

# **Annex 4**

## **STATE LOGISTICS PLAN Support Services Branch**

### **Operational Guidance**

**April 2004  
(Revised August 2012)**

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## **I. Introduction**

Under the National Incident Management System, the State of Florida has adopted the Logistics format for planning and operational purposes. The Logistics format offered in the National Incident Management System is tailored to field deployments, but can be made applicable to the higher level operations, such as the State Logistics Section of the State Emergency Response Team. The functions contained in the previous structure maintained by the Division of Emergency Management will eventually be incorporated into the following structured outline.

## **II. Mission/Scope**

The mission of the Services Branch of the Logistics Section is to ensure there are proper facilities, supplies and services available for disaster survivors and emergency workers who are asked to assist in impacted areas. The Services Branch is responsible for basic necessities such as shelter, food, medical assistance, heavy equipment supports such as generators, pumps, light towers, HVAC and other equipment, rehabilitation on incident personnel such as Base Camps, Forward Operating Bases and LSA Support Wrap Around Packages who may need to avail themselves of specialized services, and communications.

## **III. Assumptions**

- A. The area/regional civil transportation infrastructure will sustain damage, limiting access to the disaster area. Access will improve as routes are cleared and repaired or as detours are built.
- B. The requirements for transportation capacity will exceed routine State and/or locally controlled or accessible assets, demanding a coordinated plan assistance from several agencies and organizations.
- C. Infrastructure damage and communications disruptions will inhibit efficient coordination of transportation support during the immediate post disaster period. Gradual clearing of access routes and improved communications will permit an increased flow of emergency relief, although localized distribution patterns might remain unusable for a significant period.
- D. The movement of relief supplies may create congestion in the transportation network both nationally and regionally, requiring imposition of controls. Local distribution of resources from a mobilization area or Logistics Staging Area to requesting counties and municipalities will require enhanced transportation planning and management.
- E. State Emergency Response Team priorities guide the regulation of all movements. In this regard, transportation planners, operators, and users must exercise discipline when establishing and using available transportation assets. The exercise of discipline assures meeting the

mission priorities. A disciplined transportation system enhances the confidence users have in the system's ability to support the mission.

#### **IV. Roles and Responsibilities**

##### **A. Logistics Section Chief:**

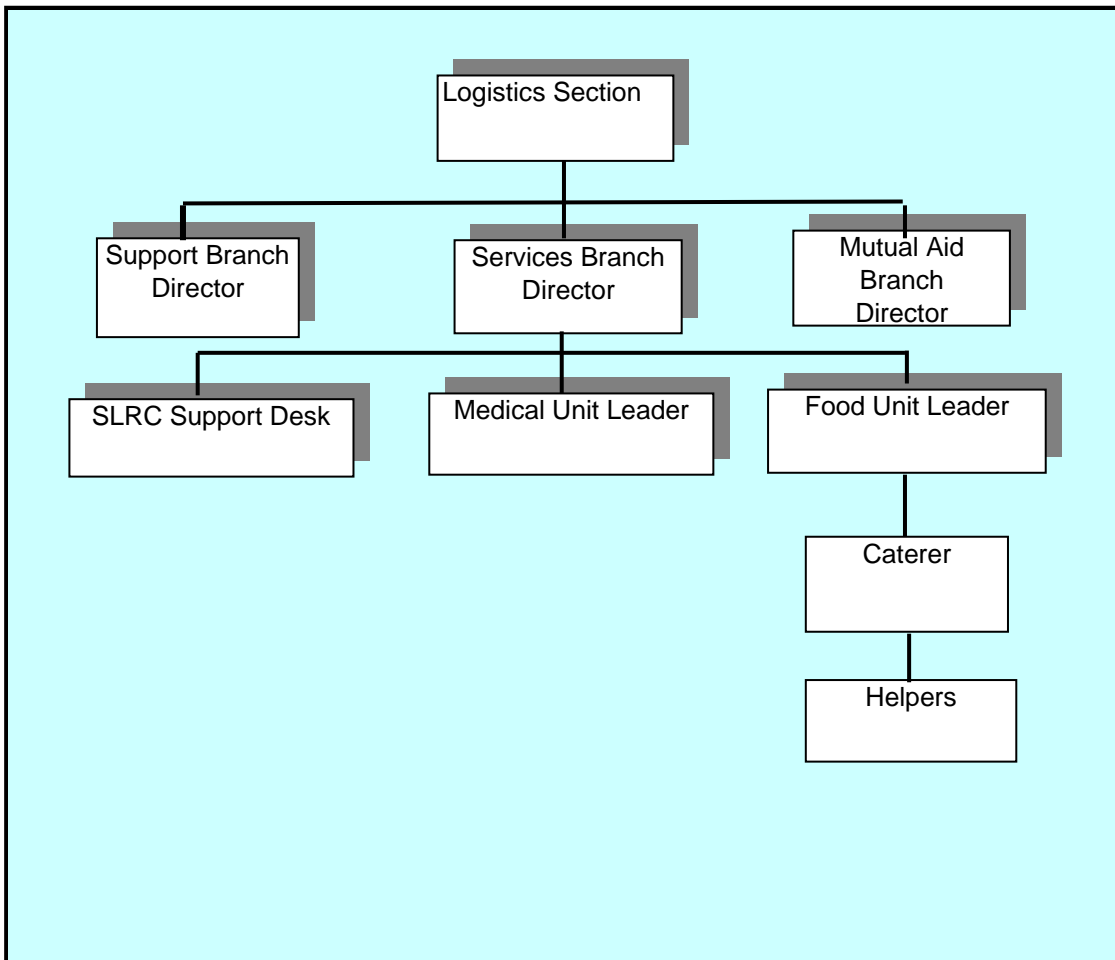
The Logistics Section Chief, a member of the General Staff, is responsible for providing facilities, services, and material in support of the incident. The Section Chief participates in development and implementation of the Incident Action Plan and activates and supervises the Branches and Units within the Logistics Section. The Logistics Chief oversees and directs the activities of the Services Branch, Support Branch, and the Mutual Aid Branch.

