29. Logistics

Summary

Logistics is a key part of a successful response. It involves the provision of the right resources at the right time, in the right place, in the right quantities and in the right condition. All agencies leading and supporting a response should coordinate their logistics efforts to ensure that resources are managed in an effective and efficient manner, and directed to the areas of greatest need.

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(1) CDEM logistics support response and recovery by providing resources to—

    (a) maintain response capacity and capability; and

    (b) address the needs of affected communities.

(2) This requires the procurement, transportation, accommodation, and deployment of personnel, facilities, supplies, equipment, and services.

29.2 Objective

135 Objective

The objective of CDEM logistics is to provide sufficient resources in a timely manner to support response and recovery operations.

29.3 Principles

136 Principles

The principles regarding logistics are to—

    (a) use business-as-usual processes and systems; and

    (b) understand that pre-planned systems and processes for the identification, procurement, and deployment of resources and the reconciliation of accounts and accountability reporting are essential to an effective logistics system; and

    (c) adopt a collaborative approach to logistics planning (involving all stakeholders) based on shared-risk and needs analysis before an emergency to enable a co-ordinated response; and

    (d) actively manage only those resources that are in short supply; and

    (e) understand that agencies are responsible for the procurement and management of their own resources in a co-ordinated manner, as envisaged by the CIMS (and may request assistance from the next level of Controller); and

    (f) use local resources, where practicable, before using those from other areas.

Nature of CDEM logistics

CDEM logistics is intended to fill gaps in agency and commercial logistics chains during an emergency, where the need is critical (e.g. when an area is isolated, and CDEM organises transport on behalf of other agencies and commercial providers). CDEM logistics stands down once normal business arrangements can resume and fill the capability gap.

Role of the commercial sector

The commercial sector will in most cases continue to operate during an emergency, albeit at a reduced level. The affected population will continue to gain most of their resources from commercial providers, supplemented where necessary by CDEM and other agency logistics.

The needs of the community are prone to change in an emergency, depending on the hazard type and consequences. The commercial sector should strive to fill these in the first instance.

29.4 CDEM logistics activities

All agencies	**137 CDEM logistics activities**
	(1) Each agency involved in CDEM logistics is to—
	(a) maintain systems and processes to ensure adequate logistics capability to support their own operations; and
	(b) co-operate with national level agencies for co-ordinated logistics planning.

All agencies are required to be able to meet their own resource needs during a response, or to have arrangements in place to cover these. This includes developing logistics structures, processes and procedures, having contracts and/or Memoranda of Understanding (MOU) in place for continuity of supply and training staff.

MCDEM	*(2) During an emergency where the MCDEM is the lead agency,—*
	(a) the MCDEM—
	(i) co-ordinates all-of-government logistics activities; and
	(ii) co-ordinates the use of resources that the National Controller considers critical; and
	(iii) facilitates international procurement; and
	(iv) procures resources to support the CDEM response where appropriate; and

MCDEM may procure resources in support of and on behalf of CDEM Groups and local authorities, on receipt of a resource request. A resource request should be regarded as a business case, with clear justification of why this expenditure is required.

International assistance

Offers of international assistance or requests for international assistance may result from an emergency. When these occur, they are to be considered by the National Security Committee of Cabinet (NSC), via the Officials Committee for Domestic and External Security Coordination (ODESC) system. CDEM Groups and local authorities may procure resources from international commercial providers, but may not accept international offers. These should be referred to the National Crisis Management Centre (NCMC). **See** Section 31, International Assistance for New Zealand for more information.

CDEM Groups	*(b) CDEM Groups—*
	(i) co-ordinate the use of resources that the CDEM Group Controller or the Local Controller considers critical; and
	(ii) inform the MCDEM of these critical resources as soon as practicable; and
	(iii) procure resources to support the CDEM response where appropriate; and
	(iv) may request the MCDEM to procure resources, when local capacity has been used; and

Other agencies	*(c) support agencies—*
	(i) procure resources to support their response where appropriate; and
	(ii) inform the appropriate EOC or ECC or the NCMC of any critical or significant logistics-related activities; and
	(iii) inform the lead agency and other support agencies of logistics capability and available stock holdings; and
	(iv) participate in planning and co-ordination activities.

Support agencies are to supply their own resource needs in the first instance. Where this is not possible, they may request resources from the appropriate Emergency Operations Centre (EOC), Emergency Coordination Centre (ECC) or the NCMC.

