



Department of Homeland Security Office of Inspector General

FEMA's Logistics Management Process for Responding to Catastrophic Disasters





Homeland
Security

July 7, 2010

Preface

The Department of Homeland Security (DHS) Office of Inspector General (OIG) was established by the *Homeland Security Act of 2002* (Public Law 107-296) by amendment to the *Inspector General Act of 1978*. This is one of a series of audit, inspection, and special reports prepared as part of our oversight responsibilities to promote economy, efficiency, and effectiveness within the department.

This report addresses the strengths and weaknesses of the Federal Emergency Management Agency's Logistics Management Directorate's process for responding to catastrophic disasters. It is based on interviews with employees and officials of relevant agencies and institutions, direct observations, and a review of applicable documents.

The recommendations herein have been developed to the best knowledge available to our office, and have been discussed in draft with those responsible for implementation. We trust this report will result in more effective, efficient, and economical operations. We express our appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in cursive script that reads "Richard L. Skinner".

Richard L. Skinner
Inspector General

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Abbreviations

CORE	Cadre of On-call Response Employees
DHS	Department of Homeland Security
FEMA	Federal Emergency Management Agency
FY	Fiscal Year
GSA	General Services Administration
LMD	Logistics Management Directorate
OIG	Office of Inspector General

OIG

*Department of Homeland Security
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Executive Summary

The Federal Emergency Management Agency has made significant progress in enhancing its logistics capability and, based on recent initiatives, is better prepared now than at any previous time for dealing with a catastrophic disaster. Notwithstanding dramatic changes following a congressionally mandated reorganization in 2007, which resulted in the creation of the Logistics Management Directorate, a number of persistent issues inhibit further improvement.

The agency has made great strides to improve its logistics capability by: (1) increasing staff levels; (2) training and developing personnel; (3) enhancing coordination among federal, state, and local governments, nongovernmental organizations, and the private sector; (4) developing plans and exercises to improve readiness; (5) utilizing interagency agreements and contracts for needed commodities; (6) conducting meetings and teleconferences with logistics partners; and (7) reviewing and evaluating performance. The logistics transformation that began in 2007 is expected to be completed by 2014.

Despite progress at the federal level, corresponding improvements in many of the state and local governments have lagged behind due to staffing and budget restrictions. Another difficulty is the inability of the agency's information systems to communicate directly with the systems of their federal partners.

We are making two recommendations to assist FEMA in its management and oversight function. We will follow up on progress made in this area during our scheduled Federal Emergency Management Agency Disaster Preparedness Inspection.

Background

In 2007, the House Committee on Oversight and Government Reform requested that the Office of Inspector General assess the Department of Homeland Security (DHS) Federal Emergency Management Agency's preparedness for the next catastrophic disaster. In March 2008, we issued the report *FEMA's Preparedness for the Next Catastrophic Disaster* (OIG-08-34) in response to that request. This follow-up report focuses on FEMA's initiatives to increase its logistics preparedness for catastrophic incidents.

Logistics deals with the procurement, supply, and maintenance of equipment and the provision of facilities; with the movement, evacuation, and supply/support of personnel and services; and with related matters. As defined by legislation,¹ a catastrophic incident is "any natural disaster, act of terrorism, or other manmade disaster that results in extraordinary levels of casualties or damage or disruption severely affecting the population (including mass evacuations), infrastructure, environment, economy, national morale, or government functions in an area." By these criteria, Hurricane Katrina qualified as a catastrophic incident.

The hurricane's devastation overwhelmed the capacity of federal, state, and local governments to respond and recover. FEMA experienced significant challenges, some of which garnered media attention and invoked public criticism. Logistical shortcomings involved misplaced shipments, spoiled food that had to be discarded, and wasted truckloads of ice left to melt. The difficulty of responding to such a catastrophic event was a catalyst for changes in federal policy and reorganization within FEMA.

A major change was the *Post-Katrina Emergency Management Reform Act* (see note 1), which required FEMA to lead and support the Nation in a comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation. The act further required FEMA to develop an efficient, transparent, and flexible logistics system for procurement and delivery of goods and services necessary to respond to natural disasters, acts of terrorism, other manmade disasters, and for real-time visibility of items throughout the logistics system.

