

**ESF Coordinators:**

General Services Administration  
Department of Homeland Security/  
Federal Emergency Management Agency

**Primary Agencies:**

General Services Administration  
Department of Homeland Security/  
Federal Emergency Management Agency

**Support Agencies:**

Department of Agriculture  
Department of Commerce  
Department of Defense  
Department of Energy  
Department of Health and Human Services  
Department of the Interior  
Department of Labor  
Department of Transportation  
Department of Veterans Affairs  
National Aeronautics and Space  
Administration  
Office of Personnel Management

**INTRODUCTION**

---

**Purpose**

Emergency Support Function (ESF) #7 – Logistics Management and Resource Support assists the Department of Homeland Security (DHS) by:

- DHS/Federal Emergency Management Agency (FEMA) Logistics providing a comprehensive, national disaster logistics planning, management, and sustainment capability that harnesses the resources of Federal logistics partners, key public and private stakeholders, and nongovernmental organizations (NGOs) to meet the needs of disaster victims and responders; and
- The General Services Administration (GSA) supporting Federal agencies and State, tribal, and local governments that need resource support prior to, during, and/or after incidents requiring a coordinated Federal response.

ESF #7 operates under the following authorities:

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended
- Homeland Security Act of 2002
- Homeland Security Presidential Directive 5
- Homeland Security Presidential Directive 8
- Post-Katrina Emergency Management Reform Act of 2006

**Scope**

---

ESF #7 provides centralized management for the role of the National Logistics Coordinator and management of resource support requirements in support of Federal, State, tribal, and local governments. ESF #7 scope includes:

- Setting forth the framework for DHS/FEMA and GSA to jointly manage a supply chain that provides a collaborative response for incidents requiring an integrated national response capability.
- Establishing a link between the DHS/FEMA national Logistics Management and the GSA Resources Support capabilities.

- Establishing a framework for the integration of internal and external logistics partners through increased collaboration in the planning, sourcing, acquisition, and utilization of resources.
- Accelerating communication among all service support elements in order to minimize recovery efforts in the impacted area and reestablish State and local self-sufficiency as rapidly as possible.

Logistics Management and Resource Support to Federal, State, tribal, and local governments consists of:

- GSA providing:
  - Emergency relief supplies.
  - Facility space.
  - Office equipment.
  - Office supplies.
  - Telecommunications (in accordance with the Office of Science and Technology Policy (OSTP) National Plan for Telecommunications Support in Non-Wartime Emergencies).
  - Contracting services.
  - Transportation services.
  - Personnel required to support immediate response activities.
  - Support for requirements not specifically identified in other ESFs, including excess and surplus property.

Resource support may continue until the disposition of excess and surplus property, if any, is completed.

- DHS/FEMA Logistics providing a nationally integrated process for the collaborative implementation of the logistics capability of Federal agencies, public- and private-sector partners, and NGOs.

The process is driven by three overarching principles:

- Integration of internal and external Federal disaster logistics partners.
- Collaboration between public- and private-sector partners and NGO stakeholders.
- Communication between all elements involved in the process from planning through execution, sustainment, and demobilization of response resources.

During response operations, acquisition of these resources will be supported by preexisting memorandums of understanding (MOUs), memorandums of agreement (MOAs), interagency agreements (IAAs), or through the execution of mission assignments between DHS/FEMA and GSA.

This document:

- Identifies the components of the ESF #7 Logistics Management and Resource Support delivery structure.
- Provides an overview of Logistics Management and Resource Support roles and responsibilities.
- Provides a concept of operations for Logistics Management and Resource Support in support of the *National Response Framework (NRF)*.

## Emergency Support Function #7 – Logistics Management and Resource Support Annex

---

- Describes how DHS/FEMA and GSA coordinate Logistics Management and Resource Support with other Federal agencies (OFAs); State, tribal, and local governments; and the private sector for incidents requiring Federal coordination.

### Policies

---

The ESF #7 Logistics Management and Resource Support capability is maintained in support of the National Response Coordination Center (NRCC). Nationwide Resource Support capabilities are channeled through the NRCC, the Regional Response Coordination Centers (RRCCs), or the Joint Field Office (JFO).

The primary determination of supply and service requirements is made by operational elements at the regional level working in concert with the affected State. Requests for resources flow upward and are tracked at the headquarters level. Existing Federal resources provide the primary source of personnel, equipment, materials, and supplies. Support that cannot be provided from Federal resources is secured through direct procurement or donations.