Support agency logistics personnel should be in constant communication with logistics staff in the appropriate EOC, ECC or the NCMC, to inform them of upcoming or outstanding issues, and to allow better coordination of logistics matters.

When MCDEM is not the lead agency	When MCDEM is not the lead agency, the CDEM logistics process may be used to support the lead agency on request. MCDEM will:

When MCDEM is not the lead agency, the CDEM logistics process may be used to support the lead agency on request. MCDEM will:

- liaise with the lead agency logistics staff
- provide advice on the capacity and capability of the CDEM sector, and
- arrange logistics support as required and approved by the lead agency.

The lead agency will:

- be responsible for the coordinated provision of logistics to the emergency response and recovery
- meet the initial cost of a logistics response
- negotiate with MCDEM and/or CDEM Groups to procure resources on behalf of other response agencies
- specify critical resources and their use, and
- collate and report on expenditure.

29.5 CDEM logistics structure

CDEM logistics structure

There are four levels of CDEM logistics:

- national (NCMC)
- CDEM Group (regional, ECC)
- local (EOC), and
- incident (ICP).

Each level focuses on providing for its own level of response, and supporting the level below. During most incident responses only incident and local level logistics are required.

Figure 29.1 (next page) shows the respective levels, with the corresponding workflow. Note that:

- resources can bypass Assembly Areas and response levels, and be delivered direct to the end user, and
- if Assembly Areas are not established, resources go to the coordination centre for holding, or are arranged to go to the end-user.

Critical resources

Critical resources are those that are not available in sufficient quantity to meet all demands, and which have a direct, material impact on a response. Critical resources are confirmed by the Controller for their response element. They may not be used without permission from that Controller (which is normally delegated to the Operations function to manage). This may prevent agencies and response personnel gaining access to those resources, where the Controller has determined there is a greater need elsewhere.

Critical resources often vary between NCMC, ECCs, and EOCs. Therefore each Controller is responsible for determining their critical resources and the criteria for issuing them. Resources that are critical for some response elements, but readily available to others, are redistributed by coordinating across boundaries and through the use of Resource Requests.

An example of a critical resource is transport into an isolated area. If there is insufficient transport, the Local Controller may designate this to be a critical resource, enabling them to prioritise personnel and freight loads into and out of the isolated area.

Once the resource is available in sufficient quantity to meet all demands, it will no longer be classified as a critical resource.

Offers of assistance

Offers of Assistance are received at all levels of the response, and may require payment. When recording offers, care should be taken to note which are offered free and which will require payment.