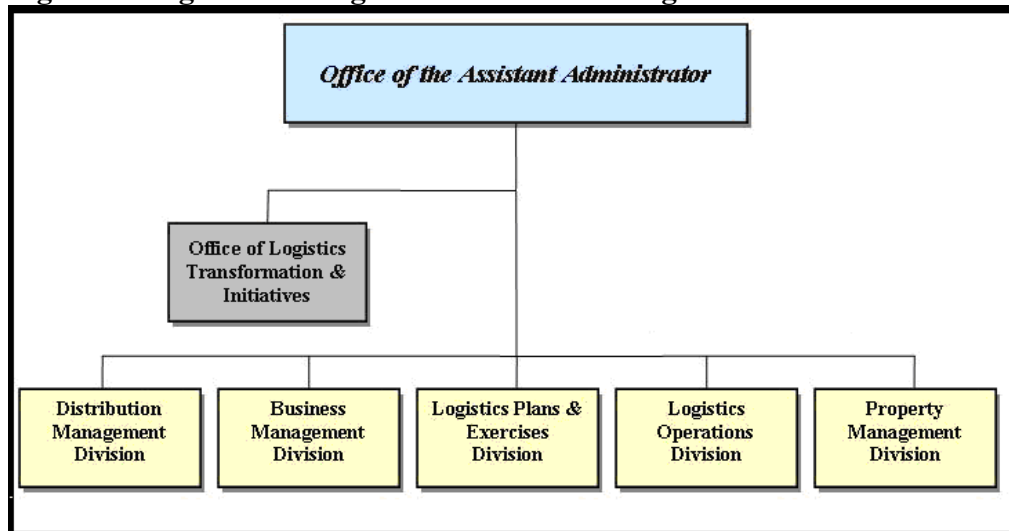
¹ The *Post-Katrina Emergency Management Reform Act of 2006* (P.L. 109-295), Title VI – National Emergency Management, *Department of Homeland Security Appropriations Act of 2007*.

In April 2007, as part of FEMA’s reorganization, the logistics function, which had been a small branch within the former Response Division, was elevated to a directorate. The Logistics Management Directorate (LMD) is FEMA’s major program office responsible for all aspects of logistics policy, guidance, standards, execution, and governance of logistics activities.

Originally tasked with providing recovery assistance following major disasters, LMD’s new mission is to plan, manage, and sustain the national logistics response and recovery operations response to domestic emergencies and special events. In carrying out that mission, LMD serves as the National Logistics Coordinator and is responsible for coordinating with partners in the public and private sectors in order to strategically position initial and follow-on response resources based on anticipated need, and to distribute the assets to the states in a timely manner. The concept recognizes that LMD must collaborate with its national partners to promote a truly integrated disaster logistics approach.

Figure 1 shows an organization chart of the new LMD.

Figure 1: Logistics Management Directorate Organization Chart



Source: OIG, prepared using FEMA data. A description of LMD’s major component units is contained in Appendix C.

Results of Review

FEMA has made great strides to improve its logistics capability by: (1) increasing staff levels; (2) training and developing personnel; (3) enhancing coordination among federal, state, and local governments, nongovernmental organizations, and the private sector; (4) developing plans and exercises to improve readiness; (5) utilizing interagency agreements and contracts for needed commodities; (6) conducting meetings and teleconferences with logistics partners; and (7) reviewing and evaluating performance. Given the recent initiatives, FEMA is better prepared now than at any previous time for dealing with a catastrophic disaster. The logistics transformation that began in 2007 is expected to be completed by 2014.

In keeping with the National Response Framework, which provides guidance for managing incidents, FEMA's LMD is the National Logistics Coordinator, as co-lead of Emergency Support Function #7 with the General Services Administration (GSA). FEMA provides initial response resources and integrates the activities of the logistics emergency management community, which includes federal, state, nongovernmental, and private sector logistics partners. FEMA is also involved with increasing the states' planning and execution capabilities.

Despite FEMA's recent initiatives, which are described below, a number of factors inhibit continued enhancement of the logistics community's capabilities. Although FEMA and its federal partners have made progress, corresponding logistics improvements at the state and local levels have lagged behind. Some states do not have adequate logistics functions, and the situation is unlikely to change in the current fiscal environment.

Another difficulty is the inability of FEMA's information systems to communicate directly with the systems of federal partners, including GSA, the Defense Logistics Agency, and the U.S. Army Corps of Engineers. To address this issue, a 4-year development plan was recently assigned new contracts to reconfigure the software in a way that would allow FEMA to communicate with its partners' systems. FEMA's logistics system is not expected to be fully functional for several years.

