrative support. It is also the primary location for equipment and vehicle maintenance.

- b) The Base will be established in an area in close proximity to the affected area(s). There is typically only one Base established per incident. In addition to being the primary incident logistical support facility, the Base may also be used for Reception, Staging, Onward Movement and Integration (RSOI), and staging activities. Once RSOI is complete, personnel and equipment may be deployed directly to forward Camps.
- 4) Point of Distribution (POD): When required, the POD system is utilized to distribute IRR to the effected population. IRR arrives directly from its source to designated County and municipal Points of Distribution, shelters, or other locations as requested by the IC Operations Section and through the Logistics Section.

### C. Training and Exercise

1. Training and exercise help to ensure effective operations. A properly trained staff provides the framework for functionality during the response phase of an incident. Each Logistics staff member should meet minimum training criteria as established in the Appendices and Tabs of Support Annex F, EOC staff manual. Each position has specific training requirements to effectively operate within the EOC. Those requirements are established under NIMS, ICS, and local EMA guidelines to create seamless incident management between internal staff, Incident Management Team (IMT), Joint Field Office (JFO), the State Operations Center (SOC), or other partnering centers.
2. NIMS and local EOC training are minimum requirements for anyone who plans to work in the EOC. Those minimum requirements, along with any position-specific training, are outlined in the Position Checklist Tabs of Annex F, Appendix 13.
3. Logistics plans and activities must be exercised in accordance with the County Emergency Operations Plan, Annex E – Training and Exercise. Modifications to the Logistics Plan, or any part within, require exercise to practice/test those modifications. The exercise

may only address the specific modified section of the plan, or it may exercise the entire plan. The magnitude of an exercise will be dictated by the significance in revision of the existing plan.

4. Furthermore, exercises should be performed whenever significant changes in EOC staffing occur. The exercise scenario should determine the operational readiness of the staff and their equipment, and provide record of activities for improvement planning. After Action Reviews/Reports should outline the needs for the Improvement Plan. The Improvement Plan should then be implemented and tracked to ensure any changes are incorporated and exercised to meet the intent of the Logistics Plan. Identified improvements, after being exercised and validated, will be incorporated into the existing Logistics Plan.

## **VIII. RESPONSIBILITIES**

- A. **CEMA Director:** The CEMA Director provides for the overall command, direction and control regarding the response to and management of an event. He serves as the primary advisor to the County Commissioners and the County Manager to make emergency declarations, response, and recovery decisions. His role is to collect incident-related forecasts and/or information and relay information, along with his professional recommendations, to the local policy group for decisions and declarations. The Director serves as the EOC Manager, and has signature authority and responsibility to issues and/or requests through the County and GEMA.
- B. **CEMA Assistant Director:** The CEMA Assistant Director (AD) provides the leadership role in CEMA Operations. He takes recommendations from the CEMA Duty Officer (DO) and determines the need for response actions, EOC activations, and other CEMA functions through consultation with the CEMA Director. In the event activation of the EOC is ordered, the AD will make notifications to CEMA Staff and the GEMA Area V Field Coordinator. The AD's primary role in the EOC is to serve as the Operations Chief. He will take the responsibilities of the CEMA Director when required.
- C. **CEMA EM Specialist- Logistics Coordinator:** The EM Specialist- Logistics Coordinator develops and implements the Logistics Section dependent upon the needs of the response to an event. He ensures that logistics plans are up-to-date and that ESF partners, EOC Section Staff, and contractors are prepared for activation. The EM Specialist-Logistics Coordinator serves as the EOC Logistics Chief during EOC activations.
- D. **Chatham County Purchasing Department:** Staffs the Resource Unit positions in the Logistics Section and are responsible for the tracking, ordering and accountability of all resources consumed or ordered during the event.

- E. Chatham County Logistics Contractor: Serves as the Deputy Logistics Section Chief and provides oversight in the operations of the Logistics Section. He/She acts as the liaison between the Operations Section and Planning Section to project needs and resources to support the response.
- F. EOC and Field Logistics Staff: Ensures that the logistics system is properly manned, supplied and equipped to support the EOC, the responders, and the community. Ensures all administrative controls are followed for proper documentation of resources during all phases of the logistical operation from tracking, ordering, receipt, issuance, usage, turn-in (if required), and demobilization.

## **IX. ANNEX MANAGEMENT AND MAINTENANCE**

- A. CEMA is the executive agent for Annex management and maintenance. This Annex and supporting documents will be updated periodically as required to incorporate new directives and changes based on lessons learned from exercises and actual events. This section establishes procedures for interim changes and full updates of the Annexes.
- B. Types of Changes: Changes include additions of new or supplementary material and deletions. No proposed change should contradict or override authorities or other plans contained in statute, order, or regulation.
- C. Coordination and Approval: Any department or agency with assigned responsibilities within the Annex may propose a change to the plan. CEMA is responsible for coordinating all proposed modifications to the Annex with primary agencies, support agencies and other stakeholders. CEMA will coordinate the review and approval of proposed modifications as required.
- D. Notice of Changes: After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, CEMA will issue an official Notice of Change. The notice will specify the date, number, subject, purpose, background, and action required, and provide the change language on one or more numbered and dated insert pages that will replace the modified pages in the Annex. Once published, the modifications will be considered part of the Annex for operational purposes pending a formal revision and re-issuance of the entire document. Interim changes can be further modified or updated using the above process.
- E. Distribution: CEMA will distribute the Notice of Change to all participating agencies. Notice of Change to other organizations will be provided upon request. Re-issuance of the individual annex or the entire EOP will take place as required. Working toward continuous improvement, CEMA is responsible for an annual review and update of the EOP to include related annexes, and a complete revision every four years (or more frequently if the County Commission of GEMA deems necessary). The review and

update will consider lessons learned and best practices identified during exercises and responses to actual events, and incorporate new information technologies. CEMA will distribute revised EOP documents for the purpose of interagency review and concurrence.