##### **Responsibilities:**

The general of the Logistics Section Chief includes:

- a. Be able to conduct basic ICS tasks in field, to include providing briefings to immediate supervisors, acquire work materials you staff, maintain accountability of assigned personnel as to exact location(s), personal safety, and welfare at all times, especially when working in or around incident operations.
- b. Plan organization of Logistics Section
- c. Assign work locations and preliminary work tasks to Section personnel.
- a. Notify Resources Unit of Logistics Section units activated including names and locations of assigned personnel.
- b. Assemble and brief Branch Directors and Unit Leaders.
- c. Participate in preparation of Incident Action Plan.
- d. Identify service and support requirements for planned and expected operations.
- h. Provide input to review Communications Plan, Medical Plan and Traffic Plan.
- i. Coordinate and process requests for additional resources.
- j. Review Incident Action Plan and estimate Section needs for next operational period.

- k. Advise on current service and support capabilities.
- l. Prepare service and support elements of the Incident Action Plan.
- m. Estimate future service and support requirements.
- n. Receive Demobilization Plan from Planning Section.
- o. Recommend release of unit resources in conformity with Demobilization Plan.
- p. Ensure general welfare and safety of Logistics Section personnel.
- q. Maintain Unit/Activity Log (ICS Form 214).



## B. The Function of the Support Branch

While the Support Branch focuses on supporting elements focuses its attention inward on the SEOC and SLRC. The Support Branch is responsible for management of facilities, supplies, and transportation during an incident.

### **The Support Branch Units**

The Support Branch is overseen by the Support Branch Director who is responsible for the management of all support activities during an incident. This position will be activated when required to support incident objectives.

The Support Branch is composed of the following four units:

- Facilities Unit – establishes and supports facilities
- Ordering Unit – orders resources through contractors/vendors
- Supply Unit – receives and delivers supplies
- Ground Support Unit – transports personnel, supplies, food, and equipment using fleet vehicles

## C. Services Branch Director

The Service Branch Director, when activated, is under the supervision of the Logistics Section Chief, and is responsible for the management of all service activities at the incident. The Branch Director supervises the operations of the Communications, Medical and Food Units.