FEMA also faces internal logistics challenges. As part of the LMD transformation, FEMA identified the need for permanent full-time

regional logisticians to plan, lead, and coordinate activities during disasters and to assist state and local governments.

LMD Initiatives

To assess LMD’s progress, we reviewed the following key functional areas:

- Staffing, Training, and Credentialing
- Planning
- Coordinating
- Sourcing
- Tracking and Timing Deliveries
- Communications
- Evaluating Performance

Staffing, Training, and Credentialing

FEMA relies on a staffing combination of permanent full-time employees, temporary employees, and contractors to respond to incidents. Since FEMA reorganized in 2007, it has almost tripled the number of permanent full-time logistics staff from 54 to 150, and reprogrammed 15 headquarters positions to the field, where there was a greater need. In addition, FEMA has increased its experienced disaster temporary workforce, including hundreds of Cadre of On-call Response Employees (CORE).

Table 1. LMD Staffing Totals

LMD Staffing Totals		
Type of Appointment	Allocated Positions	
	FY07	FY 09
Full-time Positions	67	163
CORE Positions	184	321
Totals	251	484

Source: Prepared by OIG, from FEMA data.

FEMA has also partly addressed staffing shortfalls through its training strategy. Staff rotations were arranged in order to train employees in multiple areas, and additional systems training was implemented. In 2009, FEMA hosted a National Training Symposium called “Boot Camp 09.” This event involved internal

and external partners, including more than 150 logistics reservists and staff from all 10 regions for predisaster synchronization and training. Topics of discussion included the latest logistics concepts, policy changes, new processes, and lessons learned.

FEMA launched the Credentialing Plan, which aims to standardize the training, experience, and skill requirements for logistics personnel serving in disaster-related positions. The plan provides current and prospective workforce members with a clear understanding of the specific skill sets and experiences required and concise guidelines for each position. Training began at the end of 2009, with a goal of having 85% of all disaster assistance employees fully certified by the end of 2010.

Planning

In conjunction with FEMA headquarters and regions, LMD develops plans and coordinates exercises aimed at identifying limitations and enhancing readiness. Using lessons learned during exercises, LMD works with FEMA regional offices and state responders to conduct after-action reviews and implement corrective measures. The regional offices also determine likely disaster scenarios within their respective regions, taking into account the infrastructure, resources, and preparedness of the state, local, and tribal governments to respond to incidents. The regional offices are the primary conduit through which information flows between FEMA and emergency responders at the state and local levels. In 2008, FEMA established Regional Planning Teams to assist its regional offices in supporting their state, local, and tribal partners.

Despite recent progress, FEMA is concerned that budget constraints in the current economic condition will hinder the ability of state and local governments to participate in future planning and exercises.

Planning activities are closely coordinated with other FEMA directorates that set planning milestones, establish working groups, and conduct training exercises. FEMA also coordinates plans with its federal logistics partners: GSA, the Defense Logistics Agency, and the U.S. Army Corps of Engineers.

Coordinating

As the National Logistics Coordinator, co-lead of Emergency Support Function #7, FEMA relies on strong collaboration with

other federal agencies, nongovernmental organizations, state and local governments, and the private sector to establish integrated disaster support supply chains. To improve coordination throughout the logistics process, FEMA conducted the first National Logistics Coordination Forum in March 2008, consisting of representatives from all supply chain partners. A subset of this forum, the Distribution Management Strategy Working Group, was established to analyze and develop a comprehensive distribution and supply chain management strategy. In April 2009, FEMA issued guidance for integrating the operations and logistics functions at the incident, regional, and headquarters levels.

FEMA regional offices are responsible for coordinating with state, local, and tribal governments as well as channeling information between state and local responders and FEMA headquarters. The regional offices are also responsible for determining likely disaster scenarios in their geographic areas and assessing their state and local counterparts' preparedness.

FEMA works with the U.S. Chamber of Commerce and with trade associations to build awareness of logistics processes and procedures. Biweekly "Vendor Day" meetings are held to invite private sector companies to share information on their products and services.

FEMA also works closely with nongovernmental disaster relief organizations providing coordination and support. In 2009, a consortium of voluntary organizations active in disasters presented FEMA with its annual "Partner of the Year" Award for the agency's assistance to the nongovernmental disaster relief community.