GSA is the primary agency for Resource Support and together with the other support agencies furnishes resources to help meet requirements to establish operations effectively at the headquarters and regional levels. Such support is terminated at the earliest practical time.

All acquisition and procurement activities by GSA are supported by written justification in accordance with current Federal laws and regulations (e.g., Federal Acquisition Regulations), which, when necessary, authorize other than "full and open competition." All procurement actions, including those for multimodal transportation services, are made at the request of Logistics Management and OFAs in support of the *NRF*, are in accordance with GSA's statutory and administrative requirements, and use the appropriate fund citation/reimbursement procedures. These procedures are described in the GSA/FEMA MOU, dated June 17, 2007, or succeeding agreements.

## CONCEPT OF OPERATIONS

---

### General

GSA activities are conducted primarily within the various organizational elements detailed in the *NRF* core document (i.e., JFOs, RRCCs, and the NRCC).

The DHS/FEMA Logistics adaptation of a supply chain management approach to managing the national logistics processes focuses the efforts of all partners and stakeholders of the end-to-end supply chain processes, beginning with planning of customer-driven requirements for materiel and services, delivery to disaster victims as requested by the State or tribe, and ending with replenishment of agency inventories.

Supply chain planning occurs at all levels within the national logistics management process. Strategic planning occurs within FEMA's Logistics Management Directorate supported by the following GSA elements:

- Office of Emergency Response and Recovery
- Public Building Service (PBS)
- Federal Acquisition Service (FAS)

In the field, DHS/FEMA and GSA will provide staff to support the ESF #7 mission and the Logistics Section in the JFOs, RRCCs, NRCC, Federal Mobilization Centers (MOB Centers), and National Logistics Staging Areas (NLSAs) for management and accountability of Federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and management and support of information technology systems services and other administrative services.

## **ORGANIZATION**

---

### **Headquarters-Level Logistics Management Structure (DHS/FEMA)**

- Establishes, maintains, and executes national logistics plans, policies, procedures, and doctrines.
- Develops and maintains national logistics support requirements and capabilities, and visibility of resources.
- Provides functional command, coordination, and oversight of all national logistics activities, including resource management at JFOs, Distribution Centers (DCs), and MOB Centers.
- Sets up and operates NLSAs/MOB Centers.
- Establishes national IAAs with OFAs/NGOs, MOAs/ MOUs, and standby logistics contracts.
- Coordinates the national logistics response through the national Logistics Management Center (LMC), which is part of the NRCC.
- Provides transportation assets and services contracts in support of the Mass Evacuation Incident Annex.

### **Regional/Field/JFO-Level Logistics Management Structure (DHS/FEMA)**

---

- Develops, maintains, and executes supplemental regional logistics plans, policies, and procedures that implement headquarters plans, policies, and procedures.
- Manages, directs, oversees, and executes national logistics support to State, tribal, OFA, and internal FEMA functions within the area of responsibility of the disaster incident.
- Staffs JFOs and NLSAs.
- Coordinates national logistics response for JFOs, NLSAs, and other field facilities. This support includes location, setup, voice and data communications, and other logistical support.
- Develops and coordinates regional requirements and capabilities with State, tribal, and local emergency managers/planners.
- Provides safeguards and accountability for Federal property and equipment assigned to the regions, the JFO, and the JFO area of responsibility (AOR).
- Executes regional IAAs with OFAs and NGOs and orders support from local sources.

## **Emergency Support Function #7 – Logistics Management and Resource Support Annex**

---

- Develops MOUs/MOAs as appropriate with Department of Defense elements within the region in coordination with assigned Defense Coordinating Officers for potential use of sites as MOB Centers or NLSAs.
- Manages, directs, or acts as Contracting Officer's Technical Representative for supporting Base Camp contracts.
- Implements a single-point ordering process.
- Manages and directs FEMA-contracted transportation resources assigned to the JFO AOR.
- Participates in the development of after-action reports and Remedial Action Management Program inputs to Headquarters to correct deficiencies or publicize best practices.

