

Lesson 8: Resource Request Process and Management

Lesson Overview

This lesson provides an overview of the resource request process and management.

Upon completion of this lesson, you will be able to:

- Identify the concepts of resource management.
- Describe effective management of resources.
- Distinguish between “push” and “pull” of resource management.
- Describe an Emergency Management Assistance Compact (EMAC).
- Describe the Mission Assignment (MA) process.
- Describe the resource request process.

Concepts of Resource Management

The underlying concepts of resource management include:

Consistency

A standard method for identifying, acquiring, allocating, and tracking resources.

Standardization

Resource typing, which includes naming conventions, to improve the effectiveness of resource ordering. Typing is the categorization of resources such as equipment, apparatus, and teams by kind and capability.

Coordination

Facilitation and integration of resources for optimal benefit.

Information management

Thorough integration of communications and information management elements into resource management organizations, processes, technologies, and decision support.

Credentialing

Use of criteria that ensure consistent training, licensure, and certification standards.

These concepts adhere to NIMS requirements for resource management.

Effective Resource Management

Effective management of resources (personnel, teams, facilities, equipment, and/or supplies) demands that certain protocols be developed. Resource management includes coordination, oversight, resource tracking, inventory, and other processes that provide the right resources when and where they are needed.

Typing, inventorying, organizing, and tracking facilitate the procedures for:

- Requesting resources
- Prioritizing resource requests
- Activating and dispatching/deploying resources to incidents
- Demobilizing resources and returning them to normal status

By developing these protocols and procedures, a response or support organization will produce predictable outcomes to requests from client entities. Protocol development is a method of standardizing a process; standardization sets a level of expectation for process outcomes. This confidence is necessary for fully effective emergency management.

Resource Management in an Incident

Resource management during an incident is a finite process with a distinct beginning and ending specific to the needs of the particular incident.

Identify Requirements

This process involves:

- Identifying what and how much is needed
- Where and when it is needed
- Who will be receiving or using it

Those with management responsibilities should provide technical advice to requesters without a resource type or classification of an item. Coordination among all emergency management/response personnel and their affiliated organizations is important throughout this process, and should begin as early as possible.

Order and Acquire

Requests for resources that cannot be obtained locally are submitted using standardized resource-ordering procedures. These requests are generally forwarded first to an adjacent locality or sub-state region and then to the State.

Mobilize

The resource-tracking and mobilization processes are directly linked. When resources arrive on scene, they must be formally checked in, which starts the on-scene check-in process and validates the order requirements.

The mobilization process may include:

- Deployment planning
- Equipping
- Training
- Designating assembly points with suitable facilities
- Obtaining transportation to deliver resources

Equipment and personnel can then be deployed out into the field or placed in Staging for assignment. Mobilization planning should recognize that some resources are fixed facilities (laboratories, hospitals, EOCs, etc.)

The demobilization process should be planned concurrently with mobilization, as early planning for demobilization facilitates accountability and efficiency in both costs and time.

Track and Report

This process is conducted prior to, during, and after an incident by all emergency management/response personnel and their affiliated organizations.

Tracking and reporting:

- Provides a clear picture of where resources are located
- Helps staff prepare to receive resources
- Protects the safety and security of equipment, supplies, and personnel
- Enables their coordination and movement

Recover and Demobilize

During this process both nonexpendable and expendable resources are rehabilitated, replenished, disposed of, and/or retrograded. This process should begin as soon as possible to facilitate accountability, and should coordinate between incident(s) and Multiagency Coordination System (MACS) to reassign/prioritize resources.

The Incident Demobilization Plan, developed by the Demobilization Unit in the Planning Section, contains specific demobilization instructions, as part of the IAP.

This process should include provisions and processes for:

- Addressing the safe return of resources to their original location and status
- Tracking resources
- Addressing applicable reimbursement
- Transporting resources

Reimburse

The process includes collecting bills and validating costs against the scope of work. The OFAs are reimbursed for eligible costs only, but not reimbursed for expenditures if they are under their own authority or for items previously appropriated by Congress.

The process serves as a mechanism to recoup funds expended for incident-specific activities.

Inventory

Organizations should inventory and maintain current data on their available resources, and make the data available to communications/dispatch centers, EOCs, and organizations within MACS.