Sourcing

FEMA relies on four different sourcing methods to acquire commodities needed to respond to a disaster: (1) warehoused goods; (2) interagency agreements; (3) mission assignments; and (4) contracts.

Warehoused goods are controlled by FEMA and are immediately available when incidents occur. However, most warehoused goods have a limited shelf life, and may have to be discarded if not used within that shelf life. Warehoused goods include Initial Response Resources, which are intended to sustain life and prevent further property damage. Table 2 shows a partial list of these items.

Table 2. Initial Response Resources to Sustain Life and Protect Property

Resources	
Water	Cots
Tarps	Blue roof sheeting
Meals	Blankets

Source: Prepared by OIG, from FEMA data.

To ensure that Initial Response Resources are available where needed, they are strategically stored through FEMA’s Pre-positioned Disaster Supplies Program. Initial Response Resources are pre-positioned at areas with high hurricane and earthquake risk, as well as at various locations ready for transport. Pre-positioned Initial Response Resources were delivered to Guam in preparation for a typhoon threatening the Northern Mariana Islands.

FEMA uses interagency agreements to access contracts held by other federal agencies. For example (as shown in table 3), FEMA has interagency agreements with the Defense Logistics Agency and GSA for a number of items, including water and emergency meals.

Table 3. Examples of Interagency Agreements, 2008

Agency	Good/Service
Federal Protective Service	Guard services
General Services Administration	Water
Defense Logistics Agency	Emergency meals Fuel
Immigration and Customs Enforcement	Transportation of the FEMA Administrator
General Services Administration	Contract support for operations
U.S. Department of Housing and Urban Development	Disaster Housing Assistance Program
Federal Bureau of Investigation	Processing of fingerprints
U.S. Coast Guard	Oversight of debris removal from navigable waterways

Source: Prepared by OIG, from FEMA data.

Mission assignments are work orders issued by FEMA to other federal agencies that direct the completion of a specific task and are intended to meet urgent, immediate, and short-term needs. They allow FEMA to quickly task federal partners to provide critical resources, services, or expertise. To expedite the delivery of federal assistance, FEMA has developed hundreds of pre-scripted mission assignments with 30 federal agencies (see table 4).

Table 4. Examples of Mission Assignments, 2008

Agency	Description of Work
U.S. Army Corps of Engineers	Oversight of state and/or local entities' debris operations; water
U.S. Army Corps of Engineers	Planning and preparation for temporary roofing
U.S. Coast Guard	Mobile communication teams
Federal Protective Service	Contract security officers
U.S. Department of Agriculture	Personnel to control the spread of animal disease agents
U.S. Forest Service	Emergency road clearing
National Geospatial Intelligence Agency	Support for the FEMA Urban Search and Rescue operations
U.S. Department of Defense	Aircraft and personnel to support medical patient evacuation
U.S. Department of Health and Human Services	Medical evacuation of patients
National Park Service	Support of FEMA search and rescue disaster operations
Environmental Protection Agency	Conduct oil and hazardous materials field operations

Source: Prepared by OIG, from FEMA data.

As table 5 shows, FEMA also uses contracts, which can be activated following an incident to provide services such as ambulance and bus evacuation, facilities support, electrical generator maintenance, and temporary housing support.

Table 5. Examples of Advance Contracts in Place, 2008

Type of Service
Disaster Legal Services
Hotel Authorization (Intake Management) for Disaster Victims
Housing Inspection Services
Temporary Housing Support
Maintenance of Disaster Housing
Generator Maintenance
Evacuation Planning and Operational Support
Base Camp Support
Ambulance Services

Source: Prepared by OIG, from FEMA data.

In August 2009, we issued a report² that examined FEMA’s sourcing and concluded that the existing decentralized process suffered from inefficiencies, including poorly integrated information systems, and was susceptible to duplication and waste. FEMA agreed with our findings and is working with its partners to develop processes to make the planned Single-Point Ordering system a reality. Like some of the other initiatives, this system is not expected to be fully implemented for several years.

Tracking and Timing Deliveries

As part of the agency’s restructuring, FEMA set out to transition to a “21st century” logistics system that would incorporate modern efficiencies, allowing FEMA to store and ship fewer supplies, yet have greater assurance that they will arrive when and where needed.