### **Responsibilities**

- a. Be able to conduct basic ICS tasks in field, to include providing briefings to immediate supervisors, acquire work materials you staff, maintain accountability of assigned personnel as to exact location(s), personal safety, and welfare at all times, especially when working in or around incident operations.
- b. Obtain working materials for staff under your responsibility.
- c. Determine level of service required to support operations.
- d. Resolve Service Branch problems.
- e. Confirm dispatch of Branch personnel.
- f. Participate in planning meetings of Logistics Section personnel.
- f. Review Incident Action Plan.

- g. Organize and prepare assignments for Service Branch personnel.
- h. Coordinate activities of Branch Units.
- i. Inform Logistics Chief of Branch activities.
- k. Maintain Unit/Activity Log (ICS Form 214).

### **Ordering Unit**

Resources are defined as supplies, equipment, services, personnel, and teams. During a disaster, resources flow into the impacted area from a wide array of sources. The Logistics Section can obtain resources from the stockpiles in the SLRC, purchase resources from contingency contractors and local vendors, and work with the FDEM Finance Section for issuing and processing purchase orders. Additionally, the Operations Section can issue a Mission Assignment (MA) to another state agency to fill. This Mission Assignment (MA) directs the other agency to provide specific resources or services in support of response and recovery operations. "Resources" can include state and contractor response personnel.

The Support Branch's Ordering Unit is responsible for establishing a single-point ordering system that provides visibility and status of all orders. In large disasters, resources become scarce quickly, and single-point order helps to minimize duplication orders and eliminate unnecessary costs. Additionally, the Ordering Unit serves as the focal point for all purchases. In conjunction with the Logistics Chief, the Ordering Unit screens all material and service purchase requests to determine if the request can be filled from existing resources that are already on-hand or are available through the Logistics Supply Chain Management System.

### **Ordering Unit Organization**

The following roles are established within the Ordering Unit.

- Ordering Unit Leader
- Ordering Manager, Equipment
- Ordering Manager, Supplies

**Ordering Unit Leader (ORDL)** – The Ordering Unit Leader is responsible for establishing a single-point ordering system for ordering all resources (personnel, teams, equipment, and Initial Response Resources) and supplies for the incident. The unit is also responsible for the implementation and maintenance of the standards order tracking system or database. This includes the following duties:

- Reconciling orders made prior to arrival
- Identifying and resolving duplicate orders

- Ensuring ordering procedures are known to all incident personnel
- Establishing and maintaining names and telephone numbers of personnel receiving orders
- Determining best acquisition methods and providers for resources
- Placing orders
- Identifying times and locations for delivery of supplies and equipment
- Keeping personnel placing orders informed of order status
- Maintaining contact with the Finance/Admin Section Chief to request, manage, execute contracting authority, and pay for items or services procured

**Ordering Manager, Equipment (EOMG)** – Orders equipment available through the Logistics Management Center at the SLRC through the Logistics Supply Chain Management System. Processes requests for the purchase or lease of equipment through the Finance/Admin Section. For equipment that must be leased or purchased, the Ordering Manager for Equipment works with the requesting entity to ensure that requirements are detailed. This helps ensure that the requester gets the precise equipment to fill the need.

**Ordering Manager, Supplies (SOMG)** – Orders supplies. These supplies normally consist of consumable administrative supplies, including paper, printer cartridges, pens, and pencils. The Ordering Manager for Supplies processes orders through the he Logistics Supply Chain Management System. Large scale purchases are coordinated through the local Contracting Unit. The Ordering Unit often includes one or more government purchase credit card holders from the Finance Section. These cardholders normally fulfill routine supply orders from local vendors.



## **D. Communications Unit Leader**

The Communications Unit Leader (COM-L) is under the direction of the Logistics Section Chief, and is responsible for developing plans for the effective use of incident communications equipment and facilities; installing and testing of communications equipment; supervision of the Incident Communications Center; distribution of communications equipment to incident personnel; and the maintenance and repair of communications equipment.