Agencies are able to accept an offer of assistance if the offered resource is needed. Offers of critical resources should be passed to the lead agency.
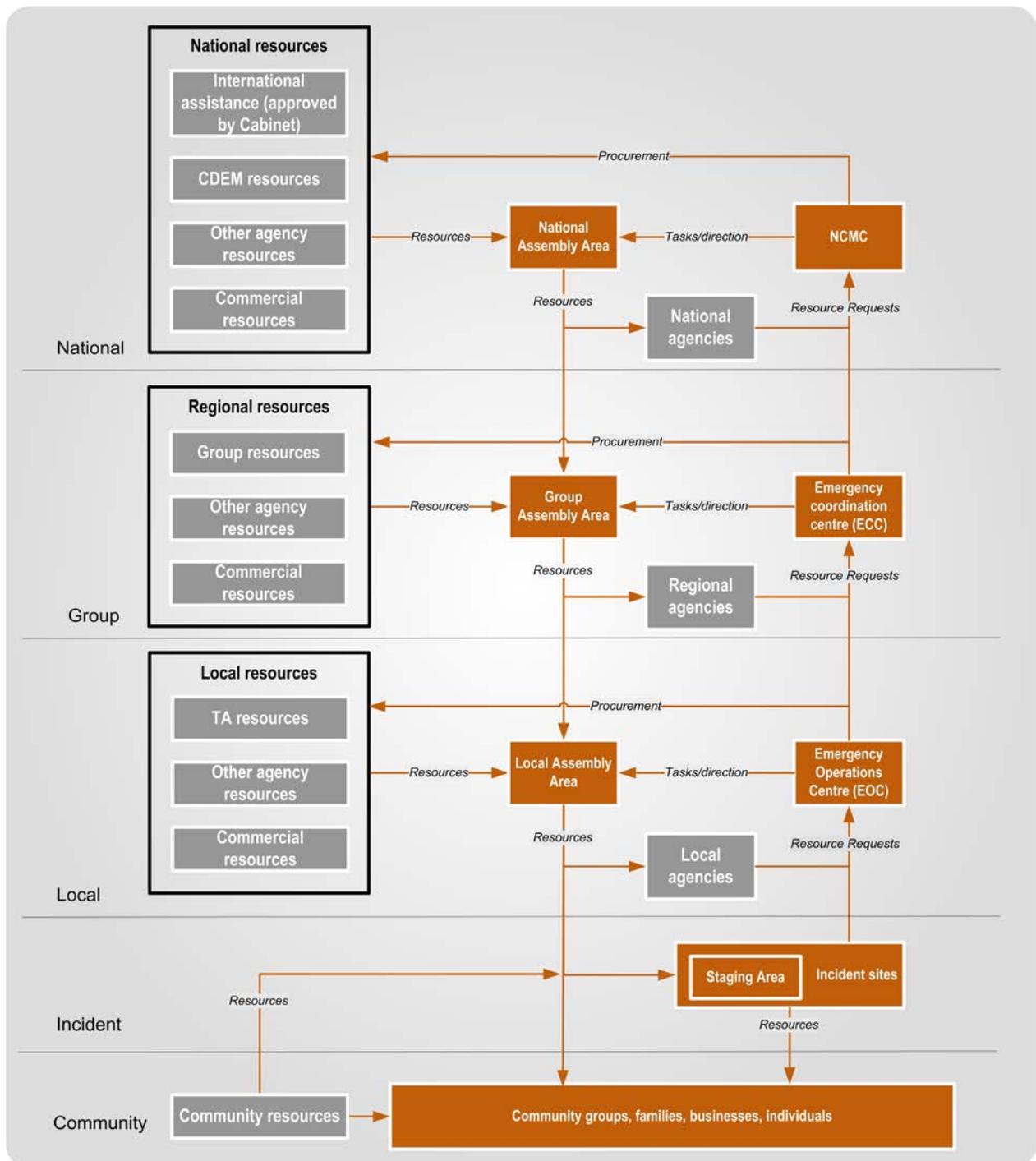
Figure 29.1: National CDEM logistics structure.

Procurement phases

The MBIE *Quick Guide: Emergency Procurement* stipulates three phases during an emergency for accelerated purchasing processes. These are used in CDEM logistics to ensure a degree of oversight and record-keeping in dynamic response situations. They are shown in **Table 29.1**.

Table 29.1: Phases for accelerated purchasing processes.

Phase	When applied
Immediate response (reactive procurement).	Only applies if the incident: • results in the destruction of response resources or infrastructure, OR • has a greater magnitude than resource planning catered for. Occurs: • in the first hours or days of a response (usually 12-48 hours); • when ECCs/EOCs are still mobilising, and • communications are degraded or unworkable.
Disaster relief (emergency procurement)	Begins when: • ECCs/EOCs are staffed to an operational level, and communications are working at a basic level, and • the need to react immediately changes to a need to respond urgently. Continues: • four weeks (possibly) • until the response has ended, or • until a time determined by the Logistics Manager, once response is transitioning into the recovery phase.
Post-disaster recovery (accelerated procurement)	Applies: • when the emergency situation has stabilised, and the recovery is transitioning towards reconstruction and remediation • to resources that still require an accelerated purchasing process, particularly for lifelines utilities and housing, and • provides more flexibility and speed than a business-as-usual (BAU) process, but with a greater level of competition, governance and accountability than the emergency process. In many cases, at this stage of a response the purchase of resources should return to BAU procedures and practices.

29.6 References and links

Other sections of the Guide

- Section 3, Management of emergencies
- Section 4, General roles and responsibilities
- Section 5, Ministry of Civil Defence & Emergency Management (MCDEM)
- Section 6, Civil Defence Emergency Management Groups (CDEM Groups)
- Section 24, Response
- Section 25, National warnings and advisories
- Section 26, National Crisis Management Centre
- Section 27, Emergency information management
- Section 28 Public information management
- Section 30, Mass evacuation
- Section 31, International assistance for New Zealand
- Section 32, Recovery
- Section 33, Government financial support to local authorities

Other documents

- Ministry of Civil Defence & Emergency Management (2015), *Logistics in CDEM Director's Guideline for Civil Defence Emergency Management Groups, [DGL 17/15]*, ISBN 978-0-478-43505-4 www.civildefence.govt.nz (search for 'logistics in CDEM DGL')
- Ministry of Business, Innovation and Employment, *Government Procurement Service Quick Guide: Emergency Procurement* (www.business.govt.nz/procurement)