As a first step, in 2005, FEMA began implementing the Total Asset Visibility program, which is designed to provide asset and in-transit visibility as well as electronic order management for all primary commodities.

Costs of FEMA’s Total Asset Visibility Program

The initial attempt to implement this program cost FEMA \$117.3 million over 4 years. FEMA transitioned the program into the Logistics Supply Chain Management System, or Phase II, which is designed to address earlier shortcomings such as

² *FEMA’s Sourcing for Disaster Response Goods and Services*, OIG-09-96, August 2009.

information transfer, systems interaction, data entry, and data accuracy issues while providing data access to federal, state, tribal, and local logistics partners. Phase II is expected to cost \$93.8 million and be operational by 2012. As shown in table 6, FEMA estimates that the continued operation and maintenance will cost \$109.9 million.

Table 6. Costs for Total Asset Visibility/ Logistics Supply Chain Management System

Period	Phase	Actual/Projected Cost
2005–2009	Phase I	\$ 117,311,000
2009–2012	Phase II	93,832,000
2012–2017	Operations, Maintenance, and Management	109,938,000
Total Costs		<u>\$ 321,081,000</u>

Source: Prepared by Logistics Management Directorate.

Phase II is not yet fully functional, which hinders FEMA’s ability to accurately report and facilitate decisions. FEMA has partnered with GSA and the Defense Logistics Agency as customers, and both agencies have responded positively to the system’s projected features. FEMA’s ability to respond to catastrophic disasters will be limited until the system is fully implemented.

Given that the initial Total Asset Visibility project had to be directed into a second phase, it is unclear whether sufficient quality controls and assurances are in place to evaluate whether the system is being developed according to specifications, and whether it will deliver what the agency needs. We raised similar concerns about other information technology systems in 2006 and 2008³. It is important that LMD consult with FEMA’s Chief Information Officer to determine whether Phase II is progressing on schedule and whether an independent evaluation of the system is warranted.

³ FEMA’s Progress in Addressing Information Technology Management Weaknesses, OIG-07-017, December 2006; and Logistics Information Systems Need To Be Strengthened at the Federal Emergency Management Agency, OIG-08-60, May 2008.

Communications

Recognizing that communication was the single largest failure during the 2005 hurricane season, the LMD has taken a number of positive steps. To facilitate communication, it holds weekly teleconferences between headquarters and regional staff, as well as other federal agencies involved in logistics. Several regional managers we spoke with expressed satisfaction with recent communications initiatives, reporting good interactions between headquarters and the field, improved communications, active regional involvement, and finally having “a voice at the headquarters level.”

LMD also hosts periodic “summit” meetings featuring presentations by FEMA and other federal partners, including GSA, the Defense Logistics Agency, and the U.S. Army Corps of Engineers. These meetings are a platform to discuss ongoing initiatives, solicit ideas, and discuss lessons learned. Recent discussions have included: (1) other federal agencies’ roles to leverage buying power for improved response and lower costs; (2) providing emergency resources; and (3) deploying facilities for storing and distributing emergency commodities.

In an effort to standardize and disseminate best practices, LMD has issued a number of guidance documents. In FY 2009, it issued several guidance documents, including the Temporary Housing Unit Concept of Operations, the Logistics Operations Manual, and the Logistics Management Center Standard Operating Procedures.

Evaluating Performance

Following each exercise or actual incident, LMD conducts after-action reviews to discuss with supply chain partners any challenges encountered, where corrective actions are needed, and what best practices should be applied moving forward. Corrective actions are monitored, and when successful, incorporated into procedures, policies, and training.

Through face-to-face meetings, FEMA works with regional logistics staff to identify areas needing attention, including the states’ capabilities. Plans are then designed and implemented to address areas of need.



FEMA generators are unloaded from a C-17 military cargo plane in American Samoa to help provide electric power to disaster survivors following the September 2009 tsunami. *Photo by Casey Deshong/FEMA*

Conclusion

FEMA has made substantial progress in the logistics area, but continues to face challenges as it enhances preparedness. In carrying out its role as the National Logistics Coordinator, LMD is responsible for coordinating with public and private sector partners to provide a truly integrated approach to disaster logistics.

FEMA faces challenges regarding its inability to communicate directly with the information systems of its federal partners. Because of the importance placed on the yet-to-be completed Total Asset Visibility program and because it is expected to cost more than a quarter billion dollars over the 7-year development stage, it is important that LMD consult with the FEMA Chief Information Officer to determine whether the proposed Phase II has the ability to support logistics operations, whether it is progressing on schedule and whether an independent evaluation of the system should be conducted.