However, the jurisdiction and/or owner of the resources makes the final determination on availability. Keep in mind that inventory systems for resource management should be adaptable and scalable, and should account for the potential of double-counting personnel and/or equipment.

Deployable resources have different inventory, ordering, and response profiles depending on their primary use during the response or recovery phases of an incident.

- **Credentialing:** The credentialing process entails the objective evaluation and documentation of an individual's current certification, license, or degree; training and experience; and competence or proficiency to meet nationally accepted standards, provide particular services and/or functions, or perform specific tasks under specific conditions during an incident. The credentialing process serves to validate personnel qualifications; and provide authorization to perform specific functions and have specific access to an incident involving mutual aid.
- **Resource Typing:** Resource typing is categorizing, by capability, the resources requested, deployed, and used in incidents. Measurable standards identifying resource capabilities and performance levels serve as the basis for categories. Resource kinds may be divided into subcategories to define more precisely the capabilities needed to meet specific requirements.

Use of Pre-Existing Agreements

Before requesting resources from FEMA, States, territories, and tribes should use pre-existing agreements such as mutual aid, memorandums of understanding, contracts, and other pre-existing agreements to attain needed resources.

The use of pre-existing agreements facilitates effective, efficient resource management. It will ensure the deployment of standardized, interoperable resources as identified by the Unified Coordination Group (UCG). In addition, the use of pre-existing agreements saves time when acquiring resources from other jurisdictions or levels of government.

These agreements are developed between jurisdictions, private-sector entities, and NGOs. States also may have state-to-state agreements as well.

Emergency Management Assistance Compact (EMAC)

The Emergency Management Assistance Compact (EMAC) is an interstate mutual aid agreement that allows States to assist one another in responding to all kinds of natural and manmade disasters. It is administered by the National Emergency Management Association (NEMA).

Through EMAC, a State may request assistance from other States, when it determines additional assistance is required.

Note that FEMA is not involved in EMAC.

Pushing vs. Pulling Resources

FEMA's logistical approach is to "push" or "pull" resources based on an analysis of incident size, complexity and urgency.

Push Concept

Resources are pushed into the impact area based on models or incident specific plans, pre-event or immediately post event, without clear requirements to establish a 48 hour supply. When the push concept is utilized, it's essential for the Division/Group Supervisor (DIVS) to have clear communications with upper Operational levels to ensure there are sufficient teams, resources, and facilities to receive and support the push. The "push" concept transitions to a "pull" approach immediately upon establishment of operational control at the field.

Pull Concept

The Regional Response Coordination Center (RRCC) and/or UCG at the Joint Field Office (JFO) will establish resource requirements in coordination with State, territorial, and/or tribal counterparts and validated by the UCG Operations Section based on actual "burn rates." The initial commodity projections will be for two days, driving towards a one day supply as the response concludes. The RRCC and/or UCG at the JFO will communicate these requirements to the Logistics Management Center (LMC), thus ensuring that the National Logistics Coordinator can effectively fulfill requirements.

Resource Request Form

Requests for Federal assistance, which could include resources, are documented by States, territories, tribes, and then submitted to FEMA.

To streamline the resource request process, FEMA enters and processes these requests in WebEOC.

Mission Assignments

A Mission Assignment (MA) is a work order issued by FEMA to another Federal agency directing completion of a specific task, and citing funding, other managerial controls, and guidance. It is given in anticipation of, or response to, a Presidential Declaration of an Emergency (EM), Major Disaster (DR), or National Special Security Event (NSSE).

There are two types of MAs:

Federal Operations Support (FOS)

Federal Operations Support (FOS) is requested by the Federal Government to support Federal operations, and consists of any resource provided to FEMA or responding Federal agencies when logistical or technical support/assistance is needed for their operations. FOS MAs are 100% federally funded and can be requested either before or after a declaration. FOS is "Federal to Federal" support.

FOS MA examples:

- A MA to the US Coast Guard (USCG) to transport FEMA assets to X location
- A MA to General Services Administration (GSA) to find and lease a location for a JFO
- A MA to US Geological Service (USGS) for remote sensing to support situational awareness for Federal agencies

Direct Federal Assistance (DFA)

Direct Federal Assistance (DFA) is the goods and services such as technical assistance requested by and provided to the affected State and local jurisdictions when they lack the resources to provide specific types of disaster assistance either because of the specialized nature of the assistance, or because of resource shortfalls. The State has the legal responsibility to provide vital goods and services to its citizens, but asks the Federal Government to meet disaster-related needs until the State can perform or contract for the work. DFA must be requested by the State, Tribe, or Territory.