### **Headquarters-Level Response Support Structure (GSA)**

---

- The headquarters-level ESF #7 operates under the direction of the GSA Emergency Coordinator (EC).
- ESF #7 support operations are coordinated through the GSA EC in the Central Office, Washington, DC.
- Upon notification of an incident requiring a coordinated Federal response, the GSA EC makes an initial determination of which ESF #7 support agencies are required to provide immediate support and which are required to remain on standby.
- The EC represents ESF #7 in its interaction with the Domestic Readiness Group and maintains liaison with the regional ESF #7 and other interested parties.
- The GSA Central Office provides administrative support to ESF #7.

### **Regional-Level Response Support Structure (GSA)**

---

- The GSA Regional Administrator (RA), Regional Emergency Coordinator (REC), or Deputy REC (DREC) is the regional ESF #7 leader.
- The GSA RA, REC, or DREC provides a team that may consist of one or more of the following: a REC and/or team leader, contracting officer, telecommunications specialist, and real estate/leasing specialist, if needed, to coordinate the provision of ESF #7 support at the RRCC or JFO.
- The regional ESF #7 leader, along with a real estate/leasing specialist and a DHS representative, determines the location of the JFO in conjunction with the affected State/tribal representative.
- Support agencies provide representatives at the JFO on a 24-hour (12-hour shift) basis for the duration of the emergency response period, if required.
- For an incident affecting a multistate area, one location may be chosen as a consolidation point for all Logistics Management and Resource Support activities. The location must enhance support to all affected States and ensure coordination with other ESFs. The location is determined in concert with DHS and other ESFs during the planning process.

**ACTIONS: INITIAL AND CONTINUING ACTIONS – LOGISTICS MANAGEMENT**

---

**DHS/FEMA Headquarters, Regions and JFO/Field (Logistics Section)**

Under the supply chain management process adopted by DHS/FEMA Logistics, response actions are divided into three phases that encompass six steps:

- **Preparedness Phase**
  - Identify logistics requirements
  - Identify logistics resources
  - Balance logistics resources with logistics requirements
  - Establish and communicate logistics policies, procedures, and plans
  
- **Response Phase**
  - Provide logistics response to incident
    - Initial surge (push)
    - Ongoing sustainment (pull)
  
- **Recovery Phase**
  - Provide logistics recovery after incident

**ACTIONS: INITIAL ACTIONS – RESOURCE SUPPORT**

---

**GSA Headquarters**

Upon notification of a potential or actual incident:

- The GSA EC or an authorized representative, within 2 hours after notification, alerts the headquarters and regional ESF points of contact as required, ensuring that all internal GSA parties are fully informed of developments;
- The GSA EC alerts supporting agencies, as required; and
- The GSA EC provides support to Federal agencies engaged in the response as requirements are identified.

**GSA Region**

---

The REC or DREC assumes control of ESF #7 operations in the affected regions, and provides the following support as necessary:

- Deploys a representative to the RRCC.
- Deploys a team to the State emergency operations center as part of the Incident Management Assistance Team (IMAT) or, if circumstances dictate, the team may deploy to an Interim Operating Facility, the disaster site, or another location as specified by DHS.
- Ensures that a suitable JFO facility, using preidentified locations where applicable, is acquired and ready to occupy within 72 hours of receiving DHS requirements and/or DHS acceptance of the space.
- Provides support in acquiring communications, office furniture, equipment, and supplies to equip the JFO.

**ACTIONS: CONTINUING ACTIONS – RESOURCE SUPPORT**

---

Using the following procedures, ESF #7 provides, controls, and accounts for goods and services.

- Upon notification of space requirements, ESF #7 determines, through the regional GSA PBS, the availability of suitable space in federally owned or leased buildings.

When space in federally owned or leased buildings is not available or acceptable, the Federal Coordinating Officer (FCO) is notified. The ESF continues to work with the regional PBS to assist in locating suitable space elsewhere.

- Communications support is provided in accordance with the OSTP National Plan for Telecommunications Support in Non-Wartime Emergencies.
- Motor equipment is provided from the following sources:
  - Equipment owned by Federal agencies that is reassigned to the Federal operation
  - Federal supply schedule contractors
  - Other commercial sources
- All required office furniture and equipment is provided from Federal inventories or commercial sources.
- Office supplies and other expendables are provided from DCs or other government and commercial sources. Small businesses and vendors in the affected area are used whenever possible.
- Support is provided as required to augment DHS/FEMA and other ESF procurement functions on a case-by-case basis, using GSA contracting resources.
- ESF #7 makes available technical advisors (e.g., procurement, storage, transportation, and engineering advisory services specialists) in connection with damage surveys, appraisals, and building demolitions or repairs.
- ESF #7 determines the availability of and provides supplies stocked in DCs, the National Defense Stockpile, and customer supply centers if available.
- In addition to the above, ESF #7 transfers excess Federal personal property and provides other services as requested by the FCO.