Some state and local jurisdictions' logistics capabilities are deficient because of staffing and budget shortfalls. FEMA is aware that those deficiencies detract from the concept of community integration. FEMA needs to explore alternative ways to identify state and local shortcomings and to help those jurisdictions to enhance their capabilities.

Recommendations

We recommend that the Administrator, Federal Emergency Management Agency:

Recommendation #1: Evaluate whether the Total Asset Visibility system being developed is on track to support logistics operations. The evaluation should include such functions as

- information technology systems' requirements,
- staffing needs, and
- coordination with emergency management partners.

Recommendation #2: Work with state partners to identify and overcome state and local logistical deficiencies.

Management Comments and OIG Analysis

FEMA concurs with our recommendations and will provide us with a detailed corrective action plan, with timeframes, in 90 days. We consider the two recommendations resolved but open, pending receipt and review of FEMA's corrective action plan.

Appendix A

Purpose, Scope, and Methodology

The objectives of our audit were to determine (1) the status of LMD's strategic plans, accomplishments, partnerships, performance, and existing challenges, and, (2) determine LMD's progress in preparing for the next catastrophic disaster. This is the first comprehensive review of FEMA's LMD since it was elevated from a branch within the former Response Division to the directorate level.

We reviewed the following key functional areas:

- Staffing, Training, and Credentialing
- Planning
- Coordinating
- Sourcing
- Tracking and Timing Deliveries
- Communications
- Evaluating Performance

Audit fieldwork was conducted in the Washington, DC, area, where we interviewed FEMA officials from LMD as well as other agency components. We also interviewed regional FEMA officials and representatives from federal partner agencies and nongovernmental organizations.

We conducted our audit between January and September 2009 under the authority of the *Inspector General Act of 1978*, as amended, and according to *Government Auditing Standards* issued by the U.S. Government Accountability Office.

Appendix B Management Comments to the Draft Report

U.S. Department of Homeland Security
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Washington, DC 20472



FEMA

APR 30 2010

MEMORANDUM FOR: Matt Jadacki
Deputy Inspector General
Office of Emergency Management Oversight
Office of Inspector General

FROM: 
David J. Kaufman
Director
Office of Policy and Program Analysis

SUBJECT: Comments on OIG Draft Report, *FEMA's Logistics Management Process for Responding to Catastrophic Disasters*

Thank you for the opportunity to review and comment on the Office of Inspector General's (OIG's) subject draft audit report. As the Federal Emergency Management Agency (FEMA) works toward refining its programs, the OIG's independent analysis of program performance greatly benefits our ability to continuously improve our activities. Technical comments have been provided under separate cover.

FEMA concurs with the draft report's two recommendations and has taken actions to implement them. While we will be providing corrective action plans in our 90-day response, we provide the following information relative to the two recommendations:

Recommendation 1: Evaluate whether the Total Asset Visibility (TAV) system that is under development is on track to support logistics operations. The evaluation could include such functions as:

- Information technology systems' requirements,
- Staffing needs, and
- Coordination with emergency management partners.

Response: Actions are ongoing to implement recommendation one. TAV (renamed Logistics Supply Chain Management System/LSCMS) has undergone extensive reviews by FEMA and Department of Homeland Security (DHS) executive levels to include the Acquisition Review Boards, Enterprise Architecture Boards, and Office of Chief Information Officer (OCIO) program reviews. We have also been included in the FEMA

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Management Comments to the Draft Report

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acquisition portfolio review process. During these reviews, information technology systems' requirements, staffing needs, and coordination with emergency management partners have been, and continue to be, carefully and closely scrutinized. Our next DHS portfolio review is scheduled for May 27, 2010. In addition, during the course of this audit, we provided the OIG team access to our SharePoint and all of our signed approved documents and processes. The following documents contain the current performance metrics and can be found on the LCSMS SharePoint site:

- Operational Requirements Document
- Exhibit 300
- Acquisition Program Baseline
- Performance Management Plan outlines our metrics strategy and is very detailed. This document is neither required by DHS nor FEMA. However, the Logistics Systems Program Office recognized the need for a definitive plan to accomplish measurement tracking. This document is currently in draft and scheduled for a preliminary review during 3rd quarter FY10.
- Master Schedule – monitored weekly by the Property Management Officer and bi-weekly by OCIO.