### **Responsibilities**

- a. Be able to conduct basic ICS tasks in field, to include providing briefings to immediate supervisors, acquire work materials you staff, maintain accountability of assigned personnel as to exact location(s), personal safety, and welfare at all times, especially when working in or around incident operations.
- b. Review Unit Leader Responsibilities
- c. Determine unit personnel needs.
- d. Prepare and implement the Incident Radio Communications Plan (ICS Form 205).
- e. Ensure the Incident Communications Center and Message Center are established.
- f. Establish appropriate communications distribution/maintenance locations within base/camp(s).
- g. Ensure communications systems are installed and tested.
- h. Ensure an equipment accountability system is established.
- i. Ensure personal portable radio equipment from cache is distributed per Incident Radio Communications Plan.
- i. Provide technical information as required on:
  - Adequacy of communications systems currently in operation.
  - Geographic limitation on communications systems.
  - Equipment capabilities/limitations.
  - Amount and types of equipment available.

- Anticipated problems in the use of communications equipment.
- j. Supervise Communications Unit activities.
- k. Maintain records on all communications equipment as appropriate.
- l. Ensure equipment is tested and repaired.
- m. Ensure equipment is tested and repaired.
- n. Recover equipment from relieved or released units.

**E. Incident Dispatcher:**

The Incident Dispatcher (including incident Communications Manager) is responsible to receive and transmit radio and telephone messages among and between personnel and to provide dispatch services at the incident.

- a. Review Common Responsibilities under the Incident Command System structure.
- b. Ensure adequate staffing (Incident Communications Manager).
- c. Obtain and review Incident Action Plan to determine incident organization and Incident Radio Communications Plan.
- d. Set up Incident Radio Communications Center - check out equipment.
- e. Request service on any inoperable or marginal equipment.
- f. Set up Message Center location as required.
- g. Receive and transmit messages within and external to incident.
- h. Maintain files of Status Change Cards (ICS Form 210) and General Messages (ICS Form 213).
- i. Maintain a record of unusual incident occurrences.
- j. Provide briefing to relief on:
  - Current activities.
  - Equipment status.
  - Any unusual communications situations.

- k. Turn in appropriate documents to Incident Communications
- l. Demobilize communications center in accordance with Incident Demobilization Plan.

## **F. Medical Unit Leader**

The Medical Unit Leader, under the direction of the Service Branch Director or Logistics Section Chief, is primarily responsible for the development of the Medical Plan, obtaining medical aid and transportation for injured and ill incident personnel, and preparation of reports and records.

### **Responsibilities**

- a. Review Common Responsibilities under the Incident Command System structure.
- b. Review unit Leader Responsibilities under the Incident Command System structure.
- c. Participate in Logistics Section/Service Branch planning activities.
- d. Establish Medical Unit.
- e. Prepare the Medical Plan (ICS Form 206).
- f. Prepare procedures for major medical emergency.
- g. Declare major medical emergency as appropriate.
- h. Respond to requests for medical aid, medical transportation, and medical supplies.
- i. Prepare and submit necessary documentation.

## V. Concept of Operations

The Logistics Section Chief will activate the Logistics Section whenever an activation of the State Emergency Operations Center is imminent, or has occurred. At the direction of the Logistics Chief, the Services Branch will be fully staffed with sufficient staff to support each of the Service Branch Units used by the State of Florida. The Service Branch Director will oversee the activities of the sub-elements in under the Service Branch. As the need for additional support grows, the Services Branch Director will increase its manpower to accommodate greater demands and needs.

### A. Resource Management

*Specific details regarding the roles and responsibilities or resource management are also found in each Branch Annex and sub-annexes in the State Logistics plan. The following is general information that applies across the board. Specific details will be found within each Annex.*

- a. Pre planning AND contracts
  - i. Resource management is a sub-function of the overall supply chain management process. It begins with pre-planning;
    1. Developing the total resource requirement process
      - a. Total requirements for an event
      - b. Determining all available resources organic to each respective agency and organization
      - c. The difference between what is available and what is required is the “Delta” or what some refer to as a “Gap”
      - d. The “Delta” is what agencies are required to develop contracts for through commercial sources.
      - e. The State should only go to the Federal Government for resources not typically available through commercial means such as DoD military resource, or specialized tactical teams. Going to the federal government means that the State cannot contract for a specific resource (asset, commodity, or service).
    2. Based upon the “Delta” planning process, the State awards contracts under various competitive bid processes (ITB, RFP, and ITN), and developing relationships with qualified contractors.
    3. The Division’s Logistics Section issues multi-vendor contract awards, and rarely depends upon only one contractor for any resource. This ensures that the State has redundancy in our resource plan.