**RESPONSIBILITIES: LOGISTICS MANAGEMENT**

---

**Primary Agency: DHS/FEMA**

As the primary agency for Logistics Management, DHS/FEMA Logistics divides its responsibilities along functional lines.

Logistics Management functions include:

- Material management that includes determining requirements, sourcing, ordering and replenishment, storage, and issuing of supplies and equipment. This includes network, computer, and communications equipment required to support JFO and other field operations.

## Emergency Support Function #7 – Logistics Management and Resource Support Annex

- Transportation management that includes equipment and procedures for moving material from storage facilities and vendors to incident victims, particularly with emphasis on the surge and sustainment portions of response. Transportation management also includes providing services to requests from other Federal organizations.
- Facilities management that includes the location, selection, and acquisition of storage and distribution facilities. These facilities include DCs, MOB Centers, and NLSAs. Logistics is responsible for establishing and operating facilities as well as managing related services to shelter and support incident responders in JFOs and other field-related operations, including Base Camps.
- Personal property management and policy and procedures guidance for maintaining accountability of material and identification and reutilization of property acquired to support a Federal response operation.
- Management of Electronic Data Interchange to provide end-to-end visibility of response resources.
- Planning and coordination with internal and external customers and other supply chain partners in the Federal and private sectors. Providing for the comprehensive review of best practices and available solutions for improving the delivery of goods and services to the customer.

### SUPPORT AGENCIES: LOGISTICS MANAGEMENT

Federal Partner	ESF Coordinator	Logistics Functions											Comments	
		Subsistence	Energy (oil and electricity)	Administrative Supplies	Petroleum Products	Engineering and Construction Materials	Personal Demand Items (water and ice)	Major End Items: Mobile Units	Medical Materiel	Property Management	Facility Management	Telecommunications Management		Transportation Management
DHS/ FEMA	ESF #5	■		■	■	■	■	■	■	■	■	■	■	Responsible for <i>NRF</i> logistics planning and execution. When additional resources are needed, the other ESFs are activated through mission assignments.
USDA/ FNS	ESF #11	■												Determines nutrition assistance needs, obtains food supplies, arranges for delivery of food supplies, and authorizes disaster food stamps.
USDA/ FS	ESF #4								■	■	■	■	Provides staff to support MOB Center establishment, if available, when mission assigned.	
USDA/ FSIS	ESF #11	■												Inspects food and coordinates disposal of contaminated food products.



**Emergency Support Function #7 – Logistics Management and Resource Support Annex**

Federal Partner	ESF Coordinator	Logistics Functions											Comments
		Subsistence	Energy (oil and electricity)	Administrative Supplies	Petroleum Products	Engineering and Construction Materials	Personal Demand Items (water and ice)	Major End Items: Mobile Units	Medical Materiel	Property Management	Facility Management	Telecommunications Management	
DOC										■	■		Provides technical expertise on structural surveys as well as the procurement of external consulting services.
DOD		■		■	■	■	■	■	■		■	■	When requested by FEMA and approved by DOD.
DOD/ USACE	ESF #3		■			■	■	■		■			Provides water, ice, construction materials, and engineering services when activated under ESF #3 – Public Works and Engineering and ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services. ESF #3 also provides a robust capability of mobile field elements and logistics support teams as requested.
DOE	ESF #12		■										In accordance with ESF #12 – Energy, coordinates with energy industries to assist in meeting critical fuel, lubricant, and electrical power needs unable to be met by Federal or State actions.
HHS	ESF #8								■	■			Provides medical supplies and response teams when ESF #8 – Public Health and Medical Services is activated. Also staffs field hospitals.
DOI									■	■	■	■	Provides staff to support MOB Center establishment, if available, when mission assigned.
DOT	ESF #1											■	Monitors and reports damage to the transportation system and infrastructure as a result of the incident.  Coordinates temporary alternative transportation solutions when systems or infrastructure are damaged or overwhelmed.  Coordinates the restoration and recovery of transportation systems and infrastructure.  Coordinates prevention, preparedness, and mitigation activities among transportation infrastructure stakeholders within the authorities and resource limitations of ESF #1 – Transportation agencies.