The FEMA OCIO has appointed a dedicated Delivery Manager to the LSCMS/TAV Program. Additionally, we conduct weekly Executive Reviews at which the Chief Information Officer (CIO) personally participates. We also conduct bi-weekly meetings at which the project managers, along with OCIO key players, participate. The FEMA CIO attends and Co-Chairs these meetings.

Recommendation 2: Work with state partners to identify and overcome state and local logistical deficiencies.

Response: With a long-term goal of creating a logistics technical assistance program, we have been working with the states to develop and implement the Logistics Capability Assessment Tool (LCAT). The LCAT provides states an automated capability to self-assess their logistics maturity in five key areas: logistics planning, operations, organization, property management, and distribution management. We have also created a Standard Operational Procedure (SOP) that assists the states with the emergency supplies grant approval process as they determine their needs through the self-assessment.

This is the second year of the Demonstration Program/LCAT. This initiative is a result of the Congressional Conference Report 109-699, pg 162, directing FEMA to develop and conduct a Demonstration Program with regional and local governments “to improve readiness, increase response capacity, and maximize the management and impact of homeland security resources.” Drawing upon input from select FEMA regions and states, FEMA developed a collaborative tool for use by states to help evaluate their current disaster logistics readiness, identify areas for targeted improvement, and develop a roadmap to mitigate weaknesses and enhance strengths. As of February 2010, FEMA

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Management Comments to the Draft Report

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has trained all 10 of its regions, conducted briefings for 35 states and territories, and has facilitated 12 two-day LCAT focus sessions with states and territories. See attached Fact Sheet.

To further help improve state and local readiness, beginning in FY2009, critical emergency supplies, such as shelf stable food products, water, and basic medical supplies are an allowable expense under the State Homeland Security Program. Prior to Grant Programs approving grant funding, FEMA Logistics conducts a technical review to ensure the state has offered a viable inventory management plan, an effective distribution strategy, considered sustainment costs, and has logistics expertise. FEMA Logistics continues to assist Grant Programs in monitoring and reviewing progress of the program. FEMA Logistics is also working with National Preparedness to publish a Logistics Comprehensive Planning Guide (CPG 201) to further support state logistics planning and preparedness. This guide includes a standard logistics plan template, with instructional information on staging areas, points of distribution (PODS), LCAT, Critical Emergency Supplies (CES), United States Army Core of Engineers predictive modeling, and more.

Thank you again for the opportunity to comment on this draft report and we look forward to working with you on other issues as we both strive to improve FEMA.

Attachment

Appendix C

FEMA Logistics Organizational Components

Below are descriptions of LMD's major organizational components.

Office of Logistics Transformation and Initiatives – Acts as the primary LMD transformation agent by researching, recommending, and integrating emerging concepts and initiatives to enhance the directorate's mission.

Distribution Management Division – Manages the FEMA warehousing and transportation systems used to receive, store, maintain, issue, distribute, and track supplies, as well as servicing material and equipment. The division is comprised of the following branches: Transportation Management, Supply Chain Integration, Regional Distributions Centers, and Maintenance.

Business Management Division – Provides comprehensive administrative support for LMD's fiscal, human capital, professional development, and training functions. It manages and integrates human resource objectives and formulates and oversees the budget. The division is comprised of the Human Capital and Training Branch and the Budget, Programs & Analysis Branch.

Logistics Plans & Exercises Division – Develops and provides plans and exercises to the field aimed at identifying limitations and enhancing partners' readiness. From lessons learned during the exercises, the division implements corrective actions and conducts post-action reviews. The division is comprised of the following branches: Plans & Exercises and Assessment & Analysis.

Logistics Operations Division – Manages and executes the command, coordination, tracking, and reporting for all-hazards operations. It serves as the central reporting element for the National Response Coordination Center on all logistics actions and operational activities and manages FEMA's temporary housing unit program, maintaining custody of manufactured housing. The division is comprised of the Current Operations and the Logistics Support branches.

Property Management Division – Provides oversight, internal control, and technical services to manage personal property assets and enhance its accountability, reutilization, and disposal. The division is comprised of the Logistics Systems Branch and the Inventory Management Branch.

Appendix D
Major Contributors to this Report

Donald Bumgardner, Director
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Appendix E
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