DFA is also subject to a State, Tribe, or Territory cost share. DFA MAs are subject to the cost-share provisions of the declaration, normally 75% Federal share, 25% State share, though the President may waive the cost share or change the cost share amounts i.e. 90% Federal share, 10% State share.

States may request direct Federal assistance resulting in a DFA MA after a declaration.

DFA example:

- A MA to the Department of Health and Human Services (HHS) to establish temporary medical facilities for disaster survivors within the affected disaster area

FEMA also uses Pre-Scripted Mission Assignments (PSMAs)—templates for regularly requested support—to facilitate rapid response and standardize MAs. FEMA uses these templates as a base, customizing them to fit specific incident requirements. PSMAs are not pre-approved MAs—the regular request and approval process must be followed to receive a MA.

Request Process Overview

1. Requester identifies need for Federal assistance

Requester (may be the State, Tribe, Territory, FEMA, or OFA) identifies need for Federal assistance.

2. Requester submits request

Request submitted using methods which are consistent with established protocols (e.g., electronically via WebEOC or appropriate form)

3. Request recorded in WebEOC

The request is entered into WebEOC. WebEOC is the internet-based system used as the single point for tracking the status of the request.

4. Request reviewed

Operations Section Chief and Logistics Section Chief review the request in the JFO. The Resource Capability Branch Director (RCBD) reviews the request in the RRCC (or NRCC) to determine if it:

- Is eligible for Federal funding
- Is beyond State or local capability
- Constitutes emergency work (not permanent restorative work or long term studies)
- Clearly states resource requirements
- Is not within the statutory authority of another Federal agency

5. Action is determined and request is sourced

If the request meets the criteria AND can be fulfilled internally by FEMA, FEMA Logistics reviews the request to determine whether to obtain the resource by:

- Initiating a contract or procurement action (via FEMA Form 40-1, credit card); or
- Directing the use of FEMA assets/commodities from FEMA facilities.

If the request meets the criteria, BUT cannot be fulfilled with FEMA resources through FEMA Logistics, the OSC/RCBD sources the request to determine if the request should be fulfilled through:

- Donations
- New MA, amendment to existing MA, or MA Task Order

6. Request is forwarded to the Ordering Unit

The Request is forwarded in WebEOC to the Ordering Unit.

7. Ordering Unit processes the request

The Ordering Unit processes the request by the following means:

- Procurement Unit: Will process requests that are over \$3,000 or requests that are reoccurring services by soliciting bids for the product or service and will award a contract to the successful bidder. A contract is a mutually binding legal agreement for goods and/or services between a vendor and purchaser.
- Micro-purchase: One-time purchases under \$3,000 made locally through the use of a micro-purchase card
- Mission assignments
- Human resources for attaining FEMA personnel

8. Request process completed into an actionable item

The request process is completed and the actionable item is executed.

Lesson Summary

Let's summarize what you have learned in this lesson:

- The concepts of resource management include consistency, standardization, coordination, information management, and credentialing.
- Effective management of resources requires a standardized process for requesting resources; prioritizing requests; activating and dispatching resources; and demobilizing resources.
- The use of pre-existing agreements facilitates effective resource management by ensuring standardized resources and saving time.
- The EMAC is an interstate mutual aid agreement that allows States to assist one another in responding to disasters.
- Pushing resources occurs when dispatching resources to non-intrusive locations of an incident without a specific request, and this process transitions to a pull process when the operational control is established at the incident level.
- A MA is a work order issued by FEMA to another Federal agency directing completion of a specific task, and citing funding, other managerial controls, and guidance.
- The process of requesting and using resources involves setting an objective, identifying the resource, and determining if the source can or should be obtained internally through FEMA, once approved by the Operations Section Chief at the JFO/Resource Capability Branch Director at the RRCC or NRCC.

Now that you have learned about the resource requirements process and management, you will review what you have learned in this course in the next lesson.