4. Capacity and capability presently ensures adequate resource through at least a Category 3 hurricane and well into a Category 4 or 5 before the State will require additional commodity and tactical assets from the Federal Government short of specialized assets.

**b. PRE-EVENT ACTIVATION AND DEPLOYMENT**

Events with advance warning (hurricanes, drought, flooding, pandemics, some terrorism threats,)

- i. When the State has advance warning or notification of an impending event, and the State EOC activation level is raised to a Level 2 or 1, the following process takes place within the Unified Logistics Section:

1. E-120 HOURS

- a. Warning Orders (WARNORD) are sent via group e-mails to members and contractors within the Unified Logistics Section of present activities and updates on the event. This allows them to begin advance planning in preparation of begin activated to deploy.
- b. Resource forecast models are run based on the projected impact areas. This includes commodities, equipment and personnel resources required.
- c. Contractors are contacted to update their "Resource Snap Shot", meaning that those resources the State has under contract with the vendors (water, ice, heavy equipment, base camps etc) are updated by the contractors as to availability, capacity, and capability. All contractors update their lists, although not all contractors may be used for a specific event. This affords the Section to determine the total response capacity and capability for a given event. This has historically proved to give the State a very accurate capability assessment from which we move to the next step.
- d. The State Logistics Response Center (SLRC) is activated and staffing begins from on-site personnel and pulling from additional staff in the local area to include:
  - i. Florida National Guard
  - ii. Florida Division of Forestry staff
  - iii. Long Term Recovery Office in Lake Mary, FL

- iv. Orange County Sheriffs Department, Incident Support Team
- v. Pre approved local contractors
- vi. Refer to SLRC Procedures

## 2. E-96 HOURS

a. Based on the projected magnitude of an event, various commodity and equipment packages are developed based on the forecast models developed by the Logistics Section. Typically, 2-3 sizes of packages are developed in order to give Management an opportunity to apply their insight and forecast to approve one or more level of packages to activate.

*i. Refer to Commodity Model Excel Spreadsheet*

b. Commodities from state contractors (water, ice and meals), are ordered to support E+24 – 96 hours post landfall / event. This supports commodities after the initial push of resources from the SLRC are expended.

c. The State Logistics Response Center (SLRC) is tasked to begin uploading resources. The SLRC typically maintains adequate resources to support a Category 3 hurricane for the first 24-36 hours, assuming a 5-7 county strike and 1,000,000 persons affected.

*i. 300-485 truckloads of resources will take 48-60 hours to upload utilizing the 19 semi-truck loading docks (Site has 26 docks)*

*ii. The SLRC can accommodate 110 trucks staged on site, with another 300-staged 5-miles away at the Orange County Convention Center overflow parking lot under agreement.*

## 3. E-60 HOURS

a. Two to four State Logistics Staging Areas are determined for potential activation.

*i. The State has 38 LSA sites pre-surveyed for this purpose across the state.*

*ii. Refer to State LSA Plan in Annex 9 – LSAs*

b. Florida National Guard and Division of Forestry personnel are placed on stand-by to support state LSA's

- c. Contact is made with each potential impact county to discuss local logistics operations. This includes activation of their County Staging Areas (CSA), and Points of Distribution (PODs). Counties must identify which PODs they will potential open and advise to what extent they will require assistance in personnel, material handling equipment, and other assets.
  - d. Based on the input from the counties, POD Support Packages of equipment are ordered from state contractors.
4. E – 48 HOURS
- a. A State Mobilization Area (MOBAREA) is established to receive out of state resources and personnel ordered. The MOBAREA is staffed by the DoF Type III IMT and simply checks in and holds resources on-site until post landfall / event (E).
    - i. *(Refer to State MOBAREA Plans in Annex 9 – LSAs)*
  - b. Resources begin to arrive at the State MOBAREA. Drivers are supported with on-site restrooms and minimum catering support.
5. E – 36 HOURS
- a. FL National Guard and DoF personnel begin to stand up their teams and move to pre staged areas in safe areas awaiting landfall.
  - b. Communications checks are performed with teams.
  - c. Short deployment resources (communications packages, SANPACS, catering teams etc.) are ordered to support State LSA’s once opened E +24 HOURS.
6. E – 24 HOURS to E
- a. Teams finalize their preparedness activities, as resources continue to arrive at State Mobilization Area(s).
- c. E + ACTIVATION and DEPLOYMENTS
- i. Activation and implementation of resources (personnel, equipment, commodities, and facilities).
    - 1. E + 24 HOURS
      - a. State Logistics Staging Areas are activated.
        - i. LSA personnel begin to move when winds drop below tropical storm force