**Emergency Support Function #7 – Logistics Management and Resource Support Annex**

Federal Partner	ESF Coordinator	Logistics Functions											Comments	
		Subsistence	Energy (oil and electricity)	Administrative Supplies	Petroleum Products	Engineering and Construction Materials	Personal Demand Items (water and ice)	Major End Items: Mobile Units	Medical Materiel	Property Management	Facility Management	Telecommunications Management		Transportation Management
VA		■		■		■	■		■		■			Provides technical assistance in procuring medical supplies and other medical services.
GSA	ESF #7			■		■		■			■	■	■	When activated, provides contracting, regional telecommunications, facilities, land, supplies, transportation, and personnel.
NASA											■			Provides available space, buildings, airports, and telecommunications as may be required for emergency support operations.

**RESPONSIBILITIES: RESOURCE SUPPORT**

**Primary Agency: GSA**

As the primary agency for the Resource Support component of ESF #7, GSA’s EC is responsible for providing, directing, and coordinating ESF #7 operations.

The GSA REC is responsible for coordinating the following:

- On a case-by-case basis, locating, procuring, and issuing resources to OFAs for use in emergency operations necessary to support the Federal emergency response or to promote public safety.
- Coordinating the transfer of excess Federal personal property and assisting in its disposal when requested.
- Locating and coordinating the use of available space for incident management activities.
- Coordinating and determining the availability and provision of consumable nonedible supplies stocked in DCs and customer supply centers when available.
- Procuring required stocks from vendors or suppliers when GSA items are not available.
- Coordinating the procurement of communications equipment and services in accordance with the OSTP National Plan for Telecommunications Support in Non-Wartime Emergencies.

## Emergency Support Function #7 – Logistics Management and Resource Support Annex

- Providing support to the GSA Regional Administrator for all Resource Support activities.

### SUPPORT AGENCIES: RESOURCE SUPPORT

Agency	Functions
<b>Department of Commerce</b>	Through the Interagency Committee on Seismic Safety in Construction/Building and Fire Research Laboratory of the National Institute of Standards and Technology, provides technical expertise on structural surveys as well as the procurement of external consulting services. This procedure is necessary to assess the structural and fire safety of Federal and non-Federal damaged buildings and lifelines (e.g., public works and utilities).
<b>Department of Energy</b>	In accordance with ESF #12, coordinates with energy industries to assist in satisfying critical fuel, lubricant, and electrical power needs unable to be met by local, tribal, State, or Federal resources or actions.
<b>Department of Homeland Security</b>	<ul style="list-style-type: none"> <li>• Acts as liaison to provide logistical support to Federal, State, tribal, and local governments.</li> <li>• Provides Contracting Officer's Technical Representatives from the RRCC, IMAT, or NRCC Logistics or Operations Section for all ESF #7-executed procurement contracts as appropriate.</li> <li>• Provides an Accountable Property Officer to ensure compliance with property management regulations and assume responsibility for Federal property management associated with IMAT missions and general operations.</li> </ul>
	<b>National Cyber Security Division/National Communications System:</b> In accordance with ESF #2 – Communications, assists in coordinating the provision of commercial telecommunications assets within the incident area as appropriate.
<b>Department of Labor</b>	Provides technical personnel to assist in the identification and recruitment of individuals with specialized occupations needed to support response operations. The Job Corps at the regional level provides students and instructors capable of providing support. The Mine Safety and Health Administration provides engineering services to determine the cause or location of an event, performs structural integrity analysis, and recommends hazard mitigation.
<b>Department of Transportation</b>	Provides information about the status of the transportation infrastructure.
<b>Department of Veterans Affairs</b>	<ul style="list-style-type: none"> <li>• Provides technical assistance to identify and procure medical supplies and other medical services.</li> <li>• Provides personnel knowledgeable in Federal procurement and distribution operations.</li> <li>• Provides computer support operations as appropriate.</li> </ul>
<b>National Aeronautics and Space Administration</b>	Provides available space, buildings, airports, and telecommunications as may be required for emergency support operations.
<b>Office of Personnel Management</b>	Identifies, locates, and, if necessary, recruits personnel needed to support incident operations after appropriate coordination with GSA.

This page intentionally left blank.