- ii. The State requirements are that equipment is delivered and installed on-site within 12-18 hours of request. This is based on the fact that equipment packages were ordered pre-landfall and staged at the Equipment LSA or the SLRC.
  - 1. The State will NOT fill massive orders for assets that do not have a specific installation address, such as ordering 20 generators.
  - 2. Counties who wish to order assets and maintain control over a specific asset or a group of assets, MUST issue a local purchase order and pay for the asset directly.
- iii. Specialized equipment request may take from 48-96 hours to acquire such as 1-3 megawatt power plants and are typically short in supply nationally, and may take 2-3 days in travel time to arrive on site, with another 24-36 hours to install depending on the complexity of the asset and facility.
- iv. All equipment is tagged with an OrbiTrax satellite transponder so that the location of the assets can be constantly monitored and avoid theft or unauthorized movement.
- v. Equipment is placed until such time as power is restored or the emergency need for the asset is complete.
  - 1. Counties who wish to retain control over a specific asset MUST issue a local purchase order and pay for the asset directly.

b. **COMMODITIES**

Commodities are distributed based on emergency needs in specific communities. The number of county PODs, types of commodities, quantity, and length PODs will be in operation is directly tied to the level of community retailers reopening post event. PODS will not

be opened contiguous or within 5-miles of an open retailer, that has resource available for sale.

- i. Water will be pushed directly to county PODs for the first 72-hours WITHOUT having a mission request from the county. These are based on the Commodity Forecast Model.
- ii. Ice is a restricted item and will be deployed in support of Mass Care Shelters (public and special needs), hospitals, nursing homes, and special communities identified by County EOC's (elderly, isolated etc.)
- iii. Shelf Stable Meals will be distributed based on community needs. There are several types of meals available to include
  1. State of Florida, custom developed shelf stable meals (5-year shelf life)
  2. Military MRE's (5-year shelf life)
  3. Civilian versions of MRE's (3-year shelf life)
  4. Short shelf life commercial meal packs (6-8 months' shelf life)
- iv. Tarps are NOT distributed at PODs due to historical abuse. Tarps will be issued to VolAgs conducting dry-in operations as well as agencies and teams conducting home visits, both who can verify that actual need is there and the tarps can be used.

d. SUSTAINMENT OF OPERATIONS

i. EQUIPMENT

1. All equipment deployed to the field will be assigned a strict service and maintenance schedule.
  - a. Fuels will be provided every 24-hours to the asset installed and maintained by the State
  - b. Generators will undergo a preventive maintenance cycle every 250 hours of operation (oil changes)

ii. COMMODITIES

1. After the first 72-hours of operations, commodities will be pushed based on both "burn rates" (actual consumption assessments) as well as orders from

county EOC's as relayed to them by POD management teams.

e. DEMOBILIZATION

- i. Refer to each State LSA facility site Demobilization plan for details of asset demobilization.
- ii. All assets must be accounted for, will be cross-reference against the software, and printed documentation records of issuance.

iii. EQUIPMENT

1. All equipment will be recovered from the field and undergo both a full service schedule and decontamination process. Charges for the services are authorized as part of the deployment package, and will be performed at either the State LSA or SLRC prior to being returned to the vendor. The vendor may decide to perform these services, and bill the state so long as the costs are comparable.

iv. COMMODITIES

1. Any commodities remaining after the event will be recovered and distributed as follows.
  - a. Offered to affected counties for continued local use
  - b. Offered to host counties providing support to impact counties
  - c. Recovered back to the State Logistics Response Center for reuse so long as there is no damage and at least 1 year remaining on the expiration date.
  - d. Offered to other non-profit voluntary agencies performing disaster relief services
  - e. Offered to community food banks
  - f. Offered to other State agencies.

v. FACILITIES

1. Refer to Annex 9 – LSA's regarding the demobilization of temporary facilities